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OFFICE OF THE CITY CLERK  
OAKLAND

2018 APR 12 PM 1:29

# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Anne. E. Kirkpatrick  
Chief of Police

**SUBJECT:** ShotSpotter Contract Amendment

**DATE:** March 22, 2018

City Administrator Approval

Date:

4/10/18

## RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator Or Designee To: 1) Increase The Contract With SST, Inc. For Phase I To \$88,200 From April 19, 2018 To April 18, 2019; 2) Allow An Additional Two-Year Extension For Phase I, With A Five Percent Increase Each Year, At An Amount Not To Exceed \$278,051; 3) Amend The Agreement With SST, Inc. For Phases II And III To April 19, 2018 Through June 30, 2018 At No Additional Cost; 4) Allow Three Additional One-Year Extensions For Phases II And III With A Five Percent Increase Each Year At An Amount Not To Exceed \$1,359,137, Subject To The Availability Of Funds; And 5) Waive The Competitive Request For Proposal/ Qualifications (RFP/Q) Process, The Advertising And Bidding Requirements, And Local And Small Local Business (L/SLB) Enterprise Program Provisions For The Contracts With SST, Inc.

## EXECUTIVE SUMMARY

ShotSpotter enhances the ability of the Oakland Police Department (OPD) to provide the citizens of Oakland with a long-term crime deterrence tool – awareness of all gunfire incidents and cumulative data collection enables proactive crime analysis and strategic deterrence. The City has entered into several contracts with ShotSpotter, Inc., now known as SST, Inc. (SST) since 2009. OPD and SST have implemented the Shotspotter System in three distinct geographical areas (phases), each of which suffers from disproportionate gunshot activity.

Modification of the Phase I maintenance contract with SST will provide OPD with continuous use of this response tool, investigative module, community awareness tool, and gunshot predictor. The modifications to phases II and III maintenance contracts with SST, Inc. will provide OPD with more time for this year in which to secure funding for continuous use and coverage citywide.

Item: \_\_\_\_\_  
Public Safety Committee  
April 24, 2018

## **BACKGROUND / LEGISLATIVE HISTORY**

Gun-related crimes that occur in Oakland are vastly underreported - fewer than one in five shooting incidents are reported to 9-1-1. Additionally, the information reported when the public calls 9-1-1 is often inaccurate. Furthermore, OPD dispatch data proves that the communities most affected by gunfire are least likely to call 9-1-1. OPD officers historically would have to spend many hours driving block by block looking for evidence without knowing exactly where to respond. Criminals often have ample time to leave the shooting scene in such scenarios. Dispatching officers to an active shooting without all sufficient available intelligence is also a serious threat to officer safety and needlessly places the public at risk.

The Shotspotter System is composed of outdoor acoustic sensors which identify and time-stamp impulsive acoustical noises; the system triangulates the location of the sound source to within 25 meters and runs features of the sound through machine classification. SST's Incident Review Center (IRC) human experts confirm the machine classification and publish an alert - typically within 30-45 seconds of the trigger pull.

The ShotSpotter system provides a valuable tool for OPD that acts as a force multiplier and increases the likeliness of apprehending subject(s) involved in gun-related violent crime. OPD posts ShotSpotter data monthly on its website<sup>1</sup> to enhance transparency and accountability.

OPD entered into the original contract with SST in 2006, authorized by City Council Resolution No. 80075 C.M.S. on June 8, 2006. The initial ShotSpotter system (Phase I) covered 6.2 square miles of the City. The system was repaired and reactivated in 2011, authorized by Resolution No. 83580 C.M.S., on October 4, 2011). The system was expanded in 2012 (Resolution No. 84058 C.M.S., approved on October 2, 2012) to cover an additional 6.4 square miles (Phase II). The Oakland Housing Authority contributed \$225,000 toward the Phase II expansion.

Phase III of OPD's Shotspotter System consists of 2.78 square miles of coverage area and began detections on September 28, 2015, after the approval of Resolution No. 85254 C.M.S. on October 15, 2014. The total coverage area for the current ShotSpotter system now comprises 15.38 square miles, or approximately 25% of the City. The City approved a new contract with SST, Inc. on April 5, 2016 via Resolution No. 86083 C.M.S.

