

Community Safety & Violence Prevention

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Budget Summary (\$ in 000s)

	2020 Adopted	2021 Proposed	% Change
Appropriations by Intercept			
Operating			
Community Services/Prevention (Intercept 0)	\$5,119	\$5,611	9.6%
Non-law enforcement response (Intercept 0.5)	\$803	\$978	21.8%
Law Enforcement (Intercept 1)	\$1,776	\$1,776	0%
Total Appropriations¹	\$7,698	\$8,349	8.5%
Revenues			
General Fund	\$7,698	\$8,349	8.5%
Total Revenues	\$7,698	\$8,349	8.5%

¹ Numbers may not add up due to rounding.

I. Background

The 2021 Proposed Budget contains a variety of changes impacting community safety. This paper discusses some of those changes using as its foundation the Council’s intent in [Resolution 31962](#) to create a civilian-led Department of Community Safety and Violence Prevention by the fourth quarter of 2021. Part of the work plan described in Resolution 31962 is to “[r]ecommend a structure and functions for a Department of Community Safety & Violence Prevention.” This paper serves as a preliminary step in that process by identifying functions at the nexus of interaction between public calls for service and government response with an intercept model, summarizing how the City and County currently serve those functions, and detailing select services. This paper identifies issues and options for the Council to consider as related to these services, funding in the 2021 budget for imagining community safety for all, and what a new community safety environment could look like.

Please note that this paper does not cover the entirety of the budgets for all of the departments involved in community safety, which would include the Seattle Police Department (SPD), the Seattle Fire Department (SFD), the City Attorney’s Office (LAW), Seattle Municipal Court (SMC), and all investments further upstream in departments such as the Human Services Department (HSD) or the Office for Civil Rights (OCR). Please see the Department-specific Issue Identification papers or the Miscellaneous Issue Identification paper for those summaries.

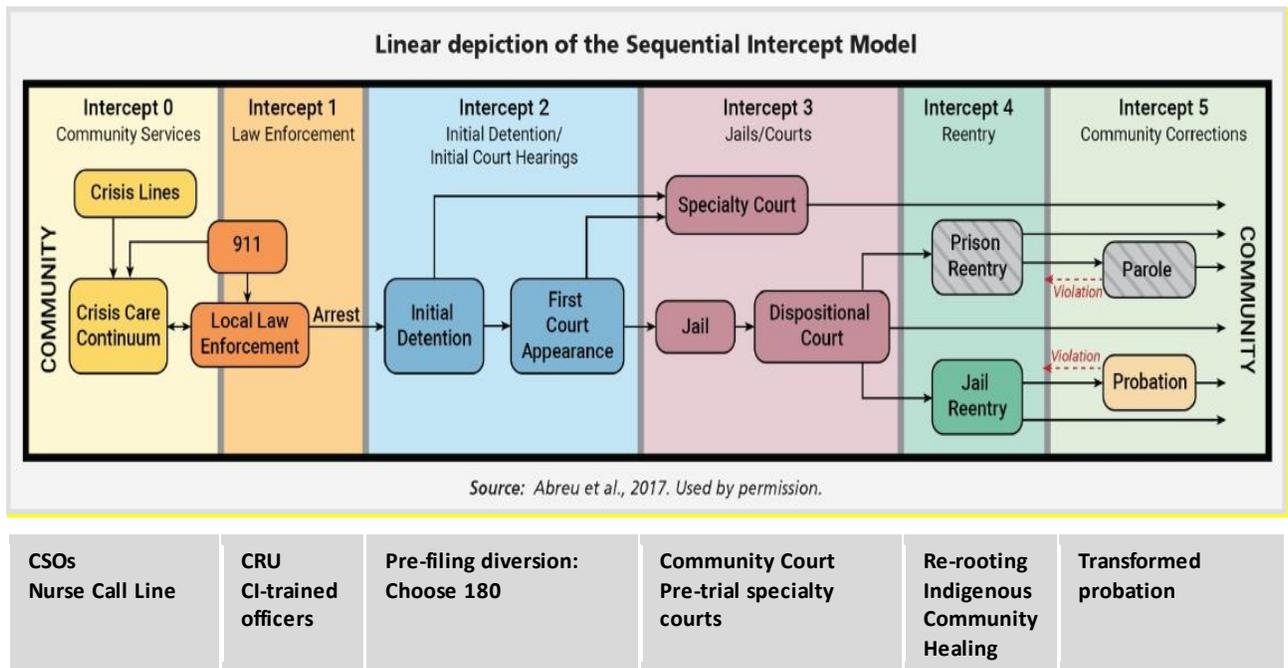
Intercept Model

Existing functions or new and expanded functions in the 2021 Proposed Budget are listed below in Figure 1 by stage in the criminal legal system, using the Sequential Intercept Model, referred to in this paper as the “Intercept Model.” The Intercept Model was developed to provide a conceptual

visualization to use when considering the interface between the criminal legal system and the mental health system.

