



**CITY OF ALBUQUERQUE
OFFICE OF INSPECTOR GENERAL**

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Report of Review

FILE NO: OIG R17-101

DATE: February 24, 2017

SUBJECT: Review of Procurement Process/Recommendation of Award of Body Worn
Cameras/Digital Evidence Management and Storage System for Albuquerque Police Department

STATUS: Closed

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Executive Summary

The Office of Inspector General (OIG) for the City of Albuquerque (CABQ), NM, conducted a thorough review of processes involving the procurement of an On-Body Camera System (OBCS) for the Albuquerque Police Department (APD), at the request of the Chief Administrative Officer (CAO), CABQ. Specifically, the review included the period before the development and advertisement of the Request for Proposals (RFP), to understand the criteria used to establish a requirement to procure a new OBCS, as well as the writing of the RFP, and the subsequent selection of members for the Ad Hoc Selection Committee and finally, the selection process of the vendors.

The approach to this review was much like an investigation, due to the history involving a past purchase from TASER International, Inc. (TASER), and the former Chief of Police, APD, and the anticipated public sentiment and concern regarding the tentative selection of TASER as the contractor for the next OBCS. Therefore, nearly 40 interviews were conducted and all documents associated with the determination of the requirement to purchase a new OBCS, the development of the RFP, the receipt of vendors' proposals, the selection of the Ad Hoc Selection Committee (AHSC) and the selection process of the tentative contractor, were reviewed.

The detailed review disclosed the process was executed with a priority of fairness, objectivity and a desire to ensure an unbiased selection of a vendor who was best qualified to provide the city with the next generation of an OBCS that will best serve Police Officers and Citizens of Albuquerque.

However, there were also opportunities identified that should be considered in future procurements. The City reached out to one vendor, TASER, a year before the RFP, to gather estimated costs of the OBCS that could be used to forecast funds needed in Fiscal Year (FY) 2017 and beyond. While conducting "market research" is an acceptable and important practice in especially large procurements, it is important to include multiple sources to ensure the cost estimates are valid and to avoid perceptions of favoritism; that was especially important in this situation given the history addressed previously. There were also opportunities to consider separation of roles to ensure that not one individual had more influence in the procurement process. All of these opportunities are addressed in greater detail in the observations section.

Finally, the report is concluded with the OIG providing an assessment that leaders from the APD and the City Purchasing Office, made it a priority to ensure a fair and unbiased process, and to ensure all City ordinances and regulations were adhered too, and that there were no inappropriate communications between any City official or employee with any of the vendors.

Abbreviations Used in This Report

AHSC	Ad Hoc Selection Committee
APD	Albuquerque Police Department
BAFO	Best and Final Offer
BJA	Bureau of Justice Administration
CABQ	City of Albuquerque
CAD	Computer Aided Dispatch
CAO	Chief Administration Officer
CARA	Center for Applied Research
CASA	Court Approved Settlement Agreement
CEO	Chief Executive Officer
CIP	Capital Improvement Project
CPC	City Policing Council
CPO	City Purchasing Office
CPOA	Civilian Police Oversight Agency
CSI	Crime Scene Investigators
CTS	Contract Tracking System
DAI	Digital Ally Inc
DFAS	Department of Finance and Administrative Services
DoJ	Department of Justice
DTI	Department of Technology and Innovation
FBI	Federal Bureau of Investigation
FTO	Field Training Officer
FY	Fiscal Year
GPS	Global Positioning System
IACP	International Association of Chiefs of Police
IPRA	Inspection of Public Records Act
IT	Information Technology
MES	Municipal Emergency Services
PO	Procurement Officer
POB	Police Oversight Board
PSA	Police Service Aids
OBCS	On-Body Camera System
OCC	Office of the City Clerk
RFP	Request for Proposals
RBT	Reality Based Training
RBTC	Reality Based Training Center
SME	Subject Matter Expert
SAUSA	Security USA
TA	Training Advisor
TSM	Technical Services Manager
TSU	Technical Services Unit
UNM	University of New Mexico
WE	Wolfcom Enterprises

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Introduction:

Based upon the December 27, 2016, request from the Chief Administration Officer (CAO), City of Albuquerque (CABQ), the Office of the Inspector General conducted a Review of the “Request for Proposal” (RFP) process for the selection of a vendor to provide an On-Body Camera System (OBCS), to include a Digital Evidence Management and Storage System. The overall objective of the review was to determine whether the RFP process adhered to all relevant aspects of the City Public Purchasing Ordinance, '74 Code, § 5-7-2, Ord. 6-1991; Am. Ord. 30-1998, the Purchasing Department Regulations and applicable State and Federal laws.

Background:

This review was of particular importance for the City of Albuquerque, due to the OIG investigation involving the circumstances surrounding the last purchase of the current OBCS from TASER. The OIG (and other agencies) conducted an investigation of allegations pertaining to the former Chief of Police, Albuquerque Police Department, and published a report (14-207) on May 11, 2015.

Scope and Methodology

Review focused on the RFP process from the genesis of determination of requirement to the tentative selection of TASER as the contractor. The review included documents associated and relevant to the RFP process from the genesis to the tentative selection, as well as interviews of all personnel involved in every step of the process. The review was organized into two phases, including document reviews and interviews.

Interviews:

Albuquerque Police Department:

Gorden E. Eden, Jr.
Chief of Albuquerque Police Department (APD)

On January 25, 2017, Eden was interviewed and provided the following information:

Eden advised that he was minimally involved in the process to procure a new OBCS, for the APD, which included involvement with the RFP process too, and in fact, he deliberately decided to remain uninvolved to avoid even the appearance that he favored or influenced the selection of one vendor over another.

Eden also said that he applied guidance to the RFP process that he used in his last job as the State of New Mexico Secretary of Public Safety, which included a requirement to not use trade names of vendors in the RFP process, as well as ensuring nothing associated with a specific vendor would be referenced in the process.

He said after the RFP was released, there was an opportunity for every vendor to ask questions to clarify ambiguity. He said he wanted those questions sent to every vendor to ensure an equitable process. He requested a “bidders’ conference” where every vendor had the opportunity to get clarification on questions; he wanted to ensure that the vendors understood what was expected in their proposals.

Eden affirmed that he never traveled to any of the vendors’ locations, nor did he have any communication with any of them prior to or during the procurement and RFP processes. He affirmed that he did not have any preferences.

Eden advised that the police patrol vehicles and officer assigned laptop computers had Global Positioning System (GPS) tracking capability. This capability was discussed since one of the vendors offered GPS as part of their OBCS solution.

Robert Huntsman
Assistant Chief, APD

On January 12, 2017, Huntsman was interviewed and provided the following information:

APD began using on-body cameras in approximately 2009, when Chief of Police Ray Schultz was in charge. At that time, APD used the “Scorpion” camera, which was not reliable. Chief Schultz made the decision to procure the Axon Flex body worn camera from TASER; Schultz retired in 2014.

At the time of Schultz’s retirement, the public had expectations that the APD would use the body worn cameras due to the controversy of the police shootings. At that time, the cameras were not always being used by police officers.

The United States Department of Justice (DoJ) had also just completed an investigation of APD and issued a findings letter that also addressed the need to ensure APD used a recording device

on the body. Specifically, Section E of the Court Approved Settlement Agreement (CASA) required the on-body recording device.

The University of New Mexico (UNM) conducted a study involving APD and the use of on-body cameras. The study involved control groups and the results were published in a report. The study results contributed to the basis for the decision to obtain the on-body cameras for all police officers. The study also addressed the 1:1 upload rate, which essentially meant a camera would have to be docked for eight hours after recording for eight hours, and therefore, was not available to the police officer during the “docked” time. The decision to purchase a second camera for each officer was made to account for this concern.

The formal decision that led to the determination of the requirement to have two on-body cameras for each police officer was based upon the collaboration of staff. Eden had the final authority to make the decision and did so, based upon the consensus of the staff and the UNM Study. Huntsman advised that minutes of the collaborative sessions were not taken and so therefore wasn't any documentation of the sessions.

Huntsman stated that APD-3 was “IT savvy” and would be a good person to speak to about the collaboration and requirement based decision. He was assigned to the camera project. He said APD-3 reports to William Slauson and recommended interviewing Slauson. He said that APD-2 would also be an important person to meet with, as she coordinated with the City Purchasing Office (CPO). She could also provide information on how the requirement was communicated to the CPO, as well as provide details on the funding of the cameras. He believed there were some Federal Grant funds that would be used in the procurement of the system.

Huntsman said there was no preference given to TASER prior to the initiation of the RFP process. He said Eden ensured there was a clearly communicated policy that no APD personnel would attend functions sponsored by the prospective vendors at various events, such as the “International Association of Chiefs of Police” conference or the “Major City Chiefs” conference. In fact, he required APD personnel to avoid even the appearance of a conflict of interest, by avoiding any contact outside the ongoing contract with TASER.

He advised that APD-2 would also have knowledge regarding the make-up of the Ad Hoc Selection Committee (AHSC) and finally, he recommended meeting with TA-1, who worked for Peter Ambs, at the Department of Technology and Innovation.

William Slauson
Executive Director, APD

On January 19, 2017, Slauson was interviewed and provided the following information:

Slauson advised that the APD leadership was “hypersensitive” of the need for a competitive bid for the new OBCS, due to the previous history involving TASER and the former APD Chief. He also said that TASER was the only company that had “full system” experience, meaning both the camera and the “back end”, which he described as the evidence handling system.

Slauson stated in approximately 2009-2010, TASER was revolutionizing the market, as there were very few companies that could do both camera and evidence management systems. He said the APD needed a “full solution.” He also addressed the battery life issue, indicating with the

APD moving to 12 hour shifts, this was an important consideration. APD needed either one camera with a battery life of 12 hours or two cameras that together would cover a 12 hour shift.

Slauson advised that due to the CASA, there was “hyper-awareness” by APD leadership to work with partners to guide them. He said this was not a solely internal process – they reached out to the Civilian Police Oversight Agency (CPOA), the Police Oversight Board (POB), UNM (for research), and the six Community Policing Councils (CPC), which met monthly. He said they invited one CPC member to participate in the AHSC selection process following the RFP. He related that APD leadership also wanted the police officer perspective. Essentially, leadership wanted a “wide swath of experience and roles to provide the greatest review” of the options.

Slauson described his role in the procurement process as being involved in the formation of the AHSC and assisting with the shepherding of the process by helping to resolve issues that arose. In his efforts to form the AHSC, he met with CPO-1, City Procurement Officer (PO), CPO-2, Assistant City Attorney and legal advisor to the CPO, as well as APD-2, with the purpose of ensuring the AHSC membership represented a diverse group.

He was not involved in the AHSC meetings, which he described as a “closed process.” He was not privy to any information discussed during the AHSC meetings. Slauson advised that Eden was more removed from the process than he was and it was done this way intentionally.

He asked for the UNM study, and recalled it may have been required as a part of the CASA. He said a contract was awarded to UNM for conducting the study, which focused on “user perception,” which he explained focuses on how comfortable officers were with the OBCS.

Regarding the “requirements” for the new camera system, he said there were discussions with the “Chiefs”. Concerns flowed up the chain of command and included past issues where officers did not record full shifts. In the Spring or Summer of 2016, the 12 hours shifts became a possibility, so leadership knew they needed a system that could support the longer shifts.

Slauson said General Funds and a Federal Grant of \$250,000 were used as funding for the procurement. The Grant was appropriated in 2016, and the General Funds would be appropriated over multiple years in the amount of \$900,000 per year for five years.

APD-1
Fiscal Manager, APD

On January 24, 2017, APD-1 was interviewed and provided the following information:

APD-1 said he has been employed by the CABQ since 2004 and described his role and responsibilities to include working with “General Fund” requirements for the APD. Prior to working for CABQ, he was the Chief Financial Officer for an information technology company in Albuquerque.

APD-1 provided a historical perspective of APD OBCS. He said APD used Scorpion brand cameras before TASER cameras. He said that at some point it made sense to standardize all OBCS cameras to one platform. In addition to the desire to standardize the OBCS platform, there were only 665 cameras for 850 officers, so there was a need to purchase additional cameras to ensure every officer had a camera. The APD has 1,000 authorized positions.

APD-1 did not recall formal meetings to make the determination that established a “requirement” to purchase a new OBCS. The CASA also drove a part of the requirement to obtain an OBCS. He stated that Crime Scene Investigators (CSI) and Police Service Aids (PSA) also carry cameras, adding to the need for additional cameras. He related a DoJ investigation was launched in November 2012 and DoJ issued a letter outlining their findings in April 2014, which led to the CASA.

He said a requisition was likely signed for the OBCS, but he did not recall it. He also related that he did not work on the draft RFP, and was not involved in the selection of AHSC members. He was aware of the UNM study, but was only involved in the budgeting of the contract for the study. He did not read the study and was not familiar with the results of the study.

He was involved in the funding of the OBCS procurement effort and said that just under \$429,000 of General Funds was budgeted for the procurement. A “white paper” was written in support of the request for Fiscal Year (FY) 2017 funding for the OBCS with an expectation that the RFP funding would increase. He recalled the General Fund amount was approximately \$751,000 and \$200,000 was set aside from the General Fund. He related that the budget estimate entailed getting an estimate from TASER for an OBCS. He said he reached out to TASER in the first quarter of FY 2016 to get the estimate for the FY 2017 period. TASER provided the estimate on January 18, 2016, which amounted to \$951,960. He also said there were three sources of funding: The Department of Technology and Innovation, the DoJ and Federal Grants from DoJ.

APD-1 didn’t recall being at meetings where there were discussions of the number of cameras needed, but does recall discussions of the difficulties of moving digital media into Evidence.com.

He also said that he was not present at discussions addressing whether the digital evidence management and storage system should be hosted or cloud-based, but heard there were discussions pertaining to that topic.

He said that he was not aware of any City official or employee who expressed preference for the TASER product before or during the RFP process. He also said that he was not aware of any employee travel to any vendor facility or any communication with vendors, with the exception of communication with TASER as it pertained to the on-going contract.