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<sup>1</sup> <http://www.oaklandpolice.com>, on the left side of the page, under "About Us," click on "Public Reports"

Beyond being a crime fighting tool, ShotSpotter is used as a community awareness and relationship building resource for OPD. ShotSpotter has two major components:

*Gunshot Notifications (ShotSpotter Flex™ Alert)*

ShotSpotter Flex instantly notifies officers of gunshot crimes in progress with real-time data delivered to OPD Communications Section and patrol vehicles. This service enhances officer safety and effectiveness through:

- Real-time access to maps of shooting locations and gunshot audio;
- Actionable intelligence detailing the number of shooters and the number of shots fired;
- Pinpoints precise locations for first responders aiding victims, searching for evidence and interviewing witnesses; and
- Simultaneous email notification of detected activations with shooting location maps and associated audio.

*Investigative Component (ShotSpotter Flex™ Investigator Portal)*

ShotSpotter gunfire data enables intelligent analysis which would allow command staff to position resources at the appropriate time while reducing violence and to transform OPD from a reactive to proactive policing strategy. It provides critical information for better and timely resource allocation. For example, directed patrols can focus in areas where gun fire is habitually detected.

*OPD Shotspotter Data*

Tracking number of homicides alone does not reveal the true scope of gun crime. For every homicide committed with a gun, there can be upward of 100 gunfire incidents. To make neighborhoods safe, it is essential to employ a system that delivers an accurate and real-time picture of gun crime.

A 2017 audit of data from the current ShotSpotter system indicated the following statistics:

- 3,163 total gunfire incidents
- 13,618 total shots fired
- Average of 4.31 shots fired per incident
- Average of 8.67 gunfire incidents per day (365 days)
- Average of 37.3 shots fired per day
- These data represent a 29% reduction in gunfire activity volume since 2012

Even if celebratory gunfire data (January 1, July 4-5, and December 31) were discounted in 2017, the adjusted statistics would still show significant levels of gunfire activity (celebratory gunfire represents a significant public safety risk).

- 2,982 total gunfire incidents
- 12,341 total shots fired
- average of 4.1 shots fired per incident
- average of 8.3 gunfire incidents per day (361 days)
- average of 34.2 shots fired per day (361 days)
- These data represent a 45% reduction in celebratory gunfire activity volume since 2012

SST's forensic reports have provided evidence to support criminal cases as well as evidence in liability cases for the City such as officer involved shootings. In 2017 alone, SST, Inc. completed 51 detailed and enhanced forensic reports for OPD that provided law enforcement and criminal justice professionals with detailed audio and incident analysis. These reports contain scientific, court-admissible evidence and are used frequently in court cases and prosecutions. SST, Inc. also provided expert testimony at trials in six (6) cases to review details of the reports and technical expertise on the technology as part of the maintenance contract.

**Attachment A** to this report outlines 2017 monthly activation summary and heat map in Oakland. OPD believes that the outcomes listed below are correlated with the use of ShotSpotter:

- 71% reduction in gunfire incidents per square mile from 2012 to 2017 (from 721.13 in 2012 to 205.66 in 2017)
- 29% reduction in gunfire incidents per day from 2012 to 2017 (from 12.25 in 2012 to 8.67 in 2017)
- A dramatic reduction of nearly half - 45% reduction - of celebratory gunfire incidents (holidays only – Jan. 1, July 4-5 and Dec. 31) from 2012 to 2017
- Significant increase in response and awareness time for officers to gunfire incidents – an average of 23.87 seconds from time of gunfire to fully qualified ShotSpotter alert to OPD officers and dispatch center – compared to the normal timeframe of 4-6 minutes to receive 911 calls and information.
- Increased usage of ShotSpotter data by ATF and District Attorney's Office for Crime Gun Intelligence Center (CGIC) initiatives, regional crime cases, and specific prosecutions and cases.
- Broad community support for ShotSpotter in most affected areas of gun violence

OPD has effectively incorporated ShotSpotter data and alerts into its comprehensive strategic efforts to reduce and prevent gun violence and violent crime in the City.

These comprehensive efforts are showing positive results in major public safety initiatives. Other related statistics include the following, using crime data from January 1, 2017 – December 27, 2017:

01/01/17 – 12/27/17	2012	2017	% Change
Violent Crime Index	7,265	5,611	-23%
Homicide + Injury Shooting	683	351	-49%
Homicide	125	73	-42%
Shooting with Injury – 245(a)(2)	553	275	-50%

In accordance with the March 4, 2014 (Resolution No. 84869 C.M.S.) voted by the City Council, the ShotSpotter system will not be connected to the City's Domain Awareness Center (DAC).

