

CITY OF OAKLAND

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2017 OCT 12 PM 3:45

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Anthony W. Finnell
Executive Director

SUBJECT: Citizens' Police Review Board
Database and Case Management
System

DATE: September 26, 2017

City Administrator Approval

Date:

10/12/17

RECOMMENDATION

Staff Recommends The City Council Rescind Resolution No. 86489 C.M.S. And Adopt A Resolution To Waive The Multiple-Step Solicitation Process Requirements And Authorize The City Administrator, Or Designee, To Enter Into A Contract With Outsystems Or An Outsystems Certified Partner – DoItLean For The Purchase Of Professional Services To Build And Maintain The Citizens' Police Review Board database And Case Management System For An Amount Not To Exceed Four Hundred-Ten Thousand Dollars (\$410,000).

EXECUTIVE SUMMARY

Adoption of this resolution will rescind Resolution No. 89489 authorizing the City Administrator to enter into a contract with Microsoft Corporation for the creation and maintenance of a new Citizens' Police Review Board¹ (CPRB) database and case management system based on the Oakland Police Department's PRIME system. Instead, the City Administrator will be authorized to enter into a contract with Outsystems or an Outsystems certified partner – Doitlean – for the purchase of professional services to build and maintain such a system for an amount not to exceed four hundred-ten thousand dollars (\$410,000).

The Information Technology Department Chief Information Officer (ITD CIO) has recommended utilizing the Outsystems development platform currently licensed by ITD and securing professional services to build the System based on a thorough review of CPRB needs in relation to the existing PRIME infrastructure. Upon adoption of this resolution and contract execution, the project is expected to be completed within 12 weeks at a cost not to exceed four hundred ten thousand dollars (\$410,000.00). This process will save a considerable amount of time and financial resources, and result in a more efficient flow of complainant information between OPD and the CPRB. The City has an existing contract with Outsystems to design case management

¹ The City of Oakland is in the process of implementing a Police Commission. Once the Police Commission is seated, the Citizens' Police Review Board (CPRB) will be replaced by the Community Police Review Agency (CPRA). For purposes of clarity, all references to the CPRB, within this document, shall apply to the CPRA once it becomes functional.

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systems for other city departments. The CPRB has also approved funding within its operating budget to build the CPRB case management system.

BACKGROUND / LEGISLATIVE HISTORY

The Citizens' Police Review Board was originally created by Ordinance No. 9916 C.M.S., on April 15, 1980, for the purpose of reviewing certain complaints of conduct by police officers, conducting fact-finding investigations of these complaints, and thereafter making advisory reports to the City Administrator of the facts of these complaints. The CPRB is currently using multiple Microsoft ACCESS databases to collect information. This process has been determined to be inadequate and non-existent as a case management system. This has resulted in inaccurate reporting, data collection, and overall inefficiencies in case management.

The City Council adopted Resolution No. 86489 C.M.S. (**Attachment A**) on November 29, 2016, awarding an increase to the contract to Microsoft Corporation to purchase professional services, software and license to build the System, in an amount not to exceed \$130,000.00. Phase 1 of the project began January 17, 2016 with the hiring of a business analyst to review the business requirements for the CPRB. Phase 1 concluded on March 31, 2016 with the business analyst delivering a detailed report which outlined the complete business solution needed by the CPRB to report on statistics and demographics of complaints, warehouse the data, interface with Oakland Police Department (OPD) Internal Affairs Division (IAD), and to provide overall case management for CPRB investigators and supervisors.

Phase 2 of the project consists of building the System. The original plan was to use the City of Oakland's existing contract with Microsoft Corporation. The System would be created largely by replicating PRIME and customizing it to fit the specific requirements of CPRB – and to also write new software to exchange certain, select information between the IAD part of PRIME and the CPRB System.

ANALYSIS AND POLICY ALTERNATIVES

CPRB has been working with ITD on Phase 2 of the project. ITD has re-assessed the functional requirements for a CPRB System and is recommending a new approach which will allow:

- The project to be completed more expeditiously due to utilizing the Outsystems Rapid Application development platform, professional services, and ITD personnel for development;
- ITD more flexibility to adapt to *minor* refinements in CPRB requirements that may result from seeing and testing the pre-production versions of the System;
- ITD to maintain and enhance the System quickly and cost effectively in the future as CPRB's requirements evolve;
- A complete business solution for registering, investigating, and reporting on allegations of officer misconduct by members of OPD;
- A complete data capture solution that will replace 15 existing Microsoft ACCESS databases currently being used by the CPRB for data collection and reporting; and
- CPRB to replace the current paper intensive records for data collection and reporting.