(Note: the section intentionally blank to accommodate image on next page that pertains to this interview)

**City of Albuquerque
Police Department
Five Year Summary of On-Body Camera Costs**

	Year 1 <u>FY/16</u>	Year 2 <u>FY/17</u>	Year 3 <u>FY/18</u>	Year 4 <u>FY/19</u>	Year 5 <u>FY/20</u>	<u>Total</u>
<u>Funding Needs:</u>						
Evidence.com Ultimate License (450)	\$ 297,000	\$ 297,000	\$ 297,000	\$ 297,000	\$ 297,000	\$ 1,485,000
Evidence.com Unlimited License (550)	521,400	521,400	521,400	521,400	521,400	2,607,000
Taser Assurance Plan Dock 2 Annual Payment	34,500	34,560	34,560	34,560	34,560	172,740
Evidence.com Integration License	-	99,000	99,000	99,000	99,000	396,000
On-Body Cameras (1,000)	388,000	-	-	-	-	388,000
Docking Stations, Installation and Training	116,440	-	-	-	-	116,440
Cabling Costs	-	-	-	-	-	-
Total Funding Needs	\$ 1,357,340	\$ 951,960	\$ 951,960	\$ 951,960	\$ 951,960	\$ 5,165,180
<u>Resources:</u>						
Existing General Fund Appropriation	\$ 385,000	\$ 400,000	\$ 400,000	\$ 400,000	\$ 400,000	\$ 1,985,000
USDOJ Funding	200,000	200,000	200,000	200,000	200,000	1,000,000
CISP Funding for Cabling	-	-	-	-	-	-
BJA On-Body Camera Grant	232,590	-	-	-	-	232,590
Total Resources	\$ 817,590	\$ 600,000	\$ 600,000	\$ 600,000	\$ 600,000	\$ 3,217,590
Additional Funding Requirements	\$ 539,750	\$ 351,960	\$ 351,960	\$ 351,960	\$ 351,960	\$ 1,947,590

(Above image depicts the five-year summary of OBCS costs based TASER's January 2016 quotation provided at the request of APD)

APD-2
Planning Manager, APD

On January 23, 2017, APD-2 was interviewed and provided the following information:

APD-2 described her role and responsibilities to include working on grants, Capital Improvement Projects (CIP) and other miscellaneous matters, such as research, survey, budget and contracts.

She said that the requirement for the OBCS was determined at approximately the end of 2015 and she got involved when there was a need for the cameras. She said APD had several different camera systems in use at that time, to include the TASER Axon and the Scorpion. A decision was made to use just one camera platform. She didn't have any information regarding who made the decision.

She recalled it was about that time that the City awarded a contract to UNM to conduct a study on the “perceptions of the public” when officers used OBCS. Following the completion of the study, she said a solicitation went out for the OBCS. She advised UNM that the DoJ would provide funding for procurement of the OBCS, but not for the UNM study.

APD-2 said that the following individuals were involved in the initiative to procure the OBCS: DTI-1 (no longer a City employee), APD-3 and TA-1, who replaced DTI-1. She said that changes were made to the draft RFP, which focused on specifications. CPO-2 and CPO-1 were present at the meetings regarding these changes. She said TA-1 headed up the effort to make changes to the RFP, with the assistance of APD-3.

She became more involved when a Federal Grant was approved to help fund the procurement. The Grant was awarded by the DoJ Bureau of Justice Assistance (BJA). She said the Grant had requirements with it and it was her responsibility to ensure the requirements were met. She said she was involved in several meetings in which she made input regarding those requirements.

She advised that she had no insight on the requisition specific to the OBCS, but normally does have knowledge involving requisitions in general.

Regarding the two camera solution, she said that the main concern driving this solution was the need to be uploading video data during shifts when officers also needed to be wearing a camera. She said the best solution was to have one camera on an officer’s body, while the second camera was in the docking station and uploading data, so there would be no interruption in the process.

Another concern addressed the battery life – she recalls the shift was changed to 12 hours, which meant the battery had to last 12 hours or there would be a need for a second battery to ensure there is capability to record for a full shift. The two camera option resolved this potential problem as well.

With regard to the digital evidence management and storage system, she said Eden looked at hosting on-site. She said TA-1 was concerned about the security of hosting on-site and said that this issue needed to be looked at. She said the City wanted the prospective vendors to look at all options. She again emphasized that there were concerns with security and costs for an in-house solution. She said she did not have any knowledge on how or if the decision was eventually made regarding the storage issue, but believes it would be cloud-based – she hasn’t seen any documents pertaining to this issue.

Regarding the purchase decision, she said CPO-1, CPO-2 and herself met with Eden to go over the specifications. She said Eden made some minor changes and then after the vendor was tentatively selected, they had Eden sign the memo stating he agreed. She said Eden had “faith in the Ad Hoc decision.” She, CPO-1 and CPO-2 had provided input into the AHSC members, which included a member from a CPC, a member of the CPOA, a UNM professor, and APD officers - AHSC-3 (who had technical experience) and AHSC-2 (who had a business background). She said Eden wanted a diverse background on the AHSC and that is why they included members from the UNM, the City Council office and someone with a budget background.

She said that Eden discussed the recommended members with the CAO, Robert Perry – they both agreed on the need to have a diverse group and didn’t want anyone higher than a Commander level on the AHSC.

She said that she had read the UNM study and believed there was no direct correlation between the study report and the RFP decision.

She said the Federal Grant Funds were \$250,000 and required matching City funds, so that total amount related to the Grant was \$500,000. That was also the amount that came under her oversight. She said the remaining funds came from the General Fund and came under the oversight and responsibility of APD-1.

She said that she doesn't know of any way that the process could have been better and even expressed that she thinks the efforts didn't even need to go as far as they did because they added to the time to get the procurement process completed.

DTI-1

Former Interim Director of Technical Services Unit (TSU)

APD

On February 8, 2017, DTI-1 was interviewed by email and provided the following information:

DTI-1 indicated that she was the Interim Director of TSU for APD. This position began in October of 2014. As the interim director, she worked with APD staff, including the Camera Program Officer (APD-3) on IT and/or policy issues with the OBCS, when requested or required.

With regard to how in APD leadership determined there was a need for the OBCS, she recalled that Eden and Perry determined that, due to the investigation into the first purchase of the OBCS and to ensure that APD was compliant with the purchasing rules, an RFP would be necessary. This would ensure that APD selected an OBCS platform that was compliant with purchasing rules and was robust enough to handle APD's needs. She also recalled attending meetings with Perry, CPO-2, CPO-1, Huntsman and APD-3 in regards to the RFP and it was discussed that this was an opportune time to bid for a camera platform.

She believed the determination of the OBCS requirement was made in early 2015 when there was a push made to ensure that she and APD-3 were working on collecting information in case they needed to draft an RFP. According to her notes, she was approached by APD-3 in March of 2015 about an RFP. At that time, she was informally collecting information from various OBCS vendors about their products and the functionality they provided. In May 2015, she recalled the need was presented to her from Perry and Eden to begin actively working on drafting an RFP and to provide information on the type of system APD needed. A final draft was provided to the group in late November or early December of 2015.

She reviewed the UNM Study regarding on-body cameras. She was there to review the draft before the final report was produced. At the time, the draft did not include focus group data from the Investigative Bureau, Special Service Bureau, lieutenants or sergeants. It was during a draft review meeting with UNM and APD staff that it was suggested that those units should also have their own focus group to get a complete view of the camera program. She also provided much of the data they required for the study from the Computer Aided Dispatch (CAD) and/or Records Management system.

She believed that there was a need to study the cameras, their evidentiary value, the responses from officers and their use in the field. She thought the study hit some valid points such as the

time officers spent loading the videos into Evidence.com with the correct information. It was very time consuming for officers to upload videos from the cameras to Evidence.com, and to assure the video matched the call for service. The report noted that some of this could be resolved with an Information and Technology (IT) solution. She believed it was also noted that officers did not feel that they had a clear directive on how and when to use the cameras.

She thought what stood out to her was that it didn't matter what camera system was used, as long as the directives and policy on when and how to use the cameras were clearly communicated and implemented.

She believed the City was using DoJ, BJA grants and General Funds for funding. The DoJ and BJA grants were specific to new cameras for officers who did not yet have one.

DTI-1 wanted to highlight that when she left, it was her understanding that the RFP's final draft was completed, but the RFP could have been changed after she left. As one of the authors of the RFP, before she left, she knew that it was indicated that APD wanted two cameras for each officer so that while charging or uploading video from one camera, the officer could use the second camera to capture video when required. APD did not propose that Evidence.com be the repository for videos. Instead, it was proposed that a video storage (database) would be created either onsite or in the cloud, or the vendor could propose a hybrid solution (onsite and cloud mix). While she worked on the RFP, Evidence.com was not listed as a preferred storage for videos regardless of camera technology.

DTI-1 said that no one relayed to her that they preferred TASER and she was not aware of anyone receiving a personal benefit from the relationship between TASER and APD. However, she did state that APD-3 had expressed that given his research of other OBCS vendors, he preferred TASER because their OBCS system was an optimal solution given the functionality of the software and hardware, and the level of provided IT support. There was a concern that changing OBCS platforms could cause APD to lose critical functionality that was important to ensuring cases were shared with the District Attorney's office and other interested parties in a timely manner. AHSC-3 also expressed the same concern to her.

She was not aware of any City Official or employee ever traveling to TASER or aware of any communication between TASER and any City Official or employee outside the purview of on-going support for TASER issues, during the time she was at APD.

She also thought it should be noted that before she left, the AHSC had not been formally created. Her last meeting with the group in regards to the RFP was in December 2015. She said her last day at APD and the City was January 8th, 2016.

APD-3
Detective
APD

On January 18, 2017, APD-3 was interviewed and provided the following information:

APD-3 confirmed that he served on the AHSC a Subject Matter Expert (SME). He explained his role in the procurement process was to assist with the development of the scope of the RFP for the OBCS cameras. He was also involved in overseeing the testing process for the cameras.

APD-3 said there was a discussion of the possibility of an RFP for a new OBCS in approximately the fall of 2015.

He said he was involved in the initial steps in the RFP review process, including the pre-proposal conference and the AHSC meetings, but the CPO was responsible for the organization of the process. He said the pre-proposal conference occurred prior to the closeout date of the RFP, and some of the vendors sent representatives, who were given the opportunity to ask questions about the RFP.

APD-3 stated he attended all AHSC meetings. There were seven voting members on the committee and the committee was made up of various individuals with different backgrounds. He stated that whenever the committee members had questions, the questions and discussion were opened up to the SMEs. APD-3 understood the importance of doing this process right. He acknowledged that for some of the officers involved in the process, it might be easier to go with a vendor and product that is familiar (TASER). He indicated that from the beginning, it was relayed to committee members and those involved that it did not matter which vendor was ultimately chosen; it was important to be impartial when reviewing the vendors' proposals. Choosing the best product was most important and for the right reasons. It was important to choose a product that worked best not only for the officers, but for civilians as well. APD-3 stated he was not aware of any personal contact from any of the vendors, and all communication from vendors had to go through CPO-3 (Senior Buyer, CPO). He also stated that non-disclosure was very important, and therefore, all committee members and testing officers were required to sign confidentiality statements.

APD-3 stated that the "Reality Based Training Center" (RBTC), 400 Wyoming Blvd NE, Albuquerque, NM, was utilized for the testing of the cameras. The testing process was consistent and conducted in a controlled environment over the course of two days for each vendor, with identical staged scenarios for each vendor. The feedback from officers who participated in the testing was also heavily relied on when it came to receiving input about the vendors. He indicated that there were a lot of complaints from the officers who tested the Utility camera. Utility's equipment did not work for Field Training Officers (FTO). According to APD-3, the Utility camera consisted of two pieces, and if the pieces were not perfectly lined up, such as being off center by even the smallest degree, then the camera did not work. He also commented that the Utility product seemed like it could break very easily and did not seem as durable. He indicated the camera became dislodged from the external battery fairly easily. APD-3 stated the Utility product had a lot of "bells and whistles," but he questioned whether the features would be used. Many of the features failed to work when the product was being tested.

APD-3 felt it was good that Utility was able to fix many of the problems and make necessary changes overnight, but the product had already been through testing that did not go well. This posed the question and concern of whether the product would fail in the future while being used by officers. As an example, he said Utility's "Officer Down" feature failed on day two of testing. He stated that the officers' experience with the product and the reliability of the product was a big concern. They could not rely on the Utility camera working and they did not want to go backwards with an unreliable product.

APD-3 felt that, overall, the entire process went well and a good job was done.

APD-4
Police Officer and Advanced Training Instructor
APD

On February 15, 2017, APD-4 was interviewed and provided the following information:

He said that he was an Advanced Training Instructor and was currently in charge of “scenario based” training. This job entailed developing scenarios and providing various types of advanced training, to include “use of force” training for all APD officers.

He said that he became involved in the RFP process for the new APD OBCS, when APD-3 contacted him prior to the RFP being advertised. APD-3 asked him if it would be feasible to do testing of OBCS cameras at the RBTC. The facility is City owned and was previously used by the US Army Reserves. They held a meeting to decide what should be tested on the cameras and how to best replicate real world situations. He recalled the testing was conducted in approximately October 2016.

APD-4 stated that he was not involved in the selection process of the testers, who were all sworn police officers with the APD, but he was in charge of selecting and developing the team or role players. He said the role players were contractors, who usually supported training to APD officers. He described the role players as retired law enforcement personnel. He didn't recall any sworn officers who participated as a role player. There wasn't any specific criteria used in the selection process and most role players have been used for the past 1.5 years. He sent emails to the role players asking if any of them would like to be considered for the camera testing scenarios. He chose the number he needed from the volunteers. He said the responsibility of a role player was to be a “tool” for the student by ensuring they provided the “stimulus” to an officer in various scenarios. It was important for role players to be precise in their timing, speed, etc. to best replicate a real situation.

He said that APD-3 was responsible for conducting the surveys of police officers who were involved in the testing process. He recalled being present, but was not central to the process. He was also present at two of the AHSC meetings, which were held at APD headquarters, to provide answers to members' questions. The AHSC also visited the RBTC on two occasions, to observe testing.

Though he didn't have any direct experience, he had heard complaints about the Utility hardware and software; specifically he understood there were glitches with the performance of the equipment during the first week of testing, but also heard the problems were corrected by the second week of testing. He was concerned about the sturdiness of the Utility camera system. He also commented that testers did not like the wires required by the TASER Axon Flex cameras; they preferred the TASER “body camera.” He said the testers seemed evenly divided on the TASER body camera and Utility camera.

APD-4 also said he was impressed with the efforts of APD-3, CPO-4, City Purchasing Office (CPO) and CPO-3, to ensure the RFP and selection process was done confidentially and fairly.

City Purchasing Office:

CPO-1

Chief Procurement Officer

CPO, Department of Finance and Administrative Services (DFAS)

On January 13, 2017, CPO-1 was interviewed and provided the following information:

She said that she had discussions with Eden and Perry about the need to write a RFP for the purchase of an OBCS for the APD. She said the understanding was that the procurement for the cameras would need to be done competitively and that would require a new contract. She also explained discussions included the topic of whether evidence storage could be done “in-house”, but it was determined to be too expensive to do in-house and it would need to be hosted by a contractor.

CPO-1 advised that the formal request for initiating the RFP process would be done with a “requisition” form from APD.

She stated that the team that worked on the RFP included her, CPO-2, TA-1, APD-2, TA-2 and APD-3. She said templates were provided to the team for development of the RFP. They contributed to the development of the scope for the technology aspect of the requirement. She assisted the team with the RFP format and structure, as well as the cost structure. The team still considered the option of self-storage, and considered three different cost proposals. Each proposal received was reviewed for each of the options.

The source of funding for the procurement would be on the requisition, but did include some Federal Grant funding, which she recalled being \$250,000.

She recalled the pre-RFP discussions included the need for two cameras per police officer, but could not recall the reason why; she thought it might have been related to the camera battery.