### **ANALYSIS AND POLICY ALTERNATIVES**

The Shotspotter Phase I maintenance contract will expire on April 18, 2018, per Resolution No. 86083 C.M.S. The resolution allowed for three one-year extensions at \$84,000 per year. The Department and SST, Inc. exercised one of the three one-year extensions. However, the cost of the maintenance contract has increased by five percent, and will continue to increase by five percent each year. This new resolution will allow OPD to continue to amend it's current contract for Phase I and continue to use the ShotSpotter system without interruption.

The Phase II maintenance contract will also expire on April 18, 2018. In order to continue service for Phase II, which covers parts of East Oakland and North Oakland, staff recommends re-appropriating three months of funds provided for Phase III, to cover approximately two and a half months of service for Phase II; the Phase III maintenance contract will expire later on September 27, 2018, and OPD has already paid \$146,600 for Phase III (approximately \$12,217 per month). This re-appropriation action will result in Phase III ending slightly earlier, on June 30, 2018 (instead of on September 27, 2018); This re-appropriation action will also allow the current Phase II contract to extend to June 30, 2018 (instead of on April 18, 2018).

The cost of Phase II is \$23,100 per month (\$277,200 for the year). Approximately \$36,651 from Phase III will be used to cover Phase II for two and a half months, a service that would normally cost \$57,750.

Table 1 below details the proposed Phase III re-allocated coverage.

*Table 1: Proposed Shotspotter Phase III Funding Reallocation*

	<b>April-18</b>	<b>May-18</b>	<b>June-18</b>	<b>July-18</b>	<b>August-18</b>	<b>September-18</b>
Phase II Current	<b>Service Expiring 4/18</b>	No Service	No Service	No Service	No Service	No Service
Phase II Proposed	Activated	Activated	<b>Service Expiring 6/30</b>	New Funding	New Funding	New Funding
Phase III Current	Activated	Activated	Activated	Activated	Activated	<b>Service Expiring 9/27</b>
Phase III Proposed	Activated	Activated	<b>Service Expiring 6/30</b>	New Funding	New Funding	New Funding

The complete coverage map for all phases is located in **Attachment B**.

### **FISCAL IMPACT**

The amended coverage periods and amounts are listed below.

*Table 2: Shotspotter Reallocation with Costs*

<b>Coverage Period</b>	<b>Payment Dates</b>	<b>Phase I</b>	<b>Phase II</b>	<b>Phase III</b>	<b>Annual Payments</b>
April 19, 2018 to April 18, 2019	April 19, 2018	\$88,200			
April 19, 2018 to June 30, 2018	No payment due				
July 1, 2018 - June 30, 2019	July 1, 2018		\$277,200	\$153,930	\$519,330
April 19, 2019 to April 18, 2020	April 19, 2019	\$92,610			
July 1, 2019 - June 30, 2020	July 1, 2019		\$291,060	\$161,627	\$545,297
April 19, 2020 to April 18, 2021	April 19, 2020	\$97,241			
July 1, 2020 - June 30, 2021	July 1, 2020		\$305,613	\$169,708	\$572,561
<b>Total</b>					<b>\$1,637,188</b>

Phase I will be funded through the General Purpose Fund (1010), Information Technology Unit Org. (106410), Contract Services Account (54919), ShotSpotter and Department Admin

Projects (P459310 and 1000008), Agency-wide Administration Program (PS01). The funding for phases II and III is contingent on additional appropriations via the FY18-19 Midcycle Budget, FY19-21 Biennial Budget and/or funding via public-private partnerships.

### **PUBLIC OUTREACH / INTEREST**

No public outreach was necessary for the production of this report.

### **COORDINATION**

The Budget Bureau and the Office of the City Attorney were consulted during the preparation of this report.

### **SUSTAINABLE OPPORTUNITIES**

**Economic:** Timely response to crime scenes and improved crime analysis capability will result in resource optimization. OPD can focus efforts on crime trends and patterns while enhancing police services delivery. This will provide a safer atmosphere for Oakland residents, visitors, and for economic activity.

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

**Social Equity:** Continued utilization of the SST, Inc.'s ShotSpotter System will provide increase the likeliness of apprehending suspects involved in a violent crime. All Oakland residents and visitors benefit from efforts to decrease gun crime. Oaklanders in less advantaged communities often face higher rates of gun violence and thus stand to benefit greatly from these gun violence deterrence efforts. Shot Spotter data is accessible to the community on OPD website.