It is useful beyond its original intent to provide a framework for where the City’s programs, responses, and proposed investments fall. The Intercept Model maps out the criminal legal system by breaking it into six intercepts corresponding to key decision points where interventions could prevent individuals from entering or penetrating deeper into the criminal legal system. It is the general framework used for the criminal legal system alignment project that the Council and OCR is conducting and a valuable tool in mapping how the City is investing its resources.

Figure 1: Intercept Model



Violence Prevention and the Interface between the Public and Government Response

This section focuses on the existing services within the first two intercepts: Intercept 0 (Community Services), Intercept 1 (Law Enforcement), and an intercept that is not reflected in the model above, but reflects an intermediate stage in which responses other than law enforcement answer calls for service – Intermediate Intercept 0.5. When an individual calls 911, dispatchers usually send SPD sworn officers or SFD basic/advanced life support, depending on the need. Services other than these standard responses (and funding where appropriate) are described in Table 1.

Table 1: Programs within the functions of Intercepts 0, 0.5, and 1 & General Fund support (\$ in 000s)

Program	Description	2020 Adopted Budget	2021 Proposed Budget
Community Services/Prevention (Intercept 0)			
Crime Prevention Coordinators (CPCs) in SPD	CPCs are civilian experts in crime prevention techniques and help individuals and businesses with general crime prevention tips, starting a Block Watch group, being present as requested at community meetings, and discussing ongoing crime concerns in the neighborhood.	\$490 7 civilians	\$490
Community Service Officers (CSOs) in SPD	CSOs are non-commissioned officers who function as liaison personnel between the community and SPD. They serve to bridge the service gap on non-criminal calls for service and perform a variety of public safety-related community service and outreach work that do not immediately require an emergency response.	\$2,446 18 civilians, 3 vacant	\$2,446
Community Critical Incident Responders (non-government)	Community Critical incident Responders is a program operated by the nonprofit Community Passageways. The program uses community member interventions and de-escalation to mitigate and prevent shootings.	\$428	\$428
Community Crime Prevention	The Community Crime Prevention project funds several non-profit organizations for activities such as place-based community prevention strategies, crime prevention and public safety events, respite facilities, and youth crime prevention and intervention initiatives.	\$1,065	\$1,557
Nurse Call Line in HSD	A nurse call line for homeless services agencies so that customers utilizing homeless services programs would have the option to contact medical professionals on these lines rather than calling 911.	\$40 One call line	\$40
On-site nurses in HSD	Nurses at the five emergency shelters and permanent supportive housing facilities that result in the most 911 calls. These nurses are on-site in the evening and early night to address physical health needs of individuals residing in these programs.	\$650 4 nurses	\$650
Non-law enforcement government response (Intercept 0.5): 911 and on-scene response			
Health One in SFD	The Mobile Integrated Health (MIH) Program comprises three main activities: the Health One response unit, high utilizer case management, and the Vulnerable Adult program. All three are partnerships between SFD and Aging and Disability Services within HSD. In addition to these activities the MIH program provides education and training for high-utilizing locations such as shelters, clinics, and long-term care facilities.	\$400 One team of two firefighters and one mental health professional	\$575

Program	Description	2020 Adopted Budget	2021 Proposed Budget
	<p>Launched in 2019, Health One is designed to respond to individuals immediately in their moment of need and help them navigate the situation - whether they need medical care, mental health care, shelter or other social services. The goal of the Health One program is to reduce the impact of non-emergent calls on Seattle Fire's Operations Division, and to better connect individuals in need with appropriate care and services.</p>		
DESC Mobile Crisis Team in King County	<p>A 43-member team of Mental Health and Substance Use Disorder Professionals who accept referrals from police and medics to provide services to individuals experiencing crises.</p> <p>After receiving a referral, small teams of two Mental Health and Substance Use Disorder professionals travel to the individual and provide whatever the client may need (resources for shelter, meals, or medical services, connection with a mental health provider, donated clothing, referrals and possibly transportation to the Crisis Solutions Center or another service provider, etc.).</p>	NA 43 individuals	NA
Crisis Connections One Call (non-governmental)	<p>OneCall is a single diversion portal that allows emergency first responders to avoid unnecessary institutional response and direct individuals in crisis to appropriate community resources for care. The line is operated by the non-profit Crisis Connections. The program was funded with one-time resources in 2019 and 2020; the Proposed 2021 Budget adds one-time funding for 2021.</p>	\$403	\$403
Law enforcement response (Intercept 1): 911 and on-scene response			
Crisis Response Unit (CRU) in SPD	<p>CRU supports patrol officers at incidents involving persons in crisis, primarily individuals presenting with the highest likelihood of imminent harm; and disproportionate users of 911 services related to behavioral health issues. They also aid with follow up in criminal and non-criminal cases as appropriate, working to affect a positive outcome for the most at-risk individuals.</p>	\$1,776 10 sworn officers (1 vacancy), 5 contracted civilians	\$1,776
Crisis Intervention (CI)- trained officers in SPD	<p>All sworn members of SPD are required to attend 8-hours of Crisis Intervention annually. In addition, officers can volunteer to attend the 40-hour CI Training, hosted by the Washington State Criminal Justice Training Commission and funded by the King County MIDD fund, in order to be certified as a "CI-Trained" officer. As of February 2020, 67% of patrol officers are CIT certified.</p>	n/a	n/a

