CITY OF OAKLAND

# AGENDA REPORT

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| **TO:** | Sabrina B. Landreth<br>City Administrator | **FROM:** | Chantal Cotton Gaines<br>Asst. to the City Administrator |
| **SUBJECT:** | Extension of the SARAnet Contract | **DATE:** | October 16, 2015 |

| City Administrator Approval | | Date: | 11/5/15 |
|---|---|---|---|

## RECOMMENDATION

**Staff recommends that the City Council Adopt a Resolution 1) Waiving The Request For Proposals/Qualifications (RFP/Q), Advertising, And Competitive Bidding Process; 2) Extending The SARAnet Contract With Resource Development Associates (RDA) From June 30, 2015 Until December 31, 2016 And Increasing The Contract Amount By $35,000 For Upgrades And Maintenance Of The SARAnet Database For A Total Contract Amount Of $95,000 Over Three Years; and (3) Authorizing Three Discretionary One-Year Extensions For Up To One Hundred Fifteen Thousand Dollars ($115,000) Per Year Without Returning to Council As Funding Becomes Available For A Total Contract Amount Not To Exceed Four Hundred Forty Thousand Dollars ($440,000).**

## EXECUTIVE SUMMARY

RDA created the SARAnet system in partnership with the City of Oakland in order to track activities for Problem Solving Officers (PSOs) funded by the Violence Prevention and Public Safety Act of 2004 (Measure Y). OPD continues to use the system for the Community Resource Officers (CROs) funded by Measure Z.

The SARAnet system recently underwent an upgrade to provide features that better meet officer needs. With the recent completion of the system upgrades, the City needs to extend the maintenance agreement with RDA in order for RDA to be able to address the needs identified by the Oakland Police Department (OPD) with the updated system.

In addition to the maintenance agreement, the system also requires additional upgrades to help the system continue to function optimally for the CRO positions funded by Measure Z. In consultation with the Information Technology Department (ITD), OPD, and the City Administrator's Office, RDA created a set of additional upgrades for the SARAnet that will need to be implemented over the course of a few years as funding is identified. The money for the SARAnet comes from the Measure Z OPD "Related Costs" funding for database maintenance as well as $5,000 from the ITD.

The existing contract and first amendment, both authorized by Resolution No. 84892 C.M.S., expired on June 30, 2015. That contract allowed RDA to complete all aspects of the SARAnet

2.0 upgrade. The proposed contract extension for $35,000 through December 2016 provides staff with the ability to continue to work with RDA to make sure the system is maintained and to implement additional system upgrades through 2016. The extension also allows staff to continue the necessary upgrades and maintenance over the next few years as described in the upgrades chart in the Analysis Section of the report as the annual funding becomes available.

## BACKGROUND / LEGISLATIVE HISTORY

Measure Y provided funds for at least a total of 63 police officers assigned to community policing objectives and allowed the funds to also be used for officer training and equipment. Under Measure Y, during an annual evaluation, RDA worked with the City to develop the SARAnet database which is an internal web-based information management system following the SARA model (Scanning, Analysis, Response, and Assessment model) of community policing. The system allowed PSOs to record and track their community policing projects in their respective beats. The software has provided data for OPD to keep track of PSO activities.

The SARAnet database supports the objectives of geographic policing and the CRO activities and thus is allowed to be supported by Measure Z funding. In the OPD spending plan, OPD included $248,138 for Related Costs which is intended to support maintenance of SARAnet database and other databases. Within that funding is $30,000 for the SARAnet database for maintenance and upgrades. Additionally, since the system upgrades include some critical ITD infrastructure needs for the SARAnet system, an additional $5,000 for the 2016 upgrades will come from ITD.

