



REPORT TO CITY COUNCIL

FROM: Dorothy Ann David, City Manager

DATE: October 1, 2021

SUBJECT: USE OF TECHNOLOGY TO ADDRESS VIOLENT CRIME SS 2021-028

A. Introduction: The purpose of this memorandum is to provide Council with an overview of technology-related platforms which are currently available for use by law enforcement agencies and to seek Council input on the lease/purchase and implementation of such technology to assist with the City's response to violent crime. The Police Department is specifically seeking Council direction on the lease/purchase of Automated License Plate Readers (ALPRs) and security cameras.

B. Recommended Action: Provide direction to Administration to proceed with scheduling an agreement on a Regular Meeting agenda for the lease and implementation of Automated License Plate Readers within the City and provide input on the deployment of additional security and investigative cameras, including Council input on the related operational policies.

C. Prior Council Action:

- On July 7, 2007, Council approved [CB-2007-199](#) which authorized the City Manager to execute a contract with SEICO Security Systems in the amount of \$29,656 to purchase and install a security camera system in the City Building.
- On September 18, 2007, Council approved [CB-2007-232](#) which authorized the City Manager to execute a contract with SEICO Security Systems in the amount of \$31,578 to purchase and install digital security cameras and digital recording equipment in the Police Department.
- On August 12, 2014, Council held a Study Session ([SS-2014-038](#)) on the University of Illinois' request to install University-owned security cameras on City-owned light standards in the right-of-way. Council directed staff to prepare a formal agreement with the University of Illinois for formal Council approval.
- On June 21, 2016, in [CB-2016-118](#), Council authorized the City Manager to enter into an Intergovernmental Agreement with the University of Illinois for the installation of security cameras on City owned property.
- On November 7, 2017, in [CB-2017-212](#), Council authorized the City Manager to execute a contract with Current Technologies, Inc. in the amount of \$104,534.59 for equipment, installation services, and training related to the purchase of digital video equipment at both the Police Department and City Building.
- At a Study Session on February 16, 2021, City staff presented an update on the City's activities in response to community violence. ([SS 2021-006](#)) Council directed staff to continue to work with community stakeholder groups to implement gun violence intervention programs.

D. Summary:

- In 2013, the City of Champaign began experiencing a significant increase in gun violence. In response, the City adopted a Council goal featuring key action items in support of programs aimed at reducing gun violence.
- The Champaign County Community Coalition is a collaborative initiative to address issues of community concern. The Community Coalition has five priorities: police-community relations, community engagement, youth development, community violence, and mutual advocacy.
- In 2014, Champaign County law enforcement agencies and the Cities of Champaign and Urbana began to work on CU Fresh Start, a focused deterrence approach to address the increase in gun violence, which the Coalition has identified as a priority for the past five years.
- In 2015, the Street Crimes Task Force (SCTF) began operations through a pilot program. The Champaign Police Department serves as the lead agency of the SCTF, which is a multi-jurisdictional unit that is comprised of officers from the Champaign Police Department, the Champaign County Sheriff's Office, the University of Illinois Police Department, and the Urbana Police Department. The primary responsibility of the SCTF is the investigation of firearms and narcotics-related criminal offenses. In 2016 the SCTF became a permanent unit, and it is still in operation today.
- City staff, through the City's involvement and leadership in the Community Coalition, has worked diligently to respond to community violence using a 4-pronged approach focusing on the (1) victim/family, (2) neighborhood/community, (3) formerly incarcerated, and (4) law enforcement.
- Over the past four years, staff has gained considerable experience in addressing community violence. While this can be expected to be of benefit moving forward, increasing violence and recurring challenges indicate a need to strengthen the City's approach to addressing community violence.
- In 2020, Champaign experienced a record number of confirmed shooting incidents, shooting victims, and homicides. There was a total of 189 confirmed shooting incidents and 57 shooting victims in 2020, as compared to a total of 100 confirmed shooting incidents and 34 shooting victims in 2019.
- From January 1 to September 21, 2021, there were 12 homicides in the City of Champaign and 197 confirmed shooting incidents during which 58 victims were struck by gunfire. During that same period in 2020, there were 136 confirmed shooting incidents during which 41 victims were struck by gunfire. These statistics represent a 44.85% increase in year-to-date shooting incidents from 2020 to 2021. Additionally, last year's record number of confirmed shooting incidents (189) has already been surpassed by this year's year-to-date total of confirmed shooting incidents, and there have been 2 more homicides committed this year than there was during the entire 2020 calendar year.
- The University of Illinois Police Department, which currently has over 2,100 cameras deployed in and around the University of Illinois campus, previously reviewed 300 criminal investigations that they conducted between 2011 and 2015 and learned that footage from those cameras was instrumental in identifying the suspect or providing information that otherwise would not have been obtained in 127 of the 300 cases. Camera footage served as supporting evidence in dozens of other cases.

- Law enforcement agencies have reported investigative success following ALPR implementation. During its first 60 days of ALPR implementation, the Rantoul Police Department made multiple arrests in two separate shooting incidents during which multiple individuals were struck by gunfire. During the first twelve months of their ALPR implementation, the Joliet Police Department saw a thirty percent (30%) improvement in their clearance rates for violent crimes.
- The Champaign Police Department has researched a number of technologies whose implementation could be effective in responding to the City’s increased gun violence and support the Council goal “Our City Keeps Our Community Safe.”
- Staff is seeking Council input and direction on the possible installation of ALPR technology in the City as well as the purchase of additional video camera technology. Based on Council direction, contracts to implement these technologies will be scheduled for future City Council action on a Regular Meeting, or the City Manager may administratively execute the purchase of equipment whose cost falls below the administrative purchasing limit.

E. Background:

1. Community Violence: In 2013, the City began experiencing a significant increase in gun crimes and community violence. That increase has steadily continued throughout the intervening years and has affected the greater Champaign-Urbana community. In 2020, Champaign experienced a record number of confirmed shooting incidents, shooting victims, and homicides. Champaign is not unique in that regard; numerous communities throughout the State of Illinois and the country have generally experienced similar increases in violence, both during that same period and specifically during the 2020 calendar year.

