

Citizens League Report

Saint Paul Community-First Public Safety Commission

May 2021

Prepared by the Citizens League

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Citizens League

400 Robert Street North #1820

St. Paul, MN 55101

Contact information:

Kate Cimino, Executive Director
kcimino@citizensleague.org 651-289-1071

Amanda Koonjbeharry, Director of Public Policy
akoonjbeharry@citizensleague.org 651-289-1080

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Introduction

In November 2019, Saint Paul Mayor Melvin Carter announced a Community-First Public Safety Framework for the City, with over \$1.5 million in investments, seeking to improve community connectivity and supports, design public spaces for safety, and enhance the capacity of public safety systems in the City of Saint Paul.

Throughout the following year, cities around the nation were deeply affected by the economic and social impacts of the COVID-19 pandemic, as well as the widespread civil unrest that followed the killing of George Floyd by a Minneapolis police officer in May 2020. Many municipalities around the country dedicated new energy and resources to public safety and community safety initiatives.

Mayor Carter announced the creation of the Community-First Public Safety Commission in November 2020, to re-envision emergency response in Saint Paul. The Commission would focus on alternative first-response options to priority-4 and priority-5 calls for service, and approaches for ongoing community involvement in the City's Community-First Public Safety Framework, including considering the creation of a city-staffed office to drive and integrate this work.

The Citizens League, as a nonpartisan, nonprofit public policy organization based in Saint Paul, was contracted to lead this process as a neutral convener.

The Citizens League appreciates the City's focus on this important issue and the opportunity to support this work. The League's governing document, included in the Appendix of this report, outlines the values and practices that guided our work.

The work summarized in this final report represents thousands of hours of intense and sustained effort by many individuals during an exceptionally difficult time. This report, and the recommendations shown within, are respectfully submitted here as evidence that people with different perspectives can come together to engage in a meaningful process and find a path forward on the most complex issues facing our community.

Acknowledgments

The Citizens League wishes to thank and acknowledge many people and organizations for their contributions that made this report possible:

- The City of Saint Paul
- The Saint Paul & Minnesota Foundation
- The members of the Community-First Public Safety Commission, for sharing your valuable time, energy, and insights with us, and for your hard work, dedication, and vulnerability throughout this process. Special thanks to commission co-chairs, Acooa Ellis and John Marshall; commission member Natalia Davis for leading mindfulness exercises; and commission members Sami Banat, Natalia Davis, Amy Peterson, Jai Winston, and Heather Worthington for leading the public Town Hall meetings.
- City and County representatives named to the commission
- The Harvard Kennedy School Government Performance Lab, especially Andrew Bentley, Elliot Karl, and Kailey Burger
- The Robina Institute of Criminal Law and Criminal Justice, especially Dr. Ebony Ruhland, Dr. Lily Gleicher, and Kelly L. Mitchell
- Greater Twin Cities United Way
- The GreenLight Fund for assistance with creating a national scan of alternative response models
- Speakers and presenters, individually listed within the report, who provided information and insights to the commission
- Members of the Saint Paul community who provided input during our process
- Angelica Klebsch of AGK Consulting, LLC
- Damon Shoholm of Socratic Consulting, LLC
- The Board of Directors of the Citizens League
- The Citizens League Community-First Public Safety project team, including executive director Kate Cimino, director of public policy Amanda Koonjbeharry, communications and marketing specialist Jacob Taintor, project assistant Madeline McCue, research assistant Ben Gleekel, and interns Cora Heinzen and Krystal Blas Rodriguez

Executive Summary

From December 2020 through April 2021, the Citizens League convened the Community-First Public Safety Commission with the ambitious goal of re-envisioning public safety in Saint Paul. This Commission was one element within Mayor Melvin Carter's broader Community-First Public Safety Framework.

The commission's charge was to make recommendations to the Mayor and City Council regarding:

- 1) Alternative first response options to priority 4 and priority 5 calls for service
- 2) Approaches for ongoing community involvement in the City's community-first public safety framework
- 3) Consideration of the creation of a city staffed office to drive and integrate community-first public safety initiatives and strategies, i.e. office of violence prevention.

The commission was a diverse group of 48 individuals, named by the Mayor's office, representing a wide array of perspectives including community organizations, education, business, law enforcement, faith communities, and cultural and affinity groups. Designated representatives from the City of Saint Paul and Ramsey County joined meetings to serve as resources during the process.

The realities of this moment and the current context around public safety and policing made this process exceptionally challenging and intense, but participants were dedicated and committed to the work, and maintained a human-centered focus in their learnings, goals, and recommendations.

The commission's charge was robust, the issues were very complex, and the time was limited: Just 30 hours over the course of five months. The commission met every other week for three hours via Zoom video. Four public Town Hall meetings were designed and facilitated by commission members with Citizens League support, and the project maintained several community input lines.

Every effort was made to complete the commission's charge and to stay within the project's scope, while still honoring the commission's desire and sense of urgency to explore a wide variety of issues related to emergency response. The commission completed a vast amount of work in a very short time, on top of their other personal and professional demands, and should be commended for their efforts. Nonetheless, there were limitations to the level of detail and specificity we were able to cover, and any errors or misrepresentations within this report are unintentional.