## ANALYSIS AND POLICY ALTERNATIVES

RDA received a contract with the City of Oakland as the evaluators of Measure Y programs in July 2008. RDA obtained the contract with the City after scoring the highest score in the City's Request for Proposals (RFP) process. The SARAnet database was created by RDA as the primary tool available to evaluators to report on PSO activity and outcomes for the Measure Y evaluation. The database was developed in 2009 by RDA to address the gap in systematic data collection tools for the PSO program. The initial design (SARAnet 1.0) was to fulfill an immediate need for a web-based information management system to support program accountability, with the expectation that a more comprehensive system would later be developed. As a component of the initial system design RDA provided OPD system manuals and training sessions. SARAnet Version 1.1 was developed by RDA in summer 2011 to address the immediate needs for revisions and upgrades. Version 1.1 did not include comprehensive upgrades needed to improve the database's usability for management and evaluation purposes, which both OPD and City Administrator's staff supported after much discussion. In January 2014, the City executed a contract with RDA for those system upgrades and called the upgrades "SARAnet 2.0" (summarized below). Resolution No. 84892 C.M.S. authorized the City Administrator to execute the contract and gave the City Administrator authorization to amend the contract at no additional costs. Staff currently seeks authorization to increase and extend the contract.

The SARAnet 2.0 update included the following changes:
1. The ability for different types of officers to use the system (e.g., School Safety Officers) and differentiate reporting.
2. Enhance user navigation.
3. Enhance search function (e.g., add Project Nature and Project Source).
4. Add reason for Project Closure.
5. Develop management reports.
6. Implement a "Helpful Hint" function.
7. Add ability of Sergeants to comment on projects in the system.
8. Enable officers to comment on other officer projects.

While the SARAnet 2.0 upgrade provided many necessary changes, a few additional upgrades are still needed, including:

1. Security Enhancement: To keep with Oakland ITD and FBI Criminal Justice Information Systems requirements.
2. Active Directory Integration: To provide for enhanced integration with the City's network – and to provide an additional layer of security – the City requires that the SARAnet application integrate with the City's Microsoft Windows Active Directory (AD). Once this has been done, the City then requires that SARAnet provides AD domain authentication when SARAnet initiates a secure database connection for authorized users.
3. Microsoft SharePoint Integration: ITD is transitioning the majority of its in-house application developments to the Microsoft SharePoint platform. In keeping with this transition, the City requires that the next version of SARAnet be written using Microsoft technologies (e.g., .NET) that can easily be integrated into a SharePoint environment.
4. Two-Tier Architecture: Going forward, the City would like for SARAnet to adopt a 2-tiered architecture consisting of a database layer and a separate presentation/application layer. Each layer should reside on a different server (e.g., database layer on SQL Server, presentation/application later on SharePoint). The City would prefer that the database layer be written for and compatible with Microsoft SQL Server 2012.
5. Two Environments: The City needs RDA to help establish separate environments for development/testing and production. This will enable new features or bug fixes to be properly previewed/tested without risking the integrity of the live production system.
6. Documentation: All documentation of the aforementioned activities will be delivered in a MarkDown format for ease of presentation in web systems and allow easy repurposing by ITD.
7. SARAnet Technology Transfer: At some point in the future to meet future needs of the City, a discussion about a technology transfer could occur.
8. OPD General Order B-7 Forms, etc. Within the SARAnet: OPD would like to integrate the General Order B-7 form into the SARAnet which would include automated reminders, appropriate permissions, search capability, etc.
9. Beat Matrix Work Form: OPD would like to integrate the Beat Matrix form into the SARAnet in order to get more consistent and thorough information from the form.

10. A Design Document to Discuss Possibilities for a Public-Facing Version of the SARAnet: This would begin the discussion about what SARAnet capabilities should be available to the public and to then work to design such a feature as a result of community input sessions.

Table 1 on the next page summarizes the cost for each upgrade.

