

2. DESCRIPTION OF SERVICES/COMMODITIES

2.1. Background

The City seeks proposals for an expert(s) to conduct a comprehensive review of Madison Police Department's (MPD) policies, procedures, practices, culture, and training to obtain an understanding of the current status of the Madison Police Department, and to identify places for improvement and means of improvement. This includes determining how to improve outcomes in a number of specific areas including, but not limited to, elimination of racial disparities in treatment of residents and disproportionate contact with youth of color, minimization of use of force, dealing optimally with people with mental health problems or who are under the influence of alcohol or other drugs, optimal understanding of and responses to culturally-related behavioral variations, and respecting rights of civilian witnesses. **The City of Madison and the Madison Police Department are committed to implementing any changes necessary to be a national leader in urban policing and to restore community trust.**

2.2. Contract Term.

The final report shall be completed and submitted to the Madison Police Department Policy & Procedure Ad Hoc Committee by October 2016 unless an extension is agreed upon by the expert and committee.

2.3. Expert(s) Experience.

The selected vendor should have team members with extensive experience and expertise in 1. policing best practices and law, including the following specific areas: law, policy review, community policing, problem oriented policing, use of force policy and training, de-escalation training, policing of people with mental health or substance abuse issues, diversion (including pre-arrest), reducing racially disparate impacts in policing outcomes, racial equity impact analysis, police accountability systems, and restorative justice (including community-based restorative justice models not involving the criminal justice system), 2. general qualitative and quantitative research methods, including data analysis, statistical modelling, and systems analysis, 3. psychiatry/mental health, and alcohol and other drug abuse, 4. social science including the following specific areas or methods: cultural assessments of institutions, cultural dynamics, ethnographic interviewing, survey methods, first-hand observations, community-based participatory research, and implicit bias.

Please note that no current or former City of Madison employees will be eligible to win this RFP. This includes subcontractors.

2.4. Rules of Conduct.

The selected vendor will conduct business in an ethical manner that will keep the confidence of the community, the City of Madison, and the Madison Police Department.

2.5. Responsibilities (Scope of Work).

The expert(s) will thoroughly review the Madison Police Department policies, procedures, practices, culture, and training. The purpose of the review is to understand the current status of MPD systems and to find places for improvement, in particular determining how to achieve specific desired outcomes. **To**

conduct the described scope of work, the contracted vendor will be given access to all necessary Madison Police Department personnel, facilities, records, and data.

2.5.1. The outcomes sought are the following:

2.5.1.1. Current policing best practices should be implemented and adhered to. Best practices shall be understood to include the recommendations of the *Report of the President's Task Force on 21st Century Policing* and the Police Executive Research Forum report *Use of Force: Taking Policing to a Higher Standard - 30 Guiding Principles*. Furthermore, the *Special Community/Police Task Force Recommendations Regarding "Use of Force"* and relevant recommendations of the Dane County Resolution 556 workgroup report should be implemented and adhered to.

2.5.1.2. Use of force, particularly use of deadly force and fatalities from use of deadly force, should be reduced to the maximum extent possible. Preservation of life should be the highest priority. Causal analysis of officer involved shooting incidents should be used on an ongoing basis to inform training and practice, to decrease risk of further incidents.

2.5.1.3. Racial equity in treatment of residents (as well as nonresidents visiting, working, or attending school in Madison) should be achieved. Insofar as possible, racial disparities in police contacts, diversion access, citations, and arrests (including arrests for Department of Corrections community supervision violations), including disproportionate contact with youth of color, should be eliminated. Explicit bias should be eliminated and maximally effective training and policy interventions should be used to curtail implicit bias. Racial equity should also be achieved within MPD itself.

2.5.1.4. People with mental health issues, or who are under the influence of alcohol or other drugs, should be dealt with optimally, ensuring their wellbeing to the greatest extent possible. In dealing with such individuals, use of force should be reduced through de-escalation and other techniques, and all means possible should be used to avoid deadly force. Proactive approaches should be employed to avoid crisis situations. Diversion to mental health providers, rather than intake into the criminal justice system, should be utilized whenever appropriate.

