Seattle City Council

June 23, 2014

Ms. Kathleen O'Toole
Nominee for Chief of Police
Seattle Police Department
P.O. Box 34986
Seattle, WA 98124-4986

RE: City Council's Letter of Expectations

Dear Chief O'Toole:

As you know, the search for a new Police Chief was launched by Mayor Ed Murray in January 2014. It involved an extensive public outreach process that was tasked with identifying a leader who would successfully manage police reforms and garner public confidence.

The Mayor's Office held community workshops throughout the city, an online forum to receive input was created, and community members were selected to form two committees – the first committee represented the diversity of Seattle and provided feedback from a community perspective, while the second committee would screen all applicants and present its finalists for the Mayor's consideration.

The extensive public outreach process involved community engagement and input from Seattle residents from across the city, including non-English speaking and traditionally underserved populations, including African-American, Somali, Chinese, Korean, Spanish and Vietnamese communities.

Together, there was a high-level consensus that Seattle's new Police Chief should:

1. Listen and respond to the community;
2. Demonstrate cultural competency;
3. Build community relationships and be visible in the neighborhoods;
4. Change the culture at SPD and attitudes related to race, diversity, gender, and social justice;
5. Uphold and enforce high standards for police behavior;
6. Implement community policing and provide Crime Prevention Coordinators;
7. Recruit officers that reflect and respect the community;
8. Take a proactive and innovative approach to preventing incarceration and re-arrests; and
9. Work well across departments, with community partners, and elected officials.

(See Seattle Police Chief Search, Community Outreach Summary, City of Seattle, January-February 2014.)

You have been engaged in a rigorous selection process. The Mayor's Search Committee recommended three finalists for the Mayor's consideration. You have risen to the top of the pool of candidates and Mayor Murray selected you as his nominee for Chief of Police. For these reasons and more, the Public Safety Committee and the Seattle City Council looks forward to working with you as Seattle's next Chief of Police.

As the Council and the Public Safety Committee begins to wrap up the confirmation process, the Public Safety Chair is following the customary pattern of defining short-term goals for new Department head appointees.

This letter is being delivered to you and placed in Clerk File 313829, which contains the Mayor's request for your confirmation as Chief of the Seattle Police Department (SPD). It outlines the Council's expectations for your job performance.

1. Many of our policy goals and priorities for the Chief of Police are referenced in Resolution 31184 and adopted by the Council in January 2010. In addition, the Council supports the priorities you described at the Public Safety Committee meeting on June 4, 2014, as follows:
    a. Work to restore public trust;
    b. Rebuild pride in the Department;
    c. Work to focus on crime and improve quality-of-life issues for every resident of Seattle;
    d. Reduce violence in our communities and neighborhoods;
    e. Work to bring best business practices to policing and operate the Department as an effective and efficient business;
    f. Move forward with the Department of Justice reforms; and
    g. Recruit good officers, train them well, while emphasizing community engagement.

As you move through the Legislative branch's confirmation process, it is Council's expectation that the Chief is accountable to Seattle's residents, businesses, and visitors. Council expectations are intended to add to the Mayor's expectations and the Chief's responsibilities, as established in the City Charter and Seattle Municipal Code.

In addition to the goals and priorities detailed in Resolution 31184 (many of which are outlined here), as well as the expectations identified by the extensive public outreach process, this letter describes thirteen specific areas in which the Council would like to see considerable progress by December 2014.

Expectations for Chief of Police Performance

1. **Reducing Crime: Focused and Proactive Problem-Solving.** Council Resolution 31184 specifically cited a need for improvements in focused and proactive problem-solving policing in tandem with the application of evidence-based methods to increase public safety (Section 2). We expect you to provide leadership in collaborating with criminal justice and community partners in developing and implementing innovative and effective initiatives to reduce crime. The Department must organize and manage the use of its officers to maximum effect and focus on the most serious neighborhood

crime problems. The Council expects you to lead the Department in employing evidence-based, best-practice strategies and tactics to solve recurring and new crime problems and to target and apprehend serious repeat offenders. Specifically, the Council would like to see declines in domestic violence, robbery, theft, aggravated assault and residential burglary rates. We expect you to formulate initiatives that will lead to reductions in street disorder, particularly problems related to illegal open-air drug markets that plague some Seattle neighborhoods. The Department's focus on the commercial sex trade should continue, especially targeting predators and those who traffic individuals for financial gain.