**ACTION REQUESTED OF THE CITY COUNCIL**

Adopt A Resolution Authorizing The City Administrator Or Designee To: 1) Increase The Contract With SST, Inc. For Phase I To \$88,200 From April 19, 2018 To April 18, 2019; 2) Allow An Additional Two-Year Extension For Phase I, With A Five Percent Increase Each Year, At An Amount Not To Exceed \$278,051; 3) Amend The Agreement With SST, Inc. For Phases II And III To April 19, 2018 Through June 30, 2018 At No Additional Cost; 4) Allow Three Additional One-Year Extensions For Phases II And III With A Five Percent Increase Each Year At An Amount Not To Exceed \$1,359,137, Subject To The Availability Of Funds; And 5) Waive The Competitive Request For Proposal/ Qualifications (RFP/Q) Process, The Advertising And Bidding Requirements, And Local And Small Local Business (L/SLB) Enterprise Program Provisions For The Contracts With SST, Inc.

For questions regarding this report, please contact Virginia Gleason, Deputy Director, at (510) 238-7620.

Respectfully submitted,

  
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Anne E. Kirkpatrick  
Chief of Police

Reviewed by:  
Virginia Gleason, Deputy Director  
OPD, Bureau of Services

Bruce Stoffmacher, Legislation Manager  
OPD, Research and Planning, Training Division

Prepared by:  
D. Nell Wallington  
OPD, Bureau of Services, Fiscal Services

Attachments (2)

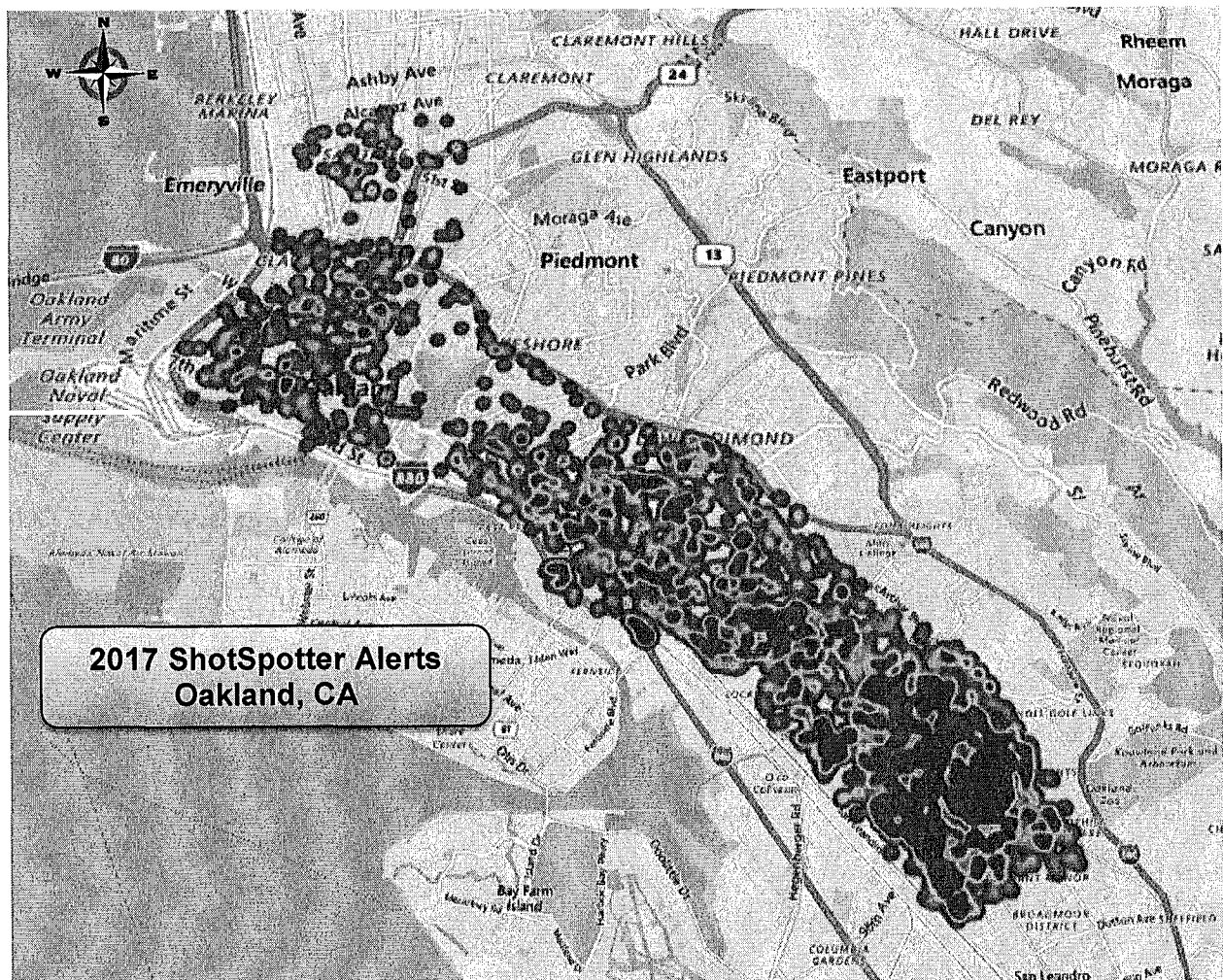
**A: 2017 Monthly ShotSpotter Activations and Heat Map**  
**B: Shot Spotter Coverage Areas**