Implementation of this approach will increase the total expenditure to \$410,000 from the \$130,000 authorized by Resolution No. 89489 for a CPRB case management system based on the OPD PRIME system. However, based on the review by the ITD CIO, the cost estimate for the original plan was insufficient, and had the CPRB proceeded with the Microsoft contract for a modification of the PRIME system the cost would have exceeded the budgeted amount by far more.

ITD plans to use the Outsystems platform for multiple projects in the City, so ITD will be the lead on the contract negotiations and execution. In addition, to the extent that the Outsystems platform will be used across other city departments, the CPRB annual cost will only cover the CPRB portion of the system. The annual recurring cost for Outsystems' platform maintenance is estimated to be \$30,000 per year for the CPRB portion of the solution.

Request for Waiver of Advertising, Competitive Bidding and Request For Proposals/Qualifications Requirements

OMC Section 2.04.050 requires advertising and competitive bidding for contracts when the City purchases services, supplies, and equipment, or a combination thereof, such as the purchase of products, software and related equipment, when the purchase amount exceeds \$50,000.00 and requires the award to the lowest responsible, responsive bidder if award is made. OMC section 2.04.051.A requires staff to conduct a competitive Request For Proposals/Qualifications or other multiple-step solicitation processes for the procurement of professional services. OMC Section 2.04.050 I.5 provides an exception to the advertising and competitive bidding requirement, and similarly, OMC 2.04.051.B authorizes the City Council to waive the RFP/Q requirement, upon a finding that it is in the best interests of the City to do so.

It is in the best interests of the City to waive advertising and competitive bidding and the RFP/Q requirements for the development of the System because the City has an existing contract with Outsystems, which is a development tool/environment currently being utilized in ITD. ITD plans to utilize this technology with the OPD Personnel Database as well. The CPRB System will be designed with customization to fit the specific needs of the CPRB. It will take at least 6 months to do an RFP process and the CPRB is in critical need to have this system up and running. If the CPRB must wait for the RFP and the system to be built out then it could easily double the time span. This process will save a considerable amount of time and financial resources, and result in a more efficient flow of complainant information between OPD and the CPRB. The City has an existing contract with Outsystems to design case management systems for other city departments. The CPRB has also approved funding to build the CPRB case management system.

FISCAL IMPACT

On November 29, 2016, Resolution No. 86489 C.M.S. was adopted authorizing funding of \$130,000.00 be added to the Microsoft contract previously authorized under Resolution No. 85222 C.M.S. The additional funding would cover the expense related to building the CPRB case management system on the PRIME platform. The proposed resolution seeks authority to rescind Resolution No. 86489 C.M.S. and enter into a contract in an amount not to exceed \$410,000 with Outsystems for the development of CPRB's database and case management system.

The \$102,997 remaining from the \$130,000 of funding previously earmarked for the Microsoft contract is available in the General Purpose Fund (1010), Citizens' Police Review Board Org (02211), Services: Misc Contract Account (54919), CPRB Investigations Project (1000106) and will be reallocated towards the Outsystems contract. The CPRB will freeze the vacant Complaint Investigator II position and use the funds to provide one-time funding of \$223,831 for this project. The remaining funding of \$83,172 is available in the General Purpose Fund (1010), Community Police Review Agency Org (66211), Contract Contingencies (54011), DP660 Administrative Project (1003737). These amounts equal the \$350,000.00 cost provided by ITD to complete the project, plus the first and second year's recurring cost estimate of \$30,000.00 per year (\$60,000.00 total) for maintenance and support, for a total cost of \$410,000.

PUBLIC OUTREACH / INTEREST

This item does not require any additional public outreach, beyond posting on the City of Oakland website.

COORDINATION

This report was prepared in coordination with the City Administrator's Office, the City Attorney's Office, ITD and the Budget Bureau.

SUSTAINABLE OPPORTUNITIES

Economic: There are no identifiable economic opportunities associated with this report.

Environmental: There are no identifiable environmental opportunities associated with this report.

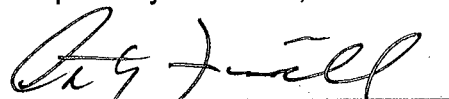
Social Equity: The Citizens' Police Review Board strives to provide the community with a public forum to voice its concerns on policy matters and individual cases alleging police misconduct, through a mechanism of independent, impartial, fair, and transparent civilian oversight. The ability to capture and analyze our data more effectively will prove beneficial to all stakeholders going forward.