She said that there was no preference of vendors ever expressed by anyone involved in the process, to include discussions with Perry, Eden and the RFP team. She said they were careful to avoid discussions about specific vendors, and all agreed the process needed to be competitive. She was not aware of any City employee traveling to any of the vendor’s offices or accepting any items from the vendor. She was not aware of any communication with any of the vendors with the exception of TASER, as it related to the ongoing contract with them.

CPO-2

Assistant City Attorney

Legal Advisor to the CPO

On January 18, 2017, CPO-2 was interviewed and provided the following information:

CPO-2 advised that her role in the CPO was to provide legal review and consultation on the procurement process. Specifically, she was involved in the RFP development process and worked closely with CPO-1. She advised that CPO-1 was in charge of the effort to develop the RFP, but coordinated with CPO-4 and CPO-3, both in the CPO.

She said that she became aware of the need for a new OBCS system in the aftermath of the investigation involving TASER and the former APD Police Chief, which she recalled being in the Spring of 2014. She recalled the formal APD request for a new system was made by a formal “requisition” that APD provided to CPO in approximately June or July 2015. She said that leadership knew the system would need to be competitively solicited. She recalled DTI-1 (former employee) and APD-3 researched information for the procurement requirement. She said an “issue paper” or “white paper” was done in support of the requirement.

She said the source of funding for the procurement included both City appropriated General Funds and a Federal Grant in the amount of \$250,000.

She said the goal was to obtain one license per officer, even if it was a two camera solution, without being charged for a second license. She stated that an important consideration was the battery life of the new cameras; with two cameras, one camera could be docked and charging while the other camera was being worn.

She emphasized there was not a preference for TASER, which was an important issue in the process; that is why they were careful in the selection process of members for the AHSC. She was not aware of any City employee or AHSC member traveling to any vendor’s location or communicating with any of the vendors, with the exception of communicating with TASER on matters pertaining to the current contract.

CPO-2 emphasized that after the RFP was sent out, she could no longer speak to APD leadership about the procurement, and that none of the APD leadership attended AHSC meetings. She also added that all members participating in the selection process signed non-disclosure agreements and conflict of interest statements.

CPO-3
Senior Buyer
CPO

On January 17, 2017, CPO-3 was interviewed and provided the following information:

CPO-3 said that prior to beginning work at CABQ in May 2015, she worked as a Buyer for Los Alamos County, NM, and prior to that she worked for the State of New Mexico. She said that CABQ has a more involved process than the other two government agencies.

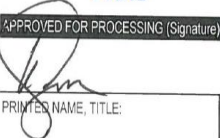
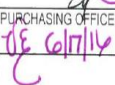


She said that the OBCS RFP was the second RFP that she worked on for the City. She recalled the first discussions regarding the RFP occurred in approximately November 2015. The discussion included DTI-1, who first drafted the RFP, then sent to CPO-1 and CPO-2 for review.

She advised that after sending the draft RFP to the CPO, the APD then sent a “requisition.” She normally receives the requisitions when they arrive at the CPO and recalled receiving this one too. She said that the requisition was probably hand-carried by APD-2, Planning Manager, APD.

She described her role in the RFP process as a buyer for APD. After receiving the requisition, she requested the RFP. She worked with the following individuals to finalize the RFP: CPO-1, CPO-2, TA-1, and APD-3; the process was collaborative. She said the RFP was placed “on hold” for a while after DTI-1 left. TA-1 replaced DTI-1 and then worked with the CPO on the

RFP. She said the process was mainly accomplished through email communications. CPO-4 joined the process after the RFP was drafted, but was involved in the AHSC meetings and pre-proposal conference.

CITY OF ALBUQUERQUE - REQUISITION AND DISBURSEMENT REQUEST

<input type="checkbox"/> REQUEST FOR PROPERTY	REQUISITION DATE	FY: 2016	DATE MOSE REQUIRED	<input checked="" type="checkbox"/> ORDER	REQUISITION CONTROL NO. 332455	PO NUMBER		
<input checked="" type="checkbox"/> REQUEST FOR NON PROPERTY	DATE: 06/16/16			<input type="checkbox"/> CONFIRMING				
<input type="checkbox"/> REQUEST FOR DISBURSEMENT								
DEPARTMENT REQUESTING: POLICE	DIVISION REQUESTING: Planning	TERMS: NET UNLESS OTHERWISE SHOWN	F.O.B. POINT: DESTINATION UNLESS OTHERWISE SHOWN	SHIP VIA: BEST MOST ECONOMICAL WAY UNLESS OTHERWISE SHOWN				
APPROVED FOR PROCESSING (Signature): 		CONTACT PERSON: Maria Garcia-Cunningham	REQUEST FOR QUOTES: Q	SHIP TO: CODE:				
PRINTED NAME, TITLE: William Slauson, Executive Director/ASB	DATE: 6/16/2016	TELEPHONE: 768-2186	DC:	ATTN: DIV: ADD:				
FUND: 1 1 0 5 2 7 5 0 0 5	ACCOUNT: 1 3 9 1 0 0	DEPT or PC ACTIVITY: 1 3 9 1 0 0	BUS UNIT:	DESCRIPTION OF GOODS AND/OR SERVICES: Request for Proposal for On-Body Camera Services to include on-body cameras, accessories and storage solutions	QTY: 1	UNIT: ea	UNIT COST:	TOTAL COST:
OFFICE USE ONLY				APPROVALS		FOR PURCHASING USE ONLY		
VENDOR NO:	DEPT:	DATE:	DATE RECEIVED:	TOTAL:		\$		
ADDRESS/LOCATION:	DEPT:	DATE:	ASSIGNED BUYER:	FY: FY 2016 Vendor #		PURCHASED FROM/PAYABLE TO		
INVOICE NO:	DEPT:	DATE:	DATA ENTRY DATE: 6/20/2016	TBD		TBD		
INVOICE DATE:	PAY DUE DATE:	APPROVED COST:	PURCHASING OFFICER APPROVAL: 	STREET OR P.O. BOX NUMBER		TBD		
TERMS:	Reviewed By: 	OMB: 	DATE: 6-17-16	CITY, STATE, ZIP		TBD		

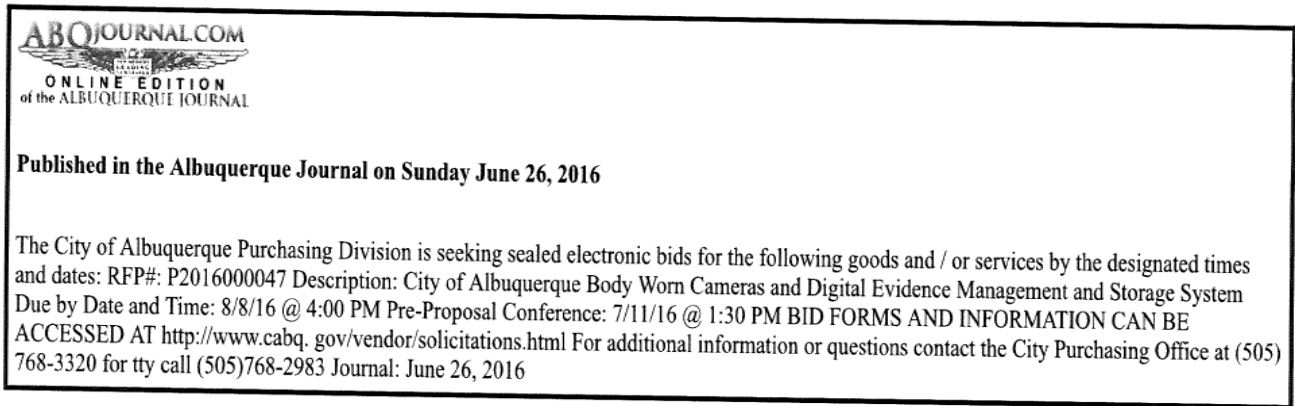
INSTRUCTIONS: Purchasing requisitions must be prepared in duplicate. Send original to purchasing division; retain copy for your files. Prepare requisition far enough in advance so purchasing agent can obtain competitive quotations and vendor can properly deliver subject merchandise or service. Include estimated prices if known. The purchasing division must have a properly filled in requisition, with the signature of the department head and date, before any purchases will be made.

(Above image depicts the APD Requisition to the CPO for the OBCS requirement)

CPO-3 provided information regarding the RFP advertisement. She said that CPO-1 provides the approval to start advertising RFPs and did so in this case. The advertisement was done after the APD had an opportunity to review the final RFP. She was not sure how high up the RFP went in the APD leadership structure, for final review, she didn't know if it made it to Eden, but she said Eden was not involved in the process.

She related that all proposals go directly to the Office of the City Clerk (OCC). "Soft" copies are placed into the "bid system" and buyers have access to the system online. She also advised that vendors register by commodity and are provided with soft copies electronically, which are uploaded to the system.

CPO-3 advised that the unsealing of proposals is a closed session, unlike opening sealed bids, which is open to the public.



(Above image depicts the RFP announcement in the Albuquerque Journal on June 26, 2016)

She stated that the CPO had a meeting with the APD regarding the selection of AHSC members. She, CPO-2 and CPO-1, attended the meeting on behalf of the CPO, and APD-2, APD-3, AHSC-3 and TA-2, attended on behalf of the APD. She said that Huntsman and Eden may have also been present. Eden signed the document that listed all of the members of the AHSC.

She provided a complete schedule of all AHSC meetings:

- Meeting 1: August 15, 2016
- Meeting 2: September 2, 2016
- Meeting 3: November 1, 2016
- Meeting 4: November 4, 2016
- Meeting 5: December 12, 2016

CPO-3 recalled there were five vendor proposals that were considered “non-responsive.” She said that several did not have the required “pay equity” form, which is required by the Human Rights Division, CABQ, as it protects employees from discrimination. The requirement was about a year old and there wasn’t a transition period, so some of the vendors may not have been aware of the requirement. Once hard copies of the proposals are received, they would be compared to the electronic copies to verify the status of the pay equity forms. If the pay equity forms were included in the hard copies, then the proposal might be acceptable—it was up to CPO-1 to determine. An example of one of the proposals missing the pay equity form was the proposal submitted by Motorola Solutions, Inc.

She said that four proposals met the requirements for review by the AHSC. After the first assessment by the AHSC, the number of proposals for consideration was reduced to two, which included TASER and Utility. The AHSC members were given a few weeks to review the proposals prior to the meeting. At the second AHSC meeting, evaluation sheets were completed by the members. She said there was discussion of criteria within the AHSC meeting, which focused on the strengths and weaknesses. TA-1 was present as a SME, to provide technical advice to the members. She said that members finished the meeting by completing evaluation forms.

CPO-3 related that the AHSC selected TASER and Utility based on the results of the score sheets. Following the selection of the vendors, the AHSC members were asked if they wanted

vendor presentations and demonstrations of the vendors' technology. The members did request the presentations and demonstrations, separate sessions were scheduled. Following the presentations and demonstrations, the AHSC members again evaluated the vendors. The members were impressed with both OBCS's, so the vendors were invited to have their systems tested by members of the APD.

The testing phase included selected APD officers as testers and as role players. Some of the role players were contractors that were used in officer training scenarios. The testing comprised of various scenarios where the camera systems would be tested in several ways, to include uploading of data, redaction, dropping cameras, submerging cameras in water, and other ways to test the limitations and ease of use.

The TASER systems were tested during the first week, and the Utility system was tested during the second week. Some of the Department of Technology and Innovation (DTI) personnel assisted vendors in setting up the capabilities, to include redaction, use of the cameras, etc. She said that CPO personnel were present with the AHSC members during the testing. AHSC members observed testing for two days, which occurred on Thursday of each of the two weeks.

Following the testing, AHSC members met with APD officers to discuss the testing results. Officers provided input, feedback and expressed what they liked about each of the camera systems. AHSC members asked questions of five officers. The officers completed survey questions pertaining to their experience with the camera systems. The CPO went over the results of the surveys with the AHSC members.

She said that AHSC members were supposed to score the vendors at the following AHSC meeting. AHSC-3 was supposed to obtain references from each of the two vendors and present them at the AHSC meeting, but that didn't happen, so the members went over other items and the testing results, but did not accomplish vendor evaluations at that time. She reached out to the vendors for references prior to the final AHSC meeting. At the last meeting, the members scored the two vendors and based on the overall scores, the AHSC decided TASER should be the tentative selected vendor. CPO-4 asked the AHSC members if they wanted to go with TASER, since they had the best scores. The AHSC confirmed their selection of TASER for the formal "Recommendation of Award" letter, which went to Eden for signature, and then to the City Attorney.

She was not aware of the funding sources, but had heard there was some federal funding.

She said that the number of cameras selected for the RFP was based on the preferences of police officers. She thought there was a camera for the lapel and one for the belt, but wasn't sure.

She said she didn't have any knowledge that would cause her to believe there was a vendor preference by anyone involved in the procurement process, prior to the results of the AHSC. She recalled that the Utility camera system was an early favorite for discussion by AHSC members during the demonstration.

She was not aware of any City official or employee traveling or communicating with any of the vendors prior to the RFP process.

CPO-4
Procurement Manager
CPO

On January 17, 2017, CPO-4 was interviewed and provided the following information:

CPO-4 described her role and responsibilities to include providing support management to CPO-1, which included assistance with training, helping with high profile procurements and as an advisor with all matters relating to the Division, as requested. She said this also included providing help to Division Buyers with whatever matters they needed assistance.

She became aware of the APD requirement well in advance of the RFP – sometime during what she characterized as the “upheaval” of TASER in approximately early 2015.

She didn’t recall when the formal APD requisition for the OBCS was received from APD. Normally her duties include reviewing requisitions and triaging them when they arrive at CPO.

She said that she didn’t review the UNM study regarding on-body cameras, but vaguely remembers the study and said it occasionally came up in discussion. She didn’t believe the study played a significant role in the RFP process.

She recalled that the effort to develop the RFP was collaborative, but she was not involved in the process and didn’t attend any of the meetings to develop the RFP or have any other involvement in activities leading up to the RFP for the OBCS, but did occasionally respond to questions when required. She did not attend any RFP meetings and, in fact, had no “hands-on” involvement with the “pre-RFP” related activity. However, she did get involved when the RFP was ready to be published. She assisted CPO-3 with the facilitation of AHSC meetings.

She also became more engaged with “post-RFP” meetings – she attended meetings after the release of the proposals, pertaining to topics such as training and testing. She did not meet with AHSC members, but did attend preparatory meetings with APD-4, Police Officer, APD, regarding matters pertaining to testing scenarios, documentation that would be needed and decisions about how much information would be shared. She said AHSC meetings would include both voting and non-voting members. When needed, SMEs would attend the meetings, but did not vote.

She recalled that there have always been “talks” about the effectiveness of older cameras prior to the DoJ investigation, but the City needed to wait for the DoJ position on the matter before moving forward with the process.

Regarding the RFP process, she said the following individuals had varying degrees of involvement:

APD:
Eden
Huntsman
Slauson

CPO:
CPO-1
CPO-2
CPO-3

She said that she didn't recall many specifics regarding individuals' involvement in the procurement process beyond what she already provided, but did hear references to positions, such as "the Chief wants to stay on time."