In 2020, Champaign experienced a record number of confirmed shooting incidents, shooting victims, and homicides. There was a total of 189 confirmed shooting incidents and 57 shooting victims in 2020, as compared to a total of 100 confirmed shooting incidents and 34 shooting victims in 2019. Between January 1 and September 21, 2021, there were 12 homicides in the City of Champaign and 197 confirmed shooting incidents during which 58 victims were struck by gunfire. Between those same dates in 2020, there were 136 confirmed shooting incidents during which 41 victims were struck by gunfire. These statistics represent a 44.85% increase in year-to-date shooting incidents. In addition, last year’s record number of confirmed shooting incidents has been surpassed by this year’s year-to-date total, and there have been 2 more homicides committed in the City this year than there were during the entire 2020 calendar year.

2. City Led Response to Gun Violence. City staff, through the Community Coalition, have been working diligently to respond to the increase in gun violence by using a 4-pronged approach focusing on the (1) victim/family, (2) neighborhood/community, (3) formerly incarcerated, and (4) law enforcement. More specifically, City and Coalition initiatives and activities in support of that 4-pronged approach have included the following:

- a. Victim/Family Supports.** The Community Violence Response Task Force (CVRT), CU Trauma and Resilience Initiative (CU TRI), Goal Getters, and Self Made Kingz.

- b. Neighborhood/Community Supports.** Outreach to large apartment complexes and neighborhood organizations, the Virtual Neighborhood Leaders Forum, community engagement, public messaging, and support for the Crime Stoppers Gun Bounty Reward Program.
- c. Support for Formerly Incarcerated.** CU Fresh Start, Champaign County Reentry Council, and FirstFollowers.
- d. Law Enforcement Activities to Address Gun Violence.** The Champaign Police Department has been an active participant in the Community Coalition and CU Fresh Start since their inception. Other gun violence intervention strategies include use of the National Integrated Ballistic Information Network (NIBIN), a system which helps to identify weapons used in gun crimes and connect incidents in which the same weapon was used, serving as the lead agency of the Street Crimes Task Force (SCTF), and working closely with local, state, and federal partners to collaborate on the investigation and resolution of gun violence cases. In addition, the Police Department is currently exploring ways to expand the High-Tech Crimes Unit, a unit within the Investigations Division tasked with examining and analyzing electronic data, to include computers, cell phones, tablets, GPS units, and other electronic devices relevant to criminal investigations.

All partner entities involved in the community response to gun violence have learned lessons and gained expertise that will aid the community in advancing gun violence intervention efforts. The City and its community partners are committed to continuing the initiatives described in this report, seeking improvements to those initiatives based upon feedback, and pursuing new anti-gun violence initiatives as well.

The technological resources proposed for use in the following sections of this reports are not intended to replace or supplant any efforts or programs currently underway, but rather is offered in support of them. The City is committed to continuing the work of the Community Coalition, to include the coordination of community anti-violence initiatives and the expansion of available services based upon Council direction. The proposed implementation of crime investigation technologies discussed in this report are intended to enhance other gun violence interventions such as the focused deterrence approach and other City Council goals and current City initiatives.

3. Security Camera Systems. Over the past ten years, businesses, private property owners, and units of government seeking new technologies to enhance public safety efforts have increasingly turned to the use of security camera systems. This has particularly been the case with municipalities who employ a community policing philosophy, which embodies a combination of proactive crime prevention and community engagement, and who are interested in employing cost-effective tools to enhance their community policing efforts.

Security camera use by the private sector to deter, detect, and solve crimes is already widespread, both nationally and locally. Many private businesses, including financial institutions, gas stations, retail stores, restaurants and bars employ security cameras both inside and outside of

their businesses. Security camera use by members of the public has also increased significantly over recent years, primarily through use of video doorbell and home security systems.

The City has received extensive community input regarding growing concerns about gun violence through a number of public meetings and events, and several meetings have been held between City departments and downtown businesses to discuss possible solutions to increasing gun violence in commercial districts. Many community members have supported the expanded use of security cameras in the public right-of-way, and a number of concerned residents who live in areas where gun violence has been prevalent have suggested that the City invest in security cameras as a means of addressing the violence.

The use of security cameras has the potential to supplement other public safety efforts by: (1) increasing perceptions of safety among law-abiding members of the community, (2) enhancing the problem-solving process, (3) improving criminal justice system efficiency by alerting police to crimes and potentially dangerous situations, (4) providing information that can assist the police in determining the safest way in which to respond to a given situation, and (5) providing footage documenting criminal activity that may also aid in investigations and prosecutions.

- a. Current Use of Security Cameras on Public Property.** To provide for the safety of employees, members of the public, and customers, as well as to protect the security of the buildings themselves, the City is already utilizing interior and exterior security camera systems at the City Building, Police Department, Fire Department(s), Public Works facility, METCAD, and the Library. The current City facility security camera systems are not actively monitored and the footage they record has a limited retention period; however, they can be monitored when necessary and have been useful in gathering information after an incident has occurred on City property.

Other local public sector use of security camera systems includes the following entities: the Champaign-Urbana Mass Transit District, the Champaign Park District, the Champaign County Housing Authority, and Unit 4 Schools.

- b. University of Illinois Security Cameras.** In 2008 the University of Illinois began implementation of a multi-year plan to install security cameras on public areas of campus to increase public safety within the campus district. That multi-year plan included the installation of cameras on existing University property as well as the installation of cameras along the Green Street Corridor.

In 2015 the University of Illinois Police Department, which currently has more than 2,100 cameras in use throughout the campus district, conducted a review of criminal investigations occurring between September 2011 and December 2015. That review revealed that the security cameras were utilized in 300 criminal investigations, that footage from the security cameras was instrumental in either identifying the suspect or providing other critical information that otherwise could not have been obtained in 127 of the 300 cases, and that the security camera footage was essential in resolving crimes involving the offenses of robbery, arson, sexual assault, and theft, as well as an unprovoked attack on University of Illinois students in the Illini Union.

In 2016, the City Council authorized the City Manager to enter into an intergovernmental agreement with the University to permit installation of long-term security cameras on City light standards at Sixth and John and Fourth and Green Streets, and also permitted the City Manager to approve the installation of additional long-term cameras on City owned property within the University District with prior Council notification.

