

August 9, 2022

MEMORANDUM

To: Public Safety and Human Services Committee
From: Greg Doss, Analyst
Subject: Council Bill 120389 – Seattle Police Department Recruitment and Retention

On August 9, 2022, the Public Safety and Human Services Committee (PSHS) will discuss and potentially vote on [Council Bill \(CB\) 120389](#), sponsored by Councilmember Herbold. The bill would allow the Seattle Police Department (SPD) to use sworn salary savings to fund: (1) hiring bonuses for uniformed police officers; (2) expanded recruitment, testing, backgrounding, and marketing services; and (3) non-monetary officer retention programs.

To effectuate the expanded recruitment and testing services, the bill would create four positions in the Seattle Department of Human Resources (SDHR) and transfer \$228,000 from SPD to SDHR to fund the positions.

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

Background

SPD's Unprecedented Staff Separations

Since 2020, SPD has incurred a net loss of 304 police hires.¹ More information on officer separations can be found in the Central Staff 2022 Q2 Sworn Staffing, Finances and Performance Metrics Report and Attachment 1. SPD indicates that the department is struggling to attract qualified police candidates. This issue is not unique to SPD. Police departments across the nation are raising concerns about current and future staffing levels. Chief Diaz has indicated that recent separations have negatively affected the department's ability to respond to and investigate crime, as well as provide specialty services like Harbor Patrol, Traffic Enforcement, or special events support.

Prior Hiring Bonus Programs

On October 29, 2021, former Mayor Durkan issued an Emergency Order pursuant to her authority under the proclamation of civil emergency due to the COVID-19 pandemic. The Emergency Order authorized through January 2022 one-time cash bonuses (hiring bonuses) for SPD recruits and lateral hires, at \$10,000 and \$25,000 respectively. A similar one-time hiring bonus was authorized by the Council in 2019 (see [Ordinance 125784](#)) and in place for approximately one year before sunseting on June 30, 2020.

¹ Jan 2020 - June 2022, Hires = 162, Separations = 466, Net of 304. Approximately 271 were fully trained officers.

The City evaluations of the bonus programs were limited due to the brevity of the 2021 Executive Order and the City's inability to complete a full evaluation of the 2019 program. The 2021 evaluation indicated that "that benefits from hiring bonuses in Seattle were incredibly difficult to conclude because the incentives have been offered and removed several times." Additionally, the evaluation stated that the "incentives have been offered at a time when police departments around the region and state have been offering hiring incentives." National experts in policing have indicated that many agencies are now using cash incentives, but that there is not yet a body of research to support the practice (see Attachment 1). SPD leaders and the Executive make the argument that hiring bonuses are necessary to compete in a market where neighboring jurisdictions are offering cash hiring bonuses.

Council Bill 120389

Section one would amend language in [Ordinance 126589](#), which restricted the use of salary savings that accrue when officers separate from the Department. CB 120389 would authorize the use of \$1.57 million of salary savings for:

- Moving expenses for new police hires in 2022; as authorized in [Ordinance 126615](#);
- Costs related to recruitment and retention of officers in SPD;
- All reimbursable expenses authorized by Ordinance 126615;
- Contracting with outside agencies to help SPD develop a brand, materials, and an advertising campaign to assist in recruitment; and
- Improvements that can speed up the process of hiring new police officers, including technology costs and subscriptions.

The modification of the proviso in Ordinance 126589 would allow SPD to spend salary savings that were already appropriated to the department in the 2022 Adopted Budget. No other budget modifications are necessary.

Sections two and three would create four new positions in SDHR to support the recruitment of police officers:

- A recruitment manager (Manager 2, General Government);
- Two recruiters (Personal Analyst Sr.); and
- An additional staff person to assist with the administration of police and fire exams, which can speed up the hiring process (Personnel Analyst).

Section four would transfer \$228,691 in General Fund authority from SPD to SDHR to support the salary and benefits of the four positions for the remaining months in 2022.

Section five would authorize a hiring incentive (cash bonus) program for lateral and new recruits to SPD effective July 13, 2022. Lateral recruits may receive up to \$30,000 and new recruits may receive up to \$7,500, depending on market conditions. Hiring incentives paid to new recruits and lateral transfers must be paid back to the City if they leave SPD employment before five years of completed service.

This section would also allow City employees a \$1,000 referral bonus for identifying and referring potential officers once the applicant graduates from the state police academy and begins police officer field training with SPD. Finally, this section also requires SPD to report to the Mayor and Council on a quarterly basis on the use and commitment of the incentives.

The bill contains standard ratify and confirm, severability, and effective date clauses (30 days after approval by the Mayor).

