

Initiative Measure No.

940

Initiative Measure No. 940 concerns law enforcement.

This measure would require law enforcement to receive violence de-escalation, mental-health, and first-aid training, and provide first-aid; and change standards for use of deadly force, adding a "good faith" standard and independent investigation.

Should this measure be enacted into law?

Yes

No

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The Secretary of State is not responsible for the content of statements or arguments (WAC 434-381-180).

Explanatory Statement

Written by the Office of the Attorney General

The Law as it Presently Exists

State law sets forth when peace officers may use deadly force in carrying out their duties. Peace officers include active police officers, Washington State Patrol officers, and Department of Fish and Wildlife officers with enforcement powers. Under existing law, a peace officer is not criminally liable for using deadly force if the officer acts without malice and with a good faith belief that deadly force is justifiable. The law recognizes certain circumstances where deadly force could be justifiable. For example, it might be justifiable if the force is necessary to overcome resistance. In addition, it might be justifiable if the peace officer believes deadly force is necessary to arrest a suspect who the officer reasonably believes has committed a felony; to prevent escape or recapture an escapee from prison or jail; or to suppress a riot involving a deadly weapon. In the situation where a peace officer uses deadly force to arrest a suspect who may have committed a felony, the officer must have probable cause to believe the suspect poses a threat of serious physical harm if not arrested. Evidence that the suspect poses such a threat could include that the suspect has threatened an officer with a weapon, or that there is probable cause to believe the suspect has committed a crime involving threatened or actual serious physical harm. In such cases, deadly force may also be used if necessary to prevent the suspect's escape after a warning has been issued, if possible.

State law also provides for establishment of a Criminal Justice Training Commission (the Commission) to provide programs and set standards for training law enforcement personnel. Every new full-time law enforcement officer must take eight hours of crisis intervention training during their six months at the basic training academy, but there is no requirement that the Commission provide or that officers take any training specifically dealing with violence de-escalation. And while the Commission must develop and make mental health trainings available to law enforcement officers, state law does not require that officers take these trainings.

Existing state law does not contain any provision regarding a law enforcement officer's duty to render or facilitate first aid.

The Effect of the Proposed Measure if Approved

This measure addresses three aspects of law enforcement. First, it addresses when law enforcement officers may use deadly force. Second, it requires de-escalation and mental health training for officers. Third, it requires officers to provide first aid in certain circumstances.

In general, the new measure applies to "law enforcement officers," which includes "law enforcement personnel" and "peace officers." So, like existing law, it applies to active police officers, Washington State Patrol officers, and Department of Fish and Wildlife officers with enforcement powers. But it also applies to reserve officers and volunteers, or any other public employees whose primary function is enforcement of criminal laws.

The measure would change the standard for when a law enforcement officer may justifiably use deadly force. It would adopt a "good faith" standard that permits a law enforcement officer to use deadly force only if: (1) a reasonable law enforcement officer, in light of all the facts and circumstances known to the officer at the time, would have believed that deadly force was necessary to prevent death or serious physical harm to the officer or another person; and (2) the particular officer intended to use deadly force for a lawful purpose and sincerely and in good faith believed that the use of deadly force was warranted under the circumstances. In other words, to determine if the officer acted in "good faith," the new law would examine not only what a particular officer's intentions were, but also what a reasonable officer would have done under the circumstances. The "good faith" test would apply in the specific situations listed under existing law as justifiable uses of deadly force (such as to prevent escape from a prison), but also would determine whether an officer's use of deadly force is justifiable in any other potential situation that might arise. An officer who uses deadly force would not be criminally liable only if he or she meets the good faith test.

To help determine whether the good faith test is met, the measure would require an independent investigation any time an officer's use of deadly force results in death or substantial or great bodily harm. The investigation would be done by someone other than the agency whose officer was involved in the use of deadly force. If deadly force is used on a tribal member, the investigation must include consultation with the member's tribe and any appropriate information sharing.

The second change is that beginning in 2019, the measure would require all law enforcement officers in the state to take violence de-escalation and mental health trainings developed by the Criminal Justice Training Commission. All existing law enforcement officers would be required to take both trainings by a date to be set by the Commission, and all new officers would need to take both trainings within fifteen months of starting employment. The initial violence de-escalation training must educate officers on the good faith standard for use of deadly force. In addition to the initial trainings, all law enforcement officers would be required to periodically take continuing violence de-escalation and mental health trainings to practice their

skills, update their knowledge and training, and learn about new legal requirements.

