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			RECORDS STUDY FOR 3 COUNTY
			DEPT'S FOR R.F.P. TO COMPARTI ZE
			RECORDS SYSTEM

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## FINAL REPORT

### Hawaii Assignment

Reference: Letter dated January 26, 1973, from Dr. B. J. Bennington to Milton Weinberg and Barry Goodenow

The reference letter originated the assignment for technical assistance to the police departments of the counties of Hawaii, Maui and Kauai. The basic assignment was to prepare an RFP for a study to upgrade, modernize, and standardize the records and information systems of the police departments of the three counties.

Prior to going to Hawaii, telephone conversations with Dr. Bennington of the Westinghouse Justice Institute, Art Fuldner of the LEAA Regional Office in Burlingame, and Barry Goodenow of Honolulu, were conducted to organize and initiate the effort.

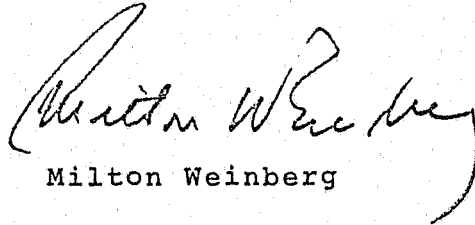
Comprehensive discussions were held with the agencies listed below for the purpose of gaining a thorough understanding of the problems and needs of the three police departments, their short and long-range objectives, the interfaces with the County of Honolulu Police Department and the City of Honolulu Data Processing departments, and the anticipated degree to which the police department personnel would participate in the study. In addition, the record systems which are currently in use in each of the three police departments were thoroughly reviewed.

- 2/20 - Steve Vidinha, Hawaii State Law Enforcement Planning Agency
- 2/21 - Inspector David Gomberg, Project Director, Hawaii Police Department; and all other top level management personnel, including the Chief of Police
- 2/22 - Hawaii Police Department, substation at Waimea
- 2/23 - Honolulu Police Department, Research and Development Section and Records Section management personnel.

- 2/26 - Kauai Police Department, Research and Development Section and Records Section management personnel, Chief of Police
- 2/28 - Maui Police Department, Research and Development Section and Records Section management personnel, Chief of Police
- 3/1 - Manager of City of Honolulu Data Processing Department

The results of the above meetings and the data collected are best exemplified by the draft of the RFP which is the final product of this assignment. Copies of this draft were previously forwarded by the undersigned to:

Inspector David Gomberg  
Steve Vidinha  
Dr. B. J. Bennington  
Art Fuldner  
Barry Goodenow

  
Milton Weinberg

DRAFT

REQUEST FOR PROPOSAL

TITLE: POLICE INFORMATION AND RECORDS SYSTEMS STUDY  
Conceptual design, cost analysis and implementation  
plan for upgrading, modernization and standardization  
of information systems for Hawaii, Kauai and Maui  
police departments.

ISSUED BY: Hawaii, Kauai and Maui police departments through:

Hawaii Police Department  
141 Kalakua Street  
P. O. Box 787  
Hilo, Hawaii 96720

Date: \_\_\_\_\_

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## FOREWORD

This Request For Proposal is issued through the County of Hawaii Police Department for the counties of Hawaii, Kauai and Maui to prospective bidders who wish to assist the police departments in the design, cost analysis, and preparation of an implementation plan for upgrading, modernization and standardization of the police information and records system.

This Request For Proposal contains background information, project description (including objectives), contract requirements and proposal requirements.

## INTRODUCTION

### GENERAL INFORMATION

The police departments of the counties of Hawaii, Kauai, and Maui have undertaken a program to upgrade their information and records systems. Although each of the departments is autonomous, they have recognized the similarity of their problems and the potential advantages of working together towards the modernization and standardization of their systems.

The Honolulu Police Department will also be involved in the program, primarily from the standpoint wherein the three outer islands might require the use of the city of Honolulu computer system to implement portions of their information systems.