2. **De-escalation Practices: Leadership and Training**. We understand that the work of police officers often places them in high-risk situations in which conflict is inherent and which require them to make instant judgments. We expect Seattle police officers to be highly skilled and professional in performing their jobs. The Council expects that the Department will quickly develop and fully implement the most effective training available for minimizing and de-escalating conflict in encounters between officers and civilians. Those encounters related to misdemeanor and infraction enforcement have been the subject of repeated analysis and comment by the Office of Professional Accountability civilian auditors over the years. We also ask that you ensure that the ability to minimize and de-escalate conflict be an integral part of the Department's regular evaluation of all patrol officers' performance, including recognizing those who demonstrate excellence in managing conflict as well as providing corrective guidance to those who could improve their skills.

3. **Setting the Bar High: Misconduct and Restorative Discipline.** We expect our police officers to always perform their duties in a professional, respectful and fair manner, treating all persons with dignity. We encourage expanded use of restorative discipline, such as mediation and training/education, for less serious violations of Department policies. Less serious violations include minor good-faith mistakes and those matters that would normally be resolved through reprimand and line supervisor interventions. We encourage you to aggressively investigate and appropriately punish misconduct of a more serious nature, including use of excessive force, dishonesty, violations of constitutional protections, ethical violations, and behavior that involves discriminatory intent.

4. **Building Public Confidence: Crime Information Reporting.** Council Resolution 31184 specifically cited an expectation for improvement in the area of reporting about crime, crime trends and specific crime problems. Improvements are needed in the quality and timelessness of crime information that supports accountability--both of SPD and City government as a whole—to the public. We continue to expect an assessment of the state-of-the-art information reporting systems adopted by other cities and a plan for Seattle. We look forward to the Department's continued presentations and improvements on the dashboard report on crime for its precincts, with a citywide roll-up, to be used for regular reporting to the Council.

5. **Review and Assessment: Management, Organizational Structure and Resource Deployment.** Immediately begin review of Police Department management and resource deployment. Council allocated $500,000 for the new Chief of Police to conduct a review and assessment of the Department's management and organizational structure, decision making processes and resource deployment. The review and assessment would be at the discretion of the Chief but should include the following: 1) size of Patrol and the appropriate balance and division of responsibility between Patrol and non-Patrol functions, 2) the Department's technological capacities related to crime analysis, 3) case management and communications, and 4) the overall ability of the Department to meet increasing and changing demands for effective and constitutional policing. SPD has an annual budget of approximately $290 million and under 2,000 FTEs. The estimated monthly average of officers in service in 2014 is 1255. Officers in service includes fully trained officers not on disability or extended leave and is the best metric to measure the effective size of the police force. However, among the 5 precincts, only 620 are assigned to 911 response (66 sergeants and 502 officers) at the end of September 1, 2013.

6. **DOJ Settlement: Business Intelligence System.** Prioritize build out of the Business Intelligence System per requirement of the DOJ Settlement Agreement. The projected cost to implement the system has been estimated at $12 million. We have no option but to get this right and drastically improve SPD's data collection, analysis and reporting capabilities. It should also function as a police performance management tool and early intervention system, with centralized software tools for data-driven policing to reduce crime and predict where crime is likely to occur. Most importantly, as stated in the Monitor's report, "one element that the business intelligence system must include is a mechanism for collecting, storing, retrieving, and organizing use of force and stop data, all in a manner that allows the Department to identify officers whose patterns of use of force and other performance trends may be problematic."

7. **Surveillance Equipment and Data Collection.** On March 18, 2013, the City Council unanimously passed Ordinance 124142, a law requiring City departments to obtain Council approval prior to acquiring certain surveillance equipment. The legislation additionally required Council review and approval of Department protocols for operating the surveillance equipment and managing the data collected by it. Our expectation is that the new Police Chief will examine current practices for public safety tools and equipment and work with Council to ensure strong protocols are in place to protect the public's privacy and civil liberties.