The process involved a discovery phase, which included learning about current emergency response in Saint Paul, hearing stories and examples from residents of Saint Paul, and learning about alternative models in use around the country; a development phase of exploring and generating ideas; and finally a recommendation phase of developing and honing final recommendations. This was an iterative process with multiple rounds of ideating, generating, narrowing, and identifying areas of greatest support. The process included presentations, question and answer sessions, small group and large group discussions, multiple surveys, and several workshops using interactive virtual tools.

From this large and very diverse group of commission members, high-level recommendations emerged with extremely strong support.

Recommendations for alternative first-response to priority 4 and 5 calls for service are based on eight (8) call types identified by the commission as greatest interest.

The following top recommendations received over 90% support from commission members, and over 50% calling for immediate implementation. Additional recommendations, at other thresholds of support and immediacy, are noted within the full report.

All recommendations can be read either as “desired skills and behaviors of first responders” or “resources” that would help achieve optimal outcomes both for callers/community members and responders.

Young Person/Juvenile calls

- Community liaison is dedicated to these calls
- Culturally relevant ambassador program in neighborhoods responding to truancy and curfew violations
- Peer-to-peer support/other support groups actually on the ground doing the work
- Access to jobs, sports, arts and cultural connections
- Juvenile supervision center open 24/7

Persons in Crisis

- Mobile mental health team/other resources available 24/7
- Conflict resolution, trauma response preparedness, de-escalation
- System vets calls before sending police to allow for more appropriate/lowest level first responder
- Knowledge of mental health/disabilities so responder can make accurate assessments of safety and needs

Welfare Check

- Threat-assessment and de-escalation training
- New or paired responder models: peer-responder, mental health intervention specialist, situational awareness expert on the phone
- Prepared to provide information on available support and resources during a call
- 911 dispatcher trained to send calls to appropriate response team

Vehicles and Parking

- Advance/improve technology to make process more effective and efficient

Disorderly Conduct

- De-escalation
- Familiarity with mental health and substance abuse disorders
- 24/7 mental health center access
- Transparency with and accountability from trusted neighborhood sources
- Provide meaningful connections to city/neighborhood resources and response

General Assistance

- Provide meaningful connections to city resources at point of call
- Culturally-centered and focused approach
- Opportunity for mediator/conflict resolution model - diffuse tense situations and mediate conflict
- Increased access to virtual consultation

Child Abuse

- Identify problem addresses (repeat calls from same address); proactively respond with other supports

Civil Problem

- De-escalation skills
- Provide meaningful connections to city/external resources (such as mediation)

Systems, Data, and Dispatch

- Speak caller's language
- Hire from Saint Paul communities
- Review hiring rules (particularly for individuals with prior juvenile justice involvement) for joining law enforcement that create barriers to employment, as well as education requirements for those who are eligible for promotions

The broad nature of many of these ideas, and the extremely high levels of support shown by commission members, allows them to be further explored and operationalized in a way that works best for the City of Saint Paul. Some of these recommendations may already have pieces in place, which offers an opportunity for the city to rapidly scale up promising practices.

The issue of pretextual traffic stops also arose at the final commission meeting. Due to time limitations, this issue was not subject to the same level of exploration and discussion as the main content, but initial thoughts and levels of support were captured from the commission to inform future work on this topic.

For the additional two aspects of the commission's charge that were collaboratively explored by Harvard Kennedy School Government Performance Lab – consideration of an Office of Neighborhood Safety and ongoing community involvement – the following recommendations emerged:

1. Creation of a city-staffed office

95% of commissioners recommend creating a city-staffed office focused on violence prevention.

2. Focus of programming

"Gun Violence" and "Youth Violence" make up the top priority tier for programming. The next tier includes "Group-Based Violence" and "Structural Violence."

3. Narrow or broad programming

Instead of focusing narrowly on just one form of violence, or broadly on many forms of violence, 72% of commissioners recommend an office find a balance between the two strategies.

4. Youth programming

95% of commissioners recommend that an office dedicate resources to youth (less than 24 years) programming.

5. Targeting specific neighborhoods

97% of commissioners recommend an office dedicate resources to specific neighborhoods most impacted by violence.

6. Office strategy

Commissioners recommend an office focused on prevention programming but also including interruption and reconciliation / healing.

7. Community participation in the office's launch and operations

Hiring community members impacted by violence is the top recommendation for community participation, followed by an advisory council and volunteer opportunities.

8. Coordination with existing groups

Commissioners recommend an office consider coordinating with 22 government entities and 18 organizations. They are listed under Recommendation 6. "Black, Indigenous and People of Color (BIPOC) Community Based Organizations" is the most common recommended partnership.

9. Community governance

"Strategic Planning" and "Public Meetings" are the top community governance recommendations.

10. Continue to engage commissioners

95% of commissioners would like to be involved in the implementation of a city-staffed office or the design of ongoing community involvement. Their names are listed in Appendix B.

11. Office name

61% of commissioners recommend the name "Office of Neighborhood Safety."