Retention Initiatives Spending Plan

The Mayor transmitted a spending plan that identifies two retention initiatives CB 120389 would fund. These initiatives are identified in the [2019 Recruitment and Retention Report](#):

1. Develop Our People Leadership Academy – The Mayor would allocate \$150,000 in 2022 to add new modules to SPD’s sergeant training to promote engagement-based leadership principles, including topics such as growth mindset, leading change, developing others, and communicating effectively.
2. Wellness First Schedules – The Mayor would allocate \$10,000 to facilitate a compressed shift schedule of four 10-hours shifts to provide Patrol Officers with at least three consecutive days for enhanced rest and recuperation. The new schedule would better accommodate officers’ desire to see their families during waking hours, align with preferred sleep/wake times, and align with operationally heavy call times.

The Mayor’s plan would also fund from the 2019 Recruitment and Retention Report an initiative known as “Leave No Candidate Behind,” which would regularly communicate status updates to candidates to keep them engaged with SPD’s process and clarify next steps and action needed on the candidate’s part. This initiative would leverage a variety of communication tools including email, text, and the SPD website to disseminate key information and to foster connections with applicants. While listed as a retention initiative in Attachment 2, this \$10,000 investment is more consistent with a recruitment initiative.

Issues for Consideration

Costs for CB 120389

SPD and the Mayor’s Office indicate that the hiring incentive will assist with the City’s efforts to meet its staffing plan goals. As transmitted last month, the SPD Staffing Plan identifies 125 officer hires (105 recruits and 20 laterals) in 2023. The department estimates that offering officer hiring incentives for three years (2022-2024) will cost approximately \$3.8 million.

Table 1: Estimated Cost of Hiring Incentives (2022-2024)

Year	Cost
2022	\$288,750
2023	\$990,000
2024	\$1,612,500
2025	\$806,205
2026	\$105,000
Total	\$3,802,500

The fiscal impacts extend beyond the third year of implementation (2024) because the hiring incentive is separated into two payments: the first disbursed upon hire and the second approximately one year later. A provision in the proposed legislation reflects this separate timing for payments, conditioning the second payment “upon completion of any probationary period established by the Public Safety Civil Service Rules.” Recruits that receive a first payment late in 2024 will not receive a second payment until completing field training early in 2026. This disbursement method creates the five-year distribution in costs as shown in Table 1.

The estimated cost in 2022 of the hiring incentive is \$289,000; as noted above, this assumes offering hiring incentives to 125 new hires (20 laterals and 105 new recruits). In addition to the hiring incentives, 2022 estimated costs for CB 120389 will include:

1. \$229,000 for the additional recruiter positions;
2. \$831,000 for the enhanced recruitment and backgrounding services and new retention initiatives;
3. \$150,000 for the Chief of Police Search.

These latter three items are identified in the bill and a line-item budget that can be found in Attachment 2. The total estimated 2022 cost to implement CB 120389 is approximately \$1.5 million.

Authorizing funds for recruitment and retention activities would impact SPD’s 2022 Adopted Budget by: (1) transferring \$229,000 in officer salary savings from SPD’s budget to SDHR’s budget to provide funding for four new positions; and (2) modifying the proviso that restricts use of any SPD officer salary savings for anything other than paying salary and benefits to allow the department to spend \$1.57 million in salary savings within its budget on recruitment and retention activities. Table 2 below shows the total estimated fiscal impact of CB 120389 if SPD uses all \$1.57 million available via the modification to the proviso.

Table 2. CB 120389 Estimated Fiscal Impacts in 2022

2022 Costs Only	Dollars	
SDHR recruiter positions (cut and add from SPD budget)	\$229,000	Modify Proviso Use \$1.57 million in SPD Salary Savings to cover 2022 costs
SPD hiring incentive	\$289,000	
SPD-only costs for marketing, testing, backgrounding, and new retention initiatives	\$831,000	
Chief of Police search costs	\$150,000	
SPD unprogrammed salary savings available for use under CB 120389	\$301,000	
Total	\$1,800,000	

As illustrated in Table 2, modifying the proviso would authorize SPD to spend specific amounts for hiring a recruiter, hiring incentives, and for marketing, testing, backgrounding, and new retention initiatives, and to spend up to \$301,000 in salary savings to fund any other recruitment or retention expenditure described by the bill. One example is the cost of providing

reimbursement for moving expenses; note that Ordinance 126589 (passed by the Council on May 24, 2022) authorized up to \$650,000 for this purpose. While the cost of reimbursing for moving expenses would still be an authorized use under this new proposed legislation, the materials transmitted by the Mayor’s Office do not specifically assume spending any funds on moving expenses. Put another way, this would significantly reduce resources available for reimbursement of moving expenses authorized ORD 126589.

Budget Context

SPD has incurred 109 officer separations through June of 2022, approximately 60 more separations than were forecasted during the development of the 2022 Adopted Budget. The unneeded salary and benefit funding resulting from those separations, as well as slower than anticipated hiring, is currently projected to accumulate to \$8.6 million by year end. At the same time, the unprecedented officer separations of the last two years are creating additional costs related to overtime and separation pay for SPD. Each of these cost drivers could result in a need for a \$2.0-\$3.0 million in additional, unbudgeted expenditures in 2022.

