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OAKLAND

2012 NOV 15 PM 3:52

AGENDA REPORT

TO: DEANNA J. SANTANA

FROM: Howard A. Jordan

SUBJECT: Sierra Systems Inc. Contract for an
Early Warning System for OPD

DATE: November 7, 2012

City Administrator	<i>Deanna Santana</i>	Date	<i>11/15/12</i>
Approval			

COUNCIL DISTRICT: City-Wide

RECOMMENDATION

Staff recommends that the Council approve a resolution authorizing the City Administrator or her designee to negotiate and enter into a two year agreement with Sierra Systems Inc. in an amount not to exceed nine hundred thousand dollars (\$900,000) for as-needed technical and project management assistance In the Implementation of a Second Generation Early Warning System, also known as iPAS, for the Oakland Police Department.

EXECUTIVE SUMMARY

The Negotiated Settlement Agreement (NSA) requires the Oakland Police Department (OPD) to “fully implement a computerized relational database for maintaining, integrating, and retrieving data necessary for supervision and management of OPD and its personnel.” The City hired Motorola to build an early warning system, which never materialized because it failed to meet the expectations of OPD. Instead, the City’s own Department of Information Technology (DIT) built a system for OPD, internal Personnel Assessment System (iPAS), which has been in use since 2006.

The NSA required that 20 data dimensions be collected in a relational database. iPAS incorporates the 20 dimensions by integrating the 10 different and disparate databases and applications in OPD. The entire concept of iPAS is about connecting the dots. These dots are the applications and databases that have been in operation at OPD for several years.

The Internal Personnel Assessment System (iPAS) was developed by utilizing various Microsoft Business Intelligence tools and SQL Server technology. The iPAS system is a Client/Server data retrieving, storing, and reporting computer system. It consists of three parts,

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the iPAS data integration framework; the iPAS relational database repository; and the iPAS reporting portal, or SuperViewer.

- The iPAS integration framework is the Extraction, Transformation, and Loading (ETL) process which connects the various OPD existing applications and pulls the required data needed for the iPAS operations, analysis, and reporting.
- The iPAS database repository system connects to and pulls data from various OPD operational databases and application sources. It provides a centralized data view from different OPD databases and computer applications and works as a secure repository of critical data for iPAS.
- The other component of the iPAS system is the SuperViewer reporting portal. The SuperViewer is a secure, web-based intranet application for providing the detailed Key Performance Indicator (KPI) reports to OPD Supervisors. In addition, Threshold reports, based on a Statistical Modeling Program, are available for the PAS Admin group only through the reporting client application. The information feeding into the single relational database (iPAS) is refreshed every twenty-four hours so supervisors and management have the most updated information readily accessible through the iPAS SuperViewer tool.

Although iPAS has been a successful interim system, it was never intended to be a long-term solution and the increased demands for functionality have strained its capabilities. The current system and the core independent databases that feed into it have impacted NSA compliance over the years. OPD is in dire need of a more structured system that meets the evolving needs of the department, and improves on its operational effectiveness and organizational efficiency. The new system will allow for more effective means of preparing, storing, retrieving, and centralizing data.

In March 2012, the City conducted a competitive Request for Qualifications (RFQ) solicitation process for as-needed technical and project management assistance in the implementation of a Second Generation Early Warning System. There were three responses to the published RFQ:

- Binda IT Consulting
- Forensic Logic
- Sierra Systems Inc.

All three responses focused primarily on the completion of the Request for Proposals (RFP) of the identified technologies and facilitation of vendor selection to implement the solution; none included a cost proposal for project management services. In September 2012, an addendum to the original RFQ was submitted to all three vendors requesting additional information and cost

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analysis for the project management portion of the project. All three vendors responded and supplied the requested information. A selection committee, including representatives from OPD, DIT, and Contracting and Purchasing, reviewed the proposals and attended presentations from all three vendors.

The committee determined that Sierra Systems was the most qualified to complete the RFP and provide comprehensive project management services for the implementation of a new early warning system for OPD. Sierra Systems has a proven track record of success in the area of early warning systems, which includes a leadership role in the evolution of the Los Angeles Police Department's Early Warning System, and will manage the project scope, schedule, cost, quality, staffing, communication, independent verification, validation, and training of supervisors and management at OPD, in addition to developing the RFP. The City does not have the project management resources to manage such a comprehensive, business-critical and specialized technology solution.