2.5.1.5. Ideals of community-oriented and, particularly, neighborhood policing should be followed fully. For the purpose of this review, the concept of community policing should be understood as defined by Robert Trojanowicz and Bonnie Bucqueroux: "Community policing is a philosophy of full service personalized policing, where the same officer patrols and works in the same area on a permanent basis, from a decentralized place, working in a proactive partnership with citizens to identify and solve problems."

2.5.1.6. Problem-oriented policing should be utilized wherever appropriate.

2.5.1.7. Evidence-based practices should be followed wherever possible.

2.5.1.8. Overly aggressive policing should be avoided and instances of contacts, citations, and arrests (including arrests for Department of Corrections community supervision violations) in which harms may outweigh societal benefits should be eliminated. Potential negative impacts should be considered in making enforcement decisions. Diversion to restorative justice or treatment-based approaches, especially those that do not require further justice system involvement, should be used as extensively as possible.

2.5.1.9. The rights of civilian witnesses should be fully recognized and respected.

2.5.1.10. People who are homeless should be dealt with in a manner that, insofar as possible, seeks to ensure their wellbeing and autonomy, and that minimizes harm and criminalization.

2.5.1.11. Complaints against officers or other MPD employees should be investigated in a transparent, timely, and entirely unbiased manner, and a "preponderance of the evidence" standard should be used in proper fashion in determining whether to sustain complaints.

2.5.1.12. After an MPD officer has used lethal force, MPD should treat the deceased person's family and friends with sensitivity, compassion, and respect, should keep them fully informed of developments (without delays) as the case unfolds, and should not take actions that potentially endanger their privacy or safety.

2.5.1.13. Outcomes averse to community members should be reduced by providing optimal initial and ongoing training in understanding the communities being policed, implicit bias, conflict resolution, nonviolent communication, de-escalating situations, community dynamics, adolescent development, and other such forms of training that foster wise, equitable, and minimally-coercive approaches.

2.5.1.14. Training and practices should result in understanding of and optimal sensitivity and responses to culturally-related behavioral variations.

2.5.1.15. Strengthening the community's own capacity to reduce violence and serious crime should be a priority.

2.5.1.16. Accountability of the MPD to the community, and the degree of control of the community over the policies and practices of the MPD, should be maximized.

2.5.1.17. The above outcomes should be accomplished in a manner that reduces or maintains stability of measures of serious and especially violent crime, and that maintains adequate officer safety.

2.5.2. The primary criteria for evaluation shall be the objectives delineated in section 2.5.1 (above). The review should evaluate the following specific components of MPD.

2.5.2.1. A full assessment should be performed of MPD Standard Operating Procedures and Code of Conduct. Any topics or areas not covered by current written policies and procedures should be identified. Informal (non-written) policies, procedures, or practices that may enhance or inhibit compliance with written policies and procedures should be identified.

2.5.2.2 All MPD training curricula and procedures of training should be assessed, including for preservice training, in-service training, specialized training, and any field training. This will include meeting with training staff to review all curriculum and procedures, observing training, obtaining information from officers about the training they've received, and any other means necessary to obtain desired information. Particular attention should be paid to training surrounding use of force, implicit bias, mental health, alcohol/drug abuse, and other forms of training for working with people from vulnerable or marginalized communities. The assessment should include identification of any areas where new training or changes in the existing training are needed.

2.5.2.3. MPD's current recruitment, hiring, promotion, and retention processes should be assessed, both internally and in relation to the Police and Fire Commission. There should be assessment of the capacity of MPD's current processes to properly screen candidates to determine those who would or would not be suitable. This should include assessment of the choice of screening instruments for optimality. The promotion process should be assessed to insure that quality and suitability, rather than embrace of existing culture or cultivation of superiors, forms the basis for promotion, and that those raising unpopular critiques are not penalized. The criteria used by the department for evaluation of performance of officers should be assessed to insure that the criteria incentivize community trustbuilding and minimization of negative impacts, and to ensure that high citation and arrest rates are not being incentivized.

