

**Carmen Best**  
**Mayoral Nominee for Chief of Police**  
**Seattle Police Department**  
**Responses to Confirmation Questions Presented by City Council**  
**July 30, 2018**

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**BUDGET**

1. **General Budget Management.** *Please describe your general philosophy regarding evaluation of the Seattle Police Department's \$331.32 million budget. Include in your response, what you believe are the most pressing budgetary issues facing the SPD, what programs you deem deserving of additional funding, and what are opportunities for cost savings within SPD's Budget?*

The number one priority for the Seattle Police Department is continuing to enhance community trust and confidence. The budget of the SPD must be critically assessed to ensure that in everything we do, our focus is delivering the type of police services the people of Seattle expect.

The SPD, along with departments across the country, are consistently called to the frontlines of many of society's most pressing issues. The budget of the SPD primarily supports the staffing required to provide police services to a rapidly changing major city. Today, most in law enforcement know that policing is no longer just handcuffs and car chases. Modern policing requires the delivery of a wide array of services. Operationally, this means SPD's budget must ensure we have the right officers, with the right training and equipment, on the right teams to meet community needs.

In recent years, SPD has answered the community's call in these circumstances - standing up the Homeless Navigation Team, establishing a squad to pursue and enforce Extreme Risk Protection Orders (ERPOs), building a Force Investigation Team, augmenting bicycle patrols for patrol and increased special events, and continuing robust community engagement efforts. Specialized work like this is not the result of extra funding. Existing sworn officers - transferred from other units, on approved overtime, or volunteering - get this work done. Last year, with these additional requests, SPD successfully managed to its budget without a supplemental request. If the SPD is to continue to effectively address complex

issues like these, we will continue to need funding to hire new officers, develop and provide new trainings, get access to the best equipment and technology, and have the analytic resources to evaluate if what we are doing is working.

Ultimately, the department's budget is driven by workload, available staffing, and priorities. As the City continues to ask more of the police department, the overall workload is climbing. Available staffing, although at historic highs, has not kept pace with the City's growth or with the new expectations for the Department. These issues are compounded by years of underinvestment in the facilities of the Department. While there is little adjusting we can do around the proportion of our budget that supports our personnel, there are opportunities in the "other than personnel" budget for cost savings. Perhaps a bit counterintuitive, if we are able to hire more officers, we would decrease the spending we are forced to ensure we meet minimum staffing levels for normal patrol services.

**2. Crime Reduction.** *What, in your opinion, are the most important investments the City of Seattle can make to reduce crime?*

Prevention always is the most effective approach to crime reduction. This is why the Seattle Police Department has been laser-focused on positively engaging with young people across the city. Initiatives like the Seattle Police Athletic League give officers and youth an opportunity for mentorship and establishing positive police-community relationships.

The City also needs more summer youth jobs and other positive opportunities for young adults. I know that this is a focus area for Mayor Durkan in the coming year and SPD looks forward to supporting her work. Given the commitment to data-driven practices that the SPD has, it is important to highlight the extremely positive outcomes that programs like summer youth employment have for young people. Research shows that not only does summer employment reduce engagement in violence and other crime, it decreases incarceration and early mortality rates. SPD is proud to host 35 youth interns this summer, 13 through the Summer Youth Employment Program, as part of our contribution to the City's effort to provide positive, paid career experiences for youth.

In addition to employment opportunities, there also need to be safe, constructive places for young people to go in the evenings, especially in the summer time. That is why the Mayor's action to extend late night hours at the South Park community center and her support of Late Night programming at other community center locations is so important.

The SPD needs the support to have more officers dedicated to creating and participating in these activities. While community policing is essential in the job requirements of everyone - sworn and civilian - in the Department, it is not realistic, or a best practice, to have officers on the street trying to establish new programs and find new support while responding to calls. SPD needs a dedicated team focused on collaborative policing opportunities.

In circumstances where prevention is no longer an option, problem solving is the next best solution. Effective problem solving requires robust crime analysis, meaningful connections to research and academia, and the support of the community. Throughout my career, I have worked with neighbors across this city to identify and solve problems. This has meant bringing in local and national researchers to propose and study new strategies, ensuring SPD has the resources to build the analytic tools other departments are now looking to replicate, and requiring that deployment decisions reflect what we learn. I will continue to push this Department to use best practices to identify and respond to problems, and I will ensure we continue to be an active member of the criminal justice research community. If we learn from ourselves and others, we will succeed in our crime reduction efforts.