Program	Description	2020 Adopted Budget	2021 Proposed Budget
Emergency Services Patrol in King County	The King County Emergency Services Patrol provides transport for individuals to and from the Sobering Center from locations in and around the downtown Seattle area, and the REACH homeless outreach team that works to engage persons experiencing homelessness and connect them to treatment and housing. The Center’s location in downtown Seattle closed in 2019 as the building was sold and King County is in the process of securing a new space.	n/a	n/a

Changes in the 2021 Proposed Budget

1. Moving the SPD 911 Center to a new Seattle Emergency Communications Center – Lise Kaye

The SPD 911 dispatch center is the City’s primary Public Safety Answering Point (PSAP) for emergency 911 calls placed within the City of Seattle. The SPD call-takers forward calls requiring a fire or medical response to the SFD’s separate PSAP. Proposed budget legislation would remove the existing SPD 911 dispatch center from SPD and establish it as an independent entity in the Executive Department. The proposed 911 dispatch center transfer would be effective only after the City obtains a new Originating Agency Identifier (ORI) number from the State, required of all criminal justice agencies or agencies supporting a criminal justice agency. See Central Staff’s SPD Issue Identification Paper, which will be presented to the Select Budget committee on Tuesday, October 20, for policy considerations and Councilmember proposals.

2. Moving Parking Enforcement Officers to SDOT – Carlos Lugo

The 2021 Proposed Budget would transfer Parking Enforcement Officers from SPD to the Seattle Department of Transportation (SDOT) including about \$15 million of spending and authority and 123.0 positions. According to the City Budget Office (CBO), the unit is being transferred because its core functions - the management and enforcement of street parking and the right-of-way - is more appropriately situated in SDOT. The unit also cites abandoned cars and supports police in identifying stolen vehicles. Additionally, Parking Enforcement Officers provide traffic control so cars can continue to move during special events or incidents such as Seafair parades, Seahawks and Mariners games, accident scenes, emergencies, and nonfunctioning traffic signals. See Central Staff’s SDOT Issue Identification Paper, which will be presented to the Select Budget committee on Tuesday, October 20, for policy considerations and Councilmember proposals.

3. Safe and Thriving Communities Division – Amy Gore

Currently, HSD administers community safety interventions both within the Safety Program housed in the Youth and Family Empowerment (YFE) Division and in the Mayor’s Office on Domestic Violence and Sexual Assault (MODVSA). The 2021 Proposed Budget would combine these functions into a new division called Safe and Thriving Communities Division, which would

house the following programs:

- Community Safety– this program funds several community groups which provide community safety interventions. In 2020, the program shifted funding priority to organizations which provide system navigation and trauma intervention for 18 to 24-year-old people harmed by the criminal legal system.
- Gender-Based Violence Services –this program support survivors and those at risk of gender-based violence with community-based services to support and maintain their safety.
- Victim Advocacy – this program includes a coordinator for a volunteer Victim Support Team (VST), which is a mobile crisis response team that offers on-scene and/or over-the-phone support, and ten Victim Advocates who provide early intervention advocacy services to victims listed on low-level DV offenses but who are not assigned to a court-based advocate. This program was transferred from SPD to HSD as part of the 2020 Budget Revision. The 2021 Proposed Budget maintains this transfer.

Table 2: Safe and Thriving Communities Division Programs (\$ in 000s)

2020 Adopted Budget		2021 Proposed Budget	
Safety Program (YFE)	\$7,217	Community Safety	\$8,028
Advocacy (MODVSA)	\$6,305	Gender-Based Violence Services	\$9,774
Prevention & Intervention (MODVSA)	\$1,796		
Support Services (MODVSA)	\$2,771		
Victim Advocacy (SPD)	\$1,130	Victim Advocacy	\$1,280
		Division Administration	\$2,292
Total	\$19,219	Total	\$21,374

The total funding for these programs increased from \$19.4 million in the 2020 Adopted Budget to \$21.4 million in the 2021 Proposed Budget. It is anticipated that as new programs are developed through various funding processes (see item 5), programs may be added to the new Division as appropriate.

4. Expansion of Health One – Carlos Lugo

The 2021 Proposed Budget would add \$575,000 to SFD to expand the Health One program. These funds would support a second team of two firefighters and one case manager to respond to low acuity Emergency Medical System (EMS) calls that do not require emergency department transportation and to divert patients to appropriate destinations. A second team will enable the program to fully cover core operating hours during weekdays when critical partner services are open. It will also expand geographic coverage beyond Pioneer Square and Downtown to Ballard, the University District, and a number of South Seattle neighborhoods.

5. Investments in BIPOC Communities, Research and Capacity Building, and Community Engagement – Asha Venkataraman

In June 2020, the Mayor proposed to invest \$100 million for upstream investments into Black, Indigenous, and other communities of color (BIPOC) through an Equitable Communities Initiative (ECI). The Mayor has also proposed multiple separate but related groups regarding “reimagining policing and community safety” and associated funding, described below.

