



SEATTLE CITY COUNCIL

Public Safety and Human Services Committee

Agenda

Tuesday, May 10, 2022

9:30 AM

Remote Meeting. Call 253-215-8782; Meeting ID: 586 416 9164; or
Seattle Channel online.

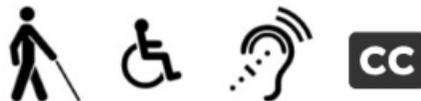
Lisa Herbold, Chair
Andrew J. Lewis, Vice-Chair
Teresa Mosqueda, Member
Sara Nelson, Member
Alex Pedersen, Member

Chair Info: 206-684-8801; Lisa.Herbold@seattle.gov

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SEATTLE CITY COUNCIL
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Meeting Location:

Remote Meeting. Call 253-215-8782; Meeting ID: 586 416 9164; or Seattle Channel online.

Committee Website:

<http://www.seattle.gov/council/committees/public-safety-and-human-services>

This meeting also constitutes a meeting of the City Council, provided that the meeting shall be conducted as a committee meeting under the Council Rules and Procedures, and Council action shall be limited to committee business.

Pursuant to Washington State Governor's Proclamation No. 20-28.15 and Senate Concurrent Resolution 8402, this public meeting will be held remotely. Meeting participation is limited to access by the telephone number provided on the meeting agenda, and the meeting is accessible via telephone and Seattle Channel online.

Register online to speak during the Public Comment period at the 9:30 a.m. Public Safety and Human Services Committee meeting at <http://www.seattle.gov/council/committees/public-comment>.

Online registration to speak at the Public Safety and Human Services Committee meeting will begin two hours before the 9:30 a.m. meeting start time, and registration will end at the conclusion of the Public Comment period during the meeting. Speakers must be registered in order to be recognized by the Chair.

Submit written comments to Councilmember Herbold at Lisa.Herbold@seattle.gov

Sign-up to provide Public Comment at the meeting at <http://www.seattle.gov/council/committees/public-comment>

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Please Note: Times listed are estimated

A. Call To Order

B. Approval of the Agenda

C. Public Comment

(20 minutes)

D. Items of Business

1. Response to Statement of Legislative Intent (SLI) SPD-017-A-001

Supporting Documents: [SLI SPD-017-A-001](#)
[SLI Response](#)

Briefing and Discussion (15 minutes)

Presenters: Andrew Myerberg, Mayor's Office; Brian Maxey and Loren Atherley, Seattle Police Department

2. [Res 32050](#) A RESOLUTION relating to the Seattle Police Department; stating the Council's intent to lift a proviso on anticipated 2022 salary and benefits savings to fund staffing incentives for uniformed police officers.

Supporting Documents: [Summary and Fiscal Note](#)
[Central Staff Memo](#)
[Amendment 1](#)

Briefing, Discussion, and Possible Vote (25 minutes)

Presenters: Aly Pennucci and Greg Doss, Council Central Staff

3. [CB 120320](#) **AN ORDINANCE relating to appropriations for the Seattle Police Department; amending a proviso imposed by Ordinance 126490, which adopted the 2022 Budget; and ratifying and confirming certain prior acts.**

Supporting

Documents:

[Summary and Fiscal Note](#)

[Central Staff Memo](#)

[Amendment 1](#)

Briefing, Discussion, and Possible Vote (25 minutes)

Presenters: Aly Pennucci and Greg Doss, Council Central Staff

E. Adjournment



Legislation Text

File #: Inf 2051, **Version:** 1

Response to Statement of Legislative Intent (SLI) SPD-017-A-001

2022 Seattle City Council Statement of Legislative Intent

Council Budget Action: Agenda

Tab	Action	Option	Version
SPD	017	A	001

Budget Action Title: Request that SPD report on National Institute for Criminal Justice Reform report recommendations

Ongoing: No Has Attachment: No

Primary Sponsor: Lisa Herbold

Council Members:

Staff Analyst: Greg Doss / Ann Gorman

Date		Total	LH	TM	KS	AP	DJ	DS	AL	BC	LG
11/18/2021	Yes	9	X	X	X	X	X	X	X	X	X
	No	0									
	Abstain	0									
	Absent	0									

Statement of Legislative Intent:

This Statement of Legislative Intent (SLI) would request that the Seattle Police Department (SPD) provide quarterly reports to the Public Safety and Human Services Committee (PSHS) Committee, or successor committee, on the department's efforts to identify a potential non-sworn response for 911 call types that the National Institute for Criminal Justice Reform (NICJR) categorized as appropriate for a civilian response. The quarterly reports should be submitted on April 1, July 1 and October 1 and address:

- (1) the NICJR report's 29 call types (see background), including a specific list of calls that can be handled without SPD's involvement;
- (2) the NICJR report's 12 percent of calls that could be handled without SPD involvement (see background), including a specific list of such calls;
- (3) misdemeanor criminal calls that could be handled without SPD involvement, including a specific list of such calls;
- (4) misdemeanor criminal calls or other calls (e.g., armed suicidal individuals) that could be handled with a co-response, including those where a mental health professional would take a lead role while an officer remains available on-site for safety purposes, including a specific list of such calls; and
- (5) any other call type that would not require a sworn response (e.g., administrative calls such as traffic collision reports).

The first quarterly report should provide recommendations for items 1-5 above. The second quarterly report should include an implementation plan for the recommendations. The third quarterly report should include a plan for expanding the alternative 911 response programs in the 2023 Proposed Budget.

All reports should be submitted to the Chair of the PSHS Committee, or successor committee, and the Central Staff Director.

Background:

The 2021 NICJR Seattle Calls for Service Analysis report found that between 2017 and 2019, out of 1.2 million calls, six percent of calls to SPD's call center were associated with felonies, 14 percent were

2022 Seattle City Council Statement of Legislative Intent

Council Budget Action: Agenda

Tab	Action	Option	Version
SPD	017	A	001

associated with misdemeanors, and the remainder were not associated with criminal activity. The report recommended that alternative response options should be developed for the 70 percent of calls for service that do not require a law enforcement response or are appropriate for co-response and suggested that, in the near term, up to 12 percent of calls for service could be handled without SPD involvement.

SPD staff are analyzing 29 call types, comprising approximately seven percent of officer service hours, to identify which of these types are appropriate for alternate responses while prioritizing the safety of the community and those who would be responding in lieu of sworn officers. The analysis is expected to determine that for at least some of the 29 call types under review, civilians may feasibly respond rather than sworn officers. These call types include requests to take an accident report at the scene of a non-injury vehicular collision and to perform a welfare check. The 2022 Proposed Budget for SFD seeks to transfer jurisdiction for a subset of the 29 call types to that department for response by a new Triage Team.

Responsible Council Committee(s):

Public Safety & Human Services

Date Due to Council:

April 1, 2022



Seattle

Police Department

April 26th, 2022

Councilmember Lisa Herbold, Chair
Public Safety & Human Services Committee
Seattle City Council
City Hall
600 Fourth Ave, 2nd Floor
Seattle, WA 98104

Dear Chair Herbold and Seattle City Council Members:

In response to Statement of Legislative Intent SPD-017-A-001, the Seattle Police Department (SPD) is required to submit quarterly reports on the department's efforts to identify a non-sworn response for 911 call types that the National Institute for Criminal Justice Reform (NICJR) categorized as appropriate for a civilian response.

While we appreciate the groundwork laid by the 2021 National Institute for Criminal Justice Reform (NICJR) report, the analysis benefited from the perfect knowledge of hindsight. More than 97% of all calls received by the CSCC resolve differently than they are initially classified; in reality, it's not possible to accurately predict the outcome of every call. Consequently, until now, 911 call centers have treated all calls as High or Extreme risk and sent an all-hazard officer, i.e., a police officer.

To move forward with plans to dispatch alternatives to an all-hazard responder while minimizing risk to public safety, SPD has begun the Risk Managed Demand (RMD) project. The goal of this project is to develop a risk assessment matrix to help determine which calls can be safely off-loaded to an alternative response (though risk will never be completely eliminated). This in turn will help decisionmakers better understand the nature and scale of these call types so that an appropriate alternative response can be identified. This analysis will also inform new dispatch protocols that will help 911 call takers determine the best dispatch response for each individual call.

		Consequence				
		Negligible 1	Minor 2	Moderate 3	Major 4	Catastrophic 5
Likelihood	5 Almost certain	Moderate 5	High 10	Extreme 15	Extreme 20	Extreme 25
	4 Likely	Moderate 4	High 8	High 12	Extreme 16	Extreme 20
	3 Possible	Low 3	Moderate 6	High 9	High 12	Extreme 15
	2 Unlikely	Low 2	Moderate 4	Moderate 6	High 8	High 10
	1 Rare	Low 1	Low 2	Low 3	Moderate 4	Moderate 5

The RMD analysis is one piece of a larger scope of work the Mayor’s Office is leading to identify appropriate alternatives to police response. The RMD analysis is merely the first step of what will likely be a multi-step process for identifying what calls may be safely re-assigned to a non-sworn dispatch response. We understand the MO is committed to moving ahead with this work as expeditiously as possible and to that end, SPD is working to complete the first phase of the RMD analysis by late spring/early summer 2022. We understand the Mayor’s Director of Public Safety and Deputy Director of Policy will be reaching out to you soon, if they have not already, to share more details about the broader scope of work and timeline and how the RMD analysis fits within it.

Sincerely,

Adrian Z. Diaz
 Chief of Police
 Seattle Police Department



Legislation Text

File #: Res 32050, **Version:** 1

CITY OF SEATTLE

RESOLUTION _____

A RESOLUTION relating to the Seattle Police Department; stating the Council’s intent to lift a proviso on anticipated 2022 salary and benefits savings to fund staffing incentives for uniformed police officers. WHEREAS, the Charter of the City of Seattle is the Law of the City for the purpose of protecting and

enhancing the health, safety, environment, and general welfare of the people; and

WHEREAS, Article VI Section 1 of the Charter of the City of Seattle states, “There shall be maintained adequate police protection in each district in the City”; and

WHEREAS, according to the Seattle Police Department 2021 Year-End Crime Report, incidents of violent crime increased by 20 percent, including a 24 percent increase in aggravated assaults, compared to 2020 totals; and

WHEREAS, according to the Seattle Police Department 2021 Year-End Crime Report, incidents of property crime increased by nine percent, including a 31 percent in incidents of arson, compared to 2020 totals; and

WHEREAS, according to the Seattle Police Department 2021 Year-End Crime Report, there were 612 verified criminal shootings and incidents of shots fired, which in the aggregate represent a 40 percent increase compared to the 2020 total and an 80 percent increase compared to the 2019 total; and

WHEREAS, there has been a reduction of 332 in-service officers since January 2020, representing a 26 percent reduction of in-service officer staff; and

WHEREAS, the response time to a given service call will be longer when fewer officers are available to respond to these calls in the aggregate; and

WHEREAS, the current median response time to Priority 1 9-1-1 calls is 7.5 minutes, the current median response time to Priority 2 9-1-1 calls is 23.8 minutes, and currently officers are not dispatched to Priority 3 and Priority 4 9-1-1 calls; and

WHEREAS, since the summer of 2021, non-patrol officers, including investigators, have been redeployed to 9-1-1 response, diminishing the Seattle Police Department's ability to prevent and investigate crime; and

WHEREAS, despite this redeployment, the Seattle Police Department needs to augment per-watch staffing 90 percent of the time to meet its established minimum staffing standards; and

WHEREAS, in 2021 the Seattle Police Department hired 81 officers and 171 officers separated from service due to retirement or resignation, resulting in a net loss of 90 officers; and

WHEREAS, at the end of 2021 the Seattle Police Department employed 958 in-service officers, down from 1,290 in January 2020, with the greatest quarterly decline in force having occurred in the last quarter of 2020, reflecting a reduction of 114 officers between September and December; and

WHEREAS, 2022 Council Budget Action SPD-003-B-001 imposed a proviso restricting the Seattle Police Department's use of anticipated 2022 salary and benefits savings unless authorized by a future ordinance; and

WHEREAS, the Seattle Police Department has seen an increase in competition for qualified applicants for the position of police officer due, in part, to regional and national hiring incentives at law enforcement agencies; and

WHEREAS, current labor shortages constrain the ability of municipalities across the Puget Sound region to hire needed officers; and

WHEREAS, to provide adequate police protection across Seattle, the Council believes SPD must accelerate the replacement of officers lost to separations; NOW, THEREFORE,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE THAT:

Section 1. The Council supports the Seattle Police Department's development of a staffing incentives

program to enhance its provision of an adequate number of fully trained, deployable officers to prevent, respond to, and investigate crime in Seattle.

Section 2. The Council intends to lift by ordinance the proviso imposed by Council Budget Action SPD-003-B-001 in order to fund staffing incentives at the Seattle Police Department, at a level not to exceed anticipated 2022 salary and benefits savings and any additional funding available for this purpose.

Section 3. The Council intends to pass an ordinance that would allow the implementation of a staffing incentives program at the Seattle Police Department.

Adopted by the City Council the _____ day of _____, 2022, and signed by me in open session in authentication of its adoption this _____ day of _____, 2022.

President _____ of the City Council

Filed by me this _____ day of _____, 2022.

Monica Martinez Simmons, City Clerk

(Seal)

Attachments:

SUMMARY and FISCAL NOTE*

Department:	Dept. Contact/Phone:	CBO Contact/Phone:
LEG	Greg Doss 206-755-6385	

1. BILL SUMMARY

Legislation Title: A resolution relating to the Seattle Police Department; stating the Council’s intent to lift a proviso on anticipated 2022 salary and benefits savings to fund staffing incentives for uniformed police officers.