A detailed analysis of the department’s current financial state can be found in Attachment 3 and in Central Staff’s [Q2 Staffing and Finance Presentation](#). Table 3 below illustrates how SPD is intending to use its salary savings to address known and projected costs in 2022.

Table 3. SPD Spending Plan for Salary Savings

SPD Spending Plan for Salary Savings Provided 8-2-2022	
SPMA Contract – Retro wage adj.	(\$3,386,924)
CB 120389 Recruitment & Retention	(\$1,800,000)
Benefit Costs (Separation Pay and Worker’s Comp)	(\$2,025,000)
Overtime	TBD
Subtotal	(\$7,211,924)
Projected Budget Savings – est.	\$8,662,000
Remaining Balance (excl. OT) – est.	\$1,450,076

Table 3 does not account for the currently estimated \$2.0 - \$3.0 million potential increase in overtime costs in 2022. If that estimate does in fact become reality, and \$1.8 million of the estimated 2022 salary savings is used for retention and recruitment activities, that would result in SPD needing additional appropriation authority in 2022. Without the additional appropriation, SPD will have a budget exception that will need to be addressed in 2023. However, the department notes that these projections are conservative and do not account for additional savings from the staffing plan that may be achieved if the pace of separations and hiring seen in the first seven months of the year persists. For instance, there were 109 separations in the first half of 2022 and the department is only projecting 39 in the second half of the year. Additional separations would create additional salary savings and allow SPD to finish the year without exceeding the current budget authority.

Moving Expense Reimbursements

As noted above, Ordinance 126589 would authorize SPD to use \$650,000 for moving expense reimbursements for new police officer hires in 2022. CB 120389 retains the authorization to fund moving expense reimbursements and other recruitment and retention activities but eliminates the dedication of any specific funding for such activities. As noted above, the materials transmitted by the Mayor's Office do not specify any funds to pay for moving expense reimbursements.

SDHR rule 4.2.9.C allows for the reimbursement of moving expenses when an individual's new job with the City is at least 50 miles farther from their place of residence than their former job. This criterion is not expected to be amended as part of the changes requested in Ordinance 126589. SDHR provided information that indicates that approximately 17-19 percent of SPD hires between January 2021 and June 2022 were from outside of the 50-mile radius specified in rule 4.2.9.C.

Assuming SPD reaches its hiring goals of 125 officers in 2023, and that 19 percent receive moving reimbursements of \$6,333 (average paid in moving reimbursement expenses last year²), then the department could expect to pay approximately \$150,000. This amount is roughly half the unprogrammed funds associated with CB 120389.

Reporting Requirements and Program Evaluation

CB 120389 requires that SPD, beginning on October 1, 2022, and occurring every three months thereafter, provide a quarterly report to the Mayor and City Council on the hiring incentives. The report must include the "number and amount of new and lateral incentives paid as well as the number and amount of new and lateral incentives pending completion of their probationary period."

While the reporting requirements of CB 120389 do not prohibit SPD or the Executive from designing and executing a thorough, effective evaluation of the hiring incentive program, the bill's reporting requirements are of no use for evaluative purposes. As mentioned above, prior City evaluations have been limited in their ability to determine the effectiveness of hiring incentives. Therefore, the Council may want to consider adding requirements that are more conducive to a thorough evaluation.

² SDHR indicates that it fulfills approximately ten requests annually for moving expense reimbursement. The department further indicated that it had six last year and that the average cost was \$6,333.

In 2019 the Council passed Ordinance 125784, which established specific requirements for evaluating the hiring incentives authorized in that ordinance:

“The Seattle Police Department and the City Budget Office Innovation and Performance Team shall conduct a review of the City’s use of hiring incentives authorized in Section 1 of this ordinance.... and an interim status report that shall include, but not be limited to, the following information:

1. *How the incentive compares with similar incentives offered by other local and state law enforcement agencies; and*
2. *Survey questions will focus on Seattle police applicants and will specifically identify:*
 - a) *Whether the hiring incentive contributed to a new recruit’s decision to work in policing versus another profession;*
 - b) *Whether the incentive resulted in a new recruit’s or lateral officer’s decision to work for the Seattle Police Department versus another local or state law enforcement agency;*
 - c) *How the recruit or lateral officer learned about the hiring incentive; and*
 - d) *Whether the incentive was more or less effective than other recruitment tactics, such as being contacted by a member of the Seattle Police Department or meeting Department representatives at a career fair or other event.*
3. *A demographic and race and social justice analysis of the information collected pursuant to this subsection, and*
4. *An analysis of costs and benefits of the City’s use of hiring incentives and a recommendation about whether the City should continue the use of incentives as an ongoing recruitment strategy.*

The Seattle Police Department shall begin collecting the information at the same time that it begins providing the hiring incentives authorized in Section 1 of this ordinance.”

If the Council wishes to have a more effective evaluation of the hiring incentives, it may consider expanding the requirements to include some or all of the requirements from Ordinance 125784.