The Saint Paul Police Department is highly regarded among police departments and has already adopted many promising practices, which were explored during the commission process and are included in this report. Nonetheless, what emerged from this process was an indication that the status quo of emergency response is not sufficient or sustainable to meet the intense and growing needs of the residents of Saint Paul. While change is difficult and feels risky, the outcomes of this process and the strong levels of support should encourage the City to explore new models. Individuals and groups outside of current City systems and institutions – those directly impacted by the systems – can contribute to this process to achieve maximum success.

Many commissioners and Town Hall participants indicated a strong desire to stay involved in this work and are eager to partner with the City on its community safety efforts.

Current environment and context

The following context is shared here, at the outset of this report, to embed this project within the current time and realities of the moment. These events informed how each individual arrived and engaged in this work.

When the commission began meeting in December 2020, it had been nine months since the onset of the COVID-19 pandemic in the United States. The pandemic had created stress and fear in communities, and is widely recognized as having a disparate impact on communities of color. Many individuals had been working from home and caring for loved ones while working, particularly children, as many schools were still conducting distance learning.

Commission meetings were held via Zoom video. While Zoom is useful for providing instant access from anywhere, it is fatiguing to use for multiple hours with large groups; participants could (and did) turn off their video from time to time during meetings. Video meetings also do not provide the same level of interaction, conversation, and relationship building that one would experience in person. For example, commissioners did not have the opportunity for casual conversations that would typically occur before or after in-person meetings or during breaks, which are key to forging connections and relational fabric within groups, sparking insights, and making progress on the work.

The current tension around public safety and law enforcement itself was at the core of this process. Numerous violent incidents and police-related incidents occurred during the span of the commission's work, which we acknowledged and recognized during meetings: The killing of Dolal Idd by Minneapolis police officers; the killing of D'Zondria Wallace and her two children in a domestic incident (after a "welfare check," one of the Priority 4 situation types we were exploring); and several mass shootings in other states, one specifically targeting Asian-Americans, along with increased violent attacks against members of the AAPI community in recent months.

In January, we saw the attack on the U.S. Capitol in Washington, and a few weeks later, the transition from the Trump administration to the Biden administration.

This project also began seven months after the killing of George Floyd in Minneapolis, and the trial of former officer Derek Chauvin began midway through our project, with the guilty verdict being announced the afternoon prior to our final commission meeting. Lastly, in our final month, Daunte Wright, a black man, was killed by a police officer during a traffic stop in nearby Brooklyn Center. Throughout these weeks our communities experienced protests, barricading of government buildings, and expanded law enforcement presence which included members of the Minnesota National Guard.

Commission members described this time as stressful, intense, and exhausting. Many commission members were directly involved in these issues, either through community care and advocacy, or as law enforcement and peace officers; all members were affected in some way by the current environment. Throughout this process, a segment of each meeting's agenda was dedicated to acknowledging the lived realities of the time and provide support for each other as real people in this work, to the best of our ability.

The Work of the Commission

Scope of work

The project's scope of work, as designated by the City of Saint Paul, was as follows:

The Community-First Public Safety Commission (CFPSC) will help shape the City of Saint Paul's continued work to take a holistic and sustainable approach to building safer outcomes in our neighborhoods. The task force will bring together community members with wide ranging experiences to explore how the City can build upon its current strategy. They will examine a wide range of policy ideas for alternative emergency response models.

The CFPSC will make recommendations to the Mayor and City Council regarding:

- 1) Alternative first response options to priority 4 and priority 5 calls for service
- 2) Approaches for ongoing community involvement in the City's community-first public safety framework.
- 3) Consideration of the creation of a city staffed office to drive and integrate community-first public safety initiatives and strategies i.e. office of violence prevention.

Commission membership

The commission was comprised of 48 members, including two co-chairs, named by the Mayor.

The membership was structured to include representatives from education, youth, business, cultural and other affinity groups, law enforcement, advocacy organizations, faith communities, intergovernmental partners, philanthropy, and residents at-large.

Members' affiliations are shown as indicated in the City of Saint Paul's December 2020 press release.

1. Acooa Ellis, Commission Co-Chair , Twin Cities United Way
2. John Marshall, Commission Co-Chair, Xcel Energy
3. Commissioner Toni Carter, Ramsey County Board of Commissioners District 4
4. Judge Nicole J. Starr, Ramsey County 2nd Judicial District Court
5. Councilmember Mitra Jalali, Saint Paul City Council, Ward 4
6. Director Chauntyll Allen, Saint Paul Public School Board of Education
7. Sue Abderholden, NAMI Minnesota
8. Ahmed Anshur, Masjid Al-Ihsan Islamic Center/ISAIAH
9. Cedrick Baker, Saint Paul Public Schools
10. Sami Banat, Student
11. Jason Barnett, Resident At-Large
12. Rev. Dr. Ron Bell, Camphor Memorial U.M.C./ St. Paul Black Interdenominational Ministerial Alliance
13. Monica Bravo, West Side Community Organization
14. Scott Burns, Structural
15. Chikamso Chijioke, Saint Paul Youth Commission
16. Samuel Clark, Resident At-Large
17. JoAnn Clark, Resident At-Large
18. Sasha Cotton, African American Leadership Council
19. Sierra Cumberland, Saint Paul Police Civilian Internal Affairs Review Commission
20. Natalia Davis, Resident At-Large / Irreducible Grace
21. Julio Fesser, Securian Financial
22. Ameen Ford, Resident At-Large

