

Request for Proposals to Build the Data Collection & Analytic Systems to Support a City of Pittsburgh Bureau of Police Officer Early Assistance & Intervention

System

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Deadline for Questions: June 20, 2016

Submission Deadline: June 27, 2016

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Allegheny County Department of Human Services
One Smithfield Street
Pittsburgh, PA 15222

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Definitions

The following words are used in this RFP and are capitalized to indicate their special meaning:

- 1. <u>Agreement</u>: A contract negotiated between Allegheny County and the Successful Proposer to provide the Contract Services
- 2. <u>Allegheny County</u>: A home rule county and political subdivision of the Commonwealth of Pennsylvania
- 3. <u>City of Pittsburgh Bureau of Police [Bureau]</u>: the police department for the City of Pittsburgh, established by ordinance in 1857
- 4. <u>Civil Rights Division of the U.S. Department of Justice:</u> the division of the department of Justice tasked with upholding Americans' civil and constitutional rights
- 5. <u>Contract Services</u>: The specific services which the Successful Proposer agrees to provide to the County in response to this RFP as more particularly described in the Scope of Services in the Agreement
- 6. DHS: [The Allegheny County] Department of Human Services
- 7. Officer Management System: a key database utilized by the City of Pittsburgh Bureau of Police
- 8. <u>President's Task Force on 21st Century Policing:</u> A task force convened by President Barack Obama through Executive Order on December 18th, 2014 to identify best practices in policing nationwide and make recommendations
- 9. Proposal: The response submitted to this RFP
- 10. <u>Proposer</u>: The individual, non-profit organization, or for-profit organization or business submitting a Proposal in response to this RFP
- 11. <u>Response Form</u>: The Word document that Proposers fill out to answer questions about the solicitation. A completed Response Form is the Proposal/Application.
- 12. RFP: Request for Proposals
- 13. <u>Solution:</u> A tool, or combination of tools (in this case, technical) consisting of a set of processes, components, and algorithms implemented to answer a question or address an existing problem.
- 14. Successful Proposer: the Proposer(s) selected by the County to provide the Contract Services

The Basics

What we need

Allegheny County, on behalf of the City of Pittsburgh Bureau of Police (the Bureau), is seeking Proposals to build an Officer Early Assistance and Intervention System. The proposed Officer Early Assistance and Intervention System being sought through this RFP has two major components:

- 1) DATA COLLECTION SYSTEM: the implementation of a data collection and data integration system to support review and analysis of key metrics associated with officer behavior and wellness; and
- 2) ADVANCED ANALYTIC SOLUTIONS: the development of a set of analytic solutions to help Bureau leadership best identify officers in need of additional support or intervention.

Proposers may propose solutions to one or both of these components.

Up to \$400,000 is available to support the development/customization and implementation of a new data collection system and set of analytic solutions. Either off-the-shelf or custom Solutions are eligible under this solicitation. Support for on-going maintenance beyond year 2 is not included in the request for proposals.

This initiative is supported by a public-private partnership.

What we don't want

We are not looking for a new records management system. We expect that the solutions proposed will be flexible enough to integrate data from existing records management and other key databases (like the Officer Management System, the citizen complaint database etc.).

We do not want Proposals aimed at improving training or policy development. The scope of this project is purely data collection and analytics.

What's important to us

- Creating a state-of-the-art set of data collection and analytic systems to support the early identification of and assistance for officers with a high likelihood to separate from the Bureau early because of discontent, challenges in performing the job functions, and/or because of unwarranted critical incidents.
- Eliminating duplicate data entry.
- Data collection systems that are easy to use and available to officers working in the field, away from a desktop computer.
- Retaining and using the data that the Pittsburgh Bureau of Police has been collecting since the early 2000s.
- Integrating with other key databases that are out of scope of this data collection system, for example, the Officer Management System and citizen complaints database. A high-level architecture of the current system is attached as Appendix A, as a reference.
- Providing descriptive and/or predictive analytic models that rely on the administrative data stored in the new data collection system and other key Bureau databases to compare officers to their peers, compare an officer to him/herself over time, and/or generate accurate predictions about officer performance while reducing false positives so that attention can be paid to the officers most in need of assistance and/or other interventions.