Summary and Background of the Legislation: This resolution would memorialize legislative intent that:

1. The Council supports the Seattle Police Department’s development of a staffing incentives program to enhance its provision of an adequate number of fully trained, deployable officers to prevent, respond to, and investigate crime in Seattle.
2. The Council intends to lift by ordinance the proviso imposed by Council Budget Action SPD-003-B-001 in order to fund staffing incentives at the Seattle Police Department, at a level not to exceed anticipated 2022 salary and benefits savings and any additional funding available for this purpose.
3. The Council intends to pass an ordinance that would allow the implementation of a staffing incentives program at the Seattle Police Department.

Costs for the staffing incentive program cannot be determined until the program is further defined and the specific fiscal impacts can be estimated on the Seattle Police Department’s 2022 Adopted Budget.

2. CAPITAL IMPROVEMENT PROGRAM

Does this legislation create, fund, or amend a CIP Project? ___ Yes X No

3. SUMMARY OF FINANCIAL IMPLICATIONS

Does this legislation amend the Adopted Budget? ___ Yes X No

Does the legislation have other financial impacts to The City of Seattle that are not reflected in the above, including direct or indirect, short-term or long-term costs?

No

Are there financial costs or other impacts of *not* implementing the legislation?

No

3.a. Appropriations

No This legislation adds, changes, or deletes appropriations.

3.b. Revenues/Reimbursements

No This legislation adds, changes, or deletes revenues or reimbursements.

3.c. Positions

No This legislation adds, changes, or deletes positions.

4. OTHER IMPLICATIONS

a. Does this legislation affect any departments besides the originating department?

No

b. Is a public hearing required for this legislation?

No

c. Is publication of notice with *The Daily Journal of Commerce* and/or *The Seattle Times* required for this legislation?

No

d. Does this legislation affect a piece of property?

No

e. Please describe any perceived implication for the principles of the Race and Social Justice Initiative. Does this legislation impact vulnerable or historically disadvantaged communities? What is the Language Access plan for any communications to the public?

It is possible that the hiring incentive could help attract more people of color as well as reduce barriers for those that have been hired, including those that are disproportionately affected by Seattle's increasing housing costs and commute times.

SPD has focused on making direct connections with communities historically underrepresented in policing with the explicit aim of recruiting officers who reflect the diversity of Seattle. This effort is consistent with a new Public Safety Civil Service Commission (PSCSC) rule that will allocate additional test points for multi-lingual candidates that sit for the police exam. It is also the focus of a 2017 report on recruiting made by the Community Police Commission, which contained nine recommendations that emphasized more connection with the community.

SPD has indicated that it has recently increased its hiring of people of color, which historically have belonged to vulnerable and disadvantaged communities. Racial diversity of SPD hires has increased to approximately 40 percent in the last several years. If this trend continues as the department grows its officer numbers, then SPD will further increase its racial diversity in absolute numbers and as a percentage of the sworn force.

It is also possible that any increase in the size of the police force may result in over policing of non-white neighborhoods. The Center for Policing Equity, in a [study](#) completed in 2021, found that Black and native American pedestrians at a greater likelihood to be stopped by SPD than white pedestrians. Additionally, pedestrians of color are more likely to be searched than their white counterparts, despite being statistically less likely to carry weapons. The Department continues to provide anti bias training and report on bias indicators as part of its compliance with the 2012 Federal Consent Decree.

f. Climate Change Implications

1. Emissions: Is this legislation likely to increase or decrease carbon emissions in a material way? No

2. Resiliency: Will the action(s) proposed by this legislation increase or decrease Seattle's resiliency (or ability to adapt) to climate change in a material way? If so, explain. If it is likely to decrease resiliency in a material way, describe what will or could be done to mitigate the effects. No

g. If this legislation includes a new initiative or a major programmatic expansion: What are the specific long-term and measurable goal(s) of the program? How will this legislation help achieve the program's desired goal(s)? N/A

Summary Attachments: None

April 26, 2022

MEMORANDUM

To: Public Safety and Human Services Committee
From: Greg Doss, Analyst
Subject: Resolution 32050 - SPD Staffing Incentives

On April 26, 2022, the Public Safety and Human Services Committee (PSHS) will discuss [Resolution 32050](#), sponsored by Councilmember Nelson. The resolution would establish the Council’s intent to pass legislation that would allow the Seattle Police Department (SPD) to use sworn salary savings to fund staffing incentives for the hiring of uniformed police officers.

This memorandum provides background, describes the resolution, lays out issues for consideration, and outlines next steps.

Background

SPD Staffing Reductions

Since 2020, SPD incurred a net loss of 255 police hires.¹ During that time, SPD transferred more than 100 officers from specialty, investigative and other units into 911 response to address SPD’s goals for response times and patrol coverage. These transfers required that they (1) disband Problem-solving Community Police Teams and precinct-based Anti-Crime Teams; (2) reduce the number of officers on bike and foot beats from 55 to four; and (3) reduce investigation and specialty units below prior staffing levels. Table 1 shows reductions to non-patrol units in SPD.

Table 1: SPD Non-Patrol Unit Reductions

Non-Patrol Trained Sworn:	2020 ²	2020 ³	2022 ⁴	2022 ⁵
	Count of Sworn	% of Sworn	Count of Sworn	% of Sworn
Investigative Units	214	16%	161	14%
Specialty Units	119	9%	33	3%
Operations Support	201	15%	218	20%
Leadership	89	7%	86	8%
Administrative	54	4%	39	4%
Total Trained Sworn	677	51%	537	48%

¹ Jan 2020 - March 2022, Hires = 145, Separations = 400, Net of 255. Approximately 225 were fully trained officers.

² Fully Trained Officers 8/2020 SPD Staffing Report

³ SPD DAP Data 8/31/2020

⁴ Fully Trained Officers 2/2022 SPD Staffing Report

⁵ SPD DAP Data 2/28/2022

In 2020, SPD's 911 responder force had 563 Patrol Officers and Sergeants that were deployed across three shifts and throughout the city's five precincts. In 2022, SPD has a 911 responder force of 538 Officers and Sergeants, some of whom are senior officers who volunteered for a transfer and now are assigned to a citywide Community Response Unit that responds to calls during the daytime, peak-volume call times. More detail on SPD sworn staffing and the distribution of 911 responders can be found in Central Staff's SPD 2022 Q1 Sworn Staffing report.

Despite the transfers into 911 response, SPD indicated that it needs to augment per-watch staffing with overtime-funded officers 90 percent of the time to meet its established minimum staffing standards. The department's median response time for Priority 1 calls has increased from 6.48 minutes in 2020⁶ to 7.5 minutes today. The median response for Priority 2 calls is now 23.8 minutes. SPD has indicated that it no longer responds to Priority 3 and Priority 4 calls.

Prior Use of Cash Bonuses for Hiring

On October 29, 2021, former Mayor Durkan issued an Emergency Order under her authority provide the proclamation of civil emergency due to the COVID-19 pandemic, that authorized one-time cash bonuses (hiring bonuses) for new Dispatcher hires in the Community Safety and Communications Center and for SPD recruits and lateral hires, at \$10,000 and \$25,000 respectively. The hiring bonuses were offered through January 2022 in both departments.

In its response to Statement of Legislative Intent (SLI) CBO-013-A-002: Citywide hiring incentive impact analysis, the Executive indicated that SPD had not experienced an increase in hiring since implementing the hiring bonus in October 2021. The Executive also indicated the following:

"The issue of whether SPD has seen benefits from incentives is incredibly difficult to conclude because the incentives have been offered and removed several times. In addition, these incentives have been offered at a time when police departments around the region and state have been offering hiring incentives. This limits our conclusion of the effectiveness of hiring incentives. The hiring incentive was implemented over a limited time period and based on feedback from departments. The City has seen mixed results with its implementation."

Finally, the SLI response indicated that employees promoted internally or already working in the job can feel undervalued and unappreciated when their financial package does not match what new police hires receive. The full Executive response and data on the number of applications made to SPD over the hiring bonus period can be found in Attachment 1.

⁶ 2020 through 9/17. Reported in 2021 Budget Issue Paper.

In 2019, the Council passed [Ordinance 125784](#), which authorized a similar one-time hiring bonus program that existed for approximately one year before sunseting on June 30, 2020. On September 16, 2019, SPD issued a preliminary evaluation on the hiring bonus program (see Attachment 2). The preliminary evaluation noted the following:

“Since the inception of hiring incentives in April 2019, SPD has conducted one entry-level test and one lateral test. Due to the resulting small sample size, a complete analysis of the incentives is premature. However, initial indications are positive. Approximately 18% of SPD applicants (20% among applicants of color and 19% among female-identifying applicants) cited the incentive as an “important factor” in their decision to apply with those who more recently started exploring a career in policing showing a more pronounced effect.”

The final evaluation would have been due in April 2020 but was never submitted due to the declaration of the COVID emergency.

Between 2013 and 2018, SPD on average hired 72 recruits per year and 17 laterals per year, with the smallest numbers occurring in 2018 (59 recruits and nine laterals). This trend had already started to reverse itself in early 2019 before the hiring bonus was implemented. In the first five months of 2019, SPD had already made 32 recruit hires and four lateral hires. In the year that the hiring bonus was in place (June 2019-May 2020), SPD recruited 107 recruits and 12 laterals. This level of hires was disproportionately high when compared to historical averages.

SPD Recruitment and Retention Report

In 2019, The Mayor’s Office convened a Recruitment and Retention Workgroup comprised of staff from the SPD, Seattle Department of Human Resources (SDHR), City Budget Office (CBO) budget analysts, CBO’s Innovation & Performance team, City Council Central Staff and Legislative Staff, and others to: (1) better understand why new hires and overall sworn officer counts are declining; and (2) identify short- and long-term strategies to improve recruitment and retention outcomes. Recommendations from that report can be found here: [Recruitment and Retention Report](#)

The September 2019 report noted that “while it is too early to assess the impact of the new signing bonuses on SPD’s recruitment results, our research suggests that SPD would benefit from additional initiatives aimed at increasing application rates.” The report noted that, at the time, local police agencies had made “appeals to prospective candidates by offering competitive wages, incentives, and hiring bonuses.”

Resolution 32050

The resolution would establish the Council's intent to:

1. Support SPD's development of a staffing incentives program to enhance its provision of an adequate number of fully trained, deployable officers to prevent, respond to, and investigate crime in Seattle;
2. Lift by ordinance the proviso imposed by Council Budget Action (CBA) SPD-003-B-001 to authorize use of salary savings to fund staffing incentives at SPD, at a level not to exceed anticipated 2022 salary and benefits savings and any additional funding available for this purpose; and
3. Pass an ordinance that would allow the implementation of a staffing incentives program at SPD.

The resolution's sponsor indicated that the term "Staffing Incentive" should be construed to mean any pre-hire incentive that could increase sworn applications at SPD. Such incentives may include, but not be limited to, either hiring bonuses to laterals or recruits or a reimbursement for moving expenses such as that outlined in the City's personnel rules ([Personnel Manual Rule 4.2.9](#)).

The sponsor also clarified that the resolution would show intent for a modification, rather than a full lift, of the proviso in [SPD-003-B-001](#). Such a modification might allow the department to spend sworn salary savings on any kind of staffing incentive, but continue to restrict all other sworn salary saving expenditures unless further appropriation is received from the Council.

The resolution makes several references to a reduction in "Officers in Service," a metric that is also referred to as "deployable officers." This metric is a net calculation of the department's total number of Fully Trained Officers less the number of officers that are absent on some form of long-term leave. Following is a categorical breakout of the officers that are out on long-term leave in March of 2022:

- Workers Comp: 26
- Sick Leave/Accrued Benefits: 75
- Family Medical Leave: 19
- Parental Leave: 7
- Medical Leave of Absence: 3
- Administrative Leave: 16

Over the last two years SPD had fewer officers available for deployment. This trend began in the summer of 2020 as the number of officers on the long-term leave list began to increase. The trend has yet to reverse itself or stabilize. To illustrate, in 2019, there were an average of 49 officers on long-term leave. In the last six months, there have been an average of 166 officers on long-term leave.

While long-term leave usage negatively affects the department's ability to deploy officers, it is difficult to determine if Officers in Service is a good metric for police staff planning. On one hand, it is possible that officers that are using long-term leave may return to service. On the other hand, it is not uncommon for officers to use accrued benefits, one form of long-term leave, before retiring or separating from SPD. In the last eighteen months, there has been a high correlation between the increase in use of long-term leave and the increase of officer separations.

Issues for Consideration

Some hiring incentives may be authorized without an ordinance and may not have direct labor implications.

The resolution states the Council's intent to pass legislation to authorize a hiring program. Legislation like Ordinance 125784 would be required to authorize on a temporary or permanent bases hiring bonuses for lateral or recruit hires. However, legislation may not be needed for other kinds of hiring incentive programs.

SPD has indicated that it does not currently reimburse new officer hires for moving expenses, which is another pre-hire tool that would be available for lateral transfer officers under the City's existing personnel rules. However, the current personnel rules would limit SPD's ability to reimburse for moving expenses in some circumstances:

- Some City positions do not qualify for reimbursement, including recruit positions at SPD;
- An individual's new job with the City must be at least 50 miles farther from their place of residence than their former job to qualify for moving expenses; and
- Moving expenses cannot exceed \$25,000 and are limited to the cost of transportation to Seattle to find housing; food and lodging expenses for up to five days while engaged in the search for housing; and the cost of transporting the employee and their family and household goods and personal effects to Seattle.

Section 4.04.050 of the Seattle Municipal Code (SMC) provides rule-making authority to Seattle Department of Human Resources (SDHR) for the administration of the personnel system. Council cannot directly amend the rules but take actions to influence them. One option is to adopt a resolution or include a statement in a council bill requesting that SDHR complete a process to update the City's personnel rules to provide appointing authorities greater flexibility to pay for moving expenses for new police hires and for a broader range of positions. As an alternative, the Council could amend Chapter 4.04 to legislate criteria under which appointing authorities can offer to pay for moving expenses.