- c. **Recent Expansion of City Security Camera Use in Response to Violence.** In response to growing concerns raised by Downtown businesses, customers, and other community members about shooting incidents and disruptive late-night activities in the Downtown area this summer, City staff took measures to proactively address and deter these activities. Because of limited Police Department staffing, these measures included securing policing services from local partner agencies and the Illinois State Police, reduced on-street parking in commercial corridors and temporary video surveillance and late-night weekend closures of City parking lots. As part of these efforts, the City Manager, under her administrative purchasing authority, has approved the purchase five security cameras, each of which is intended solely for use in monitoring City owned parking lots. The cost of the five security cameras will total \$17,740. This purchase will be completed before the end of the week, and the cameras are expected to be available for use within the next 30 days. The City's goal is to be open and transparent about the use of these surveillance cameras, with implementation including clear signage and notice to the public that this technology is in use.

The City Manager has also authorized the purchase of a mobile video trailer as an additional resource for the Police Department to proactively deploy to ensure the safe management of large-scale community events or to rapidly deploy in response to unexpected incidents which may pose a significant threat to public safety. The types of events where a mobile video unit can be useful would include the Illinois Marathon, the Freedom Fest, or the Taste of Champaign. Similar to the implementation of fixed cameras on public property, when used openly, this mobile camera can also serve as a deterrent to criminal behavior during public gatherings. This mobile video trailer can also be purchased within the City Manager's administrative purchasing authority. After seeking bids from multiple vendors, the Police Department intends to proceed with the purchase of a WCCTV Portable Video Surveillance Trailer at a total cost of \$34,291. The purchase will be completed within the next week, and the video trailer will be available for service within 30 days of the purchase.

- d. **Draft Police Department Policy for Use of Camera Systems.** The Police Department has drafted an operational policy to govern how security cameras will be used by the City. The language of the policy is intended to strictly limit the use of security cameras by the City to public areas, and to deploy cameras in a manner that is respectful to the privacy concerns of members of the public. The proposed policy also prohibits audio recording, allows access to footage only for legitimate law enforcement reasons, and generally limits retention of footage to a period of 30 days. The draft policy is closely modeled after the University of Illinois' Security Camera Policy. That policy was previously reviewed by Council in 2016 while considering the request from the

University to install security cameras on City-owned property. A preliminary draft version of the proposed operational policy is included for Council review and appears at the end of this report as Attachment A. The policy will be finalized by the Chief of Police after incorporating Council input from the Study Session and prior to the deployment of the additional cameras discussed in this report.

Police administration is seeking Council input on the draft policy for camera use, as well as the proposed implementation strategy to deploy additional security cameras on City property and in the public right-of-way.

4. Additional Use of Video Camera Technology to Support Police Investigations. The Police Department has been using cameras as investigative tools for well over 20 years. The Department currently owns two investigative video cameras, both of which are currently deployed. These types of investigative cameras are typically “covert,” meaning that they are typically concealed and therefore can’t be readily identified or seen. They are typically deployed during long-term investigations involving felony crimes; they are never utilized to identify, capture, or enforce minor offenses such as misdemeanors, traffic offenses, or City ordinance violations. The investigative cameras have served as a valuable resource to the Police Department during significant narcotics investigations and major violent crime investigations. Video evidence gathered from these cameras can be particularly helpful during the prosecution of serious crimes, including those involving gun violence.

In addition to the cameras and mobile video trailer discussed in previous sections of this report, the Police Department is also pursuing the purchase of one additional investigative camera at this time. The total cost of the additional investigative camera will be \$5,050 and falls within the City Manager’s administrative purchasing limit.

5. Proposed Implementation of Automated License Plate Readers (ALPRs). Automated License Plate Readers (ALPRs) have been identified as an additional tool that can be used to assist police agencies in maintaining and/or enhancing public safety. Many agencies throughout the country have adopted ALPR technology as a means of enhancing their enforcement and investigative capabilities, expanding their collection of relevant data, and expediting time-consuming process of manually comparing vehicle license plates with lists of vehicles which have been stolen, are associated with wanted persons, or are otherwise of investigative interest.

The Joliet Police Department implemented thirty ALPRs approximately one year ago. Upon review of the first year of ALPR implementation, they reported a thirty percent (30%) improvement in the clearance rate for violent crimes. In the first sixty days of ALPR implementation, the Rantoul Police Department successfully investigated and solved two separate shooting incidents during which multiple individuals were struck by gunfire and a total of seven arrests were made.

Research by Murat Ozer, a criminal justice professor at the University of Cincinnati who has evaluated police use of ALPRs, shows that more than seventy percent (70%) of crimes involve the use of a vehicle. As a result, patrol officers routinely spend uncommitted patrol time searching for vehicles that are associated with crimes of violence, have been reported stolen, are

owned by persons who are currently wanted by law enforcement, and/or have been associated with an ongoing investigation, such as one involving gun violence or an AMBER Alert.

ALPR systems function to automatically capture an image of a vehicle's license plate, transform that image into alphanumeric characters using optical character recognition or similar software, compare the license plate number acquired against one or more databases containing vehicles of interest and, ultimately, to alert an officer when the license plate of a vehicle of interest has been captured by the system. An "alert" results when a vehicle's license plate number has been included on a list of vehicles of interest. That list typically contains vehicle license plate information from sources such as the National Crime Information Center (NCIC), the Law Enforcement Agency Data System (LEADS), the Department of Homeland Security, the Illinois Secretary of State (SOS), and National Amber Alerts, each of whom strictly limit and/or prohibit dissemination of their information. ALPR systems also allow officers to manually enter vehicle and/or license plate information into the system. For example, crime victims and witnesses are frequently able to provide responding officers with the description of a suspect's vehicle, in some cases including either a full or partial license plate number. This information could be entered into the system by an officer and thus included on the Police Department's list of vehicles of interest.

The automated capture, analysis, and comparison typically takes place in seconds, and it normally takes 12 seconds or less for an officer to be alerted to the capture of the license plate of a vehicle of interest by the system at a specific location. And although the ALPR term includes a specific reference to an "automated" process, when an alert is generated the officer who either receives the alert or responds to it must independently validate that the ALPR system has accurately read the license plate, that the plate observed was issued by the same state as the plate which is wanted, and that the alert is still current.

- a. **Recommended Sole Source Lease of ALPR System.** If the City Council determines that the City should implement ALPRs in the City of Champaign, staff would recommend that the City undertake a sole source contract with Flock Safety from Atlanta, Georgia. While there are other vendors capable of providing the Department with an ALPR system, the systems offered by other vendors are typically significantly more expensive, they utilize infra-red technology which has some inherent limitations, and do not offer the search features that Flock Safety ALPRs offer.