- 3. Special Events - Staffing and Cost Recovery.** *A Seattle City Auditor report published on December 13, 2017, highlighted police staffing and cost recovery issues related to special events. Specifically, the report evaluated SPD's overtime costs due to the direct and ancillary staffing of special events and related recovery of those costs from third-parties utilizing SPD's public safety services. Additionally, some members of the community have also reported an excessive police presence at demonstrations and freedom of speech events, such as Black Lives Matter and other protests. Please describe what you will do to implement the recommendations of the City Auditor in collaboration with the Seattle City Council and the Mayor's Office. Please also include in your answer the following information:*

- *How will you evaluate SPD's approach and decision-making utilized to determine reasonable staffing levels at special events with a focus on achieving both the necessary security and cost efficiency outcomes as well as building community trust?*
- *What specific reforms could be made to staffing decisions related to the following circumstances: sporting events, extraordinary events, free speech events, emphasis patrols, patrol officer versus traffic officer duties?*

The Seattle Police Department is committed to recovering as much of the total cost of staffing special events as current legislation allows. The Department's representative on the Special Events Committee is the Assistant Chief that has responsibility for the Seattle Police Operations Center (SPOC) and manages the staffing of special events. The participation of an Assistant Chief reflects the level of commitment that the Department has in properly staffing events and recovering SPD's associated costs where it can.

The Department has worked closely with the City Auditor on the report and its associated recommendations. As the recent update on the overtime report recommendations shows, SPD has worked to implement all the feasible ideas it has control over and put into operation. Similarly, there are a number of recommendations from the Special Events Staffing audit that have already been implemented (e.g., changing our hourly rate for MOU event work to recoup the total amount of an officer's hourly cost of working an event). The Department's Chief Financial Officer is working with the SPOC Assistant Chief to ensure that data is available to the Department and to the Special Events Office. A budget analyst reviews staffing data and serves as a resource to planners and the Assistant Chief for assessing event staffing levels.

As Chief, I will evaluate the Department's approach and decision-making related to staffing events through two lenses. The primary view will always have public safety in mind. This includes the documentation of the staffing process and the after event assessment of how the event went from the Department's perspective. Next, I will view the assessment of public safety through the lens of fiscal efficiency and responsibility. Did SPD provide a safe and secure environment for the public to carry on its event with an efficient level of staffing that is appropriate for the type

of event and the known variables at the time of the event? When we find that we could have adjusted a plan - we will take that information into account when planning similar events.

SPD will continue to utilize national best practices to properly staff events. The Special Events Police Staffing Audit Report found that SPD typically used best practices when creating staffing plans for events but there was no policy requirement to do so. The Department is amending its policies to require all incident commanders to uniformly use these practices. Similarly, the Department is in the process of changing its policies on writing and submitting after action reports. These documents highlight key aspects of an event, deviations in staffing between planned staffing levels and the actual number of employees used and length of time they were necessary to ensure a safe event. This information is captured and analyzed for use in future event planning and for the same event in future years.

A key aspect of SPD's use of overtime for special events pertains to the number of events that get permitted on the same day or during the same weekend. If there is a sports event in town, any type of enforcement activity taking place, and then several special events take place - say a fun run and a neighborhood event - SPD resources become taxed. Between May and September there are more occasions when this occurs. As a result, the events require overtime to provide services. SPD is working with organizers who are using more and more volunteers, where appropriate, to assist with managing events. The Department uses staff such as Parking Enforcement Officers (PEOs) where it can to alleviate the need for officers and manage the cost of the event. The number of events has continued to rise. However, by initiating the reoccurring standing weekly SPOC staffing meetings, placing an Assistant Chief over SPOC, placing that Chief on the Special Events Committee, adjusting Department policies to ensure best practices for planning, staffing, and after action review, assigning an analyst to review planning versus used staffing levels, and adjusting the hourly rate for times that SPD enters into MOUs for services, the Department has made big strides in how it staffs special events.

4. **Budget Prioritization.** *Budgets are a reflection of our values, morals and priorities. The SPD's budget represents a sizable portion of our general fund. At the same time, the City of Seattle continues to advocate for criminal justice reform, including zero youth detention, pre-trial diversion, pre-filing diversion, and violence prevention. How would you commit to reorganizing the SPD's budget to invest more in new and existing diversion programs for youth of color and community-based alternatives to conventional policing practices that prioritize a harm-reduction approach?*

As Chief I believe that there are many situations where formal involvement of the criminal justice system is not the best path to address an issue. In other words, I expect that my officers recognize when "we are not going to arrest our way out of a problem." Officers also know, however, that there are situations where individuals who are victimizing others or taking advantage of people who are facing addiction or behavioral health crisis, need to be arrested and have formal sanctions. One of the main challenges of modern policing is recognizing the difference between the two. The other challenge is having the service locations to bring people to other than jail. The jail always is open. There will be times when an individual cannot remain where they are, and SPD officers have demonstrated that they will make use of alternatives if they exist.

This is what motivated the SPD to help design and launch the LEAD program in 2011. Since LEAD started, departments from around the country have come to Seattle to hear from our officers how it works and what they think about it. LEAD started as a pilot in Belltown and has expanded throughout most of Downtown, with the recent expansion to the East Precinct.

Our officers have also embraced crisis intervention training (CIT), with more than 60% of Patrol Officers having completed the full 40-hour training, going above and beyond the required eight-hour training. When we asked for volunteers for the Homeless Navigation Team, there was concern we would not get enough. Instead, we received three times as many applicants as positions. In 2017, we trained officers in Peace Circles to support alternative dispute resolution. As noted in Question 1, many of these efforts are unfunded - staffed by officers and civilians pulled from other units. It is important that we formalize these efforts and officially move personnel to these teams in the budget, but this means officers leave other

positions, often in patrol, and we need the funding to hire new officers to maintain patrol staffing.