Labor Relations has advised that hiring incentives that are extended pre-hire would not have direct labor implications. Although as pointed out above, there may be a demoralizing impact to existing officers/ union members who do not receive similar compensation (e.g., retention incentives). Additionally, the City may want to give notice to the unions of any pre-hire benefit

when any cash payment falls within the employment period. This might occur if the second installment of a hiring incentive is paid after a probationary period.

Legislation is necessary to authorize SPD use of sworn salary savings to pay for hiring incentives.

The proviso in [SPD-003-B-001](#) restricts the department's ability to expend its sworn salary savings without future appropriation from the Council. As noted in Central Staff's SPD 2022 Q1 Sworn Staffing Report posted to the April 26 PSHS agenda, staff estimates that, based on hiring to date, between \$4.1 and \$4.5 million in SPD salary savings is available and could be used for a hiring bonus or other recruitment incentive program. Legislation authorizing SPD's use of this salary savings for staffing incentives could either lift the proviso and allow full expenditure of all salary savings or more narrowly define how SPD may use the savings.

SPD's budget is primarily supported by GF resources. As has been discussed in the Council's Finance and Housing Committee, the City is currently facing a long-term structural budget issue, where general fund (GF) expenditures are outpacing GF revenues. One of the potential strategies identified to address this structural budget issue in 2023 and 2024 is to use 2022 underspend, such as savings achieved through delayed hirings, for future year spending. If the proviso on SPD's salary saving remains in place and no other actions are taken to lift or modify the proviso, those GF resources are restricted, meaning the money cannot be spent and at the end of 2022 will lapse and revert to the GF – those funds would be assumed in the starting balance going into 2023. If a staffing incentive program is a priority for the Council that decision should be made in the context of knowing that it may mean reductions in spending in 2023 and 2024.

Staffing Incentive Proposal

CM Herbold asked Central Staff to prepare a draft bill that would modify the proviso imposed in CBA SPD-003-B-001 to authorize use of SPD's salary savings to (1) pay for moving expenses for new officer hires; and (2) pay for the salary and benefits for an additional SPD recruiter. In addition, the bill would request that SDHR amend the City's Personnel Rules to provide greater flexibility to pay for moving expenses for new police hires and to extend those benefits to a broader range of positions if the appointing authority determines they are unable to recruit persons in the immediate employment area who possess the unique skills, expertise, and/or educational qualifications. (See Attachment 3 to review the draft council bill).

As noted above, this may impact future budget decisions before the council. In addition, the salary savings are considered a one-time resource. Hiring an SPD recruiter, unless intended to be term limited, is an ongoing expense; this would assume that in 2023 either: (1) the number of funded police officer positions would be reduced to offset the cost of paying for the recruiter; or (2) additional GF funding would be needed to maintain the number of funded police officer positions. In the latter case, the impact would worsen the existing structural deficit of the City's general fund.

National Research on the Efficacy of Hiring Incentives

Staff contacted the Research Director of the Police Executive Research Foundation (PERF) and the Executive Director of the International Association of Police Chiefs (IAPC) to determine if there are any scientific evaluations or research on the effectiveness of hiring (cash) incentives in policing. Both organizations confirmed that many agencies are now using cash incentives, but that there is not yet a body of research to support the practice.

In the April 12, 2022, PSHS Committee meeting, Councilmember Lewis asked staff for an answer to the question of “what are agencies around the country doing that works?” One comprehensive study of police recruiting, [a 2019 PERF report](#) examined the “workforce crisis” in policing and identified many of the incentives used by law enforcement agencies around the county. The following information is an extract from the report:

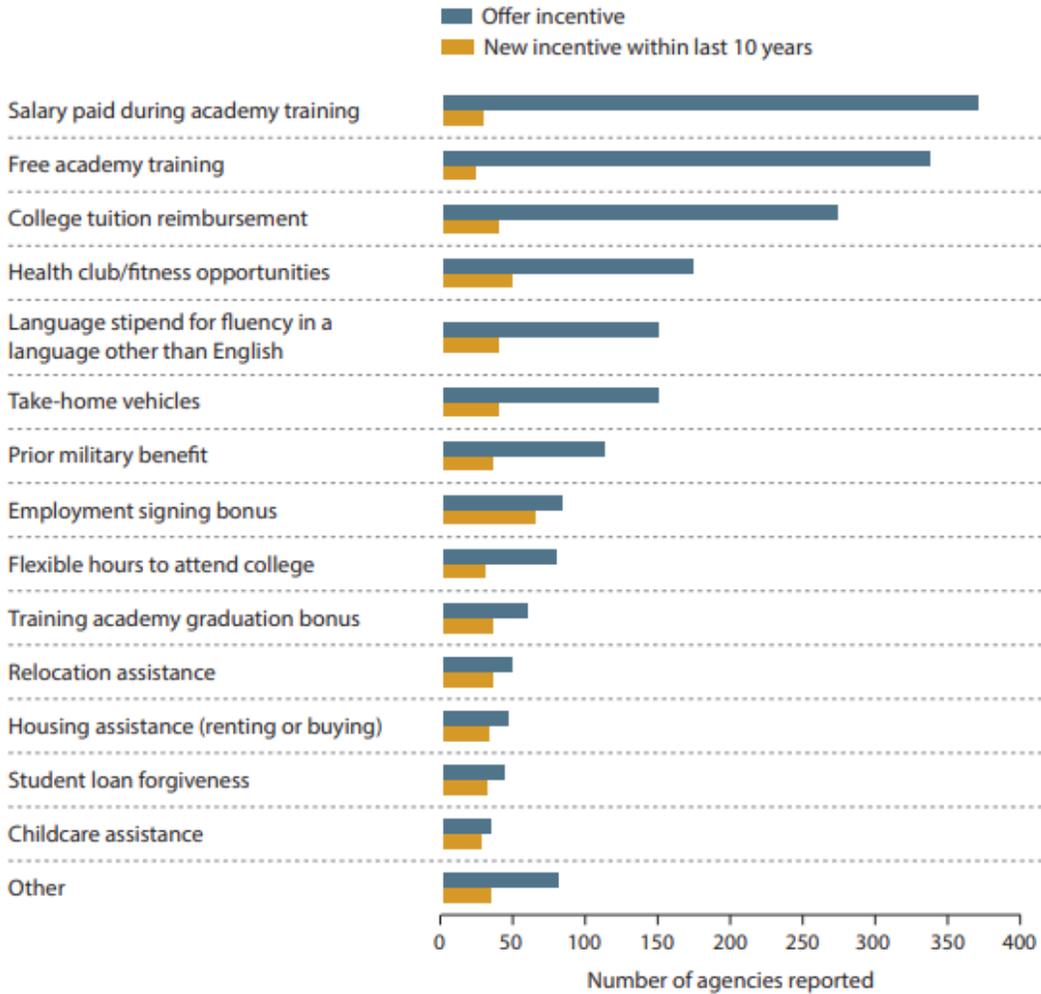
“To understand current efforts to improve recruitment, PERF asked survey respondents to indicate which types of recruitment offers their agency makes, and whether each incentive is a relatively new development (within the past 10 years) or is a longstanding, traditional benefit of joining a police department. As seen in Figure 10, the most common recruitment incentive among the survey respondents was paying recruits salaries while they are in the academy, closely followed by free academy training, and college tuition reimbursement. In each case, large majorities of agencies said they have offered these benefits for more than 10 years.

Offering new recruits assistance with childcare is a more recent development. Only 33 of 412 responding agencies offer childcare assistance, and 27 of the 33 departments implemented that incentive within the last 10 years. Other popular recent incentives include relocation assistance, housing assistance, and student loan forgiveness.

These newer incentives reflect the changes that some agencies are making to attract more recruits. Offering childcare assistance, for example, is a way to draw individuals with families into a career that can often be perceived as incompatible with raising a family. Student loan forgiveness could attract candidates who otherwise would feel a need to enter a higher-paying career to pay off student loans.”

Figure 10: Recruitment Incentives

n = 412



Source: PERF Survey

Per staff’s exchange with PERF and IAPC, it is likely that hiring bonuses are used more in 2022 than in 2019. Chief Diaz has indicated that SPD should be utilizing a variety of these methods to attract new candidates. SPD currently pays its recruits to attend the Washington State Training Academy and covers all Academy costs. However, the department makes limited or no use of the other incentives. Many of these incentives may require some form of bargaining if they are provided post-hire.

Regional Hiring Bonuses, Incentives and Wage Data

SPD human resources staff have indicated that the efficacy of hiring bonuses should be considered in the context of the overall economic package offered by a policing agency, including the starting salary, vacation and total earning potential. Table 2: Hiring Bonuses and Financial Compensation at Regional Police Agencies, reflects hiring bonuses as well as financial compensation and vacation available to new police hires. Table 3: Other Incentives at Regional

Policing Agencies, reflects recruitment incentives similar to those found in the PERC survey on page 8.

Table 2: Hiring Bonuses and Financial Compensation at Regional Police Agencies

Agency	Incentives Entry/Lateral	Starting Salary	Salary Top Step	Months to Top Step	Longevity Pay	Lateral Vacation Hours
Auburn	20K Lateral	\$87,530	\$106,415	54 months	Yes	80 hours
Seattle	No	\$83,640	\$109,512	54 months	Yes	No
Kennewick	No	\$83,472	\$115,361	48 months		80 hours
Kent	10K/25K	\$83,000	\$117,000	56 months	Yes	400 Hours
Everett	15K/30K	\$81,408	\$106,692	36 months	Yes	160 Hours
Pasco	No	\$81,161	\$110,400	36 months		No
Tacoma	25K Lateral	\$78,998	\$109,200	48 months	Yes	No
Bellevue	\$16K Lateral	\$78,263	\$100,231	48 months	Yes	No
Puyallup		\$76,740	\$102,312	36 months		No
Vancouver	\$10K/\$25K	\$75,612	\$101,328	84 months		No
Renton	\$1K/\$20K	\$74,699	\$97,932	48 months	Yes	40 hours
King County	7.5K/15K	\$73,401	\$102,777	36 months	Yes	No
Federal Way	3K/20K	\$73,044	\$97,980	48 months		No
Spokane	No	\$55,645	\$101,226	54 months		No

* Most of the departments listed will receive an additional 3.5% - 6.5% based on cola at the beginning of 2023.

Table 3: Other Incentives at Regional Policing Agencies

Agency	Language Incentive	Education Incentive	Uniform	Dry Clean	Take Home Car	On-Duty Workout Program	Tuition Assistance	Shift Differential
Auburn	No	4%/6%	Yes	No	No	No	No	No
Seattle	No	No	*No	No	No	No	No	No
Kennewick	Yes		Yes	No	No	No	No	No
Kent	Yes	Yes	Yes	No	Yes	No	Yes	No
Everett	No	2%/11%	Yes	No	Yes	No	Yes	No
Pasco	Yes	3%/6%	Yes	Yes	Yes	Yes	Yes	Yes
Tacoma	Yes	2%	Yes	No	Yes	No	Yes	Yes
Bellevue		Yes	Yes		No	Yes	Yes	No
Puyallup	No	2%/4%	Yes	No	Yes	No	No	No
Vancouver		2.5%/5%	Yes	No	No		Yes	Yes
Renton	Yes	4%/6%	Yes	Yes	Yes	No	Yes	No
King County	No	Up to 6%	Yes	No	Yes	No	No	No
Federal Way	No	2%/4%	Yes	No	Yes	No	No	No
Spokane	No	Yes	Yes		No	No	Yes	Yes

*For uniforms, the City of Seattle pays for new recruit uniforms then provides an annual stipend of \$550.

Potential Structure and Cost of a New Hiring Bonus Program

Councilmember Nelson requested that SPD provide costs estimates for a new hiring bonus program. SPD estimates that a two-year hiring bonus program would cost about \$538,000 in 2022 and \$1.3 million in 2023. Such a program would mirror the last hiring bonus program and provide \$25,000 to lateral police hires and \$10,000 to recruit police hires. SPD’s projections are based on its most recent hiring projections. Table 4 shows the costs of the program over 2022 and 2023.

SPD recommends that the bonus payments be paid in two equal installments. The first would be payable on the first regularly scheduled pay date after the hiring agreement is signed and the second after successful completion of the probationary period. SPD also recommended that bonus payments be subject to a retention term of three years following the hire date. Such a program would likely require notice to the Seattle Police Officer’s Guild of the City’s intent to initiate a payment after the probationary period.

Table 4: Recruitment Incentive Program Costs

	2022 (est.)		2023 (est.)			
	Count	1st Payment	Count	2nd Payment	Count	1st Payment
RECRUITS <i>\$10k; split payments</i>	70	\$350,000	70	\$350,000	105	\$525,000
LATERALS <i>\$25k; split payments</i>	15	\$187,500	15	\$187,500	20	\$250,000
TOTAL	85	\$537,500	85	\$537,500	125	\$775,000
ANNUAL TOTAL	\$537,500		\$1,312,500			

Next Steps

Resolution 32050 is scheduled for another discussion and potential vote in the PSHS Committee on May 10, 2022. Central Staff are available to answer Councilmember questions on today’s presentations or to prepare amendments to the resolution. Please submit any amendment request to Central Staff by May 3.

Attachments:

1. Hiring Incentive Responses to Council Members Questions
2. SPD Initial Evaluation of the Recruitment Bonus Program
3. Draft Council Bill to modify the SPD salary saving proviso and request modifications to the City’s personnel rules.

cc: Aly Pennucci, Acting Director

Hiring Incentive Responses to Council Members Questions

- I'd like to know numbers of SPD candidates applying (applicants, not "recruits entering academy data") each October, November, December, and January as compared to monthly averages when there has been no incentive offered.