She said that Slauson may have posed some questions about the process to her. She also recalled that TA-2 might have been at some meetings. She said there may have been some questions on why she was conducting the meetings – she recalled such a question might have come from TA-1.

She recalled that she was probably involved in the advertising of the RFPs; she could not recall when she assumed responsibility for sending out the RFPs, but she may have done that. She did recall being present at the opening of the proposals received by the City Clerk's office. Also present were, CPO-3, APD-3 and the City Clerk, Natalie Howard.

She didn't know the funding source for the OBCS and couldn't remember if she knew at one time.

CPO-4 said she was not involved in the selection of members for the AHSC. She did have a role in providing comments regarding the SME for the testing phase, but did not choose SMEs. She ensured "non-disclosure agreements" and "conflict of interest" documents were accomplished. She said that APD chose the SME.

She was not involved in the AHSC meetings and evaluations, but did provide guidance to CPO-3, as needed, for the meetings.

She provided some background regarding the "two camera" decision; she said her understanding was that the decision was primarily based on the need to address the battery life issue. She said there was a need to be able to have a battery charged for the duration of a full 12 hour shift.

She related that both TA-1 and APD-3 had experience with TASER, but didn't believe their interaction with the AHSC was inappropriate, and kept their comments regarding TASER to responses to AHSC members' questions. She said there was no indication that anyone was steering the procurement to TASER. However, she said their comments may have been favorable to TASER, but they were not "campaigning" or "overly committed" to TASER. She said the AHSC relied heavily on APD-3's knowledge of TASER, but he never provided any information that couldn't have already been found on the TASER website. She believed the AHSC was trying to do the right thing for the City. The only information presented to them could be used in the evaluation process – no independent research and communication could be used in the process.

She said that members of the AHSC tried to look at all of the final four list of vendors openly, with a focus on what was the best technology in the market, and doesn't feel anyone favored TASER prior to the beginning of the RFP process. She was not aware of any communication between City employees or officials or any travel to any of the vendor locations.

Office of the City Clerk:

OCC-1

Executive Assistant

Office of the City Clerk (OCC)

On February 2, 2017, OCC-1 was interviewed regarding her role and knowledge of the receipt, storage and unsealing of proposals. The proposals were provided by vendors in response to the RFP for a new OBCS, to be used by police officers of the APD. Also present during the meeting was OCC-2, Senior Office Assistant, and City Clerk, Natalie Howard.

OCC-1 explained the role and process of the OCC with regard to handling proposals her office receives in response to RFPs sent out by the CPO. She said the CPO notifies the OCC when an RFP was sent out so that they can prepare for the accounting and storage of received responsive proposals. The CPO includes the due date and project number with the notification, to ensure the responsive proposals are correctly identified.

She said that bids usually arrive on the due dates by hand or FedEx, if from out of state. OCC verifies the project number on the packaging and date/time stamps receipt. She said they do not record the tracking numbers for proposals that are mailed. She said they never open the package, but may contact the sender if there is any question regarding the contents of a package. If the submission is in multiple packages, then each piece is marked "1 of X, 2 of X, etc." to ensure complete accountability. OCC maintains a log for each RFP and records all submissions in the log, to include the name of the company with the date/time of receipt; each entry is initialed by the person who received it.

After delivery of the proposals, the CPO is notified and scheduled a pick-up date. The unsealing of proposals is not open to the public, but a representative from the CPO and the using organization, such as APD in this case, are present at the unsealing. CPO-4 was present for the CPO at this specific unsealing. She did not recall the names of the individuals present from the APD. OCC has one person present to serve only as a witness. The CPO representative opens each proposal. Once the proposals are unsealed, each person present signs the log and the CPO takes possession of the proposals, while the OCC maintains possession of the logs.

OCC-1 said that the OCC involvement stops at that point until a contract is awarded. Once a contract is awarded, her office checks information on the contract to include, dates, amount, etc, and then enters the information into the Contract Tracking System (CTS). The OCC maintains the original "hard copy" of the contract. The contract is filed at OCC for two years following the expiration date, at which time it is destroyed. She said she didn't have any other information relevant to this matter.

(Note: This area intentionally blank to accommodate image on the next page which pertains to the above interview)


Addendum 1
 Addendum 2

Request For Proposal

RFP No. P2016000047 ^{Due} Opening Date 8/8/16 4:00 PM

Name of Project COA Body Worn Cameras and Digital Evidence management and Storage System

NAME OF VENDOR	DATE	TIME	BY
WOLFCOM Enterprises	8/8	8:03	RV
Digital Ally, Inc	8/8	8:46	RV
TASER	8/8	8:46	RV
Viewu	8/8	8:47	RV
Motorola Solutions, Inc.	8/8	8:47	RV
Municipal Emergency Services & Lawmen Supply	8/8	8:47	RV
Point Blank Enterprises	8/8	10:47	RV
Utility Inc.	8/8	2:07	RV
Security USA Services	8/8	1:09	RV

Received By:  Date 8/10/16
 Department APP
 Purchasing Representative [Signature]
 City Clerk's Representative R Valencia

(The above image depicts the receipt of proposals in response to the RFP)

Ad Hoc Selection Committee:

AHSC-1
 Finance Officer
 Council Services

On January 17, 2017, AHSC-1 was interviewed and provided the following information:

The AHSC met at least six times starting in August 2016. AHSC members were provided with packets for four OBCS vendors and were asked to read through the RFPs. AHSC members were given at least one week to read through everything. They then met and all members were permitted to give their feedback regarding the four different vendors. As she recalled, AHSC members spent a day discussing the vendors and proposal packets. Technical advisors were present at all the meetings to answer questions and provide clarification.

Scoring was done on the same day the AHSC met following review of the packets. However, there were three different scorings. There was scoring for the written proposals. There were then presentations from two vendors. This was combined with the scoring from officer testing of products from TASER and Utility. There was also a component based on surveys from other cities that use the products; cities were asked for feedback about what product they were currently using. AHSC-1 also explained that AHSC members did not score the cost proposals. She explained that TA-2 and TA-3 scored the cost proposals and provided those scores to AHSC members. The RFPs were scored prior to the cost being scored.

Officers who did the product testing provided feedback to AHSC members. Officers expressed concern about operability and sturdy mounting of the devices. They also expressed that Utility's camera had only one mounting option and the view was narrower, whereas, the TASER cameras offered several mounting options and a broader view. Utility had a bad testing day during the first day of testing. AHSC-1 understood that Utility sent several configured cameras to a conference and the cameras they sent for testing in Albuquerque were not properly configured and therefore did not properly function. She related that Utility presented as a good product with several technologically innovative features; however, with the problems that occurred on the first day of testing, officers were concerned about having a reliable product. AHSC-1 understood that Utility representatives stayed up that first night to fix a lot of the problems; the product worked much better on the second day of testing. Detectives were involved with product testing on the second day and liked the Utility product. Detectives especially liked that Utility's device closely resembled a cell phone and they felt this would be beneficial when doing undercover work.

AHSC-1 felt the whole process went well, was thorough and fair. The investigation involving TASER was never a topic of discussion during AHSC meetings. CPO personnel ensured that all members of the AHSC properly adhered to the required selection processes. She liked that there was diversity in the AHSC membership. Having AHSC-2 and AHSC-5 on the AHSC was helpful, as they looked at things from a police officer's perspective. Technical advisors attended all AHSC meetings and responded to members' questions.

She believed that the concept for officers having two cameras was to enable them to have a back-up camera when the primary camera was being charged and uploading video; this ensured officers would always have a camera on their persons.

AHSC-2
Sergeant
APD

On January 18, 2017, AHSC-2 was interviewed and provided the following information:

He was contacted by Eden regarding serving on the AHSC. As someone who had experience with wearing OBCS cameras, he was interested in serving on the AHSC. He said initially, the

process was somewhat disorganized and could have been better explained. He had never served on an AHSC before and had to research what an AHSC was. He stated the technical advisors were present at AHSC meetings, but they were not introduced and it was not explained to AHSC members who they were. Eventually, the AHSC members learned who the technical advisors were.

AHSC members were given four packets to review -- one packet for each vendor. AHSC members were required to review the vendor packets and score each of them. The AHSC had at least two weeks to review the packets; he believed that was a sufficient amount of time; however, he thought it would have been helpful to have the RFP requirements at the beginning of the process, along with the vendors' proposals.

He stated that one vendor's packet was especially thorough and included the City's RFP as part of the packet presentation, which made scoring easier. He said another vendor's packet did not include much information at all, and as a result, he scored this vendor very low. He liked the idea of having a short list in which the four vendors were narrowed down to two.

He stated that the scoresheets evolved over time and explained that cost proposals were separately scored by other individuals, and were provided to AHSC members for consideration. He was fine with the cost proposal scores being provided to them and admitted that he did not really care about price, and had expressed this during the meetings. He explained that as a taxpayer, of course, cost is important. However, APD officers need a product that is going to work best for them. Scores from officers who actually participated in the testing of the cameras were provided at a later time and factored into overall scoring as well.

He thought the product testing went well and was conducted at the RBTC, which had a controlled testing and sterile environment. Both the TASER and Utility products were put through the exact same testing. Each was given the exact same amount of time and put through the exact same scenarios with the same officers involved. Neither product had an advantage over the other in terms of testing. AHSC-2 indicated that the vendors were not allowed to observe the officer testing, so the vendor would not be able to adjust their product in any way before the next test.

AHSC-2 believed the process was clumsy and cumbersome at first, but in the end was fair, thorough and complete. He stated that the right product was chosen "without a doubt" and expressed this several times throughout the interview.

AHSC-3
Commander
APD

On January 19, 2017, AHSC-3 was interviewed and provided the following information:

AHSC-3 described his position at APD during the RFP process. He oversaw the Scientific Evidence Department for APD, where he served as a Computer Forensic Examiner for the Federal Bureau of Investigation (FBI) and assisted APD with retrieving camera footage. He thought he was likely asked to serve on the AHSC due to his background and experience. He said that he had a vested interest in having a quality product and had assisted with retrieving camera footage.

He claimed there were members of the AHSC who seemed confused by the process; he thought this was likely due to never serving on an AHSC or similar committee before.

SMEs were introduced early in the AHSC process and were present at the meetings to answer questions and provide clarification to AHSC members. AHSC-3 explained that some AHSC members were not technologically savvy, so he understood why members may have been confused or frustrated. There were initially eight vendors, but then the number was reduced to four vendors. The AHSC were not involved in the reduction process for the eight vendors -- they were advised that there had been eight, but that four had been eliminated due to not meeting required criteria. AHSC members were then given four manuals -- one for each of the remaining vendors. They were asked to review the manuals, which contained the technical data for the products, and determine which products met the RFP requirements. Some of the manuals were thick with a lot of information and other manuals were only about one fourth the size of the larger manuals. AHSC members were given at least two weeks to review the manuals. AHSC-3 indicated that it could have been even longer than two weeks that they were given, but he felt that the time given to review was sufficient. Scoring of the vendors was done at the meeting following review of the manuals.

AHSC-3 would have preferred if they could have reviewed the manual of one vendor, over the period of one week or so, and then meet to discuss the vendor. Then the next week, review the manual of the second vendor, and then meet to discuss that one, and so on. However, other AHSC members did not seem interested in that method of review. He said the cost proposals were scored separately and by only two individuals. The cost proposal analyses were only done after the vendors were narrowed from four to two. Scoring was also done by police officers who participated in the product testing. Those scores were factored into "Best and Final Offer" (BAFO). Surveys were also sent to other cities who utilized TASER and Utility products.

He said that he liked Utility. The company had some impressive features and he would have liked them to have received the contract, but they had some technical and other issues which hurt their chance. AHSC-3 indicated he had heard two different reasons as to why there were technical issues: 1) Equipment was sent to a conference instead of being provided to Albuquerque for demonstration. 2) Utility wanted to show their latest products, but the products were not configured. He also commented that there were technical difficulties even with Utility's presentation, which caused arguing amongst the Utility representatives during the committee meeting. The Utility Chief Executive Officer (CEO) also seemed a bit defensive and argumentative with some AHSC members who had questions during the presentation.

AHSC-3 liked Utility's GPS feature, but there were officers who expressed their concern with it. The concern was "Inspection of Public Records Act" (IPRA) laws could result in an officer's personal address becoming public. AHSC-3 understood this concern to a degree, but otherwise, thought officers should not be concerned with the GPS feature, unless they were doing something they shouldn't have been doing.

He believed product testing went well and the two days were enough time to do sufficient testing of the cameras. Testing was done in a controlled environment and the same amount of time was dedicated to the products of each vendor. He said the cameras were put through the exact same scenarios and he believed the process was fair and thorough.

He liked the idea of the two camera solution, where an officer can have one camera charging while wearing the other camera. He said it was important to have a solution where the battery life covered more than a 12 hour period.

He did not believe digital evidence should be locally stored; it may appear less expensive initially, but there were costs on the back end that have to be factored in. He believed the best solution was unlimited cloud storage and didn't think there would be a concern with additional costs in the future. He also believed cloud storage was more secure. He said that both TASER's and Utility's cloud storage is on Amazon servers.

AHSC-4

Director of Center for Applied Research and Analysis
UNM

On January 25, 2017, AHSC-4 was interviewed and provided the following information:

AHSC-4 advised that he has taught courses at UNM since the 1990's, but his primary position with UNM is that of a researcher and he is the Director of the Center for Applied Research and Analysis (CARA). He said he teaches courses in policing and corrections. In his capacity as the Director for CARA, he does full time research in "soft project" areas. He said he finds research assignments for his organization, and therefore, his organization is revenue producing. He also added that he is a trained criminologist, so many of the Center's projects focus on Criminal Justice related topics, but they also include other topics, such as health care. Many of the clients are non-profit and government organizations, to include the Federal Government, as well as municipal governments, such as the CABQ.

He said that he has known Perry for many years, having met each other when Perry was the New Mexico Secretary of Corrections. He said he also knows Mayor Richard J. Berry; he has primarily interacted with both individuals in his current position. He said that Perry initially contacted him about conducting a study that would focus on how police officers used OBCS and how well the on-body camera policy worked.

He said that his research focused on the cameras provided by TASER, since that is what the APD was primarily using at the time of the study and the Scorpion camera system was being phased out. He related that he wanted to do several things with the study, to include determining whether officers used cameras in required situations. That entailed studying whether police calls for service matched with camera data. The other main objective of the study was to understand the perspective of police officers and if it correlated with data. He said a goal of the study was to learn what "good policy" looked like – that entailed reviewing current use of cameras, current policy and how new policy should look, which was summarized in the report. The report also included the method and purpose of the study. The City wanted to "look toward the future."

AHSC-4 explained the study entailed creating focus groups with police officers with the purpose of understanding the police officer perspective addressing when they would not like the camera systems, as well as other aspects of their perspective. He recalled the participating officers were kept anonymous. The focus groups initially included FTOs, but eventually included the Investigations Bureau, Special Services Bureaus and the Sergeants.