Item: \_\_\_\_\_  
Public Safety Committee  
April 24, 2018

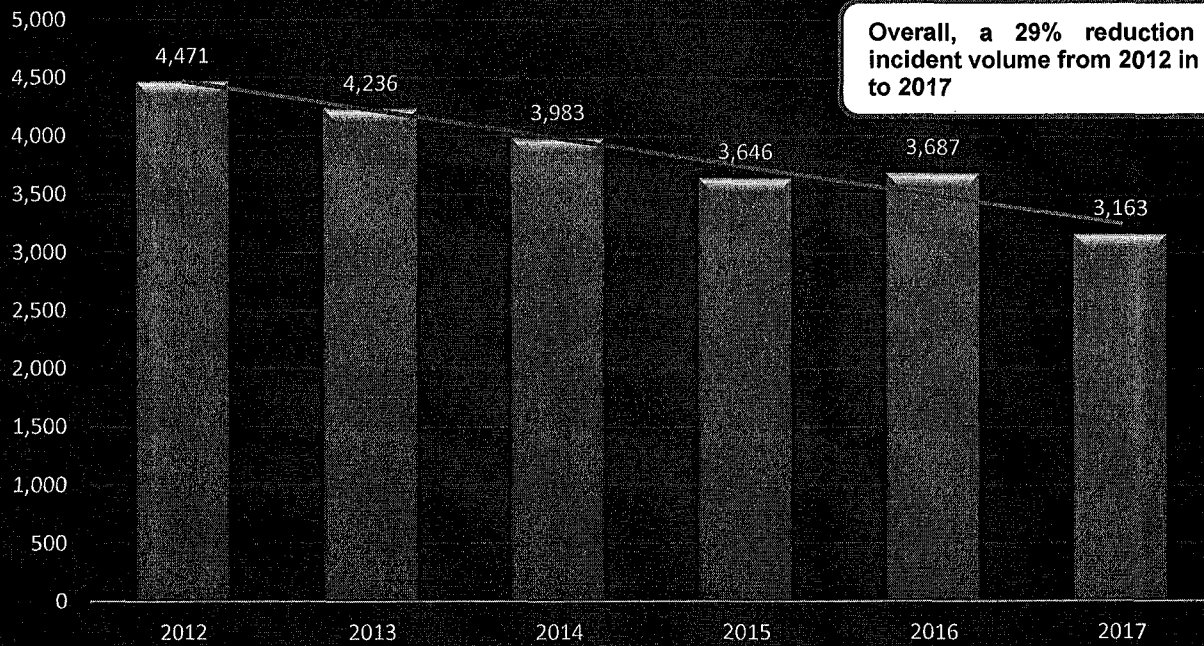


## 2017 Monthly ShotSpotter Activations and Heat Map

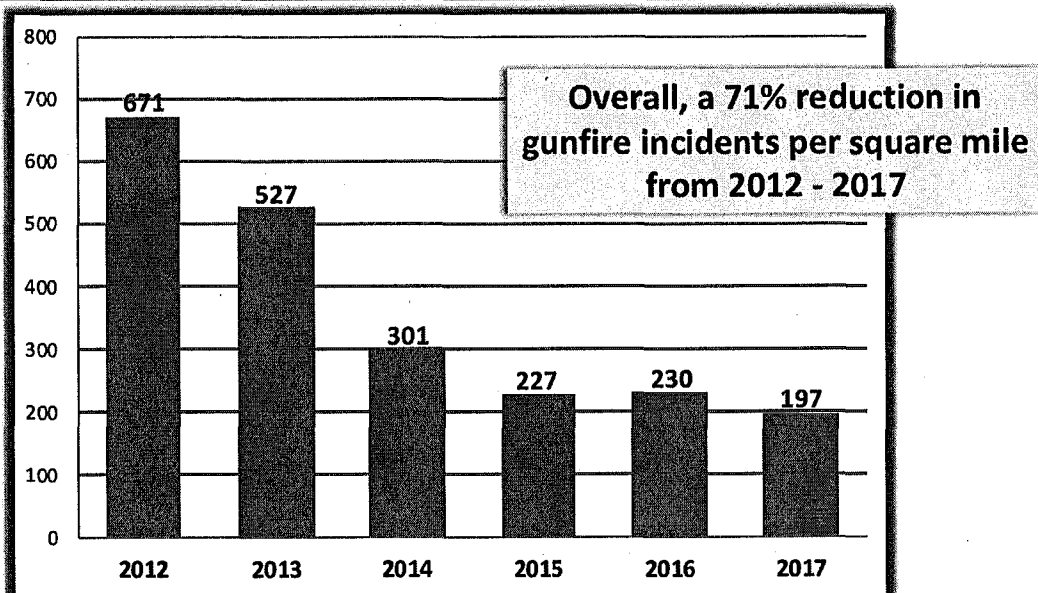
Month	Multiple Gunshots	Single Gunshot	Possible Gunfire	Grand Total
Jan	263	57	18	338
Feb	140	66	7	213
Mar	151	72	16	239
Apr	137	40	8	185
May	123	52	17	192
Jun	223	62	88	373
Jul	144	20	30	194
Aug	148	52	47	247
Sep	174	55	20	249
Oct	224	79	45	348
Nov	148	32	35	215
Dec	287	51	32	370
<b>Grand Total</b>	<b>2,162</b>	<b>638</b>	<b>363</b>	<b>3,163</b>



