AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: LeRonne L. Armstrong
Chief of Police

SUBJECT: OPD Crime Analysis Software Contract

DATE: June 27, 2022

City Administrator Approval Approval		Date	Jul 7, 2022

RECOMMENDATION

Staff Recommends That The City Council Approve A Resolution:

1. **Approving The Oakland Police Department (OPD) Crime Analysis Software Surveillance Use Policy (SUP) And Surveillance Impact Report (SIR);**
2. **Authorizing The City Administrator To Enter Into A Three Year Contract With Central Square Technologies, LLC For The Period Of January 1, 2022 Through December 31, 2024 For A Total Cost Not To Exceed One Hundred Forty Six Thousand Four Hundred Twenty Nine Dollars ($146,429), With Two Optional One-Year Extensions At A Cost Not To Exceed Forty Three Thousand Six Hundred Eighty Eight Dollars ($43,688) In Year Four (First One-Year Option) And Forty Five Thousand Eight Hundred Seventy Two Dollars ($45,872) In Year Five (Second One-Year Option), For A Total Contract Not To Exceed Two Hundred Thirty Five Thousand Nine Hundred Eighty Nine Dollars ($235,989), For A Total Period Of January 1, 2022 Through December 31, 2026; And**
3. **Waiving The City's Advertising/ Bidding And Request For Proposal Requirements For The Proposed Purchase.**

EXECUTIVE SUMMARY

Staff is requesting an extension of its current crime analysis software contract. This extension of the service and maintenance contract will provide OPD with uninterrupted use of the CrimeView product suite, a unique crime analysis technology which uses a geographical data analysis system that OPD has used since 2011. OPD has relied on the CrimeView product suite since 2011 to provide an array of geographical crime analysis services. This data analysis continues to help OPD command staff make informed decisions regarding the allocation of limited police resources.

The proposed contract extension will continue the contract for three years, from January 1, 2022 to December 31, 2024, with the option of extending the contract with two one-year extensions through December 31, 2026.

OPD's current record and dispatch systems are outdated, and OPD is currently replacing these systems, with scheduled go-live within the next six to nine months. OPD's data-analysis tools must connect to the record management and dispatch systems – only CentralSquare can connect to the City's geographic information systems for this purpose as well as offer the public

facing web-based mapping analysis system relied on by thousands of Oakland residents and visitors. Staff is therefore asking for a waiver from the City's competitive bidding process as only CentralSquare can meet the totality OPD's crime analysis software needs at this time.

The City's Surveillance Technology Ordinance requires that staff create an impact report (SIR – **Attachment A**) and use policy (SUP – **Attachment B**) and present them to the City's Privacy Advisory Commission (PAC) before any purchase of surveillance technology. This report explains that staff made several presentations to the PAC and ultimately earned a unanimous vote of support for Council approval of these documents.

BACKGROUND AND LEGISLATIVE HISTORY

Crime that occurs each year in Oakland can be analyzed by dedicated crime analysts, who decipher patterns and help OPD undertake proactive approaches to crime deterrence. Data-driven analysis is one of the hallmarks of modern policing. Police departments need geographical analytic technology to illuminate crime trends and uncover actionable information for crime investigations.

CentralSquare Technologies CrimeView Product Suite

OPD has been using the CrimeView product suite for several years. Oakland's Information Technology Department (ITD) originally began using Omega Software for its crimemapping.com system; Tritech purchased Omega in February 2016. Tritech merged with several other public safety technology companies to form CentralSquare Technologies LLC on Sep. 10, 2018. The City Council approved the current contract on September 10, 2018 via Resolution No. 87002 C.M.S., which expired on December 31, 2021. On September 10, 2018, TriTech was acquired by Central Square Technologies, LLC ("CentralSquare"). CentralSquare is now the vendor for OPD's current suite of crime analysis software. The City of Oakland has maintained a contract with crimemapping.com[1] since 2008 (a part of the CrimeView product suite); OPD's current contract allows for access to, service for, and maintenance of all three software products in the suite: CrimeView Desktop, CrimeView Analytics, and crimemapping.com.

CrimeView Analytics

CrimeView Analytics is an upgrade from the current CrimeView Dashboard product. It is a separate browser-based portal that connects with OPD incident data to allow commanders and officers access to useful geographical data visualizations. CrimeView lets OPD personnel view data by crime or penal code, by police beat or area, and by time of day. These data views allow the Crime Analysis Unit (part of the Criminal Investigations Division (CID)) to provide useful crime pattern analysis for officers and commanders. The upgrade to the Analytics module with a

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[1] OPD crime incident data can be viewed by anyone from the public at https://data.oaklandca.gov/Public-Safety/CrimeWatch-Maps-Past-90-Days/ym6k-rx7a (or at crimemapping.com); this website is listed on OPD's Police Data website as well (https://www.oaklandca.gov/departments/police) so that the public has consistent access to current incident data in any part of the City.

new contract will allow for greater flexibility within the application's paradigm, including support for on-demand queries, scheduled report generation, threshold alerting[2], and density maps.