The Commission would be required to consult with law enforcement agencies and community stakeholders to come up with a curriculum for the violence de-escalation and mental health trainings, and to set specific training requirements—for example, how many hours the trainings will be and how officers will receive the trainings. In addition, the Commission would set a requirement that officers take the trainings to maintain their certification. The Commission would be required to consider a number of specific subjects to include in the curriculum, including: patrol tactics to avoid escalating situations that lead to violence; alternatives to jail booking, arrests, or citations; implicit and explicit bias, cultural competency, and the historical intersection of race and policing; de-escalation techniques for dealing with people with disabilities and/or behavioral health issues; “shoot/don’t shoot” scenario training; alternatives to the use of physical or deadly force so that such force is only used as a last resort; mental health and policing; and using public service, including rendering first aid, to provide more opportunities for positive interactions with the community. For the mental health trainings, the Commission would be allowed to use the existing curriculum it currently offers on mental health and crisis intervention.

The third change is that the measure would require law enforcement personnel to provide first-aid to save lives, and require the Commission to consult with law enforcement agencies to adopt guidelines for implementing this duty. The guidelines must establish first aid training requirements; assist agencies and law enforcement officers in balancing competing public health and safety duties; and establish that law enforcement officers have a paramount duty to preserve the life of persons they come into contact with, including providing or facilitating first aid as early as possible.

The Commission may adopt any rules required to carry out the objectives of the measure, and if it does adopt rules it must seek input from the Attorney General, law enforcement agencies, tribes, and community stakeholders.

Fiscal Impact Statement

Written by the Office of Financial Management
For more information visit www.ofm.wa.gov/ballot

FISCAL IMPACT

Initiative 940 requires all law enforcement officers in the state to receive violence de-escalation and mental health training, as developed by the Criminal Justice Training Commission. There will be costs for the state to develop the training and costs for state and local government certified peace officers to take the training. The fiscal impacts cannot be determined because the training has not been developed at this time.

GENERAL ASSUMPTIONS

- The effective date of the initiative is Dec. 6, 2018.
- The provisions of the initiative apply prospectively, not retroactively.
- Estimates use the state’s fiscal year of July 1 through June 30. Fiscal year 2019 is July 1, 2018, to June 30, 2019.

REVENUE

State revenue impacts

This initiative will have an indeterminate state revenue impact. While the entity providing the training may charge a reasonable fee, the initiative does not specify whether local governments or the state should pay for the training. Although the Criminal Justice Training Commission may charge a fee if it provides the training, the fee has not been determined.

Local revenue impacts

Local governments may charge a fee for providing the training, which cannot be estimated at this time.

EXPENDITURES

State government expenditures

The initiative would have an indeterminate state expenditure impact. The Criminal Justice Training Commission would consult with law enforcement agencies and community stakeholders to adopt rules for carrying out the initiative’s training requirements. The Commission estimates each law enforcement officer would require at least 40 hours of additional training to meet the requirements. The stakeholder advisory group may recommend more hours of training, but for the purposes of this analysis, 40 hours of initial training and two hours of refresher training each year thereafter are assumed. According to the Washington Association of Sheriffs and Police Chiefs’ publication 2017 Full Time Law Enforcement Employees Data, the Commission may have to train more than 10,000 law enforcement officers. This number includes state and local certified peace officers, but excludes tribal police officers.

The initiative allows the Commission, private parties or law enforcement agencies to provide training. The cost of the training is indeterminate because it is unknown who would provide the training; however, the expenditure impacts above assume the Commission would provide the initial training and refresher training spread out over multiple years to all current certified peace officers.

To meet training requirements, the Commission would need to hire a curriculum developer for the initial training and the refresher training. It would also require a program manager, administrative support staff, special skills instructors, firearm simulators, facility costs and other equipment. Ongoing annual costs for the initial training and the two-hour refresher training would be the same as the first year, but would include online training. The Commission assumes providing initial training to more than 1,300 officers a year. The Commission estimates the first-year costs at \$1.26 million and ongoing annual costs at \$900,000.

