

**SECOND QUARTERLY REPORT**  
**CHIEF KATHLEEN O'TOOLE**  
**January 2015**

**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:

SPD is becoming a regional leader in focused and proactive policing using technology and evidence-based methods.

SPD continues its bi-weekly SeaStat meetings, the Department's data-driven approach that focuses attention and resources on crime and disorder issues. In addition to using data, with community input, to assist decision-making by command staff, SeaStat helps to frame crime-reduction responses in three evidence-based areas: (1) problem locations; (2) prolific offenders; and, (3) repeat/vulnerable victims. Also, SeaStat provides a forum for interagency collaboration with other criminal justice partners, with regular participation by the King County Prosecutor's Office, City Attorney's Office, King County Sheriff's Department, US Attorney's Office, University of Washington Police Department, and Mayor's Office.

The Department improved its practices related to entry of firearms and shell casings into IBIS/NIBIN, and increased coordination with the US Attorney's Office and ATF to combat gun crime in the City. It has developed an agreement to co-locate ATF personnel

with SPD personnel to expedite the sharing of gun trace information similar to the Crime Gun Intelligence Centers that have shown promise in other jurisdictions.

SPD developed Micro Community Policing Plans and partnered with Seattle University to conduct a process evaluation and administer community surveys in order to assess effectiveness and incorporate community input.

The Department has developed a proposal with the Harborview Injury Prevention and Research Center of the University of Washington to create a gunshot wound (GSW) intervention program with three components: (1) intervention with GSW victims during their hospital stay or at a follow-up visit; (2) dedicated case management outreach following discharge from the hospital; (3) multi-agency attention to the GSW victims. This partnership and proposal is based on work funded by the Seattle City Council in June 2013. Funding is currently being sought from private-sector partners to continue this work.

In December, the West Precinct began deploying the “Neighborhood Response Unit” that focuses exclusively on downtown disorder and coordinates closely with the City Attorney, Parks, SDOT and HSD to develop and implement effective strategies to address the needs and concerns of those living and working downtown. Initial feedback from downtown interests has been positive.

The Department continued its partnership and data sharing with the following researchers to promote evidence-based practices:

- George Mason University – Center for Evidence-Based Crime Policy
- Arizona State University – School of Criminology and Criminal Justice
- Seattle University Criminal Justice Program
- University of Washington – School of Social Work – Social Development Research Group
- Department of Justice - Office of Justice Programs
- Bureau of Justice Assistance - Project Safe Neighborhoods
- Justice Center – The Council of State Governments

SPD hosted a Smart Policing Seminar titled Criminology 101: Key Findings Every Police Practitioner Needs to Know from Criminological Research; presented by Dr. Scott Decker, Arizona State University.

In December, SPD hosted a full day retreat with several city departments to develop strategies for addressing downtown disorder. This meeting resulted in a list of action items and a commitment by all departments to meet quarterly to continue progress on this issue.

SPD partnered with Seattle Housing Authority to provide call for service data and spatial analysis to assist with workload and officer placement in order to take a more data-driven approach to servicing SHA properties.

SPD is preparing Micro-neighborhood Policing Plans. The SPD believes a focused approach on the micro-level is the next evolution of evidence based policing. The precincts have developed 55 micro community policing plans that consist of 230 problem-solving strategies to address community priorities. A melding of community-policing ethic, supported by the problem solving power of timely and accurate crime data, these plans are tailor-made and include input and support of community partners. Seattle University is under contract to evaluate the plans.

#### **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:**

The Education and Training Section (ETS) provided de-escalation training to all officers in 2014. ETS developed a 4-hour tactical de-escalation training block in the first quarter of 2015. This training builds on the de-escalation training from 2014. The 4-hour block will provide detailed training focusing on threat assessment, identification of escalating behavior, identification of exigent incidents and appropriate responses, effective de-escalating communication, sound officer positioning to support de-escalation, reading suspect body language, methods to reduce suspect anxiety, understanding the

escalation cycle, and incorporating team responses to minimize the need to use force. The goal is to provide officers with a de-escalation tool kit to address a broad variety of events.

The training will provide scenarios focusing on individual and small team approaches to escalating conduct and will include opportunities to evaluate the situation and make decisions as the behavior of the suspect escalates. It starts with simply allowing an escalating suspect to "vent" with no police action required, then increasing to suspect conduct which leads to compliance, and finally suspect action that requires the use of force. The intent is to provide a broad spectrum of scenarios to apply the trained concepts in a realistic context.