23. Anna-Marie Foster, Saint Paul Youth Commission
24. Simone Hardeman-Jones, GreenLight Fund Twin Cities
25. Suwayda Hussein, Saint Paul Youth Commission
26. Laura Jones, Root and Restore Saint Paul
27. David Squier Jones, Center for Homicide Research
28. Clara Junemann, Saint Paul Youth Commission
29. Farhio Khalif, Saint Paul NAACP
30. Suwana Kirkland, National Black Police Association
31. Alicia Lucio, Resident At-Large / Community Ambassadors
32. Wintana Melekin, Resident At-Large *
33. Stephen Moore, Culture Booster
34. Amin Omar, Horn of Africa
35. Francisco “Frank” Ortiz, National Latino Police Officers Association
36. Maureen Perryman, Resident At-Large
37. Amy Peterson, HealthPartners
38. President Suzanne Rivera, Macalester College
39. Mark Ross, Saint Paul Police Federation
40. Garaad Sahal, Somali Peace Officers Association
41. Mario Stokes, AFSCME
42. Olyvia Rayne Taylor, Student *
43. LyLy Vang-Yang, TakeAction MN
44. Teshite Wako, Oromo Community Center
45. Jai Winston, Knight Foundation
46. Heather Worthington, Resident At-Large
47. Pheng Xiong, Asian Peace Officers Association
48. Otis Zanders, Ujamaa Place

** Olyvia Rayne Taylor did not participate in the commission. Wintana Melekin resigned from the commission in April 2021.*

Commission members brought complex and nuanced identities to this project, representing their family and community identity as well as their organizational or professional identity. For example, many members voiced that they were the parent of a child of color, and that reality informed how they approached this work. Others shared that they had a spouse or sibling working in law enforcement. Rather than asking people to leave these identities “at the door,” we encouraged members to bring these perspectives in and incorporate them into the work.

Staff and leadership presence from the following departments and governmental partners was required and a representative of the following entities participated throughout the process:

City of Saint Paul

- Saint Paul Police Department
- Saint Paul Fire Department
- Saint Paul Human Rights and Equal Economic Opportunity
- Saint Paul Parks and Recreation
- Saint Paul City Attorney’s Office
- Saint Paul Libraries
- Saint Paul Mayor’s Office
- Saint Paul Human Resources

- Saint Paul Office of Technology & Communications
- Saint Paul Financial Services

Ramsey County

- Ramsey County Transforming Systems
- Ramsey County Social Services
- Ramsey County Public Health
- Ramsey County Attorney's Office
- Ramsey County Sheriff's Office
- Ramsey County Emergency Communications Center

The Citizens League held a separate meeting with these representatives in April to discuss the process and the emerging recommendations.

Project collaborations

Two additional organizations were brought on by the Mayor's office to provide collaborative support for this effort.

The Harvard Kennedy School, Government Performance Lab (GPL)

The Government Performance Lab (GPL) at Harvard Kennedy School supports state and local governments across the country in designing and implementing solutions to pressing social problems. The GPL has conducted over 100 projects in 30 states, helping innovative leaders improve the results they achieve for their residents. An important part of the GPL's research model involves capturing the insights, tools and practices that are gained through these hands-on projects and sharing them with government leaders across the country.

The GPL team supported items 2 and 3 of the original project charge: Approaches for ongoing community involvement in the City's community-first public safety framework, and consideration of the creation of a city staffed office to drive and integrate community-first public safety initiatives and strategies, i.e. office of violence prevention. Through the course of this project, note that the "city staffed office" was first referred to as an Office of Violence Prevention (OVP), and then an Office of Neighborhood Safety (ONS), due to a desire expressed by many commission members to avoid the word violence in the title of such an office.

The results of GPL's work with the commission on the Office of Neighborhood Safety and community advisory concepts are shown below under "Commission Outcomes and Recommendations."

The Robina Institute of Criminal Law and Criminal Justice

Researchers from the Robina Institute (an organization based at the University of Minnesota) supported this project with analysis of data sets including call-for-service and officer-initiated call data from the Ramsey County Emergency Communications Center and the Saint Paul Police Department. The Robina team presented some of their findings to the commission several times during the project, and responded to questions from commission members. However, due to the process of acquiring the necessary data, and the complexities of analyzing this data set, the full research report was completed after the conclusion of the commission's meetings. The full report is included in the Appendix.

Commission process and groundwork

Meeting process

The commission held ten (10) three-hour meetings, approximately every other week, from December 2020 through April 2021. Due to the COVID-19 pandemic, meetings were held virtually via Zoom video. The chat feature of Zoom was also used for discussion, questions, answers, and comments throughout each meeting, both by commission members and City/County representatives when relevant questions arose.

Details of meetings, including date, time, and meeting materials, were made available to the public on the Citizens League website. Meetings were open to the public via live stream on YouTube. Members of the public were able to see all speakers and presentations, but were not able to see the chat. However, facilitators made an effort to express chat content and questions out loud for the benefit of those viewing the live stream.

