

2023-2024 PROPOSED BUDGET OVERVIEW

Seattle Police Department

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Table 1: Budget Summary (\$ in 000s)

	2022 Adopted	2023 Proposed	% Change 2022 Adopted to 2023 Proposed	2024 Proposed	% Change 2023 Proposed to 2024 Proposed
Appropriations by BSL					
Operating					
Administrative Operations	\$ 20,808	\$	(100.0%)	\$	
Chief of Police	\$ 5,405	\$ 14,797	173.8%	\$ 13,418	(9.3%)
Collaborative Policing	\$ 12,188	\$ 12,557	3.0%	\$ 12,679	1.0%
Compliance and Professional Standards Bureau	\$ 5,011	\$ 5,176	3.3%	\$ 5,207	0.6%
Criminal Investigations	\$ 47,288	\$ 44,055	(6.8%)	\$ 45,313	2.9%
East Precinct	\$ 21,890	\$ 18,949	(13.4%)	\$ 20,003	5.6%
Leadership and Administration	\$ 85,764	\$ 88,016	2.6%	\$ 91,111	3.5%
North Precinct	\$ 32,574	\$ 28,290	(13.2%)	\$ 29,523	4.4%
Office of Police Accountability	\$ 5,264	\$ 5,434	3.2%	\$ 5,469	0.7%
Patrol Operations	\$ 7,910	\$ 13,477	70.4%	\$ 13,579	0.8%
School Zone Camera Program	\$ 2,135	\$ 2,151	0.7%	\$ 2,157	0.3%
South Precinct	\$ 22,834	\$ 19,061	(16.5%)	\$ 20,166	5.8%
Southwest Precinct	\$ 16,514	\$ 14,309	(13.4%)	\$ 15,064	5.3%
Special Operations	\$ 40,327	\$ 57,652	(43.0%)	\$ 58,632	1.7%
Technical Services	\$	\$ 29,640		\$ 29,840	0.7%
West Precinct	\$ 29,576	\$ 22,156	(25.1%)	\$ 23,443	5.8%
Operating Subtotal	\$ 355,487	\$ 375,721	5.7%	\$ 385,606	2.6%
Total Appropriations	\$ 355,487	\$ 375,721	5.7%	\$ 385,606	2.6%
Total FTE	1,768.1	1893.55	7.1%	1893.55	0.0%
Appropriations by Revenue Source					
General Fund	\$ 353,352	\$ 373,570	5.7%	\$ 383,449	2.6%
Other Sources	\$ 2,135	\$ 2,151	0.7%	\$ 2,157	0.3%
Total	\$ 355,487	\$ 375,721	5.7%	\$ 385,606	2.6%

I. Introduction

The Seattle Police Department (SPD) provides law enforcement services throughout the City. SPD precincts are organized into five geographical areas: East, West, North, South, and Southwest. Primary duties include 911 response; harbor patrol; criminal investigations; traffic enforcement; and specialty units, such as Special Weapons and Tactics (SWAT).

In 2021, the Office of Emergency Management (OEM) and Communications Center (911 call center) were moved out of SPD and became independent departments within the Executive Branch. SPD's Parking Enforcement Unit was moved into the Communications Center, which was renamed the

Community Safety and Communications Center (CSCC). In 2022, the Parking Enforcement unit was relocated to the Seattle Department of Transportation (SDOT).

SPD has incurred a net loss of 318 officers¹ since the beginning of 2020. In an attempt to address SPD's goals for response times and patrol coverage, the department in 2021 transferred 100 officers from specialty units into 911 response and created a new city-wide Community Response Group (CRG) to provide additional coverage during the daylight, high call volume hours. SPD increased its 911 response by transferring officers from non-Patrol units; disbanding problem-solving Community Police Teams and precinct-based Anti-Crime Teams; and reducing from 57 to 3 the number of officers on bike and foot beats. Transfers into 911 response and attrition further reduced investigative and specialty units below prior staffing levels. Since 2020, Investigations units have been reduced from 234 officers (17.2% of SPD officers) to 135 (12.5% of SPD officers). Specialty units such as the Traffic Unit or Harbor Patrol have been reduced from 137 (10% of SPD officers) to 86 (8.0% of SPD officers). These reductions were made as sworn officers departed and SPD was unable to backfill with new officers. A complete breakdown of sworn officer allocation in SPD can be found in Appendix 4.

Despite efforts to address the sworn staffing attrition that occurred in its 911 Response units and because of policy changes at CSCC, SPD developed a new "Z Priority Protocol" process to dismiss without a physical response a total of 1,412 lower priority 911 calls that were dispatched from the CSCC between Jan 2022 and September 6, 2022. SPD staff have indicated that these calls represent 0.7 percent of all calls received in the period and that Patrol supervisors endeavor to call back 911 callers who request a return call. In that same period, 49 percent of all priority 1 calls were responded to within 7 minutes. More information on response times can be found in Appendix 1.

The Mayor's Office and Councilmembers have identified both a need to identify an alternative 911 response that can answer via direct dispatch mental and behavioral health crisis calls, welfare checks or low level, non-violent criminal calls to alleviate the strain on SPD sworn staffing resources. This work is expressed in a [Terms Sheet](#) that outlines an agreement to work cooperatively to develop an action plan and timeline for implementing the City's Alternative 911 Response. Please see the CSCC Budget Overview Paper presented to the Budget Committee on October 13 for a discussion of alternatives to responses by sworn police officers.

SPD staff published in August 2022 a [Risk Managed Demand \(RMD\) analysis](#) that indicated that up to 24 percent of 911 call types can be responded to without SPD involvement in the near-term and another 11 percent could receive a primary response from a mental or behavioral health provider, with SPD officers playing a supporting role. Another 21 percent of calls would be amendable to a co-response deployment with police officers making the initial contact. However, for a sole citizen response or dual dispatch response, the City would need to stand up a much more robust, 24-7 program such as Eugene, Oregon's CAHOOTS program (Crisis Assistance Helping Out On The Streets) to help to relieve the call response burden felt by SPD officers. Some councilmembers have expressed interest in exploring such a program and ensuring that, like CAHOOTS, the program could respond to low level criminal calls like trespassing². This kind of response would further the City's racial justice goals and help to end the disparity that is inherent to the criminal legal system. Such a response could also ensure that vulnerable people receive appropriate first aid and mental and behavioral health services that could not be provided in a police response.

¹ Hires less separations through September 2022 per the October 9 SPD Staffing Report = 167 hires and 485 separations

² SPD staff noted that CAHOOTS arrived to 205 discrete trespass calls in 2021. In nearly all of these instances, police served as co-responders.