Please note the two spreadsheets below includes data around applicants applying for the SPD exams and not recruits entering the academy. The PO exam spreadsheet breaks down how many applicants applied when the hiring incentive was advertised. You will notice on the spreadsheet highlighted in green when the hiring incentive was advertised. The other processes were without an incentive advertised.

ENTRY EXAMS				
EXAM CYCLE	PERIOD APPLICATIONS WERE ACCEPTED	APPLICATIONS RECEIVED/SCHEDULED	APPLICANTS WHO SAT FOR THE TEST	APPLICANTS WHO PASSED EXAM
2020				
P2020-011120	October 23, 2019 - December 27, 2019	698	210	168
2021				
P2021-021921	January 5, 2021 - February 10, 2021	512	266	188
P2021-041621	February 12, 2021 - April 7, 2021	468	253	156
P2021-070921	April 16, 2021 - June 23, 2021	478	212	142
P2021-100821	July 9, 2021 - September 28, 2021	519	219	139
P2022-010722	October 6, 2021 - December 15, 2021	524	230	156
2022				
P2022-032522	December 22, 2021 - March 16, 2021	480	213	145
LATERAL EXAMS				
EXAM CYCLE	PERIOD APPLICATIONS WERE ACCEPTED	APPLICATIONS RECEIVED/SCHEDULED	APPLICANTS WHO SAT FOR THE TEST	APPLICANTS WHO PASSED EXAM
2020				
P2020-022120	November 20, 2019 - February 7, 2020	21	18	15
P2020-061220	March 24, 2020 - May 29, 2020	33	6	4
2021				
P2021-022521	January 5, 2021 - January 27, 2021	13	4	2
P2021-042321	February 3, 2021 - March 17, 2021	16	5	3
P2021-071621	March 23, 2021 - June 16, 2021	12	5	2
P2021-091021	June 23, 2021 - September 8, 2021	7	2	2
2022				
P2022-010522	September 15, 2021 - December 15, 2021	17	6	4
P2022-022522	December 22, 2021 - February 6, 2022	6	2	1

Attachment 1. Hiring Incentive Responses to Council Members Questions

We have also included a copy of all entry level Police Officer exam processes that have been offered since 2012. You will notice somewhat of a down trend in our applicant pool when the COVID-19 pandemic hit us back in 2020.

Year	Total Applicants	Sit for Exam	Apply/Sit Ratio	Pass	Pass Rate	Notes
2012	2349	1446	61.56%	755	52.21%	
2013	4049	2031	50.16%	1021	50.27%	
2014	4096	1454	35.50%	784	53.90%	
2015	3526	1163	32.98%	805	69.21%	
2016	3486	1204	34.53%	754	62.62%	
2017	3472	1036	29.84%	667	64.38%	
2018	2856	837	29.31%	681	81.36%	
2019	3172	908	28.63%	713	78.52%	
2020	698	210	30.09%	168	80.00%	As of 4/1/2020 (One exam in 2020)
2021	2518	1036	41.14%	669	64.58%	Cycles 1-5
	Applicants (POC)	Sit for Exam	Apply/Sit Ratio	Pass	Pass Rate	
2012	797	472	59.22%	190	40.25%	
2013	1416	707	49.93%	276	39.04%	
2014	1577	512	32.47%	209	40.82%	
2015	1422	459	32.28%	261	56.86%	
2016	1600	481	30.06%	254	52.81%	
2017	1595	449	28.15%	239	53.23%	
2018	1295	346	26.72%	249	71.97%	
2019	1535	422	27.49%	296	70.14%	
2020	332	91	27.41%	67	73.63%	As of 4/1/2020
2021	1457	556	38.16%	324	58.27%	Cycles 1-5
	Applicants (Female)	Sit for Exam	Apply/Sit Ratio	Pass	Pass Rate	
2012	341	178	52.20%	91	51.12%	
2013	552	248	44.93%	134	54.03%	
2014	614	203	33.06%	109	53.69%	
2015	550	163	29.64%	96	58.90%	
2016	579	147	25.39%	91	61.90%	
2017	565	160	28.32%	99	61.88%	
2018	519	118	22.74%	98	83.05%	
2019	534	110	20.60%	90	81.81%	
2020	184	82	44.57%	43	52.44%	As of 4/1/2020
2021	331	126	38.07%	89	70.63%	Cycles 1-5

It was a challenge to break applications down by month, but we were able to do a deeper dive and show how many applications we received each day pre hiring incentive announcement and post hiring incentive announcement. As you will see below there is not much of a change in applicant pool. The holiday season could have played a factor during this time.

Entry Level

We have received slightly fewer entry level applications per day since the hiring incentive announcement (on 10/29/2021) compared to the number of applications we received in 2021 before the announcement. This may be tied to the holiday season or other factors.

Pre-Announcement Average Applicants per Day	9
Post Announcement Average Applicants per Day	7

Lateral

We have received about the same number of lateral applications since the hiring announcement as we did in 2021 before the announcement, which is about one application every two days.

Pre-Announcement Average Applicants per Day	0.5
Post Announcement Average Applicants per Day	0.4

-
2. I'm not seeing any numerical analysis in terms of which departments are hurting more for recruits. It would be illuminating, for example, to see the number of vacancies compared to the budgeted or original amount of FTEs for each corresponding classification. The report lists "Public Safety Auditor" in the same list of "Police Officers," but are we seeking 1 Public Safety Auditor compared to seeking 125 to 360 police officers? Albeit there might be just 1 Public Safety Auditor position in the City, but there should be in total 1,200 to 1,400 police officers.

Please be sure to click on the link below and make sure you are logged into the network to access the report. This report will provide a closer look at the front facing positions/vacancies broken down by department. It will also give a snapshot of how many budgeted FTEs are in each department broken down by the actual position. This report is specifically for the positions that came back as being hard to fill. Below is the CSCC 911 vacancy list which has about 24 vacant positions as of 3/31.



****Vacancy Report by Department:** <https://reporting.seattle.gov/#/site/SDHR/workbooks/5068/views..>

September 16, 2019

Hiring Incentives Report to Council

The Seattle Police Department (“SPD”) is providing this report on the department’s entry-level and lateral hiring incentive in response to Council s. In general, police officer hiring remains very competitive in Washington State and nationally, driven by low unemployment, a demographic bubble driving officer retirements, and jurisdictions aggressively adding staff. Eighty percent of Washington’s 25 largest police forces have budgeted for growth in their sworn ranks in the last five years, outpacing population growth by 17 percent. In response to these challenges, regional police agencies are offering or increasing hiring incentives.

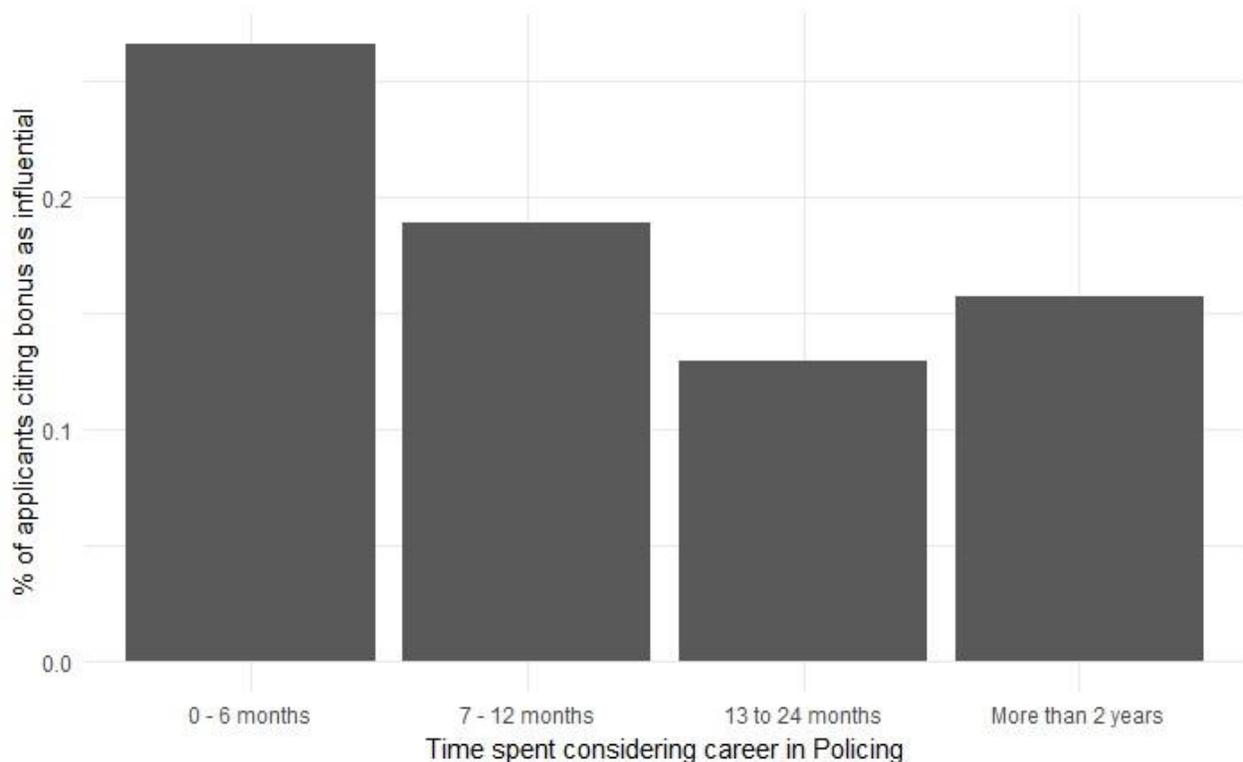
The Seattle City Council authorized hiring incentives of \$7,500 for entry-level applicants and \$15,000 for lateral applicants in March 2019. Other jurisdictions continue to provide incentives with some jurisdictions, such as Everett, increasing their incentive to \$20,000 for lateral applicants.

Table 1. Hiring Incentives of Other Forces

Jurisdiction	Salary (Annual)	Hiring Incentive
Seattle	Entry Level: \$81,444 - \$106,632 Lateral: Starting \$91,308	Entry: Up to \$7,500 Laterals: \$15,000
Bellevue	Entry Level: \$74,868 - \$95,883	Entry: Up to \$2,000 Laterals: \$16,000
Everett	Entry Level: \$72,192 - \$94,620 Lateral: \$94,620	Laterals: \$15,000 - \$20,000
Kent	Lateral: \$68,520 - \$89,208	Laterals: \$10,000
Renton	Entry Level: \$67,976 - \$96,672	Laterals: \$10,000, 40-hour sick leave and 40-hour personal leave banks
King County Sheriff’s Office	Entry level: \$62,462 - \$87,464	

Since the inception of hiring incentives in April 2019, SPD has conducted one entry-level test and one lateral test. Due to the resulting small sample size, a complete analysis of the incentives is premature. However, initial indications are positive. Approximately 18 percent of SPD applicants (20 percent among applicants of color and 19 percent among female-identifying applicants) cited the incentive as an “important factor” in their decision to apply with those who more recently started exploring a career in policing showing a more pronounced effect.

Chart 1. Applicants Citing Bonus as Influential



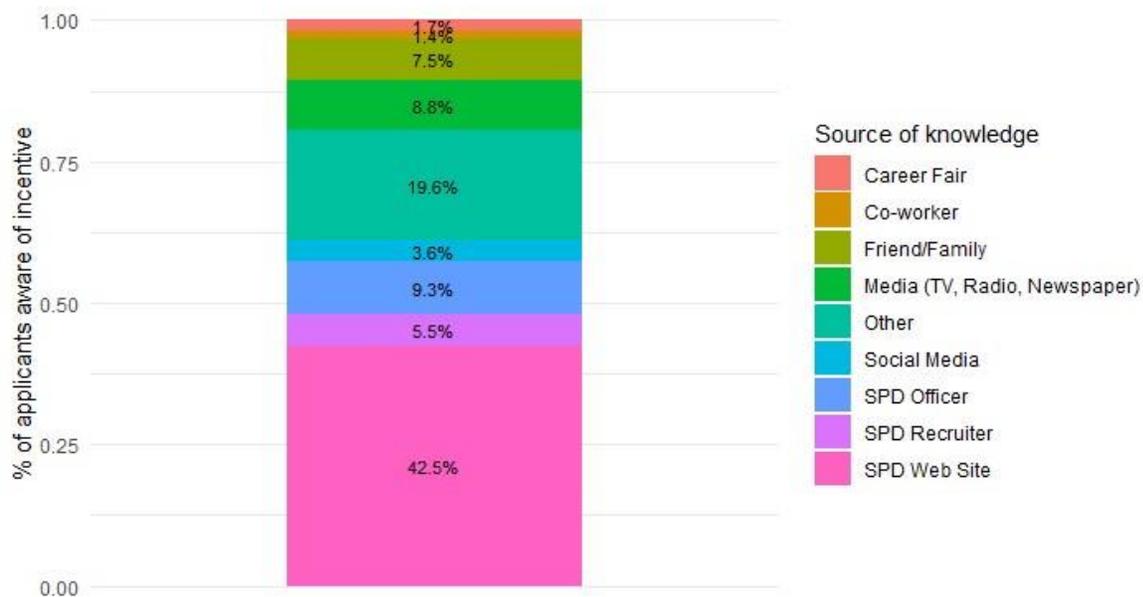
Source: SDHR hiring data

Surveying also indicated that SPD draws applicants from across the state, resulting in competition with other agencies. For example, only 14 percent of recent applicants have a Seattle home address. Similarly, 52 percent of entry level applicants (51 percent applicants of color and 52 percent female-identifying applicants) reported applying to other law enforcement agencies when they applied to SPD.

Applicants learned of the hiring incentives from a variety of sources, as shown in Chart 2.