The most immediate problem which faces the three departments is their internal information systems. The present records system and information flow systems within the departments have evolved in piecemeal fashion, each element having been given attention on an as needed basis with requirements dictated by changing law enforcement needs, new legislation, changing priorities and fiscal constraints. It has become apparent that achievement of the objectives of upgrading, modernization, and standardization requires a systematic approach wherein all the inter-relationships of all the elements of the system will receive thorough analysis; and also from which a new design will evolve which is feasible for the using agencies to implement. It must be understood that this is not to be

construed solely as a computerization study. Nevertheless, where it is shown to be financially and technically feasible, automation is highly desired by the three departments. In general, what is desired is a systems approach with a modular implementation plan, ranging from upgrading the present manual systems to planning for fully automated systems.

The police departments concerned recognize the need for technical assistance from qualified consultants to perform such a study, and have thus arranged to receive funding through a grant from the State of Hawaii Planning Agency under the provisions of the Omnibus Crime Control and Safe Streets Act of 1968. The major part of the funds will be used to retain a qualified consulting organization to provide the required technical expertise. The remaining funds will be used by the law enforcement personnel for activities incidental to the coordination of the project.

The project will be coordinated by Inspector David P. Gomberg of the Hawaii Police Department. He will be supported by a project team consisting of representatives from the Hawaii, Kauai, Maui, and Honolulu police departments and an advisor from the State Planning Agency.

The Hawaii Police Department has 250 personnel. Its main station located in Hilo and its seven sub-stations covering a total area of 4,030 square miles and a population of 70,000 people.

The Kauai Police Department has 115 personnel. Its main station, located in Lihue, and one sub-station cover a total area of 555 square miles and a population of 31,000 people.



The Maui Police Department has 173 personnel. Its main station, located in Wailuku, and two sub-stations on Maui, cover a total area of 728 square miles and a population of 38,000 people. The Maui Police Department also has sub-stations on the islands of Molokai (4,000 population) and Lanai (2,000 population).

#### PROBLEM BACKGROUND

This section is intended to provide the bidder with a reasonably accurate perspective of how the departments involved view their current problems and needs.

The present systems of the three departments include the following types of information and processes:

- o Requests for police services
- o Dispatching of police
- o Case files, including reports of incidents, offenses and all other operating, investigative and disposition data
- o Indexing and cross-indexing of reports and alpha files
- o Criminal history files
- o Criminal identification - fingerprint, photo, modus operandi
- o Firearms registration
- o Driver licensing and vehicle registration
- o Arrest files
- o Court processes
- o General and special orders
- o Administrative notices and memoranda

The systems are completely manual except for output terminals which provide access through the Honolulu computer system to both Honolulu and mainland NCIC files on operator's licenses, motor vehicles registration and criminal histories.

Some of the problems which are essentially common to all three departments are listed below. These problems are currently recognized by department personnel as causes of inefficiency and also as limitations on improvement of effectiveness.

- o Manual records system difficulties in indexing and cross-indexing for complete and fast retrieval
- o File bulkiness
- o Very little use of forms for recording and reporting data
- o Lack of forms standardization
- o Excessive paperwork for sworn personnel
- o Inadequate purging system
- o Difficulty in compiling and analyzing statistical data
- o Difficulty in compiling management information such as crime summary data, cost history, resource allocation, workload data, etc.
- o Inadequate system to input data to computer
- o Excessive turnaround time between input into computer files and availability of data
- o No system to input data such as warrants into computer
- o Slow response time (command and control)

- o Inadequate system for inputting to files and access by remote sub-stations (communication and transportation)
- o Inadequate operating manuals and non-uniform directives

Although there are minor differences in organizational, functional and operational elements of the three departments, their problems must be looked at as collective problems. The islands are close, and mobility is simple. There has been a large upsurge in the volume of police work in the past five years.

In summary, there is a need for a system which will provide complete, accurate and timely data gathering, processing, retrieval, analysis, and distribution for management and operations of the police departments. It is anticipated that in satisfying these needs the selected bidder will adopt a systems approach with modular implementation, ranging from upgrading the present manual systems to planning for fully automated systems.

## PROJECT DESCRIPTION

### SCOPE

The study shall cover the conceptual design, cost analysis, and preparation of a comprehensive implementation plan for an information system including all related functions and operations applicable to the needs of the Hawaii, Kauai, and Maui police departments.