Who we are

Allegheny County DHS, on behalf of the City of Pittsburgh Bureau of Police, is the issuing office for this RFP. These two partners are working together, with the support of private funding, to build the technical and analytic capacity of the Pittsburgh Bureau of Police. The partners believe that investments

in technology, analytics, leadership, and accountability systems will lead to improvements in key outcomes, including: violent crime reduction; improvements in crime solving (homicide/shooting clearance rates); improvements in officer retention and diversity of the force; reduction in citizen complaints against the police; and improvements in community satisfaction with the police

DHS is the largest department of Allegheny County government and provides publicly-funded services to more than 200,000 people annually, in areas including child welfare, behavioral health, aging, intellectual disability, homelessness and community services. More information about DHS is available at http://www.alleghenycounty.us/human-services/index.aspx

The City of Pittsburgh Bureau of Police is comprised of approximately 850 sworn law enforcement officers who serve the residents and visitors of Pittsburgh. The Bureau places tremendous value on the relationships its officers have built in the communities they serve, and continually strives to make the streets of Pittsburgh's diverse neighborhoods even safer. More information is available at http://www.pittsburghpa.gov/police/about

Section 1: Key Information

1.1 General Information

- a. This RFP is a solicitation to individuals, non-profit organizations, and for-profit organizations or businesses (Proposers) to submit a Proposal to perform the services as described in *Section 3.1: What we are buying and why.* Proposers must have the ability to meet the identified needs and quality standards within the program and funding guidelines specified in this RFP.
- b. The issuance of this RFP does not obligate the County to enter into an Agreement with any Proposers.

1.2 Timeline

- a. Proposals must be submitted by 3 p.m. on June 27, 2016.
- b. Deadline for Proposers to submit questions is June 20, 2016
- c. Proposers will be notified of their selection status in Fall 2016.

1.3 How to Contact DHS

- a. All inquiries and questions concerning the RFP must be submitted via email to DHSProposals@alleghenycounty.us
- All information about the RFP, including answers to questions, changes and clarifications, will be posted at our Active Solicitations website at www.alleghenycounty.us/dhs/solicitations
- c. Please be sure to check this website regularly for answers to questions, additional information, or changes to the RFP or the RFP process.

1.4 Submitting Your Proposal

- a. This RFP provides detailed information about the Proposal and Proposer requirements, the evaluation process and how to develop your Proposal.
- b. Please use the Response Form to develop your Proposal. Type your responses to each requested item directly into the Response Form. It is available at our Active Solicitations website with the RFP announcement at www.alleghenycounty.us/dhs/solicitations.
- c. Proposers must submit a complete Proposal, which includes the following, available on our Active Solicitations website:
 - Cover Page
 - Response Form
 - MWDBE Participation Statement or MWDBE Waiver and Participation Statements
 - Allegheny County Vendor Creation Form
 - Audited Financial Report
 - W-9
- d. Please do not send any attachments other than those listed above and on the Response Form.
- e. Please take time to review and understand the RFP in its entirety including:
 - The requirements (see Section 3: Our Requirements)
 - The evaluation process (see Section 4: The Evaluation Process)
- f. Make sure to complete each section of the Response Form and to stay within any word counts that may be specified in the Response Form.
- g. Proposals must be submitted electronically to DHSProposals@alleghenycounty.us no later than 3:00 p.m. EST on June 27, 2016 to be considered for review.
- h. Please make sure to get your Proposal in before the deadline! If your Proposal is late, it will not be considered.
- i. You will receive an email when your Proposal is received.
 - If you do not receive this notification within 48 hours of submitting your Proposal, please contact us at DHSProposals@alleghenycounty.us

1.5 Other Information

- a. The Agreement originating from this RFP is subject to all of the Terms and Conditions specified in *Section 5: Contract Information*.
- b. Proposers are responsible for all costs related to the preparation and submission of their Proposal.
- c. Proposals become the property of the County and may become part of any subsequent Agreement between the Proposer and the County.
- d. The Successful Proposal will be posted online in the DHS Solicitations Archive after contract execution.