Attachment 2. SPD Initial Evaluation of the Recruitment Bonus Program

Chart 2. How Applicants Find Out about the Incentive.



Source: SDHR hiring data

To date SPD has paid a total of 36 entry-level and six lateral incentives. Of those receiving the incentive, 40.5 percent were people of color (16.7 percent Asian, 9.5 percent Black or African American, 7.1 percent Hispanic or Latino, 7.1 percent identifying as two or more races, and 59.5 percent White) and 21.4 percent identified as female (with 78.6 percent identifying as male).

Due to nearly one-fifth of recent applicants citing the incentive as an “important factor” in their decision to apply with SPD, the department recommends the continuation of the incentive program at this time. Additional testing cycles will provide more applicant data and allow for better insight into the impact of the incentives.

Amendment 1 Version 1 to RES 32050

Sponsor: Councilmember Herbold

Modify proposed language signaling Council's intent to modify the proviso imposed on SPD's personnel budget

Effect: Resolution 32050, as introduced, would establish the Council's intent to:

1. Support SPD's development of a staffing incentives program to enhance its provision of an adequate number of fully trained, deployable officers to prevent, respond to, and investigate crime in Seattle;
2. Lift by ordinance the proviso imposed by [Council Budget Action \(CBA\) SPD-003-B-001](#) to authorize use of salary savings to fund staffing incentives at SPD, at a level not to exceed anticipated 2022 salary and benefits savings; and
3. Pass an ordinance that would allow the implementation of a staffing incentives program at SPD.

This amendment would modify the intent language related to lifting the proviso imposed by Council Budget Action (CBA) SPD-003-B-001. Specifically, the amendment would signal intent to only release funds in an amount necessary to implement incentive and retention programs, acknowledging that some of SPD's 2022 salary savings is one strategy to help mitigate the projected gap between the City's General Fund expenditures and revenues projected in 2023 and beyond.

Amend Section 2 of Resolution 32050 as follows:

Section 2. The Council ~~((intends to lift))~~ will consider modifying by ordinance the proviso imposed by Council Budget Action SPD-003-B-001 in order to fund a staffing incentives and recruitment support program at the Seattle Police Department, at a level not to exceed ~~((anticipated 2022 salary and benefits savings and any additional funding available for this purpose))~~ the cost to implement and administer a staffing incentives and recruitment support program, and in consideration of anticipated 2023 budget constraints.



Legislation Text

File #: CB 120320, **Version:** 1

CITY OF SEATTLE

ORDINANCE _____

COUNCIL BILL _____

AN ORDINANCE relating to appropriations for the Seattle Police Department; amending a proviso imposed by Ordinance 126490, which adopted the 2022 Budget; and ratifying and confirming certain prior acts.

WHEREAS, an ongoing economic trend began in which employees have resigned from their jobs, referred to as the Great Resignation, with causes including job dissatisfaction, safety concerns of the COVID-19 pandemic, and wage stagnation amid rising cost of living; and

WHEREAS, since 2020, the Seattle Police Department (SPD) has incurred a net loss of 255 police hires and other City Departments reported vacancy issues occurring among front line workers, causing a service issue with the public and inhibiting departments from fulfilling a core function; and

WHEREAS, during 2021, to address the impacts of officers leaving SPD, the Council approved funding various programs identified by the Seattle Police Department including Crime Prevention Coordinators, Community Service Officers, and technology investments; and

WHEREAS, during the 2022 budget process, the Council fully funded the Seattle Police Department's 2022 hiring plan for 125 officers, considered various proposals for SPD hiring bonuses, and adopted Statement of Legislative Intent (SLI) CBO-013-A-002 to request a report from the Executive on a citywide hiring incentive program; and

WHEREAS, the SLI response from the Seattle Department of Human Resources (SDHR) identified several positions "critical to City business needs and challenging to fill," including police officers; and

WHEREAS, similar to the preliminary evaluation findings in 2020 of SPD's bonus program authorized by

Ordinance 125784, that less than one in five cited the incentive as an “important factor” in their decision to apply, the SLI response noted the “issue of whether SPD has seen benefits from incentives is incredibly difficult to conclude because the incentives have been offered and removed several times,” and noted both potential benefits and drawbacks to hiring bonuses; and

WHEREAS, the SLI response from SDHR reported that “signing bonuses for newly hired external talent can negatively impact employee morale. Employees promoted internally or already working in the job can feel undervalued and unappreciated when their financial package does not match what external recruits receive. The potential for breaking trust is greater now, with many of the current City employees in identified hard-to-fill jobs working on the front line during the pandemic”; and

WHEREAS, though departments of The City of Seattle may seek to recruit nationally to hire positions critical to City business needs and challenging to fill, current Personnel Rules limit relocation assistance to employees hired under higher salary bands; and

WHEREAS, though SDHR did not recommend a bonus incentive in their response to CBO-013-A-002, and the Executive has stated an intent to propose comprehensive package before the budget, the Council and Executive recognize that SPD reports that the ability to offer to pay moving costs has assisted in attracting lateral hires from police departments in other jurisdictions and that more departments citywide may want to compensate their recruits to fill positions critical to City business needs and challenging to fill for their moving costs; and

WHEREAS, Council adopted proviso SPD-003-B-001 for the 2022 budget for any funds in the 2022 budget for officer salaries that will not be used for officer salaries; currently estimated at over \$4 million; NOW, THEREFORE,

BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

Section 1. Council Budget Action SPD-003-B-001, approved in the 2022 Adopted Budget per Ordinance 126490, restricts the appropriations in the Seattle Police Department’s (SPD) budget for sworn

salary and benefits to only be used to pay SPD's recruits and sworn officers, unless authorized by future ordinance. This ordinance provides authorization to use up to \$650,000 of the funds restricted by SPD-003-B-001: (1) for moving expenses for new police officer hires in 2022, provided that the Seattle Department of Human Resources (SDHR) amends the City's Personnel Rules to allow greater flexibility for appointing authorities to offer moving assistance to a broader range of positions and circumstances; and (2) to pay for the salary and benefits for an additional recruiter in SPD.

Section 2. By establishing this Section 2, the Council requests that SDHR complete a process to update the City's personnel rules to provide appointing authorities greater flexibility to pay for moving expenses for new police hires and to extend those benefits to a broader range of positions if the appointing authority determines they are unable to recruit persons in the immediate employment area who possess the unique skills, expertise, and/or educational qualifications. This should include consideration to change the criterion in Personnel Rule 4.2.9.C that requires that an individual's new job with the City must be at least 50 miles farther from his or her place of residence than his or her former job to qualify for moving expenses. Reducing that distance could encourage more candidates who live in the Puget Sound region and to relocate within or closer to the city. It is the Council's intent that SDHR prioritize modifying Personnel Rule 4.2.9.C related to moving expenses to provide greater flexibility to the Chief of Police to accelerate the hiring of police officers. If amending the rule to include a range of positions beyond police officers would significantly increase the time it takes to work through the process for amending the rules, the Council requests that SDHR first complete a process to amend the rules to allow flexibility to the Chief of Police for police office hires and, following adoption of that rule change, initiate a process to amend the rule to address a broader range of positions in SPD and other City departments.

Section 3. Any act consistent with the authority of this ordinance taken after its passage and prior to its effective date is ratified and confirmed.

Section 4. This ordinance shall take effect and be in force 30 days after its approval by the Mayor, but if not approved and returned by the Mayor within ten days after presentation, it shall take effect as provided by Seattle Municipal Code Section 1.04.020.

Passed by the City Council the _____ day of _____, 2022, and signed by me in open session in authentication of its passage this _____ day of _____, 2022.

President _____ of the City Council

Approved / returned unsigned / vetoed this _____ day of _____, 2022.

Bruce A. Harrell, Mayor

Filed by me this _____ day of _____, 2022.

Monica Martinez Simmons, City Clerk

(Seal)

Attachments:

SUMMARY and FISCAL NOTE*

Department:	Dept. Contact/Phone:	CBO Contact/Phone:
LEG	Greg Doss 206-755-6385	

1. BILL SUMMARY

Legislation Title: AN ORDINANCE relating to appropriations for the Seattle Police Department; amending a proviso imposed by Ordinance 126490, which adopted the 2022 Budget; and ratifying and confirming certain prior acts.

Summary and Background of the Legislation: This ordinance provides authorization to use up to \$650,000 of the funds restricted by SPD-003-B-001: (1) for moving expenses for new police officer hires in 2022, provided that the Seattle Department of Human Resources (SDHR) amends the City’s Personnel Rules to allow greater flexibility for appointing authorities to offer moving assistance to a broader range of positions and circumstances; and (2) to pay for the salary and benefits for an additional recruiter in the Seattle Police Department (SPD).

The Council requests that SDHR complete a process to update the City’s personnel rules to provide appointing authorities greater flexibility to pay for moving expenses for new police hires and to extend those benefits to a broader range of positions. This could involve shortening the distance required to reimburse moving expenses from 50 miles (current personnel rule) to a yet-to-be determined standard.

Costs for moving reimbursements for police officers cannot be determined until the Seattle Department of Human Resources amends personnel rules to (1) specifically identify the positions that are eligible for reimbursements; and (2) determine whether to broaden the circumstances in which the city will reimburse moving expenses.

The half-year cost for a civilian recruiter is approximately \$55,000. The department will not need new appropriation authority for this position or to pay for moving expenses as it expects to use salary savings that were previously appropriated to pay for sworn officer salary and benefits. A partial proviso lift of SPD-003-B-001 is required. This ordinance lifts the proviso to a cap of \$650,000.

2. CAPITAL IMPROVEMENT PROGRAM

Does this legislation create, fund, or amend a CIP Project? Yes No

3. SUMMARY OF FINANCIAL IMPLICATIONS

Does this legislation amend the Adopted Budget? Yes No

Does the legislation have other financial impacts to The City of Seattle that are not reflected in the above, including direct or indirect, short-term or long-term costs?

SPD's budget is primarily supported by general fund (GF) resources. As has been discussed by the Council's Finance and Housing Committee, the City is currently facing a long-term structural budget issue, where GF expenditures are outpacing GF revenues. One of the potential strategies identified to address this structural budget issue in 2023 and 2024 is to use 2022 underspend, such as savings achieved through delayed hirings, for future year spending. If the proviso on SPD's salary saving remains in place and no other actions are taken to lift or modify the proviso, those GF resources are restricted, meaning the money cannot be spent and at the end of 2022 will lapse and revert to the GF – those funds would be assumed in the starting balance going into 2023. If a staffing incentive program is a priority for the Council that decision should be made in the context of knowing that it may mean reductions in spending in 2023 and 2024.

Are there financial costs or other impacts of *not* implementing the legislation?

No

3.a. Appropriations

X No This legislation adds, changes, or deletes appropriations.

As mentioned above, SPD will not need new appropriation authority for the recruiter position or to pay for the moving expenses as it expects to use salary savings that were previously appropriated to pay for sworn officer salary and benefits. A partial proviso lift of SPD-003-B-001 is required. If moving expenses are authorized for other departments, they could use salary savings if available provide the funds are not otherwise restricted by proviso.

3.b. Revenues/Reimbursements

X No This legislation adds, changes, or deletes revenues or reimbursements.

3.c. Positions

X No This legislation adds, changes, or deletes positions.

Future legislation will be required to add a permanent position to SPD to accommodate the civilian recruiter. It is possible that the position will be added in the city's mid-year supplemental budget.

4. OTHER IMPLICATIONS

a. Does this legislation affect any departments besides the originating department?

No

b. Is a public hearing required for this legislation?

No

c. Is publication of notice with *The Daily Journal of Commerce* and/or *The Seattle Times* required for this legislation?

No

d. Does this legislation affect a piece of property?

No

e. Please describe any perceived implication for the principles of the Race and Social Justice Initiative. Does this legislation impact vulnerable or historically disadvantaged communities? What is the Language Access plan for any communications to the public?

It is possible that the moving cost reimbursements could help attract more people of color as well as reduce barriers for those that have been hired, including those that are disproportionately affected by Seattle's increasing housing costs and commute times.

SPD has focused on making direct connections with communities historically underrepresented in policing with the explicit aim of recruiting officers who reflect the diversity of Seattle. This effort is consistent with a new Public Safety Civil Service Commission (PSCSC) rule that will allocate additional test points for multi-lingual candidates that sit for the police exam. It is also the focus of a 2017 report on recruiting made by the Community Police Commission, which contained nine recommendations that emphasized more connection with the community.

SPD has indicated that it has recently increased its hiring of people of color, which historically have belonged to vulnerable and disadvantaged communities. Racial diversity of SPD hires has increased to approximately 40 percent in the last several years. If this trend continues as the department grows its officer numbers, then SPD will further increase its racial diversity in absolute numbers and as a percentage of the sworn force.

It is also possible that any increase in the size of the police force may result in over policing of non-white neighborhoods. The Center for Policing Equity, in a [study](#) completed in 2021, found that Black and native American pedestrians at a greater likelihood to be stopped by SPD than white pedestrians. Additionally, pedestrians of color are more likely to be searched than their white counterparts, despite being statistically less likely to carry weapons. The Department continues to provide anti bias training and report on bias indicators as part of its compliance with the 2012 Federal Consent Decree.

f. Climate Change Implications

1. Emissions: Is this legislation likely to increase or decrease carbon emissions in a material way? No

2. Resiliency: Will the action(s) proposed by this legislation increase or decrease Seattle's resiliency (or ability to adapt) to climate change in a material way? If so, explain. If it is likely to decrease resiliency in a material way, describe what will or could be done to mitigate the effects. No

g. If this legislation includes a new initiative or a major programmatic expansion: What are the specific long-term and measurable goal(s) of the program? How will this legislation help achieve the program's desired goal(s)? N/A

Summary Attachments: None

April 26, 2022

MEMORANDUM

To: Public Safety and Human Services Committee
From: Greg Doss, Analyst
Subject: Resolution 32050 - SPD Staffing Incentives

On April 26, 2022, the Public Safety and Human Services Committee (PSHS) will discuss [Resolution 32050](#), sponsored by Councilmember Nelson. The resolution would establish the Council’s intent to pass legislation that would allow the Seattle Police Department (SPD) to use sworn salary savings to fund staffing incentives for the hiring of uniformed police officers.

