

Overview and Initial Issues Identification **SEATTLE POLICE DEPARTMENT (SPD)**

Staff: Rebecca Herzfeld
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Table 1: Seattle Police Department Appropriations

Appropriations by Budget Control Level (BCL)	2015 Adopted	2016 Endorsed	2016 Proposed	% Change Endorsed to Proposed
Administrative Operations (formerly called Field Support Administration)	\$34,590,161	\$35,046,463	\$36,688,083	4.5%
Chief of Police	\$9,509,618	\$8,199,459	\$5,773,605	-42.0%
Chief Operating Officer	\$24,881,698	\$27,165,612	\$27,164,492	0.0%
Compliance and Professional Standards Bureau	\$13,545,128	\$13,826,838	\$15,422,861	10.3%
Criminal Investigations Administration	\$8,714,547	\$8,882,877	\$11,082,485	19.8%
East Precinct	\$25,072,793	\$25,343,310	\$25,779,610	1.7%
Narcotics Investigations	\$4,998,895	\$5,091,515	\$4,939,916	-3.1%
North Precinct Patrol	\$34,297,510	\$34,649,765	\$32,986,479	-5.0%
Office of Professional Accountability	\$2,560,944	\$2,655,708	\$2,945,207	9.8%
Patrol Operations	\$1,630,915	\$2,415,702	\$3,090,480	18.3%
South Precinct Patrol	\$18,294,587	\$18,406,460	\$17,435,040	-5.6%
Southwest Precinct Patrol	\$16,657,681	\$16,747,158	\$16,093,818	-4.1%
Special Investigations	\$4,691,852	\$4,773,121	\$8,721,167	45.3%
Special Operations	\$47,002,611	\$47,790,427	\$47,918,977	0.3%
Special Victims	\$6,702,346	\$6,829,884	\$6,755,562	-1.1%
Violent Crimes Investigations	\$7,911,076	\$8,032,303	\$7,814,788	-2.8%
West Precinct Patrol	\$32,009,952	\$32,406,196	\$31,123,549	-4.1%
Total Expenditures	\$293,072,314	\$298,262,798	\$299,736,119	1.2%
Total FTEs*	2,019.35	2,018.35	2,033.35	0.7%

*FTE totals are for information purposes only. FTE count does not include 25 officer positions placed in Finance General in 2015 Adopted Budget.

Introduction:

The Seattle Police Department (SPD) is funded by the General Subfund (GSF), and accounts for about 27 percent of the City's GSF expenditures. The Department's budget is proposed to increase by approximately \$1.5 million (1.2 percent) above the 2016 Endorsed Budget funding level.

The 2016 Proposed Budget would provide the funding or authority necessary to do the following:

- Hire 30 new officers in 2016, including 25 officer positions currently held in Finance General;
- Hire three civilian community liaison positions and fund an existing unfunded liaison

- position;
- Hire seven call takers for the 911 Communications Center and make physical improvements to the Center;
- Continue implementation of the Department of Justice (DOJ) Settlement Agreement;
- Develop Phase 1 of the Data Analytics Platform in coordination with the Department of Information Technology (DoIT);
- Update the public safety reserves established in Finance General;
- Reorganize the department for greater effectiveness; and
- Annualize the resources added by the Council during 2015 in supplemental appropriations ordinances.

As shown in Table 1 above, the 2016 Proposed Budget reflects a reorganization of the Department intended to achieve greater efficiency and accountability. These organizational changes required moving funds between budget control levels (BCLs). For example, burglary and theft detectives were moved from the individual precinct BCLs to the Criminal Investigations Administration BCL, which grew by almost 20% while the precinct budgets decreased. This reorganization did not increase overall SPD expenses.