2.5.2.4. A detailed assessment of the internal culture of MPD should be performed through surveys, interviews of staff, interviews of community members interacting with police, and any other means necessary to obtain desired information. The assessment of MPD culture should include all members of the department, civilian and sworn. The assessment should include internal MPD groups, including but not limited to Association of Madison Police Supervisors and Madison Professional Police Officers Association, and any other groups, including non-profit support groups and partners, that impact the working culture.

2.5.2.5. Actual MPD field practices should be examined using field observation, interviews with officers, analysis of MPD records, interviews of community members interacting with police, and any other means necessary to obtain desired information.

2.5.2.6. Analyze MPD's efforts toward community policing and problem-oriented policing. The analysis should include information on whether the culture, structure, and staffing support the goals of community-oriented policing and problem-oriented policing efforts.

2.5.2.7. All accountability mechanisms within MPD should be thoroughly evaluated, including but not limited to supervision, disciplinary process, complaints, and commendations. There should be assessment of the adequacy of supervisory oversight and supervisory monitoring of performance to ensure that officers are properly carrying out their responsibilities. There should be assessment of the validity and use of all supervisory oversight practices that allow for the identification of officers who are outliers in performance. The disciplinary process should be reviewed to determine if the process is appropriately followed, and whether it results in effective, efficient, and equitable outcomes. The complaint process used by MPD should be reviewed to determine its effectiveness and equity for both officers and civilians. Analysis of accountability mechanisms must include a specific assessment of the internal review process when officer involved deaths or injuries occur. Potential mechanisms that could increase the independence of such reviews, including mechanisms under which such reviews would be conducted by an independent board or person, must be explored.

2.5.2.8. There should be a thorough assessment of all MPD data collection, data usage, data records, automation, and communication systems. Dispatch and communication systems should be assessed for efficiency and reliability, and particularly whether all information necessary for optimal responses is being conveyed without error and in an adequate timeframe. Communication errors should be analyzed (including those involving the 911 Center). Determination should be made of the extent to which the current data collection system and information captured is consistent and reliable, with data stored and retrieved in a manner that facilitates its use and analysis. There should be an assessment of whether

there are more efficient means of data processing and records management that would allow MPD staff to better understand patterns related to incidents, officers, victims, use of force, and particularly the desired outcomes listed in 2.5.1.

2.5.2.9. There should be assessment of equipment and technology used in the department, and how the equipment and technology is used, and particularly less lethal weapons and other technology that could help reduce use of force and civilian injuries and fatalities.

2.5.2.10. The following MPD special initiatives and programs should be evaluated:

2.5.2.10.1. Assess MPD's efforts toward community engagement with representatives of communities such as but not limited to: African American, Asian, Latino, Native American, immigrant, LGBTQ, homeless, drug involved people, people with mental health issues, and people under Department of Corrections community supervision.

2.5.2.10.2. Evaluate efforts related to Amigos en Azul and the other youth academies.

2.5.2.10.3. Review past and present MPD Trust Based Policing Initiatives, the Racial Disparity Workgroup, and the work of the Diversity Inclusion Team.

2.5.2.10.4 Review MPD programming that serves people with mental health and/or drug abuse issues. Review how MPD programming is connected to services provided by agencies that serve those populations. Assess the adequacy of such resources from a police perspective. Evaluate in particular how the MPD system does or does not adequately work towards the goal of preservation of life. In addition, evaluate MPD's current system of working with members of its own department who have mental health issues or who are drug and alcohol dependent.

2.5.3. Methodological requirements.

2.5.3.1. The comprehensive review should include a thorough analysis of police data, including: records of police deployments, contacts (including traffic stops), diversions, citations, arrests (including arrests for Department of Corrections community supervision violations), use of force, civilian injuries, and fatalities. This should include analysis of officer initiated activities or contacts and civilian calls for service. Training records, and records of complaints and discipline, should be analyzed. Data on officer involved shootings should be analyzed, examining frequency over time, circumstances, rounds fired, and any other relevant variables. Disparities with respect to race, ethnicity, age, gender, and mental health status in police contacts, diversions, citations, arrests (including arrests for Department of Corrections community supervision violations), use of force, injuries, fatalities, complaints, and discipline should be analyzed. Additional information for analysis of MPD culture and practices should be gathered from MPD officers and staff using interviews, surveys, field observations, and any other means needed. Analyze any data relevant to the evaluation of MPD components listed in section 2.5.2, given the objectives listed in section 2.5.1.