I am committed to diversion and alternatives whenever they are appropriate. These programs must make their processes and outcomes clear and have the same level of oversight that traditional sanctions now have. SPD will continue to support and make use of these and emerging models, but the police department should not be the home of these programs. This formalizes models that are inherently meant to be outside of justice system involvement. From a budgetary perspective, we can best support existing and future programs by forming and supporting the previously mentioned Collaborative Policing bureau to be focused on, and primarily responsible for, developing these connections and programs. I am also committed to working with the Office for Civil Rights, City Attorney's Office, Seattle Municipal Court, King County Prosecutor's Office, and others to ensure SPD is a full partner in criminal justice reform efforts.

## **MANAGEMENT AND OPERATIONS**

5. **Patrol Officer Assignments.** *According to a letter from the Police Chief Search Committee Co-Chairs, "less than half of all sworn officers are assigned to patrol, a percentage that is inconsistent with a national practice of 60% or more of sworn officers being assigned to patrol." This lack of a sufficient number of officers in uniformed patrol assignments leads to the response time challenges SPD faces and reduces public confidence. Do you intend to investigate the comparative breakdown of how the Department allocates labor and resources between specialty operations (e.g., detective work, homeland security, SWAT, etc.) versus patrol operations? How would you intend to strike an effective and efficient balance between the two?*

In 2017, as the Department was successfully reaching the goal of adding an additional 100 officers, the Command Staff decided that a system needed to be in place to objectively guide the deployment of the new officers. SPD conducted an extensive review of policing operational research and outreach to other major departments. One thing became clear - there is no standard for what aspects of a department are counted in patrol, and there is no standard for deciding how many officers should be in patrol. One consulting firm recommended the 60% standard, other analytic approaches recommend complex assessments of call volume,

population, and expected service levels. After consideration of what other departments were doing and the minimal guidance from the research, SPD decided to adopt, as a general goal, adding staffing to Patrol until it was at or close to 60% of all sworn staff. Currently, excluding recruits and student officers, 57% of sworn resources are assigned to the Patrol Bureau. These staffing efforts are producing results. Through almost the first seven (7) months of 2018, the median response time for priority one calls is down 9 seconds, citywide. Priority one response times in 2017 were down 9 seconds from the median in 2016.

While a few standard approaches exist for calculating patrol deployment figures, there is very little external guidance on how to staff other areas of work within a police department. Generally, it is the goal of SPD to reach close to 60% staffing in patrol, 20% staffing in Investigations, and to distribute the remaining 20% among the other work areas based on priorities and workloads.

- 6. Patrol Officer Staffing Levels.** *The City of Seattle committed to supporting the hiring of 200 additional officers. In the Chief of Police search process and in the evaluation results of the Micro-Community Policing Plan, respondents consistently identified the desire to hire additional officers. However, over the next two years, the City Budget Office has indicated that the City of Seattle will experience a slower economy. Please identify how the SPD can balance the tension of budget restrictions and the perceived need for additional patrol officers to meet the public safety needs of our residents and visitors.*

The Seattle Police Department has performed exceptionally well at controlling crime rates given its below average ratio of officers to residents that the city historically has had. In 2014, the previous administration announced a goal of hiring 100 additional officers (above attrition) by the beginning of 2018. Through the hard work of the SPD recruitment and hiring team, and the many volunteers who go into communities to recruit new officers, SPD achieved this goal. The reality is, however, that during the same time, many new functions were added to the list of the Department's responsibilities, so these new officer positions were spread across more teams.

SPD needs to hire more high quality, diverse officers to meet current demands and provide the highest level of service we can to the people of Seattle. In the face of a booming economy, with stiff competition from all sectors for exceptional



candidates, this already was going to be a challenge. As the City prepares for tighter budgets, the SPD must go beyond "hiring more officers" to meet the needs of the community. I will direct the Command Staff to present a variety of creative options for increasing the number of available officers, focusing existing resources on high-level priorities, and getting more new recruits. We must use data to ensure we are deploying our resources efficiently and effectively. We must critically examine positions where officers are doing work that does not require a badge and a gun. We must compete for, and win, the best candidates for new officers.

- 7. Labor Relations.** *Please describe your philosophy on the Chief of Police's role in labor relations and what you have done or would do to foster a good faith relationship with labor unions that represent sworn and non-sworn SPD employees.*

The role of the Chief of Police, primarily, is to enhance public safety for everyone in their community, from those who violate the law to the officers who enforce it. This means there will be very natural tensions between the Chief and union leadership. At all times, though, this must remain a professional relationship, where all parties clearly know that everyone is advocating for those they represent, and at the end of the day all parties want a safe and fair city.