Identified Issues:

Four major issues have been identified by Councilmembers or by Central Staff and are discussed below:

1. Hiring new police officers, page 2
2. Civilian liaison hiring and functions, page 4
3. Changes to Finance General Reserves for police initiatives, page 5
4. Overtime Use, page 7

1. Hiring new Police Officers

The Council has provided the funding and budget authority for additional police officer positions every year since 2012, and the Mayor has committed to adding 100 fully-trained new officers between January 2014 and December 2017 (the end of his current term in office). Many more than 100 new officers must be hired in order to reach this target, since SPD loses staff every year due to attrition. In addition, it takes nine months to fully train a new police officer, so many trainees are hired in one year and do not complete their training until the following year.

For example, as shown in Table 2 on the following page, 81 officers were hired in 2014 and 59 officers left the force, for a net gain of 22 new officers. However, between 2013 and 2014, the number of *fully trained* officers increased by 33, because the 2014 fully trained officers were augmented by officers that were hired in 2013, but completed their training in 2014. According to the City Budget Office (CBO), SPD is on track to hire 86 new officers by the end of 2015, resulting in the projected addition of 23 new fully-trained officers this year.

As part of adopting the 2016 Endorsed Budget, the Council approved Budget Action 89-2-A-3, which set aside \$2,787,745 for hiring 25 additional police officers in a “Sworn Officer Hiring Reserve” in Finance General. The Council’s intent was to review the results of an independent analysis of SPD staffing, and a proposed plan to act on that analysis, before making this funding available to SPD. The independent analysis was funded by the Council in the 2014 budget (Budget Action 97-1-A-1). The Council was particularly interested in the appropriate number of precinct 9-1-1 responders and the staffing of other patrol functions.

In March 2015, SPD hired Berkshire Advisors to carry out the staffing analysis. The consultants’ initial findings are scheduled to be available in late October 2015, and SPD will not have time to propose a staffing allocation plan based on the findings until after the Council adopts the 2016 budget. The 2016 Proposed Budget does not make any changes to the Sworn Officer Hiring Reserve in Finance General, but does recommend that five new police officer positions be added to SPD’s budget in 2016, at a cost of \$541,680 in General Subfund.

Table 2: SPD Police Officer Actual and Projected Hiring, 2012 through 2016

Year	Funded FTE	New Hires	Separations	Net New Officers	Total Fully Trained Officers ¹	Net New Fully Trained Officers
2012	1,300	32	-36	-4	1,272	Not Applicable
2013	1,315	85	-39	46	1,264	-8
2014	1,361	81	-59	22	1,297	33
2015	1,374	86	-68	18	1,320	23
2016 Endorsed Budget ²	1,374	32	-58	-26	1,330	10
2016 Proposed Budget ³	1,404	89	-59	30	1,343	23

¹Police Officers who have completed Phase 1 and 2 of Training (not recruits or students).
²In the 2016 Endorsed Budget, Council moved funding and positions for 25 officers from SPD’s budget to Finance General pending completion of an independent analysis of SPD staffing. As a result, the staffing plan for the Endorsed Budget assumed no new positions. Source: SPD Draft Sworn Hiring Projections, 12/16/14.
³The 2016 Proposed Budget staffing plan includes the 25 officer funded using Finance General resources and anticipates Council will create these positions in 2016. The Proposed Budget also adds position authority and \$541,680 for five additional officers, for a total of 30 new funded FTEs. Source: SPD Draft Sworn Hiring Projections, 09/10/15.

NOTE: Shaded cells are projected numbers.

SPD staff has stated that hiring five additional officers in 2016, rather than waiting until 2017, would make a big difference in their ability to add new fully trained police officers to the force above attrition over the next two years. With five additional positions, the department could implement a more stable hiring plan that results in an increase in the net number of fully trained officers of 100 by the end of 2017 and avoids a “bow wave” scenario where SPD must slow hiring in 2016 and then ramp up hiring again in 2017. If SPD slows hiring in 2016, there will be a negative impact on the number of fully trained officers that can be added in 2017. As demonstrated in recent years, once the hiring process slows or stops, it can take several months to resume the

necessary recruiting, testing and backgrounding efforts that make up the department's hiring process, all of which contribute to the department's ability to attract and retain a robust and diverse pool of officer candidates.