These de-escalation concepts will be interwoven throughout other training including defensive tactics, CIT advanced training, supervisors training and firearms training. The long term goal is for all training to seamlessly include de-escalation as a core training component. Firearms training plans incorporate an escalating series of scenarios: no-shoot situations, threats with opportunities to de-escalate and escalating conduct requiring force. This format provides training in a broad spectrum of likely situations encountered by officers that we believe prepares officers to safely address events presented on the street.

I invite council members to attend any of these classes to observe the training.

### **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:

The Seattle Police Department has a robust police accountability system. I am committed to an accountability system that is transparent, effective and fair – both internally and externally. Shortly after arriving I issued a directive defining the types of

minor misconduct that should be investigated by a first line supervisor. This new policy reduces the number of minor complaints submitted to a formal investigative process through OPA and gives first line supervisors ownership and oversight over less serious violations.

In the previous report I described the supervisor training that was being delivered in 2014. That training is complete. The Department's HR Department, Training Unit and the Office of Professional Accountability are now preparing the "Frontline Supervisor" training to address minor misconduct. This training explains the fundamental principles of the Early Intervention System and associated policies to provide guidance on the handling of the less serious policy violations. The policy and training are being developed in collaboration with the Monitoring Team. The Early Intervention System is a critical component of the Settlement Agreement.

Building on the 24-hour Supervisor's Investigation of Force course provided to all supervisors, OPA, Training and HR are adapting the "Correct, Document and Report" model to address minor community misconduct complaints and supervisory observations of poor performance or minor misconduct. The first session of 2015 Supervisor Training will establish a template for handling the majority of performance related issues encountered by a supervisor. The course will provide approaches to address minor conduct, how to properly document an incident and how to appropriately report any related issues. A component of the training will introduce computerized documentation, using IAPRO software, to ensure accurate and effective performance tracking and minor complaint reporting. The training is designed to empower supervisors to take increased ownership of their officer's performance through timely intervention using coaching, mentoring and counseling.

### **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:

SeaStat meeting slides are now available on our website in order to share data and promote transparency. <http://www.seattle.gov/police/Seastat/default.htm>.

The data for the SeaStat meetings is continually compiled and analyzed, but currently only delivered and posted at two week intervals. In early 2015, the data will be available internally via a crime data dashboard with information that is only a few days old and this will make it possible to report crime data more frequently. A document illustrating this dashboard is accompanies this report.

SPD uses various media to report out large volumes of timely information. SPD has 94,000+ Twitter followers which makes it the third most followed municipal police account in the country behind Boston and New York City police departments. SPD regularly posts current information for its crime blog that had 1.5 million page views last year.

**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:

In December the department published an RFP for a staffing and deployment study to examine the size of patrol, the appropriate balance of patrol and non-patrol functions, and the appropriate staffing level for special events. The goal is to select a vendor in late February and have a report by June, 2015. As of December 2014, SPD is also working with the DOJ consultant Dr. Alexander Weiss to evaluate some of the staffing issues,

specifically as they relate to the span of control between first line supervisors and officers.

The Department conducted two internal reviews of the hiring process and found some areas of our hiring process that need further review by a specialist in policing hiring. In January we plan to begin a review of the hiring and background investigation process with an external consultant. We hope to have process improvement recommendations in the spring.

Some of the positions identified in our first quarter review have been funded and/or filled including the Chief Operating Officer and Human Resources Manager. The Department hired a new Senior Police Council and worked with the City Attorney's office to develop a structured system for managing the full range of the Department's legal affairs. Our budget request for a Chief Information Office was approved and we expect to fill this position within the next few months. I will continue to evaluate and adjust our organizational structure as needed.

#### **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:

I have a highly-qualified team working on this project that includes department members and external tech consultants. Since the date of the last report there has been significant progress on development of an RFP to select the vendor that will build the Data Analytics Platform (previously described as the Business Intelligence System.) The RFP for the project will be issued prior to the March 1, 2015 court-imposed deadline.

The system will collect and analyze data in the following areas:

- Use of force

- Terry stops (brief investigational stops)
- Litigation
- Complaints
- Early intervention
- Performance and employee management
- Crisis intervention
- Crime analysis

The system will be designed so that it can be extended, expanded, or modified in the future to achieve other analytic and reporting needs as they arise. The monitoring team has been thoroughly involved in the scoping the requirements of the system on issues related to the Settlement Agreement.

The Monitor's fourth semi-annual report made note of the significant progress made in scoping and carefully crafting the requirements for the DAP.

### **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:

The Department, along with DOIT, is the co-sponsor of a citywide privacy initiative, launched in November, aimed at providing greater transparency into the City's data collection and use practices. This initiative, which will lead to the creation of set of privacy principles and a privacy toolkit, will guide the SPD's efforts to protect citizens' privacy rights and guide the Department's practices for collecting, using and retaining data.