Incentive Period

Ordinance 125784 sunsets one year after the implementation of the incentive program. CB 120389 has no such sunset date, and the provisions of the Ordinance may provide the authority for the department to offer the hiring incentives in perpetuity.

Through materials sent to Central Staff, the Executive has indicated that the hiring incentives will be offered for at least three years. If the Council wishes to set legal temporal parameters on the use of the incentive, then it may consider amending the bill to establish a specific period for the program.

Labor Issues

City Labor Relations staff have indicated that there may be labor impacts created by CB 120389. Specifically, the recruitment positions may require bargaining depending on their duties because SPOG officers currently perform a similar body of work, although more review is required as the nature/ function of the recruiter positions in SDHR is not expected to have much overlap with the duties performed by the SPOG recruiters. Additionally, the City is in the process of bargaining a 10-hour patrol schedule with SPOG.

Next Steps

CB 120389 is scheduled for a potential vote in the PSHS Committee on August 9, 2022. Central Staff are available to answer Councilmember questions on today's presentations and to prepare amendments to the bill for full Council consideration.

Attachments:

1. Central Staff Memo - [Resolution 32050](#) – SPD Staffing Incentives 4/26/2022
2. New SPD Officer Recruitment & Retention Plan Costs
3. SPD Budget Update – August 4, 2022

cc: Esther Handy, Director
Aly Pennucci, Deputy Director



April 26, 2022

M E M O R A N D U M

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:

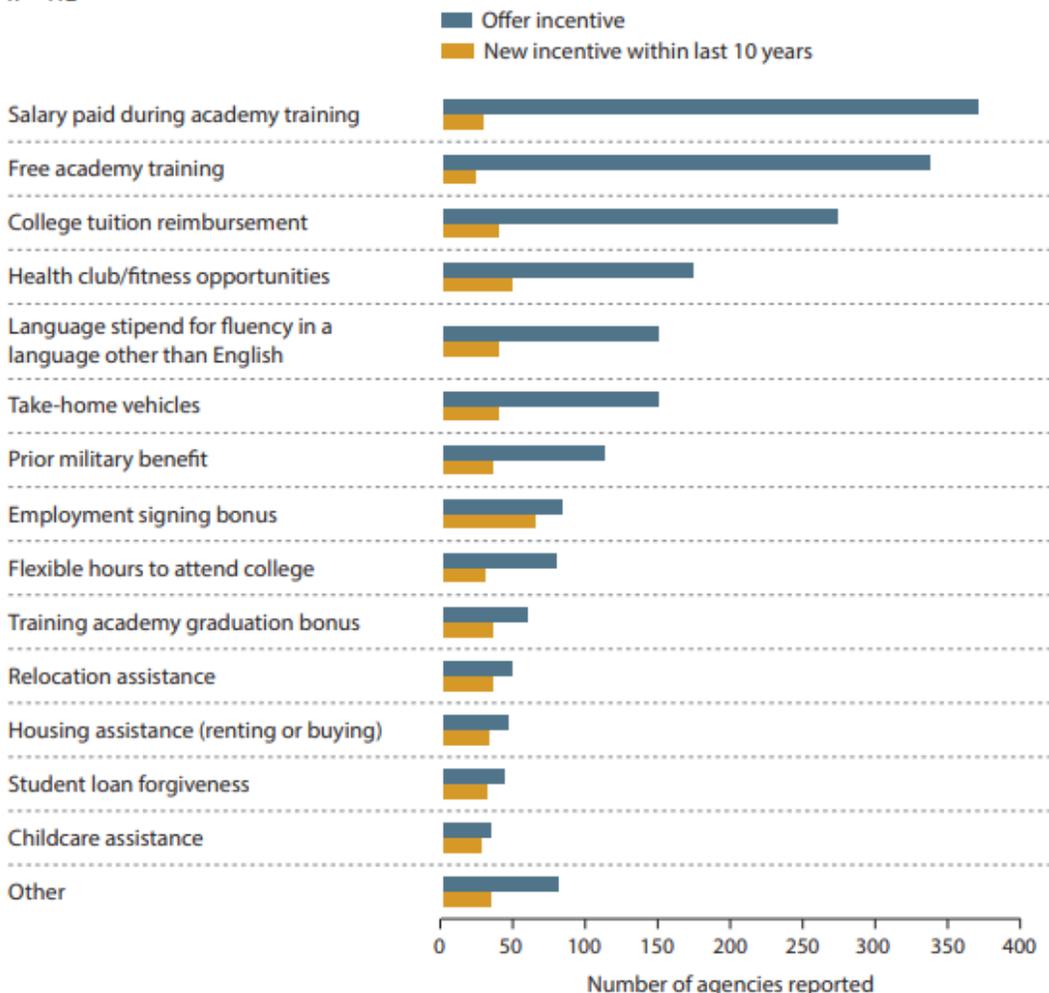
“To understand current efforts to improve recruitment, PERF asked survey respondents to indicate which types of recruitment offers their agency makes, and whether each incentive is a relatively new development (within the past 10 years) or is a longstanding, traditional benefit of joining a police department. 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

Attachment 1. Hiring Incentive Responses to Council Members Questions**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.

