

FIRST QUARTER REPORT  
CHIEF KATHLEEN O'TOOLE

**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.

Response:

I am working to improve and focus our public safety by gathering accurate and timely crime data, collaborating with community, criminal justice, non-profit, and private sector partners, and developing crime-reduction strategies to address our public safety needs. Central to this is our newly implemented SeaStat process. SeaStat, which we implemented in August, is a bimonthly meeting that takes a data-driven approach to community policing and problem solving. SeaStat uses crime information and technology in conjunction with community input to: identify, prioritize, respond, and measure our effectiveness through the use of accurate and timely information, evidence-based strategies, rapid response, and relentless follow-up and assessment. SeaStat provides a venue for internal and external cross-communication and collaboration.

Several crime and disorder problems have been identified during the first few SeaStat meetings: robberies in the South Precinct; auto thefts citywide, but in particular in the North Precinct; and, assaults and robberies in the East Precinct. Based on the data and community input, we deployed additional resources to address these issues. We are monitoring the effectiveness of our response and adjusting the strength of our response accordingly. In September we had a significant (50%) drop in robberies in the South Precinct. A copy of the October 1, 2014 SeaStat presentation accompanies this report.

Both the Repeat Burglar and Auto Theft Initiatives have been renewed to pursue cases against career criminals. SPD's Auto Theft Squad and Major Crimes Task Force are

collaborating with the King County Prosecutor's Office to concentrate on these cases and give them special priority.

We are working with the Mayor's office under the leadership of Deputy Mayor Kate Joncas and other city departments to increase our efforts to address downtown disorder. In the short term we are working to increase visibility in the areas downtown that are experiencing a concentration of criminal activity.

I recently met with Drs. Frederick Rivara and Ali Rowhani, researchers from the Harborview Injury Prevention and Research Center, regarding their Firearm Violence Study that was presented to the City Council this past July. I have agreed to partner with them to share data, to help inform our SeaStat process, and to develop a targeted, public health intervention program for high-risk gun offenders.

We have partnered with the Seattle University's Criminal Justice Department to help us assess our Micro-Community Policing Plans.

Seattle is one of four cities nationally participating in "Demand Abolition" a new program focusing on reducing the demand for prostitution by targeting buyers of sex services. SPD is partnering with the King County Prosecuting Attorney's Office on this program, which will be formally launched here in City Hall on October 15.

Youth violence prevention has always been a top priority for me.

## **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.

### Response:

In 2014, SPD's training unit has delivered or is delivering the following courses which are part of the department's efforts on de-escalation.

Courses Completed:

- **Use of Force Core Principles:** This course identified the use of force policy requirement to have a minimal reliance on the use of force and to use de-escalation strategies when time, safety and circumstances permit. This course also provided the officers a definition of de-escalation.
- **Less lethal certifications:** This course was primarily about the use of less lethal weapons, however, a key component of the course was identifying opportunities to de-escalate a crisis or situation with the use of force including use of a less lethal weapon.

Courses currently being delivered:

- **Basic CIT (Crisis Intervention Training):** Strategies were discussed to use verbal de-escalation skills when safe to de-escalate subjects in crisis.
- **Advanced CIT:** This course expands on the strategies discussed in Basic CIT and further develops verbal de-escalation skills. This course uses reality based training to tie together de-escalation concepts and skills in real world scenarios in a safe environment.
- **Team tactics scenarios:** This course covers a wide range of incidents a patrol officer may encounter including one scenario in which a person in crisis needs to be de-escalated with the use of physical force.
- **De-escalation:** This course is about the first steps of responding to a situation and the decisions and actions that guide the officer's response. The course outlines what decisions an officer should make when determining if de-escalation is feasible and physical steps to take to make the scene safe and to de-escalate the scene if feasible.

### 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.

Response:

Seattle has one of the most robust systems of police accountability in the nation. I am entirely committed to an accountability system that is transparent, effective and fair.