- Equitable Investment Task Force: The 2021 Proposed Budget describes the task force as “comprised of BIPOC community leaders who will engage with community, with support from City departments” who will organize a community-driven process to determine recommendations about how the ECI funding should be spent.
- Community Safety Work Group: The Mayor announced in [Executive Order \(EO\) 2020-10](#) the formation of a Community Safety Work Group (CSWG) to “integrate community input into policy changes and operationalize community priorities to reshape community safety and policing in Seattle.” The CSWG would consist of the Department of Neighborhoods (DON), HSD, SPD, and OCR. The Third Quarter Supplemental Ordinance would allocate \$500,000 of SPD underspend to DON for the CSWG to fund community engagement to provide recommendations to alternative public safety models and new investments into the BIPOC community, specifically the ECI funding.
- SPD Functional Analysis IDT: The Mayor also announced in EO 2020-10 the establishment of the SPD Functional Analysis Interdepartmental Team (IDT) to “advise the Community Safety Work Group and Mayor on operational and functional aspects of SPD as it pertains to reimagining community safety...” It indicated that the IDT would consist of at least the Mayor’s Office, SPD, CBO, LAW, SFD, and SDOT, and since that time, the Mayor’s Office has invited Council representatives.
- Joint Community Safety IDT: The 2021 Proposed Budget adds \$2 million in HSD for a Joint Community Safety IDT to “advise upon and implement policies to reinvent policing and re-imagine community safety in the City of Seattle by centering the experiences of BIPOC communities. Specific investments will be informed by the participatory budgeting process that will begin in 2020.” It is unclear whether this IDT is one of the IDT’s identified above, a new IDT, or some combination of existing IDTs.
- Functional Transfer IDT: EO 2020-10 creates this IDT to support transfer of functions out of SPD, including victim advocates, 911 communications, parking enforcement officers, and the Office of Emergency Management. It is intended to provide technical assistance and guidance on future transfers, and would include SPD, CBO, the Department of Finance and Administrative Services (FAS), HSD, LAW, SFD, Seattle Information Technology (Seattle IT), and SDOT.

The categories of funding that the Executive and the Council have been discussing through the 2020 rebalancing process and in the 2021 Proposed Budget are described in Table 3.

Table 3: Funding for community-related investment, research, and engagement (\$ in 000s)

Amount	Dept.	Purpose
\$3,000	LEG	Community research
\$14,000	HSD	Services, capacity building \$4M ready for abbreviated RFP process for currently funded community safety programs with an aim to scale-up, amend contracts, and expand services as soon as possible \$10M waiting for a community process to develop an RFP for capacity building for programs and agencies to carry out new or expanded safety related efforts; HSD to bring plan to Council for proviso lift.
\$500	DON	Funding community engagement to provide recommendations for alternative public safety models and new investments as proposed for the ECI. To be used by the CSWG for facilitation and engagement, translation and interpretation, and payment to participants.
\$2,000	HSD	Joint Community Safety IDT Team to advise upon and implement policies to reinvent policing and re-imagine community safety in the City of Seattle by centering the experiences of BIPOC communities.
\$100,000	FG	Recommendations by a community driven process, organized by a community task force planned to begin in the fall of 2020. The task force will focus on up-stream investments for BIPOC communities to address disparities and make meaningful changes that can be measured by community progress. The task force will be comprised of BIPOC community leaders who will engage with community, with support from city departments.

II. Issue Identification

1. The City’s Community Safety and Violence Prevention Response

The Council’s decision about whether and how to fund community safety services can be understood as answering questions regarding:

1. The appropriate scope of governmental function compared to the function of community-based services;
2. Within the scope of the governmental functions, which ones should be handled by law enforcement and which should be handled by non-law enforcement; and
3. Within law enforcement, which functions should be fulfilled by sworn officers and which should be addressed by non-sworn officers.

In looking at Table 1, the Council has many options regarding what to fund and at what levels. The options below provide a subset of potential actions that Council could take. Specific action regarding Health One are discussed in Section 2 below.

Options:

- A. Expand Intercept 0 services to in an attempt to prevent the need for 911 calls and decrease opportunities for law enforcement intervention (Intercept 1).
- B. Expand Intercept 0.5 services to increase the non-law enforcement responses to public calls for service and attempt to decrease law enforcement response.

- C. Expand Intercept 1 law enforcement responses that are paired with crisis response to mitigate the presence of law enforcement.
- D. No Action

2. Health One Expansion

The 2021 Proposed Budget would add \$575,000 to SFD to expand the Health One program to support an additional team and expand operating hours and geographic coverage. There are two potential issues for Council's consideration.

First, Council may consider requesting that the Executive expand the scope of calls to which Health One responds. Currently, SPD's dispatch completes primary 911 screening and SPD retains the majority of calls for wellness checks and behavioral health crises. SPD has a limited number of Crisis Intervention Teams (CIT) and Crisis Response Teams (CRT) personnel available to respond to behavioral health (BH) calls; Health One provides an additional resource for wellness checks and BH calls that does not involve sworn officers. In contrast, other cities such as Eugene, OR dispatch 911 alternatives such as Crisis Assistance Helping Out on the Streets (CAHOOTS) for wellness checks and non-violent situations with a BH component.