8. **Neighborhood Policing Plan 2.0.** Complete development of the Neighborhood Policing Plan (NPP) 2.0. The current NPP adopted in 2007 has three goals: 1) response times to emergency calls in 7 minutes or less, any time and any place within the city, 2) an aggregate of no less than 30% of patrol time available for proactive work on chronic neighborhood crime and safety-related issues, and 3) at least 10 patrol units available citywide at any time for emergency backup. The Police Chief should consider new response time goals for priority 2 calls. Priority 2 calls include: property crimes

in progress, human activated alarms, narcotics activity, and conflicts between people that seem to be getting worse and with a potential of violence.

9. **Diverse constituencies and underrepresented populations.** Communicate and engage with ethnic and minority communities and ensure the diversity of Seattle's neighborhoods are well represented in the Department.

10. **South Precinct Commander.** Identify a long-term South Precinct captain with set expectations for the foreseeable future.

11. **Safety at Light Rail Stations.** Conduct a thorough review of current police resources at transit hubs and regional partnerships with Sound Transit Security and King County Sheriff's office.

12. **Civilian Oversight Survey.** Conduct formal or informal police officer survey(s) about civilian oversight.

13. **Unsolved Homicides.** Conduct a thorough review of problems related to a lack of arrests in unsolved homicides, such as in the murder of Danny Vega in Southeast Seattle.

Finally, this letter describes relational engagement and staff development expectations. The Council would like to see progress in these areas, as well.

Expectations for Chief of Police Management

1. **Council Relations.** You are expected to maintain a constructive working relationship with Council, as demonstrated by:
   a. Prompt and complete responses to Council information inquiries.
   b. Proactive updates on policy development, operational concerns and financial matters of significance, so the Council is informed of major changes or controversies.
   c. Dependable implementation of formal policy direction provided by the Council.
   d. Assistance in the research and development of Council policy initiatives.

2. **Community Relations.** You are expected to maintain open and positive relations with the public and encourage community confidence in the Department, as demonstrated by efforts in:
   a. Conducting extensive outreach to members of diverse communities and other relevant stakeholders and regularly engaging with them as key public safety partners.
   b. Supporting Seattle's independent system of civilian oversight of police conduct and encouraging the community to rely on it.

3. **Staff Development.** You are expected to maintain a high caliber work force for the Department, as demonstrated by your efforts in:

a. Recruiting the best and brightest to SPD ranks, and striving to develop an SPD work force that reflects Seattle's demographics and cultural values.
b. Fostering the highest standards of professionalism, developing and maintaining good morale among SPD employees, and ensuring a work environment that offers all staff advancement opportunities.
c. Conducting succession planning and attending to the professional development of SPD staff, including identifying, developing and nurturing SPD leaders.

Please provide the Council's Public Safety Committee regular quarterly updates on your progress on these items. These progress reports should be delivered in writing at the end of each quarter beginning with the third quarter of 2014.

Real community policing is a dynamic process. It is about partnership, participation, and reduction of public fear of crime. It is the ability to implement plans or a system that will bring peace to our neighborhoods and communities, as well as excellence in our Department. Real community policing must involve the partnership of every resident, business and organization, department and community leader in our city. In this work, you can expect the Council to support the work of innovation, accountability, and transparency. While we will undoubtedly have questions for you about strategies, tactics and follow-through, given the nature of the work required of Seattle police officers, there is no doubt that there will be demanding times ahead.

Do know that the Council will remain engaged and forthright in its commitment to the goals and community priorities as outlined above and is committed to work for your success.

Thank you for agreeing to accept Mayor Murray's nomination. We look forward to your years of service to the people of Seattle. We congratulate you on your confirmation and look forward to hearing more about your plans for meeting these Council expectations. As we look forward to working cooperatively with you in your new capacity as Seattle's next Chief of Police, do not hesitate to call upon us at any time.

Sincerely,

Tim Burgess, President
Seattle City Council

Bruce Harrell, Chair
Public Safety, Civil Rights, and Technology Committee

cc: Mayor Ed Murray
Seattle City Councilmembers