2.5.3.2. Data to be analyzed should also include information from Madison residents (and nonresidents who regularly visit, work, or attend school in Madison), particularly from populations that have the most police contact and are most vulnerable and marginalized. Such information should be gathered using surveys, interviews, and any other means needed.

2.5.3.3. Systems analysis and, for quantitative data, statistical models should be used to deduce the causal factors most heavily influencing outcomes of interest, in order to develop appropriate recommendations for improvement. Such analyses, to determine the primary contributing causal factors, should facilitate design of more effective interventions.

2.5.3.4. Mixed methodologies are especially valued, where both qualitative and quantitative approaches are used to review MPD.

2.5.3.5. The review should be conducted using evidence-based approaches, both in drawing conclusions about current MPD status and in crafting recommendations for improvement. The best available research evidence should inform recommendations wherever possible. A general empirical approach should be considered where formal trial data are unavailable. For the specific objectives of interest (section 2.5.1), recommendations may draw from policing policies and practices in other cities in the U.S. or internationally that have demonstrated superior outcomes.

2.5.4. Report on the current status of MPD and recommendations for improvement.

2.5.4.1. The selected vendor will make a detailed report-out on the current status of MPD, focusing on the components of MPD listed in section 2.5.2, given the criteria listed in section 2.5.1. This should include identifying areas of high performance and areas of potential improvement. Best practices and innovations in law enforcement should be identified for the areas reviewed, with specific detail on best practices and innovations applicable to improvement. Gap analysis should be done and gaps or needs should be clearly identified. Reports of current MPD status should include how MPD performance relates to the City of Madison, Dane County, State of Wisconsin, and policing profession as a whole, both in the U.S. and internationally.

2.5.4.2. For each of the components of MPD listed in section 2.5.2, wherever improvement might be possible in achieving the objectives listed in section 2.5.1, the report should provide actionable recommendations. Recommendations may include a wide array of forms, including program refinements, new strategies, resource modifications, etc. Innovative approaches are welcome. Recommendations high in expected efficacy, based on systems analysis and empirical evidence, are preferred. Recommendations should include identification of measures that can be taken that are not law-enforcement based or not purely law enforcement based, but that would help achieve desired outcomes (e.g. social service based antiviolenace approaches complementary to law enforcement).

2.5.4.3. The vendor will send representatives to attend meetings of the City's Committee for Review of MPD (Madison Police Department Policy & Procedure Ad Hoc Committee) to provide status updates.

2.5.4.4. The vendor will make presentations to the Madison Police Department Policy & Procedure Ad Hoc Committee, the Mayor, and the City Council on final recommendations.

3. REQUIRED INFORMATION AND CONTENT OF PROPOSALS

3.1. Section 1 – General Information

a. Form A – Signature Affidavit

b. Form B – Receipt Forms and Submittal Checklist

c. Form C – Contractor Profile Information

3.2. Section 2 – References, Performance, and Litigations

1) List any and all contracts your firm has done for the City of Madison.

2) Please submit references on Form E. The references should be clients who were provided services by your organization, and specifically for empirical evaluation or monitoring of law enforcement agencies. If possible, please provide references for projects involving law enforcement agencies with similar requests for services to that delineated in this RFP, and preferably for law enforcement agencies that are moderately sized. Be sure contact information is current.

3) Disclosure of Contract Failures, Litigations

Disclose any alleged significant prior or ongoing contract failures, contract breaches, any civil or criminal litigation or investigation pending which involves the consultant or in which the consultant has been judged guilty or liable, or which may affect the performance of the services to be rendered herein, in which the Firm, any of its employees, subcontractors, or sub-consultants is or has been involved in within the last three (3) years.

3.3. Section 3 – Qualifications and Technical Questions

Complete the following questionnaire.

Responses must be in the same sequence as listed and must be identified with the corresponding question number. i.e., Question 1, Question 2, etc.