In July, I issued a directive that defines the types of minor misconduct that should be investigated by a first line supervisor. The purpose of the directive was two-fold: first, to reduce the number of minor complaints submitted to a formal investigative process through OPA; and second, to reduce the amount of time to address the minor complaints and give first line supervisors ownership and oversight over less serious violations.

The training unit delivered a 24 hour Supervisor's Investigation of Force course to all supervisors. This course outlines the roles of Sergeants and Commanders in reviewing incidents arising from a use of force and the corrective action required when incidents were not handled according to department policy and best practices. The corrective action could include counseling, remediation, training or referral to EIS or OPA if warranted and appropriate. The corrective action must be documented and reported in the performance appraisal system, EIS or with OPA as appropriate. This model is referred to the "Correct, Document and Report" model. The implementation of this model is becoming standardized throughout the department.

The training section is building a series of three courses for Sergeants and Commanders to further focus on coaching, mentoring, assessing performance, counseling, leadership and supervisor skills. These courses will be delivered in 2015.

#### **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.

#### **Response:**

In addition to SeaStat process described above in item number one, SPD also formed an internal Data Validation Team that meets regularly to assist with the quality and timeliness of crime information. The team has representatives from SPD's Data and Records Management Center, Data-Driven Policing, Media, Policy, and Crime Analysis. This team works diligently on data integrity and reporting through gap identification and

processes standardization. A sample of the recent SeaStat monthly roll up is attached to this report.

SPD hosted a one-day advanced crime analysis seminar for police leaders; followed by a three-day training for crime analysts. Dr. Rachel Boba Santos instructed both the seminar and training at the request of the Data-Driven Program Lead in order to bring best practices to SPD and promote effective uses of crime analysis in the field. The support of evidence-based approaches will allow for improvements in trend and pattern identification that can better direct internal resources and inform city leaders and the community through SeaStat and public information outlets.

#### **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.

#### **Response:**

I have worked closely with my internal team and two consultants to conduct a preliminary review of department operations and administration. Dr. Bernard Melekian is now assisting me in the documentation of our strategic plan of action. Also we've conducted a preliminary internal resource allocation assessment. We are now developing the RFP for a more comprehensive, data-driven resource allocation plan.

We are reviewing the Department's technological capacities as part of the overall Data Analytics Platform project referenced below in item Number Six. The analysis will evaluate the department's technological capacities related to crime analysis.

#### **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."

Response:

When I arrived at SPD, the Business Intelligence System project had been placed "on hold." The project is now going full speed ahead. We have renamed the project the "SPD Data Analytics Platform" which more clearly states the purpose and architecture of the system. SPD contracted with Maggie Goodrich, the IT Manager for the Los Angeles Police Department, and MC2 Consulting to provide guidance and strategic direction on creating the Request for Proposal for the system. The steering committee for the project includes members of the monitoring team. The Project Charter for the system selection has been completed, and the estimated date to issue the RFP is January 1, 2015, and the final vendor selection by June, 2015. The system as presently scoped for the RFP, includes all of the capabilities outlined above.

**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.

Response:

In accordance with City Ordinance 124142 the department has not utilized the Port Wireless Mesh system. We are exploring the prospect of transferring the management and administration of the Wireless Mesh system to the City IT Department.

The new City Director of Information Technology and SPD are co-sponsors of a city-wide privacy work group. This work group is tasked with ensuring the City has policies to address issues of privacy in this digital era.

SPD will also begin a pilot using Body Worn Video (BWV). The BWV working group began meeting again in September, 2014 to review the draft BWV policy and to work on the details related to video storage. The goal is to have a plan for a pilot project to be operating before the end of 2014. COO Mike Wagers and I recently met with privacy advocates to discuss appropriate privacy protections during the body worn video pilot project. A more detailed report on the progress of this pilot will be available in my next quarterly report.

## **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

### Response:

I have conducted a preliminary review of the Neighborhood Policing Plan and determined that requirements for a more detailed assessment will be included in the specifications for our comprehensive resource allocation project.

## **9. Diverse constituencies and underrepresented populations**

Communicate and engage with ethnic and minority communities and ensure the diversity of Seattle's neighborhoods is well represented in the Department.