Meetings were audio recorded only for the purpose of creating meeting minutes, and then the recordings were deleted. No video recording was captured.

Minutes were created following each meeting, and were approved by majority vote of the commission members at the next meeting.

Due to the intensity of the issues discussed, and the strain on members of our community during this process, a brief time was reserved near the beginning of each meeting for a “mindfulness moment,” led by commission member Natalia Davis, which typically involved breathing and centering exercises.

Most meetings also included time in Zoom breakout rooms where small groups of commission members could process thoughts and insights related to the project, or work together on the process of developing recommendations.

To guide our work together and set expectations at the outset, the commission reviewed, edited, and approved a set of guiding principles over the course of the first two meetings. These principles are shown in the appendix.

The commission used the Citizens League’s staged approach of discovery, development, and recommendations. Phases overlapped somewhat in this project, but nonetheless the rubric provides a helpful way to understand the progress of the commission’s work:

Phase 1	Phase 2	Phase 3
Learning and discovery	Exploring and ideating alternatives	Developing recommendations

During Phase 1, the discovery stage, there was a focus on presentations, questions, and answers, as the commission worked to understand the current landscape of emergency response and the current realities impacting the communities of Saint Paul. Commission members were invited to complete surveys following each of the early meetings, indicating what more they would like to learn, and who they would like to hear from in future meetings. These suggestions informed the design of successive meetings.

The speakers who presented or shared insights at commission meetings over the course of the project are listed below in the order they appeared.

- Saint Paul Mayor Melvin Carter
- Ms. Nancie Pass, Director, Ramsey County Emergency Communications Center (RCECC)
- Mr. Matt Toupal, Deputy Chief, SPPD
- Ms. Sophia Thompson, Division Director, Adult Support & Mental Health Center of Ramsey County
- Ms. Jamie Jackson, Supervisor, Adult Crisis Response Team of Ramsey County
- Mr. Jamie Sipes, Program Coordinator, SPPD Community Response and Stabilization Unit (COAST)
- Mr. Roger Meyer, Project Director, East Metro Crisis Alliance
- Mr. Andrew Bentley, Project Leader, Harvard Government Performance Lab (GPL)
- Ms. Kailey Burger, Managing Director, Harvard GPL
- Mr. Elliot Karl, Innovation Fellow, Harvard GPL
- Mr. Mitchell B. Weiss, Professor of Management Practice, Harvard Business School
- Mr. Pheng Xiong, Officer, SPPD
- Dr. Ebony Ruhland, Former Research Director, Robina Institute
- Dr. Lily Gleicher, Research Scholar, Robina Institute
- Ms. Sasha Cotton, Director, Minneapolis Office of Violence Prevention
- Ms. Artika Roller, Executive Director, Minnesota Coalition Against Sexual Assault
- Ms. Shelley Cline, Executive Director, Saint Paul & Ramsey Co. Domestic Abuse Intervention Project
- Mr. Kenneth Adams: Deputy Chief of Emergency Medical Services, Saint Paul Fire Department
- Mr. Elizer Darris, Executive Director, Minnesota Freedom Fund
- Ms. Toshira Garraway, Founder, Families Supporting Families Against Police Violence
- Mr. Douglas Mackbee, Housing Program Manager, Catholic Charities of Saint Paul & Minneapolis

The work completed in the Development and Recommendation Phases is described in greater detail throughout this report.

A note on subcommittees: The commission briefly used subcommittees as a way to deepen commission members' engagement and to accomplish our task. Early in the process, three subcommittees (research, inclusion, and outreach) were formed and went on to meet several times during regular commission meetings. Their discussions raised important questions and points that informed next steps, but the bulk of the work remained with the full commission, and the subcommittees did not end up being a central tool in the project. An exception is the outreach subcommittee, which generated the initial concepts for the Town Hall meetings, and had several members go on to help design and facilitate the Town Halls.

Understanding our charge

Time and effort was required with the full commission to gain clarity on the difference between our Commission and the Mayor's overall Community-First Public Safety initiative; and to fully understand the three parts of our commission's charge.

Early in the process, commissioners expressed a desire to understand the response to *high-priority* calls if they were to suggest changes to response models for low-priority calls. They also expressed some frustration that the commission had been charged with addressing only the response to low-priority calls. There was a strong desire to "go beyond" the scope and learn about / talk about a wider range of calls and priorities. In fact, as we learned, many situations *can* show up in different priority levels depending on their recency and urgency; and situations can also escalate. Therefore it was necessary to gain an understanding of the larger picture of emergency response.

Throughout this process, we made an effort to stay within the commission's scope and to deliver on the charge, but it should be noted that many presentations, learnings, and insights spanned into situations beyond low-priority calls.

As a group, we navigated several notable tensions in the charge and the process, and attempted to strike a balance between:

- Investing significant time understanding the current landscape and current response ecosystem, *and* moving out of that paradigm to envision something different.
- Hearing from systems and institutional voices and speakers, *and* hearing community members' first person experiences and lived realities. This tension was mitigated somewhat by the thoughtful inclusion (by the Mayor's office) of a wide variety of individuals on the commission representing an overlap of both institutional and community experiences, often within the same individual. Overall there was recognition from the commissioners that it is imperative for non-institutional voices and perspectives to be included in institutional and systems reform.
- Bringing in guest presenters and speakers, *and* building in time for commissioners to speak and discuss amongst themselves.
- Completing the due diligence required for responsible stewardship of the commission's charge, *and* honoring the project's set timeline and deadlines.