Additionally, Flock Safety has a strong regional presence and is already under contract with the Rantoul Police Department and the Decatur Police Department. There are advantages to the City to use the same vendor as the one being used by other communities across the region to enhance information sharing and collaboration in violent crime investigations. Flock Safety currently has ALPRs deployed in over 1,200 cities nationally and in use by more than 700 law enforcement agencies. It has already provided, or is currently working to provide, ALPR systems to the following local and/or regional law enforcement agencies:

- Decatur Police Department – 60 ALPRs currently deployed.
- Rantoul Police Department – 10 ALPRs deployed, 2 more deployments in progress.

- Champaign County Sheriff's Office – Signed contract for lease of 3 ALPRs.
- Springfield Police Department – Lease of 80 ALPRs in progress.
- Peoria Police Department – Lease of 18 ALPRs in progress.
- University of Illinois Police Department – Lease of 5 ALPRs in progress.
- Bloomington Police Department – In discussions with Flock about implementation.
- Urbana Police Department – Council presentation on September 20, 2021, scheduled for further discussions on October 4, 2021.

Staff would recommend a 2-year lease agreement with Flock Safety for the implementation and installation of thirty-six fixed-mount ALPRs. The cost of the lease is \$2,500 per ALPR/per year. There also is a one-time implementation cost of \$250 per ALPR. Including the implementation cost of \$250 per ALPR, the first year of the lease would cost \$99,000. The second year of the lease would cost \$90,000, for a total 2-year cost of \$189,000. Under the lease agreement, Flock would install and maintain the equipment on the City's behalf.

Renewal of the agreement for additional years would also remain at the discretion and direction of the City Council. If at the end of the 2-year lease with Flock Safety the City elected not to renew its lease, Flock Safety would remove the system free of charge. Flock Safety is also willing to permit the City to opt out of the lease if a future law or any legislation emerges which limits, restricts, or prohibits ALPR use. Any ALPR failure due to weather or accident would be repaired or replaced for free. In the event of vandalism, the first ALPR would be repaired or replaced for free. Any subsequent damage due to vandalism would result in a \$500 repair/replacement charge. Many repairs can be completed remotely. Those repairs are typically completed in 24 hours or less. If remote repair is not possible, a technician would be sent to repair or replace the damaged ALPR. On-site repairs are typically completed in 72 hours or less.

- b. Proposed Deployment of ALPRs.** In preparing this report for the possible deployment of ALPRs, City of Champaign Police administration thoroughly reviewed the previous 5 years' worth of gun violence data as well as the associated crime mapping information. Administration also identified and closely evaluated the neighborhoods that have most frequently been affected by gun violence. That data, and the associated crime mapping information, was ultimately shared with a Flock Safety representative whose sole job is to review crime data, to review crime mapping information, and to evaluate City and neighborhood maps to formulate a plan for ALPR deployment. The recommendation to deploy 36 ALPRs was developed by Police in consultation with the Flock representative based upon this crime data analysis. This number of ALPRs is being recommended to provide adequate, baseline coverage of the neighborhoods most frequently affected by gun violence during the initial deployment of ALPRs.

The general approach to determining deployment locations was to focus on placing ALPRs around the neighborhoods most frequently affected by gun violence, not within them. ALPRs are readily visible devices, and deployments are planned throughout the City. Preliminary deployment plans are focused on arterial streets and the routes most

likely to be traveled by those who are committing acts of gun violence; furthermore, specific ALPR locations will not be finalized pending Council direction.

A City map which provides general deployment location information is included for Council review and appears at the end of this report as Attachment B.

Should ALPRs be implemented in the City, any/all images captured by the ALPR system would be the exclusive property of the City and the City would have exclusive rights to determine whether to share information with and receive information from other Flock Safety ALPR users. No third-party access would occur without the express approval of the City of Champaign.

- c. **Proposed Operational Policy for ALPR Use.** In anticipation of the possibility that Council may choose to implement ALPR technology, the Police Department has drafted an operational policy to govern how ALPRs will be used by the City. The system and its data will be used strictly for law enforcement reasons, and the retention period for associated data will be limited to 30 days unless it becomes or is expected to become evidence in a criminal or civil matter. Dissemination to outside law enforcement personnel will be in compliance with the law, and regular audits of the system will be conducted to ensure that use and access is consistent with policy.

At this time the City may have a responsibility to provide limited ALPR information in response to a request under the Freedom Of Information Act (FOIA); however, there is a Senate Bill pending which, if passed, would exempt ALPR data from release under FOIA.

A preliminary draft version of the proposed operational policy is included for Council review and appears at the end of this report as Attachment C. The policy will be finalized by the Chief of Police after incorporating Council input from the Study Session and prior to the deployment of ALPR technology.

6. Optional Lease of Gunshot Detection Technology. Gunshot detection technology emerged in the mid 1990's and is currently in use in many large metropolitan areas throughout the country. It has also been deployed internationally. Over 115 cities and municipalities, nearly all of which are in the United States, are currently utilizing some version of gunshot detection, and there are currently more than 18,000+ acoustic sensors deployed throughout the country. To date, those sensors have alerted on more than 230,000 gunshots. That data can be used to supplement other data that is more commonly used in data driven policing (i.e., Intelligence Led Policing).

The company which invented ShotSpotter technology claims that more than eighty percent (80%) of gunshots are never reported to police. A 2016 study by researchers from Purdue University which specifically studied gun violence in Washington, D.C., and Oakland, California, concluded that in those two cities only twelve percent (12%) of gunfire incidents resulted in a 911 call to report gunshots. As a result, additional data can be very useful to an

agency in determining when, where, and how police resources should be deployed. It can also be used to dispatch officers to the scene of a shooting incident at the time it occurs.

While the Police Department did not research shot detection technology for this report, Flock Safety has offered adding 1.3 square miles of shot detection coverage at no cost for a period of one year if the City approves a lease agreement with Flock to lease fifteen (15) or more ALPRs. Raven, which is the name of Flock Safety's gunshot detection technology, operates through the strategic placement of a series of acoustic sensors in and around an area, most typically where gunshots and/or gun violence has been problematic and/or recurrent. When a gunshot occurs, the acoustic sensors pick up the sound. Artificial Intelligence (AI) algorithms are then utilized to authenticate the sound as that of an actual gunshot. If/when an actual gunshot occurs, the same acoustic sensors use the process of triangulation to identify the precise location (within 1 meter) of the gunshot(s). That information is then relayed to officers who are signed onto the ALPR system at the time the alert occurs, and it could also be relayed to either Police Front Desk staff and/or METCAD if desired.