### Table 1 – Necessary SARAnet Upgrades List:

| Item | Quoted / Estimated Cost |
|---|---|
| 1.  Security Enhancement | $4,250 |
| 2.  Active Directory Integration | $19,900 |
| 3.  Microsoft SharePoint Integration | $24,875 |
| 4.  Two-Tier Architecture | $7,850 |
| 5.  Two Environments | $150 / hour (number of hours not yet determined) |
| 6.  Documentation | $12,000 |
| 7.  SARAnet Technology Transfer | TBD |
| 8.  General Order B-7 Forms, etc. | $93,050 |
| 9.  Beat Matrix Work Form | $71,900 |
| 10. Design Document RE Public-Facing System | $29,950 |
| 11. Annual Maintenance Agreement | $10,000 / year |
| **Total Known One-time Costs\*** | $263,775 |
| **Total Annual Maintenance Amount** | $10,000 / year |

\* This amount does not include the "Two Environments" or "SARAnet Technology Transfer" items with no specific set cost at this time.

Due to the fact that the total upgrades cost exceed the amount of funds allocated in FY 2015-2016 in the OPD Measure Z Spending Plan for the SARAnet, the upgrades will need to occur over a few years. The total not to exceed contract amount for the contract through December 2019 after the three discretionary one-year extensions should allow for staff to phase in the aforementioned upgrades as funding becomes available through the OPD Measure Z Spending Plan. Of the changes in the table, the funding for the 2016 contract extension ($35,000) will only cover the following (including the annual maintenance agreement):

1. Security Enhancement ($4,250).
2. Active Directory Integration ($19,900). AD Integration will be verified and tested using the Microsoft Azure Cloud Active Directory system. Oakland ITD will manage and be responsible for configuration of their AD system in the Azure cloud. RDA will implement the software solution in SARAnet on-line for a group of officers to test. ITD will manage user passwords and configuration.
3. The annual maintenance agreement ($10,000). An annual maintenance agreement is needed to trouble-shoot the system and provide quality assurance. Failing to establish a maintenance agreement to properly address system bugs, glitches, or new feature requests would mean that available data would not accurately reflect CRO activities and impacts.

Staff recommends that it is in the best interests of the City to waive the Request for Proposal/Qualifications (RFP/Q) and advertising and bidding processes for this agreement because RDA designed the SARAnet database program used by OPD and has a clear understanding of the database and range of content knowledge and technical capacity to perform the database upgrade and annual maintenance agreement.

## FISCAL IMPACT

Funds for the upgrade and maintenance contract ($35,000) are available within the Measure Z Fund (2252); Oakland Police Department Organization (107010); Ceasefire Org (108630); On-line Database Service Account (55214); Non-Project (0000000); and Measure Z Program (PS37) and Information Technology Department Capital Reserves Fund (5510); Communications and Information Services Org (94461); On-line Database Service Account (55214); Project-C234620; Public Safety Support Services Program (IP75). The table below summarizes the funding sources by year. The funds will be expended according to funding availability each year and the upgrades still needed as described in Table 1 of the Analysis Section.

**Table 2 – Funding Sources by Year:**

| Fund Source | Organization | Account | Project | Program | Amount |
|---|---|---|---|---|---|
| **FY 2014 – 2015** | | | | | |
| Measure Z (2252); OPD (107010) | Ceasefire Org. (108630) | On-line Database Service (55214) | Non-Project (0000000) | Measure Z Program (PS37) | $60,000 |
| **FY 2015 – 2016** | | | | | |
| Measure Z (2252); OPD (107010) | Ceasefire Org. (108630) | On-line Database Service (55214) | Non-Project (0000000) | Measure Z Program (PS37) | $30,000 |
| ITD Capital Reserves Fund (5510) | Comm. and Info. Services Org. (94461) | On-line Database Service (55214) | Project C234620 | Public Safety Support Services Program (IP75) | $5,000 |
| **FY 2016 – 2017** | | | | | |
| Measure Z (2252); OPD (107010) | Ceasefire Org. (108630) | On-line Database Service (55214) | Non-Project (0000000) | Measure Z Program (PS37) | Up to $115,000 |
| **FY 2017 – 2018** | | | | | |
| Measure Z (2252); OPD (107010) | Ceasefire Org. (108630) | On-line Database Service (55214) | Non-Project (0000000) | Measure Z Program (PS37) | Up to $115,000 |
| **FY 2018 – 2019** | | | | | |
| Measure Z (2252); OPD (107010) | Ceasefire Org. (108630) | On-line Database Service (55214) | Non-Project (0000000) | Measure Z Program (PS37) | Up to $115,000 |

## COORDINATION

The Oakland Police Department, Information Technology Department, Controller's Bureau, Contracts and Compliance Division, and the Office of the City Attorney were consulted in the preparation of this report.