City Auditor's "Police Technology Performance Audit: FY 2006-07 Through 2010-11" audit report concluded that the City lacks professional training and staff required to manage a project of this size, scope, and complexity. A new model for near real time risk management will need to be developed along with written procedures for accessing, reading, and analyzing the information for managing risk. Sierra Systems expertise in this area, coupled with the deficiencies identified in the City Auditor's report, further justify the need for the City to enter into a two year agreement with Sierra Systems for technical assistance and project management services with this project.

Therefore, the City Administrator seeks Council's authority to enter into a two year agreement with Sierra Systems in an amount not to exceed \$900,000 for as-needed technical and project management assistance in the implementation of a second generation Early Warning System for OPD.

OUTCOME

Sierra Systems will provide OPD with the detailed technical architecture and system requirements for an early warning system to replace iPAS, and comprehensive project management services for the implementation of the new technology. The result will be a sustainable technology solution, used by OPD and maintained by DIT that satisfies the requirements of the NSA and meets the long-term needs of OPD in its efforts to manage risk.

BACKGROUND / LEGISLATIVE HISTORY

The NSA requires OPD to maintain a computerized early warning system for complaint-tracking and select-indicator for supervision and management of the Department and its staff. An Internal Personnel Assessment System called iPAS was developed by DIT in 2006, and was designed as

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an interim solution to allow OPD to meet the requirements of the NSA until a more robust early warning system could be put in place. The word "Interim" was eventually replaced with the word "Internal," after a new early warning system called EVALIS was purchased from Motorola; however Motorola failed to meet the tight delivery timelines of OPD. The iPAS system developed in 2006 is still being used today and needs to be replaced. The system is antiquated, and is presenting OPD and DIT with significant technical, operational, and managerial challenges. Given the shortfalls of the current system, compliance with the NSA could be jeopardized.

An RFQ document was issued by the Office of the City Administrator to solicit qualified vendors to assist OPD with the analysis and technical aspects of generating an RFP document, and for the project management of the implementation of a new early warning system for OPD. Sierra Systems was one of three responses to the published RFQ, and has a proven track record of developing and implementing similar technologies for other large law enforcement agencies, such as the Los Angeles Police Department and the San Diego Police Department.

The selection process involved a committee made up of representatives from OPD, DIT, and Contracting and Purchasing. The vendors submitted thorough proposals and made presentations to the selection committee. Based on the materials, presentations, and level of expertise in the area of early warning systems, the committee determined that Sierra Systems was best qualified to complete the RFP and to provide comprehensive project management services during the system development and implementation. This will significantly reduce the risk of scope creep and implementation delays; in addition, it will help OPD and DIT to focus on the business and technical aspects of the implementation rather than the administrative details.

ANALYSIS

Sierra Systems has created a comprehensive approach to early warning systems, which includes the development of a model framework for analysis and implementation across large law enforcement agencies. Their model framework includes a comprehensive review of 1) Existing systems architecture, 2) Database analysis, and 3) Functionality and implementation strategies. Their selection to complete the RFP and provide project management services comes after a joint panel of staff representing OPD, DIT, and the Department of Contracts and Compliance, held several comprehensive review and analysis sessions of all vendor responses and presentations to the RFQ for the replacement of iPAS.

Sierra Systems was determined by panel members to be the overwhelming favorite to be awarded the contract. Sierra Systems has a proven track record of successfully deploying early warning systems in large complex environments that includes intricate database architectures and technological challenges as required by OPD.

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Given Sierra Systems' expertise in the area of early warning systems and the lack of staffing and resources internally, staff is recommending that Sierra Systems be awarded the contract, which includes completing the RFP, assistance with selecting the vendor that will build the system, and project management assistance to ensure proper system implementation, quality control, and cost control.

PUBLIC OUTREACH/INTEREST

This item did not require any additional public outreach.

COORDINATION

OPD and DIT will be active participants in Sierra Systems' RFP for a new early warning system and technology platform. Additional members participating in the proposal process will include individuals from the Office of Contracts and Compliance and the Monitor. Once the system is built, it will be maintained and supported by the same DIT staff maintaining the current iPAS system.

In the preparation of this staff report, OPD and DIT coordinated with the City Attorney's Office and the Budget Office.

COST SUMMARY/IMPLICATIONS

AMOUNT OF RECOMMENDATION/COST OF PROJECT: \$900,000.00

This phase of the project includes system design, creation of an RFP document, vendor selection for the implementation of the new technology, and comprehensive project management services during implementation. The cost of building the new early warning system is not a part of this contract.