### **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:

The staffing and deployment study referenced above will update the information that forms the basis of the NPP. When this study is complete we will be able more fully describe how it will address or modify the NPP goals.

**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:

The command staff and I continue to meet daily with ethnic, minority and neighborhood groups. A list of some of the notable community events and meetings from the last quarter is contained at the end of this report.

We continue to develop relationships within our ethnic and minority communities to encourage involvement in our committees, advisory groups and share information about a variety of employment opportunities with SPD.

The SPD media section makes special effort to use a variety of media sources and outlets to reach out to all of our communities.

**South Precinct Commander**

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

Response:

Captain Dave Proudfoot, the South Precinct Commander assigned in July is still in that assignment.

**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:

Through our SeaStat process we are able to obtain current and meaningful crime data related to transit hubs. We meet with our Metro and Sound Transit police partners regularly to coordinate on issue occurring at transit stations. During this past quarter we worked closely with Metro police with great success to solve to crimes occurring near the Northgate Transit Center and the downtown bus tunnel.

**Civilian Oversight Survey**

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

Response:

SPD is working in collaboration with the Community Police Commission to conduct a formal survey of police officers regarding civilian oversight. This survey will be conducted in mid-2015.

**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:

Just weeks after the end of the second quarter, an arrest was made in one of the cold case homicides. The Violent Crimes section has continued to work on many older cases since the date of the last report during the last three months. The Violent Crimes Section will continue to review cold cases throughout 2015.

**Expectations for Chief of Police Management**

**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 continue to work on our processes for receiving and responding to council inquiries. We are developing a single point of contact to coordinate consistent and timely responses.

Recent feedback from council staff after the budget process was positive regarding the speed and content of the responses to requests for information.

I welcome feedback and suggestions for how we can improve this service or communicate effectively with the council and council staff.

**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:

I continue to engage daily with many community stakeholders and groups. The Department's commanders also meet regularly with many public and private organizations and make special effort to reach out to groups that have been traditionally unrepresented or vulnerable.

In advance of the Ferguson decision, I made special effort to reach out to African American, East African, clergy and youth leaders in our community to reinforce and strengthen lines of communication. I believe that these meetings helped to strengthen our common understanding and allowed our city to express its range of emotions peacefully.

**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:

The department will convene Leadership Development Training Reengineering Teams that will develop strategies for targeted areas such as recruitment, career path, civilian leaderships training etc. We will inventory current sworn and civilian supervisors to find out what training they have taken and what training is missing in their current positions and match them to CJTC state-funded classes during 2015.

In 2015 we will implement and evaluate innovative Leadership Training Development pilot project, including, but not limited to Blue Courage, IACP Leadership in Police Organizations, BJA Executive Session Leadership Development pilot, and Women in Policing Leadership Development.

EXAMPLES OF NOTEWORTHY COMMUNITY MEETINGS AND EVENTS  
SEPTEMBER 25 2014 – DECEMBER 24 2014

- Conference of Western Attorneys General
- Seattle University Criminal Justice Advisory Committee
- Jewish Federation Meeting
- ACLU Leadership
- North Precinct Advisory Council
- Seattle Neighborhood Coalition
- Gun Violence Leadership Summit with King County Public Health
- Congressman Adam Smith
- Community meeting with East African Leaders at the Somali Community Service Center
- Community Advisory Council and Police Chief Search Committee
- Domestic Violence Steering Committee
- East Precinct Find-it Fix-it Walk
- International Association National Police Summit on Police Community Relations
- Major City Chiefs Association
- Domestic Violence Prevention Council
- FBI National Academy Association
- Community Police Commission
- Refugee Women's Institute
- MLK King County Labor Council
- Civic Cocktail
- Rev. Harriet Walden and African American Community Leadership

- Van Asselt and Garfield Community Center Rapid Response Center meetings to discuss the Ferguson decision and police relations
- Harborview Injury Prevention and Research Center Partnership
- Leadership Tomorrow
- Garfield Black Students Union
- KRIZ Radio Interview
- Armenian Police Delegation Meeting
- University of Washington President Young
- Community Meeting at El Centro de la Raza
- Crisis Intervention Committee Plenary Meeting
- University Rotary Club
- “Worshiping Together” combined racial reconciliation worship service event at First Presbyterian Church
- Washington Association Sheriffs and Police Chiefs semi-annual conference
- African American Community Advisory Council
- Macy’s Parade
- East African Youth meeting at New Holly
- Domestic Violence Prevention Committee
- Seattle Central Community College
- Women in Leadership presentation at Key Arena
- Urban League Breakfast
- Calvary Baptist Church event