## SUSTAINABLE OPPORTUNITIES

*Economic*: No environmental opportunities have been identified.

*Environmental*: No environmental opportunities have been identified.

*Social Equity*: The proposed upgrade and maintenance contract of the SARA database will provide a data-driven analysis of the impact of Measure Z community policing program efforts. The findings will contribute to informed decisions regarding any current and future actions in this area.

## ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt a Resolution 1) Waiving The Request For Proposals/Qualifications (RFP/Q), Advertising, And Competitive Bidding Process; 2) Extending The SARAnet Contract With Resource Development Associates (RDA) From June 30, 2015 Until December 31, 2016 And Increasing The Contract Amount By $35,000 For Upgrades And Maintenance Of The SARAnet Database For A Total Contract Amount Of $95,000 Over Three Years; and (3) Authorizing Three Discretionary One-Year Extensions For Up To One Hundred Fifteen Thousand Dollars ($115,000) Per Year Without Returning to Council As Funding Becomes Available For A Total Contract Amount Not To Exceed Four Hundred Forty Thousand Dollars ($440,000).

For questions regarding this report, please contact Chantal Cotton Gaines, Assistant to the City Administrator, at (510) 238-7587.

Respectfully submitted,

CHANTAL COTTON GAINES
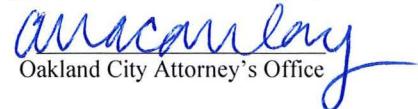Assistant to the City Administrator

**Reviewed By:**
Donneshia Taylor, Fiscal Manager
OPD Fiscal Services

Ahsan Baig, Information Systems Manager
ITD Public Safety Services

Item: _____
City Council Meeting
November 17, 2015

Approved as to Form and Legality

*amacaulay*

Oakland City Attorney's Office

# OAKLAND CITY COUNCIL

Resolution No. _____ C.M.S.

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**RESOLUTION 1) WAIVING THE REQUEST FOR PROPOSALS/QUALIFICATIONS (RFP/Q), ADVERTISING, AND COMPETITIVE BIDDING PROCESS; 2) EXTENDING THE SARANET CONTRACT WITH RESOURCE DEVELOPMENT ASSOCIATES (RDA) FROM JUNE 30, 2015 UNTIL DECEMBER 31, 2016 AND INCREASING THE CONTRACT AMOUNT BY $35,000 FOR UPGRADES AND MAINTENANCE OF THE SARANET DATABASE FOR A TOTAL CONTRACT AMOUNT OF $95,000 OVER THREE YEARS; AND 3) AUTHORIZING THREE DISCRETIONARY ONE-YEAR EXTENSIONS FOR UP TO ONE HUNDRED FIFTEEN THOUSAND DOLLARS ($115,000) PER YEAR WITHOUT RETURNING TO COUNCIL AS FUNDING BECOMES AVAILABLE FOR A TOTAL CONTRACT AMOUNT NOT TO EXCEED FOUR HUNDRED FORTY THOUSAND DOLLARS ($440,000).**

**WHEREAS,** the City of Oakland voters passed Measure Y, the Violence Prevention and Public Safety Act of 2004 (Measure Y), in November 2004, approving a series of taxes to support violence prevention and intervention objectives and to supplement police operations with Problem Solving Officers (PSOs); and

**WHEREAS,** using Measure Y funds, the City executed a contract with Resource Development Associates (RDA) in 2008 for evaluation services and in that contract, RDA developed the SARAnet database which is an internal web-based information management system following the SARA model (Scanning, Analysis, Response, and Assessment model) of community policing which allowed PSOs to record and track their community policing projects in their respective beats and provided data for OPD to keep track of PSO activities; and