Options

I have identified three options for addressing new officer hiring, which are summarized in Table 3. All three options would approve the hiring of five additional officer positions in 2016—the differences are about whether the funding and authority is placed in SPD or Finance General.

Table 3: Options for Timing of New Police Officer Hiring

Option A- Hold 25 officer positions in Finance General and add 5 positions in SPD	Option B-Hold 30 officer positions in Finance General	Option C-Move funding for 30 officer positions to SPD
<ul style="list-style-type: none">• Keep in 25 positions in Finance General until Council approves staffing plan.• Allow hiring of 5 additional positions to move ahead before staffing plan is approved.	<ul style="list-style-type: none">• Keep in 25 positions in Finance General until Council approves staffing plan.• Add 5 new positions to Finance General until Council approves staffing plan.	<ul style="list-style-type: none">• Move 25 positions to SPD before Council approves staffing plan.• Allow hiring of 5 additional positions to move ahead before staffing plan is approved.

2. Civilian liaison positions hiring and functions

SPD currently has three funded Crime Prevention Coordinator positions, as well as another authorized position that is not funded but is currently filled using salary savings. These positions act as community liaisons, and provide education, training, and problem-solving on crime-related issues to individuals and community and business groups. The three positions that are currently funded are precinct-based, and the filled but unfunded position works with Asian communities.

The 2016 Proposed Budget includes \$550,000 to fully fund the current unfunded position, hire two additional community liaisons and a supervisor, and provide cars for the three new positions. This would bring the total number of liaisons to seven: one for each of the five precincts, an Asian community liaison, and a supervisor. The funds are proposed to be held in a reserve in Finance General for Council approval in a 2016 supplemental budget ordinance, while SPD evaluates how the positions would best fit within the Department. The specific job description for the new positions is still in development.

One Councilmember has asked whether these positions could help mediate landlord-tenant disputes. SPD's response is that the community liaison positions will not serve as intermediaries to resolve landlord-tenant conflicts, such as enforcing a complaint against a landlord who has illegally cut off utilities or locked a tenant out of a unit. SPD states that it is "patrol officers who respond to complaints of this nature, enforce laws, and refer individuals to other appropriate resources based on facts of each call."

The funding for these positions is located in Finance General. Usually, but not always, Council approval of legislation is required to transfer funding from Finance General to a department. Review of such legislation would provide an opportunity for a more detailed Council discussion of the functions of the proposed new positions. The Council could also choose to place a proviso on this funding in Finance General.

3. Changes to Finance General Reserves

Since 2012, the City's budget has included financial reserves in Finance General to support SPD's response to the DOJ Settlement Agreement. Council retains the authority to review SPD's proposed uses for these reserves, and an appropriation by ordinance is required to release the funds to SPD.

In the 2015 Adopted and 2016 Endorsed Budgets, the DOJ Settlement reserve was continued and, because the Chief O'Toole was hired late in the 2015-2016 budget process, the Mayor proposed a reserve for future SPD needs called the "Police Department Reserve". In addition, the Council placed the funding for 25 new police officer positions in Finance General, pending the results of the independent staffing analysis described in Issue 1. Tables 4 and 5 below summarize the use of the DOJ Settlement Agreement and Police Department Reserves in 2015.

Table 4: Use of Police Department Finance General Reserve in 2015

12 Sergeants (promotional costs, vehicles)	\$739,000
Video Retention Expansion ¹	\$297,000
OPA Sergeant and Lieutenant	\$269,000
OEM Emergency Planner	\$73,000
Total	\$1,378,000
¹ Expected in Q4 2015 Supplemental Ordinance.	

Table 5: Use of DOJ Settlement Agreement Reserve in 2015

Data Analytics Platform (DAP) consultant funding; remaining balance transferred to DoIT CIP	\$2,000,000
Monitoring Team contract ¹	\$880,504
SPD DOJ-related overtime ²	\$1,392,300
Total	\$4,272,804
¹ Expenditures through September 2015. Monitoring Team contract does not run on calendar year; new contract currently under negotiation will impact 2015 expenditures.	
² Expected in Q4 2015 Supplemental Ordinance.	