If Council directs staff to bring forward an agreement with Flock Safety for Council consideration and wants to include gunshot detection technology, staff will also want Council direction on which area of the City they would want to select for the one-year trial period. Alternately, if Council would like staff to conduct additional research on gunshot detection technology and to identify areas in the City where it might be most useful, a future Study Session on the topic can also be scheduled later this year.

If Council directs staff to add this option to the agreement as a pilot test of shot detection technology, there would be no cost to the City during the trial year. To continue the use of Raven in future years, the annual cost would be \$25,000 per square mile of coverage, which amounts to \$32,500 annually for the same 1.3 square miles of coverage. If Council wants to expand the use of this technology to other areas of the City, the annual cost would be based upon the geographic area to be covered.

7. Next Steps. If Council authorizes the City Manager to execute a contract with Flock Safety, staff will place an item on a Regular Council meeting agenda for Council consideration. Pending Council authorization for the City Manager to execute an agreement, it will take a minimum of 4 weeks before installation of the ALPRs and Raven can begin. Installation is expected to take no longer than 1 week. Flock Safety expects both systems to be fully operational well before the end of the current calendar year.

Police administration will incorporate Council input into the draft versions of the proposed operational policies for Security Cameras and ALPRs prior to implementation of the technologies discussed in this report.

F. Alternatives:

1. Direct staff to proceed with scheduling an agreement on a Regular Meeting agenda for the lease and implementation of Automated License Plate Readers within the City and provide input on the deployment of additional security and investigative cameras, including Council input on the related operational policies.

2. Provide alternative direction to staff regarding implementation of these technologies in response to community violence.

G. Discussion of Alternatives.

Alternative 1 would direct staff to take steps necessary to implement ALPR and security camera technology in response to escalating gun violence. This will include scheduling a 2-year contract with Flock Safety for the lease of an ALPR system on a future Regular Meeting agenda for Council consideration. Council would also need to provide direction to staff on whether to include the optional gunshot detection technology in the lease agreement.

a. Advantages

- Supports the Council goal “Our City Keeps Our Community Safe.”
- The installation and implementation of ALPRs can be expected to increase the perception of safety by law-abiding community members, enhance the Police Department’s investigative capabilities, expand the collection of relevant data, and improve and expedite the investigative process.
- Information gathered through the use of these technologies will allow the Police Department to better focus its efforts and resources towards the persons who are involved in violent crimes.
- Supports the Community Coalition’s efforts to address community gun violence.
- Is responsive to community requests to invest in the neighborhoods and areas of the City most affected by gun violence.

b. Disadvantages

- Some staff resources would be required to complete the planned installation and implementation of these technologies.
- There are one-time and recurring costs associated with the lease/purchase and implementation of recommended technology.
- Some community members may not be comfortable with an increased use of surveillance technology throughout the City.

Alternative 2 would provide Council with an opportunity to provide alternative direction to staff.

a. Advantages

- Specific advantages would depend upon direction provided by Council.
- Council could provide direction that may more effectively address community gun violence.
- Staff resources would not be required to assist with the installation and implementation of ALPRs and Raven.
- Would free \$278,581 of City funds for other purposes.

b. Disadvantages

- These additional tools to address escalating gun violence would not be available to support other efforts being made by the Police Department.
- Certain crimes may not be solvable without the evidence provided by the use of recommended technology.

H. Community Input. Although community input on this topic was not specifically sought, the City has received extensive community input regarding growing concerns about gun violence through a number of public meetings and events including the (virtual) Community, Neighborhood, and Neighborhood Leader forums during the Fall of 2020, the community engagement process about the use of Federal American Rescue Plan Act funds and neighborhood-based Lovin’ U events. In addition, several meetings have been held between City departments and downtown businesses over the past year to discuss possible solutions to increasing gun violence in commercial districts. Some community members have supported the expanded use of security cameras in the public right-of-way and the implementation of license plate reader technology.

In addition, the Police Department has received a number of emails from concerned residents who live in/around areas where gun violence has been prevalent. While many of those emails were sent seeking information concerning Police Department’s plans to address the violence, some have included suggestions that the City and the Police Department invest in security and/or surveillance cameras as a means of addressing the violence.

The public will also have an opportunity to provide input at the Council meeting when this Study Session is held.

I. Budget Impact. The Police Department currently has 26 vacant positions within the Operations division, and there are currently sufficient funds in salary savings to cover the cost of these technologies in the current fiscal year, FY 2021/22. Staff will reallocate savings within the Police Operations Division from the salary line item through a budget transfer, to be completed administratively, to cover the total 2-year lease agreement with Flock Safety for the ALPR of \$189,000. Beyond the initial implementation, there is not recurring funding available within the Police Department’s target budget to cover these expenditures. If Council supports the lease agreement, staff recommends increasing the Police Department’s annual target budget beginning in FY 2022/23 to cover the cost of this lease agreement.

In addition to the on-duty resources that the Police Department committed to responding to acts of gun violence, in FY 19/20 the Police Department incurred \$48,055 in overtime costs to due major incidents. In FY 20/21, the Police Department incurred \$102,639 in overtime costs in response to major incidents.

For the five security cameras, one investigative camera, and the mobile video trailer there will be recurring costs to fund the future replacement of the equipment. The below table estimates the useful life and the annual replacement cost required for this equipment:

Asset	Useful Life	Acquisitions Cost	Annual Replacement Charge
Five (5) X5 Security Cameras	8	17,740	2,284
One (1) Investigative Video Camera	6	5,050	867
Mobile Video Surveillance Trailer	7	34,291	5,046
Total		\$ 57,081	\$ 8,197

When the Food and Beverage Tax increase was adopted by Council, as part of anticipated increased expenditures, \$50,000 of recurring funding was allocated to the Police Department budget in the General Fund to fund underfunded equipment replacement costs. This funding is currently being used by the Police Department to fund replacement of equipment purchased using grant funding or gifted assets without a recurring funding source for replacement. Of the \$50,000 allocated, \$38,385 is committed on an annual basis toward existing equipment. The remaining \$11,615 is currently available within the FY 2021/22 proposed budget and can be utilized to fund the annual replacement costs for this equipment

J. Staffing Impact. The increase in gun crimes and community violence have continued to place significant demands on both the time and resources of the Police Department. Police resources are being consumed at a rate that is not sustainable, particularly given that the Patrol Division is currently staffed at sixty-nine percent (69%) of its authorized strength, the Investigations Division is currently staffed at sixty-five percent (65%) of its authorized strength, and the multi-agency Street Crimes Task Force is currently staffed at just fifty-five percent (55%) of its authorized strength. Efforts are being made to address the Police Department staffing shortages; however, it is anticipated that the Department will remain well below authorized strength for some time.

