

Request for Qualifications

RFQ No. 18-001

Law Enforcement Data Analysis Applications and Services

**On behalf of the
Member Agencies of the
Colorado Information Sharing Consortium**



**Issued by the
Colorado Information Sharing Consortium**

October 5, 2018

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RFQ No. 18-001**

**Law Enforcement Data Analysis
Applications and Services**

**On behalf of the
Member Agencies of the
Colorado Information Sharing Consortium**

Issued October 1, 2018

Priority Deadline: November 30, 2018 at 5:00 p.m. MST.

Respondents are encouraged to submit proposals electronically to Mr. David Shipley, the CISC's Executive Director, at dshipley@adcogov.org.

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**On behalf of the
Member Agencies of the
Colorado Information Sharing Consortium**

1. Introduction and Background

The Colorado Information Sharing Consortium (the “**CISC**”) is a Colorado local government entity that operates as a consortium of state and local law enforcement entities in Colorado (each, a “**Member Agency**”). The purpose of the CISC is to facilitate the sharing of information, particularly criminal justice information, by and among the CISC’s Member Agencies and certain other eligible governmental entities.

The CISC, through a third-party contractor (Numerica Corporation (“**Numerica**”), operates a regional data warehouse (the “**RDW**”). The RDW is a central repository for the Member Agencies’ data. The goal of this Request for Qualifications No. 18-001 (this “**RFQ**”) is to identify and qualify providers (each, a “**Provider**”) of data analysis applications and services. Qualifying Providers should provide the data analysis applications and services by querying the data in the RDW. Providers will not be permitted to copy or store the data in the RDW outside of the RDW. However, Providers may, in certain circumstances and with the approval of Numerica and the CISC, be permitted to install applications within the RDW, and temporarily store small amounts of the Member Agencies’ data, to provide services.

The CISC intends to qualify multiple Providers. Each Member Agency can then elect to purchase services from those qualified Providers. In other words, a Provider will only provide services to the Member Agency or Member Agencies who elect to purchase that service, but the Provider will query all the data in the RDW to provide the service – including data from Member Agencies who choose not to purchase services from that Provider.

This is not a request for proposal (an “RFP”). The CISC will not select one Provider to provide services to all Member Agencies. Rather, the CISC will select (or qualify) several Providers, each of which will be eligible to provide services to the Member Agencies – but each Provider will only provide services to those Member Agencies who select the Provider later. Unlike a traditional RFP, under this RFQ the CISC will not “award” a contract for services.

1.1 General Facts and Information

- The CISC is a Colorado legal, quasi-governmental entity comprised of the largest law enforcement agencies in Colorado (currently 63 Member Agencies and climbing) serving over 9,000 certified peace officers. These officers serve over 70% of the nearly 5.5 million Colorado residents, and in some agency cases (*i.e.*, the Colorado State Patrol), all of them.
- The CISC is governed by an 11-person Board of Directors (the “**Board**”) elected by the chief law enforcement officers of each Member Agency. The Directors are generally high-ranking law enforcement officers from the Member Agencies.

- The CISC employs a full-time Executive Director to conduct the day-to-day business of the CISC. The current Executive Director is Mr. David Shipley, formerly with the Adams County Sheriff's Office.
- Each Member Agency contributes data to the RDW. This data is not standardized. The data is stored in multiple formats depending on the data source (*i.e.*, computer aided dispatch (“CAD”), records managements system (“RMS”), jail management system (“JMS”), etc.).
- Additionally, each Member Agency may use different data categories to record incidents. Therefore, reports / case reports / OCR / incidents may be recorded different from one Member Agency to another. A Provider's service should be able to synthesize these different types of data to provide users with useful information.
- The CISC will not be a Provider's “customer.” Rather, the Provider's customer(s) will be those Member Agencies that elect to purchase the Provider's services. In other words, a Provider might only provide services to one Member Agency (because only one Member Agency is interested in purchasing that Provider's services). It is possible that all Member Agencies will elect to purchase a Provider's service – but it is not guaranteed. Proposals that require a significant number of Member Agencies to purchase a service are discouraged.
- At this time, the CISC as a policy does not and will not contract for services to be implemented CISC-wide. The CISC's Board implemented this policy – and only the Board can change it.
- Preference will be given to Providers that commit to use all the data in the RDW to provide service. However, the Provider should use all the data in the RDW (meaning data from Member Agencies that are not customers of Provider) to provide the service.
- If appropriate, the CISC may enter into an agreement with a Provider that will enable the Provider to access the data in the RDW and offer service to Member Agencies. The CISC has a standard agreement that is available upon request. The CISC may strongly encourage a Provider to use the CISC's standard agreement.
- For more information about the CISC, please see the CISC website at www.CO-CISC.org