Section 2: Background

Police leadership faces a complex challenge: meeting the dual expectations of the community to: 1) maintain order and safety and 2) police themselves and support/manage officers before critical incidents occur. In recognition of the relationship between officer wellness and safety – of individuals, the agency and the community – the President's Task Force on 21st Century Policing elevated the

importance of supporting the law enforcement workforce by making Officer Safety and Wellness one of its six pillars.¹

In Pillar 6, Officer Wellness and Safety, the Commission notes that physical, mental and emotional injuries plague many law enforcement agencies. While the recent notable deaths of officers are a stark reminder of the risks faced by police officers, a large proportion of officer injuries and death are not the result of interaction with criminal offenders but rather the outcome of poor physical health due to inadequate nutrition, lack of exercise, sleep deprivation and substance abuse. While these causes are often overlooked, the wellness and safety of the workforce is critical – not only to the individuals, their colleagues and their agencies but also to public safety. An officer with impaired ability, judgment and behavior is of little use to the community and may even be a danger to the community and fellow officers.

Any discussion about improving the wellness and safety of the workforce must occur within the context of the need to transform the culture of law enforcement. A work environment in which officers do not feel they are respected, supported or treated fairly is a stressful environment. Support for wellness and safety should permeate all practices and be expressed through changes in procedures, requirements, attitudes and behaviors.

National Context

As described in "Early Warning Systems: What's New? What's Working?" many police departments across the country utilize an early warning system — a data-based police management tool that identifies "at risk officers" who are frequently the subject of complaints or who demonstrate patterns of inappropriate behavior that could lead to more serious problems. These early warning systems are designed to alert police departments of such behavior and afford them the opportunity to provide some form of intervention, such as counseling or training, before a situation occurs that warrants formal disciplinary action, or worse. Early warning systems capture factors such as how often officers are involved in shootings, how often officers are the subject of complaints, how often officers use sick days or get into car accidents, and notify departmental supervisors once a specific threshold is reached.

Since 1997, these early warning systems have been included in consent decrees and memoranda of understanding settling law suits brought by the Civil Rights Division of the U.S. Department of Justice

¹ United States. President's Task Force on 21st Century Policing. Final Report of the President's Task Force on 21st Century Policing. Washington: Office of Community Oriented Policing Services, May 2015. 61-68. Web. http://www.cops.usdoj.gov/pdf/taskforce/TaskForce_FinalReport.pdf

² Copyright © 2015 CNA; by Ashley Shultz in the performance of CNA Independent Research Funding, December 2015.

³ U.S. Civil Rights Commission, Who Is Guarding the Guardians? (Washington, DC: U.S. Civil Rights Commission, 1981); S. Walker, G.P. Alpert, and D.J. Kenney, Early warning systems: Responding to the problem police officer (Washington, DC: U.S. Department of Justice, Office of Justice Programs, National Institute of Justice, 2001).

⁴ T. Abdollah, "'Early warning systems' aim to ID troubled police officers," Associated Press, September 7, 2014, retrieved from http://www.dailynews.com/government-and-politics/20140907/early-warning-systems-aim-to-id-troubled-police-officers; Walker, Alpert, and Kenney, Early warning systems.

under the "pattern or practice" clause of the 1994 Violent Crime Control Act. Early intervention systems are mandated in such agreements related to the City of Pittsburgh Bureau of Police, the New Jersey State Police, the Metropolitan Police Department of Washington, D.C, the City of Los Angeles Police Department; and the City of Cincinnati Police Department.

However, current early warning systems are inadequate. While they may flag officers who are more active or aggressive in the enforcement of the law, few early warning systems monitor for a lack of productivity and community engagement. More importantly, fewer still monitor officer performance over time, looking for changes in work patterns that might reflect emerging wellness or mental health issues. And traditional descriptive models have high false positive rates that can dilute department resources across too many officers at low risk.

Local Context

The Pittsburgh Police Bureau's system of accountability was once noted as a best practice among policing experts and the U.S. Department of Justice. A Vera Institute of Justice evaluation of the implementation of a consent decree regarding Pittsburgh's Police Bureau commented that "the early warning system is the centerpiece of the Police Bureau's reforms in response to the consent decree." The early warning system is the mechanism by which officers' performance data become useful to managers committed to enhancing accountability and reducing officer misconduct.