I always will be open and honest with all union leadership about my expectations and standards. I feel that setting clear expectations, maintaining open lines of communication, and explaining how I reach decisions is the best way to ensure all parties can respectfully disagree when agreements cannot be reached. Their leadership is welcome to attend management meetings and I will routinely meet with them to have open conversations about issues we all are facing. No one in the city is served well when the leadership of the Department and the unions - who represent those who make the Department what it is - cannot meaningfully engage one another. In many cases, if we can just sit down and talk, we can avoid formal proceedings and resolve issues.

- 8. Immigration & Foreign Nationals Policy.** *The City of Seattle's elected leaders and prior SPD Chiefs have publicly stated that the SPD will not support Immigration and Customs Enforcement ("ICE") retention and notification policies. How would you ensure that SPD resources, including staff time, are not used to assist with ICE operations designed to enforce alleged violations of civil immigration laws? How would you ensure officers*

*understand SMC 4.18.015 and conduct their duties accordingly, particularly in situations unrelated to an incident they are responding to? In what other ways can SPD ensure that the immigrant community is protected against ICE operations conducted within our City?*

The Seattle Police Department does not, and will not, take part in immigration enforcement activities. It is not our role, we are not allowed to do it, and it harms community safety. As Interim Chief, I have reiterated to all staff the directive released last year, and we currently are working on revisions to the policy to make it even more clear that SPD employees will not make inquiries about immigration status and will not support ICE activities. If an employee violates this policy they will be subject to disciplinary action.

I am committed to ensuring that everyone in Seattle feels safe calling the police for help. As a member of the Law Enforcement Immigration Task Force (LEITF), I have joined law enforcement leaders from across the country in submitting numerous official calls for the federal government to change their current policies and operations around immigration. When members of our community do not feel safe calling the police, the safety of everyone is harmed. I cannot be more clear: the Seattle Police Department will not assist ICE in matters of civil immigration laws.

9. **Professional Development.** *Do you plan to establish formal succession planning for senior command positions; develop a leadership development program for field supervisors; and a rotation policy for officers and detectives to share and develop skills? Please describe how you would provide officers and detectives an opportunity to seek leadership positions within SPD.*

The Seattle Police Department is not alone in facing the challenge of creating the next generation of police leadership. SPD and departments across the country do a great job of teaching people how to be a police officer or detective. The infrastructure for training gets less robust as someone moves up the ranks. Police departments traditionally have addressed this need by sending their up-and-coming leaders to external programs such as the Senior Management Policing Institute (SMIP), the F.B.I. National Academy (FBINA), the Police Executive Leadership Institute (PELI), and others. SPD has sent as many employees as it could afford to these excellent programs - which often are requirements for being

chosen as Chief of Police in many jurisdictions. These programs are expensive and require travel.

In response to this, SPD actively has been creating internal leadership and management development programs. SPD recently completed its first cohort of Management Development Institute (MDI) trainees (Lieutenants and Captains) and is about to launch year two. The MDI program takes advantage of the many local resources - academic, business, public sector, and internal mentors - to develop the next generation of leaders on the sworn side of the Department. The Department also just launched its Civilian Leadership Development Program to invest in the growth of our civilian leaders. Additionally, we have a close relationship with the Foster School at the University of Washington, and are working together around the concepts of executive development, strategic planning, and creating leaders. The idea of a rotation policy is interesting. It would need to be discussed in relation to current labor agreements. As Chief, I will continue to have the Department enhance these programs, create new ones, and continue to send as many emerging leaders as possible to the premier development programs in the country.

10. **Diversity Hiring and Recruitment.** *Even though SPD has improved its recruitment of candidates from diverse backgrounds, the recruitment and hiring of women and individuals from racially and ethnically diverse populations remains an issue for the SPD. What can SPD do to improve in this critical area?*

The Seattle Police Department knows that a police department that reflects the community it serves can be a more effective department. During the recent hiring surge SPD has had a singular focus of increasing the proportion of new hires from diverse backgrounds. The recruitment and hiring teams have developed first-ever "women in law enforcement" events, grown the diversity of volunteer recruiters who can go into communities they know, and expanded outreach to non-traditional media outlets. These efforts are showing clear results. In 2014, 22% of new hires were members of a minority group. During each of the next four years this percentage has grown, reaching 35% in 2017, and, so far in 2018, 45%. Given the demographics of the City of Seattle, these numbers are a fantastic testament to the hard work of many members of this Department, and reflect the broader work that has been done to increase trust and legitimacy with these communities. In 2017, 20% of our new hires were female, and so far this year we are at 17% female

hires. The United States Department of Justice's Community Oriented Policing Services (COPS) Office and the F.B.I.'s UCR report a national average of female officers at close to 13%. As Chief, I will ensure the Department stays committed to the strategies that have gotten us where we are, and we will continue to innovate to establish even stronger connections with traditionally under-represented communities.