1.2 Volumes and Metrics

The following table (Table 1: Volumes and Metrics) provides current estimated volumes of various CISC metrics. While this information can vary from year to year, it is meant to provide a general idea of CISC size and complexity.

Table 1: Metrics and Estimates

Metric	Estimate (April 2018)
Population Served	3.85 – 5.6 million citizens
Member Agencies	63 agencies and climbing
Total Certified Officers Served	9,004 and climbing
Number of Data Sources (RMS, JMS, CAD, LPR, etc.)	At least 70
Volume of Data in the RDW	305 million records and climbing
# of Photo Images in the RDW	4.3 million mug shot images and many other images such as LPR and other case images and climbing

1.3 Objectives

The CISC desires to qualify Providers that offer effective and affordable applications and services to meet the Member Agencies’ broad variety of data analysis needs. Each Member Agency has varying expectations and understanding as to what applications can do help them meet their own mission and objectives. There are still, however, overarching objectives common to all that the CISC hopes to achieve via this process:

- Enhance **officer and citizen safety** and **officer efficiency** by providing applications that leverage data resources from throughout the State and in publicly available resources to reduce response time, increase the opportunity to accurately identify and apprehend offenders, and anticipate crime for direct, pro-active intervention;
- Enhance **public service** by **improving the operational value of the available data** by improving the timely access, interpretation and comparison of relevant and actionable data;
- Enhance **data accuracy** and **quality** by identifying and reducing the volume of redundant, erroneous, and duplicative data.

Qualified Providers will be permitted to offer service to the Member Agencies through the CISC. The CISC may qualify any number of Providers. The objective is to offer a “menu” of data analysis services from which each Member Agency may select, with each Member Agency selecting the service(s) that best fit the needs of that Member Agency.

The CISC expects that a Provider will offer pricing that is transparent and fair. Pricing for Member Agencies should be at a discount relative to the Provider’s standard listed prices. The CISC also expects that a Provider will offer prices that are fair relative to the size of agency. In other words, the pricing must work for small agencies as well as large agencies. Preference will be given to Providers who commit to keeping prices constant for a certain period (for example, three years or more).

Even if the CISC enters into an agreement, arrangement, or relationship with a Provider, there is no guarantee that any Member Agencies will purchase services from the Provider.

1.4 History

When initially formed, the CISC purchased a single data analysis solution from one provider and offered that service to all CISC members. Each Member Agency's data was stored by that provider in a proprietary format. That provider would not permit other companies to query the data. Eventually, the Member Agencies decided that that provider's data analysis service was insufficient. Further, the CISC became frustrated with that provider's ability to import, format, and store each Member Agency's data. When the CISC decided to terminate that relationship, that provider refused to return the aggregated Member Agencies' data in a non-proprietary format without significant additional fees.

From that experience, the CSIC decided "never again." That's why the CISC is not interested in a single provider who will provide service to all Member Agencies. Instead of that model, the CISC contracted with Numerica to create its own data warehouse (the RDW) – with the data stored in a non-proprietary format that any qualified Provider may query to provide service to Member Agencies. The RDW is essentially a "private cloud" for the storage of the Member Agencies data. The provider of the RDW maintains an application programming interface (the "API") through which qualified Providers may query the data in the RDW. The CISC will not permit Providers to store a copy of the RDW data.