**WHEREAS,** pursuant to Resolution No. 84892 C.M.S., the City executed a contract with RDA for $60,000 to provide additional maintenance and upgrades to the SARAnet database from January 2014 to December 2014, including a no-cost extension through June 30, 2015; and

**WHEREAS,** staff proposes extending that contract with RDA because the City needs to maintain an annual maintenance agreement for the SARAnet database to ensure that system bugs, and glitches are addressed in a timely matter for OPD officers using the system and to continue to perform necessary upgrades; and

**WHEREAS,** the City of Oakland voters passed Measure Z, the 2014 Oakland Public Safety and Services Violence Prevention Act (Measure Z), in November 2014, continuing the series of taxes to support violence prevention and intervention objectives, including programs and services that provide support for at-risk youth and young adults to interrupt the cycle of violence and recidivism, and for youth and young adults at highest risk of violence as guided by data analysis in addition to supplementing police operations with Crime Reduction Teams, Community Resource Officers (CROs) and Ceasefire support; and

**WHEREAS,** the SARAnet database supports the objectives of geographic policing and the CRO activities and thus is allowed by Measure Z; and

**WHEREAS,** the OPD Measure Z three year spending plan includes annual funding for the SARAnet database for maintenance and upgrades; and

**WHEREAS,** Oakland Municipal Code (OMC) section 2.04.050.A requires the City Administrator to conduct advertising and bidding and award to the lowest responsible, responsive bidder for the purchase of products or goods, and OMC section 2.04.050.I.5 allows Council to waive advertising and bidding requirements upon a finding by the Council that it is in the best interest of the City to do so; and

**WHEREAS,** OMC section 2.04.051.A requires the City Administrator to conduct a request for proposal/qualification ("RFP/Q") process for professional services contracts in excess of $25,000 and OMC section 2.04.051.B allows Council to waive the RFP/Q requirements upon a finding by the Council that it is in the best interest of the City to do so; and

**WHEREAS,** City staff recommend waiving the advertising, bidding, and RFP/Q requirements for this contract amendment for software and services because at this time, it is still in the City's best interest to have RDA, the SARAnet developers, upgrade and provide maintenance on the SARAnet due to their range of content knowledge and technical capacity to perform the work; now therefore be it

**RESOLVED:** That pursuant to OMC sections 2.04.051.B and 2.04.050.I.5 and for the reasons stated above and in the City Administrator's report accompanying this item, the City Council finds that it is in the best interest of the City to waive the competitive advertising, bidding, and RFP/Q requirements for this contract amendment and so waives the requirements; and be it

**FURTHER RESOLVED:** That the City Council authorizes the City Administrator to amend the SARAnet contract with RDA for upgrades and maintenance of the SARAnet

database to extend the contract until December 31, 2016 and increase the amount of the contract by $35,000 for a total contract amount of $95,000 over three years; and be it

**FURTHER RESOLVED:** That the City Council authorizes the City Administrator to execute three one-year extensions for up to one hundred fifteen thousand dollars ($115,000) per year as funding becomes available for a total contract amount not to exceed four hundred forty thousand dollars ($440,000) without returning to City Council; and be it

**FURTHER RESOLVED:** That the funds for the services described above will be allocated from the Measure Z Fund (2252); Ceasefire Org (108630); Online Database Service Account (55214); Non-Project (0000000); and Measure Z Program (PS37) and Information Technology Department Capital Reserves Fund (5510); Communications and Information Services Org (94461); On-line Database Service Account (55214);Project-C234620; Public Safety Support Services Program (IP75).

IN COUNCIL, OAKLAND, CALIFORNIA, _____

**PASSED BY THE FOLLOWING VOTE:**

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

ABSENT-

ABSTENTION-

ATTEST:

_____
LATONDA SIMMONS
City Clerk and Clerk of the Council of
the City of Oakland, California