



City of Seattle

Mayor Jenny A. Durkan

TO: M. Lorena González, Chair
Gender Equity, Safe Communities, New Americans, and Education Committee

FROM: Mike Fong, Senior Deputy Mayor

DATE: April 22, 2019

RE: Statement of Legislative Intent 38-2-A-2 (LEAD Database)

Statement of Legislative Intent (SLI) 38-2-A-2, adopted with the 2019 Budget, requested that the Seattle Police Department (SPD) and Seattle Information Technology Department (Seattle IT) produce a report that:

- 1) identifies a recommended database for the LEAD program;
- 2) provides an estimate of the funding that would be needed to purchase and implement the database; and
- 3) provides a project proposal and estimated cost for an interface that allows the Seattle Police Department Records Management System to exchange information with the LEAD database in real time.

Seattle IT worked with SPD to provide Council with the attached project update.

The Executive assigned a business analyst in IT to work on the Council's SLI over the last several months. The scope has thus far been confined to the questions posed in the SLI. However, there are two key emergent issues that may impact this work going forward:

1. HSD, SPD and the Mayor's Office is currently engaging LEAD representatives in a conversation around performance metrics and outcomes associated with its contract for City funding. These discussions may identify some IT needs associated with collecting and analyzing related data for both the provision of service and for performance accountability.
2. King County's expansion of LEAD to additional service territory and HSDs ongoing assessment of data needs related to the City's homelessness investments (particularly related to case management) may have overlapping interests that require consideration

in scoping of a LEAD specific case management/records management system. There is strong interest on the part of the Executive to minimize risk of redundancy or boutique technological solutions in isolation of the broader context of potential IT needs.

Given these considerations, the Executive believes there is more work to be done in the coming months. But in the interest of being responsive to Council's timelines and request, we have provided an update of the work done to date by Seattle IT. We will continue working with LEAD program representatives and engage other program funding and operational partners to further refine the path going forward. We hope to have another update in the third quarter of 2019.

Seattle IT

MEMORANDUM

Date: April 22, 2019

To: Councilmember Lorena González, Chair
Gender Equity, Safe Communities, and New Americans Committee
Kirstan Arestad, Council Central Staff Director; and
Councilmember Sally Bagshaw, Chair, Neighborhood and Finance Committee

From: Saad Bashir, Chief Technology Officer, Seattle Information Technology

Subject: Response to City Council Statement of Legislative Intent (SLI) 38-2-A-2, a request that Seattle IT and the Seattle Police Department submit a report on a database for Law Enforcement Assisted Diversion (LEAD)

The following memo responds to SLI 38-2-A-2, requesting that SPD and Seattle IT submit to the Chair of the Gender Equity, Safe Communities, and New Americans Committee and the Council Central Staff Director a report that:

1. Identifies a recommended database/case management system for the LEAD program;
2. An estimate of the funding that would be needed to purchase and implement the database;
3. A project proposal and estimated cost for an interface that allows the Seattle Police Department Records Management System to exchange in real time information with the LEAD database.

This memo does not address issues not requested by the Council, but which may be related, including other data needs related to the LEAD program. Work on scoping such projects will be driven by the conclusion of discussions with LEAD. We will update Council if helpful.

Background

As part of the 2019 Adopted Budget, the City Council passed a Green Sheet 38-4-A-2 adding \$25,000 of funding to Seattle IT, in conjunction with SLI 38-2A-2, to work with Law Enforcement Assisted Diversion (LEAD) and the Public Defender Association (PDA) staff in identifying a database/case management system that will allow Seattle Police Department (SPD) to receive information regarding LEAD applicants and participants. The PDA is a non-profit corporation which advocates for justice system reform and develops alternatives that shift from a punishment paradigm to a system that supports individual and community health. The PDA also provides technical assistance to community partners who are committed to these goals.

The PDA seeks to procure a database/case management system to support the LEAD program. LEAD is a program which allows law enforcement officers to redirect low-level offenders engaged in drug or prostitution activity to community-based services instead of jail and prosecution. The goals of the

program are to improve public safety and public order, and to reduce the criminal behavior of people who participate in the program.

A centralized LEAD database will improve access to and tracking the interactions of client- and program-related information by the program's law enforcement and community partners, increase information to assess, and reduce time required to make decisions related to participation in the program. This new solution would allow the partners to transition from current duplicative and decentralized spreadsheet-based documentation processes to a more streamlined and efficient software solution. This solution would also support enhanced reporting capabilities and workflow for the PDA. The envisioned technology solution would allow law enforcement officers in the field to access program participation status information and case manager contact information for LEAD referrals and clients.

In response to Green Sheet 38-4-A-2 and SLI 38-2-A-2 Seattle IT partnered with PDA and provided Business Analyst services to assist them in defining business and technical requirements to support a LEAD database solution. Seattle IT was able to advise during PDA's engagement with, and assessment of, one potential software vendor. In addition, Seattle IT provided full documentation of PDA's desired future state processes and requirements that will be used during engagement with any and all potential vendors of a LEAD database solution. This work directly supported this response to SLI 38-2-A-2.