Desired impact / problems we aim to address

Midway through the process, commissioners began expressing a desire to define and name "the problem we are trying to solve," as there was a sense of not knowing whether there was alignment among commission members on this point.

To this end, we spent time in small groups during Meeting #7 discussing and exploring this question, and followed the meeting with a survey. The Citizens League then created a graphic encompassing the five major areas of desired impact that emerged from the commission. Members reviewed and discussed the graphic at Meeting #8. Several additional points were made, including expanding data collection and improving cultural competency. General support and appreciation was shown for the outcome, with no significant concerns expressed.



Community input and engagement

Community engagement occurred in multiple ways throughout the project.

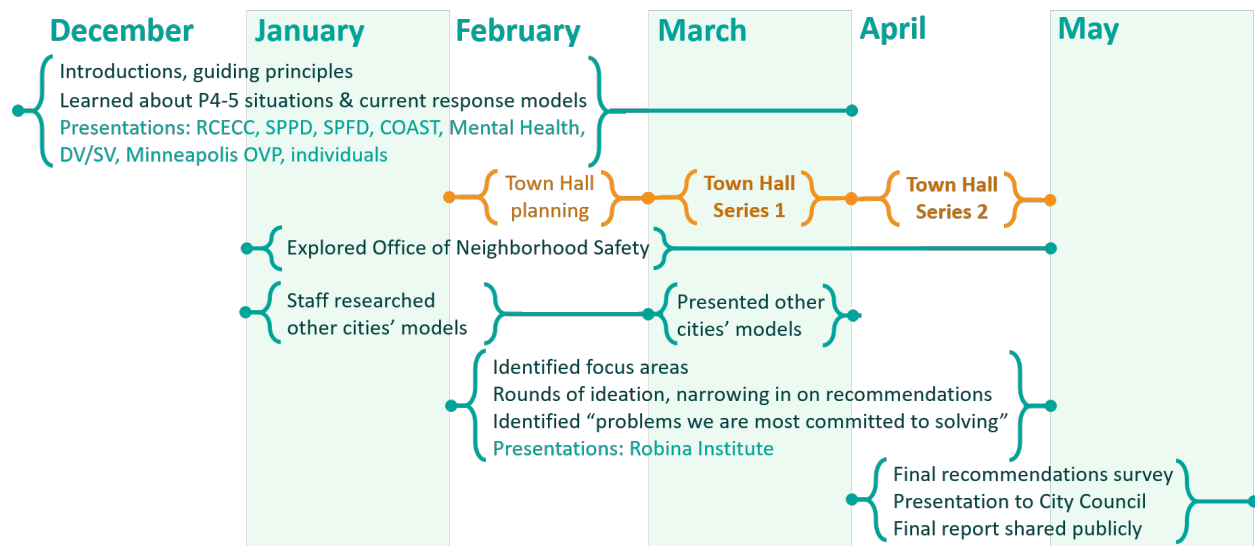
The Citizens League website had a page dedicated to the project which included commission information, minutes, presentation materials, and information about upcoming meetings. The League offered a project-specific email subscription list for interested parties to receive updates and news.

The Citizens League maintained a dedicated email, voicemail, and Google form for community input. These input lines were posted on our website and shared on slides and in the chat during the commission meetings. Over the course of the project, about 15 comments were received through these channels, and were shared verbally with the commission during meetings, or in the case of longer form submissions, were sent as attachments or posted on shared access sites. All of these submitted items are included in the Appendix.

Four virtual public Town Hall meetings were held; two in March and two in April. These Town Halls were planned, designed, and facilitated by a team of commission members working with Citizens League staff. Flyers for the Town Halls were created in four languages, English, Spanish, Hmong, and Somali, and were circulated to commission members and community groups. Interpreters were also available upon request. In all, approximately 90 people attended Town Hall meetings. Summaries of comments and contributions from the Town Halls are included in the Appendix.

Summary of commission meetings

The following graphic summarizes the commission's work and process over the course of the six month engagement.



Meeting 1

December 16, 2020

Co-chairs Acooa Ellis and John Marshall began the first meeting of the City of Saint Paul Community-First Public Safety Commission on Zoom by welcoming the commissioners and thanking them for their participation and engagement through this medium. Co-chair Marshall reviewed the commission's charge of providing recommendations to the Mayor and City Council regarding:

- i. Alternative first response options to Priority 4 and Priority 5 calls;
- ii. Community involvement in the City's community-first public safety framework; and,

- iii. Consideration of the creation of a city-staffed office to drive and integrate community-first public safety initiatives and strategies.

Saint Paul Mayor Melvin Carter greeted the commission and expanded on the commission's charge, explaining his objective of unburdening the police of the responsibility of situations that do not necessitate a police response so that they may better respond to emergencies. He identified the need for systemic change and thanked the commission for their work.