Minimal staff time will be required for the lease/purchase process. The installation of the ALPRs will be handled by Flock Safety and, outside of oversight and consultation, staff should not be heavily involved in that process. Staff from Police administration, the Electronic Technician’s Unit, the City Manager’s office, Finance, and City Legal spent approximately 120 total hours of staff time researching the technology in this report, meeting to discuss that technology, and preparing this report.

Prepared by:

Reviewed by:

Jon Swenson
Interim Administrative Services Manager

Matthew Henson
Interim Chief of Police

Attachment A: Draft of Champaign Police Department Security Camera Policy
Attachment B: City Map Containing Basic Deployment Location Information
Attachment C: Draft of Champaign Police Department ALPR Policy

CHAMPAIGN POLICE DEPARTMENT

POLICY and PROCEDURE

POLICY NUMBER: 41.17

SUBJECT: SECURITY CAMERA POLICY

EFFECTIVE DATE: DRAFT
REVISED DATE:

REFERENCE ILEAP:

REFERENCE CALEA:

INDEX AS:

- 41.17.1 PURPOSE AND PRINCIPLES
- 41.17.2 RESPONSIBILITIES AND AUTHORITY
- 41.17.3 CONTROL ELEMENTS
- 41.17.4 NOTIFICATION REQUIREMENTS
- 41.17.5 USE OF RECORDINGS
- 41.17.6 RETENTION PERIOD
- 41.17.7 COMPLIANCE

PURPOSE:

The purpose of this policy is to establish guidelines for the use and operation of security cameras.

DEFINITIONS:

Security Camera: A camera used for monitoring or recording public areas for the purposes of enhancing public safety, monitoring public behavior, discouraging criminal activity, and for preventing, investigating, or resolving incidents.

Security Camera Monitoring: The real-time review of security camera feeds.

Security Camera Recording: A digital or analog recording of the feed from a security camera.

Security Camera Systems: Any electronic service, software, or hardware directly supporting or deploying a security camera.

41.17.1 PURPOSE AND PRINCIPLES

- A. The purpose of this policy is to regulate the use of security cameras by members of the Champaign Police Department.
- B. The principles of this policy are to:
 - 1. Enhance public safety and to protect City-owned property.
 - 2. Respect the privacy of members of the public.
 - 3. Support the mission of the Champaign Police Department.
 - 4. Provide transparency in the use of security camera technology in achieving a safe and secure community environment.

41.17.2 RESPONSIBILITIES AND AUTHORITY

- A. The Chief of Police is ultimately responsible for the oversight of security cameras, to include:
 - 1. Associated policies and procedures.
 - 2. The creation, maintenance, and periodic review of a strategy for the use and deployment of security cameras, to include this and other related policies.
 - 3. Authorizing the placement of all security cameras.
 - 4. Authorizing the purchase of any new security cameras, as is consistent with City policy.
 - 5. Reviewing existing security camera systems and documenting any changes necessary to bring them into compliance with this policy.
 - 6. The creation and approval of Department standards and procedures related to the use of security cameras

41.17.3 CONTROL ELEMENTS

- A. The Chief of Police is authorized to establish both temporary and permanent security cameras within public areas of the City.
- B. Security cameras are prohibited from use in private areas, pursuant to law and the Illinois Compiled Statutes.
- C. Audio recordings are strictly prohibited, also pursuant to law and the Illinois Compiled Statutes.
- D. Cameras shall not be installed in a manner such that they permit a close-up view through the windows of any private residential space or office space. If necessary, electronic shielding shall be placed in the security camera to prevent the camera from being used to look into or through the window of a private residential space or office space not owned by the City.
- E. To the maximum extent possible, security cameras shall not be directed at the window(s) of any private residential space or office space not owned by the City.
- F. Authorized employees of the Department may monitor and review security camera feeds and records, as needed to enhance public safety and/or support investigations.

- G. With the approval of the Chief of Police, Department units may assign staff to monitor security camera recordings for public safety purposes.
- H. With the approval of the Chief of Police, Department units may assign staff to review security camera feeds for public safety purposes.
- I. Monitoring individuals solely based upon characteristics of race, gender, ethnicity, sexual orientation, disability, or other protected classification is strictly prohibited.

Matthew Henson
Interim Chief of Police
Champaign Police Department

41.17.4 NOTIFICATION REQUIREMENTS

- A. All security camera locations shall include posted signs which provide reasonable notice of the presence of the security camera(s).
- B. All proposals for the deployment of security cameras will include proposed sites for the placement of such signs.
- C. The placement of such signs and the text on them will be subject to the review and approval of the Chief of Police.

41.17.5 USE OF RECORDINGS

- A. Security camera recordings, with the approval of the Chief of Police, are to be used for the purposes described in the definition of the term "security camera." This use extends to their release by the Police Department to outside law enforcement agencies. Records of the access to, and release of, security camera recordings must be sufficient to demonstrate compliance with this policy.