Second, while the proposal to expand Health One aligns with community's request that the City expand non-police 911 alternatives, it overlaps with work funded by Council through a proviso in the summer budget rebalancing that asked that community-based organizations explore how to scale a non-police 911 response system and identify any resources necessary to accomplish the work.

In several of the City's previous community engagement sessions regarding criminal justice reform, participants expressed that the City needed to engage and involve community in decision-making and solutions. One of community's recommendations was that the City partner with community-based organizations to ensure accountability and cultural competence in both program design and operations. As the community-visioning process adopted by Council is in its beginning stages, it is unclear whether and to what extent expanding Health One would align with the proposals that will be generated by the community process. Additionally, if Council later wishes to initiate an alternative model based on future community recommendations, doing so may become more challenging if the City has already committed to the Health One model by expanding it.

Options:

- A. Appropriate additional funds to expand Health One while adding a proviso restricting those funds until the Executive revamps its dispatch protocol.
- B. Set aside the proposed funding addition in Finance General reserves until the community-based groups report on their recommendations.
- C. No Action

3. Lack of RSJI lens and duplication of new efforts to “reimagine community safety” and community engagement

As discussions about the 2020 Adopted Budget and the 2021 Proposed Budget continue, it has become clear that there are a variety of approaches to community safety, engaging with most impacted communities, divestment and investment, and funding for engagement with and in community. These differences reflect a disconnect between the values underlying each of these approaches, the role of impacted community in analysis and decision-making, and understanding the difference between diversity and anti-racism. In addition, these different and potentially overlapping processes and funds raise concerns that the Council has expressed in previous years regarding a lack of alignment of efforts around the criminal legal system and insufficient application of racial equity analyses, as well as the challenges of successfully doing anti-racism work in a racist institution.¹

During deliberations about the 2019 Proposed Budget, the Council discussed how the number of siloed and disparate initiatives, workgroups, policies, and funding spread across the City lacked alignment on values and principles, failed to commit to or actually implement input from organizing communities based in anti-racist principles, overburdened community by failing to look at and analyze input already provided, and disorganized communities.² These concerns, in part, led the Council to fund the criminal legal system alignment (CLSA) project that the Council and OCR are currently undertaking. The CLSA project was also informed by the recommendations of the Reentry Workgroup, which issued [a 2018 report](#) recommending that “all four independently elected branches should work closely to build a coherent strategy; one that is coordinated and aligned with identifiable values and objectives developed in partnership with communities that have been most impacted by the criminal legal system.”

In addition, in response to calls for decreasing support for probation during deliberations about the 2019 Proposed Budget, the Council also added [\\$1.08 million](#) to the 2020 budget for community-based organizations providing alternatives to or addressing harm created by the criminal justice system. The Council specified the funding should go to organizations focused on achieving safety, health, healing, and reconciliation through alternatives to the criminal legal system. The 2021 Proposed Budget cuts these funds, which the Council intended to be ongoing investments.

The 2020 Proposed Budget added funds for pilot programs based on the recommendations of

¹ See Central Staff, *Challenges for the Office for Civil Rights and Independence as a Policy Solution*, Sept. 12, 2017, P 3, available at seattle.legistar.com/gateway.aspx?M=F&ID=98970472-f2a9-4f17-ac26-3d0dfd95acdc.pdf (“Accomplishing RSJI work requires that staff critique how the leadership that is ultimately responsible for all policy and departmental employees in the City—the Mayor as the leader of the executive branch—does his or her job. However, the Mayor is the very person who has the indirect, but ultimate authority to hire and fire SOCR staff. This presents a paradox because if employees do not question leadership for fear of losing their job, they cannot accomplish the very thing they were hired to do.”).

² See Central Staff, *Cross-Cutting & Other Issues*, Oct. 24, 2018, PP 3-6, available at seattle.legistar.com/gateway.aspx?M=F&ID=2641092c-94c3-4118-b82d-d02b6c7489b6.docx.

the High-Barrier Individuals Workgroup (HBIWG), which included enhanced shelter at the King County jail, a case-conferencing attorney, a rapid reentry connector at the King County jail, and a high-barrier probation program. The Council discussed concerns about the latter three investments, specifically that the workgroup had developed the pilots in a process separate from the Council's criminal legal system alignment work. Second, it is unclear whether and to what extent the pilot proposals align with Council policy and intent, because the development of the pilots is still in progress, as is the Council's alignment work to partner with communities most impacted by the criminal legal system. Third, it is unclear how these pilots align with the Reentry Workgroup's recommendations.³

Based on these and additional concerns from Councilmembers, the Council in the 2020 Adopted Budget cut the funding to the high-barrier probation program and reallocated it to support outreach and engagement related to CLSA alignment and implementation. The Council also placed a proviso on the funds for the case conferencing attorney and the rapid reentry connector pilots until the Executive had presented to the Council an analysis of, among other things, how the pilots aligned with the reentry recommendations and a racial equity analysis. No analysis has been presented to the Council to date, and the Third Quarter Supplemental Budget cuts the funds under proviso for both these pilots.