Costs for taking training

The initiative would have an indeterminate state expenditure impact for those agencies with state certified peace officers taking the training. However, if the Commission were to require an additional 40 hours of training for each state certified peace officer, the expenditure amount could be \$2 million. Annual impacts for the two-hour refresher training could impact state agencies that employ commissioned certified peace officers, up to \$107,000. The expenditure impacts are based on the following assumptions:

- The costs above reflect the backfill or pay overtime to officers who attend training; they don't account for the actual cost of training.
- The state employed 1,585 certified peace officers in 2017.
- The average hourly salary for certified peace officers is \$33.61.
- The subsequent fiscal year assumptions don't include training costs for new hires because it is unknown how many state certified peace officers will be hired by the affected state agencies and when they may start training.

All certified peace officers, as required in the Washington Administrative Code 139-05-300, must receive continuing education and training that includes crisis intervention training. The current training may partially meet the Commission's requirements, which could reduce the expenditure impacts to local governments. If the Commission requires an extra 40 hours of training, annual costs for state and local law enforcement could be \$900,000 a fiscal year, as reflected in the state expenditure impact for the Commission.

Local government expenditures

The initiative would have an indeterminate local expenditure impact. If, for example, the Commission were to require an additional 40 hours of training for each certified peace officer, the cost for training could have an expenditure impact of more than \$12 million. Refresher training, as required by the Commission, may take two hours and could cost local governments \$605,000 per year. This expenditure impact assumes all certified peace officers would be trained in one year. Depending on who conducts the training and how long it takes to complete the training, the \$12 million could be spread over multiple years.

The local government expenditure impact is also based on the following:

- The cost assumptions above reflect the backfill or overtime pay to officers who attend training; they don't account for the cost of training.
- Local police departments employed more than 9,000 certified peace officers in 2017.
- The average hourly salary for certified peace officers is \$33.61.
- The subsequent fiscal year assumptions don't include training costs for any new hires because it is unknown how many peace officers would be hired by local law enforcement agencies and when they may start training.

All certified peace officers, as required in the Washington Administrative Code 139-05-300, must receive continuing education and training that includes crisis intervention training. The current training may partially meet the Commission's requirements, which could reduce the expenditure impacts to local governments. If the Commission conducts the estimated 40 hours of initial and the two-hour refresher training, the annual costs for training could be \$900,000 a fiscal year. These costs are already reflected in the Commission's expenditure impact above.

Argument for

Washington ranks fifth in the nation in number of deaths from police use of force. The loss of life is devastating for families and officers. Our state law makes it virtually impossible to prosecute an officer. I-940 creates a fair process to determine if an officer acted reasonably, uses a good faith standard in place in twenty-seven states, and requires independent investigations so police do not investigate themselves, which will build trust.

I-940 will save lives.

940 mandates de-escalation and mental health training and requires first aid at the scene. This is common sense. The focus on prevention will help save lives.

I-940 protects people experiencing mental health crises.

Up to a third of those killed by police in Washington State have signs of mental illness. I-940 improves mental health training so officers can handle difficult situations and keep people with mental illness safe.

I-940 acknowledges the tensions driven by racial and economic differences.

People with disabilities, people of color, youth, Native Americans, LGBTQ+, and people in poverty are sometimes misunderstood in a crisis. I-940 provides modern training to help officers communicate with people from all walks of life, to better understand the people they serve, making everyone safer.

I-940 is supported by both community organizations and law enforcement leaders.

The training in I-940 is effective in police departments across the country, and is why local law enforcement leaders as well as OneAmerica, Children's Alliance, Equal Rights Washington, Moms Rising, ACLU, and the League of Women Voters support I-940.

Rebuttal of argument against

Since 1986, state law has shielded officers who unnecessarily kill people by requiring proof of "malice," or evil intent, a subjective standard virtually impossible to prove. Washington is the only state with this standard. Since 2005, police have killed over 300 Washingtonians, up to a third showing signs of mental illness. Only one officer was charged, and acquitted. Washington's families deserve an objective standard, independent investigations, and better training—improvements that will increase community safety.