Attachment 1. Hiring Incentive Responses to Council Members Questions

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..>

Attachment 2. SPD Initial Evaluation of the Recruitment Bonus Program

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.

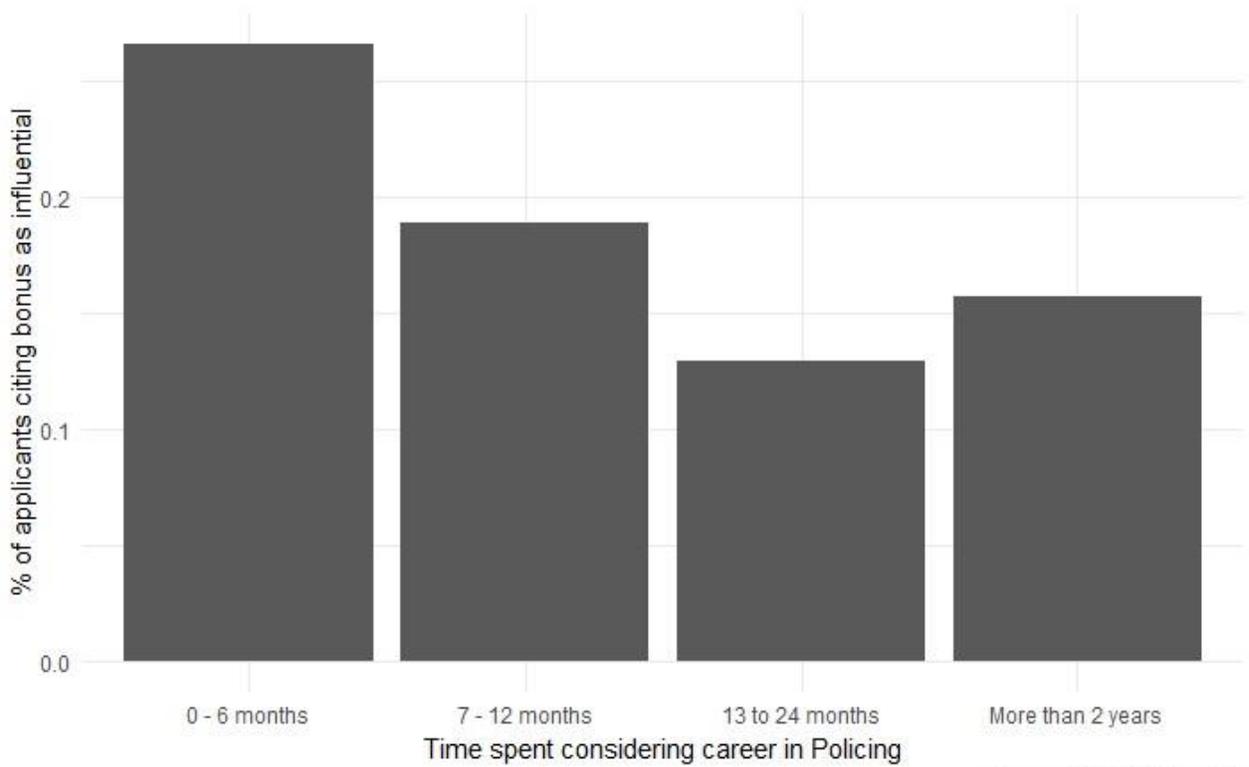
Table 1. Hiring Incentives of Other Forces

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.

Attachment 2. SPD Initial Evaluation of the Recruitment Bonus Program

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.

