

May 14, 2013

To: Public Safety, Civil Rights & Technology Committee

From: Peter Harris, Central Staff

Re: Police staffing update for the first quarter of 2013

Introduction

This memo conveys the Police Department's sworn staffing update for the first quarter of 2013, which includes an updated projection for 2013 to 2015.

Below I will first summarize the actual and projected hiring and separations between 2010 and 2015 and compare them to the previous projection from last fall's budget deliberations. Then I will show the effect of the current hiring plan on projected sworn staffing levels. Then I will show the April 2013 allocation of officers to the five precincts and discuss the relationship of this to the Neighborhood Policing Plan and the span of control of sergeants. An explanatory cover memo from Chief Diaz and Deputy Chief Kimerer is attached.

What is the updated sworn hiring plan?

Recall that last fall the Council approved the Mayor's proposed sworn hiring plan and associated budget for 2013, but added \$1.57 million for more hiring in 2014 in order to sustain the level of staffing that will be achieved by the end of 2013. Table 1 shows the hiring plan resulting from this action.

Table 1: Police Hiring & Separations 2010-2014, per 2013-2014 Budget						
	2010	2011	2012 est.	2013 est.	2014 est.	2010-2014
Recruits hired	15	1	24	68	50	158
Trained officers hired	6	0	7	17	7	37
Separations	(27)	(41)	(36)	(54)	(57)	(215)
Net change	(6)	(40)	(5)	31	0	(20)

Table 2 shows the updated plan, extended to 2015, with differences from Table 1 shown in boldface.

Table 2: Policing Hiring & Separations 2010-2015, updated at end of March 2013							
	2010	2011	2012	2013 est.	2014 est.	2015 est.	2010-2015
Recruits hired	15	1	24	66	47	50	203
Trained officers hired	6	0	8	19	7	7	47
Separations	(27)	(41)	(36)	(45)	(57)	(57)	(263)
Net change	(6)	(40)	(4)	40	(3)	0	(13)

Most of the differences between Table 1 and Table 2 are minor, well within the uncertainty inherent in this planning. The largest difference (other than the extension to 2015) is the lower projection of total separations in 2013. As explained in the Chiefs' cover memo, this is mainly due to fewer separations of fully trained officers than expected in the first quarter of 2013.

What will be the effect of the updated hiring plan on sworn staffing?

Figure 1 attached shows the effect of the updated hiring plan on sworn staffing. It shows sworn staffing levels from 2002 through 2015, measured four ways:

“Officers in service” includes fully trained officers not on disability or extended leave. The number of officers in service arguably is the bottom line measure of the effective size of the police force.

“Fully trained officers” includes officers in service plus fully trained officers on disability or extended leave.

“Sworn officers” includes fully trained officers plus student officers who have completed academy training and been sworn, but who have not yet completed field training. Student officers include recent academy graduates and officers hired from other jurisdictions, also known as lateral hires.

“Filled FTEs” includes sworn officers plus recruits in academy training. It is the main driver of sworn personnel costs. When the Chiefs' cover memo says the Department is funded for 1,315 sworn officers, it is referring to this.

The detail behind Figure 1 is shown in Table 3 attached. You may notice that Figure 1 and Table 3 have somewhat different formats than in previous staffing updates. The underlying information is the same.

Note that the number of officers in service is declining as expected last fall. At the end of March the number of officers in service had declined to 1,233, and the Department expects this to be the same at the end of June, and then rise to 1,251 by year end. If 2014 and 2015 go as planned, the number of officers in service will stabilize at about 1,260 in these two years.

Officers and sergeants in the precincts

Table 4 attached shows the allocation of officers and sergeants to the five precincts at the beginning of April. Note first the close similarity between the distribution across the precincts of officers and sergeants assigned to 911 response and the precincts' shares of 911 service hours, which is the total time spent by officers responding to 911 calls. Service hours are the primary factor in determining how many officers should be deployed for 911 response in each precinct, but not the only one. Other factors include travel times, the number of calls per hour, the number of two-officer cars in each precinct and the average number of units available.

Note also the total of 507 officers assigned to 911 response. This is a decline of 11 from the 518 assigned at the end of last September. This figure is a key number in the patrol deployment model of the Neighborhood Policing Plan (NPP), because, in combination with the volume of 911 calls, it

determines response time to these calls and the amount of proactive time these officers have available when not responding to calls.