This memorandum provides background, describes the resolution, lays out issues for consideration, and outlines next steps.

Background

SPD Staffing Reductions

Since 2020, SPD incurred a net loss of 255 police hires.¹ During that time, SPD transferred more than 100 officers from specialty, investigative and other units into 911 response to address SPD’s goals for response times and patrol coverage. These transfers required that they (1) disband Problem-solving Community Police Teams and precinct-based Anti-Crime Teams; (2) reduce the number of officers on bike and foot beats from 55 to four; and (3) reduce investigation and specialty units below prior staffing levels. Table 1 shows reductions to non-patrol units in SPD.

Table 1: SPD Non-Patrol Unit Reductions

Non-Patrol Trained Sworn:	2020 ²	2020 ³	2022 ⁴	2022 ⁵
	Count of Sworn	% of Sworn	Count of Sworn	% of Sworn
Investigative Units	214	16%	161	14%
Specialty Units	119	9%	33	3%
Operations Support	201	15%	218	20%
Leadership	89	7%	86	8%
Administrative	54	4%	39	4%
Total Trained Sworn	677	51%	537	48%

¹ Jan 2020 - March 2022, Hires = 145, Separations = 400, Net of 255. Approximately 225 were fully trained officers.

² Fully Trained Officers 8/2020 SPD Staffing Report

³ SPD DAP Data 8/31/2020

⁴ Fully Trained Officers 2/2022 SPD Staffing Report

⁵ SPD DAP Data 2/28/2022

In 2020, SPD's 911 responder force had 563 Patrol Officers and Sergeants that were deployed across three shifts and throughout the city's five precincts. In 2022, SPD has a 911 responder force of 538 Officers and Sergeants, some of whom are senior officers who volunteered for a transfer and now are assigned to a citywide Community Response Unit that responds to calls during the daytime, peak-volume call times. More detail on SPD sworn staffing and the distribution of 911 responders can be found in Central Staff's SPD 2022 Q1 Sworn Staffing report.

Despite the transfers into 911 response, SPD indicated that it needs to augment per-watch staffing with overtime-funded officers 90 percent of the time to meet its established minimum staffing standards. The department's median response time for Priority 1 calls has increased from 6.48 minutes in 2020⁶ to 7.5 minutes today. The median response for Priority 2 calls is now 23.8 minutes. SPD has indicated that it no longer responds to Priority 3 and Priority 4 calls.

Prior Use of Cash Bonuses for Hiring

On October 29, 2021, former Mayor Durkan issued an Emergency Order under her authority provide the proclamation of civil emergency due to the COVID-19 pandemic, that authorized one-time cash bonuses (hiring bonuses) for new Dispatcher hires in the Community Safety and Communications Center and for SPD recruits and lateral hires, at \$10,000 and \$25,000 respectively. The hiring bonuses were offered through January 2022 in both departments.

In its response to Statement of Legislative Intent (SLI) CBO-013-A-002: Citywide hiring incentive impact analysis, the Executive indicated that SPD had not experienced an increase in hiring since implementing the hiring bonus in October 2021. The Executive also indicated the following:

"The issue of whether SPD has seen benefits from incentives is incredibly difficult to conclude because the incentives have been offered and removed several times. In addition, these incentives have been offered at a time when police departments around the region and state have been offering hiring incentives. This limits our conclusion of the effectiveness of hiring incentives. The hiring incentive was implemented over a limited time period and based on feedback from departments. The City has seen mixed results with its implementation."

Finally, the SLI response indicated that employees promoted internally or already working in the job can feel undervalued and unappreciated when their financial package does not match what new police hires receive. The full Executive response and data on the number of applications made to SPD over the hiring bonus period can be found in Attachment 1.

⁶ 2020 through 9/17. Reported in 2021 Budget Issue Paper.

In 2019, the Council passed [Ordinance 125784](#), which authorized a similar one-time hiring bonus program that existed for approximately one year before sunseting on June 30, 2020. On September 16, 2019, SPD issued a preliminary evaluation on the hiring bonus program (see Attachment 2). The preliminary evaluation noted the following:

“Since the inception of hiring incentives in April 2019, SPD has conducted one entry-level test and one lateral test. Due to the resulting small sample size, a complete analysis of the incentives is premature. However, initial indications are positive. Approximately 18% of SPD applicants (20% among applicants of color and 19% among female-identifying applicants) cited the incentive as an “important factor” in their decision to apply with those who more recently started exploring a career in policing showing a more pronounced effect.”

The final evaluation would have been due in April 2020 but was never submitted due to the declaration of the COVID emergency.

Between 2013 and 2018, SPD on average hired 72 recruits per year and 17 laterals per year, with the smallest numbers occurring in 2018 (59 recruits and nine laterals). This trend had already started to reverse itself in early 2019 before the hiring bonus was implemented. In the first five months of 2019, SPD had already made 32 recruit hires and four lateral hires. In the year that the hiring bonus was in place (June 2019-May 2020), SPD recruited 107 recruits and 12 laterals. This level of hires was disproportionately high when compared to historical averages.

SPD Recruitment and Retention Report

In 2019, The Mayor’s Office convened a Recruitment and Retention Workgroup comprised of staff from the SPD, Seattle Department of Human Resources (SDHR), City Budget Office (CBO) budget analysts, CBO’s Innovation & Performance team, City Council Central Staff and Legislative Staff, and others to: (1) better understand why new hires and overall sworn officer counts are declining; and (2) identify short- and long-term strategies to improve recruitment and retention outcomes. Recommendations from that report can be found here: [Recruitment and Retention Report](#)

The September 2019 report noted that “while it is too early to assess the impact of the new signing bonuses on SPD’s recruitment results, our research suggests that SPD would benefit from additional initiatives aimed at increasing application rates.” The report noted that, at the time, local police agencies had made “appeals to prospective candidates by offering competitive wages, incentives, and hiring bonuses.”

Resolution 32050

The resolution would establish the Council's intent to:

1. Support SPD's development of a staffing incentives program to enhance its provision of an adequate number of fully trained, deployable officers to prevent, respond to, and investigate crime in Seattle;
2. Lift by ordinance the proviso imposed by Council Budget Action (CBA) SPD-003-B-001 to authorize use of salary savings to fund staffing incentives at SPD, at a level not to exceed anticipated 2022 salary and benefits savings and any additional funding available for this purpose; and
3. Pass an ordinance that would allow the implementation of a staffing incentives program at SPD.

The resolution's sponsor indicated that the term "Staffing Incentive" should be construed to mean any pre-hire incentive that could increase sworn applications at SPD. Such incentives may include, but not be limited to, either hiring bonuses to laterals or recruits or a reimbursement for moving expenses such as that outlined in the City's personnel rules ([Personnel Manual Rule 4.2.9](#)).

The sponsor also clarified that the resolution would show intent for a modification, rather than a full lift, of the proviso in [SPD-003-B-001](#). Such a modification might allow the department to spend sworn salary savings on any kind of staffing incentive, but continue to restrict all other sworn salary saving expenditures unless further appropriation is received from the Council.

The resolution makes several references to a reduction in "Officers in Service," a metric that is also referred to as "deployable officers." This metric is a net calculation of the department's total number of Fully Trained Officers less the number of officers that are absent on some form of long-term leave. Following is a categorical breakout of the officers that are out on long-term leave in March of 2022:

- Workers Comp: 26
- Sick Leave/Accrued Benefits: 75
- Family Medical Leave: 19
- Parental Leave: 7
- Medical Leave of Absence: 3
- Administrative Leave: 16

Over the last two years SPD had fewer officers available for deployment. This trend began in the summer of 2020 as the number of officers on the long-term leave list began to increase. The trend has yet to reverse itself or stabilize. To illustrate, in 2019, there were an average of 49 officers on long-term leave. In the last six months, there have been an average of 166 officers on long-term leave.

While long-term leave usage negatively affects the department's ability to deploy officers, it is difficult to determine if Officers in Service is a good metric for police staff planning. On one hand, it is possible that officers that are using long-term leave may return to service. On the other hand, it is not uncommon for officers to use accrued benefits, one form of long-term leave, before retiring or separating from SPD. In the last eighteen months, there has been a high correlation between the increase in use of long-term leave and the increase of officer separations.

Issues for Consideration

Some hiring incentives may be authorized without an ordinance and may not have direct labor implications.

The resolution states the Council's intent to pass legislation to authorize a hiring program. Legislation like Ordinance 125784 would be required to authorize on a temporary or permanent bases hiring bonuses for lateral or recruit hires. However, legislation may not be needed for other kinds of hiring incentive programs.

SPD has indicated that it does not currently reimburse new officer hires for moving expenses, which is another pre-hire tool that would be available for lateral transfer officers under the City's existing personnel rules. However, the current personnel rules would limit SPD's ability to reimburse for moving expenses in some circumstances:

- Some City positions do not qualify for reimbursement, including recruit positions at SPD;
- An individual's new job with the City must be at least 50 miles farther from their place of residence than their former job to qualify for moving expenses; and
- Moving expenses cannot exceed \$25,000 and are limited to the cost of transportation to Seattle to find housing; food and lodging expenses for up to five days while engaged in the search for housing; and the cost of transporting the employee and their family and household goods and personal effects to Seattle.

Section 4.04.050 of the Seattle Municipal Code (SMC) provides rule-making authority to Seattle Department of Human Resources (SDHR) for the administration of the personnel system. Council cannot directly amend the rules but take actions to influence them. One option is to adopt a resolution or include a statement in a council bill requesting that SDHR complete a process to update the City's personnel rules to provide appointing authorities greater flexibility to pay for moving expenses for new police hires and for a broader range of positions. As an alternative, the Council could amend Chapter 4.04 to legislate criteria under which appointing authorities can offer to pay for moving expenses.

Labor Relations has advised that hiring incentives that are extended pre-hire would not have direct labor implications. Although as pointed out above, there may be a demoralizing impact to existing officers/ union members who do not receive similar compensation (e.g., retention incentives). Additionally, the City may want to give notice to the unions of any pre-hire benefit

when any cash payment falls within the employment period. This might occur if the second installment of a hiring incentive is paid after a probationary period.

Legislation is necessary to authorize SPD use of sworn salary savings to pay for hiring incentives.

The proviso in [SPD-003-B-001](#) restricts the department's ability to expend its sworn salary savings without future appropriation from the Council. As noted in Central Staff's SPD 2022 Q1 Sworn Staffing Report posted to the April 26 PSHS agenda, staff estimates that, based on hiring to date, between \$4.1 and \$4.5 million in SPD salary savings is available and could be used for a hiring bonus or other recruitment incentive program. Legislation authorizing SPD's use of this salary savings for staffing incentives could either lift the proviso and allow full expenditure of all salary savings or more narrowly define how SPD may use the savings.

SPD's budget is primarily supported by GF resources. As has been discussed in the Council's Finance and Housing Committee, the City is currently facing a long-term structural budget issue, where general fund (GF) expenditures are outpacing GF revenues. One of the potential strategies identified to address this structural budget issue in 2023 and 2024 is to use 2022 underspend, such as savings achieved through delayed hirings, for future year spending. If the proviso on SPD's salary saving remains in place and no other actions are taken to lift or modify the proviso, those GF resources are restricted, meaning the money cannot be spent and at the end of 2022 will lapse and revert to the GF – those funds would be assumed in the starting balance going into 2023. If a staffing incentive program is a priority for the Council that decision should be made in the context of knowing that it may mean reductions in spending in 2023 and 2024.

Staffing Incentive Proposal

CM Herbold asked Central Staff to prepare a draft bill that would modify the proviso imposed in CBA SPD-003-B-001 to authorize use of SPD's salary savings to (1) pay for moving expenses for new officer hires; and (2) pay for the salary and benefits for an additional SPD recruiter. In addition, the bill would request that SDHR amend the City's Personnel Rules to provide greater flexibility to pay for moving expenses for new police hires and to extend those benefits to a broader range of positions if the appointing authority determines they are unable to recruit persons in the immediate employment area who possess the unique skills, expertise, and/or educational qualifications. (See Attachment 3 to review the draft council bill).

As noted above, this may impact future budget decisions before the council. In addition, the salary savings are considered a one-time resource. Hiring an SPD recruiter, unless intended to be term limited, is an ongoing expense; this would assume that in 2023 either: (1) the number of funded police officer positions would be reduced to offset the cost of paying for the recruiter; or (2) additional GF funding would be needed to maintain the number of funded police officer positions. In the latter case, the impact would worsen the existing structural deficit of the City's general fund.

National Research on the Efficacy of Hiring Incentives

Staff contacted the Research Director of the Police Executive Research Foundation (PERF) and the Executive Director of the International Association of Police Chiefs (IAPC) to determine if there are any scientific evaluations or research on the effectiveness of hiring (cash) incentives in policing. Both organizations confirmed that many agencies are now using cash incentives, but that there is not yet a body of research to support the practice.