He said there was a separate study focusing on Commanders and Lieutenants, but the study results were never published. He said that study was for internal APD use.

AHSC-4 related that CARA published several reports with conclusions and recommendations. He said the reports addressed these points:

- Policy that can be monitored and audited
- Officers perception – videos led to unfair discipline
- Rules weren't clear – officers wanted fairness

AHSC-4 provided information regarding his role as a member of the AHSC. He said he might have been initially contacted by APD-3 to participate on the AHSC. He believed it made sense to select him to participate on the AHSC. That was his first experience on a procurement selection committee, but he was currently participating on another committee with Bernalillo County. He didn't recall the content of the first AHSC meeting. Attendance at all AHSC meetings was required. He said CPO personnel provided guidelines and rules to all AHSC members, which included not discussing AHSC topics with individuals outside of the AHSC or AHSC meetings. In fact, he said the members were required to sign non-disclosure and "conflict of interest" documents agreeing to this requirement.

AHSC-4 included meeting procedures, to include the requirement that all AHSC members had to be present to have a meeting and no one could leave the meeting. He said only AHSC members could be present with the exception of experts and advisors. He said SME could provide feedback, answer questions and provide technical advice as needed, to the AHSC members.

He was not chosen for being a "community member," but rather for his expertise as a criminologist, so he had a different perspective than what a community member might have and has special insight of on-body cameras, based on the study that he led. Additionally, he was provided with a TASER camera prior to the initiation of the study, which also contributed to his unique insight.

He recalled there were initially four proposals received from four vendors. Copies of the proposals were provided to each AHSC member for review. There were between five to ten AHSC meetings, with some lasting four hours. In total, he spent about 70 – 80 hours in AHSC meetings. Some meetings included visits to the RBTC, to observe scenarios in which police officers tested the camera systems.

He said there was a variance in views shared by APD members, depending on the rank and position of the officer. For instance, one sergeant had strong experienced-based views regarding the cameras, which differed from the perspective of a more junior officer. He even said that members of the AHSC seemed to have differing perspectives too. He said that each member of the AHSC had to be consistent in the process, but had the freedom to discuss topics and have the opportunity to have their own scores for each system.

AHSC-4 thought the process was both fair and thoughtful; it allowed each member time to speak with vendors and police officers who used the equipment. He thought the process was helpful. He didn't recall any heated discussions or debates with any vendor who presented to the AHSC during their meetings, to include V-5.

He didn't have any preferences for vendors prior to the AHSC selection process and didn't have any knowledge leading him to believe any other person had any preferences either. More specifically, he said he didn't have any preferences for TASER prior to the selection process. He believes the formal process used by CABQ prevented any preferences from influencing the selection. He believed APD deliberately designed the process to ensure fairness. He said he was not aware of any City employee or official traveling to any of the vendors or having any communication with the vendors, to include TASER.

He thought the Utility equipment was technically wonderful, but the officers didn't like the upload process. He also said the decision to go with the two-camera solution was reasonable. One camera could be docked while the other camera is being worn by the officer. The second camera could also be used as a back-up camera if the first camera were to break.

He said that TASER had two different camera systems as options, but it had a one piece solution. Police Officers generally did not like the TASER Axon Flex camera because of the cord that got in the way. Utility's camera did not work in the field – it fell apart.

AHSC-5
Police Officer
APD

On January 19, 2017, AHSC-5 was interviewed and provided the following information:

She believed that she was nominated by an APD officer with the rank of Major to serve on the AHSC, but she was unsure which Major nominated her. Additionally, she received a phone call from APD-3 asking her if she would serve on the AHSC. She remembers meetings beginning in July 2016, which may have been the pre-proposal conference, but she did not attend. She said that meetings for the AHSC members began in August 2016 and continued until approximately the first week of January 2017. For the meeting in August, AHSC members had to sign a confidentiality notice. They were also provided four packets -- one for each vendor, as well as a list of capabilities that the City required. She said AHSC members had approximately one month to review the packets and information; she felt that was sufficient time to review everything.

The AHSC then had another meeting and it was at this meeting that scoring of the four vendors was accomplished. She believed that the components that were being scored were broad and thought that more specific components would have been helpful with regard to the scoring. She thought it might have also been better to score the vendors after being presented with everything (review of RFPs, vendor demonstrations, and product testing). She explained that there were three or four different scoring sessions. She recalled that two individuals, who were not part of the AHSC, scored the Cost Proposal portion and then those scores were provided to the AHSC members for consideration. Also, officers scored the products following testing, and those scores were factored in at the end as well. The RFP scoring is what narrowed the list from four vendors down to two. Vendor demonstrations and product testing factored into narrowing the list from two down to one. AHSC-5 said it would have been nice to see product demonstrations in person from all four vendors, rather than just products from the two remaining vendors.

AHSC members were able to see, touch and hold the cameras from TASER and from Utility. There were also members who were able to observe the testing scenarios. She felt the two days

was sufficient for the officers to be able to test the cameras from TASER and Utility. The testing was done in a controlled environment with various reality-based scenarios. AHSC-5 stated Utility was very impressive on paper and she liked many features of their camera. She knew that uniforms would have to be altered to accommodate their camera, but that did not bother or sway her. On the first day of product testing, Utility had a lot of problems with their cameras not working. The technical problems hurt Utility the first day -- Utility's reasoning was that it was "officer error". The second day of testing went much better and she was impressed that Utility was able to fix many of the issues in such a short amount of time; however, she said the damage had already been done. The detectives, who tested the product on the second day, loved the Utility product and liked the fact that it closely resembled a cell phone, which made it more inconspicuous. However, field officers were more hesitant and wanted a product that met their needs and that they knew would be reliable and not fail on them.

AHSC-5 felt having two cameras for every officer was a good idea, as battery life was not always completely reliable for any technological product. In addition, if an officer's shift ran longer than 12 hours, they needed to be able to always have a charged and working camera. If the battery died on one camera, they could easily switch it with the second camera. The TASER cameras provided an audible signal when the battery was low, alerting officers to change batteries. She felt the process for the RFP was very thorough and fair. She went in with an open mind and stated that never at any point did she feel swayed prior to the completion of the process.

AHSC-6
Vice-Chair
Foothills Area Command CPC

On January 17, 2017, AHSC-6 was interviewed and provided the following information:

AHSC-6 stated that he is a member of the CPC in the Albuquerque Foothills area. He became involved as a member of the AHSC after APD Communications and Community Outreach Director, Celina Espinoza, requested volunteers.

He said that CPO-4 organized the AHSC meetings and was very thorough in explaining the process. He stated the AHSC meetings took the required time and were conducted in a professional manner, adhering to rules. Additionally, meetings were not held unless all members were present. Members were not allowed to discuss anything related to the RFP outside of the meetings and were not allowed to discuss anything with any outside individuals -- including family members.

The AHSC started out by reviewing the RFPs for four vendors; two were eliminated early in the process. AHSC-6 explained that the two vendors eliminated did not meet some of the mandatory items, such as required standards. AHSC members were given binders from the companies and encouraged to take notes of the "pros and cons." There were several voting categories that were scored and points were assigned.

One of the remaining two companies, Utility, was computer oriented and had many technical features that appealed to several AHSC members and police officers; however, the views changed significantly once police officers tested the equipment. Many of Utility's features did not work during the testing phase of the cameras. One example was an "officer down" feature that seemed great on paper, but only successfully worked about one out of five times during

testing. Utility was able to correct many of the technical difficulties they were having during the first day of testing, which enabled a smoother testing process on the second day. AHSC-6 stated undercover officers seemed to like the Utility camera, but he felt it just didn't perform "good enough in the field" when compared to the TASER cameras.

AHSC-6 also discussed the Utility GPS feature, which could also be beneficial in an "officer down" situation. This enabled a supervisor to locate an officer at any time. However, he did not like the idea of always being able to know where an officer was located. He explained that there are situations where it is "boots on the ground" that matters in being able to assess a situation and get the complete picture, and then make decisions from there. He also expressed concern that the Utility camera had only one mounting option, which was in the center of the chest, which would require uniforms and jackets be modified -- holes would have to be cut in the shirts for the cameras. If an officer puts a jacket on, then the camera lens would be covered. Additionally, he said that a camera mounted on the chest could become an uncomfortable heat source for the officer. The method of mounting would also limit the range of view. He said the Utility batteries did not last the full twelve hours of an officer's shift.

The TASER cameras had four different mounting options, so the officer could place the camera in different locations. He said the TASER camera also offered a wider range of view, and the battery life was longer than the battery life on the Utility camera.

AHSC-6 believed that the time allotted for testing of both the Utility and TASER cameras was sufficient, and he felt the process was professional and thorough. He stated the testing was in a standardized setting with the same officers usually involved for both the TASER and Utility testing; all scenarios were identical for both companies.

AHSC-7
Assistant Lead Investigator
CPOA

On January 17, 2017, AHSC-7 was interviewed and provided the following information:

AHSC-7 stated he received an email from CPO-4 asking if he was interested in participating as an AHSC member. AHSC-7 stated he was interested in being a part of the process, but wanted to make sure he had approval from his supervisor, Ed Harness. Harness contacted the Chair of the POB, Beth Mohr (former chair), who confirmed it was permissible for AHSC-7 to serve on the AHSC.

He stated that AHSC members were sworn to secrecy and were provided with the OBSC cameras prior to the selection process for review. There were four different vendors that the CPO had selected, and AHSC members were responsible to review each of their proposals. They were also required to prepare for the assessment of each vendor for the next AHSC meeting, during which they would provide scores for each camera system. AHSC-7 stated two of the final four vendors did not meet the minimum requirements of the RFP, so he was surprised the vendors were selected. He also stated that TASER offered four different camera solutions, so the AHSC had to score each of them. The cost proposal scores were already completed and provided to the AHSC members. He said the AHSC members were told not to worry about costs, but to focus on evaluating the actual product. AHSC-7 said there was some frustration during the initial process. SMEs were available to answer questions and provide clarification

regarding different aspects of the RFP and systems; for example, TA-1 responded to technical questions.

AHSC-7 indicated the process was a closed process after the vendors were narrowed down to Utility and TASER. Feedback from police officers included the desire not to have cameras which required cords; they wanted a body worn camera.

Both TASER and Utility representatives provided product presentations. AHSC-7 believed the TASER representatives may have commented that having to go through selection process was just a formality. AHSC-7 also gave the example of instances where committee members had questions about the product, and one TASER response was, "Well what would you like to see?"

AHSC-7 said the Utility CEO and technician provided a decent presentation. The Utility camera resembled and functioned similar to a cell phone and had several attractive features. The camera had tracking features, an "officer down" feature, and a momentum activation feature so the camera would automatically turn on during a foot chase. Another benefit was that it had constant wireless data upload, and did not have to be mounted to a system. There was only one mounting option with the Utility camera, which would require that officers' uniforms be altered to accommodate the camera lens. Utility listed the City of Milwaukee as a successful operation, but research indicated Milwaukee listed TASER as their camera system.

AHSC-7 stated that Utility also had problems during the first day of product testing; many of the features presented did not work. Utility was able to fix these features and the product worked much better on the second day of testing. Field officers tested and evaluated the first day, and detectives and other specialty units tested the second day. All officers provided feedback about the products. The detectives and specialty units liked that the Utility camera looked just like a cell phone. After the troubles with product testing, the field officers did not care for the Utility camera as much. After the demonstrations and product testing, the TASER camera system appeared to be more preferable than the Utility camera system.

AHSC-7 felt that the entire process was thorough -- committee meetings and testing were both in controlled environments. The AHSC membership was diverse in their backgrounds. He said committee members believed there would be public controversy with the selection of TASER.

Technical Advisors:

TA-1
Technology Services Manager for APD
DTI

On January 30, 2017, TA-1 was interviewed and provided the following information:

TA-1 stated that since he was the Technology Services Manager (TSM) for APD, he expected that he would be selected as a Technical Advisor for the AHSC and involved in reviewing the RFPs for the OBCS. He was assigned to APD for approximately one year and was TSM for approximately fourteen years.

APD-2, CPO-4, CPO-1, APD-3 and TA-1 comprised a list of potential individuals to serve on the AHSC, and then Eden chose the members from the list. TA-1 explained there were typically

five to seven members on an Ad Hoc Committee and they wanted input from different members of the community. Police Officer input was also desired, as it was going to be the officers who would be wearing and using the OBCS; for this reason, police officers were included on the AHSC.

TA-1 assisted with the RFP and ensured it complied with the purchasing ordinance. TA-1 indicated there were multiple RFP revisions. The individuals working together to write the RFP wanted to be sure that the language was correct and did not give the appearance that one vendor was favored over another vendor.

TA-2
Management Analyst
APD

On January 26, 2017, TA-2 was interviewed and provided the following information:

He stated he was involved with the RFP for the OBCS, which included the logistics. He a Technical Advisor for the AHSC and was experienced in fiscal matters and had served as Acting Budget Officer.

TA-2 indicated that the RFP started being drafted around November 2015, and initially began with technical aspects. He was present for the pre-proposal conference, as well as for the regular AHSC meetings, which began in August 2016. The first AHSC meeting involved an overview of the process. Everyone present also signed a confidentiality agreement.

He confirmed that he and TA-3, reviewed the cost proposals from the vendors. He added that they would at times have meetings in between the regular AHSC meetings, and TA-1 would be present for some of these meetings as well. They reviewed the four initial vendor proposals, and tried to determine if all were on a "level playing field." A cost proposal was done by each of the four vendors. The AHSC then narrowed the vendors down to the two vendors that seemed most viable. TA-2 commented that it seemed as though the other two vendors were just starting in the OBCS business, and never dealt with anything this big before. TA-2 also stated that a second cost proposal was then done on the two remaining vendors.

He stated there was no outside discussion about the proposals. AHSC members and technical advisors could not discuss things with anybody else, not even their families. The meetings were conducted in a strict manner. One example of that was if an individual needed to go to the bathroom, all discussion had to stop and would not resume until the individual returned or the break was over.

For the pre-proposal conference, he believed there were at least four vendors, possibly more than four. The CPO and those involved with the development of the RFP were present at the pre-proposal conference. Technical Advisors were observers at the pre-proposal conference. Vendors answered questions, but could not identify themselves.

TA-2 stated he had no experience with the actual cameras themselves; he was only familiar with the grant.

TA-2 believed the entire process was fair and equitable, to include fair evaluations of each vendor. He thought it made sense for the officers to have two cameras because they would be able to download video and still have a camera to use.

TA-3
Executive Budget Analyst
DFAS

On January 26, 2017, TA-3 was interviewed and provided the following information:

She stated that her involvement in the RFP selection process was recommended by APD-2. She then received a formal letter asking if she wanted to participate on the AHSC as a SME for the budget portion of the OBCS RFP. TA-3 came on board after the RFP was publicized. She believed she was invited to the pre-proposal conference, but did not attend due to a prior commitment. However, she mentioned that as an SME, it was not mandatory to attend the pre-proposal conference.