Table 5 shows the number of officers and sergeants assigned to the precincts in the spring of each year since 2010. As shown in Figure 1, the peak in officers in service was in 2010, following the first few years of hiring for the NPP. That year was also the peak in officers assigned to 911 response.

Assignment:	911 response		Other duties		Total	
	Sergeants	Officers	Sergeants	Officers	Sergeants	Officers
April 2010	64	559	15	123	79	682
June 2011	62	545	18	148	80	693
April 2012	64	524	15	142	79	666
April 2013	67	507	16	124	83	631

In the last three years, the number of officers assigned to 911 response has declined by 52, or 9%. The total number of officers and sergeants assigned to the precincts has declined by 47, or 6%.

The Chiefs’ cover memo says the Department continues to meet NPP goals, with a citywide response time of 6.6 minutes to high priority calls and proactive time of 30% among the officers assigned to 911 response. The NPP goal for response time, however, is not seven minutes or less as a citywide average over some period. As stated in the NPP, it is seven minutes or less “everywhere, anytime.” And the goal for proactive time is not only 30%, but substantial proactive time in “dedicated blocks of time for interacting and coordinating with residents, businesses, other public and not-for-profit agencies at times of day when they are accessible.”¹ Whether these goals are being met is unknown.

Note also the ratio of sergeants to officers. In April 2010, the ratio was $79/682 = 1/8.6$. Now it is $83/631 = 1/7.6$. This ratio is important to the settlement agreement with the Department of Justice:

“The City will provide and SPD will deploy an adequate number of qualified field/first-line supervisors (typically sergeants) to assure that the provisions of this Agreement are implemented. SPD will employ sufficient first-line supervisors to assure that first-line supervisors are able to: 1) respond to the scene of uses of force as required by this Agreement; 2) investigate each use of force . . . in the manner required by this Agreement; 3) ensure documentation of uses of force as required by this Agreement; and 4) provide supervision and direction as needed to officers employing force.” (Agreement paragraph 153)

At one point the Department of Justice recommended a span of control for sergeants of 1/6. Achieving this would require adding sergeants, reducing officers, or some combination of the two. For example, adding sergeants to achieve a 1/6 ratio for the 631 officers currently assigned to the precincts would require a total 105 sergeants, 22 more than today. Adding 22 sergeants would cost approximately \$3.2 million per year.

¹ See page 19 of the NPP, available at <http://www.seattle.gov/police/programs/npp.htm>.

Alternatively, achieving a 1/6 ratio within the current combined total positions of 714 officers and sergeants in the precincts (83 sergeants + 631 officers) would require 102 sergeants and 612 officers. This would require promoting 19 officers to sergeant, resulting in 19 fewer officers than today. If this reduction in officers were distributed pro rata between officers assigned to 911 response and those assigned to other precinct duties, there would be 15 fewer officers assigned to 911 response, or 492 total, which would be a decline of 12% from 2010.

Conclusion

The calculations in the previous two paragraphs are only illustrative examples, framed against existing precinct staffing levels. Actual staffing levels and their costs will depend on several factors:

The actual ratio of sergeants to officers needed to provide adequate supervision;

The number of officers that must be assigned to 911 response to meet NPP goals, as they exist today or are revised;

The number of officers and sergeants wanted for other proactive duties in the precincts, including bicycle and foot patrols, anti-crime teams and community police teams;

The number of sworn positions wanted for all other functions in the Department; and

The total amount the City wants to spend on policing.

These will push in different directions. Which will give?

The City, the Department of Justice and the Seattle Police Monitor have yet to determine the adequate maximum span of control of sergeants, but it seems unlikely that there will be much flexibility in this once it is determined. Bicycle and foot patrols and community police teams are very popular with policymakers and the public, and anti-crime teams are highly valued by precinct commanders. Experience suggests that it is very difficult for the Department to make significant reductions in sworn staffing outside the precincts.

This leaves money and the number of officers assigned to 911 response as the continued main arena for tradeoffs. Between 2010 and 2013, for example, almost all of the decline in positions in service was absorbed within 911 response. This may be inconsistent with current Department policy, which states that 911 response is its top functional priority.

If you have any questions, please let me know.

cc: Clark Kimerer, Chief of Staff, SPD
Candice Livingston, CBO

SEATTLE POLICE DEPARTMENT MEMORANDUM

TO: Peter Harris
Council Central Staff

DATE: 05/09/2013

FROM: John Diaz, Chief of Police, Clark Kimerer, Chief of Staff

SUBJECT: FIRST QUARTER STAFFING UPDATE

The department's Patrol staffing update by precinct for the first quarter of 2013 is attached. The update includes staffing projections through 2015.