11. **Off-Duty and Secondary Employment.** *Many have raised concerns about SPD officers moonlighting and believe it may impact officers' performance of regular SPD duties. Please explain how you would ensure that off-duty employment is not compromising officer safety or affecting performance of regular duties.*

The Seattle Police Department leadership has long held concerns about both the administration and management of the use of officers on off-duty assignments. As Chief I plan to address the lack of significant movement on this issue. In the past few years, Department leadership worked with the City and City Council to address issues around retired officers and the use of their commissions for employment. Additionally, the City Auditor was requested to examine current practices and issue recommendations. SPD has pursued a variety of technology solutions to implement an electronic time/work management system, but this has been wrapped up in the consolidated IT process and has yet to reach completion.

During recent efforts to develop an operational plan for gaining control of this process, SPD leadership became aware of some alleged significant issues and referred the concern to the F.B.I. This investigation resulted in a finding of no criminal activity. The Department took the step of elevating the leadership of the Seattle Police Operations Center (SPOC), which is responsible for scheduling officers for special events, to the Assistant Chief level. In September 2017, then Mayor Burgess issued an executive order directing SPD to lead an inter-departmental team to develop the plan to fully bring the management of this process "in-house."

The Department implemented a new policy directing all off-duty work to be logged in an existing SPD system that can manage approvals and reporting. SPD is continuing to pursue an electronic system that can effectively manage all scheduling and staffing management, and is anticipating final guidance from the

City on these solutions.

12. **Law Enforcement.** *With regard to quality of life crimes, there is a perception amongst some community members that some SPD officers have indicated that the Mayor and/or City Council have instructed officers to not enforce certain laws. However, no such directive has been issued by either the Mayor or the City Council. Please describe how the Chief of Police ensures that all officers understand their law enforcement duties, regardless of whether the suspect is housed or experiencing homelessness. What steps would you take to ensure that officers accurately communicate their responsibilities to residents?*

In 2017, the Seattle Police Department saw officer-initiated (pro-active) activity increase 12% compared to 2016, which itself experienced a 13% increase over 2015. Officer-initiated activity is most associated with quality-of-life and disorder-related crimes. The officers on the street are doing the work. The SPD will not, however, criminalize behavior associated with being homeless, which does not violate criminal law.

It is reasonable to conclude, given the complexity of how issues surrounding homelessness must be addressed, that members of the public may be unclear about what activity is criminal and can be immediately addressed, opposed to activity that requires a more administrative response. It is true that many behaviors may make people feel unsafe - someone yelling on a corner, someone relieving themselves in public, or someone camping but not obstructing - but these are not necessarily actions where SPD could or should book the person into jail.

Through roll calls, SeaStat meetings, weekly e-mail digests, and incident-specific commendations, the officers of the SPD know that they are expected to address criminal behavior regardless of the housing status of the individuals involved. This Department has rescued children being trafficked in illegal encampments, tracked and seized large stashes of guns and drugs, and recovered stolen property. I will ensure that officers have clear instructions on how to communicate what they can and cannot do to community members unhappy with the response we are able to provide.

## **POLICE ACCOUNTABILITY AND REFORM:**

**13. Discipline.** *As the Chief of Police, you are the final arbiter on issues relating to officer discipline. Please discuss the approach you would take towards disciplining officers who are found to have violated SPD rules, policies and procedures. How would you hold supervisors accountable for violations of policies committed by their officers? For example, holding a supervisor accountable when an officer fails to carry his or her Taser.*

Throughout my life - growing up with my family and in my 26 years of service to the SPD - I have been raised to strive for the highest possible standards of hard work, professionalism, and service. As Chief of Police, I will expect the same behavior from every member of the SPD - sworn officer, civilian supervisors, and Department leadership. I am a firm believer in personal responsibility. It will not help the Department to have supervisors managing their employees like children. If a supervisor fails to address violations, that is when they must be held accountable. The most effective way to communicate this standard is to reward those employees who meet and exceed it. Psychological research consistently has shown that rewarding desired behavior is far more effective than punishing negative behavior.

There are times when discipline is necessary, however. In criminal justice we have learned that procedural justice is an essential element of accountability. If we expect officers to employ procedural justice principles in their work, we must do the same when dealing with their violations. A key aspect of the SPD's disciplinary system is the Early Intervention System (EIS). The Department is an active participant in several research efforts to identify a meaningful and effective EIS system, as departments across the country acknowledge that current approaches are insufficient at best.

It is important to note that any changes to the Department's approach to discipline must be the result of conversations with the federal judge, the monitoring team, the City, City Council, the respective unions, the Inspector General, the Office of Police Accountability, and the Community Police Commission. Ultimately, if an officer, sworn supervisor, or civilian commits a violation that affects the trust the community has in the Department, those are the violations that require significant discipline.