ACTION REQUESTED OF THE CITY COUNCIL

Rescind Resolution No. 86489 C.M.S. and Adopt a Resolution to waive the multiple-step solicitation process requirements and authorize the City Administrator, or designee, to enter into a contract with Outsystems or an Outsystems certified partner – DoltLean, for the purchase of professional services to build and maintain the Citizens' Police Review Board database and case management system for an amount not to exceed four hundred-ten thousand dollars (\$410,000).

For questions regarding this report, please contact Anthony W. Finnell, Executive Director, at afinnell@oaklandnet.com or (510) 238-7401.

Respectfully submitted,



Anthony W. Finnell
Executive Director, CPRB

Reviewed by:
Andrew Peterson, Chief Information Officer
ITD

Prepared by:
Anthony W. Finnell, Executive Director
Citizens' Police Review Board (CPRB)

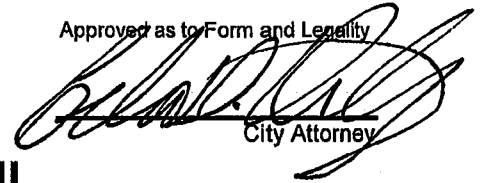
Attachment (A): Resolution No. 86489 C.M.S.

Item: _____
Public Safety Committee
October 24, 2017

Attachment A

FILED
OFFICE OF THE CITY CLERK
OAKLAND

Approved as to Form and Legality



City Attorney

NOV -3 PM 4:50

OAKLAND CITY COUNCIL

RESOLUTION No. 86489 C.M.S.

RESOLUTION WAIVING THE COMPETITIVE SELECTION REQUIREMENTS AND AUTHORIZING THE CITY ADMINISTRATOR OR DESIGNEE TO ENTER INTO A CONTRACT WITH MICROSOFT CORPORATION FOR THE PURCHASE OF PROFESSIONAL SERVICES, SOFTWARE AND LICENSE, TO BUILD THE CITIZENS' POLICE REVIEW BOARD DATABASE AND CASE MANAGEMENT SYSTEM MODELED AFTER THE OAKLAND POLICE DEPARTMENT'S SECOND GENERATION EARLY WARNING SYSTEM AND TECHNOLOGY PLATFORM ("IPAS2") SYSTEM IN THE AMOUNT OF ONE HUNDRED-THIRTY THOUSAND DOLLARS (\$130,000)

WHEREAS, the current Citizens' Police Review Board's (hereafter "CPRB") database system consists of a series of Microsoft ACCESS databases, separate from one another, each containing inconsistent data making it extremely difficult to compare one year's data with another in a meaningful manner; and

WHEREAS, the CPRB does not have a case management system in place; and

WHEREAS, implementing a new database and case management system will allow the CPRB to implement a single scalable technology that consolidates many silos of information with advanced search capabilities and better collaboration and information sharing with stakeholders within the City of Oakland; and

WHEREAS, Microsoft Corporation was previously selected by a committee including representatives from the Information Technology Department and Contracts and Compliance via a Request for Proposal process, and was determined to be qualified to provide professional services directly related to the creation of such a database and case management system known as the IPAS 2 System for the Oakland Police Department ("OPD"); and

WHEREAS, Microsoft Corporation is an information technology industry leader with a proven track record of success in implementing large scale technology solutions for governmental agencies; and

WHEREAS, the City Council authorized Microsoft Corporation, under Resolution No. 85222 C. M. S., dated October 21, 2014, to perform design, development and implementation of information technology work and professional services for the OPD's IPAS 2 System ; and

WHEREAS, in consultation with the Information Technology Department it has been determined the most efficient and cost effective method to develop the CPRB's database and

case management system would be to replicate the OPD's IPAS 2 System and technology platform with customization to address the specific needs of the CPRB; and

WHEREAS, the CPRB staff is seeking authorization to amend Resolution No. 85222 C.M.S., to include professional services for the CPRB to create the new database and case management System, largely modeled after the IPAS 2 System but customized to fit the specific requirements of CPRB; and

WHEREAS, Oakland Municipal Code (OMC) section 2.04.042 requires a competitive selection process for the purchase of computerized/information technology systems (combined purchase of products and professional services; and

WHEREAS, OMC Section 2.04.042 D. permits the Council to waive these requirements upon a finding and determination that it is in the best interests of the City to do so; and

WHEREAS, the City Council finds and determines based on the representations set forth in the City Administrator's report accompanying this Resolution that the contract approved hereunder is temporary in nature; and

WHEREAS, the City lacks the equipment and qualified personnel to perform the necessary work, that the performance of this contract is in the public interest because of economy or better performance and that this contract is of a professional, scientific or technical nature; and