As shown in Table 6 on the following page, the 2016 Proposed Budget would close the Police Department Reserve and move the remaining funds into two new reserves: the Police Accountability Reserve and the Police Civilian Community Liaison Services Reserve.

Table 6: Adopted and Proposed Changes in Police Finance General (FG) Reserves, 2014 to 2016

	2014 Actuals	2015 Adopted Budget	2016 Endorsed Budget	2016 Proposed Budget	Description of changes made in the 2016 Proposed Budget
Department of Justice (DOJ) Settlement Agreement Public Safety Reserve	\$1,310,597	\$4,877,952	\$4,935,511	\$2,935,511	\$2M moved to DOIT CIP for Data Analytics Platform Phase 1 work. Remaining funds are for monitoring contract, SPD overtime associated with DOJ work, and other and other compliance-related costs.
Police Department Reserve	\$0	\$2,184,077	\$2,232,427	\$0	Proposed 2016 Budget would move \$550,000 for community liaison positions to new reserve account. Remaining funds were either included in the 2016 SPD base budget to pay for positions added via 2015 Supplemental Ordinances, or moved to new "Police Accountability Reserve".
Police Accountability Reserve	\$0	\$0	\$0	\$2,924,489	New reserve includes some funds moved from Police Department Reserve including video retention expansion (\$624,000), and accountability reform measures (\$500,000). Funding for body-worn cameras (\$1.8M) was not previously included in the Police Department Reserve.
Police Civilian Community Liaison Services	\$0	\$0	\$0	\$550,000	Funding was moved from former Police Department Reserve, which included \$755,000 for community liaison positions.
Sworn Officers Hiring Reserve	\$0	\$0	\$2,787,745	\$2,787,745	In the 2015 Adopted Budget, Council placed the funds for 25 new police officer positions in this reserve pending results of SPD staffing analysis.
Total Public Safety Funding in Finance General	\$1,310,597	\$7,062,029	\$9,955,683	\$9,197,745	

The funding reserves discussed in this section are all located in Finance General. Usually, but not always, Council approval of legislation is required to transfer funding from Finance General to a department. In this case, such legislation would provide an opportunity for a more detailed Council discussion of City policies, such as those governing the deployment of body-worn cameras by police officers. The Council could also choose to place a proviso on some of the funding in these Finance General reserves.

4. Overtime Use

Overtime use continues to be a significant issue for SPD. The 2016 Proposed Budget contains approximately \$16 million in overtime dispersed throughout the department's BCLs (this does not include funds for overtime in the DOJ Settlement reserve in Finance General).

In 2014, SPD spent over \$23.6 million on a variety of overtime activities – approximately \$8.6 million (158 percent) over its \$14.4 million overtime budget. Table 7 summarizes the amount of overtime that SPD budgeted and used per year for the past 20 years. It shows that since 1995 there has only been one year (1999) when the department did not exceed its overtime budget. In the past two years, the overtime budget has been exceeded by more than 50 percent. Appropriations to cover the overruns have been made in 4th quarter supplemental budget ordinances, which are transmitted to Council after adoption of the budget for the following year.