In full disclosure, Numerica (the RDW provider) offers its own data analysis service, but Member Agencies are not obligated to purchase that service.

1.5 Current Challenges and Guiding Principles/Conditions

- The CISC requirements are meant to describe desired outcomes, what is needed, and not to be overly prescriptive in how these objectives are achieved. Through this solicitation, the CISC expects to qualify Providers of applications that have been proven in the marketplace and to benefit from the experience of both the Providers and other agencies/consortia that use their applications. This solicitation is intended to allow Providers the flexibility to demonstrate how their applications best meet the CISC's and the Member Agencies objectives.
- The CISC data is stored in the RDW in its diverse variety and is not standardized at this time, though this condition could change. Each Provider's service should be able to use the data in varying formats.
- The CISC is flexible on how it contracts with Providers. The CISC has a standard contract that may be appropriate, depending on the nature of the Provider's circumstances. The standard contract is available upon request. In some cases, the CISC may agree to use a Provider's contract. In other cases, the Provider may contract directly with the Member Agencies using a contract pre-approved by the CISC.
- The CISC prefers Providers that offer discounted pricing to the Member Agencies and agree to not increase prices for a period. The CISC is flexible as to how discounts are structured.
- The CISC prefers Providers that offer fair pricing to all Member Agencies, regardless of the size of the Member Agency. Pricing structures that offer larger Member Agencies significant discounts, while requiring smaller Member Agencies to pay more on a per

officer or per user basis, will be considered but are discouraged. The CISC desires to attract services that work for all Member Agencies, understanding that what works for one Member Agency may be different than what works for another Member Agency.

- The CISC will not permit Providers to store a copy of the RDW data. It may be appropriate for a Provider to temporarily store small amounts of data if necessary to provide the service, subject to approval by the CISC. Providers may be able to install software in the RDW to assist in providing the service, subject to approval by the CISC and Numerica.
- Providers should be prepared to work with Numerica to access the RDW through the API and provide service to Member Agencies.
- Qualified Providers should offer services that will enable Member Agencies who purchase that service to access all the data in the RDW.

1.6 Project Responsibilities and Governance

The CISC's Executive Director will provide overall project guidance and executive decision-making, as guided by the CISC's Board. The CISC's Board may appoint an evaluation committee (the "**Evaluation Committee**") that will primarily be responsible for the evaluation of responses to this RFQ. Subject matter experts from the Member Agencies will support the Evaluation Committee during the evaluation process.

1.7 Current Technology Environment

The following section provides an overview of the CISC's current technology landscape. This section should be considered informational and does not imply or represent a preference or requirement for any one platform, technology, or application. Through this effort, the CISC seeks to improve, enhance, and innovate in the Member Agencies use of data analysis technologies.

1.7.1 RDW

The CISC maintains a single secure "cloud" environment to house and continually update all the Member Agencies' data. At present, Numerica hosts and maintains all software and data housed in the RDW, as contracted by the CISC. Providers seeking to insert technology solutions directly onto the RDW will need to work with the Numerica technical team to accomplish the necessary objectives.

1.7.2 Data Standardization

The data in the RDW is not yet standardized. The CISC may consider proposals from Providers to standardize the data in the RDW. At present, the CISC has no definitive plans to standardize the data in the RDW.

1.7.3 Mobile Access

Member Agencies have varying degrees of sophistication regarding mobile applications. In some instances, officers may not have connectivity to use mobile applications (Colorado is a large, geographically diverse, and largely rural state). While a mobile application is not required, the

CISC expects that Providers who offer mobile applications will be more attractive to Member Agencies.

1.7.4 Deputy/Officer Issued Technology

Member Agencies issue a variety of devices to assigned personnel, including but not limited to portable radios, smartphones, body cameras, mobile computing devices / mobile data terminals, radar guns, digital cameras, and audio recorders.