## ShotSpotter Alerts - Oakland, CA



## Gunfire Incident Volume per Square Mile *All Phases Included*



# OPD ShotSpotter System Coverage Map

Phase I with red borders (Activated in 2006): 6.2 square miles

East Oakland: East of High Street to 106th Avenue

West Oakland: East of Highway 980 to Frontage Road

Phase II with blue borders (Activated in 2013): 6.4 square miles

East Oakland: West of High Street to Park Boulevard

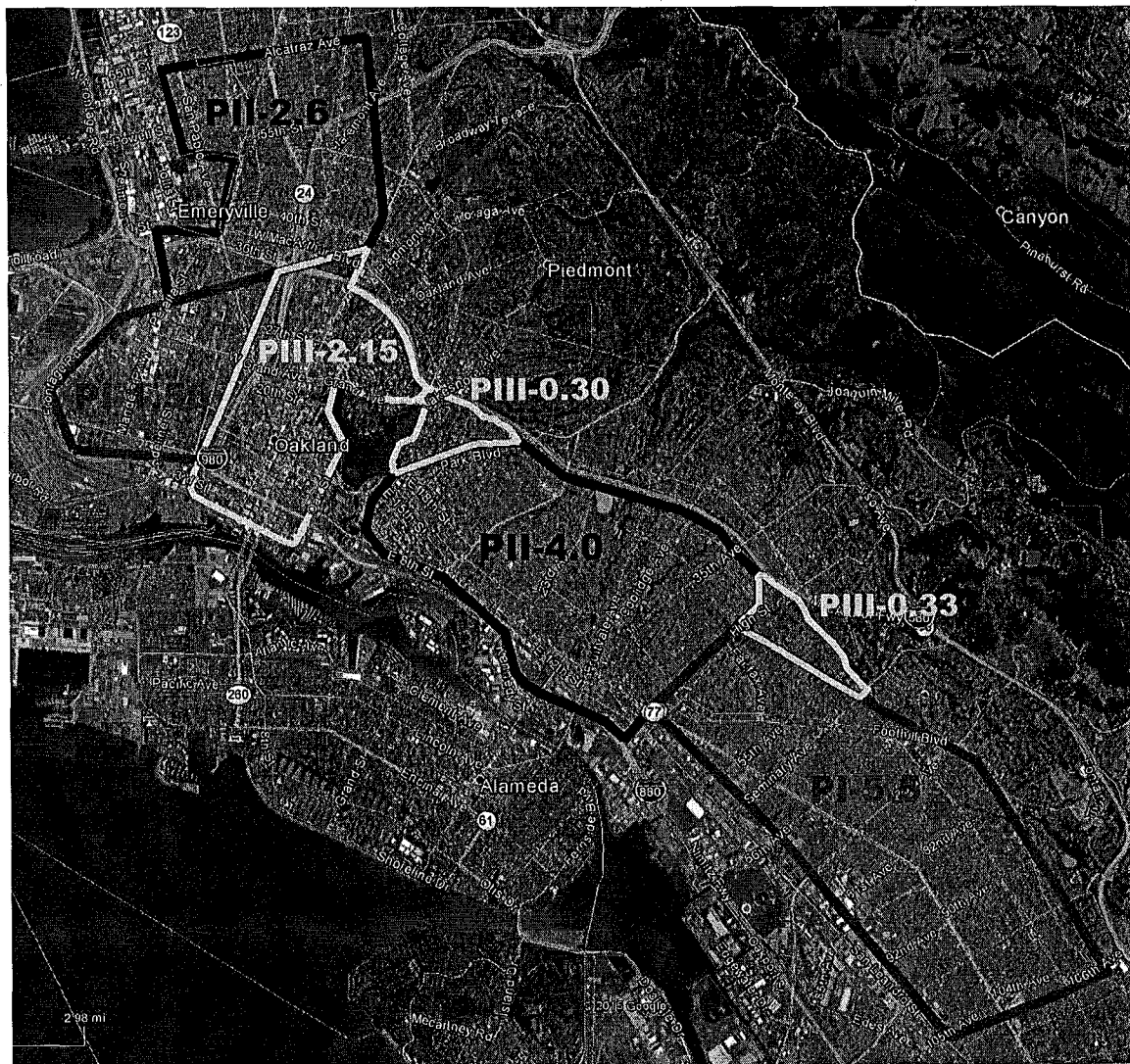
North Oakland: North of Highway 580 to Alcatraz Avenue

Phase III with yellow borders (Activated in 2016): 2.78 square miles

Downtown Oakland: Jack London Square to about West MacArthur Boulevard

Cleveland Height area: East of Lake Merritt to Highway 580 & Park Boulevard

Maxwell Park: East of High Street to Highway 580 & Mills College



Historically, Phases I and II represent the largest volume of gunfire activity and incidents in Oakland, although Phase III includes highly trafficked areas of people throughout the year, including the downtown Oakland area and other neighborhoods where commerce, business and major City and private events occur on an ongoing basis. Timely and accurate response to any shooting incidents in the Phase III