First Quarter 2013 Hiring and Full-year Projections

The Seattle Police Department (SPD) is currently funded for 1,315 sworn officers, including 10 General Fund officers and 1 grant-funded Community Oriented Policing (COPS) officer that were added in the 2013 Adopted Budget, and 4 officers approved by Council in March 2013 to address Department of Justice requirements on audit, training, and early intervention. The objective of the hiring plan for 2013 is to reach a FTE total of 1,315 sworn officers.

For the first quarter, the hiring plan projected 12 separations, 22 new recruit hires, and 0 lateral hires. In terms of actual staffing changes during the first quarter, there were 6 separations, 15 new recruits, and 2 lateral hires. By way of explanation, a backlog in background checks has created a need to bring on more laterals earlier in the year and to delay some of the hiring of recruits that was expected to take place in the first and second quarters.

The current staffing plan recognizes a slight slowing in attrition, but does not foresee a long term trend. In addition, the plan does not change the total number of hires. The attached staffing plan does however recognize a change in the makeup of the type of hires (recruits versus laterals) and the timing of academy entry for recruits (Q1/Q2 versus Q3/Q4). The department hired more lateral police officers in the first quarter than forecasted because these candidates had an easier time passing background, which helped offset a backlog in background checks for new recruits that developed due to insufficient processing staff relative to the number of candidates. The recent dedication of four staff to background checks is planned to alleviate this backlog, which will allow for more academy-eligible recruits later in the year.

In addition, the average number of officers on disability or extended leave in the first quarter (42 officers) was higher than in recent years. This number includes administrative or at home assignments due to officer use of force investigations. A number of these officers have recently been cleared to return to work. The department expects this average to return closer to a historical level of 33 officers in the second quarter.

The department is confident that it can maintain the schedule identified in this plan because of two additional factors: a temporary increase in dedicated staff for background checks, as discussed above, and the removal of the \$25 fee for testing approved in April by Council. SPD has recently dedicated four additional staff from the non-patrol force to quickly address the background check backlog and to ensure hires are available for entry into the State Academy. We have confirmed the planned hiring schedule with the Criminal Justice Training Commission to ensure that there will be sufficient slots for

these recruits throughout the year. These measures have increased background checks by at least 30%, which should translate into more recruits entering the academy in the third quarter. In addition, SPD expects that the elimination of the \$25 testing fee will also increase the overall number of candidates for the testing process.

Based on the current hiring and separation trends, the department anticipates bringing 66 recruits and 19 laterals on board this year to offset 34 officer separations in 2013 and to address prior year attrition and stabilize hiring. Hiring at this rate will bring the department to within 2 FTE of our target goal of 1,315 by the end of 2013. The department will continually monitor hiring and separations to work toward the full sworn goal in 2013.

911 Patrol and Neighborhood Policing Plan Metrics and Goals

The attached table on patrol staffing by precinct reflects a total of 507 Neighborhood Policing (911 response) officers, a reduction of 10 officers from our last quarterly report. The overall patrol number, including all 911 officers, proactive foot beats, bikes, Anti-crime Teams Community Policing Teams, and clerks and wagons is 631, down 14 from the last quarterly report.

The decrease in 911 response officers is largely attributable to internal transfers from 911 patrol to training, audit and Crisis Intervention Training functions in response to the Department of Justice (DOJ) Settlement Agreement. These transfers were made before the department received four new sworn positions in March. Current transfers will remain in place until SPD classifies and fills the new positions and evaluates Settlement Agreement workload to determine any remaining need. Command staff has committed to providing Council with regular briefings on the progress of the DOJ response and will provide updates on staffing changes as a result of the Settlement Agreement.

The department has been closely monitoring its response time and proactive time measures and continues to meet Neighborhood Policing Plan goals. As of March 31st, the citywide officer response time averaged 6.6 minutes and available proactive time was measured at 30%. In addition, officer initiated on-views continue to remain at a double digit level as noted in our last report (12.8% of officer time).

The department will continue to monitor these metrics throughout 2013. Should the availability of 911 responders become an issue, the department is prepared to activate Community Police Team personnel or precinct desk officers to respond to 911 calls as it has in prior years. The need to take this action could occur as we enter the spring and summer months when call volume typically increases by 13 to 14 percent.

Should you have questions on these materials or need additional information, please do not hesitate to contact Greg Doss at 615-1230.