The types of information and processes requiring study include, but are not limited to:

- o Requests for police services
- o Dispatching of police
- o Case files, including reports of incidents, offenses, and all other operating, investigative and disposition data
- o Indexing and cross-indexing of reports and alpha files
- o Criminal history files
- o Criminal identification - fingerprint, photo, modus operandi
- o Firearms registration
- o Driver licensing and vehicle registration
- o Arrest files
- o Court processes
- o General and special orders
- o Administrative notices and memoranda

As a minimum, the project shall cover the work flow processes, controls and follow-up systems necessary for efficient and effective performance of police functions, including but not limited to:

- o Information storage and retrieval
- o Compilation and reporting of management information
- o Statistical analysis of criminal and administrative data
- o Allocation and monitoring of resources
- o Command and control of operating forces

#### OBJECTIVES

##### Overall Objectives

The overall objectives of the project are to conceive a design, analyze costs, and prepare a plan for implementation of an information system which will serve each of the police departments of the counties of Hawaii, Kauai and Maui in the improving of their efficiency and effectiveness in performing their operations, administration and decision-making functions. The quality and usefulness of the conceptual design and implementation plan resulting from this study is considered one of the most important factors which will determine the ultimate success of the police departments in achieving these objectives as well as the ultimate aim of providing better service to their communities.

The usefulness of the study is to receive particular emphasis as an objective. The three police departments need to be provided with a design and implementation plan which considers their individual structures,

objectives, environmental constraints (fiscal, manpower, legal, interfaces, etc.), present and potential resources under their control, their functional components, management and future needs. The standardization of any elements of the information systems is highly desirable wherever it is feasible. It is generally anticipated that a uniform system for all three counties will be achievable and compatible with future automation.

#### Specific Objectives

The following specific objectives identify the basis upon which the project performance will be measured:

- o To identify and assess priorities of police information needs including input, processing, storage, retrieval, analysis and distribution requirements.
- o To define the systems operational, organizational, and functional requirements.
- o To conceive a system design applicable and usable by each of the three county police departments. (The design must emphasize the current and medium range manual needs and must also take into account the current and future use of automated data processing.)
- o To provide cost analyses of the recommended designs.
- o To prepare a comprehensive implementation plan usable by each of the three police departments.

## ACTIVITIES

The contracting consultant organization will adopt a system approach employing advanced management sciences method for systems analysis. The consultant will collect all necessary data from all the police departments and other agencies involved so that he can recommend the best system for application to the Hawaii, Kauai and Maui problems.

The consultant shall support all recommendations with an implementation plan which describes in detail how the project may be carried out and made operational by the police departments concerned, and identifies all factors (fiscal, legal, technical, organizational, functional, operational, etc.) involved.

This proposal is solicited to draw upon the imagination, experience and technical competence of the contracting consultant organization to develop the solutions to the stated problems. Statements contained in this Request For Proposal are not intended to place artificial constraints on the bidders approach to performing this project. The primary objective is to design an effective system that will be the basis for continued improved performance of each of the police departments concerned.

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## CONSIDERATIONS

The study must include considerations of the present internal systems and external interfaces employed by each of the counties. Both the formal and informal operating systems and organizations must be considered.

The constraints which work against the establishment of uniform systems for record keeping in the three counties must be identified and evaluated against the gains to be achieved by standardization.

The present automated systems available for use of the three neighbor island counties and the limitations and restrictions imposed by fiscal, legal, political, etc., considerations, must also be covered. (The present use of automated equipment is limited to output terminals which provide each county police department with access to vehicle registrations, operator's license numbers, and criminal history files. The data files are controlled by the Honolulu Police Department and stored in a computer operated by the city of Honolulu, Department of Data Systems. Access to mainland data files is similarly possible through the NCIC system.)

The fiscal and technical feasibility of all recommendations and any associated problems which affect the implementation of the recommendations must be considered. For example, are special personnel required? Is special training required? Are organizational changes required? Etc.

The study must also identify all applicable statutory requirements as well as local directives which affect the information system, particularly from the standpoint of cost and value to the local police departments.

The compatibility of new manual systems with future automation must be considered in any new designs.

All problems relating to changeover from the present system should be considered.

## CONTRACT REQUIREMENTS FOR SELECTED BIDDER

### PROSPECTIVE BIDDERS

This request for a proposal is directed to prospective bidders who are interested in performing consulting services that extend from preliminary orientation, data gathering and analysis, systems design, cost analysis and preparation of an implementation plan.