A. Operating Budget

In the 2023-2024 Proposed Budget, funding for SPD would increase 5.7 percent, from \$355.5 million in 2022 to \$375.7 million in 2023. At a high level, a transparent use of officer salary savings and a change to citywide parking enforcement services form the foundational changes to the SPD budget. These changes include:

1. A reduction of \$27 million in sworn salary savings due to officer attrition. This reduction is comprised of: (1) unfunding 80 officer FTE, which makes possible an \$11 million General Fund cut that addresses the city's budget shortfall; and (2) unfunding an additional 120 officer FTEs, which will allow the department to reinvest \$17 million toward other SPD priorities. The position authority for all 200 unfunded positions remains in the department.
2. An investment of the above noted \$17 million on new equipment, technology upgrades, strategies to improve recruitment and retention, improvements to internal trainings and supportive services, and other community safety program enhancements (all detailed below); and
3. A transfer of the Parking Enforcement Officer program (\$20 million and 123.0 FTE) from SDOT to SPD. This transfer reverses a budget action that was taken by the Council and Mayor in the 2021 Adopted Budget (described in detail in Issue #3).

SPD staff indicate that changes made in the 2023-2024 Proposed Budget were intended to be "fully attributable to the transfer of the Parking Enforcement Unit."

Changes to the 2024 Proposed Budget reflect no additional investments from the 2023 Proposed Budget. Rather, a 2.6 percent increase results from the continuation of the investments that would be made in 2023, as well as standard inflators to citywide costs per City Budget Office assumptions.

Technology Investments

The 2023-2024 Proposed Budget would provide \$1.5 million in ongoing funding to maintain and sustain the department's Data Analytics Platform, which warehouses data that is required for consent decree compliance and is used for analytics that allow SPD to comply with accountability reporting requirements (use of force, bias policing etc.). This funding will be added to the baseline in future years. The 2023-2024 Proposed Budget would also add one-time \$1.5 million to migrate into the DAP historical data that includes records of Office of Police Accountability (OPA) complaints, use of force events, EEO investigations, lawsuits, crimes, calls for service, and body worn video among other data.

Police Equipment

The 2023-2024 Proposed Budget would invest \$1.3 million for replacement of equipment that has reached its end-of-life cycle or presents an urgent need for replacement:

- \$300,000 for 550 service weapons that are beyond manufacturer lifespan and would present safety and liability issues if not replaced (ongoing funding through 2024),
- \$550,000 for the replacement of a bullet trap at the firing range that is presenting an environmental hazard and potential future liability if not replaced (one-time),
- \$150,000 in funding to keep up with the rising cost of ammunition (ongoing), and
- \$330,000 for purchase of newer, advanced Tasers that will be on a replacement cycle (ongoing).

Recruitment and Retention

The 2023-2024 Proposed Budget would invest \$4.3 million for the ongoing implementation of [Ordinance 126654](#) (SPD Recruitment and Retention), including funding for the hiring bonus program, new branding and marketing strategy, third-party background and testing services, and automation of police candidate case management. A detailed list of these costs can be found in Appendix 2. Two notable highlights of the package are as follows:

- \$911,000 of the \$4.3 million noted above is for hiring bonuses. The \$911,000 is not included in the list in Appendix 2.
- \$556,000 will be reimbursed to the Seattle Department of Human Resources (SDHR) for 4.0 FTE to support SPD's recruitment.
- \$800,000 is added for consultant services and overtime for a “Develop our People Leadership Academy,” which is a retention initiative that may require bargaining with the Seattle Police Management Association and the Seattle Police Officer’s Guild. Additional staff research is occurring on this item.

Other Notable Changes

SPD staff have indicated that the department’s large number of separations have made it necessary to increase the efficiency of its organizational structure. To that end, the Chief has realigned the budget structure to match a new functional structure that was implemented in mid-2022.

Significant changes to the budget structure include:

- Several units are moved into the Chief of Police Budget Summary Level (BSL): The Wellness Unit, Public Affairs Unit, Performance Analytics & Research Unit, and the Audit Unit.
- The Administrative Operations BSL is renamed to Technical Services and expanded to include Forensic Support Services, the Evidence Unit, Identification Unit and Forensics/Digital Imaging and Technology Integration Units.
- The Community Response Group is formally created in the Patrol Operations Program and BSL.
- The Narcotics Program is renamed to Major Investigations to reflect the inclusion of the Vice & High-Risk Victims Unit, the Internet Crimes Against Children (ICAC) Unit, the Criminal Intelligence Unit, and the Major Crimes Task Force (MCTF).

The 2023-2024 Proposed Budget would leverage adds of overtime and a gunfire detection system to serve as a force multiplier for SPD patrol and investigative units:

- \$250,000 for the Harbor Patrol to provide additional marine patrols during the summer boating season and for associated vessel maintenance costs. This add provides \$150,000 in operational overtime and \$100,000 in ongoing boat maintenance.
- \$2.6 million for overtime for patrol augmentation to address officer shortages, vacation and sick time, special events coverage, and violent crime emphasis patrols. This amount of overtime approximates or falls just short of what SPD will use in the 2022 budget should the Council release its salary savings proviso (see Issue #4).
- \$1.0 million for project costs associated with establishing the region's first gunfire detection system (GDS) to combat increased gun violence in the City of Seattle. The technology would provide the SPD with evidence collection capabilities for use in homicide investigations or other incidents involving firearms (See issue #2).

B. Capital Budget

SPD does not have a capital budget.

C. FTE Changes and Other Program Changes

SPD's 2023-2024 Proposed Budget would add 125.5 FTE (an increase of 7.1 percent compared to the 2022 Adopted Budget). After controlling (subtracting) changes due to the transfer of PEOs, the budget adds a total of 6.0 FTE and abrogates 3.5 FTE for a net of 2.5 new FTE positions. All position changes and costs are described below:

- A Mental Health Practitioner position (1.0 FTE, Executive 1) would lead the department's mental health and wellness efforts in 2023 and beyond. This item also funds the continuation of contract mental health services for police employees for a total of \$491,000.
- An existing, Relational Policing Coordinator position (1.0 FTE, Strategic Advisor 2) would make permanent the existing term-limited position and continue funding for the Before the Badge Program, which includes the creation of a new pre-academy, community-focused training for new officer recruits and community service officers. Total program and position funding is \$446,000.
- An Assistant Counsel and Legal Writer position (1.0 FTE, Strategic Advisor 1) would be created within the Office of Police Accountability (OPA) to help draft Director Certified Memos and ensure that OPA has the capacity to issue administrative findings in compliance with the mandated Accountability Ordinance (see [Ordinance 125315](#)) deadlines for review, investigation, classification, and distribution of the case files. Total position costs are \$168,000.
- Abrogation of a never filled OPA Video Content Creator Position (1.0 FTE, Strategic Advisor 1) to meet the Executive's 3 percent reduction target. Total savings from this abrogation are \$157,000.
- An existing, unfilled, public disclosure position (1.0 FTE, Information Technology Specialist) would be transferred to SPD from the Information Technology Department (ITD). This position was added to ITD in 2021 to assist with email searches related to public disclosure requests for electronic records received by SPD. Total costs for the position are \$133,000.
- The City's Parking Enforcement Unit (123.0 FTE) would transfer from SDOT to SPD to reverse the transfer out of SPD in 2022. Total costs for this programmatic move are \$20 million in 2023 and \$20.5 million in 2024.
- Technical changes: (1) transfer in the 2022 Year-end Supplemental of two legal positions (1.0 FTE, Assistant City Attorney (ACA) and \$1.0 FTE, Legal Assistant) from the City Attorney's Office for continued work on employment and discipline matters only (see LAW Budget Overview Paper for additional discussion). The ACA will be reclassified to a SPD Human Resources legal position in 2023; and (2) eliminate 2.5 FTE grant funded positions that sunsetted at grant termination.

D. Revenue Outlook

SPD is supported entirely by the General Fund (GF). Please see the "GF Balancing Analysis & Related Funds" paper, presented to the Select Budget Committee on October 11, 2022 – Day 1 of budget hearings for analysis of the GF.

II. Issues for Council Consideration During Budget Deliberations

1. Sworn Staffing

With a Proposed Budget of \$375 million and 1,893 FTE, SPD has one of the largest workforces of all City departments. About three quarters are sworn officers, including about 537 sworn personnel assigned to Patrol and distributed throughout the five precincts. Appendix 3 (Patrol Staffing) provides information on the distribution of SPD officers assigned to the precincts; and Appendix 4 (Sworn Officer Allocation) provides a breakout showing how officers and sergeants are distributed across department functions.

Table 2. Sworn Officer Hiring and Funding History

Year	Funded FTE	New Hires	Separations	Net Adds	Fully Trained
2017	1,457	102	79	23	1,359
2018	1,457	68	109	(41)	1,344
2019	1,467	108	92	16	1,331
2020 ¹	1,422	51	(186)	(135)	1,231
2021	1,343	81	(171)	(90)	1,139
2022 (projected to YE)	1,200	68	(153)	(85)	1,064
2023 (planned)	1,115	120	(105)	15	1,061
2024 (planned)	1,131	120	(105)	15	1,089
Orange Cells = Projected Numbers					

Source: SPD Draft Sworn Hiring Projections with Actuals through August 2022

(1) The Adopted Budget funded 1,497 FTE. This was revised mid-year to 1,422 FTE.

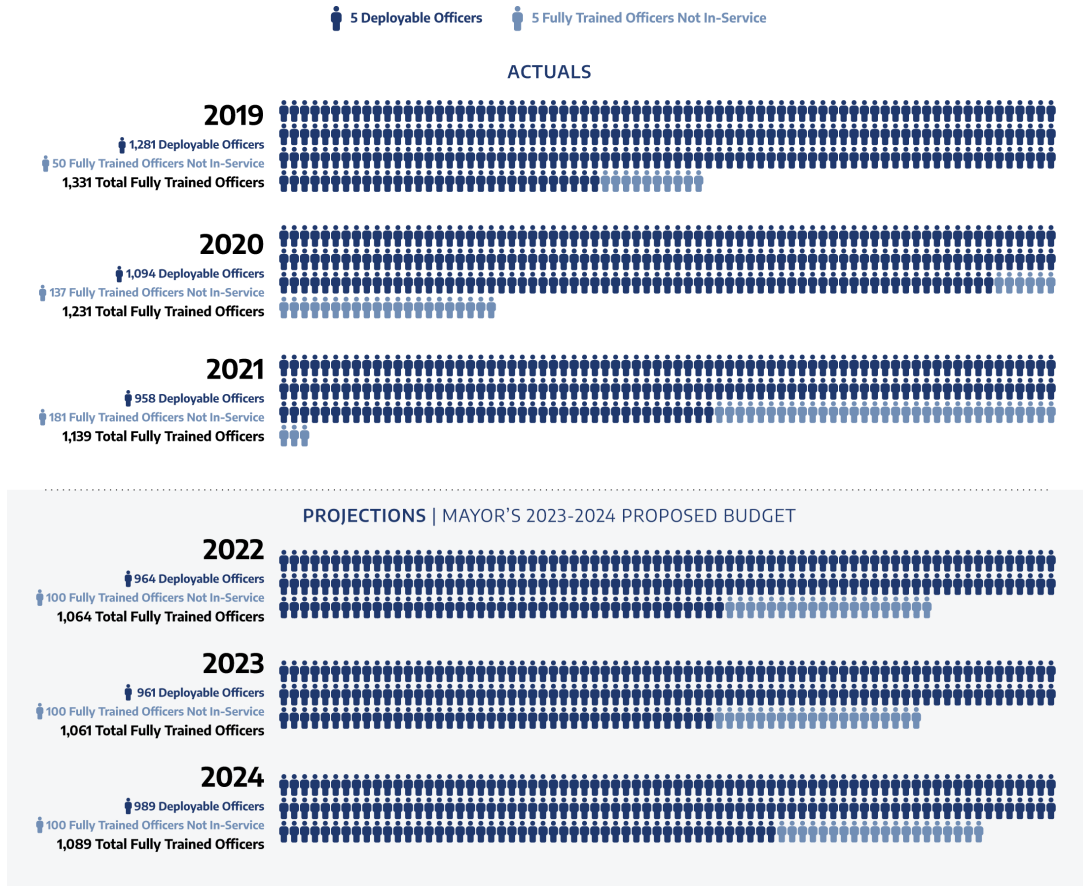
The 2023-2024 Proposed Budget would reduce sworn salary funding to a level that would support 1,115 Funded FTE. This is a decrease from the 2022 Adopted Budget, which supported 1,200 Funded FTE. As noted above, the 2023-24 Proposed Budget reduces SPD sworn salary savings due to officer attrition.

The funded FTE level of 1,115 assumes that SPD will hire a net of 15 new officers in 2023, which is derived from SPD staff projections of 105 separations and 120 hires. If this goal is achieved and repeated in 2024, then the department would net a total of 30 new officers over two years and its total number of trained sworn officers would increase to 1,061 in 2023 and 1,089 in 2024 (see Graph 1 below for trained officers and deployable officers). SPD staff acknowledge that the staffing plan is optimistic as it would require a 76% increase in hiring and 31% decrease in separations; assuming 2022 year-end projections are accurate. Staff have indicated that the recruitment and retention initiative (noted above) may help bring the hiring projections to fruition.