TA-3 was one of the individuals tasked with reviewing the cost proposals from the vendors. TA-2 was the other individual who assisted in reviewing the cost proposals. There were also meetings and discussions with the entire AHSC to ensure everybody understood the RFP requirements and the products being purchased. She recalled there was a lot of dialogue among the voting members, and disagreements on information that needed clarification. There was one APD sergeant who was overwhelmed and wanted a clear understanding of the process. She also recalled there was a CPOA member who at one point walked out of a meeting.

She indicated that the voting members liked Utility; however, the feedback received from the officers who tested the products played a big factor in the decision.

TA-4
POB

On January 30, 2017, TA-4 was interviewed and provided the following information:

TA-4 said she obtained her doctorate degree from UNM, Albuquerque, NM, in Education Thought and Socio-Cultural Studies in 2001. She has been a member of the POB, since March 2016. She retired from the Department of Health, State of New Mexico.

TA-4 said that she was initially notified of her selection as an AHSC member through an email she received from Ed Harness, Executive Director, CPOA, CABQ, New Mexico. She said the email had been forwarded from Bill Slauson, Executive Director, APD. She said the email wasn't clear, but her initial understanding was that she would be replacing AHSC-7, Investigator, CPOA, on the AHSC, as he would be removed from the AHSC. However, he was eventually selected for the AHSC. At the first AHSC meeting, she was told that she would be a SME and not on the AHSC. She raised this issue with Harness, who met with CPO-3, Senior Buyer, CPO, and CPO-4, Procurement Manager. After speaking with them, Harness then advised TA-4 that they would like to know if she would be willing to be a Technical Advisor. She accepted the opportunity as another way to serve the public.

Following the first AHSC meeting, she initiated contact with CPO-3, to learn what her role would be. She understood she was selected to provide more perspective; she got the gist of the role, but it came from attending the meeting. At the first AHSC meeting, she was introduced as an SME, but she didn't feel qualified to be an SME. She felt the process selection was "illegal," but the process improved in subsequent meetings.

She felt her qualifications for the role were based on her procedural understanding based on her work at the State of New Mexico. Her advanced degree enabled her to understand the requirements of the role. She came into the role at "mid-stream" in the process, so she didn't know what instructions the AHSC members received -- she did not get any instructions.

As a Technical Advisor, she provided advice to AHSC members regarding the need to stay within the required process when making decisions and that their decisions needed to be justified and reasonable.

She said that she was not aware of any AHSC members' preferences for any vendors prior to the process. She recalled surveys were provided to the "field" and a preponderance of the respondents preferred the TASER camera. She said two FTOs on the AHSC preferred TASER, while an undercover police officer preferred the Utility camera system. She believed the survey may have been generated on "Survey Monkey" and asked what preference officers in the field had and why, as it pertained to the TASER and Utility camera systems. She didn't know who designed or conducted the survey, but believed it was one of the Training Advisor Police Officers. She said the CPO was aware of the survey and results and she believed the survey was appropriate due to the police union issues that would require police officers to have input to the selection process.

She recalled there was never any informal conversation about preferring one vendor over the other, but there was analysis provided at the pre-proposal conference. The Utility presenters appeared to be "flying by the seat of their pants," but corrections were made. She recalled the Utility features were attractive to undercover officers.

She related that she did not have any involvement in product testing, but did see some of the videos that were made of the testing. She was impressed with TASER based on testing and thought it appeared to be more stable than Utility.

She felt overall, the vendor selection process was fair and equitable, but there was room for improvement at the CPO with regard to maintaining control of the AHSC meetings. She felt the CPO personnel were not well organized and needed to be better prepared; they needed to know how to facilitate the meetings better.

APD Testers:

APD-5
Police Officer

On January 30, 2017, APD-5 was interviewed and provided the following information:

APD-5 is an FTO assigned to the South East Command. He has been with the City for twelve years. He has used both the Scorpion and the TASER OBCS cameras. He stated that APD-3

sent an email to several individuals requesting volunteers to be involved in the testing process of OBCS cameras. He was chosen to participate in the testing process of the cameras. He stated they were instructed to refrain from discussing the testing process with anyone -- not even with family members. He added that this point was reiterated several times throughout the process. They were also instructed to give a fair evaluation to the companies and their products.

APD-5 said the testing took place at the RBTC. Police officers were involved in two full days of testing, which was entirely completed at this location. The testing days took the entire day and the officers took the process seriously. APD-5 confirmed that he tested both the TASER and the Utility OBCS cameras. The officers went through different scenarios while wearing the cameras. The scenarios included: a foot pursuit, a traffic stop, an alarm call where officers had to go down into a dark room, and a rain simulation scenario. Most scenarios involved two role players and two safety officers. He said both vendors' cameras seemed secure and stayed in place for the scenarios.

Officers also tested the downloading functionality of the cameras, and viewed the video from the different scenarios. APD-5 did not have any trouble with his equipment, but knows that some officers had trouble with their video on the Utility camera. He couldn't remember for certain, but thought maybe there was a problem with the internet connection, which may have caused problems with the uploading process and as a result, some video may not have been clear or complete. Both vendors provided presentations -- Utility had some technical problems with their presentation. He said in spite of the glitches, Utility representatives were able to answer all questions. TASER's presentation was done well, while Utility needed to correct some problems, even during their presentation. Utility was not permitted to have their camera system re-tested following the problems. APD-5 didn't believe that a re-test was necessary for Utility, as their system was not a total failure and believed that "these types of things happen."

APD-5 believed each camera should have been tested for at least a week, and felt the officers did the best they could with the allotted testing time.

APD-5 said there was a meeting at the end of the testing phase, where members of a "board" were present, and to whom the officers provided feedback of their testing experience of the TASER and Utility cameras. The officers also completed an evaluation of both the TASER and Utility products regarding their experience with both vendors' camera systems.

He said TASER's newer camera model was "just one box" and had fewer attachments. His familiarity with TASER "did not entirely affect" his results during the testing, but as an "older officer," he liked the simplicity of using it. The TASER camera was easier for those who were not technically savvy -- he said "it didn't take a rocket scientist to use it." It was simple, durable, and better for a field officer.

The Utility camera was similar to a "smart" cell phone and had several applications. He liked the feature where a perimeter could be established and the cameras could be linked. However, he felt it was not as durable and was perhaps better for a detective or an indoor officer. APD-5 also felt the battery life on TASER was longer than Utility. This was a big factor for him as well, since the officers are now on 12 hour shifts, so he preferred having two cameras. This was especially important for officers who worked day and swing shifts. As an alternative, he proposed that perhaps backup battery packs could be issued to officers.

APD-5 said most of the officers involved in the camera testing process had four to 30 years of experience. He recalled one officer who had less than three years of experience. He enjoyed being part of this process and didn't recall something like this ever being done before. He commented that usually the APD leadership just issued equipment and said "this is what we're using."

APD-6
Sergeant
Aviation Police, APD

On January 26, 2017, APD-6 was interviewed and provided the following information:

APD-6 stated that he was an OBCS tester for the RFP. He has been a police officer with the City for 13 years and said he was with the Aviation Police for 1.5 years, but was previously with the APD (Note: the Aviation Police are now part of APD). He stated using the Axon Flex did not influence his assessment, and viewed the process as an opportunity to obtain a better OBCS system. He said no OBCS vendor representative tried to influence him outside of the official testing and assessment process.

He said APD-3 sent an email to officers requesting volunteers to participate in the OBCS testing process; he replied that he was interested. He was told he would be testing the different OBCS cameras to determine what was favorable for each system. The testing took place at the RBTC using different scenarios. The vendors each had two full days over a two week period, to have their products tested; field officers did the testing on the first day and detectives did the testing on the second day. His first day of testing involved the Utility camera system. Utility provided a vest with one mounting option, which he didn't believe was a good system. On his second day, he tested two TASER cameras – the Axon Body and the Axon Flex. Both were done at the same time, and scenarios included low light, rolling around with a subject, foot chases, traffic stops and shooting scenarios. All scenarios simulated activity that an officer may experience during a shift.

APD-6 stated the he tested the older TASER Axon Flex model, and liked that he had been using this model, so was familiar with it. He liked that the OBCS camera would make a noise when turned on and also liked the mute feature for the purpose of discussing tactics or discussing something not related to a given incident. He expressed concerns with the cable durability and image quality. The TASER Axon Body Camera had good video quality and had many mounting options, which were a plus for him. He liked that it was rugged and was a single device with good battery life. The video storage system, Evidence.com, was also user friendly.

He referred to the Utility camera as a modified cell phone. He liked the software which included mapping and geo fencing, but these functions weren't properly functioning during testing. The vendor tried to correct the issues or tell them if something was being done wrong. He did not like the mounting options, and said he could only test cameras in one position with the battery draining quickly and getting warm against his body.

APD-7
Police Officer
APD

On January 27, 2017 APD-7 was interviewed and provided the following information:

She has been a full time sworn officer with APD for two years, and employed by the City for a total of three years. She started her employment in the pre-hire program, which lasted about three months, before attending the police academy. She uses the TASER camera.

She said all police officers were asked if they would like to participate in the OBCS testing process. Initially, she didn't fully understand the purpose of the testing, as no specific information was provided. She thought it sounded interesting and decided to participate. Her role was as a tester for the OBCS. This entailed turning the product on and off, and performing in different scenarios, as an officer would out in the field. There were five or six different reality-based scenarios which included: use of force; a foot chase; traffic stops; and shootings. The testing took place at RBTC.

APD-7 could not remember the name of one of the vendors whose OBCS were tested during the scenarios, but there were two different vendors and one was TASER. Although she currently wears a TASER camera, this didn't influence her results in the testing. She was impressed with the other company (Utility) during their presentation. She explained that there were many features that the Utility camera had that would be great for APD officers. The presentation "rocked" and from the presentation, Utility seemed to have a product that was useful and practical, with great functionality. She said the "Officer Down" and the GPS reporting features were beneficial if an officer was in trouble or injured and needed assistance. She knew some officers were skeptical about the GPS feature, but overall, there were many officers who liked the Utility camera.

Though Utility put on a great presentation, when it came time for the actual product testing, their camera had a several problems. The camera had difficulties and was not properly functioning. She said it seemed like Utility representatives spent the entire day fixing glitches. She said a lot of the video did not work and was not properly recording. She also explained that the Utility camera had two separate components, and if they were not lined up perfectly, the unit would not function. She felt that the Utility representatives did not address the issues well and seemed to minimize them. She indicated that Utility kept trying to blame the failings on "user error." The officers reported issues to the AHSC and expressed their likes and dislikes of the cameras, as well as documenting their feedback in a survey. The survey also allowed officers to score the camera systems, which was provided AHSC members.

Utility did not fix their camera's issues on the same day, and the testers were not called back to re-test the system. APD-7 said if Utility were able to fix the glitches permanently, it could be a great system.

Officers had trouble with the cameras staying in place in their uniforms during the various scenarios. APD-7 indicated that her camera was fine, but other officers had trouble. She mentioned that the TASER Axon Flex mounting options seemed weak; the cameras were secured with a magnet, which in her opinion seemed impractical. TASER has an otherwise quality product that is simple to use, but TASER should have a more secure mounting option.

APD-7 believed that each company was given a fair amount of time for the scenarios tested, which she felt were all the important scenarios. She further explained that each test lasted as long as was needed to complete the scenario. She stated that both APD-3 and APD-4 were present during the testing. She stated they made sure the testing process was conducted smoothly and stayed on schedule.

APD-7 stated that overall, Utility had an outstanding presentation, but their product did not work as presented. TASER's presentation wasn't done as well, but their product worked as required.

APD-8
Police Officer
APD

On January 30, 2017, APD-8 was interviewed and provided the following information:

APD-8 stated that he has been a City employee for 22 years and is currently with the APD Gang Unit. He currently uses the MUVI camera which he said was effective in an undercover capacity. He was involved in the testing of both vendors' cameras; two for TASER and one for Utility. APD-8 said his supervisor notified him that he would participate as a camera tester, which he described as a "mandatory volunteer."

APD-8 said the training took place at the RBTC. Present at the testing were APD-3, AHSC-2, and APD-4 along with other APD staff, role players and vendors. He understood that he would be evaluating different types of OBCS cameras using different scenarios that were similar to real life situations. He was directed not to talk to anyone about the testing. He said the camera testing involved wearing the test cameras on different parts of the body to determine which was better and to provide feedback on his experiences. The scenarios included: a building search with a canine, a building search with an apprehension by canine, an armed jumper, a modified vehicle blocking maneuver, arresting an armed suspect, a drug deal with narcotics officers, and subject in vehicle.

He explained the advantages and disadvantages of each camera he tested. The TASER Axon Flex camera had the most accurate view, but took a long time to set up. The Utility camera looked like a cell phone and would be good for undercover work; the geo-fencing and quick uploading were also good features, but there was no control over uploading, which was a concern. He said that mounting was also an issue with both vendors' cameras.

He said that the testing period was not sufficient enough to make a comprehensive analysis on each OBCS camera. He explained that even though officers were in test environment with the scenarios, it took time to properly position the cameras to determine the best placement. He stated that about a month's time for the testing process would be better to know where the camera should be positioned and get more real life situations.

APD-8 stated he and several testers attended an AHSC meeting to provide feedback regarding the advantages and disadvantages of each camera tested. He did not believe any AHSC member or Technical Advisor appeared to be biased towards any one camera prior to the AHSC selection, and that no vendor representative tried to influence him towards their product.

APD-8 did not wish to give his opinion regarding the GPS tracking capability on the OBCS cameras, but did believe in being transparent. He believed specialized units should be able to protect some information regarding confidential informants.

APD-8 stated that based on his undercover role, TASER was ineffective in what they did and because video goes to the cloud. He said the MUVI camera videos do not get automatically uploaded, but are transferred to a “Digital Video Disc” (DVD) or hard drive, where they are then placed into evidence.

He stated that different cameras should be used depending on the mission; APD should have a wider selection available, depending on the nature of the work. APD-8 said that when an officer is fully engaged in a situation, any camera does not provide a “true picture.”

APD-9
Police Officer
APD

On January 30, 2017, APD-9 was interviewed and provided the following information:

APD-9 stated that he has been with APD since 2008 and is currently in the Tactical Canine Unit, and uses three OBCS cameras – the TASER Body Axon, Scorpion, and MUVI along with a digital audio recorder. He stated that some of the situations he is involved in can take a while, and therefore, it is important to have several cameras in case the battery dies. He stated that one of the cameras he uses is made by TASER, but that didn’t influence his testing results.

APD-9 stated he was selected through his chain-of-command participate in the camera testing process. He explained that the “chain of command” wanted to pick officers from different units (e.g. narcotic and gang units) to participate in the review testing. He said due to work issues, he was only able to participate for one day of testing, which was for the TASER cameras. He said APD-15 participated on the second day of testing in his place.