Attachments: SPD Sworn Staffing Detail: Actuals and Projections by Month and Quarter through 2015
SPD Precinct Staffing Report, 4-01-2013

cc: Carl Marquardt, Mayor's Office
Tom Mikesell, CBO
Candice Livingston, CBO
Deputy Chief Clark Kimerer, SPD
Assistant Chief Dick Reed, SPD
Lieutenant Mike Teeter, SPD Employment Services

Figure 1: Sworn Police Staffing 2002-2015, per Q1 2013 update

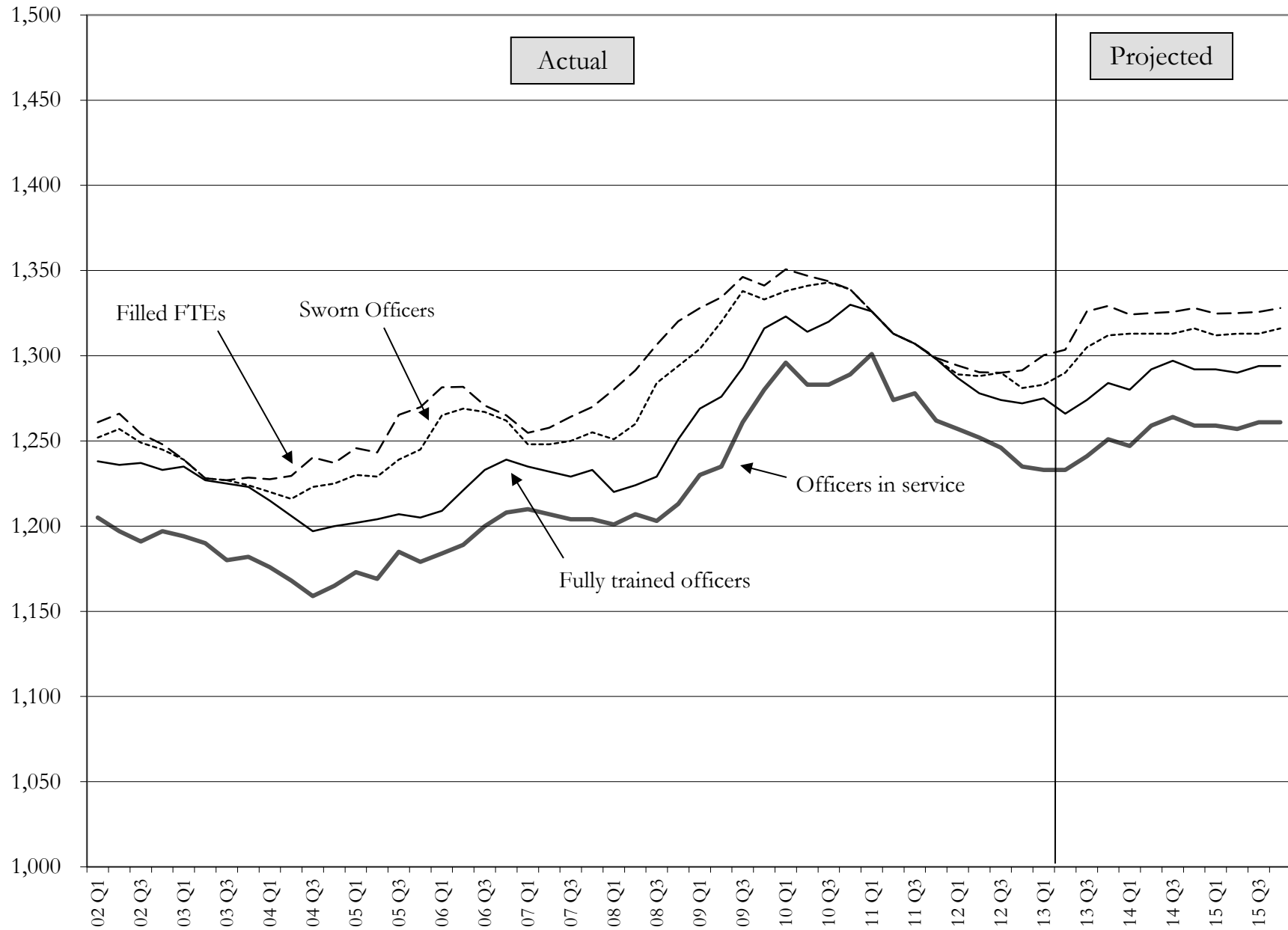


Table 3: Sworn Police Staffing 2012-2015, per Q1 2013 update

	2012					Monthly average
	Q1	Q2	Q3	Q4	Total	
Academy training						
Recruits in Academy at start of quarter	1	7	3	0		
New recruits entering Academy	7	3	0	14	24	
Separations from Academy	0	0	0	0	0	
Recruits graduating from Academy	(1)	(7)	(3)	0		
Recruits in Academy at quarter end	7	3	0	14		5
Field training						
Officers in field training at start of quarter	0	2	10	16		
Academy graduates entering field training	1	7	3	0		
New lateral hires entering field training	1	1	5	0	7	
Separations from field training	0	0	0	0	0	
Officers completing field training	0	0	(2)	(7)		
Officers in field training at quarter end	2	10	16	9		8
Fully trained officers						
Fully trained officers at start of quarter	1,298	1,287	1,278	1,274		
Separations by fully trained officers	(12)	(9)	(6)	(9)	(36)	
Officers completing field training	0	0	2	7		
Officers rehired, no training required	1	0	0	0	1	
Fully trained officers at quarter end	1,287	1,278	1,274	1,272		1,280
Officers in service at quarter end						
Fully trained officers at quarter end	1,287	1,278	1,274	1,272		
Officers on disability or extended leave	(30)	(26)	(28)	(37)		
Officers in service at quarter end	1,257	1,252	1,246	1,235		1,249
Totals at end of quarter						
Fully Trained Officers	1,287	1,278	1,274	1,272		1,280