Co-chair Ellis led the commission through in a round of introductions. Commissioners, staff, and representatives of the City of Saint Paul and Ramsey County introduced themselves, each sharing their role in the community and some of the ideas that they brought to the commission.

Ms. Kate Cimino, executive director of the Citizens League, thanked the commissioners for their participation, spoke to the place of the Citizens League in the realm of policy-making, and explained the Citizens League process. She introduced a draft set of guiding principles for the commission. The commissioners discussed them in small groups and provided suggestions for the next draft.

Ms. Amanda Koonjeberry, director of public policy of the Citizens League, shared the proposed timeline for the commission and explained how the commissioners and the greater community could share their thoughts and feedback with the Citizens League and the commission.

Meeting 2

January 6, 2021

Presenters:

Mayor Melvin Carter, Mayor of Saint Paul
 Ms. Nancie Pass, Director, Ramsey County ECC
 Mr. Matt Toupal, Deputy Chief, SPPD

In small groups, commission members discussed their impressions from the previous meeting and what thoughts they were bringing into this meeting. Co-chairs Marshall and Ellis acknowledged the recent officer-involved shooting of Dolal Idd in Minneapolis and the value of this commission's work.

Mayor Melvin Carter joined the meeting to discuss the City of Saint Paul's Community-First Public Safety Framework, of which the commission was a part. The Framework has two parts: how the city responds to crimes and crises, and how the city can proactively prevent crimes and crises. The work of the commission will largely be in the former, to help craft better emergency responses and crisis interventions by identifying which types of calls for service should receive non-police emergency responses and what those alternative responses should look like. Mayor Carter took questions from commissioners, noting that the commission would be focusing on Priority 4 and Priority 5 calls, which are largely routine, non-violent, and non-urgent situations.

Ms. Cimino reviewed the second draft of guiding principles for the commission that had been updated following the recommendations of the commission. The commission voted unanimously to adopt the guiding principles.

Ms. Nancie Pass, director of the Ramsey County Emergency Communications Center, presented about how the Ramsey County ECC works and how its telecommunicators and dispatchers receive calls, prioritize them, and dispatch them to various police departments, fire departments, paramedics, mental health services, and other entities. She explained that calls are designated with a "call type" and a priority level: call types are determined by the type of incident (i.e., person in crisis, drunk driver, shots fired, disorderly conduct, etc.) while priority levels are determined by the urgency and danger of the situation.

Mr. Matt Toupal, Deputy Chief of the Saint Paul Police Department, presented about how the SPPD receives calls and responds to them. He explained that the Ramsey County ECC's prioritization system determines how calls appear in police officers' queue and that an incident's call type and priority level can change as the ECC or officers arriving on scene learn more about the situation. Mr. Toupal also discussed the various SPPD initiatives to

condense less-urgent work so that officers are better able to respond to emergencies. These include online reporting, tele-serve, and tactical disengagement.

Ms. Cimino introduced the commission's three subcommittees:

- The Outreach Subcommittee, which would organize commission's town hall events and would oversee community outreach and feedback;
- The Research Subcommittee, which would review data collected about alternative response models and other proposals and would assess the risk and feasibility of recommendations being considered by the commission;
- The Inclusion Subcommittee, which would ensure that the commission would be as inclusive as possible and would identify community perspectives, subject experts, and new ideas that should be brought into the commission.

Meeting 3

January 13, 2021

Presenters:

Ms. Sophia Thompson, Division Director, Adult Support & Mental Health Center of Ramsey County
 Ms. Jamie Jackson, Supervisor, Adult Crisis Response Team of Ramsey County
 Mr. Jamie Sipes, Program Coordinator, SPPD Community Response and Stabilization Unit (COAST)
 Mr. Roger Meyer, Project Director, East Metro Crisis Alliance

In small groups, commission members discussed their impressions from the previous meeting and what thoughts they were bringing into this meeting.

Co-chair Ellis introduced some of the organizations that would be partnering with the commission. Ms. Kelly Mitchell, Executive Director of the Robina Institute of Criminal Law and Criminal Justice at the University of Minnesota Law School, introduced the work of the Robina Institute in using data to understand and address challenges in the criminal justice system. On this project, the Robina Institute would analyze data on calls for service.

Mr. Elliot Karl, Mr. Andrew Bentley, and Ms. Kailey Burger from the Harvard Kennedy School's Government Performance Lab (GPL) introduced the GPL's work in helping governments implement research-backed solutions. On this project, the GPL would explore the idea of a city-staffed Office of Violence Prevention.

Ms. Sophia Thompson and Ms. Jamie Jackson presented about Ramsey County's mental health services and mobile crisis teams. They explained how calls can be dispatched to directly to mobile crisis teams, what kinds of calls can be sent to them, and how mobile crisis teams can respond. Mobile crisis teams can provide voluntary and involuntary interventions. They use trauma-informed care and consider a variety of situational factors for each case. Mobile crisis teams interface regularly with SPPD and can be called by SPPD to take over situations.