Written by

Lisa Earl, mother of Jackie Salyers, Puyallup Tribe member; **Katrina Johnson**, cousin of Charleena Lyles; **Mitzi Johanknecht**, King County Sheriff; **Larry Sanchez**, Retired Grant County Deputy Sheriff; **Lauren Simonds**, Washington National Alliance on Mental Illness; **Mark Stroh**, Executive Director Disability Rights Washington

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<https://www.deescalatewa.org/>

Argument against

Public Safety Opposes I-940

Vote no

I-940 is a complex proposal that will create confusion and could compromise public safety.

Washington's first responders fundamentally believe that portions of I-940 are bad public policy, costly to implement, fail to provide funding or resources to improve training, will erode public safety, and will not reduce violent interactions between members of the public and law enforcement. I-940 pits the public against law enforcement. I-940 divides rather than unites.

Washington's peace officers are well trained and sensitive to the needs of the community. During the 2018 Legislative session an historic collaboration between the authors and supporters of I-940 and law enforcement resulted in a comprehensive effort to review and reform some areas addressed in the initiative. A continuation of that effort needs to occur.

Initiative 940, as written, would force police officers to hesitate in performing their responsibilities putting the public and officers' lives at risk. Please vote no on I-940 now and allow the 2019 Legislature to pass the comprehensive changes that address every component of the necessary reforms. These reforms must include adequate financial funding, community input, and legislative review to insure all concerns are fully addressed. I-940 falls far short in achieving these goals.

Please join *all* law enforcement in voting "no" on I-940.

Rebuttal of argument for

Law enforcement is unified in its belief that I-940 is bad public policy that will be costly to implement, will fail to provide funding or resources to improve training, will erode public safety, and will not reduce violent interactions between the public and law enforcement. I-940 divides more than it unites. For these reasons, law enforcement stands in opposition to I-940. We ask you to join us and *vote no*.

Written by

Mike Solan, Council of Metropolitan Police and Sheriffs; **Teresa Taylor**, Washington Council of Police & Sheriffs; **James Schrimpsner**, Washington Fraternal Order of Police; **Jeff Merrill**, Washington State Patrol Troopers Association; **Mike Padden**, State Senator (R), Spokane Valley

Contact: 206-247-8889;
<http://coalitionforasaferwashington.com/>

Complete Text

Initiative Measure No. 940

AN ACT Relating to law enforcement; amending RCW 9A.16.040; adding new sections to chapter 43.101 RCW; adding new sections to chapter 36.28A RCW; and creating new sections.

BE IT ENACTED BY THE PEOPLE OF THE STATE OF WASHINGTON:

PART I TITLE AND INTENT

NEW SECTION. Sec. 1. This act may be known and cited as the law enforcement training and community safety act.

NEW SECTION. Sec. 2. The intent of the people in enacting this act is to make our communities safer. This is accomplished by requiring law enforcement officers to obtain violence de-escalation and mental health training, so that officers will have greater skills to resolve conflicts without the use of physical or deadly force. Law enforcement officers will receive first aid training and be required to render first aid, which will save lives and be a positive point of contact between law enforcement officers and community members to increase trust and reduce conflicts. Finally, the initiative adopts a “good faith” standard for officer criminal liability in those exceptional circumstances where deadly force is used, so that officers using deadly force in carrying out their duties in good faith will not face prosecution.

PART II REQUIRING LAW ENFORCEMENT OFFICERS TO RECEIVE VIOLENCE DE-ESCALATION TRAINING

NEW SECTION. Sec. 3. A new section is added to chapter 43.101 RCW to read as follows:

(1) Beginning one year after the effective date of this section, all law enforcement officers in the state of Washington must receive violence de-escalation training. Law enforcement officers beginning employment after the effective date of this section must successfully complete such training within the first fifteen months of employment. The commission shall set the date by which other law enforcement officers must successfully complete such training.

(2) All law enforcement officers shall periodically receive continuing violence de-escalation training to practice their skills, update their knowledge and training, and learn about new legal requirements and violence de-escalation strategies.

(3) The commission shall set training requirements through the procedures in section 5 of this act.

PART III REQUIRING LAW ENFORCEMENT OFFICERS TO RECEIVE MENTAL HEALTH TRAINING

NEW SECTION. Sec. 4. A new section is added to chapter 43.101 RCW to read as follows:

(1) Beginning one year after the effective date of this

section, all law enforcement officers in the state of Washington must receive mental health training. Law enforcement officers beginning employment after the effective date of this section must successfully complete such training within the first fifteen months of employment. The commission shall set the date by which other law enforcement officers must successfully complete such training.