SOURCE OF FUNDING

The project funding will come from the \$5 million reserve fund for NSA/OPD strategic initiatives. The fund shall be appropriated to the General Purpose Fund (#1010), Non-Departmental City-Wide Activity Unit (Organization #90591), Contract (Account #54919), project number and program number to be determined.

SUSTAINABLE OPPORTUNITIES

Economic: The implementation of a new technology platform and early warning system will undoubtedly lead to cost savings through improved electronic workflow, database consolidation,

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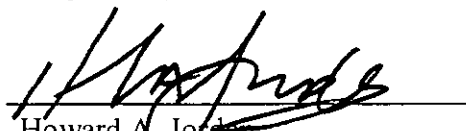
and near real time dissemination of information to OPD supervisors and managers for improved decision making and faster response times.

Environmental: There are no known environmental issues associated with this report.

Social Equity: The use of these funds will lead to more productive supervision and monitoring of OPD and its staff, and compliance with the requirements of the NSA.

For questions regarding this report, please contact Officer Irabe Taylor at 510-238-2039 and Ahsan Baig at 510-238-3010.

Respectfully submitted,


Howard A. Jordan
Chief of Police
Oakland Police Department

Prepared by:
Officer Irabe Taylor
Bureau of Risk Management
Oakland Police Department

Reviewed by:
Ahsan Baig,
Division Manager, Public Safety Services
Department of Information Technology

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Mica Hayes
City Attorney

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RESOLUTION No. _____ C.M.S.

RESOLUTION FOR AWARDING A CONTRACT TO SIERRA SYTEMS INC. IN AN AMOUNT NOT TO EXCEED NINE HUNDRED THOUSAND DOLLARS (\$900,000.00) FOR A TWO YEAR TERM FOR AS-NEEDED TECHNICAL AND PROJECT MANAGEMENT SERVICES IN THE IMPLEMENTATION OF A SECOND GENERATION EARLY WARNING SYSTEM FOR THE OAKLAND POLICE DEPARTMENT

WHEREAS, the current Early Waming System, iPAS, was implemented by the Oakland Pohce Department in 2006 and is no longer able to support the needs of the Department. The system has become antiquated and could possibly jeopardize compliance with the NSA; and

WHEREAS, implementing a new Early Waming System and technology platform will provide better efficiencies for the Department through database consolidation, workflow optimization, and near real time dissemination of information to supervisors, management, and the appropriate city officials; and

WHEREAS, implementing a new Early Waming System and technology platform will allow the Department to maintain compliance with the supervision and management requirements of the NSA; and

WHEREAS, implementing a new Early Waming System and technology platform will allow for the Department to implement a single scalable technology that consolidates many silos of information with advanced search capabilities and better collaboration and information sharing within the Department; and

WHEREAS, Sierra Systems Inc. was selected by a committee including representatives from the Department of Information Technology, Oakland Police Department, and Contracts and Compliance via a competitive Request for Qualifications process, and was determined to be the most qualified to prepare an RFP, assist with the selection of the vendor to implement the new technology, and to provide project management assistance during the implementation phase; and

WHEREAS, Sierra Systems Inc. is an industry leader in the development and implementation of early warning systems and has a proven track record of success in implementing large scale technology solutions for law enforcement agencies; and

WHEREAS, the City Council finds that the services provided pursuant to the agreement authorized here under are of a professional, scientific, or technical nature and are temporary in nature; and

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WHEREAS, the City Council finds that this contract shall not result in the loss of employment or salary by any person having permanent status in the competitive service; now therefore be it

RESOLVED, that the City Council hereby authorizes the City Administrator or her designee to negotiate and award a contract for As-Needed Technical and Project Management Assistance In the huplementation of a Second Generation Early Warning System in an amount not to exceed nine hundred thousand dollars (\$900,000.00) for two years, which shall be placed on file with the Office of the City Clerk; and be it

FURTHER RESOLVED, that the City Administrator is hereby authorized to execute any amendments or modifications to said contract 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; and be it

FURTHER RESOLVED, that the City Attorney shall review and approve said contract.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20_____

PASSED BY THE FOLLOWING VOTE:

BROOKS, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, SCHAAF, BRUNNER and PRESIDENT REID

NOES-

ABSENT-

ABSTENTION-

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

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