Attachment 2 – New SPD Officer Recruitment and Retention Plan Costs

New SPD Officer Recruitment & Retention Plan Costs			
Project	2022 Costs	2023 Costs	2024 Costs
To Increase Recruiting Capabilities & Capacity			
1 Hire New Recruitment Manager (SDHR)	\$ 92,081	\$ 176,188	\$ 177,268
2 Hire New Recruitment Specialist (SDHR)	\$ 35,769	\$ 124,896	\$ 126,100
3 Hire New Recruitment Specialist (SDHR)	\$ 35,769	\$ 124,896	\$ 126,100
4 Police/Fire Testing Specialist (SDHR)	\$ 65,000	\$ 130,000	\$ 130,000
5 Use Outside Physical Ability Testing Service	\$ 9,000	\$ 21,000	\$ 21,000
6 Conduct Oral Boards Virtually (city managed)	\$ -	\$ -	\$ -
7 Automate Recruiting Case Management	\$ 95,000	\$ 50,000	\$ 50,000
8 Use Outside Background Screening Service	\$ 127,500	\$ 363,800	\$ 363,800
9 College/University ROTC-type Cadet Pipeline	\$ -	\$ -	\$ -
To Increase the Number of Recruits Attending the WSCJTC Academy			
10 Assign SPD Tactical Officer to Academy	SPD Recruitment Plan Cost Estimates		
11 Assign SPD Tactical Officer to Academy	\$ -	\$ -	\$ -
	\$ -	\$ -	\$ -
To Develop New Branding/Message Platform			
12 New Branding/Message Platform			
13 New Creative to Modify Existing Recruitment Materials	\$ 110,000	\$ -	\$ -
	\$ 150,000	\$ -	\$ -
To Execute the New Recruitment Plan			
14 Literature Printing/Web implementation/Production			
15 Media Plan Execution	\$ 170,000	\$ -	\$ -
	\$ -	\$ 1,500,000	\$ 1,500,000
To Increase Officer Retention			
16 Leave No Candidate Behind			
17 Formalized Ride-a-Long	\$ 10,000	\$ -	\$ -
18 Bureau Advisory Councils	\$ -	\$ -	\$ -
19 Step Into Our Shoes	\$ -	\$ 50,000	\$ -
20 Develop Our People Leadership Academy	\$ -	\$ -	\$ -
21 Wellness-First Schedules (4/10)	\$ 150,000	\$ 800,000	\$ 800,000
22 Enterprise Risk Management & Wellness Program	\$ 10,000	\$ -	\$ -
	\$ -	\$ -	\$ -
Total Costs	\$ 1,060,119	\$ 3,340,780	\$ 3,294,268



City of Seattle

Seattle Police Department

August 4, 2022

MEMORANDUM

To: Greg Doss and Aly Pennucci
Council Central Staff

From: Angela Socci, Executive Director of Budget/Finance
Seattle Police Department

Subject: SPD Budget Update

I. Executive Summary

In the coming weeks, the Public Safety and Human Services Committee will review and consider CB 120389, which authorizes the Executive's Police Recruitment and Retention plan, and the Seattle Police Department's (SPD) Q2 Financial Update, transmitted on July 28, 2022. This memorandum offers additional context to aid in Council's review.

To summarize:

- Sworn salary underspend is accumulating due to late separations in 2021 and continued high attrition in 2022. In the 2022 budget process, City Council imposed a proviso that restricts salary and benefit funding so that it may only be used to pay SPD's recruits and sworn officers unless Council passes a future ordinance.
- SPD is still experiencing an extreme staffing shortage. Police separations continue to outpace police hires, necessitating a comprehensive plan for police hiring and retention. CB 120389 builds on a prior Council action (ORD 126589), which allows use of sworn vacancy savings for specific hiring initiatives, including a relocation benefit for select police hires and additional funding for recruitment advertising and the Police Chief search.
- A portion of the estimated salary savings is needed to offset costs related to the Seattle Police Management Association (SPMA) retroactive payments and increased benefit costs related to separation pay and worker's compensation.
- SPD is becoming increasingly dependent on overtime staffing to try and meet the current demand for public safety and violence prevention services in 2022. SPD is monitoring overtime expenditures and may use vacancy savings to offset overtime costs, including costs for patrol augmentation, special events, violence prevention emphasis, and investigative follow up, in lieu of requesting an appropriation increase to cover these costs.

II. Staffing Update

Since January 2020, SPD lost a total of 466 officers to attrition. Although recruitment and hiring efforts fully resumed in 2021, the department is struggling to attract qualified police candidates. This issue is not unique to SPD. Police departments across the nation are raising concerns about current and future staffing levels.

Through June 30, 2022, SPD hired 30 new officers and separated 109 for a net loss of 79 officers. For budget planning, the department is currently assuming 80-90 new hires and 150 total separations in 2022.

Table 1: Draft SPD Police Officers Hired, Funded, and Available

Year ¹	Funded FTE	New Hires	Separations	Net New Officers	All Sworn Officers ²	Fully Trained ³	Sworn in Service	% Funded in Service
2020	1,497	51	(186)	(135)	1,276	1,231	1,094	73.08%
2021	1,343	81	(171)	(90)	1,172	1,139	958	71.33%
2022 - Forecast	1,200	84	(148)	(64)	1,092	1,063	983	81.91%
2022 - Actuals YTD	1,200	30	(109)	(79)	1,102	1,065	956	79.67%

¹Based on Q4 figures for 2020-2021.

²All Sworn Officers: total count of sworn personnel who have graduated from the Academy and earned sworn commission

³ Fully Trained Officers: total count of sworn personnel who have successfully completed Phase II-Field Training

Source: SPD Draft Sworn Hiring Projections with Actuals through June 2022, 7/13/22

█ = Budget Estimates as of 7/13/22

The SPD staffing model is used for budgeting and planning purposes only. The calculated fields used to estimate staffing levels in current and future months are based on a series of assumptions that may result in slight deviations from actual staff counts.