The Reentry Report as well as the CLSA project center race and use an RSJI lens, which is premised on the principles of the People's Institute for Survival and Beyond, and applied to the City's government as follows:⁴

- Power of history: Honor the history of racial justice organizing that birthed the Race and Social Justice Initiative.
- City role and impact: Understand the City of Seattle's institutional power and footprint in local communities most impacted by structural racism.
- Accountability: Accept responsibility for institutional actions and harm, and work to restore relationships, share information and follow-through with commitments.
- Value community: Value the wisdom, expertise and leadership of communities most impacted; and compensate community members for their contributions to the institution.
- Show up for community: Respect, support and show up for communities organizing for racial justice and systems-change.
- Learn from community: Center and learn from those who are burdened by the multiplicity of institutional harm.

³ See Central Staff, *Criminal Justice*, Oct. 21, 2019, P 5, available at seattle.legistar.com/gateway.aspx?M=F&ID=27d76371-c393-4682-90c1-639e54a98e45.pdf.

⁴ See Race and Social Justice Initiative, *2019-2021 Strategy*, available at https://www.seattle.gov/Documents/Departments/RSJI/18-21_RSJI_Strategic_Plan_4.6.19_FINAL.pdf.

This paper does not contain a detailed analysis of how the variety of groups that the Mayor has newly created nor of how the source and process for allocation of the ECI \$100 million align with these principles. Nonetheless, it is not clear that the Executive has conducted, or that these proposals are informed by, their own self-examination or thorough analysis of how these groups and funding structures do or do not align with these principles.⁵

For example, even within EO 2020-10, there are multiple topics repeated within different initiatives for community engagement, baked-in assumptions that imply pre-determined outcomes, and questions to which the City already has answers from previous community engagement. In addition, HSD is planning a community process to allocate \$10 of the \$14 million described in Table 3, the community organization King County Equity Now is standing up its Black Brilliance project, the Council is considering contracting with this or another group for such research, and a participatory budgeting process still needs to be funded and stood up. However, as mentioned above, the 2021 Proposed Budget cuts \$1.08 million for funding that the City allocated to groups that have been creating alternatives to the criminal justice system. The ECI funding may come from funds the Council already intended for BIPOC communities in the recently passed JumpStart plan, and the 2021 Proposed Budget cuts \$30 million from the Strategic Investment Fund, also intended for communities most at risk of displacement. It is not clear that there is any alignment or comprehensive analysis of what the City is already doing compared to new proposals.

Though a sense of urgency from the Executive to address these problems is laudable, the recent protests and demands from anti-racist organizing communities has not resulted in a comprehensive and thorough understanding of racial equity principles to assess and inform the Executive's efforts. Nor has it resulted in centering race and the applying other racial equity principles that are the foundation of RSJI to prevent the City from causing more harm to communities most impacted. An understanding of how to "[r]espect, support and show up for communities organizing for racial justice and systems-change" and learn from community would inherently address the issue of taking the lead from the many communities and organizations that have been doing anti-racism work (indeed, it was from these communities that the City's own RSJI was born), finding alternatives to the criminal legal system, and organizing for their own community's safety for decades before the City acknowledged how it caused harm through the criminal legal system and underinvested in communities of color, and decided to take action in the 2021 Proposed Budget and in EO 2020-10. A thorough understanding of the City's "institutional power and footprint in local communities most impacted by structural racism" and how power plays out in the context of racial equity would also lead the City to honor the work that has already been done, inform how to avoid duplicating efforts already underway rather than characterizing them as complementary to each other, and stop further over-burdening communities of color.

Without a comprehensive analysis of these efforts with a racial equity lens, the City risks continuing to perpetuate racism, repeating problems of devaluing community, pitting

⁵ See, e.g., *Letter from RSJI CO-Leads to Mayor Durkan*, June 9, 2020 (Attachment A).

communities of color against each other, and failing to learn from the information community possesses and in many cases, has already provided to the City. It is possible that after such an analysis is completed, the City would choose to take the same actions proposed currently. But without a racial equity analysis, it will not be clear whether those actions are in alignment with racial equity principles or whether the City is continuing to perpetuate racism cloaked in the language of equity.

Options:

- A. Proviso the \$100 million ECI, the \$500,000 allocated to DON in the Third Quarter Supplemental budget, and/or the \$2 million in HSD for task force recommendations until the Executive has conducted and shared with the Council a racial equity toolkit on the source of revenue used for the \$100 million expenditure, how it would be allocated, and the community engagement proposed in EO 2020-10 and for the HSD RFP.
- B. Do not allocate funding for the \$100 million ECI, the \$500,000 allocated to DON in the third quarter supplemental, and/or the \$2 million in HSD and allocate them to Council priorities.
- C. Restore \$1.08 million, the full amount of General Fund support proposed for reduction to OCR for alternatives into the criminal legal system.
- D. Restore the \$30 million, the full amount of General Fund support proposed for reduction to the Strategic Investment Fund.
- E. No Action