Graph 1: Officer Staffing Levels under the Mayor’s 2023-2024 Proposed Budget

Seattle Police Department: Officer Staffing Levels

Deployable Officers & Fully Trained Officers Not In-Service



2022 Sworn Staffing Projections and Fully Trained Officer Separations

SPD’s original (January 2022) sworn staffing projections assumed that an average of seven fully trained officers would separate each month until year-end. To-date, the department has seen an actual average separation rate of 15 fully trained officers per month.³

Each month, SPD updates its sworn staffing plan with actuals, overriding the original projections established in the staffing plan during the budget process. An updated sworn staffing plan is provided to Council each quarter. From January through August 2022, SPD separations exceeded the attrition projections established in the 2022 staffing plan every month except March 2022. Current projections for the last four months of 2022 assume that an average of 6 fully trained officers will separate each month. This contrasts with SPD’s year-to-date experience as well as its projected separation rate for 2023, which is approximately 8 fully trained officers per month.

If the SPD sworn staffing plan assumed for Sept 2022 to Dec 2022 an average of 8 officer separations per month (same as 2023 separation rate), then the associated salary savings in

³ Average rate includes July and Aug, each of which had 9 separations, potentially indicating that separation rate is slowing.

2023 would total approximately \$1.1 million. If the Council cut the \$1.1 million, it would adjust SPD's 2023 annual average Funded FTE from 1,115 to 1,107. If SPD does not experience any additional, unforeseen separations in Sept-Dec 2022, then it is possible that the \$1.1 million in salary savings may still be realized through an underperforming staffing plan in 2023. For instance, the department may make fewer than 120 hires or realizes more than 105 separations (see Table 2).

Options:

- A. Reduce the 2023 Proposed Budget by \$1.1 million
- B. No change

2. Gunfire Detection System (GDS)

The 2023-2024 Proposed Budget would fund \$1.0 million for project costs to support the planning, a Request For Proposal (RFP) and evaluation costs for a Gunfire Detection System (GDS) in Seattle neighborhoods with high incidence of gun violence. The exact neighborhoods have not been identified. The Executive indicates that the technology would provide SPD with evidence collection capabilities for use in homicide investigations or other incidents involving firearms, particularly when paired with cameras and/or automated license plate reader capabilities. Although, the Executive has not been specific about the addition of these technologies to its proposed GDS or the type of GDS system it wishes to acquire.

Background: Operation of a GDS system⁴

There are several vendors that provide GDS systems and the Executive's funding request is premised on community engagement, development of a Surveillance Impact Report, and an RFP. However, the City previously explored ShotSpotter and therefore that knowledge is offered as an example here. ShotSpotter is a well-known GDS vendor with presence in more than 100 US cities. While each vendor's GDS may work differently, the ShotSpotter model relies on a network of acoustic sensors to identify and locate suspected gunshots. ShotSpotter sensors rely on an algorithm to flag noises suggestive of gunshots, and the ShotSpotter system approximates the location of the possible gunshots via triangulation and multilateration. Then, a human "acoustic expert" at ShotSpotter's Incident Review Center, reviews these readings. The acoustic expert listens to the audio flagged by the algorithm to determine whether to classify the detected noise as a gunshot or gunshots and alert local police. Sounds that are not gunshots may activate ShotSpotter sensors. ShotSpotter's public-facing description of its system acknowledges the potential for fireworks to produce false positive alerts, due to the similarities in the sound produced by either gunshots or fireworks. ShotSpotter acoustic experts are responsible for filtering out false positive alerts from the confirmed alerts that are forwarded to local police. ShotSpotter claims a 97 percent success rate at determining gunshot sounds. As noted above, this background section is for illustrative purposes.

⁴ Based on ShotSpotter background provided by: [The Chicago Police Department's Use of ShotSpotter Technology](#), City of Chicago Inspector General, August 2021

Budget Request for \$1.0 Million

The Executive has indicated that the request for \$1.0 million for a GDS is composed of the following estimated items:

- \$175k for a temporary or contracted Strategic Advisor II to coordinate community outreach, write a Surveillance Impact Report (discussed later), and coordinate a RFP process and eventual deployment of the GDS system;
- \$300k for community engagement and outreach;
- \$200k for RFP development; and
- \$325k to engage an evaluation research partner who will ensure that the program is developed effectively.

Complete GDS costs may vary widely depending on the functionality of the system and the structure of the financial commitment. For instance, SPD would likely need to enter into an ongoing service agreement to deploy a system that uses both cameras and a fully staffed processing center to review gunshot alerts. Whereas, a less expensive system might be purchased one-time, particularly if it does not employ human verification of gunshot events. Executive staff would not speculate on the type of system that would meet the needs of Seattle, nor the financial arrangement that might be required to obtain the system. [Police Chief magazine](#), produced by the International Association of Chiefs of Police, published the results of an analysis that noted that these systems can cost up to \$90,000 per mile per year for ongoing use. The 2024 Proposed Budget contains another \$1.0 million for investment in this system.

Prior City interest in GDS

In 2016, SPD had indicated that it wished to purchase a GDS to help reduce gun violence, improve shots fired response times and identifying shooters. SPD had received funding support from the U.S. Department of Justice Bureau of Alcohol, Tobacco, Firearms, and Explosives for the pilot initiative and had indicated that the audio technology for such systems was improved and could be integrated with cameras to potentially lead to the identification of shooters. The SPD federal grant was not ultimately used to acquire a GDS system. However, the Seattle Office of the City Auditor (CAO) produced a [Research Brief](#)⁵ to help guide elected officials who had expressed interest in purchasing a GDS in the future. The guidelines offered by the CAO are still relevant and may be helpful as the Council considers the purchase of a GDS in 2023.

Theory of Change

The CAO's 2016 Research Brief indicates that the success of a system such as a GDS can only be determined if the City starts by developing a Theory of Change (TOC). In its simplest form, a TOC is an articulation of what change is expected to happen as a result of a specific intervention. A valid theory of change is one that is grounded in research evidence or in well-developed theory on what works. Central Staff asked the Executive for a TOC on its GDS proposal. Executive staff provided the following response:

SPD presumes that the GDS, in conjunction with co-located cameras, will increase the department's access to reliable evidence associated with gun crimes. Additional evidence will support probable cause to arrest suspects. County prosecutors will then use this evidence to supplement their major gun crimes prosecutions at a higher rate than is currently possible.

⁵ Ten Things the City of Seattle Should Consider When Evaluating a Pilot Implementation of an Acoustic Gunshot Locator System, Seattle City Auditor, 2016.