III. Budget Implications

Based on the staffing plan, SPD estimates approximately \$8.6M in sworn vacancy savings will be available for reinvestment or reallocation to unanticipated or unbudgeted department needs in 2022. Council Budget Action SPD-003-B-001 imposed a proviso on this funding, restricting its use to recruit and police salary and benefit costs.

Seattle Police Management Association (SPMA) Contract

The Seattle Police Management Association (SPMA) labor contract was passed by City Council on June 14, 2022. The legislation did not provide funding for retroactive contract costs. SPD was directed by the City Budget Office to use sworn vacancy savings to cover the associated costs in 2022 (est. \$3.4M).

Recruitment and Retention Plan

To address the sworn staffing shortage, Mayor Harrell unveiled a new, comprehensive recruitment and retention plan to dramatically increase the number of police officers to nearly 1,500 by 2027.¹ CB 120389 proposes the use of sworn vacancy savings to offset the planned costs in 2022, including the addition of four positions in the Seattle Department of Human Resources, hiring incentives, and a new marketing strategy. This plan builds on City Council's prior action, which lifted the proviso on a portion of SPD's vacancy savings to cover the cost of moving expenses for new hires, a national advertising campaign, and the Police Chief search. The Executive's proposed legislation authorizes use of \$1.8M for police recruitment and retention efforts in 2022.

Employee Benefits

Due to the high number of separations in 2022, SPD continues to see increased costs associated with separation pay, or cash-outs of accrued leave. These are contract benefits issued at the time of resignation or retirement. The current proviso does not restrict the use of salary savings for benefit costs; however, these costs will reduce the department's estimated vacancy savings total. Similarly, costs associated with worker's compensation claims have increased in 2022 and will need to be offset with salary savings. The estimated budget shortfall for separation pay and worker's compensation is \$2-3M in 2022.

Overtime

The department's overtime budget for 2022 is down \$3.3M, or 11%, from pre-pandemic levels at a time when SPD is becoming increasingly dependent on overtime to meet staffing targets and service demands. Through June 30, SPD has expended 57% of its total overtime budget, which suggests the department will exceed its 2022 overtime budget.

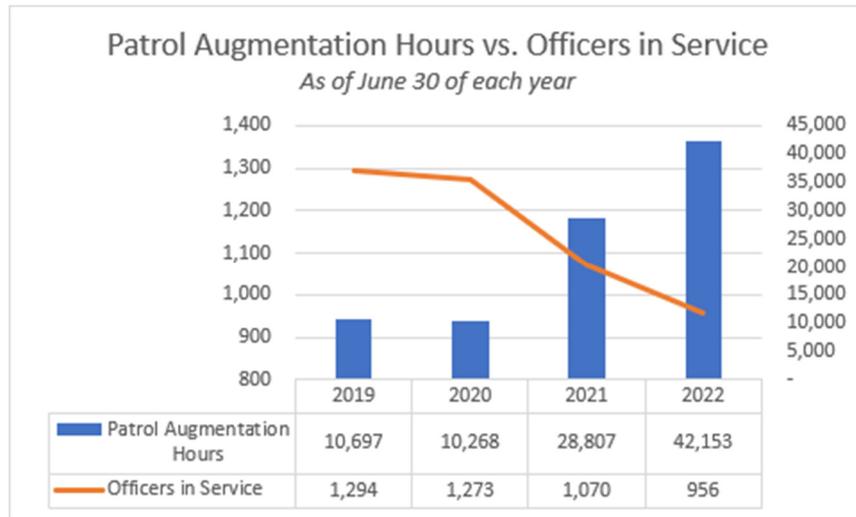
All overtime is being closely tracked and reported to Council on a recurring basis. Preliminary estimates indicate \$2-3M may need to be redirected to cover increased augmentation overtime tied to the police staffing shortage, unbudgeted event activities, including new costs associated with the Seattle Kraken games, and overtime emphasis patrols used to supplement on-duty violence prevention efforts. These cost overruns could be offset by sworn vacancy savings.

Patrol Augmentation

As of June 30, 2022, SPD has seen overtime costs associated with patrol augmentation increase by 49% compared to the same time last year and 320% from the same time in 2020. Officer hours dedicated to patrol augmentation has necessarily increased as the number of officers in service has declined.

¹ <https://harrell.seattle.gov/wp-content/uploads/sites/23/2022/07/SPD-Recruitment-and-Retention-Plan.pdf>

Table 2. Patrol Augmentation and Officers in Service, 2019-2022 (YTD)