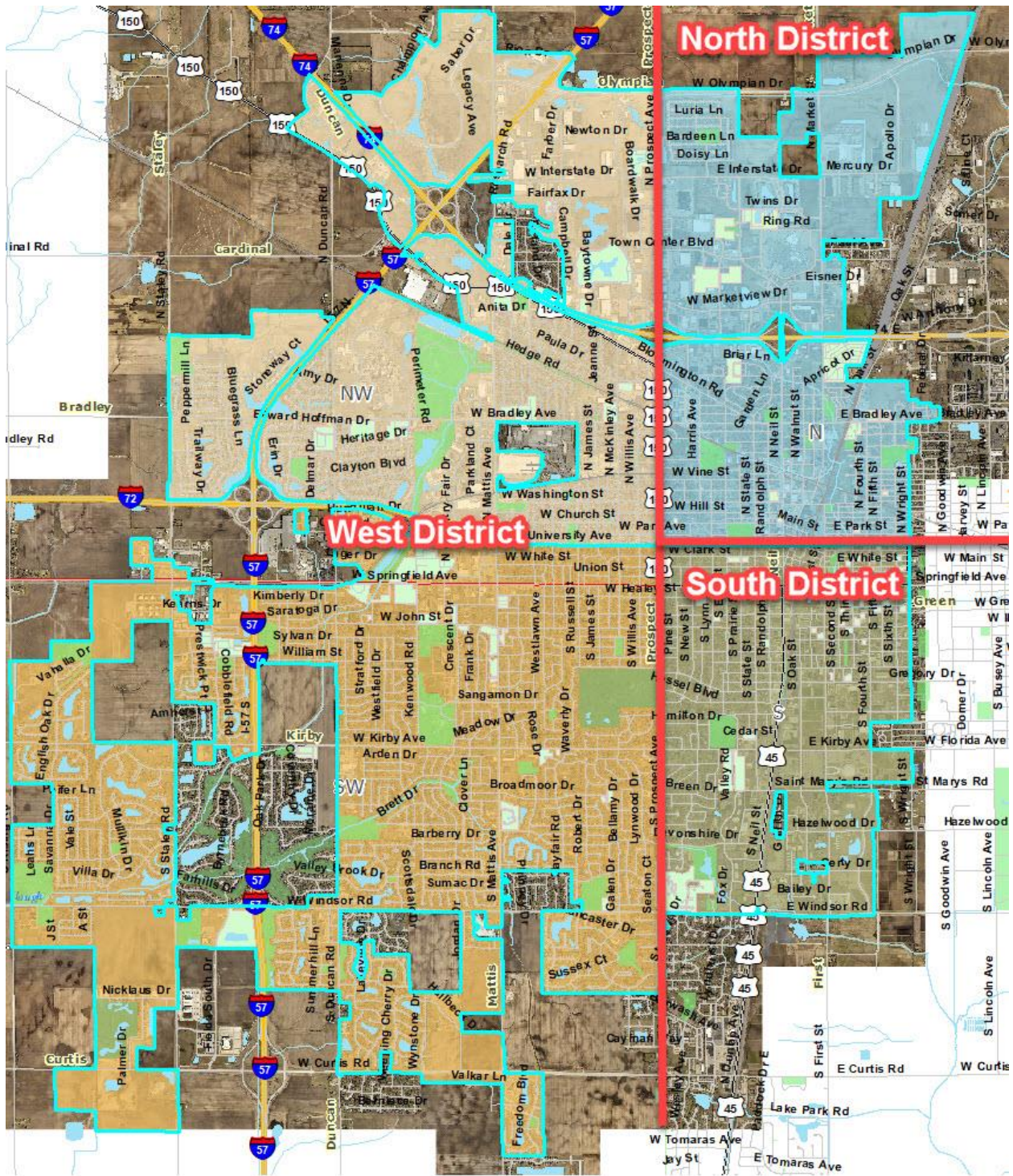
41.17.6 RETENTION SCHEDULE

- A. Security camera recordings will be retained for a period of 30 days.
- B. The retention period may be extended:
 - 1. For investigative reasons.
 - 2. With approval of the Chief of Police.
 - 3. With approval from City Legal.

41.17.7 COMPLIANCE

- A. The Chief of Police shall ensure that records related to the use of security cameras, as well as recordings from the security cameras, are sufficient to demonstrate compliance with this policy.
- B. The Director of Information Technology, or his designee, may periodically review the information technology security of deployed security cameras. On such occasion, the Director of Information Technology, or his designee, shall provide the Chief of Police with a written summary of the findings as well as any recommendations resulting from the review.

Attachment B



ALPR Locations

North: 14 total, 3 of which are downtown

West: 13 Total

South: 0, but UIPD is planning campus deployment

9 ALPRs straddle district boundaries

CHAMPAIGN POLICE DEPARTMENT

POLICY and PROCEDURE

POLICY NUMBER: 41.18

SUBJECT: AUTOMATED LICENSE PLATE READERS

EFFECTIVE DATE: DRAFT

REVISED DATE:

REFERENCE ILEAP:

Portable ALPR System: ALPR cameras that are transportable and can be moved and deployed in a variety of venues, such as a traffic barrel or speed trailer.

REFERENCE CALEA:

INDEX AS:

Read: The capture of a digital image, license plate, or vehicle with associated metadata (date, time, GPS coordinates with vehicle image capture).

- 41.18.1 AUTOMATED LICENSE PLATE READER
- 41.18.2 ALPR CONFIDENTIALITY
- 41.18.3 ALPR ADMINISTRATION
- 41.18.4 ALPR LIMITATIONS OF USE
- 41.18.5 ALPR DEPLOYMENT
- 41.18.6 ALPR DATA STORAGE AND RETENTION

POLICY: It is the policy of the Champaign Police Department to use law enforcement data systems to provide information and investigative resources to employees. The use and access of such systems and information shall be for law enforcement purposes only and in compliance with all applicable training, policies, procedures, rules and regulations, and laws.

PURPOSE:

The purpose of this policy is to establish guidelines for the use and operation of Automated License Plate Readers (ALPRs).

41.18.1 AUTOMATED LICENSE PLATE READER

DEFINITIONS:

- A. Automated License Plate Reader (ALPR) technology, also known as License Plate Recognition, provides automatic detection of license plates. ALPRs are used by the Champaign Police Department to convert data associated with motor vehicle license plates and use it for official law enforcement purposes, including identifying the license plate numbers of or associated with stolen vehicles, wanted subjects, missing persons, AMBER Alerts, or other criteria as determined by a Deputy Chief of Police. ALPRs may also be used to gather information related to active warrants, homeland security, electronic surveillance, suspect interdiction, stolen property recovery, or other legitimate law enforcement purposes. ALPR devices shall not be used to enforce registration violations or City ordinance violations.

Alert: A visual and/or auditory notice that is triggered when the ALPR system receives a potential hit on a license plate.

Automated License Plate Reader (ALPR): Equipment consisting of cameras, computers, and computer software used to automatically recognize and interpret the characters on motor vehicle license plates. Digital images captured by the cameras are converted into data which is processed through the ALPR system (also known as Automated License Plate Recognition).

41.18.2 ALPR CONFIDENTIALITY

Fixed ALPR System: ALPR cameras that are permanently fixed to a structure, such as a pole, a traffic barrier, a bridge, etc.