**14. Community Trust.** *A key component of ongoing police reform is building, maintaining and repairing community trust. How have you initiated efforts to support community trust? What would you do to improve the public's perception of police accountability? What steps would you take to ensure that the accountability and discipline process reflect your values and are implemented consistently up and down the chain of command?*

I am committed to the key elements of establishing trust - openness, communication, and integrity. It is essential that the Seattle Police Department communicate with the public as fully as possible whenever there are issues that threaten this trust. We must continue to share information and data. We must continue to be present at community events and ensure we are there to listen and hear concerns. The SPD now has one of the most, if not the most, robust civilian oversight systems of any police department in the country. We have embraced these organizations and their leadership, and they, in their part, represent the concerns and priorities of the community. Perhaps most importantly we must continue to provide the highest level of service to the people of Seattle. When someone calls the police, it often is at one of the most difficult times in their lives. We must respond to each of these events with the highest level of professionalism and excellence. Every interaction is an opportunity to build - or weaken - the trust that person, their family and friends, has in the Department.

The SPD will continue to actively engage in work grounded in the pillars of 21<sup>st</sup> Century Policing: Building Trust and Legitimacy, Policy and Oversight, Technology and Social Media, Community Policing and Crime Reduction, Training and Education, and Officer Wellness and Safety.

**15. Accountability.** *SPD and the Chief of Police are accountable to the community as well as several oversight entities as formalized by the adoption of the 2017 Police Accountability Ordinance. What do you view as the primary responsibilities and obligations that the Chief and the leadership team must follow in your interactions with and relationships to the Community Police Commission, the Office of Inspector General and the Office of Police Accountability? Please also discuss how you intend to successfully communicate and demonstrate transparency with all three of these entities.*

The Seattle Police Department is committed to continuing the open and transparent relationships we enjoy with each of the current oversight entities. The Department can only be helped by continuing to welcome the external perspective of these experts. The leadership team and I already have invited the leaders of these agencies to join our Command Staff meetings, take part in our SeaStat management process, and participate in Force Review Board hearings. They routinely participate in these meetings. Currently, the Department is meeting weekly with the Office of the Inspector General (OIG). During my time as Interim Chief we have invited the OIG to attend our trainings, and that invitation has been extended to the Office of Police Accountability (OPA) and the Community Police Commission (CPC) as well, in the past. The teams at the OIG and OPA have, or will have as soon as technology allows, direct access to our relevant data systems. One of our Assistant Chiefs is the primary point of contact for tracking all management action reports from all external oversight bodies, and is working with the CPC to establish a database for tracking these recommendations and the responses. And, we recently launched the quarterly *Accountability Partners* meetings where the leadership of all of these agencies come together to address issues and track progress. Ultimately, it is the job of the Chief and the entire leadership of the Department to reinforce to all members that these systems are valuable to the Department, they increase the trust and legitimacy the community has for the Department, and the Department must openly embrace them.

16. **De-escalation Training.** *When a police officer draws their gun, they are trained to use deadly force. What would you do to emphasize de-escalation training both during in-service training and during police academy training?*

The Seattle Police Department, and myself as Chief, believe that the sanctity of all human life is paramount. Through the first 7 months of 2018, officers of the Seattle Police Department pointed their firearms at individuals 223 times. In two of these instances an officer discharged their weapon. Officers are not trained to discharge their weapons if they raise them. Officers are trained to attempt to de-escalate situations until there is no other option.

When the Department first began its work on equipping officers with the skills to effectively de-escalate situations, this was done in stand-alone trainings where officers knew what to expect and repeated what they had recently learned. This training has evolved to scenario-based training, where officers do not know what



skills they will need to employ. The concepts and practices of de-escalation now are woven into all our trainings.

In 2017, officers reported using force of any level at a rate of less than one fifth of one percent (0.18%) of all dispatches to nearly 400,000 unique events - and of these uses of force, the overwhelming majority (approximately 77%) involved no greater than the lowest level of reportable force (such as minor complaints of transient pain with no objective signs of injury). Further, serious levels of force - force that causes or may be reasonably expected to cause substantial bodily injury - was used in only 16 (0.004%) of these nearly 400,000 events. Departments from around the country have come to observe and learn from our work.

#### **CITY COUNCIL RELATIONS:**

17. **Collaboration & Communication.** *Several Councilmembers have expressed concerns about SPD's responsiveness to communications from the Council on issues ranging from specific constituent concerns to systems-level information and data requests. What specific steps would you take to ensure SPD acts responsively and transparently to these inquiries?*

The Seattle Police Department receives a remarkable number of requests for information daily, through the Customer Service Request (CSR) system, directly from community members, the media, stakeholders, elected officials, other law enforcement agencies, and researchers. These requests are on top of the more than 6,200 public disclosure requests the Department receives - 95% of all City requests, without resources to match the volume. Given these numbers, the Department still strives to provide a professional response as quickly as possible. SPD knows, at times, it has failed to meet the expectations of the Council, and others, and that some follow-up responses have taken a particularly long time to complete. We will do all we can to limit these occurrences, though we do acknowledge in particularly busy periods, responses must be prioritized in relation to public safety, public trust, and legally-mandated timelines.

As Chief, I will commit to providing an initial response to inquiries from within the City - including Council - within two (2) business days. In most cases, we will need

additional time to provide more detail, depending on the complexity of the question and the level of effort needed to access the requested information.