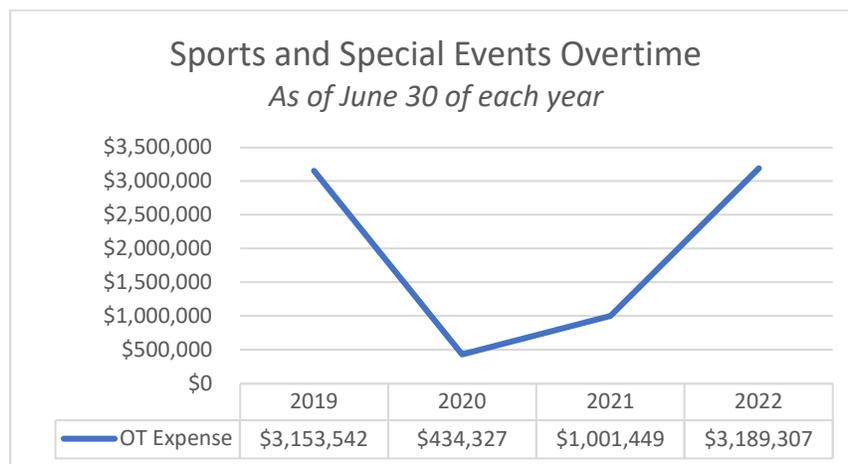


Of the \$3,490,140 spent on patrol augmentation YTD, 66% has been dedicated to patrol augmentation specifically for minimum staffing, with patrol augmentation for the Community Response Group representing an additional 22%. Note that, despite its name, patrol augmentation is an activity code used department-wide, including investigative or specialty units.

Sports and Special Events

As of June 30, 2022, SPD has seen overtime costs associated with sports and special events increase by 218% compared to the same time last year.² After a sharp drop off in this category of OT in 2020 – at the height of the pandemic – special events overtime has steadily increased. In 2022, officer hours dedicated to sports and special events reached 90% of the hours dedicated during the same period in 2019. Thanks to wage increases for some personnel, the cost reached 101% of the 2019 cost.

Table 3. Sports and Special Events Overtime, 2019-2022 (YTD)



² Excluding Dignitary Protection, Other Escorts, Planned Demonstrations, and Unusual Occurrences

The most significant increase within that category comes from the addition of the revenue-backed Seattle Kraken games. Although the City is fully reimbursed for police services provided at the Kraken games, SPD did not request an increase in spending authority to cover the department's overtime costs in 2021 or 2022. Instead, the Mayor's 2022 Proposed Budget fully restored the one-time, COVID-related \$6.4M cut made to SPD's overtime budget in 2021. This funding was meant to cover, in part, the increasing costs associated with the return of sporting events and special events to pre-pandemic levels, including Kraken games. However, Council revised the Mayor's 2022 Proposed Budget under CBA SPD-006-A-001, which cut the overtime budget by \$3.2M and created a sizeable budget shortfall in 2022.

As of June 30, 2022, SPD has dedicated 6,612 officer hours – at a cost of \$615,002 – to ensuring the safety of the public at Kraken games. The average overtime cost is nearly \$11,000 per game. This was done without any corresponding appropriation increase.

Emphasis Patrols

As of June 30, 2022, SPD has seen overtime costs associated with emphasis patrols increase by 1,064% compared to the same time last year. In the first six months of 2021, only 1,781 officer hours were dedicated to 11 separate emphasis patrols, at a total cost of \$142,944. The Alki Summer Emphasis represented the greatest expenditure, at \$53,355. In the first six months of 2022, the city faced a worsening crime situation with a notable increase in shots fired. In response to the need and calls from elected officials and the public to address the uptick in violent crime, SPD initiated targeted violence prevention efforts through overtime emphasis patrols and augmentation shifts. To date, SPD has dedicated significant officer time to more than 20 separate emphasis patrols, with the greatest expenditure in the Pike/Pike and 3rd Avenue area.

Table 4. Top Four Emphasis Patrols, 2022 YTD (as of June 30)

Emphasis Patrol	Dollars 2022 YTD	Hours 2022 YTD
Pike/Pine and 3rd Emphasis	\$891,506	10,455
Shots Fired Emphasis - North Pct	\$284,142	3,245
Nightlife emphasis - West Pct	\$162,077	2,000
12th AveS/SJackson St Emphasis	\$160,346	1,965

The total expenditure in the first six months of 2022 was \$1,664,166, or 19,655 officer hours. For context, in the first six months of 2019 - the most recent pre-pandemic year - SPD expended \$1,026,021 or 12,793 officer hours. The use of overtime is necessary given the limited number of officers in service.

IV. Conclusion

SPD's spending plan for the salary underspend is summarized in Table 5.

Table 5. Spending Plan *(Items listed in same order as above)*

SPD Spending Plan	
SPMA Contract - Retro	\$(3,386,924.00)
Recruitment/Retention	\$(1,800,000.00)
Benefit Costs	\$(2,025,000.00)
<i>Overtime</i>	<i>TBD</i>
Subtotal	\$(7,211,924.00)
Projected Budget Savings – est.	\$8,662,000.00
<i>Remaining Balance (excl. OT) – est.</i>	<i>\$1,450,076.00</i>

The above underspend is an estimate based on the staffing model provided with the Q2 Financial Update on July 28, 2022. This amount is subject to change as actual hires and separations are realized over the course of the entire year. Additionally, the spending estimates are also subject to change. Please refer to the sections above for further information regarding anticipated costs.