WHEREAS, the City Council finds and determines that the performance of this contract shall not result in the loss of employment or salary by any person having permanent status in the competitive service; and

WHEREAS, the cost of this project shall not exceed \$130,000 and will not impact the general fund as funds have been previously budgeted and shall be drawn from account 1.1010.02211.54919.P471310.IP06; now, therefore be it

RESOLVED: that the City Council finds and determines that pursuant to Oakland Municipal Code sections 2.04.042 D. that it is in the best interests of the City to waive the competitive process requirements for the purchase of the new database and case management System, largely modeled after the IPAS 2 System but customized to fit the specific requirements of CPRB under the proposed agreement because: the City has an existing contract with Microsoft to build PRIME that was authorized by Council under Resolution No. 85222 C.M.S. therefore, the City Council hereby authorizes the waiver of the OMC advertising, bidding and RFP/Q competitive selection requirements; and be it

RESOLVED: That the City Council hereby amends Resolution No. 85222 C.M.S., to include the purchase of professional services, software and license to build the Citizens' Police Review Board database and case management System modeled after the IPAS2 System, in an amount not to exceed \$130,000; and be it

FURTHER RESOLVED: That funds for this project are available and shall be drawn from the CPRB existing budget 1.1010.02211.54919.P471310.IP06; and be it

FURTHER RESOLVED: That the City Administrator is hereby authorized to execute any amendments or modifications to said agreement with the exception of those related to an increase in total compensation or the allocation of additional funds, and provided that such amendments or modifications shall be reviewed by the City Attorney and filed with the City Clerk's Office.

IN COUNCIL, OAKLAND, CALIFORNIA, NOV 29 2016, 2016

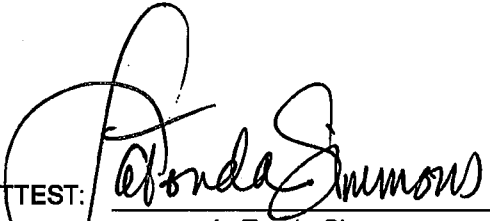
PASSED BY THE FOLLOWING VOTE:

AYES – BROOKS, CAMPBELL WASHINGTON, GALLO, GUILLEN, KALB, KAPLAN, REID, AND PRESIDENT GIBSON-MCELHANEY 8

NOES – 0

ABSENT – 0

ABSTENTION – 0

ATTEST: 
LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California

2017 OCT 15 OAKLAND CITY COUNCIL

RESOLUTION No. _____ C.M.S.

RESOLUTION TO RESCIND RESOLUTION NO. 86489 C.M.S. AND ADOPT A RESOLUTION TO WAIVE THE MULTIPLE-STEP SOLICITATION PROCESS REQUIREMENTS AND AUTHORIZE THE CITY ADMINISTRATOR, OR DESIGNEE, TO ENTER INTO A CONTRACT WITH OUTSYSTEMS OR AN OUTSYSTEMS CERTIFIED PARTNER - DOITLEAN FOR THE PURCHASE OF PROFESSIONAL SERVICES TO BUILD AND MAINTAIN THE CITIZENS' POLICE REVIEW BOARD DATABASE AND CASE MANAGEMENT SYSTEM FOR AN AMOUNT NOT TO EXCEED FOUR HUNDRED-TEN THOUSAND DOLLARS (\$410,000)

WHEREAS, the current Citizens' Police Review Board's (hereafter "CPRB") database system consists of a series of 15 Microsoft ACCESS databases, separate from one another, each containing inconsistent data making it extremely difficult to compare one year's data with another in a meaningful manner; and

WHEREAS, the CPRB does not have a case management system in place; and

WHEREAS, implementing a new database and case management system will allow the CPRB to implement a single scalable technology that consolidates many silos of information with advanced search capabilities and better collaboration and information sharing with stakeholders within the City of Oakland; and

WHEREAS, Outsystems is a development tool/environment currently being utilized in ITD with a proven track record of success in implementing large scale technology solutions for governmental agencies; and

WHEREAS, in consultation with the City's Information Technology Department it has been determined the most efficient and cost-effective method to develop the CPRB's database and case management system would be to utilize the Outsystems platform with customization to address the specific needs of the CPRB; and

WHEREAS, the CPRB staff is seeking authorization to rescind Resolution No. 86489 C.M.S. which awarded an increase to the contract to Microsoft Corporation to purchase professional services, software and license to build the CPRB database and case management system, in an amount not to exceed \$130,000.00; and