III. Budget Actions/SLIs Proposed by Councilmembers as of October 8, 2020

- 1. **Consider passage of legislation allowing dismissal of crimes of poverty (Councilmember Herbold)** – This proposal would amend the criminal code to revise the definition of defense against prosecution because an individual was under “duress” and include as a de minimis charge crimes committed due to poverty or if an individual is having a behavioral health incident. A reduction in County Jail services could result if these cases are dismissed and do not result in sentencing to jail.
- 2. **Report on Referrals to Law Enforcement Assisted Diversion (LEAD) Program (Councilmember Herbold)** – This proposal would request that HSD deliver a report to the Council calculating the funding needed to meet the City’s “commitment to ensuring that law enforcement pre-arrest diversion programs, such as LEAD, receive public funding sufficient to accept all priority qualifying referrals citywide,” as stated in [Resolution 31916](#). The report should include forecasts of the number and type of priority qualifying referrals, including social referrals with or without law enforcement and arrest referrals, and estimate the funding necessary to support pre-arrest diversion services for those referrals citywide in 2021, 2022, and 2023. The proposal would request that HSD engage or coordinate with the LEAD Policy Coordinating Group to prepare the report.

3. **Add funding for commercial sexual exploitation services (Councilmember Juarez)** – This proposal would add \$80,000 to HSD to contract with a non-profit organization, such as Aurora Commons, to provide advocacy, client assistance, women’s drop-in services and gender-based violence services to those facing homelessness, those exploited by sex trafficking, and sex workers.
4. **Add funding for domestic violence and sexual assault programming for the Native community (Councilmember Lewis)** – This proposal would add \$100,000 to HSD to contract for a domestic violence and sexual assault program administered by a native-led organization providing culturally appropriate services for the American Indian/Alaska Native community, such as Chief Seattle Club. This funding will support a case manager who will conduct outreach and be a dedicated advocate for American Indian/Alaska Native women facing domestic violence/sexual assault.
5. **Add funding for reentry programming for the Native community (Councilmember Lewis)** – This proposal would add \$50,000 to HSD to increase contract funding for a reentry program led by a native-led organization providing culturally appropriate services for the American Indian/Alaska Native community, such as Chief Seattle Club. This program was awarded \$125,000 for the program from July 1, 2020 to December 31, 2022 as part of the Reentry/Rerooting Indigenous Community Healing RFP and the 2021 Budget includes \$50,950 for the program.
6. **Add funding to SFD for a nurse (Councilmember Lewis)** – This proposal would add funds and authorize a new FTE in SFD for a pilot or continuing position for a 911 consulting nurse. This nurse would help to triage incoming calls and provide medical advice.
7. **Add funding to expand Health One (Councilmember Lewis)** – This proposal would add funds to staff a third Health One team. In addition to the expansion in the 2021 Proposed Budget from one to two teams, this proposal would increase Health One from one team in 2020 to three teams in 2021.
8. **Expand Health One (Councilmember Mosqueda)** – This proposal would add four firefighters/EMTs, with two starting in July 2021; transfer three social workers with case management of diverse needs from HSD to SFD; add two case managers starting July 2021, with one providing administrative support; and acquire an additional vehicle.
9. **Draft legislation to establish a Community Oversight Board (Councilmember Sawant)** – This proposal would request that LAW research and prepare draft legislation to enable the City to establish an elected Community Oversight Board with full powers over police accountability, including the power to investigate reports of excessive force and racially biased policing, to subpoena witnesses and evidence, and to fire or otherwise discipline officers. The draft should include any needed Council Bill, voter referendum, or charter amendment.

Attachments:

- A. RSJI Co-Leads Letter to Mayor Durkan

June 9, 2020

Dear Mayor Durkan,

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As you know, Black people in America are disproportionately killed by the police and a criminal injustice system steeped in systemic racism. The recent murders of George Floyd, Ahmaud Arbery, and Breonna Taylor as well as the local murders of Shaun Fuhr, Ryan Smith, Che Taylor, Manuel Ellis, and Charleena Lyles are recent examples in this country's long history of racist policing.

The protests that began after George Floyd's murder represent an immediate and urgent call for systemic change and Black community-based power. However, the Seattle Police Department's (SPD) forceful and unconstitutional response to these protests and your lack of public acknowledgment of this issue draw attention to and perpetuate the very violence these protests are trying to stop.

The unrelenting message from your office about outside agitators diminishes our righteous anger about racism – the very reason for our protests and demonstrations – and perpetuates a false narrative about how we could and should express our outrage about another Black death at the hands of structural violence.

As you know, the Citywide Change Team Co-Leads group is comprised of the leadership from each City department's change team. This multi-racial, multi-ethnic, intersectional group of stakeholders is an asset to the City in carrying forward the collective will and work of their change teams on matters of race and social justice. The Citywide Change Team-Co Leads are in a unique position to help City leadership understand the RSJI issues that affect employees, to articulate why employees need to do racially equitable work and to provide practical advice on how the City of Seattle can further anti-racist principles in governance and the workplace.