area remains a priority for OPD to ensure the safety of people working and visiting in and around Downtown Oakland and those neighborhoods, and to help reinforce the economic and commercial vibrancy of those areas.

2018 APR 12 PM 1:29

  
City Attorney's Office

## OAKLAND CITY COUNCIL

RESOLUTION NO. \_\_\_\_\_ C.M.S.

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RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR OR DESIGNEE TO: 1) INCREASE THE CONTRACT WITH SST., INC FOR PHASE I TO \$88,200 FROM APRIL 19, 2018 TO APRIL 18, 2019; 2) ALLOW AN ADDITIONAL TWO-YEAR EXTENSION FOR PHASE I, WITH A FIVE PERCENT INCREASE EACH YEAR, AT AN AMOUNT NOT TO EXCEED \$278,051; 3) AMEND THE AGREEMENT WITH SST, INC. FOR PHASES II AND III TO APRIL 19, 2018 THROUGH JUNE 30, 2018 AT NO ADDITIONAL COST; 4) ALLOW THREE ADDITIONAL ONE-YEAR EXTENSIONS FOR PHASES II AND III WITH A FIVE PERCENT INCREASE EACH YEAR AT AN AMOUNT NOT TO EXCEED \$1,359,137, SUBJECT TO THE AVAILABILITY OF FUNDS; AND 5) WAIVE THE COMPETITIVE REQUEST FOR PROPOSAL/ QUALIFICATIONS (RFP/Q) PROCESS, THE ADVERTISING AND BIDDING REQUIREMENTS, AND LOCAL AND SMALL LOCAL BUSINESS (L/SLB) ENTERPRISE PROGRAM PROVISIONS FOR THE CONTRACTS WITH SST, INC