## **COMMUNITY POLICING:**

18. **Race and Social Justice Initiative.** *Departments frequently struggle to achieve success under the City's Race and Social Justice Initiative. How does institutional racism and bias manifest itself within SPD; and on a scale of 1-10, how much do you think implicit bias affects police behavior? What specific steps would you take to address these issues? What program have you or would you support to provide training to all officers about institutional racism and bias immediately following their graduation from the academy?*

The Seattle Police Department must confront the same issues of institutional racism and bias as any other City department or external organization. The very idea of implicit bias is that we all bring it to the table every day. The SPD addresses these concerns through training. The first step is promoting self-awareness by discussing and acknowledging that every one of us - regardless of your job, education, background - brings implicit bias into our daily activities. We then focus on providing all employees with the skills and knowledge proven effective in minimizing bias. And, we implement concrete and objective measures and oversights to ensure we are aware of any issues that need additional attention. I do not believe that police officers are affected by implicit bias any more than other people. Yes, there are historical, and current, issues of institutional racism in the criminal justice system, and the SPD is an active participant in local and national efforts to better understand and address these points.

SPD was one of the first departments in the nation to mandate bias-free police training. All officers participated in the *Race and the Power of Illusion* training. We engaged the Anti-Defamation League to provide their renowned *Lessons of the Holocaust* training. As Interim Chief I had the Command Staff participate in a training on *Undoing Institutional Racism*, because it is essential that the commitment and communication about the important of these issues starts at the top. The Department, currently, is in discussions with the Northwest African American Museum to deliver a training around African American culture and issues of racism. I am committed to ensuring the Department participates in similar

trainings for all marginalized populations, and intend to engage with representatives of many organizations to develop these trainings.

19. **Community Service Officers.** *The City Council has invested resources in reviving the Community Service Officer (CSO) program, but acknowledging fiscal constraints, the Mayor recently stated that "the new Police Chief be given the opportunity to shape the scope and scale of the CSO program." Do you support the renewal of the program? If so, how do you envision shaping the scope and scale of the CSO program and by when?*

I am committed to considering all additional staffing opportunities to support the Department's mission to provide the community with the best police service possible. The Community Service Officer program was a well-received program during its initial inception and there are many current needs that a re-launch could address. In a time of tight budgets the program was cut. When the CSO re-launch was proposed the City was experiencing much different economic forecasts. This is why it is important that we carefully consider what this program would do and how extensive a re-implementation would be.

20. **Police Legitimacy.** *The 2017 Seattle Public Safety Survey revealed that some neighborhoods with high needs for policing are also some of the most distrustful of police. How can officers work within those communities to ensure that an expanded policing presence is viewed in a positive light?*

After 26 years as a member of the Seattle Police Department, I know that every interaction a member of this department has with a community member is a chance to engage and build trust. This counts just as much when interacting with someone who has called for help as it does for how you treat someone you are going to arrest. I have lived this on the street and I will ensure this is a guiding principle of the SPD as Chief of Police. We must continue to create opportunities for officers and the public to engage in ways that have nothing to do with a call for service or enforcement action. We need to give officers the expectation and time to do so. And, we need to reward those officers who follow through on these opportunities.

As Chief, I will commit the Department to identifying ways to expand the opportunities that the Micro Community Policing Plans and Public Safety Survey have for providing the Department opportunities to hear directly from the public

about what their concerns and priorities are for the SPD. SPD currently is considering a variety of tools to facilitate these efforts.

## **CRIMINAL JUSTICE REFORM AND DIVERSION:**

21. **Criminal Justice Reform Generally.** For each of the following, please explain if you think it is a serious problem in the criminal justice system in Seattle and nationwide, and what you would do to address it:

- *Racially biased policing;*
- *Mass incarceration; and,*
- *Excessive use of force or brutality.*

It would be foolish to believe that in some of the more than 18,000 law enforcement agencies across this country, issues of racially biased policing, excessive use of force, and support of mass incarceration do not exist. However, the past decade has seen a sea-change in policing in most departments. While Seattle was one of the first to mandate bias-free policing training, countless departments now do so. Departments, both large and small, now openly share data – and video – on officer use of force, complaints of biased policing, and officer misconduct.

Here in Seattle, we address each of these issues from the perspective of prevention. We want to do everything we can to address these issues even if they do not rise to the level of being problematic. The community and the Department of Justice had very real concerns about possible patterns of excessive use of force and biased policing. A large portion of this concern was grounded in the fact that SPD had no way of tracking or reporting on these issues. Today, with data and processes in place, our use of significant force is rare. While we have committed substantial resources to addressing issues of institutional and implicit bias, we also have engaged national experts to help us analyze any potential issues of disparate treatment.

I currently am a member of *Law Enforcement Leaders to Reduce Crime & Incarceration*, a group whose mission is to protect public safety by effectively reducing crime while also reducing unnecessary arrests, prosecutions, and incarceration. These leaders, and many others across the country, know firsthand

that an over-reliance on incarceration carries with it temporary gains at very high costs. We all are committed to identifying and implementing solutions like diversion and harm reduction, that can reduce recidivism and strengthen relationships with communities.