Regrettably, the Bureau's existing systems of data collection and analytics have fallen into disrepair, are unduly laborious and time consuming to the point of being dysfunctional, and lack the features of modern systems. Nevertheless, there remains a deep data set, a strong culture of data collection, and a commitment to use the insights found in the data to support or discipline officers when necessary.

The current system does not support data collection in the field, and is based upon a set of reporting processes that rely on static forms instead of live data. Data entry is redundant and time consuming. In addition, the analytics need to be updated, as they rely upon peer groups that have lost statistical or operational meaning, flag far too many officers, and have critical issues with both false positives and false negatives.

The intent of this RFP is to take the Pittsburgh Bureau of Police to a place where it can once again lead the nation in police accountability. This requires the development of a user-friendly performance matrix that can measure quality performance and properly identify those employees no longer performing to organizational performance standards.

It is the desire of the Chief of Police of the Pittsburgh Bureau of Police and his staff to develop systems that measure human performance against the standards of 21st Century Policing. The development of such systems will allow the Pittsburgh Bureau of Police to move from an agency with a long history and culture of using data to support and manage officers to one with the data collection systems and analytics to do this critical work more easily and accurately.

Section 3: Our Requirements

3.1 What we are buying and why

Allegheny County, on behalf of the City of Pittsburgh Bureau of Police, is seeking Proposals from qualified Proposers to provide an Officer Early Assistance and Intervention System consisting of two major components:

- (1) Data Collection & Integration Solution: the implementation of an end-to-end data collection and data integration system to support review and analysis of key metrics associated with officer behavior and wellness;
- (2) Analytic Solutions: advanced analytic solutions to assist the Bureau's leadership best identify officers in need of additional support or intervention.

Proposers may submit Proposals for only one of the components of the Officer Early Assistance and Intervention System or for both of these components.

1. Data Collection & Integration Solution

We are seeking a Successful Proposer to develop and implement a system to both collect and integrate key data elements to support an Officer Early Assistance and Intervention System. The Proposer can suggest what data elements will be collected or integrated from other existing systems but should include the following:

- Officer information (e.g., demographics, rank/division, training history, secondary details, leave history, promotion, transfer, injury)
- Officer complaints, compliments, awards, discipline
- Officer activity (e.g., traffic stops, arrests, pursuits, pedestrian stops, use of force, citations, field interviews, vehicle accidents, searches and seizures)

The data collection and integration systems must be easy to use and support data collection and administration in the field (via mobile devices) as well as eliminate redundant data entry. The Successful Proposer must have experience working with police departments to integrate with existing databases and providing support through the implementation process. While we are open to realistic timelines that go beyond a nine month implementation, we prefer to have a Solution fully implemented in under one year.

Deliverables:

- An easy to use data collection system that supports the PBP goals of early identification and support of officers in need of assistance
- Integration with key databases (as described above)
- Initial training and implementation support

- A maintenance plan for the first 2 years after implementation
- Estimate of annual ongoing support costs

2. Analytic Solutions

Existing analytic systems lack rigor and reliability both in the model in place in Pittsburgh as well as around the country. The problems with existing analytic systems are numerous, but include the following:

- Analytics built on peer groups that lack statistical or operational meaningfulness
- Systems only analyze behavior on one side of the distribution, focusing only on
 officers who, for example, have "too many" traffic stops instead of looking at
 officers who either have significantly more or less than the expected number of
 traffic stops.
- Systems only measure officers compared to peers instead of him/herself over time
- Systems that rely only on descriptive, instead of predictive analytics

Successful solutions will attempt to address these challenges and may include both descriptive and/or predictive approaches. Thought should be given to who will view these data and how it will be used to support a set of approaches aimed at supporting and managing officers. For example, it may be that descriptive approaches (that improve upon current models) are appropriate to be used at the supervisor and command staff level but that these models are augmented by predictive approaches that are limited to the Chief's Office and the Office of Professional Standards.