Current Research on the effectiveness of GDS

As noted above, a valid TOC is one that is grounded in research or evidence. In the case of the Executive's proposed TOC, the Council would want to understand whether there is sufficient evidence to support the claims that (1) a GDS will result in the intended program or pilot outcomes (e.g., increase the department's access to reliable evidence associated with gun crimes; and (2) the program or pilot outcomes will result in the ultimate Community Level Outcome (Reduced Gun Violence). While the above statement does not explicitly note a Community Outcome of Reduced Gun Violence, this goal has been articulated by the Mayor in recent press events.

A US Department of Homeland Security (DHS) fact sheet focused on protective GDS systems used for indoor active shooter detection notes that "real time accurate information has been proven to save the lives of citizens and first responders, reduce casualties and speed Law Enforcement's ability to respond and to neutralize the threat."⁶ The speed of law enforcement response is consistent with the experience of the City of Denver. City officials at the Denver Police Department (DPD) have linked its GDS to a 66% increase in response time when compared with typical 911 calls and DPD officials have indicated that the GDS has helped DPD capture evidence in gun crimes.⁷

Although, independent research on GDS systems has shown that use of the systems rarely leads to evidence of a gun-related crime or impacts gun violence. An August 2021 [report](#) performed by the Chicago Office of the Inspector General ⁸ showed that over a 15 month period, 50,000 ShotSpotter alerts resulted in 4,556 incidents where law enforcement found evidence that a gun related crime had occurred. The same 50,000 alerts also resulted in 1,056 instances of an investigatory stop (2.1 percent), where some of the stops were "among those with dispositions indicating that evidence of a gun-related criminal offense was found, where an investigatory stop might have been among the steps which developed evidence of a gun related criminal offense." The Journal of Urban Health published a [study](#) that associated GDS with firearm homicides, murder arrests, and weapons arrests in 68 large, metropolitan counties from 1999 to 2016, the largest review to date. It found that the technology had "no significant impact on firearm-related homicides or arrest outcomes."⁹

Some other, older studies identified in the CAO's Research Brief showed "no improvement in gun-related case resolution, such as making arrests or prosecuting suspects" and "systems did not tend to help officers make more arrests, as shooters tended to quickly leave the scene."¹⁰ These same studies recognized that the technology could be useful as a problem-solving tool, as it could aid police efforts to analyze high gunfire locations.

⁶ "Gunshot Detective Systems" US Department of Homeland Security Science and Technology 06-2022 https://www.dhs.gov/sites/default/files/2022-07/22_0706_st_Gunshot%20Detection%20Systems.pdf

⁷ <https://kdvr.com/news/local/denvers-gun-detection-system-linked-to-99-arrests-and-recovery-of-81-guns/>

⁸ ShotSpotter background provided by: The Chicago Police Department's Use of ShotSpotter Technology, City of Chicago Inspector General, August 2021

⁹ Impact of ShotSpotter Technology on Firearm Homicides and Arrests Among Large Metropolitan Counties: a Longitudinal Analysis, 1999-2016

¹⁰ See Appendix A in "Ten Things the City of Seattle Should Consider When Evaluating a Pilot Implementation of an Acoustic Gunshot Locator System," Seattle City Auditor, 2016.

Other Issues and unintended consequences:

Examinations of GDS have uncovered problems with the use of data in Court, illuminated race and social justice issues and highlighted a need to address potentially harmful consequences:

- The City of Chicago study, noted above, found that there were 1,366 instances where investigatory stops were potentially associated with ShotSpotter, but did not match any of the 50,000 identified alerts. A review of a sample of these stops showed that the report narratives referred to the general volume of ShotSpotter alerts in a given area rather than a response to a specific ShotSpotter alert. The study found that “some officers during the reporting period identified the fact of being in an area known to have frequent ShotSpotter alerts as an element of the reasonable suspicion required to justify the stop.” and “Other officers reported conducting ‘protective pat downs’ following a stop because they knew themselves to be in areas where ShotSpotter alerts were frequent.”
- A class action lawsuit against the City of Chicago highlights misuses of GDS data, including an instance where the city failed to follow other leads before making a charge in a murder investigation. The same action asserts that use of the system resulted in racially discriminatory false arrests and harassment of innocent people living in predominantly Black and Latino neighborhoods on Chicago’s South and West sides.¹¹
- According to an Associated Press investigation, forensic reports prepared by ShotSpotter’s employees have been used in court to improperly claim that a defendant shot at police, or to provide questionable counts of the number of shots allegedly fired by defendants. Judges in a number of cases have thrown out the evidence.¹²
- SPD might see an under reporting of gunshots by neighborhoods that have received GDS technology. A study of an acoustic gunshot locator system in St. Louis found that 911 calls to report gunshots declined by 37% without a corresponding decrease in actual gun incidents (see CAO Research Brief).
- Detection of potential gunshots near schools and sensitive areas will necessitate a need for pre-coordination, communication and policy development among the City (SPD), schools, childcare centers, preschools and other sites. For example, it will be important for schools to know when they would need to activate lockdown protocols as these may be triggering for some children.
- A police response to a GDS event would likely be classified as a Priority 1 call and would tax both the city’s 911 responder force as well as to create emotional stress for SPD officers; particularly in light of recent staffing shortfalls.

City Surveillance Process

Since 2013, the City Council has provided significant policy oversight of the City’s acquisition and use of surveillance technology. Council policies codified in chapter 14.18 of the Seattle Municipal Code (SMC) provide a detailed process by which departments must document through a Surveillance Impact Report (SIR) the proposed purpose and use of any surveillance technology, conduct a public engagement process, and obtain an impact assessment from a

¹¹ <https://cookcountyrecord.com/stories/629382749-lawsuit-chicago-cops-use-of-shotspotter-leads-to-wrongful-stops-searches-arrests-shotspotter-disputes-the-claims>

¹² <https://apnews.com/article/artificial-intelligence-algorithm-technology-police-crime-7e3345485aa668c97606d4b54f9b6220>

Community Surveillance Working Group (CSWG) prior to seeking Council approval or acquisition of the technology. Central Staff believe that a surveillance review process will be required for the GDS.

Each SIR must describe protocols for a “use and data management policy” including how and when the surveillance technology is deployed and/or shared and rules of use, storage, retention and access to surveillance data, consideration of potential disproportionate impact on disadvantaged communities and an accompanying mitigation plan, any community engagement events and plans, and the fiscal impact of the surveillance technology.

Central staff have indicated that it typically takes a department up to nine months to create a SIR, which allows time for the development of use, retention and privacy protection policies as well as the required community engagement process. Additional time would be needed for CSWG and City Council review of the SIR, and ultimately the potential adoption of an ordinance that approves the SIR. Central Staff believe that it is highly unlikely that the GDS proposal could be moved through the entire surveillance review process in 2023. Therefore, it is unlikely that the department would need funding beyond that which would be needed for SIR development, including fiscal estimates, policy development and community outreach.