He said the testing was conducted at the RBTC and APD-3, AHSC-2 and role players were present during the testing. He was asked to evaluate the cameras for any malfunctions or operating issues. He participated in many test scenarios to include, use of a canine, a vehicle block, a known felon on the street and use of flash bangs. He had trouble with the Axon Flex fogging up and pulling off during the testing, but the Axon Body worn camera stayed in place. He said that the training time allotted was sufficient to make a comprehensive analysis for each OBCS camera, given the environment. He explained that situations can be different during actual calls, such as different environmental conditions which can’t be duplicated during testing.

He addressed the AHSC members at a meeting about two to three weeks after the testing, to give his feedback on the cameras. During the meeting he heard that the cameras’ footage is automatically uploaded and that one evidence system would control everything. His concerns were that tactics and solutions could be recorded and then later subject to public release under the New Mexico “Inspection of Public Records Act” (IPRA) and that identities of confidential informants’ could be accessed, which could be troublesome. He thought that GPS tracking capability had both advantages and disadvantages. An advantage is that officers could be tracked for safety purposes. He also stated that data can be used to obtain officers’ patterns and expose them to threats.

APD-10
Police Officer
APD

On January 30, 2017, APD-10 was interviewed and provided the following information:

APD-10 advised he was a narcotics detective, and had been with the City for ten years. He indicated that his supervisor, APD-12, asked for volunteers to participate in the testing of the OBCS cameras and APD-10 was one of the volunteers chosen. The testing was done during two separate weeks and for two days during each of those weeks. As a tester, APD-10 was instructed to make the testing as real as possible and to make note of the advantages and disadvantages of each camera in relation to job use. Testing took place at the RBTC, where both the TASER and Utility OBCS cameras were tested. He stated they were full days, from 8:00 am to 5:00 pm. TASER and Utility provided a presentation first, and then provided an explanation of the cameras' features, and the officers had the chance to touch and examine the cameras close-up. There was also an opportunity for questions and answers with the representatives. The officers then tested the cameras by wearing them through several scenario types. He felt two days of testing was sufficient to learn about the cameras and their advantages and disadvantages.

Officers experienced problems with both TASER and Utility cameras staying in place on the uniform during the various scenarios. He explained that his unit used a tactical vest instead of the tactical belt and the cameras did not work with the vest; it was difficult positioning them where they needed it to be. They had problems with the wires; TASER's equipment was too big and the officers had to improvise to try and secure the camera somewhere on their person. According to APD-10, TASER could not make a smaller unit. As for the Utility camera, there was no option to clip the camera on their person.

APD-10 said his unit currently uses the Muvi OBCS, which he felt worked well for the needs of his unit. He also had experience using the Scorpion cameras. He did not feel swayed by either TASER's or Utility's presentation; the companies' representatives are salesmen and it is their job to explain each system and how the officers would be able to use each system. He thought the Utility camera was more "user friendly" and useful as a cellphone, but was not as useful for his "day-to-day" work when compared to the Muvi camera.

APD-10 said his unit gets involved with confidential informants, so he was concerned about confidentiality requirements as it pertained to uploading of video to the "cloud." Both the TASER and Utility systems automatically upload video, which he said makes many individuals uncomfortable, especially the informants, because of the risk that their identity could be discovered. Adding to the concern, he said they also have cases where they investigate City employees and other police officers. If interviews and video are automatically uploaded to the cloud, that information might be accessed by other officers who should not have such capability. He said the Muvi camera video is downloaded to a hard drive or a disc, reducing the concern. The hard drives and discs are secure and never go home with any officer. He said the Muvi camera doesn't have a redaction capability. APD-10 also stated Utility seemed unaware that they would be working with undercover officers, and not just field officers, but they offered to create a solution for undercover officers and also offered a separate, private database to special units. However, APD-10 indicated that other officers would still have access to such a database and this could still be problematic.

APD-10 said officers completed a survey at the end of the day after testing each camera, where they were asked about the vendors, the vendor presentations and the product. APD-13 provided the feedback to the AHSC members.

APD-10 stated Utility had a good pitch with an “officer down” scenario in relation to their GPS reporting feature; however, he believed it was important to keep in mind that specialized units work under different objectives than field units. The specialized units took proactive approaches and were able to prepare ahead of time; they do not respond to calls as do the field officers. He acknowledged that specialized unit situations had the potential to “turn bad” as well, but more frequently, they knew the situations prior to encountering them. For this reason, APD-10 felt the Muvi camera system worked best for the unit. He also related that specialized units purchased Muvi cameras with “seizure funds” instead of City funds.

APD-11
Police Officer
APD

On January 30, 2017, APD-11 was interviewed and provided the following information:

APD-11 advised he was hired as a police officer in 2008 and was currently a patrol officer. He said he received an email from APD-3 or APD-4 (he couldn't recall) in which they requested FTO volunteers to participate in testing of cameras. He said they were seeking experienced police officers to participate in the process. He volunteered for the testing process and was selected. He said in addition to seeking experienced officers, the only other requirement was to be available for two days a week for two weeks.

He recalled that his understanding at the time of selection would be the need to participate in reality based scenarios and then to evaluate how the cameras performed during the testing. He had prior history wearing OBCS cameras; the first camera he wore was a Scorpion camera in approximately 2009.

He said he didn't have a preference in camera systems prior to the testing, but preferred the TASER cameras after the testing, as a result of the testing. He didn't like the Utility camera; he thought the “geo-fencing” feature was detrimental to officer safety, since there was the possibility of someone having the ability to locate an officer and possibly ambush the officer. He believed his view was shared by the majority of officers involved in the testing. He was aware that there was a GPS device in the police vehicles and the laptops, but thought they could only be activated if the Chief of Police authorized it and that the Chief would only do that if there was an emergency situation.

He believed the testing period was sufficient to conduct comprehensive analyses of each of the camera systems. There were several scenarios used in the testing phase, to include low light clearing with a flash light, foot chases, shooting situations, physical altercations and traffic stops.

He said that the TASER system performed “flawlessly,” but the video upload speed was a problem. The Utility system had several problems during testing – the camera system's functions did not perform correctly and there were problems with the video uploading. Utility testing had to stop due to the problems; they were able to correct some of the problems. They

were never able to get every feature to work, to include the “tap” feature which was supposed to turn the camera on.

He recalled there were several scenarios used during the testing and the testers worked in assigned groups of two. They went through every scenario once and then the vendors would go over each of the camera’s features. The scenarios lasted anywhere from three to 10 minutes and the testing days lasted from eight to 10 hours.

He said none of the vendors tried to influence their assessment outside of the guidelines used for testing.

He said the consensus of the group of testers preferred the TASER body camera – they didn’t care for the cords needed for the Axon Flex system. He also said they preferred the two-camera solution offered by TASER due to the battery life requirement; one camera could be docked, uploading and charging, while the officer was wearing the other camera. He said Utility’s one camera system was more likely to fail for technical reasons.

He had some interaction with the AHSC, as members of the committee visited the testing location at the end of the testing day. The committee members were permitted to ask testers questions pertaining to the tests. He recalled that all testers attended the committee meeting after all testing was completed. He didn’t believe any member of the AHSC or any Technical Advisor appeared to have any biases towards any of the vendors and seemed to be objective with their questions.

APD Role Players:

RP-1
Police Officer
APD

On February 7, 2017, RP-1 was interviewed and provided the following information:

RP-1 advised he helps with the RBTC scenarios on a regular basis. He was in the APD Tactical Unit for eight years and now supports Homeland Security. He was asked by APD-4 with the Advanced Training Unit, to participate as a Role Player for the testing of the OBCS. RP-1 participated in the canine (K9) scenarios and also acted as Safety Officer for what he recalls might have been one of the traffic stop scenarios. However, he could not remember for certain, as it has been awhile.

RP-1 stated the Role Players were advised upfront that they were just “tools” in the process. They were advised to play their roles consistently, but other than that he had zero influence and impact on the process. RP-1 did not wear any of the cameras being tested, and did not recall even looking at the cameras. He provided no feedback about the scenarios, nor did he overhear any feedback or comments regarding the cameras.

RP-2

Contractor to APD

On February 6, 2017, RP-2 was interviewed and provided the following information:

RP-2 retired in 2011 from APD and now works for a “temporary agency” under contract to support RBTC as a role player. APD-4 notified him of the opportunity and selection to support the testing of cameras in the role player capacity. He had to sign non-disclosure forms. His requirements as a role player included being filmed during scenarios and to avoid discussing vendor identities. No written statements were required for his part of the testing as a role player. He did not have any input into the testing process and did not wear cameras. He supported the testing process for two days during the first week of testing, but was not involved in the second week of testing. He thought there may have been two vendors there for testing, but was not certain. He recalled that testing was done on a Thursday and Friday

Vendors:

V-1

Regional Sales Manager

VIEVU LLC (VIEVU)

On January 19, 2016, V-1 was telephonically interviewed and provided the following information:

V-1 said VIEVU was founded in the summer of 2007. In July 2015, VIEVU was acquired by Safariland. He advised that “DV Solution” was their fully hosted evidence management system that launched in the fall of 2015 in conjunction with Microsoft Azure Government. He said that his company has been contracted approximately five times to provide OBCS in excess of 500 cameras. He specifically recalled that VIEVU sold 1,300 OBCS cameras to the Miami-Dade Police Department, which used the Microsoft Azure Government digital evidence management system.

He did not recall how VIEVU learned of the Albuquerque RFP. He said that the Albuquerque RFP was one of about 75 RFP’s in 2016, for which VIEVU submitted a proposal. Prior to submitting the proposal, the only person they contacted was the procurement manager listed in the RFP (CPO-3). VIEVU communicated with her regarding the RFP process. VIEVU sent their regional manager to the pre-proposal conference and submitted pre-proposal questions at the conference.

V-1 explained that with the scrutiny from the previous OBCS contract, they wanted to ensure it was a fair process; however, they were not given the opportunity to showcase their product with the RFP, which they did not think was fair. They only communicated with CPO-3 following the unsealing of proposals and then did not have any more communication with the City.

V-1 recalled a “blanket email” dated December 30, 2016 that he assumed was sent to all vendors, by CPO-2. He recalled it was a notification that the AHSC recommended award to TASER. There was no feedback regarding VIEVU’s RFP and no follow-up questions from the City. V-1 assumed that two to three companies would be chosen to demonstrate their product. He said

they did not have an opportunity to address deficiencies. He believed VIEVU met all the requirements that were in the City's RFP.

V-2
National Director
TASER
V-3
Legal Counsel
TASER

On January 23 2017, V-2 and V-3 were telephonically interviewed and provided the following information:

V-2 stated that TASER has been making OBCS cameras for seven years. They have also had a digital evidence management system for seven years. He stated that TASER has had more than 25 contracts with major cities in which more than 500 cameras have been provided, to include the London Metropolitan Police, in which 22,000 cameras were provided.

V-2 learned about the open RFP solicitation through an online service, but was not sure of the source. He explained that prior to submitting the proposal he received an email from the CPO regarding the RFP. He said that TASER also has a 2013 OBCS camera contract with the City. He advised he was directed to always go through the CPO and PO. V-2 said TASER did not send a representative to the pre-proposal conference. He said he spoke with CPO-2 and CPO-3 after the unsealing of the proposal.

V-2 believed the OBCS test period was sufficient, based on the rigor and scenarios involved. He was impressed by the effort involved and said this was the first time he has been involved in such a process.

He said even though APD was already using a TASER system, he did not believe TASER had an advantage in the selection process based upon the history. He explained that the testing involved several police officers. Evaluations were accomplished on the most current OBCS system, which is more advanced than the older system used by APD.

V-2 advised that he coordinated with APD-3, DTI-2 and APD-14 on the 2013 contract, but now coordinates with the CPO for current contracted related matters, and APD-3 and TA-1 regarding technical issues. He also said APD-3 is a TASER trained trainer for OBCS technology.

V-2 said he believed the RFP selection and testing processes were fair. He said that 30 of 60 major United States cities have chosen TASER and that he stands 100 percent behind their product and company. V-3 sent an email after the telephonic interview, which listed 31 customers who have purchased between 505 and 22,000 OBCS cameras.

V-4
Bid Specialist
Digital Ally Inc (DAI)

On January 20, 2017, V-4 was interviewed and provided the following information:

V-4 stated that DAI has manufactured their “ FirstVu” OBSC camera since 2009. She said DAI has a cloud-based, using Amazon Web Services, and a locally based digital evidence management system.

She learned about the RFP through one of the sales representatives, who also advised the RFP was posted to “Sicomm,” a web site that hosts proposal requests by government agencies. V-4 stated that prior to submitting the proposal, they sent questions to the CPO on July 22, 2016, regarding the RFP. He did not know specifically to whom the questions were sent, but they may have been sent through the Sicomm website.

V-4 stated that DAI did not send a representative to the pre-proposal conference and did not believe anyone from DAI spoke with a City representative after the proposal was opened. She said that DAI was not chosen as the contractor and at some point they were notified by email.

She believed the RFP process was fair and similar to other cities of similar size. She did not think that any one vendor had an unfair advantage.

V-5
President and Chief Technology Officer
Utility

On January 19, 2016, V-5 was interviewed and provided the following information:

V-5 said Utility purchased Digital Safety Technology in 2013. In 2014 Utility’s OBSC was introduced at the “International Association of Chiefs of Police” (IACP) conference. V-5 advised that Utility has had a web based digital evidence management and storage system since 2013. He said the system was available before the on-body camera and was used with Utility’s car camera system. In 2015, a digital evidence management system was introduced by Utility. V-5 said Utility has had contracts for 500 or more on-body cameras with the following cities: Biloxi, MS, San Bernardino, CA, Long Beach, CA, Atlanta, GA, and DeKalb County, GA.

He learned about the RFP through a subscription service. V-5 said Utility didn’t influence the RFP. V-5 said Utility was not in contact with anyone from the City prior to the proposal submission. He didn’t know if a Utility representative attended the pre-proposal conference. Utility only communicated with the “designated person,” following the unsealing of proposals, thus ensuring Utility’s strict policy to stay within ethical rules.

V-5 commented on the technical difficulties Utility had on the first day of testing, explaining that during the APD testing period there was an IACP conference on-going, which also required their OBSC cameras, which then led to a shortage of cameras for the testing. The OBSC cameras were diverted from the IACP and shipped to Albuquerque for the testing, but those particular cameras had video trade show technology that was not meant for demonstrations with police departments. V-5 sent CPO-3 a letter of explanation regarding the issues during the testing.

V-6
Commercial Sales Manager
Security USA (SUSA)

On January 25, 2017, V-6 was interviewed and provided the following information:

V-6 stated that SUSA sells on-body cameras that are manufactured by Scotland based IndigoVision Group plc, which manufactures several different types of video surveillance cameras. SUSA has been an OBCS vendor for about four years. SUSA also works with two other companies that offer physical and cloud-based digital evidence management systems (Microsoft and another company). He stated that SUSA has not won any contracts for OBCS cameras to date.

V-6 learned about the RFP through a newspaper announcement and an email alert on Sicomm.com. He stated that SUSA was interested in submitting a proposal and being considered for the contract as a local contractor.