When you met with the Co-Leads in November of 2019, you made a commitment to work with us to dismantle the structural racism we've all faced for the last 400 years and, in so doing, avoid the very kinds of injustices we have witnessed over the ten days.

Throughout this crisis, you have invoked RSJI on multiple occasions. This is your opportunity to heed the call of the Citywide RSJI Network. As you have said, "we need to lean into our anti-racist values and call upon the resources and practices embedded in our Race and Social Justice Initiative."

RSJI exists for a reason: to apply the following principles in the Seattle City government and therefore change outcomes in our community and within our workforce. These principles are our City of Seattle RSJI application of the [People's Institute for Survival and Beyond Anti-Racist Principles](#), and are included in our RSJI 2019 – 2021 Strategic Plan:

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- **Show up for community:** Respect, support and show up for communities organizing for racial justice and systems-change.
- **Learn from community:** Center and learn from those who are burdened by the multiplicity of institutional harm.

In the spirit of embodying these principles and in solidarity with other collectives within the City of Seattle RSJI Network, we present you with the following demands in support of the communities we serve — particularly Black and brown people who continue to live in a system that literally kills them, and thus literally kills us. These are comprehensive and foundational demands that must be addressed collectively.

We center our Black community and lift up their demands and leadership. We are especially indebted to Seattle's anti-racist black network – the Village of Hope, Black Prisoner's Caucus, Youth Undoing Institutional Racism and Ending the Prison Industrial Complex – that birthed our collective and structural analysis of anti-racism. The following anti-racist community organizations represent broad community interests and success in organizing to keep their communities safe: No New Youth Jail, Decriminalize Seattle, Block the Bunker, Seattle Peoples Party, COVID-19 Mutual Aid, Trans Women of Color Solidarity Network, BAYAN USA Pacific Northwest, La Resistencia, Pacific Rim Solidarity Network (PARISOL), Chinatown International District (CID) Coalition, Asians for Black Lives and Asian Pacific Islander Cultural Awareness Group (APICAG).

We stand behind these organizations by institutionally prioritizing the following categories that encompass the three main demands of the Seattle anti-racist community:

1. Defund SPD;
2. Protect and expand City investments to make Black and brown communities safe; and
3. Significantly increase police accountability.

What follows are some of our ideas for how City government can address past and current community demands. But you must press beyond these ideas to fully comply with the

community's demands. As City employees applying an RSJI lens, we demand you examine your own whiteness, privilege, and power and *DO THE WORK* in addition to the following:

1. Defund SPD

Reduce the SPD budget and redistribute those funds to other programs, services and infrastructure using an analysis informed by the Racial Equity Toolkit (RET) process. The communities we serve and are accountable to are asking for a 50% or more reduction for SPD and an investment in community programs, services and infrastructure that ensures long term development, community-centered practices, and restorative justice. The \$100 million dollars already committed on June 6 is insufficient to adequately fund these community-based programs, services and infrastructure.

We ask that you: First, commit to already mentioned and ignored recommendations from past RETs, Black and brown community's demands and the Community Police Commission's reports. Follow through with a well-funded and staffed RET on the redistribution of these funds in consultation with listed community-based groups and other anti-racist organizations. Commit to an SPD hiring and recruitment freeze while the RET is in progress. And when the RET is concluded, commit to fulfilling its recommendations.

We strongly oppose allocating more City funding to police-related activities. What other department gets **more** money because their staff constantly messes up, and is not just incompetent, but grossly negligent in such a way as compromises public safety and human rights?

2. Protect and expand City investments to make our Black and brown communities safe

Invest in alternatives to police systems. Anti-bias trainings or other diversity and inclusion measures are not sufficient to change police systems in the United States. Divest the City from policing measures that continue to prey on Black and brown bodies. Reinvest those funds in developing alternatives that support public health, restorative justice, education and family support initiatives that invest in the well-being of communities most directly affected by structural racism.

Commit to a community participatory budget process. The anti-racist organizations named above must oversee and co-design a community-centered process to determine how the funds are reinvested.

Cease forced encampment removals and cut police from the City's Navigation Team. Police involvement in outreach criminalizes poverty. Further, tent removals exacerbate the already devastating health inequities faced by communities of color and are not successful in bridging folks to actual support. King County's houseless population is more than 32% Black and 10% Indigenous—vastly disproportionate when

compared to the racial demographics of the county's general population. Instead, invest in strategies that create housing and provide resources that help people get their basic needs met.

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Do not prosecute protesters. The Seattle City Attorney must not prosecute protesters.

Conduct a full review of past cases of police killings and violence by SPD. This review should be carried out in partnership with community stakeholders, advocates, racial justice organizers and community groups working toward the abolition and transformation of the present criminal punishment system into one that is rooted in justice. We recognize a need for independent oversight of SPD with civilian accountability.

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Renegotiate the SPD union contract to increase accountability. The Seattle Police Officers Guild contract perpetuates systemic racism and is a barrier to holding police accountable for their violence and brutality. The current contract contains provisions that protect police who engage in unsafe, inappropriate and unethical behavior. This contract is now in negotiation, so we call on you to ensure the new contract will demonstrate our City's values of transparency and accountability to our communities.

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