Deliverables:

- Analytic model(s) that can be run by the PBP that assist with the early identification and support of officers in need of assistance
- Initial training and implementation support
- A maintenance plan for the first 2 years
- Knowledge transfer to maintain the models
- Estimate of annual ongoing support costs

3.2 What we require

Proposers must meet the following evaluation criteria and should address their qualifications by completing the numbered items in the Response Form, which specifies format. Proposers should download and type their responses directly into the Response Form available on the Active Solicitations webpage at www.alleghenycounty.us/dhs/solicitations. The maximum score a Proposal can receive is 100 points for each proposed Solution, as outlined in the following sections.

<u>Organizational Experience</u> (30 points – if proposing both Solutions, this section will be completed and scored once but added to both Solutions' scores)

• Strong experience working with police departments or similar entities to build or implement technology or analytic solutions. (10 points)

- Personnel who will be involved in the project(s) have relevant education, knowledge, and experience (10 points)
- Strong plan for and/or experience working with an existing IT vendor(s) and government IT staff to implement/integrate solutions. (10 points)

Part 1: Data Collection & Integration Solution

Solution Design & Implementation (55 points)

- A detailed plan for the proposed Solution that meets the goals and objectives stated in this RFP. The plan must address the following (25 points):
 - What data points the proposed Solution will collect or integrate from other systems
 - A detailed overview of the system's ease of use and support for data collection and administration in the field (i.e., via mobile device by a large number of users)
 - A strong plan to eliminate redundant data entry
- A strong plan for integrating the proposed Solution with other information technology and tools, including key databases (5 points)
- An appropriate plan for allocating staff resources to this project (5 points)
- A reasonable and realistic timeline for design and development (10 points)
- An excellent plan to provide maintenance of the Solution for the first two years after implementation (5 points)
- A strong plan to transfer knowledge to the Pittsburgh Bureau of Police so they can maintain the Solution going forward (5 points)

Budget (15 points)

- A budget and budget narrative that reflect a realistic estimate of the costs associated with developing the proposed solution(s) (10 points)
- Fiscal and management capacity to manage Program funds in a fiscally responsible manner (5 points)

Part 2: Analytic Solutions

Model Development & Implementation (55 points)

- A detailed plan for the proposed Solution that meets the goals and objectives stated in this RFP. The plan must address the following (20 points):
 - Creative approaches to the problems with the current systems, described in Section 3.1,
 What We Are Buying and Why
 - o A detailed justification for the use of predictive and/or descriptive models based on consideration of what questions the models answer and for whom
- Demonstrated experience in conducting research, translating research into practice, developing/validating tools built on research and/or developing and implementing models in the field (15 points)
- An appropriate plan for allocating staff resources to this project (10 points)

- A reasonable and realistic timeline for design and development (5 points)
- A strong plan to transfer knowledge to the Pittsburgh Bureau of Police so they can maintain the Solution going forward (5 points)

Budget (15 points)

- A budget and budget narrative that reflect a realistic estimate of the costs associated with developing the proposed solution(s) (10 points)
- Fiscal and management capacity to manage Program funds in a fiscally responsible manner (5 points)

Section 4: The Evaluation Process

4.1 Evaluation Model

Proposals will be evaluated by an evaluation committee created by DHS (in consultation with the City of Pittsburgh Bureau of Police). The evaluation committee will assign scores based on evaluation criteria specified in *Section 3.1: What we are buying and why* and *Section 3.2: What we require* and further identified in the Response Form.

4.2 Evaluation Process

The evaluation process will consist of the following steps:

- a. An evaluation committee will be formed by the DHS and will consist of some or all of the following:
 - DHS data analysts and content experts from within DHS, selected for their expertise and/or experience
 - Content experts from the City of Pittsburgh Bureau of Police
 - City of Pittsburgh Bureau of Police and Public Safety administration
 - Representatives of educational institutions, community and civic organizations, businesses and/or non-profit agencies
- b. Each member of the evaluation committee will sign a confidentiality and conflict of interest agreement.
- c. All committee members individually review and score each Proposal. Evaluators will award points to a Proposer's Response Form answers according to their expertise and best judgment of how each answer meets the evaluation criteria using the following scale:
 - 0 Not addressed in Proposal
 - 1 Poor
 - 2 Below expectations
 - 3 Meets expectations
 - 4 Exceeds expectations
 - 5 Outstanding
- d. The evaluation committee members then will meet collectively to compile and discuss the individual scores and evaluation of each committee member.