1) Proposed plan of work. Provide a detailed plan of how your team will fulfill all elements of the Scope of Work (2.5). All items delineated in 2.5.2 (components of MPD) and 2.5.1 (outcomes sought) must be explicitly addressed, while fulfilling the methodological requirements listed in 2.5.3 and the specifications for the report and recommendations given in 2.5.4. Organize responses using whichever structuring you feel most suitable, but the correspondence between elements of your response and elements of Section 2.5 should be clear. Responses should be in narrative form with cross-referencing where appropriate. Provide generous and detailed narratives on each item so that we may assess your team's capability to perform. Proposals that are vague or difficult to interpret due to incompleteness may be considered nonresponsive and ineligible for award consideration. Vendors should propose services that meet or exceed the specifications of this RFP.

2) Team experience. Provide team's experience and expertise concerning relevant law enforcement analysis and evaluation, including extensive descriptions of projects similar in scope and size prepared by members of the team. Focus should be on the most comparable projects, ideally involving law enforcement agencies with similar requests for services to that delineated in this RFP. Please include extensive descriptions of the projects for the listed references. Where relevant, descriptions of work with other types of governmental agencies may also be included. Specify any certifications your organization (or key team members) have obtained.

Also, if available, attach up to five reports or other examples (e.g. publications in journals) showing your organization's or subcontractor's equivalent work (comparable either to the project as a whole or to key components).

3) Individual staff qualifications. List the education and training of individual team member to be tasked to work on this project. This should include any subcontractors that you will utilize. Please detail, across the individual members of the team (including subcontractors), specific expertise in the following areas and methodologies: 1. policing best practices and law, including the following specific areas: law, policy review, community policing, problem oriented policing, use of force policy and training, de-escalation training, policing of people with mental health or substance abuse issues, diversion (including pre-arrest), reducing racially disparate impacts in policing outcomes, racial equity impact analysis, police accountability systems, and restorative justice (including community-based restorative justice models not involving the criminal justice system), 2. general qualitative and quantitative research methods, including data analysis, statistical modelling, and systems analysis, 3. psychiatry/mental health, and alcohol and other drug abuse, 4. social science including the following specific areas or methods: cultural assessments of institutions, cultural dynamics, ethnographic interviewing, survey methods, first-hand observations, community-based participatory research, and implicit bias.

Please provide resumes or curriculum vitae for the team members to be tasked with working on this project, though note that these, in themselves, are not adequate means of answering the question above.

For each key person on the team, describe their specific roles on the project.

4) Have you worked with any moderately-sized urban police departments similar to the City of Madison? This size can best be described as a city with a population of 250,000 through 400,000 residents, with a police force with approximately 500 employees (including civilian employees).

What types of challenges would you see arising from having to deal with a department the size of City of Madison, along with the unique culture that is inherent to the City of Madison?

5) Have you done a previous analysis of a department's culture? What methods did you use to gather your information?

6) Have you previously used statistical modelling and systems analysis to determine the causal relationships between departmental factors and specific outcomes? If so, please describe examples of the analyses performed and the key findings.

7) From among your prior projects, if possible, please describe examples of recommendations involving innovative reforms.

8) Describe your previous experience working with the following communities of people: African American, Asian, Latino, Native American, immigrant, LGTBQ, homeless, drug involved people, people with mental health issues, people under Department of Corrections community supervision.

9) Are there any issues with having to make numerous presentations to different City of Madison personnel, agencies, and the public? Will there be any issues with having to field questions and answers, including those from the media?

3.4. Pricing

Budget detail. Complete a project budget. General categories to be included in the detailed (line-item) budget include: 1) personnel; 2) consultants; 3) fringe benefits; 4) equipment; 5) materials and supplies; 6) travel; and 7) facilities and administrative (indirect costs). Additional categories may be warranted, depending on the specifics of your proposal. Bidders are to include a total cost for the entire project. However, all categories associated with the project are to be itemized to arrive at the total.

Budget narrative. Include a descriptive rationale for your proposed budget. Provide a detailed justification for each budget category in which you have allocated funds and describe how the listed items will be used during the course of the contract period.