**WHEREAS**, on April 5, 2016, the City Council, by Resolution No. 86083 C.M.S., authorized OPD to contract with SST. Inc. for gunshot detection services from April 19, 2016 to April 18, 2017 with three additional one-year extensions for an amount not to exceed \$1,978,400; and

**WHEREAS**, via the Fiscal Year 2015-17 Adopted Budget, City Council appropriated \$84,000 for Phase I in ongoing funds and \$410,000 in one-time funds for Phases II and III to the Oakland Police Department General Purpose Fund (1010) budget for ShotSpotter; and

**WHEREAS**, via the Fiscal Year 2017-19 Adopted Budget, City Council did not appropriate funds for Phases II and III; and

**WHEREAS**, Phase II is currently set to expire on April 18, 2018 and Phase III is currently set to expire on September 27, 2018; and

**WHEREAS**, staff requests Council amend the contract for Phases II and III to June 30, 2018, at no additional cost, to allow Phase II to continue and to coincide with the City's budget cycle; and

**WHEREAS**, the annual cost for the gunshot detection service will increase five

5% per year; and

**WHEREAS**, SST, Inc. is the only vendor proven to have time tested technology that has been independently tested and proven by the US Department of Justice; and

**WHEREAS**, OPD and other City staff have determined that SST, Inc. is the only contractor which has demonstrated an ability to implement a gunshot detection system capable of providing the gunshot detection system coverage as will be required by the proposed agreement with the City of Oakland; and

**WHEREAS**, Oakland Municipal Code (OMC) Section 2.04.051.B authorizes the City Council to waive the advertising and competitive bidding requirements of OMC Section 2.04.050 after a finding and determination that it is in the best interests of the City to do so; now, therefore be it

**RESOLVED:** That the City Council hereby authorizes the City Administrator, or designee, to enter into a Professional Services Agreement with SST, Inc., for ShotSpotter Phase I from April 19, 2018 through April 18, 2019, for \$88,200.00; and be it

**FURTHER RESOLVED:** That staff can extend the Phase I contract for an additional 2 years, with a 5% increase each year, at an amount not to exceed \$278,051.00 without having to return to Council; and be it

**FURTHER RESOLVED:** That the City Administrator or designee can modify the Phases II and III contracts, at no additional cost, to June 30, 2018; and be it

**FURTHER RESOLVED:** That the City Administrator or designee can exercise three additional one-year extensions for monitoring services of the ShotSpotter gunshot detection system for Phases II and III, with a 5% increase each year, at an amount not to exceed \$1,359,137, subject to the availability of funds, without returning to Council; and be it

**FURTHER RESOLVED:** These contracts shall be funded as follows: \$84,000 of previously budgeted and appropriated funds from the General Purpose Fund (1010) for Phase I, Information Technology Unit Org. (106410), Contract Services Account (54919), Project (P459310), Agency-wide Administration Program (PS01) and the 5% increase will be covered from the Department Admin Project (1000008); and be it

**FURTHER RESOLVED:** That OPD will request funds via the budget process for phases II and III and seek public-private partnerships; and be it

**FURTHER RESOLVED:** That pursuant to Oakland Municipal Code sections 2.04.051.B and for the reasons stated above and in the City Administrator's report accompanying this resolution, that it is in the City's best interests to waive the advertising and bidding requirements and the request for RFP/Q process for the



products and services to be purchased under this proposed contract and so waives such requirements; and be it

**FURTHER RESOLVED:** That Council hereby waives the Local and Small Local Business Enterprise Program (L/SLB) Provisions for the proposed contract with SST, Inc.; and be it

**FURTHER RESOLVED:** That the City Administrator, or designee, is hereby authorized to complete all required negotiations, certifications, assurances, and documentation required to accept, modify, extend and/or amend the proposed agreement with SST, Inc.; and be it

**FURTHER RESOLVED:** That the City Attorney shall review and approve said proposed Professional Services Agreement with ShotSpotter Inc., as to form and legality and a copy of the fully executed agreement shall be placed on file with the Office of the City Clerk.

IN COUNCIL, OAKLAND, CALIFORNIA, \_\_\_\_\_

PASSED BY THE FOLLOWING VOTE:

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

NOES -

ABSENT -

ABSTENTION -

ATTEST: \_\_\_\_\_

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