- A. Use of the ALPR system, software, associated databases, and data is restricted exclusively to the law enforcement and public safety-related functions of the Department. Information obtained from the ALPR, software, associated databases, and data shall not be used for personal reasons or for reasons inconsistent with the law enforcement or public safety-related functions of the Department under any circumstances.
- B. Misuse or abuse of the ALPR system, software, associated databases, or data may be subject to sanctions and/or disciplinary action.
- C. The ALPR system, software, associated databases, and data are solely the property of the Department and intended for use in the law enforcement and public safety-related functions of the Department.
- D. Information obtained from the ALPR system, software, associated databases, and data may not be disseminated to the public except as authorized or required by law.

Hit: A read matched to a license plate that has either been previously registered on the Department's hot list of vehicle plates or is on the local hot list on the ALPR computer that has been added by a user.

Hot List: The license plates numbers of, or associated with, stolen vehicles, wanted subjects, missing persons, AMBER Alerts, or other criteria as determined by a Deputy Chief of Police. Hot list information can come from a variety of sources, including but not limited to the National Crime Information Center (NCIC), the Law Enforcement Agency Data System (LEADS), and the Illinois Secretary of State. Officers may also manually add license plates to the hot list based upon information relayed to or learned by them in the course of their official duties.

Mobile ALPR System: ALPR cameras that are affixed, either permanently or temporarily, to a law enforcement vehicle for mobile deployment.

Attachment C

- E. Information obtained from the ALPR system, software, associated databases, and data may be disseminated to other law enforcement agencies or officers provided it is to be used for law enforcement or public safety-related function, provided each of the following criteria are met:
1. The law enforcement agency makes an official request for the ALPR data; and
 2. The identity of the agency and the person requesting the data, and the intended purpose, must be documented in such a manner as to demonstrate compliance with this policy and retained on file. All such documentation shall be forwarded to the ALPR System Administrator; and
 3. The request must be approved by a supervisor.
- F. Each ALPR operator must have successfully completed approved less than full access Law Enforcement Agency Data Systems (LEADS) training/certification prior to operating ALPR equipment or accessing ALPR data.

41.18.3 ALPR ADMINISTRATION

- A. The Chief of Police shall designate a Department employee as the ALPR System Administrator, who shall have administrative oversight of ALPR system deployment and operations and shall be responsible for the following:
1. Establishing protocols for the access, collection, secure storage, and retention of ALPR data and associated media files.
 2. Establishing protocols to preserve documented ALPR reads and alerts or hits that are acted upon in the field or associated with arrests, investigations, and/or prosecutions.
 3. Maintaining records identifying approved ALPR deployments and documenting their results, including documentation of significant incidents and arrests that are related to use of the ALPR system.
 4. Conducting regular ALPR system checks to ensure proper alignment and functionality.
 5. Ensuring that ALPR system audits are conducted on an annual basis. System audits shall be designed to ensure the integrity of data captured, stored, and/or retained and shall also include a review of password security and system usage.
 6. Ensuring that each employee who uses or has access to the ALPR system has completed Department approved training and is certified to have access to the Law Enforcement Agency Data System (LEADS).
- B. ALPR system repairs (hardware or software) shall be made by appropriate sources as approved by the Chief of Police.

41.18.4 ALPR LIMITATIONS OF USE

- A. Use of the ALPR system, active ALPR data, historical ALPR data, and hot list information for any of the following reasons is strictly prohibited:
1. To record license plates on private property.
 2. To harass or intimidate any person or group.
 3. For personal reasons.

41.18.5 ALPR DEPLOYMENT

- A. At the beginning of each Patrol shift, a shift supervisor shall ensure that the ALPR system has been updated with the most current hot list available.
- B. Officers shall verify the functionality of any ALPR equipment that they are using at the beginning of their shift and shall ensure that any such equipment remains active for the duration of their shift.
- C. ALPR hits alone do not constitute reasonable suspicion or probable cause for a stop. Prior to taking enforcement action or initiating a traffic stop on an ALPR Hit/Alert, in all circumstances an officer shall:
1. Visually verify that a motor vehicle's license plate number matches the plate number recognized by the ALPR system, including both the alpha-numeric characters of the license plate as well as the state of issuance; and
 2. Verify the status of the license plate through a query when circumstances allow.
- D. In each case in which a(n) Hit/Alert is triggered, the officer following up on the hit shall either accept or reject the Hit/Alert and document it using the ALPR system software.
- E. Enforcement action taken in response to a Hit/Alert shall be documented on a Field Interview Card, Written Warning, Citation, and/or police report.
- F. Hot lists may be updated manually if the officer enters a specific license plate into the ALPR system and wants to be alerted when it is located. Officers shall document the reason for the manual entry in the notes field provided in the ALPR software whenever a plate is manually entered into the system.
- G. Partial license plates reported during major crimes or significant incidents can and should be entered into the ALPR system in an effort to identify suspect vehicles.
- H. Investigative alerts may be entered by the Investigations Division with the approval of an Investigations Supervisor. Each internal alert shall contain specific instructions on the expected action. Those will include:
1. Report the presence of the vehicle to the Investigations Division, but do not initiate contact with the driver or occupants.

2. Conduct a stop to identify the occupants of the vehicle.
 3. Place an investigative detention on the occupants of the vehicle and notify Investigations Command or the on-call Detective.
- I. Any user of the ALPR system is expected to report any known issues to the ALPR System Administrator in a timely fashion.

41.18.6 DATA STORAGE AND RETENTION

- A. Collection and retention of ALPR data is subject to the following guidelines:
1. All ALPR data (meaning both “reads” and “hits/alerts”) downloaded to the Department’s server and ultimately stored on the vendor’s server shall be stored for a period of 30 days. After 30 days, the data shall be purged unless it has become, or it is reasonable to believe it will become, evidence in a criminal or civil action, or is subject to a lawful action or order to produce records. In such circumstances, the applicable data shall be transferred to the appropriate evidence server in accordance with current file storage procedures.
- B. All saved data shall be closely safeguarded and protected by both procedural and technological means. The Department will observe the following safeguards regarding access to and use of stored data:
1. All requests for access to historical ALPR data shall be logged and the reason for the access must also be recorded.
 2. All ALPR data shall only be accessible through a login/password protected system capable of documenting who accesses the information by name, date, and time.
- C. Persons approved to access ALPR data under these guidelines are permitted to access the data when there is an articulable suspicion that the data relates to an investigation in a specific criminal or Department related civil or administrative action.

ISSUING AUTHORITY

Matthew Henson
Interim Chief of Police
Champaign Police Department