All Sworn Officers	1,289	1,288	1,290	1,281		1,288
Funded FTE	1,300	1,300	1,300	1,300		1,300
Filled FTEs (officers = 1.0 FTE, recruits = 0.75 FTE)	1,294	1,290	1,290	1,292		1,292

Table 3: Sworn Police Staffing 2012-2015, per Q1 2013 update

	2013					Monthly average
	Q1	Q2 est.	Q3 est.	Q4 est.	Total	
Academy training						
Recruits in Academy at start of quarter	14	23	18	28		
New recruits entering Academy	15	10	28	13	66	
Separations from Academy	0	(2)	(1)	(2)	(5)	
Recruits graduating from Academy	(6)	(13)	(17)	(16)		
Recruits in Academy at quarter end	23	18	28	23		23
Field training						
Officers in field training at start of quarter	9	8	24	31		
Academy graduates entering field training	6	13	17	16		
New lateral hires entering field training	2	5	9	3	19	
Separations from field training	0	0	(3)	(3)	(6)	
Officers completing field training	(9)	(2)	(16)	(19)		
Officers in field training at quarter end	8	24	31	28		25
Fully trained officers						
Fully trained officers at start of quarter	1,272	1,275	1,266	1,274		
Separations by fully trained officers	(6)	(11)	(8)	(9)	(34)	
Officers completing field training	9	2	16	19		
Officers rehired, no training required	0	0	0	0	0	
Fully trained officers at quarter end	1,275	1,266	1,274	1,284		1,271
Officers in service at quarter end						
Fully trained officers at quarter end	1,275	1,266	1,274	1,284		
Officers on disability or extended leave	(42)	(33)	(33)	(33)		
Officers in service at quarter end	1,233	1,233	1,241	1,251		1,236
Totals at end of quarter						
Fully Trained Officers	1,275	1,266	1,274	1,284		1,271
All Sworn Officers	1,283	1,290	1,305	1,312		1,296
Funded FTE	1,311	1,315	1,315	1,315		1,315
Filled FTEs (officers = 1.0 FTE, recruits = 0.75 FTE)	1,300	1,304	1,326	1,329		1,313