CrimeView Desktop

CrimeView Desktop is a specialized application for dedicated crime analysts. Analysts with this unique software application can connect to the City's Geographic Information Systems (GIS) enterprise software[3]. Integration with the City's GIS software is critical to OPD as the connection lets analysts create detailed reports overlaid against other important city data (e.g., homeless data, school data). This overlay of crime data with other relevant Oakland data supports OPD as well as interdepartmental efforts.

CrimeView Desktop's extension to the City's GIS enterprise software is critically important to OPD. The City uses the GIS application known as ArcGIS from the technology company ESRI[4]. The City uses a desktop version of ESRI ArcGIS, and CrimeView Desktop's extension to the ArcGIS desktop application is unique. ESRI is moving to a cloud-based application environment for ArcGIS, similar to many other software technology companies. Therefore, no other crime analysis software company provides an extension to ArcGIS desktop; OPD needs a crime analysis software product to connect to the ArcGIS desktop application – only provided by CentralSquare.

Crimemapping.com

Crimemapping.com is the public facing product, providing the public with a web-based map view of crime incidents in the City of Oakland. This application complements the City's already existing open data initiative. ITD provides crime data to the public through the CrimeWatch website.

OPD staff as well as staff from the City's Information Technology Department (ITD) are working with Motorola Corporation on the installation of a new OPD Records Management System (RMS) with computer-assisted dispatch (CAD) for the OPD Communications Division (911 Dispatch). CentralSquare is supporting this City-Motorola effort – this collaboration is important for ensuring that the CrimeView product will be functional with the new P1 CAD/RMS system on day one.

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[2] "threshold alerting" is when selected crime types are significantly above or below a historical range, and a system is set for notification when this happens, so that in the case of crime analysis, analysts and commanders are alerted to the change in crime patterns.

[3] The GIS product is called ArcGIS and made by GIS software producer ESRI

[4] https://www.esri.com

ANALYSIS AND POLICY ALTERNATIVES

Crime Analysis Software and Oakland's Surveillance Technology Ordinance

Oakland's Surveillance Ordinance No.13489 C.M.S., adopted by the City Council on May 15, 2018 adds Chapter 9.64 to the Oakland Municipal Code (OMC), and covers policy areas related to surveillance technology – Crime Analysis Software is considered "surveillance technology," given the broad definitions in the ordinance, which in part states that, ""Surveillance Technology" means any software, electronic device, system utilizing an electronic device, or similar technological tool used, designed, or primarily intended to collect, retain, analyze, process, or share audio, electronic, visual, location, thermal, olfactory, biometric, or similar information specifically associated with, or capable of being associated with, any individual or group."

OMC 9.64.030.1.C requires City Council approval for new and existing surveillance technology; additionally, OMC Section 9.64.020.1 requires that, "Prior to seeking City Council approval for existing city surveillance technology under Section 9.64.030, city staff shall submit a Surveillance Impact Report and Surveillance Use Policy to the Privacy Advisory Commission (PAC) for its review at a regularly noticed meeting. Furthermore, OPD is prohibited from acquiring any new surveillance technology (e.g., crime analysis software), as defined by OMC 9.64, until a SIR and SUP are reviewed by the PAC and approved by the City Council.

The SIR and SUP must address the specific subject matter specified for such reports as defined under 9.64.010. OPD staff presented a draft SUP "Department General Order (DGO) I29: Crime Analysis Software" as its SUP as well as a draft SIR at the PAC meeting on March 3, 2022; at this meeting commissioners were able to ask questions and make comments and suggestions. OPD and PAC commissioners later held an ad-hoc meeting on March 25, 2022 with the Central Square Technology provider to further explain how the software works with OPD processes.

The SIR (**Attachment A** to the accompanying report) covers the following areas as required by the Surveillance Ordinance:
- Information describing the system and how it works;
- Purpose of the technology;
- Locations where, and Situations in which the technology may be used;
- Privacy Impact of the technology;
- Mitigations to prevent privacy impacts;
- Data Types and Sources;
- Data Security;
- Costs;
- Third Party Dependence;
- Alternatives Considered; and
- Track Record of Other Entities; and

DGO I 29: Crime Analysis Software (**Attachment B** to the accompanying report) covers relevant areas required by OMC 9.64.030, including the following areas:
- Technology Description;
- Authorized Use;

- Use Restrictions;
- Data Access, Data Collection and Retention, and Security;
- Monitoring and Reporting; and
- System Training; and

OPD staff presented a revised SIR and SUP to the PAC for their May 5, 2022 meeting. At this meeting, the commissioners voted unanimously to recommend that the City Council approve revised SIR and SUP (DGO I29: Crime Analysis Software).