1.8 Current Technology Support Environment

Numerica hosts, equips, maintains, and secures the RDW data on a contract basis. By contract, external Providers have access to the API to access Member Agencies' data. Numerica will provide general technical support and documentation to authorized third parties to enable use of the API. Numerica's support, however, is not intended to provide application engineering or software design services.

If a Provider's use of the API is unreasonably excessive or causes a significant degradation in performance of the Data Warehouse Service, Numerica may temporarily limit the use of the API by that Provider. If Numerica temporarily limits API use, Numerica will notify the Provider whose use was limited and the CISC. Numerica, the CISC, and the impacted Provider will work with Numerica to resolve the issues.

2. Proposal Guidelines

The CISC expects Providers to provide a complete proposal. This Section 2 lists information that the CISC expects to see in proposals. The list is not exhaustive. It is the Provider's responsibility to ensure their proposal is complete. Because this RFQ is less formal than an RFP, there are no formatting requirements. Nonetheless, the overall look and feel of each proposal will reflect on the Provider who submitted the proposal.

The CISC expects that each proposal will provide all relevant information, without misstatements or omissions, necessary for the CISC to make an informed decision. After a proposal is submitted, the CISC may work with the Provider to tailor the proposal to fit the CISC's needs. In other words, a proposal is not necessarily a "take it or leave it" offer. By submitting a proposal, neither a Provider nor the CISC has an obligation to negotiate further or to enter into an agreement.

2.1 Company Information

Proposals should include the following information about the Company:

- a. An overview of the Provider, including company size, structure, and financial condition;
- b. An overview of the Provider's technical and technology capabilities;
- c. The name and contact information for an individual who can answer questions about the proposal. This person will be the CISC's single point of contact with the Provider;
- d. Whether the Provider uses subcontractors, and in what capacity. The CISC may request information about any subcontractors;
- e. No more than three references, unless requested otherwise; and

- f. Whether the Provider complies with the Criminal Justice Information Services (“CJIS”) Security Policy.

2.2 Service Information

Proposals should include the following information about the service:

- a. An overview of the service or application capability, features, and functionality;
- b. A description of the mobile capabilities of the service or application;
- c. A description of whether the service displays information visually (for example, on a map);
- d. Whether the service will require custom software development to implement;
- e. Whether the Provider will use the RDW and/or the API to query the Member Agencies’ data;
- f. A description of how the Provider will support and maintain the service or application;
- g. A description of the Provider’s service level commitment; and
- h. Pricing and licensing information.

2.3 Other Information

- a. A description of the Provider’s data security practices; and
- b. All other information the Providers deems to be relevant.

After a proposal is submitted, the CISC may request additional information from the Provider.

2.4 Submission Requirements

Proposals and all supporting materials should be submitted electronically via email to Mr. David Shipley, the CISC’s Executive Director, at dshipley@adcogov.org. The subject line should clearly identify that the email is a proposal under this RFQ and the message should contain the following or a similar statement:

CISC RFQ No. 18-001

Proposal for Law Enforcement Data Analysis Applications and Services

The CISC may respond to proposals submitted via other methods, including via U.S. Mail.

3. General Proposal Conditions

All proposals are subject to the following terms and conditions:

3.1 No Contract

Neither this RFQ nor any proposals submitted hereunder will constitute a contract or agreement or impose any obligations on the CISC, any Member Agency, or any Provider. The CISC may change the qualifications or requirements set forth in this RFQ at any time.

3.2 Cost of Responding

Each Provider understands and agrees that neither the CISC nor any Member Agency is responsible for any costs incurred by the Provider in responding to this RFQ or negotiating with the CISC. Providers that respond to this RFQ do so solely at their own expense.

3.3 CISC's Rights to Withdraw this RFQ and/or Reject Proposals

Notwithstanding any other provisions of this RFQ, the CISC reserves the right to adjust and/or withdraw this RFQ at any time without prior notice. The CISC also reserves the right to reject all proposals submitted or to waive any minor administrative irregularities contained in any proposal, when to do so would be in the best interest of the CISC.

Nothing herein obligates the CISC, any Member Agency, or any Provider to enter into any agreement.