### CONTRACTOR CAPABILITIES

The contractor consultant organization should be familiar with the scope, structure, functional relations, and current problems confronted by small to medium size police departments. The contract consultant organization should have in-depth experience in information system design. The contract consultant organization must be able to provide experience in disciplines related to police information systems so that the project will benefit from expertise applicable to the problems to be solved

### CONTRACT RESPONSIBILITY

Contract responsibility shall consist of direct participation in task execution to assure acceptable performance and shall include the providing of professional expertise and technical guidance to the Project Director and Project Team in defining specific goals, planning and organization of project assignments. The Project Team will provide support effort throughout the project. Its participation shall not affect the responsibility of the contracting consultant to produce the deliverable items specified herein.

#### CONTRACT CONDITIONS

It is anticipated that this will be a fixed price contract. The actual amount of the contract, the performance schedule, as well as the work to be performed under the contract and the terms and conditions of compliance are subject to negotiation. The contractor will be expected to work under the general supervision of the Project Director and to coordinate the contract skills with the support effort furnished by the Project Team.

No proposal costs will be reimbursed under this contract.

All applicable costs can be charged to this contract within the fixed price limit. It is anticipated that these costs will be primarily salaries and wages of personnel, appropriate overhead, and travel costs.

The county will provide no facilities or financial assistance during the life of this contract except for temporary incidental desk space in the three police departments. The counties plan to provide all reasonable assistance in collecting information and continuous liaison and review of consultant efforts by the Project Team. The contractor is expected to review and participate as a full-fledged team member in all aspects of Project Team activity.

The Project Director may at his option invite one or more of the bidders to elaborate on their proposals before final bidder selection is made. If the bidder proposes changes in the statement of work or proposes alternative programs, such changes and alternatives will be welcomed.

provided it can be demonstrated that the project objectives will be achieved and the total program will benefit from the changes or alternatives.

#### DELIVERABLE ITEMS

The format and organization of all deliverable documentation is left to the discretion of the contractor. Twenty-five (25) copies plus one reproducible master of each document shall be submitted to the Project Director.

1. As a minimum, the final deliverable documentation shall include:
  - a. Statement of problem analysis and users requirements
  - b. Recommended system description
  - c. Alternatives, if applicable
  - d. Implementation plan
  
2. Monthly reports on progress, problems, etc.

## CONTRACT WORK EFFORT

Contract work effort shall include, but not be limited to, the following:

1. Prepare a project plan. Prior to undertaking any other study efforts, the contractor shall develop procedures and guidelines for performance of the study as follows:
  - a. Provide project team orientation and guidance. Provide for the project team, a general orientation covering project objectives and the approach which will be used to achieve these objectives, including an introduction to the methodology and techniques to be employed in information gathering and system analysis for the project and the role of the police departments in the performance of the project.
  - b. Prepare detailed work schedule. Develop a time-phased work schedule to execute the project, including all contractor tasks, project team tasks and milestones which will allow for measurement of project performance.
  - c. Develop data handling system for project. Develop a system for identification, collection, validation and analysis of project data. All pertinent data shall be collected directly from all three neighbor island police departments. Data concerning the project but relating to the potential interface with Honolulu shall be collected directly from Honolulu agencies.

2. Analyze existing systems. Determine the nature, characteristics and scope of the present systems in the three police departments and their outlying districts. The analysis shall include the following:
  - a. Define all internal operating sub-systems in each department in terms of:
    - (1) Mission
    - (2) Functions
    - (3) Information sources
    - (4) Information flow, internal and external
    - (5) Data characteristics
      - (a) Format
      - (b) Content
      - (c) Rate
      - (d) Volume
    - (6) Information management facilities - transportation, equipment, communication, storage, etc.
    - (7) Personnel performing information tasks
  - b. Define all external information flow which affects the operations of each department in terms of:
    - (1) Purpose of the special information flow
    - (2) Police department functions involved
    - (3) Interfaces
    - (4) Information flow, internal and external
    - (5) Information management facilities - transportation, communication, storage, equipment, etc.