Waiver from the City's Competitive Bidding Process

Oakland Municipal Code Section 2.04.020.B requires City Council approval of contracts for technology-related professional products and/or for technology-related professional services in excess of $250,000. Oakland Municipal Code Section 2.04.051.B. permits the City Council to waive the request for proposal/qualifications (RFP/Q) requirements upon a finding that it is in the best interest of the City to do so. Staff recommends that it is in the City's best interest to waive the competitive bidding requirements for this crime analysis contract for the following reasons:

- CentralSquare is the vendor for CrimeView Desktop, CrimeView Analytics, and crimemapping.com
- CentralSquare is the only vendor with an extension to connect to the City's desktop version of ESRI ArcGIS (the City's GIS application) which allows for GIS overlays to city data as cited above.

The proposed contract with CentralSquare will support the Citywide priority of holistic community safety, as the use of data and crime analysis is a hallmark of procedurally just policing. OPD can minimize its footprint in areas already facing both high levels of crime as well as policing by using data that helps OPD pinpoint where it deploys policing resources.

FISCAL IMPACT

Table 1 below details the costs of the crime analysis software staff recommendation for continued support and maintenance of the CentralSquare CrimeView product suite. The year one cost will include additional CentralSquare fees for:

- Support as needed for connection with the OPD / ITD Motorola P1 CAD / RMS installation, including ad-hoc service hours to address unforeseen issues
- Integration of OPD license plate reader and ShotSpotter gunshot location detection systems, which is outside the scope of the P1 integration project.

The costs for the 2nd and 3rd years would only include fixed spending amounts for support and maintenance of the CentralSquare CrimeView product suite. This recommendation will ultimately let OPD spend less annually than it has in the past. This cost analysis includes savings as OPD has chosen not to continue with vendor LexisNexis (used in the past for part of the crime data analysis), representing a considerable cost savings for the OPD Crime Analysis Section.

Table 1: Five-Year CentralSquare Crime Analysis Software Cost Proposal – 2022-2026
(rounded)

Vendor	Year 1 (2022) Cost*	Year 2 (2023) Cost	Year 3 (2024) Cost	Total (Three Years) Cost	Year 4 (2025) Cost	Year 5 (2026) Cost	Total (Five Years) Cost
CentralSquare	$65,196	$39,626	$41,607	$146,429	$43,688	$45,872	$235,989

Funds for this service and maintenance contract will be allocated from the General-Purpose Fund (1010), Information Technology Unit Org. (106410), project to be determined Administrative Project (1000008), Agency-wide Administrative Program (PS01).

No additional funds are required for these service contracts; OPD has requested funding for this crime analysis software in the Fiscal Year (FY) 2022-23 Mid-Cycle Budget and expects to use the same funding sources listed above from the FY 2023-25 and FY 2025-26 Budgets. Ultimately, funding will be contingent on funding inclusion in these budgets, such that sufficient funding is maintained in the OPD baseline budget.

* Year 1 (2022) cost includes a credit of $29,214 for prepayment of services, support, and maintenance.

PUBLIC OUTREACH / INTEREST

No public outreach was necessary was required for this report and resolution, as this contract is for service and maintenance only. OPD presented the privacy policy for the proposed crime analysis software at several publicly noticed Privacy Advisory Commission meetings.

COORDINATION

The Budget Bureau and the Office of the City Attorney consulted with this report and accompanying resolution.

SUSTAINABLE OPPORTUNITIES

Economic: The City of Oakland can more readily attract economic activity in a safer city. Crime analysis software and technology helps OPD to fight crime and make the City more attractive for economic activity.

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

Social Equity: All Oakland residents and visitors benefit from better crime analysis that leads to reduced crime levels.

ACTION REQUESTED OF THE PUBLIC SAFETY COMMITTEE

Staff Recommends That The City Council Approve A Resolution:

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2. Authorizing The City Administrator To Enter Into A Three Year Contract With Central Square Technologies, LLC For The Period Of January 1, 2022 Through December 31, 2024 For A Total Cost Not To Exceed One Hundred Forty Six Thousand Four Hundred Twenty Nine Dollars ($146,429), With Two Optional One-Year Extensions At A Cost Not To Exceed Forty Three Thousand Six Hundred Eighty Eight Dollars ($43,688) In Year Four (First One-Year Option) And Forty Five Thousand Eight Hundred Seventy Two Dollars ($45,872) In Year Five (Second One-Year Option), For A Total Contract Not To Exceed Two Hundred Thirty Five Thousand Nine Hundred Eighty Nine Dollars ($235,989), For A Total Period Of January 1, 2022 Through December 31, 2026; And
3. Waiving The City's Advertising/ Bidding And Request For Proposal Requirements For The Proposed Purchase.

For questions regarding this report, please contact Nicole Freeman, Police Services Manager I, CID, (510) 238-3209.

Respectfully submitted,

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Attachments: *2*
A: OPD Crime Analysis Software Surveillance Impact Report
B: OPD Crime Analysis Surveillance Use Policy