**22. Harm-Reduction Strategies.** *The Law Enforcement Assisted Diversion (LEAD) program is proposing to expand its mission to cover law violations due to behavioral health conditions and/or extreme poverty, including new crimes that could include, theft, property destruction, criminal trespass or obstructing an officer. Do you support this expansion? How will you align SPD to support this? What other harm-reduction strategies or models are you exploring or would you like to explore?*

The Seattle Police Department was proud in 2011 to be part of the team that collaborated to design LEAD's innovative approach to low-level drug and prostitution offenses. SPD has, and will continue to, led the nation when it comes to changing police behavior to address complex issues of public health, public safety, and affordability. The SPD has worked to address the reality that many of the issues officers are called to deal with exist at the intersection of these factors. Jurisdictions from across the world have come to Seattle to see how this program has built a network of officers and service providers who trust each other and work together to address issues that will not be solved by the criminal justice system.

It is essential that the Department and LEAD continue to work together to expand the program to serve new areas and needs, as appropriate. I look forward to discussing how best to expand the model to address related issues. I also fully support the continuous evaluation of the LEAD model. Each expansion so far has required thoughtful coordination with the service provide, officers, community members, and other stakeholders. Every neighborhood in this city is different and has different concerns and needs. It is likely that this expansion will mean individuals with different needs than we initially served downtown, and we need to ensure we adjust the model accordingly and evaluate its outcomes.

Members of the Department have consistently been involved with the Juvenile Justice Equity Task Force (CHECK), which currently is exploring a pre-arrest diversion program for young people. SPD will always be open to implementing evidence-based diversion programs or being the proving ground for new ideas.

23. *We know that low-level arrests often result in a cycle of arrest/jail/convictions/back on the street. This does not change behavior or outcomes and in fact results in harmful outcomes for individuals and the community.*

- *How will you prioritize areas to target and reduce/eliminate predatory behavior and aggressive drug sales that we see in Pioneer Square and along 3rd Avenue?*
- *Will you carry that same kind of prioritization to crimes committed by individuals experiencing homelessness?*

The Seattle Police Department currently is working with other criminal justice system stakeholders to address persistent criminal behavior in a number of areas across the city. Current best practices in policing include a focus on hot spots of crime and individuals who persistently engage in significant criminal behavior. Across the country, particularly in major cities, criminal justice leaders have fully embraced the reality that crime and the use of incarceration can both be reduced. As one of these police leaders, I will continue to require that the SPD utilizes an array of prevention, intervention, and enforcement strategies in responding to hot spots of crime.

In Pioneer Square, along 3<sup>rd</sup> Avenue, and at Westlake Park, there are premier examples of how focused deterrence and intervention strategies can change an area without an over-reliance on formal enforcement. In Westlake Park, the SPD and many other government and private stakeholders came together to reclaim a space, activate it, and maintain it as a place for lawful, public use. Similar work was successful in Pioneer Square. In both locations, having the option of the LEAD program allowed the SPD to focus its enforcement efforts on those individuals victimizing others and/or engaging in significant criminal activity. Since 2014, when these efforts truly began in Pioneer Square, reported major crime was 26% lower in 2017. A variety of approaches have been tried along 3<sup>rd</sup> Avenue, each with differing levels of success. We will continue to monitor crime trends there, experiment with emerging best practices, and evaluate the success of each strategy.

Overall, as Chief I will continue SPD's commitment to data-driven policing. This approach has allowed the Department to focus its resources on those locations experiencing the highest levels of reported crime. When these locations are identified, it allows local precinct leadership to work with their officers, their

Community Policing Team, Crime Prevention Coordinator, community members, and other City stakeholders to address root causes of the problems driving crime. When these issues intersect with the challenges of homelessness, our focus does not change. We are focused on those individuals who are taking advantage of the less fortunate or who are engaging in significant criminal behavior.

**24. Data-Driven Policing.** *SPD has significantly improved the use of data in crime analysis and performance reporting and has created a Real Time Crime Center where sworn and civilian employees identify problems and trends that assist patrol officers and detectives with active incidents and investigations. How can the department use similar systemic approaches to help people who are struggling on the street with chemical dependency issues?*

The Seattle Police Department has worked hard to build a cadre of skilled and committed sworn and civilian analysts, often without additional support to ensure we can retain this talent. As Chief, I will do all I can to keep the resources we currently have and grow the team when possible. Members of this team have developed into some of the City's top experts on the use of many analytic tools and are responsible for the data products - especially our dashboards - that have had people from across the country, including academia and the Department of Justice, look to Seattle as subject matter experts.

These analysts can easily apply the same methodologies and techniques to examining the issues around chemical dependency. One of the ways we can best do this is to team them up with the experts in public health, which we have done. A King County Public Health employee now routinely joins our SeaStat meetings, which has strengthened the relationship between their analytic resources and our team. The SPD also is now routinely interacting with the analysts at the Seattle Fire Department to leverage their knowledge and insights into these issues. By joining together with these experts, I trust that we all can identify effective approaches to address these needs.