Goals and Objectives

- Provide technical and procedural advice in preparation of the PDA's request for proposal for development of a LEAD database/case management solution
- Document the desired future state of the LEAD arrest diversion and social contact referral processes that would incorporate a LEAD database/case management solution
- Document the desired future state of possible software interfaces between a LEAD database and systems used by operational partners such as Evergreen Treatment Services/REACH, Seattle Police Department, the Seattle City Attorney's Office, King County Sheriff's Office, and the King County Prosecuting Attorney's Office
- Document the LEAD/PDA business requirements that define the desired attributes of a LEAD database solution, sufficient to solicit proposals from additional potential software vendors to objectively evaluate those proposals, and to guide the development and implementation of a software solution
- Identify a recommended database/case management solution for the LEAD program
- Estimate the funding that would be needed to purchase and implement the database
- Provide a project proposal and estimated cost for message switch handling queries to and responses from the database/case management solution that allows the Seattle Police Department to query information from the database in real time in the same way that the SPD currently makes queries to WACIC for warrant checks.

Summary

Seattle IT provided a Business Analyst and an Enterprise Architect to attend a vendor led workshop with representatives of PDA, Evergreen Treatment Services/REACH, Microsoft, and DXC Technology that provided a detailed overview of the LEAD program and the needs of an associated database solution.

The Business Analyst held interviews with two of PDA's LEAD project managers, Tim Candela and Tracy Gillespie, who provided additional details about the LEAD program and its requirements. The Business Analyst then solicited and incorporated input from PDA's Director, Lisa Daugaard, as well as from representatives of operational partners such as SPD and Evergreen Treatment Services.

Based on that input, as well as the review of documentation from prior engagements with potential vendors, the Business Analyst developed a full Business Requirements Document, a set of process flow charts describing the desired future state of business processes for arrest diversion and social contact referrals into the LEAD program, and a process flow chart (Future State Process flow) describing the interaction a LEAD database process flow from database to operational partners' systems would require with systems used by the program's operational partners. These documents were designed to be vendor-neutral and applicable to any proposed LEAD database solution.

While Seattle IT continued with the development of the Business Requirements and Future State Process flows, PDA continued their conversations with DXC Technology which led to a proposed Statement of Work (SOW). This SOW included DXC's interpretation of high-level requirements, details of their proposed solution, and their estimated costs to implement a solution for the PDA. Seattle IT continued to advise during reviews and revisions of DXC's SOW to validate that their proposal would meet the needs of PDA.

Options

1. Seattle IT recommends that the LEAD database be developed on a Customer Relationship Management (CRM) platform that includes workflow processing, such as one based on Microsoft Dynamics, Salesforce, or another CRM vendor solution. This solution may require custom integration to interface with LEAD program partner systems and must accommodate queries such as those used by SPD to other agency systems such as DOL, WACIC, NCIC, FORS and the like.
2. Seattle IT estimates the funding needed to purchase, implement, and maintain a LEAD database to be as follows:
 - a. For a vendor-only implementation without the support of a project delivery team (Project Management and Business Analysis Resources), implementation and support costs for the first 3 years are estimated at **\$271,815 - \$489,267** for a project with a 6- to 9-month implementation timeframe. Not hiring and/or dedicating a Project Management Team will decrease the likelihood for success. These costs include:
 - Vendor implementation services
 - Software installation, setup, and configuration
 - Separate Test and Production software environments
 - Interface/integration development
 - Basic user and administrator training
 - Vendor travel expenses

- Software subscription and licensing costs for PDA and partner organizations
 - Vendor support costs
- b. For an implementation that includes Project Management and Business Analyst resources in addition to everything noted above, cost is estimated at **\$434,459 - \$739,893** for a project with a 6- to 9-month implementation timeframe. This could be resources from a consultancy firm and would additionally provide for PDA and all impacted governing and operational partner organizations:
 - Professional technology project management
 - Organizational Change Management with impact assessment
 - Requirements management
 - Enhanced training services
 - User Acceptance Testing planning, oversight, and management
 - IT Service Management documentation for post-implementation support
 - Enhanced Superuser training and onboarding
 - Communication plan development and execution
 - c. Ongoing vendor-only licensing and support costs after the first 3 years are estimated at **\$24,840 - \$44,712** per year.
3. Seattle IT agrees that a project to develop an interface with existing Criminal Justice system solutions and a future LEAD solution is feasible. This could allow for the systems to query the Lead solution and help increase the probability of an individual being diverted from jail. The estimated costs included in the totals above, would perform the following:
 - a. May include future interface development with operational partners in a specific manner to be discussed and scoped in the future.
 - b. Allow SPD systems to query the LEAD database from the field and return LEAD program referral status, program participation status, assigned case manager, case manager contact information, and any other designated top-line information that may be of special value in the field for a referral/participant
 - c. Allow SPD to perform this query of the LEAD database in a manner similar to a warrant query, from:
 - Within the SPD Records Management System (RMS)
 - Outside the SPD RMS from an OMNIX terminal (if possible, requires additional investigation)
 - Within the SPD Computer Aided Dispatch (CAD) application

Recommendation for Next Steps

Based on the results and output of this consultation, Seattle IT has identified the following options for PDA and assisted in providing the documentation needed to support them:

1. PDA could continue the path of procurement of a LEAD database solution with DXC Technology, if PDA is confident that DXC's solution will meet their needs and the needs of their governing and operational partners;
2. PDA could investigate the ability of additional individual prospective vendors to meet the needs of the LEAD program, or;

3. PDA could proceed with a formal solicitation under a Request For Proposal (RFP) process that would seek proposals and cost estimates from multiple vendors at once and allow for objective evaluation between them.

In order to provide the best opportunity to meet the LEAD program's needs for a database solution at a competitive cost, Seattle IT's recommendation is for PDA to proceed with option #3 and publish an RFP should they be able to secure funding for the initiative.