In the April 12, 2022, PSHS Committee meeting, Councilmember Lewis asked staff for an answer to the question of “what are agencies around the country doing that works?” One comprehensive study of police recruiting, [a 2019 PERF report](#) examined the “workforce crisis” in policing and identified many of the incentives used by law enforcement agencies around the county. The following information is an extract from the report:

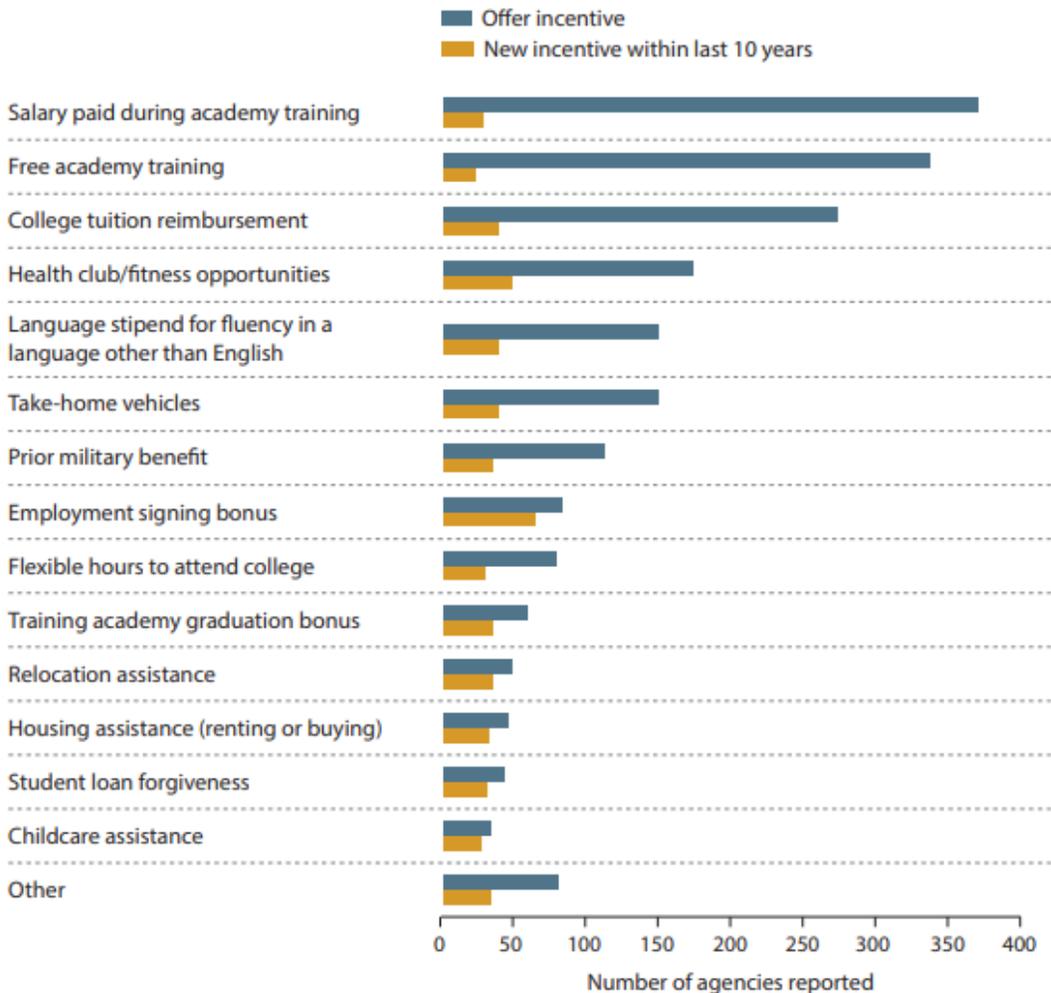
“To understand current efforts to improve recruitment, PERF asked survey respondents to indicate which types of recruitment offers their agency makes, and whether each incentive is a relatively new development (within the past 10 years) or is a longstanding, traditional benefit of joining a police department. As seen in Figure 10, the most common recruitment incentive among the survey respondents was paying recruits salaries while they are in the academy, closely followed by free academy training, and college tuition reimbursement. In each case, large majorities of agencies said they have offered these benefits for more than 10 years.

Offering new recruits assistance with childcare is a more recent development. Only 33 of 412 responding agencies offer childcare assistance, and 27 of the 33 departments implemented that incentive within the last 10 years. Other popular recent incentives include relocation assistance, housing assistance, and student loan forgiveness.

These newer incentives reflect the changes that some agencies are making to attract more recruits. Offering childcare assistance, for example, is a way to draw individuals with families into a career that can often be perceived as incompatible with raising a family. Student loan forgiveness could attract candidates who otherwise would feel a need to enter a higher-paying career to pay off student loans.”

Figure 10: Recruitment Incentives

n = 412



Source: PERF Survey

Per staff’s exchange with PERF and IAPC, it is likely that hiring bonuses are used more in 2022 than in 2019. Chief Diaz has indicated that SPD should be utilizing a variety of these methods to attract new candidates. SPD currently pays its recruits to attend the Washington State Training Academy and covers all Academy costs. However, the department makes limited or no use of the other incentives. Many of these incentives may require some form of bargaining if they are provided post-hire.

Regional Hiring Bonuses, Incentives and Wage Data

SPD human resources staff have indicated that the efficacy of hiring bonuses should be considered in the context of the overall economic package offered by a policing agency, including the starting salary, vacation and total earning potential. Table 2: Hiring Bonuses and Financial Compensation at Regional Police Agencies, reflects hiring bonuses as well as financial compensation and vacation available to new police hires. Table 3: Other Incentives at Regional

Policing Agencies, reflects recruitment incentives similar to those found in the PERC survey on page 8.

Table 2: Hiring Bonuses and Financial Compensation at Regional Police Agencies

Agency	Incentives Entry/Lateral	Starting Salary	Salary Top Step	Months to Top Step	Longevity Pay	Lateral Vacation Hours
Auburn	20K Lateral	\$87,530	\$106,415	54 months	Yes	80 hours
Seattle	No	\$83,640	\$109,512	54 months	Yes	No
Kennewick	No	\$83,472	\$115,361	48 months		80 hours
Kent	10K/25K	\$83,000	\$117,000	56 months	Yes	400 Hours
Everett	15K/30K	\$81,408	\$106,692	36 months	Yes	160 Hours
Pasco	No	\$81,161	\$110,400	36 months		No
Tacoma	25K Lateral	\$78,998	\$109,200	48 months	Yes	No
Bellevue	\$16K Lateral	\$78,263	\$100,231	48 months	Yes	No
Puyallup		\$76,740	\$102,312	36 months		No
Vancouver	\$10K/\$25K	\$75,612	\$101,328	84 months		No
Renton	\$1K/\$20K	\$74,699	\$97,932	48 months	Yes	40 hours
King County	7.5K/15K	\$73,401	\$102,777	36 months	Yes	No
Federal Way	3K/20K	\$73,044	\$97,980	48 months		No
Spokane	No	\$55,645	\$101,226	54 months		No

* Most of the departments listed will receive an additional 3.5% - 6.5% based on cola at the beginning of 2023.

Table 3: Other Incentives at Regional Policing Agencies

Agency	Language Incentive	Education Incentive	Uniform	Dry Clean	Take Home Car	On-Duty Workout Program	Tuition Assistance	Shift Differential
Auburn	No	4%/6%	Yes	No	No	No	No	No
Seattle	No	No	*No	No	No	No	No	No
Kennewick	Yes		Yes	No	No	No	No	No
Kent	Yes	Yes	Yes	No	Yes	No	Yes	No
Everett	No	2%/11%	Yes	No	Yes	No	Yes	No
Pasco	Yes	3%/6%	Yes	Yes	Yes	Yes	Yes	Yes
Tacoma	Yes	2%	Yes	No	Yes	No	Yes	Yes
Bellevue		Yes	Yes		No	Yes	Yes	No
Puyallup	No	2%/4%	Yes	No	Yes	No	No	No
Vancouver		2.5%/5%	Yes	No	No		Yes	Yes
Renton	Yes	4%/6%	Yes	Yes	Yes	No	Yes	No
King County	No	Up to 6%	Yes	No	Yes	No	No	No
Federal Way	No	2%/4%	Yes	No	Yes	No	No	No
Spokane	No	Yes	Yes		No	No	Yes	Yes

*For uniforms, the City of Seattle pays for new recruit uniforms then provides an annual stipend of \$550.

Potential Structure and Cost of a New Hiring Bonus Program

Councilmember Nelson requested that SPD provide costs estimates for a new hiring bonus program. SPD estimates that a two-year hiring bonus program would cost about \$538,000 in 2022 and \$1.3 million in 2023. Such a program would mirror the last hiring bonus program and provide \$25,000 to lateral police hires and \$10,000 to recruit police hires. SPD’s projections are based on its most recent hiring projections. Table 4 shows the costs of the program over 2022 and 2023.

SPD recommends that the bonus payments be paid in two equal installments. The first would be payable on the first regularly scheduled pay date after the hiring agreement is signed and the second after successful completion of the probationary period. SPD also recommended that bonus payments be subject to a retention term of three years following the hire date. Such a program would likely require notice to the Seattle Police Officer’s Guild of the City’s intent to initiate a payment after the probationary period.

Table 4: Recruitment Incentive Program Costs

	2022 (est.)		2023 (est.)			
	Count	1st Payment	Count	2nd Payment	Count	1st Payment
RECRUITS <i>\$10k; split payments</i>	70	\$350,000	70	\$350,000	105	\$525,000
LATERALS <i>\$25k; split payments</i>	15	\$187,500	15	\$187,500	20	\$250,000
TOTAL	85	\$537,500	85	\$537,500	125	\$775,000
ANNUAL TOTAL	\$537,500		\$1,312,500			

Next Steps

Resolution 32050 is scheduled for another discussion and potential vote in the PSHS Committee on May 10, 2022. Central Staff are available to answer Councilmember questions on today’s presentations or to prepare amendments to the resolution. Please submit any amendment request to Central Staff by May 3.

Attachments:

1. Hiring Incentive Responses to Council Members Questions
2. SPD Initial Evaluation of the Recruitment Bonus Program
3. Draft Council Bill to modify the SPD salary saving proviso and request modifications to the City’s personnel rules.

cc: Aly Pennucci, Acting Director

Hiring Incentive Responses to Council Members Questions

1. I'd like to know numbers of SPD candidates applying (applicants, not "recruits entering academy data") each October, November, December, and January as compared to monthly averages when there has been no incentive offered.

Please note the two spreadsheets below includes data around applicants applying for the SPD exams and not recruits entering the academy. The PO exam spreadsheet breaks down how many applicants applied when the hiring incentive was advertised. You will notice on the spreadsheet highlighted in green when the hiring incentive was advertised. The other processes were without an incentive advertised.

ENTRY EXAMS				
EXAM CYCLE	PERIOD APPLICATIONS WERE ACCEPTED	APPLICATIONS RECEIVED/SCHEDULED	APPLICANTS WHO SAT FOR THE TEST	APPLICANTS WHO PASSED EXAM
2020				
P2020-011120	October 23, 2019 - December 27, 2019	698	210	168
2021				
P2021-021921	January 5, 2021 - February 10, 2021	512	266	188
P2021-041621	February 12, 2021 - April 7, 2021	468	253	156
P2021-070921	April 16, 2021 - June 23, 2021	478	212	142
P2021-100821	July 9, 2021 - September 28, 2021	519	219	139
P2022-010722	October 6, 2021 - December 15, 2021	524	230	156
2022				
P2022-032522	December 22, 2021 - March 16, 2021	480	213	145
LATERAL EXAMS				
EXAM CYCLE	PERIOD APPLICATIONS WERE ACCEPTED	APPLICATIONS RECEIVED/SCHEDULED	APPLICANTS WHO SAT FOR THE TEST	APPLICANTS WHO PASSED EXAM
2020				
P2020-022120	November 20, 2019 - February 7, 2020	21	18	15
P2020-061220	March 24, 2020 - May 29, 2020	33	6	4
2021				
P2021-022521	January 5, 2021 - January 27, 2021	13	4	2
P2021-042321	February 3, 2021 - March 17, 2021	16	5	3
P2021-071621	March 23, 2021 - June 16, 2021	12	5	2
P2021-091021	June 23, 2021 - September 8, 2021	7	2	2
2022				
P2022-010522	September 15, 2021 - December 15, 2021	17	6	4
P2022-022522	December 22, 2021 - February 6, 2022	6	2	1

Attachment 1. Hiring Incentive Responses to Council Members Questions

We have also included a copy of all entry level Police Officer exam processes that have been offered since 2012. You will notice somewhat of a down trend in our applicant pool when the COVID-19 pandemic hit us back in 2020.

Year	Total Applicants	Sit for Exam	Apply/Sit Ratio	Pass	Pass Rate	Notes
2012	2349	1446	61.56%	755	52.21%	
2013	4049	2031	50.16%	1021	50.27%	
2014	4096	1454	35.50%	784	53.90%	
2015	3526	1163	32.98%	805	69.21%	
2016	3486	1204	34.53%	754	62.62%	
2017	3472	1036	29.84%	667	64.38%	
2018	2856	837	29.31%	681	81.36%	
2019	3172	908	28.63%	713	78.52%	
2020	698	210	30.09%	168	80.00%	As of 4/1/2020 (One exam in 2020)
2021	2518	1036	41.14%	669	64.58%	Cycles 1-5
	Applicants (POC)	Sit for Exam	Apply/Sit Ratio	Pass	Pass Rate	
2012	797	472	59.22%	190	40.25%	
2013	1416	707	49.93%	276	39.04%	
2014	1577	512	32.47%	209	40.82%	
2015	1422	459	32.28%	261	56.86%	
2016	1600	481	30.06%	254	52.81%	
2017	1595	449	28.15%	239	53.23%	
2018	1295	346	26.72%	249	71.97%	
2019	1535	422	27.49%	296	70.14%	
2020	332	91	27.41%	67	73.63%	As of 4/1/2020
2021	1457	556	38.16%	324	58.27%	Cycles 1-5
	Applicants (Female)	Sit for Exam	Apply/Sit Ratio	Pass	Pass Rate	
2012	341	178	52.20%	91	51.12%	
2013	552	248	44.93%	134	54.03%	
2014	614	203	33.06%	109	53.69%	
2015	550	163	29.64%	96	58.90%	
2016	579	147	25.39%	91	61.90%	
2017	565	160	28.32%	99	61.88%	
2018	519	118	22.74%	98	83.05%	
2019	534	110	20.60%	90	81.81%	
2020	184	82	44.57%	43	52.44%	As of 4/1/2020
2021	331	126	38.07%	89	70.63%	Cycles 1-5

It was a challenge to break applications down by month, but we were able to do a deeper dive and show how many applications we received each day pre hiring incentive announcement and post hiring incentive announcement. As you will see below there is not much of a change in applicant pool. The holiday season could have played a factor during this time.