The Executive has indicated that SPD intends to hire a temporary or contract Strategic Advisor II to coordinate the necessary community outreach and engagement. This individual will also develop the RFP and develop privacy policies required for the SIR. The Exec provided the following timeline for SIR development:

- Q1 and Q2 – Community Outreach and Engagement
- Q2 and Q3 2023 – Concept and planning, including development of requirements for an RFP and the drafting of the SIR
- Q4 2023 – SIR is submitted to Council. After SIR is approved – RFP finalized and acquisition and deployment of gunfire detection system

Central staff believe this is a highly aggressive schedule. The schedule would require SPD’s temporary employee to develop, vet and receive both internal and Executive approval of extremely complex privacy protection policies. Such policies would need to govern which SPD officers have access to potentially live and certain recorded camera feeds and under what conditions (if any). The potential for increased camera surveillance of vulnerable neighborhoods will raise significant social justice concerns that SPD will need to be ready to address during the community outreach phase of the SIR process. It is possible that the department is underestimating the time it would take to complete the privacy policy development process before engaging the public.

Options:

- A. Remove add of Gunfire Detection System (\$1.0 million)
- B. Remove \$325,000 for the evaluation research partner; not likely needed until 2024
- C. No change

3. PEO Transfer

The city's Parking Enforcement Officers are responsible for patrolling the entire city limits and enforcing all parking regulations and parking violations on city property. PEOs also cite abandoned cars and support law enforcement in identifying stolen vehicles. During special events or incidents, such as Seafair parades, Seahawks and Mariners games, accident scenes, emergencies and broken traffic signals, PEO's provide traffic control so cars can continue to move.

As part of Citywide efforts to re-envision public safety, the Parking Enforcement Unit was first transferred from the Seattle Police Department (SPD) to the Community Safety and Communications Center (CSCC) in the 2021 Adopted Budget; and was later transferred to SDOT in the 2022 Adopted Budget. The 2022 Adopted Budget transferred 120.0 FTE to SDOT and added 3.0 FTE to provide human resources and financial administrative support to the new division.

During this transition, Parking Enforcement Officers (PEOs) operated without a Special Police Commission from September 1, 2021, through April 5, 2022, and the City is refunding parking tickets issued during this period. Since April 2022, the PEOs have been operating at SDOT with Special Police Commissions. The 2023-2024 Proposed Budget would transfer the 123.0 FTE division back to SPD. The \$20 million transfer is composed of three separate financial components:

- \$18.1 million and 123.0 FTE for a transfer of the PEO unit. The FTE add includes 105 PEOs, 12 PEO Supervisors, and six other positions to support and manage the program.
- \$1.1 million for a transfer of citywide charges for central costs (FAS facilities and fleet services, ITD computers and tech infrastructure and SDHR employment services related to PEOs).
- \$829,000 for a transfer of PEO unit overtime for parking enforcement and special events.

It is important to note that the \$1.1 million for citywide central costs is only one piece of the total overhead costs that would be distributed amongst the city's various funds, including the General Fund, should the PEOs remain in SDOT. Other SDOT overhead costs would include SDOT department indirect costs (including SDOT's Office of the Director and Finance and Administration Division), SDOT divisional indirect costs (including the leadership and management of SDOT divisions), and SDOT employee pooled benefits and paid time off. Similar leadership costs in SPD would not change whether the PEOs stay in SDOT or are transferred to SPD. This issue is discussed further in the SDOT Budget Overview Paper.

Co-Location Efficiencies

The Executive has indicated that a move of the PEOs back to SPD will allow for operational efficiencies in parking enforcement and special events traffic management. While providing parking enforcement services, PEOs would regain access to Criminal Justice Information System (CJIS) protected data that is available on the Washington State Patrol ACCESS application. Prior to the move to SDOT, the PEOs could use the ACCESS software application on their handheld computers to receive real-time information about vehicle licenses, stolen vehicles, and other information such as warnings, watches and emergency situations. At present, PEOs cannot access any of this information in real-time and instead consult a "hot-sheet," which is a printed page that lists stolen vehicles and is transmitted from SPD to SDOT. Both agencies have

indicated that this process is not as effective as using ACCESS in real time, which would not be possible unless the PEOs are employed by a criminal justice agency and can use its ORI (federal identification number) to log into ACCESS. More research would be required to determine if PEOs could access CJIS data from the CSCC, which already has CJIS data access.

The Executive has also indicated that a return of PEOs to SPD would allow for a more efficient use of PEOs during special events, particularly when there is an immediate need to reassign PEO positions due to changing conditions in the field. Presently, any change in field assignment requires a SPD operations commander to contact a SDOT supervisor and request reassignment of the PEO. SPD staff indicate that a more direct chain-of-command and event pre-planning availability will allow the department to expand interoperability for special events, potentially increasing the use of PEOs for event support.

Finally, as SDOT employees, PEOs are not subject to SPD policies and procedures or department standards and citizen complaints on PEOs are no longer routed through the same accountability system (OPA). SPD staff indicate that this can be confusing for citizens who see PEOs working alongside of SPD officers. Staff are in the process of determining how SDOT is effectively handling the public complaint process for PEOs.

Options:

- A. Retain the Parking Enforcement Division in SDOT; this option requires \$8.3 million of General Fund to fully staff the division.
- B. Redirect the transfer of the Parking Enforcement Division to the CSCC; the CSCC is a relatively new department established in the 2021 Adopted Budget, and may have limited capacity to manage a new function. Additionally, some operational inefficiencies (noted above) would not be addressed.
- C. No Change

4. Salary Savings Proviso Lift

As discussed in Issue #1 (Sworn Staffing), SPD continues to experience a higher-than-anticipated separation rate in 2022. SPD's original sworn staffing plan assumed 94 separations this year. SPD staff now project that the department will incur 153 separations and realize approximately \$10 million in salary savings.

The 2022 Adopted Budget contains a proviso that restricts SPD's ability to expend its sworn salary savings without future appropriation from the Council (see [SPD-003-B-001](#)). The Council passed on August 16, 2022, an ordinance that authorized SPD to spend \$1.8 million of its sworn salary savings on the recruitment and retention activities specified in [Ordinance 126654](#). At the same time, the Public Safety and Human Services (PSHS) Committee received a Central Staff (CS) Budget update that outlined the department's plan for spending the remainder of its sworn salary savings in 2022 (See [Central Staff Memo on CB 120389](#)). Such spending would occur on the Seattle Police Management Association Contract (\$3.2 million), unanticipated benefit costs (up to \$3.0 million) and overtime expenditures (up to \$3.0 million).