Table 3: Sworn Police Staffing 2012-2015, per Q1 2013 update

	2014					Monthly average
	Q1 est.	Q2 est.	Q3 est.	Q4 est.	Total	
Academy training						
Recruits in Academy at start of quarter	23	15	16	17		
New recruits entering Academy	9	13	13	12	47	
Separations from Academy	(1)	(1)	(1)	0	(3)	
Recruits graduating from Academy	(16)	(11)	(11)	(13)		
Recruits in Academy at quarter end	15	16	17	16		16
Field training						
Officers in field training at start of quarter	28	33	21	16		
Academy graduates entering field training	16	11	11	13		
New lateral hires entering field training	0	4	0	3	7	
Separations from field training	(2)	(2)	0	(2)	(6)	
Officers completing field training	(9)	(25)	(16)	(6)		
Officers in field training at quarter end	33	21	16	24		26
Fully trained officers						
Fully trained officers at start of quarter	1,284	1,280	1,292	1,297		
Separations by fully trained officers	(13)	(13)	(11)	(11)	(48)	
Officers completing field training	9	25	16	6		
Officers rehired, no training required	0	0	0	0	0	
Fully trained officers at quarter end	1,280	1,292	1,297	1,292		1,289
Officers in service at quarter end						
Fully trained officers at quarter end	1,280	1,292	1,297	1,292		
Officers on disability or extended leave	(33)	(33)	(33)	(33)		
Officers in service at quarter end	1,247	1,259	1,264	1,259		1,256
Totals at end of quarter						
Fully Trained Officers	1,280	1,292	1,297	1,292		1,289
All Sworn Officers	1,313	1,313	1,313	1,316		1,316
Funded FTE	1,327	1,327	1,327	1,327		1,327
Filled FTEs (officers = 1.0 FTE, recruits = 0.75 FTE)	1,324	1,325	1,326	1,328		1,327

Table 3: Sworn Police Staffing 2012-2015, per Q1 2013 update

	2015					Monthly average
	Q1 est.	Q2 est.	Q3 est.	Q4 est.	Total	
Academy training						
Recruits in Academy at start of quarter	16	17	16	17		
New recruits entering Academy	13	12	13	12	50	
Separations from Academy	(1)	(1)	(1)	(1)	(4)	
Recruits graduating from Academy	(11)	(12)	(11)	(12)		
Recruits in Academy at quarter end	17	16	17	16		17
Field training						
Officers in field training at start of quarter	24	20	23	19		
Academy graduates entering field training	11	12	11	12		
New lateral hires entering field training	0	4	0	3	7	
Separations from field training	(2)	(2)	0	(1)	(5)	
Officers completing field training	(13)	(11)	(15)	(11)		
Officers in field training at quarter end	20	23	19	22		22
Fully trained officers						
Fully trained officers at start of quarter	1,292	1,292	1,290	1,294		
Separations by fully trained officers	(13)	(13)	(11)	(11)	(48)	
Officers completing field training	13	11	15	11		
Officers rehired, no training required	0	0	0	0	0	
Fully trained officers at quarter end	1,292	1,290	1,294	1,294		1,292
Officers in service at quarter end						
Fully trained officers at quarter end	1,292	1,290	1,294	1,294		
Officers on disability or extended leave	(33)	(33)	(33)	(33)		
Officers in service at quarter end	1,259	1,257	1,261	1,261		1,259
Totals at end of quarter						
Fully Trained Officers	1,292	1,290	1,294	1,294		1,292
All Sworn Officers	1,312	1,313	1,313	1,316		1,315
Funded FTE	1,327	1,327	1,327	1,327		1,327
Filled FTEs (officers = 1.0 FTE, recruits = 0.75 FTE)	1,325	1,325	1,326	1,328		1,327

Table 4: Officers and Sergeants assigned to Precincts on April 1, 2013

Precinct	East		North		South		Southwest		West		Total	
% of total 911 call hours	18%		32%		17%		12%		21%		100%	
Officers and Sergeants	Sgt.	Off.	Sgt.	Off.	Sgt.	Off.	Sgt.	Off.	Sgt.	Off.	Sgt.	Off.
Assigned to 911 response	11	84	19	160	13	91	10	70	14	102	67	507
% of total assigned to 911	16%	17%	28%	32%	19%	18%	15%	14%	21%	20%	100%	100%
Clerks		3		1		2		2		2		10
Patrol Wagons		1		3		1		1		2		8
Seattle Center									1	4	1	4
Bike / Foot Beat	1	5		3					4	36	5	44
Anti-Crime Teams	1	6	1	5	1	6	1	5	1	5	5	27
Community Police Teams	1	3	1	7	1	3		3	1	3	4	19
Other		2		2		2			1	6	1	12
Total	14	104	21	181	15	105	11	81	22	160	83	631
"Other" includes Neighborhood Corrections Initiative teams, stationmasters, quartermasters, the mounted patrol and officers assigned to SHA.												
The table includes:												
(a) officers and sergeants unavailable due to vacation, training, limited duty, illness or injury; and												
(b) officers on short term loan to specialty units for training and evaluation.												
The table excludes:												
(a) student officers in field training;												
(b) officers on long term loan to other units;												
(c) officers and sergeants on military leave; and												
(d) precinct detectives.												