WHEREAS, for the acquisition of a computerized or automated system comprised of software, computer hardware, and/or equipment and/or technical support and maintenance services, Oakland Municipal Code (OMC) section 2.04.042 requires a multiple-step solicitation process

which includes soliciting proposals, requiring vendor demonstrations when appropriate and feasible, and evaluating and rating proposals and performance in demonstrations on the basis of uniform criteria to be determined by the City Administrator on a case-by-case basis; and

WHEREAS, OMC section 2.04.042.D permits the City Council to waive the multiple-step solicitation process upon a recommendation of the City Administrator and a finding and determination that it is in the City's best interest to do so; and

WHEREAS, and the City Administrator recommends that the City Council make a finding and determination to waive the requirements of OMC section 2.04.042 and authorize the City Administrator to enter into a hardware and/or software purchase agreement; and

WHEREAS, as set forth in the Agenda Report accompanying this Resolution, it is in the best interests of the City to waive the multiple-step solicitation process requirements for the development of the CPRB's database and case management system because the City has existing contracts with Outsystems and a certified Outsystems' partner – DoItLean; thus this process will save a considerable amount of time and financial resources, resulting in a more efficient flow of complainant information between OPD and the CPRB; and

WHEREAS, the cost of the Outsystems platform and professional services shall not exceed \$410,000 which includes one-time costs of \$350,000 for system development and \$60,000 of on-going maintenance and support costs for the first two years; and

WHEREAS, this will not impact the general fund as \$100,540 of one-time funding will be reallocated from the Microsoft contract and is available in the General Purpose Fund (1010), Citizens' Police Review Board Org (02211), Services: Misc Contract Account (54919), CPRB Investigations Project (1000106); and

WHEREAS, the CPRB will freeze the vacant Complaint Investigator II position through June 30, 2019 and use the funds to provide one-time funding of \$223,831 for this project; and

WHEREAS, the remaining funding of \$85,629 is available in the General Purpose Fund (1010), Community Police Review Agency Org (66211), Contract Contingencies Account (54011), DP660 Administrative Project (1003737). Altogether, these amounts equal the \$350,000.00 cost provided by ITD to complete the project, plus the first and second year's recurring cost estimate of \$30,000.00 per year (\$60,000.00 total) for maintenance and support, for a total cost of \$410,000. therefore be it

RESOLVED, that pursuant to the Oakland Municipal Code Section 2.04.042.D, the City Council hereby finds and determines that it is in the best interests of the City to waive the multiple-step solicitation process requirements for the acquisition of a computerized or automated system comprised of software, computer hardware, and/or equipment and/or technical support and maintenance services, ; and be it

FURTHER RESOLVED, that based on the recommendations of the City Administrator, the City Council authorizes the City Administrator, or designee, to enter into a contract with Outsystems

or an Outsystems certified partner – DoItLean, for the purchase of professional services to build and maintain the Citizens' Police Review Board database and case management system in an amount not to exceed four hundred-ten thousand dollars (\$410,000.00); and be it

FURTHER RESOLVED, that based on the recommendations of the City Administrator, the City Council authorizes the City Administrator or designee to execute any amendments or modifications to said agreement except for those related to an increase in total compensation or the allocation of additional funds, and provided that such amendments or modifications shall be reviewed by the City Attorney and filed with the City Clerk's Office; and be it

FURTHER RESOLVED, that, based on the accompanying Agenda Report, the City Council finds and determines that the goods and services provided pursuant to the agreements authorized hereunder are of a professional, scientific, or technical and temporary in nature, and shall not result in a loss of employment or salary by any person having permanent status in the competitive civil service; and be it

FURTHER RESOLVED, that the cost of the Outsystems platform and professional services, including the first and second year's recurring cost estimate of \$30,000.00 per year (\$60,000.00 total), shall not exceed \$410,000 and that \$100,540 of funding will be reallocated from the Microsoft contract and is available in the General Purpose Fund (1010), Citizens' Police Review Board Org (02211), Services: Misc Contract Account (54919), CPRB Investigations Project (1000106); and be it

FURTHER RESOLVED, that \$223,831 of funding for this project will come from freezing the vacant Complaint Investigator II position through June 30, 2019 and using the funds to provide one-time funding; and be it

FURTHER RESOLVED, that the remaining funding of \$85,629 will come from the General-Purpose Fund (1010), Community Police Review Agency Org (66211), Contract Contingencies Account (54011), DP660 Administrative Project (1003737).

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 2017

PASSED BY THE FOLLOWING VOTE:

AYES – BROOKS, CAMPBELL WASHINGTON, GALLO, GIBSON MCELHANEY, GUILLEN, KALB, KAPLAN, AND PRESIDENT REID

NOES –

ABSENT –

ABSTENTION –

ATTEST:

LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California