The CS budget update and PSHS presentation on August 9, 2022 highlighted a need for a full release of the salary savings proviso in the future to allow SPD to spend its salary savings on the above noted items, including the overtime expenditures that are detailed in [SPD's August](#)

[Budget Update Memo](#). These overtime expenditures include spending on violent crime emphasis areas, special events and patrol augmentation to backfill for minimum staffing levels and officers out on sick or extended leave. SPD staff have indicated that without the full release of the salary savings proviso in SPD-003-B-001, the department will not be able to address its overtime and extraordinary budgetary needs in 2022 and will create a budget exception in 2022. Conversely, a full release of the proviso will ensure that SPD finishes the year without any additional support from the city's General Fund. Although, it is possible that SPD may need to make in the Year-end Supplemental Budget some inter-BSL transfers to balance between its budget lines.

Options:

- A. Lift Proviso in SPD-003-B-001
- B. No change

III. Budget Legislation

The department did not submit any budget legislation.

IV. Appendices

1. 911 Response Times
2. New SPD Officer Recruitment & Retention Plan Costs
3. Precinct Staffing Report History 2020-2022
4. Sworn Officer Allocation
5. Hiring and Department Diversity 2019-2022

Appendix 1: 911 Response Times

Table 1: Six Year History of 911 Response Times (7 min average is historical goal)

Emergency Call Response Time (in minutes)		
Year	Median Response Time	Average Response Time
2016	6.34	9.27
2017	6.19	8.87
2018	6.34	9.03
2019	6.19	8.89
2020	6.62	9.58
2021	7.49	10.49
2022*	7.20	10.27

**Through 9/6/22*

- In 2022 (through 9/6/22), 49% of all priority 1 calls were responded to within seven minutes.
- During the same period, only .7% of calls – or 1,412 calls – were Z-disposition calls. These are calls cleared without an SPD response. The instruction provided to SPD supervisors for this call disposition is “A callback is not required but may be made at your discretion.” SPD supervisors review the call narrative and notes, and honor requests for callbacks when noted on the call log.

Appendix 2: New SPD Officer Recruitment & Retention Plan Costs

Project	2022 Costs	2023 Costs	2024 Costs	
To Increase Recruiting Capabilities & Capacity				
1	Hire New Recruitment Manager (SDHR)	\$ 92,081	\$ 176,188	\$ 177,268
	Create and hire a civilian recruitment manager in SDHR. This position would oversee recruiting, implement new systems and processes to streamline recruiting, and implement the new brand and message platform, and a media plan to increase staffing levels			
2	Hire New Recruitment Specialist (SDHR)	\$ 35,769	\$ 124,896	\$ 126,100
	Create and hire two civilian recruiting specialists in SDHR. These positions would be responsible for day-to-day recruiting activities, establishing relationships with applicants, and achieving the new officer hiring goals.			
3	Hire New Recruitment Specialist (SDHR)	\$ 35,769	\$ 124,896	\$ 126,100
4	Police/Fire Testing Specialist (SDHR)	\$ 65,000	\$ 130,000	\$ 130,000
	Create and hire a civilian position assigned to the police officer and firefighter testing team in SDHR. This position would be responsible for increasing police testing results reporting frequencies and the implementation of preference points.			
5	Use Outside Physical Ability Testing Service	\$ 9,000	\$ 21,000	\$ 21,000
	Improve the physical agility test by eliminating travel requirement, increasing rate of retesting, and using a proven outside service to speed up processing. Currently, applicants must travel to Seattle for testing, and those who do not pass must wait six months before attempting a retest.			
6	Conduct Oral Boards Virtually (city managed)	\$ -	\$ -	\$ -
	Leverage technology to conduct virtual oral board interviews instead of in-person meetings to attract more candidates and improve the application timeline.			
7	Automate Recruiting Case Management	\$ 95,000	\$ 50,000	\$ 50,000
	Implement a case management system to monitor candidates' progression through the hiring process and more holistically manage the end-to-end pre-employment background investigation process.			
8	Use Outside Background Screening Service	\$ 127,500	\$ 363,800	\$ 363,800
	Accelerate candidate background review with automated document exchange and verification of employment, education, and credit history before SPD detective investigation.			
9	College/University ROTC-type Cadet Pipeline	\$ -	\$ -	\$ -
	Design a cadet program for individuals 18-24 years of age to connect them with SPD jobs in non-law enforcement positions and create a pathway to career opportunities. This will allow young people to see law enforcement careers firsthand, and SPD to gain insight from a younger generation.			
To Increase the Number of Recruits Attending the WSCJTC Academy				
10	Assign SPD Tactical Officer to Academy	\$ -	\$ -	\$ -
11	Assign SPD Tactical Officer to Academy	\$ -	\$ -	\$ -
	Increase the number of SPD recruits attending the Academy by creating a dedicated SPD class.			
To Develop New Branding/Message Platform				
12	New Branding/Message Platform	\$ 110,000	\$ -	\$ -
	Create and implement a new branding and marketing campaign with a Seattle-experienced agency to identify target audiences, reach them through social media and other online channels, and encourage them to apply for a public service career with SPD.			
13	New Creative to Modify Existing Recruitment Materials	\$ 150,000	\$ -	\$ -
	Modify all recruitment-related public-facing websites, literature, and application materials to be consistent with the new brand and message platform.			