### Response:

In my first three months I have had the pleasure of meeting many of Seattle's ethnic and minority communities. On my third day as chief, I was honored to walk in the Pride Parade. Over the past three months I have participated in dozens of events in our ethnic communities. After the conflicts in Ferguson, Missouri, I met with leaders in the local African American community to discuss relationship building and problem solving in hopes we can avoid events and circumstances that polarize our community. A list of the formal meetings and events I have attended is included at the end of this report. I have also engaged in dozens of informal meetings and discussions with community representatives from all precincts.

## **10. South Precinct Commander**

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

### Response:

Captain Dave Proudfoot was appointed South Precinct Commander on July 1, 2014. Before accepting the assignment, he agreed to commit to the Precinct for at least a few years to provide stability and consistent leadership. I outlined my expectations: to reduce violent crime and to partner with the community. Captain Proudfoot previously served at the Precinct for over a decade as a patrol officer, sergeant and lieutenant and came to the assignment knowing the community and ready to serve.

## **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.

Response:

I am developing a close working relationship with the police and security entities overseeing Metro Transit and Sound Transit. Both the Sound Transit and Metro Transit police chiefs (employed by King County Sheriff's Office) attend our bi-monthly SeaStat meetings. Recently SPD and the King County Sheriff's Office had a joint command staff meeting to discuss numerous issues, including working together at transit hubs and promoting a safety awareness campaign for transit riders.

One of this summer's Find-it, Fix-it walks focused on two light rail stations in south Seattle: Othello and Rainier Beach. Recently I walked the area in and around Westlake Transit station (Third & Pine to Westlake Center) with Sheriff Urquhart, King County Prosecuting Attorney Dan Satterberg and City Attorney Pete Holmes to view and discuss some of the persistent safety issues surrounding that area.

**12. Civilian Oversight Survey**

Conduct formal or informal police officer survey(s) about civilian oversight.

Response:

We plan to initiate this survey by the end of 2014.

**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.

Response:

The Criminal Investigations Bureau Chief and Violent Crimes Captain have conducted a thorough review of all unsolved homicides twice during 2014. While I cannot discuss specifics of those open investigations in this report, I can tell you that the cases that remain unsolved have either problems with the integrity of evidence or a lack of cooperation from witnesses. I hope that we can develop greater trust and communication with our community so that individuals with information about these cases or other unsolved crimes will come forward. I received a complete briefing of these cases, including the Vega case, this past week. The Vega case remains open. It is not a cold case and it is being actively investigated.

**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.

Response:

We have begun to implement systems in the department to log in requests for information to ensure that they are tracked and answered promptly. I have assigned a Chief Policy Advisor to organize and manage policy and data requests and projects within the department. I encourage all of the commanders to work collaboratively with the Council and promptly respond to any requests. I am totally committed to constructive and productive relationships with all councilmembers.

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.

Response:

Personally, I am engaging morning, noon and night. I encourage and expect all of my commanders to also engage constantly with the diverse community we serve, and with many public and private organizations.

In addition to daily interactions with members of our community, several of our personnel have been participating in the Community Police Commission process. We work closely and collaboratively with the Office of Professional Accountability and the Police Auditor to support and strengthen department oversight.

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.

Response:

I have ordered a complete review of the hiring process to ensure that we are able to fill our vacancies with quality candidates. We expect a review of this process to be complete in mid-

October and will present options for increasing the volume, diversity and the quality of our candidate pool as well as shortening the length of the hiring process.

We have convened a Leadership Development Committee. It is comprised of subject matter experts and leaders from SPD including our union leaders. Members outside of SPD include Washington State Criminal Justice Academy Director Sue Rahr, LAPD Assistant Chief Sandy Jo MacArthur who runs the LAPD Academy and developed a police leadership curriculum based on the successful West Point leadership program.

Some of the recommendations that have come from the Leadership Development Committee include: federal grant-funded peer exchanges and bias policing training; an upcoming Command Staff retreat; Police Foundation funded executive breakfast roundtables with SPD and private sector leaders; and Grant-funded IACP Women's Leadership Training program.