Entry Level

We have received slightly fewer entry level applications per day since the hiring incentive announcement (on 10/29/2021) compared to the number of applications we received in 2021 before the announcement. This may be tied to the holiday season or other factors.

Pre-Announcement Average Applicants per Day	9
Post Announcement Average Applicants per Day	7

Lateral

We have received about the same number of lateral applications since the hiring announcement as we did in 2021 before the announcement, which is about one application every two days.

Pre-Announcement Average Applicants per Day	0.5
Post Announcement Average Applicants per Day	0.4

-
2. I'm not seeing any numerical analysis in terms of which departments are hurting more for recruits. It would be illuminating, for example, to see the number of vacancies compared to the budgeted or original amount of FTEs for each corresponding classification. The report lists "Public Safety Auditor" in the same list of "Police Officers," but are we seeking 1 Public Safety Auditor compared to seeking 125 to 360 police officers? Albeit there might be just 1 Public Safety Auditor position in the City, but there should be in total 1,200 to 1,400 police officers.

Please be sure to click on the link below and make sure you are logged into the network to access the report. This report will provide a closer look at the front facing positions/vacancies broken down by department. It will also give a snapshot of how many budgeted FTEs are in each department broken down by the actual position. This report is specifically for the positions that came back as being hard to fill. Below is the CSCC 911 vacancy list which has about 24 vacant positions as of 3/31.



****Vacancy Report by Department:** <https://reporting.seattle.gov/#/site/SDHR/workbooks/5068/views..>

September 16, 2019

Hiring Incentives Report to Council

The Seattle Police Department (“SPD”) is providing this report on the department’s entry-level and lateral hiring incentive in response to Council s. In general, police officer hiring remains very competitive in Washington State and nationally, driven by low unemployment, a demographic bubble driving officer retirements, and jurisdictions aggressively adding staff. Eighty percent of Washington’s 25 largest police forces have budgeted for growth in their sworn ranks in the last five years, outpacing population growth by 17 percent. In response to these challenges, regional police agencies are offering or increasing hiring incentives.

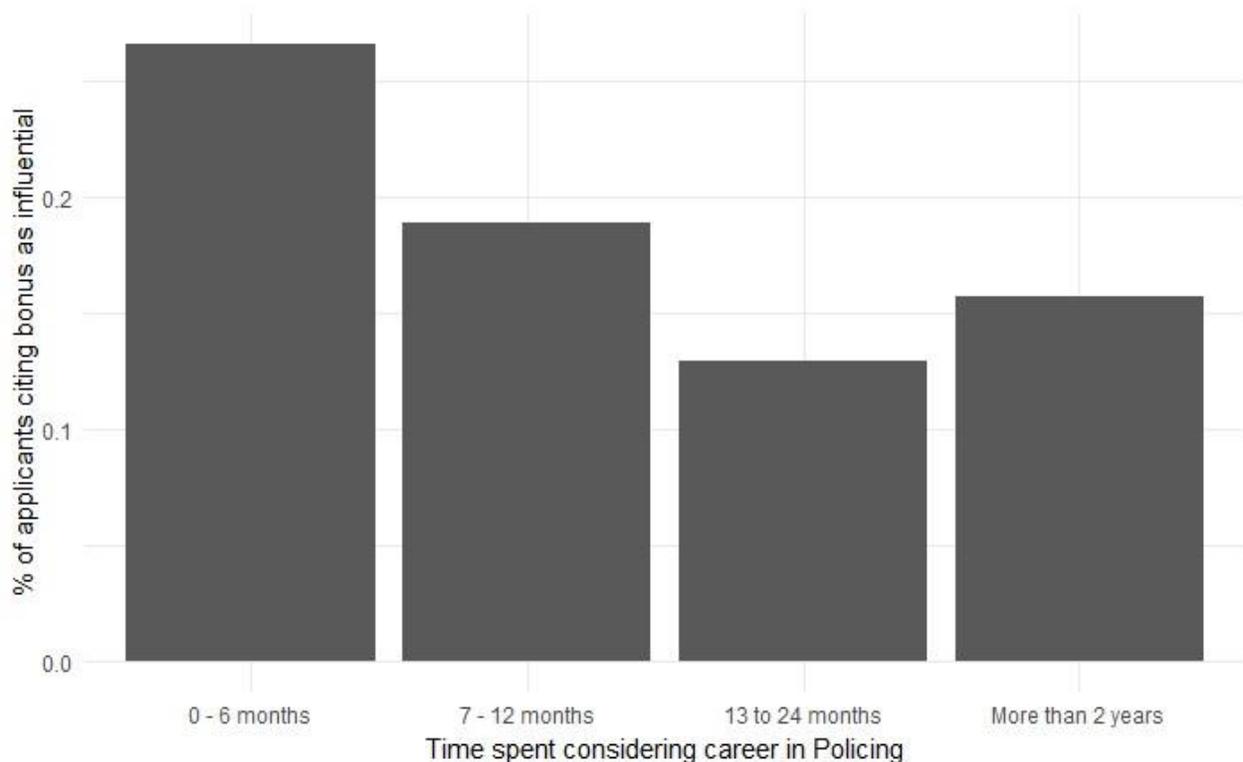
The Seattle City Council authorized hiring incentives of \$7,500 for entry-level applicants and \$15,000 for lateral applicants in March 2019. Other jurisdictions continue to provide incentives with some jurisdictions, such as Everett, increasing their incentive to \$20,000 for lateral applicants.

Table 1. Hiring Incentives of Other Forces

Jurisdiction	Salary (Annual)	Hiring Incentive
Seattle	Entry Level: \$81,444 - \$106,632 Lateral: Starting \$91,308	Entry: Up to \$7,500 Laterals: \$15,000
Bellevue	Entry Level: \$74,868 - \$95,883	Entry: Up to \$2,000 Laterals: \$16,000
Everett	Entry Level: \$72,192 - \$94,620 Lateral: \$94,620	Laterals: \$15,000 - \$20,000
Kent	Lateral: \$68,520 - \$89,208	Laterals: \$10,000
Renton	Entry Level: \$67,976 - \$96,672	Laterals: \$10,000, 40-hour sick leave and 40-hour personal leave banks
King County Sheriff’s Office	Entry level: \$62,462 - \$87,464	

Since the inception of hiring incentives in April 2019, SPD has conducted one entry-level test and one lateral test. Due to the resulting small sample size, a complete analysis of the incentives is premature. However, initial indications are positive. Approximately 18 percent of SPD applicants (20 percent among applicants of color and 19 percent among female-identifying applicants) cited the incentive as an “important factor” in their decision to apply with those who more recently started exploring a career in policing showing a more pronounced effect.

Chart 1. Applicants Citing Bonus as Influential



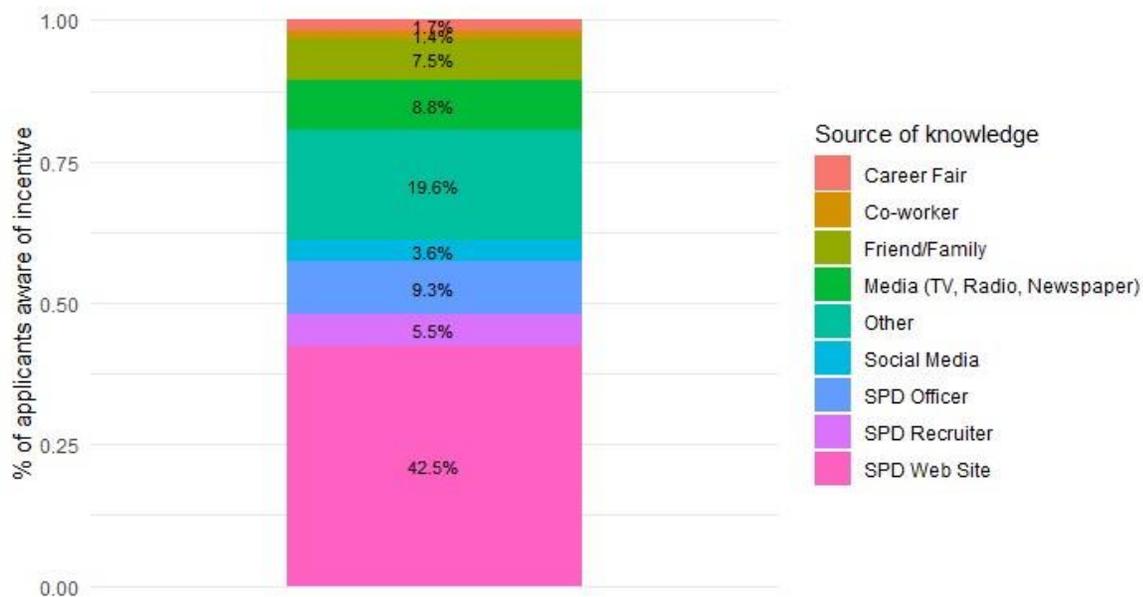
Source: SDHR hiring data

Surveying also indicated that SPD draws applicants from across the state, resulting in competition with other agencies. For example, only 14 percent of recent applicants have a Seattle home address. Similarly, 52 percent of entry level applicants (51 percent applicants of color and 52 percent female-identifying applicants) reported applying to other law enforcement agencies when they applied to SPD.

Applicants learned of the hiring incentives from a variety of sources, as shown in Chart 2.

Attachment 2. SPD Initial Evaluation of the Recruitment Bonus Program

Chart 2. How Applicants Find Out about the Incentive.



Source: SDHR hiring data

To date SPD has paid a total of 36 entry-level and six lateral incentives. Of those receiving the incentive, 40.5 percent were people of color (16.7 percent Asian, 9.5 percent Black or African American, 7.1 percent Hispanic or Latino, 7.1 percent identifying as two or more races, and 59.5 percent White) and 21.4 percent identified as female (with 78.6 percent identifying as male).

Due to nearly one-fifth of recent applicants citing the incentive as an “important factor” in their decision to apply with SPD, the department recommends the continuation of the incentive program at this time. Additional testing cycles will provide more applicant data and allow for better insight into the impact of the incentives.

Amendment 1 Version 1 to CB 120320 - SPD Salary Proviso Modification ORD

Sponsor: Councilmember Nelson

Authorize the amount and purposes SPD can expend 2022 salary savings

Effect: The 2022 Adopted Budget imposed a proviso on the Seattle Police Department's (SPD) annual budget that restricts the department's ability to expend its sworn salary savings without future appropriation from the Council (See [Council Budget Action \(CBA\) SPD-003-B-001](#) for more details).

As introduced, CB 120320 would allow SPD to spend up to \$650,000 of 2022 salary savings for to (1) pay for moving expenses for new officer hires; and (2) pay for the salary and benefits for an additional SPD recruiter. This amendment would:

1. Increase the amount of salary savings SPD could spend for the purposes described in the bill to \$1.15 million;
2. Expand the use of those funds to include paying for a national search to permanently fill the Chief of Police position, and for an ad campaign to help attract candidates for vacant police officer positions.

SPD's budget is primarily supported by GF resources. As has been discussed in the Council's Finance and Housing Committee, the City is currently facing a long-term structural budget issue, where general fund (GF) expenditures are outpacing GF revenues. One of the potential strategies identified to address this structural budget issue in 2023 and 2024 is to use 2022 underspend, such as savings achieved through delayed hirings, for future year spending. If the proviso on SPD's salary saving remains in place and no other actions are taken to lift or modify the proviso, those GF resources are restricted, meaning the money cannot be spent and at the end of 2022 will lapse and revert to the GF – those funds would be assumed in the starting balance going into 2023. If staffing incentive programs are a priority for the Council that decision should be made in the context of knowing that it may mean other reductions in spending in 2023 and 2024.

To date, staff projects that between \$4.1 and \$4.5 million in SPD salary savings is available and could be used for the purposes outlined in this CB. This bill as introduced allows use of about 15 percent of the salary savings identified to date; this amendment would allow use of about a quarter of the available funds and would leave about 3/4 available for future budget needs.

Amend Section 1 of CB 120320 as follows:

Section 1. Council Budget Action SPD-003-B-001, approved in the 2022 Adopted Budget per Ordinance 126490, restricts the appropriations in the Seattle Police Department's (SPD) budget for sworn salary and benefits to only be used to pay SPD's recruits and sworn officers, unless authorized by future ordinance. This ordinance provides authorization to use up to ~~(\$650,000)~~ \$1,150,000 of the funds restricted by SPD-003-B-001 as follows: (1) up to

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Public Safety and Human Services Committee
May 10, 2022
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\$650,000 for moving expenses for new police officer hires in 2022, provided that the Seattle Department of Human Resources (SDHR) amends the City's Personnel Rules to allow greater flexibility for appointing authorities to offer moving assistance to a broader range of positions and circumstances((;)) and ((~~2~~)) to pay for the salary and benefits for an additional recruiter in SPD; (2) up to \$350,000 for a national ad campaign to market police officer positions to potential candidates; and (3) up to \$150,000 to pay for a national search to hire a permanent Chief of Police.