3.4 Withdrawal of Proposal

A Provider may withdraw a submitted proposal, or refuse to negotiate or cease negotiations, at any time prior to the execution of an agreement with the CISC or a Member Agency. To withdraw a proposal, the Provider should provide written notice the CISC, preferably by email to Mr. David Shipley, the CISC's Executive Director, at dshipley@adcogov.org. After withdrawing a previously submitted proposal, the Provider may submit another proposal at any time, provided this or a subsequent RFQ remains in effect.

3.5 Disposition of Proposals and Disclosure of Information

All proposals submitted in response to this RFQ may be a matter of public record subject to the Colorado Open Records Act, C.R.S. § 24-72-201, *et seq.* (“**CORA**”). Providers should identify which portions of the response the Provider believes is exempt from disclosure and cite to the specific provision of law that provides for the exemption; provided, however, that such identification shall not preclude the CISC from disclosing such information (and, upon such disclosure, the CISC and its officers, employees, and agents shall have no liability to the Provider for such disclosure). Providers claiming an exemption shall indemnify the CISC and its officers, employees, and agents, and hold them harmless from any claim or liability and will defend any action brought against the CISC and its officers, employees, and agents for their refusal to disclose the information identified by Provider to any person making a request therefor.

3.6 Proposal Submittal Conditions and Limitations

Any conditions or limitations set forth in a proposal shall not be binding on the CISC unless the CISC expressly agrees to such conditions or limitations in a writing properly signed by the CISC's Executive Director.

4. Deadline for Submission of Proposals

This RFQ will remain open indefinitely, until closed, withdrawn, or amended by the CISC. Proposals will be evaluated on a rolling basis as received. However, preference will be given to Providers who respond on or before November 30, 2018.

5. Evaluation Process and Criteria

5.1 Evaluation Overview

The CISC will evaluate Provider proposals, likely using an Evaluation Committee (if appointed). In addition, the CISC or its Evaluation Committee may utilize the services of appropriate experts to assist in the evaluation process.

After receipt of a proposal, the CISC may request a Provider to submit additional information and/or to meet in person with CISC personnel.

The CISC reserves the right to reject any and all proposals, to seek additional proposals, or to further negotiate terms, price, and conditions submitted by a Provider. The CISC may reject a proposal for any reason or no reason.

5.2 Evaluation Criteria

Proposals will be evaluated based on the criteria set forth in this RFQ, including the following four categories:

- a. **Company Qualifications - Experience** - This is an assessment of the Provider's overall qualifications including relevant experience, history of successful performance delivering similar services, and company capacity.
- b. **Fit to Requirements**. This is an assessment of the Provider's response to the CISC's requirements.
- c. **Approach and Methodology**. This is an assessment of the Provider's overall understanding of the project and their ability to deliver successfully.
- d. **Cost and Licensing Structure**. This is an assessment of the Provider's overall cost and proposed licensing structure (*i.e.*, whether the proposal disproportionately favors large Member Agencies to the detriment of small Member Agencies).

6. Protest Procedures

If the CISC decides not to move forward with a Provider, that Provider may petition the CISC to reevaluate the proposal and may submit additional information. The CISC has no obligation to reevaluate a proposal. If the CISC agrees to reevaluate a proposal, the Provider should be prepared to submit additional information and respond to additional questions from the CISC.

Because this is not an RFP, and because the CISC will not select one Provider to provide service to all Member Agencies, there will be no opportunity for a Provider to challenge the CISC's decisions with respect to other Providers. The CISC expects that the Member Agencies will purchase service from Providers that offer quality service that is consistent with the CISC's overall vision at a competitive price.

If a Provider is not selected by the CISC, the Provider is free to approach Member Agencies individually. Member Agencies are under no obligation to purchase services through the CISC. However, access to the RDW is only available through the CISC.

7. Questions

If a Provider has questions concerning this RFQ, the CISC's vision, or any other matter, the Provider is encouraged to contact the Mr. David Shipley, the CISC's Executive Director, at dshipley@adcogov.org.