- e. The County shall have exclusive discretion to shortlist a reduced number of Proposals for more extensive review using the same criteria outlined above. In this case, DHS may request that shortlisted Proposers make modifications to their Proposal or budget or make a formal oral presentation. The evaluation committee will review the modifications and/or oral presentation and rescore the shortlisted Proposals using the original evaluation criteria.
- f. At any time during the review process, DHS may contact a Proposer to discuss any areas of the Proposal needing clarification or further explanation.
- g. The committee will submit their recommendation for contract award to the Executive Director of DHS for his approval, who will submit to the County Manager for approval. The County is under no obligation to award a contract as a result of this RFP.
- h. All Proposers will be notified of their status following the final determination.
- i. Proposers not awarded a contract who are interested in receiving feedback regarding their submission may request a phone call at DHSProposals@alleghenycounty.us.

4.3 Other Requirements

For a Proposal to be eligible for evaluation, the Proposal must be:

- Received by the due date/time to be considered for the review
- Properly formatted and include answers to all questions
- Include all required forms and attachments

Proposals which do not meet the above requirements will not be considered.

Section 5: Contract Information

In order to enter into an Agreement with the County, Proposers must be willing to comply with all contract requirements listed below and all standard terms and conditions contained in a County contract for provision of services to DHS and its offices. Additional details about contracting with Allegheny County are provided in the DHS Contract Specifications Manual, available at www.alleghenycounty.us/dhs/solicitations.

5.1 Minority, Women or Disadvantaged Business Enterprise (MWDBE) Requirements

Allegheny County has MWDBE goals of 13% participation for Minority Business Enterprises and 2% participation for Women and Disadvantaged Business Enterprises, and hopes that Proposers will make a good faith effort in assisting the County in meeting these goals.

- a. Proposers may be registered and certified with the Allegheny County Department of Minority, Women and Disadvantaged Business Enterprises. If so, please indicate registration on the RFP cover page.
- b. Regardless of registration status, Proposals must include either of the following:
 - 1. If your organization is able to meet the MWBDE contract goals, an MWDBE Participation Statement is REQUIRED.
 - 2. If your organization will request a waiver from participating in the MWDBE contract goals, an MWDBE Participation Statement and a Waiver Statement are REQUIRED. Please attach the required explanations with the waiver statement.
- c. MWDBE statements and resources can be found at:

- MWDBE Participation Statement
- MWDBE Waiver Request
- A list of MWDBEs that have been certified by Allegheny County and the Pennsylvania Unified Certification Program can be found at http://www.county.allegheny.pa.us/mwdbe/index.aspx
- d. For more information about MWDBEs, please review the following: <u>MWDBE Contract</u>
 Specifications Manual

5.2 HIPAA Compliance

DHS is a covered entity under the Health Information Portability and Accountability Act (HIPAA). Therefore, a Successful Proposer must comply with all HIPAA requirements.

5.3 Cyber Security

- a. Successful Proposers must meet the minimum computer specifications which begin on page 14 of the <u>DHS Contract Specifications Manual</u> available at www.alleghenycounty.us/dhs/solicitations.
- b. All electronic devices must have sufficient security software and settings to minimize the risk of an information breach.
- c. Successful Proposers must also have policies in place to ensure that electronic devices are physically secure when not in use (e.g., locked in a vehicle trunk, password protected).

5.4 Equal Employment Opportunity and Non-Discrimination Requirements

By submitting a Proposal, a Proposer agrees to not discriminate against any employee, applicant for employment, independent contractor, client or any other person on the basis of race, color, religion, national origin or ancestry, sex, gender identity or expression, sexual orientation, disability, marital status, familial status, age (40 or over), or use of a guide or support animal because of blindness, deafness or physical disability.

Appendix A

High level architecture of current PBP database system.

Acronyms:

OMS: Officer Management System

RMSPROD: Record Management System

PARS: Performance Analysis and Review System

APRS: Automated Police Reporting System

OMI: Office of Municipal Investigations

CRIMES: [not an acronym]

Pittsburgh Police PARS High-Level System Architecture

10/5/2015