(2) All law enforcement officers shall periodically receive continuing mental health training to update their knowledge about mental health issues and associated legal requirements, and to update and practice skills for interacting with people with mental health issues.

(3) The commission shall set training requirements through the procedures in section 5 of this act.

PART IV TRAINING REQUIREMENTS SHALL BE SET IN CONSULTATION WITH LAW ENFORCEMENT AND COMMUNITY STAKEHOLDERS

NEW SECTION. Sec. 5. A new section is added to chapter 43.101 RCW to read as follows:

(1) Within six months after the effective date of this section, the commission must consult with law enforcement agencies and community stakeholders and adopt rules for carrying out the training requirements of sections 3 and 4 of this act. Such rules must, at a minimum:

(a) Adopt training hour requirements and curriculum for initial violence de-escalation trainings required by this act;

(b) Adopt training hour requirements and curriculum for initial mental health trainings required by this act, which may include all or part of the mental health training curricula established under RCW 43.101.227 and 43.101.427;

(c) Adopt training hour requirements and curricula for continuing trainings required by this act;

(d) Establish means by which law enforcement officers will receive trainings required by this act; and

(e) Require compliance with this act’s training requirements as a condition of maintaining certification.

(2) In developing curricula, the commission shall consider inclusion of the following:

(a) De-escalation in patrol tactics and interpersonal communication training, including tactical methods that use time, distance, cover, and concealment, to avoid escalating situations that lead to violence;

(b) Alternatives to jail booking, arrest, or citation in situations where appropriate;

(c) Implicit and explicit bias, cultural competency, and the historical intersection of race and policing;

(d) Skills including de-escalation techniques to effectively, safely, and respectfully interact with people with disabilities and/or behavioral health issues;

(e) “Shoot/don’t shoot” scenario training;

(f) Alternatives to the use of physical or deadly force so that deadly force is used only when unavoidable and as a last resort;

(g) Mental health and policing, including bias and stigma; and

(h) Using public service, including rendering of first aid, to provide a positive point of contact between law enforce-

ment officers and community members to increase trust and reduce conflicts.

(3) The initial violence de-escalation training must educate officers on the good faith standard for use of deadly force established by this act and how that standard advances violence de-escalation goals.

(4) The commission may provide trainings, alone or in partnership with private parties or law enforcement agencies, authorize private parties or law enforcement agencies to provide trainings, or any combination thereof. The entity providing the training may charge a reasonable fee.

PART V ESTABLISHING LAW ENFORCEMENT OFFICERS' DUTY TO RENDER FIRST AID

NEW SECTION. Sec. 6. A new section is added to chapter 36.28A RCW to read as follows:

(1) It is the policy of the state of Washington that all law enforcement personnel must render first aid to save lives.

(2) Within one year after the effective date of this section, the Washington state criminal justice training commission, in consultation with the Washington state patrol, the Washington association of sheriffs and police chiefs, organizations representing state and local law enforcement officers, health providers and/or health policy organizations, tribes, and community stakeholders, shall develop guidelines for implementing the duty to render first aid adopted in this section. The guidelines must: (a) Adopt first aid training requirements; (b) assist agencies and law enforcement officers in balancing competing public health and safety duties; and (c) establish that law enforcement officers have a paramount duty to preserve the life of persons whom the officer comes into direct contact with while carrying out official duties, including providing or facilitating immediate first aid to those in agency care or custody at the earliest opportunity.

PART VI ADOPTING A "GOOD FAITH" STANDARD FOR LAW ENFORCEMENT OFFICER USE OF DEADLY FORCE

Sec. 7. RCW 9A.16.040 and 1986 c 209 s 2 are each amended to read as follows:

(1) Homicide or the use of deadly force is justifiable in the following cases:

(a) When a public officer applies deadly force ((is-acting)) in obedience to the judgment of a competent court; or

(b) When necessarily used by a peace officer meeting the good faith standard of this section to overcome actual resistance to the execution of the legal process, mandate, or order of a court or officer, or in the discharge of a legal duty~~((:));~~ or

(c) When necessarily used by a peace officer meeting the good faith standard of this section or person acting under the officer's command and in the officer's aid:

(i) To arrest or apprehend a person who the officer reasonably believes has committed, has attempted to commit, is committing, or is attempting to commit a felony;

(ii) To prevent the escape of a person from a federal or state correctional facility or in retaking a person who escapes from such a facility; ~~((or))~~

(iii) To prevent the escape of a person from a county or city jail or holding facility if the person has been arrested for, charged with, or convicted of a felony; or

(iv) To lawfully suppress a riot if the actor or another participant is armed with a deadly weapon.