- (6) Personnel performing information tasks.
- c. Collect, collate and analyze data. Perform the collection and analysis of data and information flow in operational, planning, research, management control and administrative process to determine decision points, and where information is used and acted upon, or not used and not acted upon as the case may be.
  - d. Determine information requirements. Determine the information requirements at each decision point and validity of the objective.
  - e. Review effectiveness at each decision/action point. At each decision/action point, determine whether the objective is being met satisfactorily and whether the result is being transmitted to the next point in the process. If a decision/action point permits alternative choices, then a priority schedule should be developed to identify each situation and its requirements.
  - f. Analyze interaction operations. Analyze the interaction of operations and related information processes, including but not limited to such processes as generation of new data, abstraction, correlation, indexing, transmission, retrieval, dissemination, and purging.
  - g. Describe data file organization. In addition to information flow, it will be necessary to analyze the data file organization, content and utilization. An inventory shall be made to establish the following:
    - (1) File identification.
    - (2) Source(s) of input data.
    - (3) File content, organization, and size.



- (4) File access - manner of indexing including cross-reference indexes and file duplication.
- (5) Volume of transactions - include statement regarding variations in rate and manner of inquiry.
- (6) Data storage media used. Is the data machine processable?
- (7) Frequency of file inquiry and response time experience.
- (8) File up-date procedures and timeliness of data.
- (9) Manner of coding data. Compatibility with other files or systems.
- (10) File retention policy. Identify basis for policy.

3. Analyze special data requirements. Determine whether there are any information needs that are not satisfied by the existing information systems.
  - a. Determine additional information needs.
  - b. Determine whether any aspects of the present system are not needed.
4. Develop conceptual design for new information system.
  - a. Establish functional requirements based on 2 and 3 above.
  - b. Establish related organizational and operational requirements.
  - c. Determine level of technology suitable for user agencies (e.g., manual only; manual short-range/automation long range; automation short range; etc.)
  - d. Prepare system description covering all aspects of information flow and information processing such as forms, size and location of

files, data organization, updating, purging, security, communication, equipment, facilities, support personnel and any other related matters.

e. Perform cost analyses.

5. Prepare system implementation plan. Provide a plan for implementation of the total system. The organization of this plan should be based on both the established requirements and the capabilities of the user organizations to implement the system.

a. Prepare recommended schedule for implementation. Develop details for organizing effort to accomplish conversion to new design including new procedures, new specifications, file building, system evaluation, personnel training, hardware acquisition (e.g., file cabinets, automated equipment, etc.), facilities preparation, and the like.

b. Identify organizational needs to support the system.

c. Estimate non-recurring and five-year recurring costs. If possible, separate automation costs.

d. Identify all political and legal considerations with impact on the implementation plan.

## PROPOSAL REQUIREMENTS

### CRITERIA FOR CONTRACTOR SELECTION

The following characteristics of the proposal will receive particular emphasis in determining the successful bidder.

1. Bidder's capability of applying a systems approach and advanced management sciences techniques to the information and records systems problems. The application of these techniques should result in a design which optimizes all functional, operational, organizational, managerial and cost considerations and which recognizes and balances the application of manual and automated system techniques.
2. Bidder's competence in analysis, design and planning of information systems applicable to small and medium size police departments.
3. A suitable project plan and personnel to assure compliance with requirements and submission of an acceptable design and implementation plan.
4. Cost and schedule.

### ORGANIZATION OF PROPOSAL

1. Introduction: The contents of the introduction will be determined by the bidder.
2. Approach: A description of the technical and logistical methods that the contractor will use in meeting the requirements established

3. Project Plan: A work statement and schedule describing the major phases and work efforts required to complete the project as proposed by the bidder.
4. Costs: A detailed breakdown of costs identifying as a minimum, direct labor hours and rates, overhead rates and travel and subsistence costs for providing the services proposed by the bidder.
5. Personnel: Identify the personnel and level of effort of each person which will perform direct labor on the project. Give the management structure and organizational relationships within the project staff and between the project staff and the present organization. Submit biographical data for each member of the proposed project staff, showing areas of expertise and directly related experience. No changes to the proposed project staff shall be made without the approval of the Project Director.
6. Other: If the bidder wishes, he may add any other relevant data.