To Execute the New Recruitment Plan			
14	Literature Printing/Web implementation/Production	\$ 170,000	\$ - \$ -
15	Media Plan Execution	\$ -	\$ 1,500,000 \$ 1,500,000
To Increase Officer Retention			
16	Leave No Candidate Behind	\$ 10,000	\$ - \$ -
	Create a more customer-focused hiring process that promotes transparency and builds connections with candidates. Regularly communicate status updates to candidates to keep them engaged with our process and to clarify next steps and action needed. Leverage a variety of communication tools including email, text, and our website to disseminate key information and to foster connections with applicants.		
17	Formalized Ride-a-Long	\$ -	\$ - \$ -
	Develop and promote a ride-along experience for prospective applicants (priority) and members of the community to gain first-hand knowledge of Seattle policing. Streamline the existing process for requesting and scheduling a ride-along to be more user friendly. Promote opportunities for officers to train to become "Ride-Along Certified" officers to ensure SPD can provide a consistent, high-quality experience for applicants. As staffing accommodates, consider opening ride-along opportunities to the general public to promote understanding and interest in Seattle policing. Increasing community exposure to and engagement with SPD could also help the department build its brand and promote recruitment efforts.		
18	Bureau Advisory Councils	\$ -	\$ 50,000 \$ -
	Establish bureau advisory councils within SPD to create an additional outlet for officers to elevate their perspectives, experiences, and opinions to command staff and City leadership.		
19	Step Into Our Shoes	\$ -	\$ - \$ -
	Create opportunities for SPD and elected leaders to gain first-hand exposure to patrol officers' experiences. Schedule Command staff to answer calls with a patrol officer each quarter to gain credibility and to better understand how department policies and procedures are impacting officers' work. Establish "Precinct Office Days" in which Command staff spend one day a month at different precincts to build relationships with staff, answer questions, and celebrate the good work. For civilian leaders, arrange for all elected officials and relevant Mayor's Office staff to complete an SPD facilities tour, observe an officer training, and complete a ride-along within their first six months of hire.		
20	Develop Our People Leadership Academy	\$ 150,000	\$ 800,000 \$ 800,000
	Establish a leadership academy to prepare officers, detectives, and sergeants for promotion by fostering management and leadership skills.		
21	Wellness-First Schedules (4/10)	\$ 10,000	\$ - \$ -
	Implement patrol officer shifts and schedules that prioritize employee wellness and help ensure long term stability and sustainability, e.g. 4 days/10 hours		
22	Enterprise Risk Management & Wellness Program	\$ -	\$ - \$ -
	Continue developing a model of Enterprise Risk Management (ERM) to drive business efficiencies and operationalize risk control post-Consent Decree. Implement a comprehensive wellness program for all employees of SPD, including a staff clinical psychologist and trauma-informed care services.		
Total Costs		\$ 1,060,119	\$ 3,340,780 \$ 3,294,268

Appendix 3: Precinct Staffing Report History 2020-2022

Precinct Staffing Report as of 8/31/20 | S = Sergeant | O = Officer

Job Categories	EAST		NORTH		SOUTH		SOUTHWEST		WEST		Grand Total
	S	O	S	O	S	O	S	O	S	O	
911	11	79	22	134	13	99	8	66	14	117	563
ACT		4	1	5	1	5		6	1	4	27
Beats	2	7		6					4	34	53
CPT	1	5	1	8	1	3		3	1	5	28
Precinct Support						1					1
Seattle Center									1	2	3
Stationmaster				1				1			2
Grand Total	14	95	24	154	15	108	8	76	21	162	677

Precinct Staffing Report as of 10/8/21 | S = Sergeant | O = Officer

Job Categories	CRU		EAST		NORTH		SOUTH		SOUTHWEST		WEST		Grand Total
	S	O	S	O	S	O	S	O	S	O	S	O	
911	10	60	10	76	18	130	11	82	8	58	12	89	564
Beats											1	10	11
Seattle Center											1	2	3
Stationmaster												1	1
Grand Total	10	60	10	76	18	130	11	82	8	58	14	102	579

Precinct Staffing Report as of 8/31/22 | S = Sergeant | O = Officer

Job Categories	CRU		EAST		NORTH		SOUTH		SOUTHWEST		WEST		Grand Total
	S	O	S	O	S	O	S	O	S	O	S	O	
911	5	30	11	68	19	116	12	76	8	55	11	120	531
Beats												3	3
Seattle Center											1	2	3
Stationmaster													
Grand Total	5	30	11	68	19	116	12	76	8	55	12	125	537

These reports include the following:

- Personnel who are unavailable due to vacation, training, limited duty, or short-term illness or injury, which is addressed by shift relief analysis; Half time officers; Officers in acting sergeant assignments (counted as sergeants); and Phase III student officers, who have completed all officer training yet remain in probationary status.

These reports exclude the following:

- Phase I (recruits) and Phase II student officers; Precinct detectives; and Personnel who are on extended sick leave or activated military leave.

Appendix 4: Sworn Officer Allocation

Table 1: Sworn Officer Allocation

As of August 31, 2022, the allocation of sworn positions was distributed as follows:

Patrol Personnel:	Aug 2020 % of Sworn	Feb 2022 % of Sworn	Aug 2022 % of Sworn
911 Responders	35.9%	41.5%	42.9%
Other Precinct-Based Patrol Officers	6.9%	0.6%	0.6%
Sergeants Supervising Patrol	5.9%	6.4%	6.1%
Non-Patrol Personnel:			
Investigative Units	16.2%	11.9%	12.5%
Specialty Units	9.0%	7.4%	8.0%
Operations Support	15.2%	19.9%	17.9%
Leadership	6.7%	8.2%	8%
Administrative	4.1%	4.0%	4.1%
Total Sworn*	100.0%	100.0%	100%

Source: DAP, Reporting Hierarchy

Sworn position assignments are based on training, tenure, business needs, and contractual obligations. The department projects total sworn staffing but does not project where personnel will be assigned. SPD is in the process of reallocating sworn personnel to ensure minimum staffing for public safety.

*The Total Sworn percent above may differ slightly from the total sworn count in the Precinct Report (Appendix A). The SPD Precinct Report is used for budgeting and planning purposes only. The calculated fields used to estimate staffing levels in current and future months are based on a series of assumptions that may result in slight deviations from actual staff counts.

Appendix 5: Hiring and Department Diversity 2019-2022

	2019	Percent of Sworn Hires	2020	Percent of Sworn Hires	2021	Percent of Sworn Hires	2022 YTD	Percent of Sworn Hires	2022 Dept-Wide Diversity*
RACE/ETHNICITY									
American Indian/Alaska Native	0	0.00%	1	1.96%	0	0.00%	0	0.00%	1.08%
Asian	14	12.96%	3	5.88%	10	12.35%	1	2.86%	7.44%
Black or African American	10	9.26%	2	3.92%	5	6.17%	3	8.57%	7.62%
Hispanic or Latino	7	6.48%	9	17.65%	8	9.88%	5	14.29%	6.64%
Nat Hawaiian/Other Pac Islander	0	0.00%	0	0.00%	1	1.23%	2	5.71%	1.26%
Not Specified	3	2.78%	2	3.92%	2	2.47%	0	0.00%	4.48%
Two or More Races	10	9.26%	4	7.84%	9	11.11%	6	17.14%	6.28%
White	64	59.26%	30	58.82%	46	56.79%	18	51.43%	65.20%
Grand Total	108	100.00%	51	100.00%	81	100.00%	35	100.00%	100.00%
GENDER									
Female	19	17.59%	7	13.73%	14	17.28%	4	11.43%	14.44%
Male	89	82.41%	44	86.27%	66	81.48%	31	88.57%	85.56%
Not Specified	-	-	-	-	1	1.23%	0	0.00%	0.00%
Grand Total	108	100.00%	51	100.00%	81	100.00%	35	100.00%	100.00%
* As of 8/31/22									