(2) In considering whether to use deadly force under subsection (1)(c) of this section, to arrest or apprehend any person for the commission of any crime, the peace officer must have probable cause to believe that the suspect, if not apprehended, poses a threat of serious physical harm to the officer or a threat of serious physical harm to others. Among the circumstances which may be considered by peace officers as a "threat of serious physical harm" are the following:

(a) The suspect threatens a peace officer with a weapon or displays a weapon in a manner that could reasonably be construed as threatening; or

(b) There is probable cause to believe that the suspect has committed any crime involving the infliction or threatened infliction of serious physical harm.

Under these circumstances deadly force may also be used if necessary to prevent escape from the officer, where, if feasible, some warning is given, provided the officer meets the good faith standard of this section.

(3) A public officer ((or peace officer)) covered by subsection (1)(a) of this section shall not be held criminally liable for using deadly force without malice and with a good faith belief that such act is justifiable pursuant to this section.

(4) A law enforcement officer shall not be held criminally liable for using deadly force if such officer meets the good faith standard adopted in this section.

(5) The following good faith standard is adopted for law enforcement officer use of deadly force:

(a) The good faith standard is met only if both the objective good faith test in (b) of this subsection and the subjective good faith test in (c) of this subsection are met.

(b) The objective good faith test is met if a reasonable officer, in light of all the facts and circumstances known to the officer at the time, would have believed that the use of deadly force was necessary to prevent death or serious physical harm to the officer or another individual.

(c) The subjective good faith test is met if the officer intended to use deadly force for a lawful purpose and sincerely and in good faith believed that the use of deadly force was warranted in the circumstance.

(d) Where the use of deadly force results in death, substantial bodily harm, or great bodily harm, an independent investigation must be completed to inform the determination of whether the use of deadly force met the objective good faith test established by this section and satisfied other applicable laws and policies.

(6) For the purpose of this section, "law enforcement officer" means any law enforcement officer in the state of Washington, including but not limited to law enforcement personnel and peace officers as defined by RCW 43.101.010.

(7) This section shall not be construed as:

(a) Affecting the permissible use of force by a person acting under the authority of RCW 9A.16.020 or 9A.16.050; or

(b) Preventing a law enforcement agency from adopting standards pertaining to its use of deadly force that are more restrictive than this section.

**PART VII
MISCELLANEOUS**

NEW SECTION. Sec. 8. The provisions of this act are to be liberally construed to effectuate the intent, policies, and purposes of this act. Nothing in this act precludes local jurisdictions or law enforcement agencies from enacting additional training requirements or requiring law enforcement officers to provide first aid in more circumstances than required by this act or guidelines adopted under this act.

NEW SECTION. Sec. 9. Except where a different timeline is provided in this act, the Washington state criminal justice training commission must adopt any rules necessary for carrying out the requirements of this act within one year after the effective date of this section. In carrying out all rule making under this act, the commission shall seek input from the attorney general, law enforcement agencies, tribes, and community stakeholders. The commission shall consider

the use of negotiated rule making. The rules must require that procedures under RCW 9A.16.040(5)(d) be carried out completely independent of the agency whose officer was involved in the use of deadly force; and, when the deadly force is used on a tribal member, such procedures must include consultation with the member's tribe and, where appropriate, information sharing with such tribe. Where this act requires involvement of community stakeholders, input must be sought from organizations advocating for: Persons with disabilities; members of the lesbian, gay, bisexual, transgender, and queer community; persons of color; immigrants; non-citizens; native Americans; youth; and formerly incarcerated persons.

NEW SECTION. Sec. 10. If any provision of this act or its application to any person or circumstance is held invalid, the remainder of the act or the application of the provision to other persons or circumstances is not affected.

NEW SECTION. Sec. 11. For constitutional purposes, the subject of this act is "law enforcement."

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