He said SUSA did not send a representative to the pre-proposal conference. He advised that he personally hand-delivered the proposal to the OCC. He said that SUSA was advised that they were non-compliant, as they did not provide the “diversity form.” V-6 stated he believed the RFP requirements were clear, but SUSA lacked understanding of the requirement to submit certain forms. He said they were not permitted to correct their errors.

V-6 believed the RFP was fair and stated the APD requirements also seemed fair. He said the supplier’s engineers also believed they were reasonable.

V-7
Vice President and General Manager
Municipal Emergency Services (MES)

On January 9, 2017, V-7 was interviewed and provided the following information:

V-7 stated that MES has been selling OBCS cameras for two and a half years. Their partner, HD Pro Tech, has been selling cameras for six years. MES partners with Data Direct Network for video management storage solution provider. They have had two contracts in which they provided 500 or more cameras, which included the sale of 508 cameras to Rochester Police Department.

V-7 learned about the RFP through an alert through a web based service, which he thought was fair. He said that he never spoke to any City official or employee prior to submitting the proposal. MES did not send a representative to the pre-proposal conference. V-7 did not speak to any City official or employee after the unsealing of the proposal. He didn’t recall if his company was formally notified that they were not selected for the contract. He was aware that his company failed to provide the required “pay equity” documentation, and said the RFP language didn’t appear to be clear regarding the requirement for non-New Mexico companies to submit the documentation.

He said the RFP didn’t offer a broad enough interpretation of the requirements and was written for a cloud-based solution that was the least economical and risky. The MES data solution was

locally hosted. He said he was biased, but from an economic stand point, as cities that have opted to locally host the software have saved significant amounts of money.

He did not believe the APD requirements were fair; he said the preponderance of requirements reinforced a cloud environment and other requirements of previous TASER bids that he has seen. He stated that the taxpayer should know that TASER contract will cost a “monstrous” amount of money, and the City will not own anything.

V-8
Strategic Manager
Wolfcom Enterprises (WE)

On January 20, 2017, V-8 was interviewed and provided the following information:

V-8 stated that WE has been selling and manufacturing OBCS cameras since 2011, with final assembly in Hollywood, California. They also sold an on premise digital evidence management system since 2011. She said, in March 2017, they will release a cloud-based system and a new wireless OBCS camera in late 2017. She stated that in the United States, they do not have any contracts involving sales of more than 500 OBCS cameras, but have sold OBCS cameras to more than 500 different agencies, to include the Roanoke Police Department in Virginia, which purchased over 240 WE cameras. She said they mainly sell to smaller and mid-size agencies and have not won a large contract yet. They said they have also sold thousands of cameras to agencies in other countries.

V-8 stated that prior to submitting the proposal, she didn't believe any WE employee spoke with City personnel. She explained that there was protocol for communicating with the City regarding the RFP. She said WE personnel did contact APD detectives to ensure they could communicate with APD during the RFP process to provide needed support with the current cameras used by APD. She stated that WE did not send any representatives to the pre-proposal conference.

V-8 didn't believe she spoke to anyone from the City after proposals were unsealed, with the exception of CPO-3. She recalled WE had received a letter indicating their proposal was rejected due to a missing form. V-8 attempted to contact CPO-3 to address the missing form, but after a series of failed attempts, the City finally did let her know that it was too late to re-submit the missing form. She said WE spent a lot of time on the proposal and therefore, it was difficult to accept that the proposal wasn't even read due to a missing form. She did believe the process was fair and could not fault the City for their failure to submit the required documentation.

She said the process could be better if the City included contacting references that had positive experiences with OBCS products and agencies that had negative experiences with OBCS products.

Document Reviews:

Review of “White Paper”:

APD issued an undated “White Paper” titled, “On Body Camera & Evidence Management System: Technical and Business Process Strategies.” The paper included topics on scope, concept, workflows, and technical reviews with both an onsite and offsite option. Below is an excerpt of the scope of the paper:

SCOPE:

To develop a successful system that captures all elements of on body camera technologies which will be included in the primary Evidence Management System (EMS) that support the Albuquerque Police Department. This completed system will incorporate the following:

- On body camera (physical device),
- Storage of videos (including audio),
- Cataloguing of digital evidence,
- Evidence Management System (a repository and management software for audio, visual, documents, physical etc.),
- Electronic distribution of digital evidence.

The goal of the system is to ensure that there is one repository for the audit of all physically tagged and digital evidence. The EMS will contain the final record of all evidence as processed by APD.

Review of Request for Proposal:

The CPO issued RFP # P2016000047, “City of Albuquerque Body Worn Cameras and Digital Evidence Management and Storage System.” The proposal had a due date of August 8, 2016, 4:00PM, with responses required to be submitted to the OCC by that time. The unsealing was closed with both OCC and CPO present.

The RFP included the following requirement topics:

- 2.1.2 Experience
- 3.1 Solution
- 3.2 Body Worn Camera Units
- 3.3 Digital Evidence Management and Storage System
- 3.4 Backend Digital Evidence Management and Storage System
- 3.5 Digital Evidence Software Storage
- 3.6 Training Requirement
- 3.7 Support Services
- 3.8 Maintenance services
- 3.9 Solution Security Requirement
- 3.10 Warrant Requirements
- 3.11 Body Worn Camera Unit On-Site Inventory Requirements
- 3.12 Equipment Shall Be Most Recent Model Available Requirements
- 3.13 Personnel Assignments
- 3.14 Service Labels

Both the TASER and Utility proposals claimed they met all minimum, preferred and desired requirements.

Review of BAFO:

TASER submitted a “Best and Final” offer that proposed three Options:

Option 1: Axon Body 2 or Axon Flex 2, Unlimited Evidence.com Licenses, plus TASER Assurance Plan, plus Unlimited Axon Storage: All years: \$881,640

Option 2: Axon Body 2 or Axon Flex 2; Basic Evidence.com Licenses, plus TASER Assurance Plan: First year (includes one-time hardware cost of \$449,133): \$953,563, subsequent years: \$504,430

Option 3: Axon Body 2 or Axon Flex 2, Basic Evidence.com Licenses, plus TASER Assurance Plan, plus Unlimited Axon Storage: First year (includes one-time hardware cost of \$499,133): \$1,071,023, subsequent years: \$621,890

Review of Emails:

On June 24, 2016, the CPO sent emails to various OBCS suppliers. The list was compiled from a vendor list available on “Policeone.com.” The City also advertised the RFP in the Albuquerque Journal, newspaper.

CPO-2 provided the correspondence between vendors and the City through the RFP process. The vendor email correspondence included TASER, Utility, VIEVU and DAI. TASER and Utility were chosen by the AHSC for demonstration and testing phases, so they had the majority of email correspondence. DAI and VIEVU communications were minimal due to the vendors not being chosen for demonstration and testing phases.

There were several routine emails between the City and vendors as a part of the RFP process. However, there was an email from TASER (V-2) to CPO-3, dated October 7, 2016, requesting confirmation that Utility met the following minimum requirements addressed in the RFP: 2.1.2.2 Past Experience and 2.1.2.4 References in Law Enforcement. On October 10, 2016, CPO-3 replied to TASER stating the City cannot provide information for public inspection until after approval of a “Recommendation of Award” has been made by the Mayor or his designee.

An email dated September 30, 2106, between Utility and CPO-3, requested that testing dates be changed for their on-body cameras, from the week of October 18 to the week of October 31, due to an IACP conference, in which their cameras were going to be used. On September 30, 2016, CPO-3 sent an email that the City would not be able to accommodate the request.

Review of AHSC Scoresheets:

The AHSC members were provided with copies of the OBCS proposals received from four vendors: TASER, DAI, VIEVU and Utility. The vendors offered different storage options, and one vendor also offered different mounting options. The vendors and options are summarized as follows:

TASER:

- Axon Body Basic with Cloud Storage option
- Axon Body Unlimited with Cloud Storage option
- Flex Basic with Cloud Storage option
- Flex Unlimited with Cloud Storage option

DAI:

- Cloud Storage option
- Local Storage option

VIEVU LLC:

- Cloud Storage option
- Hybrid Storage option
- Local Storage option

Utility:

- Cloud Storage option

Committee members were asked to review the proposals, the different options for each vendor, and to complete evaluation forms with scores, for each vendors' products. Members assigned points based on the following four different evaluation factors:

1. Business Requirements Evaluation Criteria (up to 500 points)
2. The Offeror's detailed Project Plan (up to 200 points)
3. The Offeror's relevant experience and qualifications (up to 100 points)
4. Cost Proposal (up to 200 points)

The cost proposal section for each vendor was scored by TA-3 and TA-2. These scores were provided to the AHSC members. The review of the scoresheets for each of the seven voting members indicated the cost proposals scores were identical. The evaluation forms also included a section where the committee member could write comments on strengths, weaknesses and recommendations. The review of the evaluation forms and the committee members' notes revealed that four out of the seven committee members appeared to have copied and pasted their notations; each vendor review appeared to have identical notations, regardless of the storage or mounting option. While the scores for each option differed, the notes were identical. The other three committee members had different notes on each vendor scoresheet for each storage and mounting option; however, one scoresheet had only a few notes for any of the TASER options, but provided the highest score to TASER.

Timeline:

- November 2014: Court Approved Settlement Agreement with recording requirement
- January 2016: UNM Study
- January 18, 2016: TASER Quotation to APD (used for budget forecasting)
- June 16, 2016: APD Requisition to CPO
- June 24, 2016: RFP issued
- June 24, 2016: RFP advertised on Sicomm.com and Policeone.com
- June 26, 2016: RFP advertised in Albuquerque Journal
- July 11, 2016: Pre-Proposal Conference
- August 8, 2016: Receipt of Proposals by OCC
- August 10, 2016: Unsealed/Receipt by CPO
- August 10, 2016: Determined who were Responsive Vendors
- August 15, 2016 to December 12, 2016: AHSC Meetings (to include vendor demonstrations & testing)
- August 22, 2016: RFP Non-Responsive Letters sent to vendors
- December 12, 2016: AHSC Selected recommended vendor
- December 14, 2016: CPO written Recommendation of Award (pending)
- December 27, 2016: CAO request for Inspector General review; received on January 3, 2017

Observations

1. A constant theme and observation of action noted during this review were the efforts by APD leadership, with support from CPO, and other leaders, to ensure a fair and full competitive process to solicit proposals from responsible and responsive vendors and to ensure the selection process was fair and transparent. Additionally, the message from the top to the bottom was to ensure that relevant City ordinances were followed in spirit and in word – these included ordinances pertaining to purchases and conflicts of interest. It was apparent that leadership made it a priority that no City official or employee would engage in any inappropriate interaction with prospective vendors and that leaders would remain at a distance to avoid any influence in the process, thus ensuring it was executed as objectively as possible. Leaders were sensitive to the history and wanted to avoid even the perception or appearance that there was favoritism or any possible conflict in the RFP and selection process; however, there were still some opportunities to improve upon this goal.

2. APD contacted TASER in Jan 2016, in what most closely appears to be an effort to conduct “market research,” to obtain approximate pricing on a new OBCS, which could be factored into determining the needed FY 2017 budget. The City Purchasing Ordinance does not have language providing guidance for conducting market research; however, “best practices” can be found in the Federal Acquisition Regulation (FAR), Part 10, which pertains to “Market Research.” According to the FAR, Market Research in part, is intended to help discover the following prevailing industry practices:

- Identify the availability (if any) of commercially available solutions
- Identify customary industry terms, conditions, and warranties
- Understand distribution and logistics capabilities
- Uncover historical acquisition information
- Ensure maximum competition
- Reveal pricing information

<https://dap.dau.mil/acquipedia/Pages/ArticleDetails.aspx?aid=a085bfe4-de48-498e-b4a0-6093d2d03a05>

The above FAR section is applicable when the anticipated acquisition is expected to be in excess of \$500K (as is the situation here). The outreach to TASER was in essence an attempt to conduct “market research” in a limited way. Given the history of the CABQ’s last contract with TASER, and to ensure a fair approach to the competitive acquisition, it may have been better for the City to have considered sending out a Request for Information (RFI) to several established suppliers of OBCS and Digital Evidence Management and Storage Systems. This might have strengthened the City’s effort to avoid an appearance of favoritism. There were several known suppliers of the OBCS, which could have been included in the market research effort. The RFI process is one that is beneficial by providing a structured approach resulting in information from several potential suppliers in a consistent and comparable format.

2. Separation of responsibilities: Several individuals had multiple roles and various opportunities to provide input into the RFP and selection process, which could be perceived as having too much influence. These individuals were TA-1 and APD-3. TA-1 had the role of providing assistance to the development of the RFP and later was a Technical Adviser to the AHSC. APD-3 had responsibility for selecting the police officers that would make up the testing team and then also was a Technical Adviser to the AHSC. AHSC-4 was significantly involved

in the UNM study and was then a member of the AHSC. To be clear, no information was developed that would be evidentiary of biases or favoritism, but in the effort to ensure there was no favoritism or biases in the RFP and selection process, a best practice could have been to separate these responsibilities to avoid any such perceptions.

3. Potential Bias: DTI-1 stated APD-3 had expressed that given his research of other OBCS vendors, he preferred TASER because their OBCS system was an optimal solution given the functionality of the software and hardware, and the level of provided IT support. There was a concern that changing OBCS platforms could cause APD to lose critical functionality that was important to ensuring cases were shared with the District Attorney's office and other interested parties in a timely manner. DTI-1, said that AHSC-3 also expressed the same concern to her.

4. Vendor Demonstrations: Four of the nine proposals were determined to be responsive, but only two vendors were invited to participate in the vendor demonstrations. There might have been value in permitting DAI and VIEVU the opportunity to demonstrate their product to the AHSC. This may also have strengthened the perception of fairness in the selection process, while ensuring no single vendor had an unfair advantage.

Assessment:

As indicated in the “Observations” section, information developed throughout this thorough review reflects the efforts of APD and CPO leadership to ensure a transparent and fair process, free of biases and favoritism. Leaders exercised caution to avoid even the perception of biases or preferences of vendors in the processes to determine the OBCS requirement, the development of the RFP and the subsequent selection process.

However, to be sure, as noted in the “Observations” section, there were opportunities to strengthen the effort to ensure the RFP and selection process was more transparent, fair and free of any perceived biases and favoritism. Having said this, there are no perfect processes where people are involved, and the intent of this review was to determine whether in good faith, did leaders strive to adhere to governing ordinances, policies and processes – that appears to have been achieved.

In fact, many individuals clearly indicated Chief Eden’s intent for a fair and unbiased process, during their interviews. For example, several individuals wanted to ensure that it was known that the APD Chief intentionally stayed at a distance from the RFP and selection process to ensure there was no influence from APD leadership. Many individuals interviewed, expressed that APD and City leadership were sensitive to the history of TASER and the former Chief, Ray Schultz, and therefore believed an RFP was needed to select a supplier of the next OBCS.

For the reasons above and described in this report, the OIG’s assessment of the RFP and selection process, notwithstanding some opportunities for improvement, was that it was fair and followed City Purchasing Ordinance and other appropriate requirements.