Table 7: SPD Overtime per Year excluding DOJ-related Overtime

Year	Total Budgeted Dollars*	Expenditure	(Over)/Under Budget	% Over/Under
1995	\$5,214,823	\$5,764,175	(\$549,352)	110.5%
1996	\$5,462,768	\$6,385,075	(\$922,307)	116.9%
1997	\$5,473,771	\$7,555,588	(\$2,081,817)	138.0%
1998	\$5,474,101	\$7,991,103	(\$2,517,002)	146.0%
1999	\$7,052,200	\$6,542,077	\$510,123	92.8%
2000	\$7,702,950	\$9,271,509	(\$1,568,559)	120.4%
2001	\$7,612,056	\$8,775,246	(\$1,163,190)	115.3%
2002	\$7,807,023	\$8,688,962	(\$881,939)	111.3%
2003	\$7,864,998	\$9,875,611	(\$2,010,613)	125.6%
2004	\$8,492,700	\$10,755,660	(\$2,262,960)	126.6%
2005	\$8,910,948	\$11,331,390	(\$2,420,442)	127.2%
2006	\$9,393,671	\$12,456,160	(\$3,062,489)	132.6%
2007	\$9,886,346	\$14,576,845	(\$4,690,499)	147.4%
2008	\$12,902,601	\$15,797,836	(\$2,895,235)	122.4%
2009	\$12,804,869	\$14,867,684	(\$2,062,815)	116.1%
2010	\$13,176,675	\$13,277,444	(\$100,769)	100.8%
2011	\$12,729,773	\$14,468,063	(\$1,738,290)	113.7%
2012	\$12,754,177	\$18,537,785	(\$5,783,608)	145.3%
2013	\$14,369,409	\$21,939,649	(\$7,570,240)	152.7%
2014	\$14,407,064	\$23,625,263	(\$8,620,637)	157.5%
2015**	\$13,871,629	\$16,509,416		
2016***	\$15,966,651			

*For 1995 through 2014, total budgeted dollars includes the original budget amount plus supplemental additions, except for fourth quarter Supplemental Ordinance that balanced expenditures after the fact. For 2015, the total budgeted dollars include changes made in the Q1 and Q2 Supplemental Ordinances.

**Expenditures for 2015 are through August 2015.

*** Total budgeted dollars for 2016 overtime reflects the 2016 Proposed Budget.

In late 2014, the Police Chief requested that the City Auditor conduct an audit of SPD overtime use and policies. The Auditor's report is scheduled to be completed in December 2015. SPD has also started to bring greater accountability for the use of overtime. For example, Chief Operating Officer Wagers has launched monthly fiscal accountability meetings and training for mid-level managers in finances and fiscal responsibility.

Given the amount of actual spending on overtime since 2012, the Executive realized that the overtime appropriate in the 2016 Endorsed Budget is too low. In the 2016 Proposed Budget, SPD is proposing to transfer approximately \$2 million in department savings to the overtime budget in 2016. These savings include cuts to the budget for equipment and contracts, and fuel savings from the Department's "Idle Right" program.

Over the past five years, the staffing the 911 communications center has required an average of \$907,000 annually in overtime expenses, and staff has been required to work mandatory overtime to meet call volume standards. The 2016 Proposed Budget addresses this issue by adding seven call takers (four of whom are requested in the 3rd Quarter supplemental budget legislation so that hiring and training can begin more quickly). The 2016 Proposed Budget also proposes physical improvements that will make the work space more efficient and comfortable, which should help improve morale and staff retention. However, these changes will not have much impact on 2016 overtime use, as the new staff require approximately 6.5 months of training. New call takers are trained by existing personnel whose job duties must be covered using overtime hours. In the long run these changes should reduce the amount of overtime needed to run the 911 communications center, but overtime will always be needed to cover leave such as sick leave and vacation. The workload of the call takers is also dependent on call volumes which may change overtime.

Police staffing for special events has accounted for about half of all overtime use in recent years, and is a major reason for exceeding the overtime budget. Special events include directing traffic at professional sporting events, concerts, street fairs, parades, fun runs, providing protection for visiting dignitaries, and supporting street closures for demonstrations. The General Fund is reimbursed for the cost of some events such as professional or collegiate sporting events, but until recently the City's regulations did not provide for cost recovery for most special events.

To address this issue, last month the Council adopted Council Bill 118463, which amended the City's existing special event permit fees to better reflect the time and resources expended by the city staff to support special events. This legislation will raise fees in stages over the next three years. This should provide more General Fund revenue that could potentially be used to cover SPD overtime costs. The ordinance also requested that the Seattle City Auditor audit how SPD staffed special events over the past six years. The City Budget Office is charged with using the audit results and recommendations to perform subsequent annual reviews through at least 2020.