Mr. Jamie Sipes presented about the SPPD's Community Outreach and Stabilization (COAST) Unit. The COAST unit was born of an SPPD workgroup on mental health in response to a rise to a steady increase in the number of calls regarding mental health. COAST aims to meet the mental health needs of the community and reduce the number of mental-health-related calls and arrests. The COAST unit is a co-responder model: specially trained officers are partnered with mental health professionals who are called in when an officer understands that the person in crisis does not require immediate emergency intervention. The COAST unit also provides case management and education about mental health.

Mr. Roger Meyer presented about the East Metro Crisis Alliance, a public-private partnership whose objective is to reduce the practice of keeping people in need of mental healthcare in the emergency room. The East Metro Crisis Alliance is attempting to optimize the entire crisis response system. They offer a number of programs and services to support hospitalized persons in crisis.

Commissioners engaged in discussion, with some sharing their experiences of working with police, and some sharing stories about their negative encounters with law enforcement. Commissioners asked questions of the presenters.

Meeting 4

January 27, 2021

Presenters:

Mr. Andrew Bentley, Project Leader, Harvard GPL
 Ms. Kailey Burger, Managing Director, Harvard GPL
 Mr. Elliot Karl, Innovation Fellow, Harvard GPL
 Mr. Mitchell B. Weiss, Professor of Management Practice, Harvard Business School
 Mr. Pheng Xiong, Officer, SPPD

In small groups, commission members discussed their impressions from the previous meeting and what thoughts they were bringing into this meeting.

Mr. Andrew Bentley, Ms. Kailey Burger, and Mr. Elliot Karl presented the Harvard GPL's initial research on the general structure and role of an Office of Neighborhood Safety (ONS). The GPL defined an ONS as a non-police governmental office that aims to reduce and ameliorate violence by offering community-centric, non-punitive programming and that has community members in decision-making capacity; they used this definition to identify and analyze 17 ONSs elsewhere in the country. They found that ONSs are relatively new institutions and that they primarily focus on violence prevention, violence interruption, and referring people to services. Most ONSs are housed within the executive branch of local government, have small budgets compared to police, and have fewer than 20 employees. The GPL staff took suggestions for future research from commissioners.

Mayor Melvin Carter introduced Mr. Mitchell B. Weiss, with whom he worked to develop the City of Saint Paul's Community-First Public Safety Framework. Mr. Weiss shared his framework of government as a platform for scaling work that serves the public. He talked about the importance of entrepreneurial local government and how to overcome risks by partnering with trusted structures.

Mr. Pheng Xiong of the SPPD explained how officers respond to calls of different priority levels and call types. He explained in detail how officers receive dispatched calls, which officers are dispatched to a call, how officers arrive at a scene, and what officers generally expect of different kinds of calls. He noted the some of the challenges in responding to Priority 4 and 5 calls.

Commissioners joined subcommittees to begin work on their respective objectives.

Meeting 5

February 10, 2021

Presenters:

Dr. Ebony Ruhland, Former Research Director, the Robina Institute
 Dr. Lily Gleicher, Research Scholar, the Robina Institute
 Mr. Andrew Bentley, Project Leader, Harvard GPL
 Mr. Elliot Karl, Innovation Fellow, Harvard GPL
 Ms. Sasha Cotton, Director, Minneapolis Office of Violence Prevention

In small groups, commission members discussed their impressions from the previous meeting and what thoughts they were bringing into this meeting. Co-chairs Marshall and Ellis acknowledged the recent loss of Ms. D'Zondria Wallace and her children in Saint Paul and the importance of considering the human impacts of this commission's work.

Drs. Ebony Ruhland and Lily Gleicher presented the Robina Institute's preliminary findings: they analyzed call data provided by the Ramsey County ECC and the SPPD from 2019 and 2020. They found that Priority 4 and 5 calls made up more than half of all calls. The most frequent call types within Priority 4 were disorderly conduct, assist citizen, previous case follow-up, welfare check, and noise complaint. The most frequent call types within Priority 5 were police proactive visit, parking complaint, administrative detail, proactive foot patrol, and abandoned vehicle. The Robina Institute would continue their research to understand how call priority, call type, location, time of day, and day of week may affect call outcomes.

Mr. Bentley and Mr. Karl presented the second part of the Harvard GPL's research based on input from the commission. They found that nine out of the 17 ONSs offer programming targeted youth, seven offer programming targeted specific neighborhoods, and four offer programming targeting domestic violence. They profiled ONSs in Richmond, CA, and in Los Angeles County, CA.

Ms. Cotton shared her work as the head of the Minneapolis Office of Violence Prevention, one of the 17 ONSs reviewed by the Harvard GPL. The Minneapolis Office of Violence Prevention was created in 2018 to oversee Minneapolis's various violence prevention programs. It uses a public health approach to address violence through primary, secondary, and tertiary prevention models. It currently has a staff of six but will be expanding to 22 in the next year.

Commissioners joined subcommittees to continue work on their respective objectives.

Meeting 6

February 24, 2021

Presenters:

- Ms. Kate Cimino, Executive Director, Citizens League
- Ms. Amanda Koonjbeharry, Director of Public Policy, Citizens League
- Ms. Artika Roller, Executive Director, Minnesota Coalition Against Sexual Assault
- Ms. Shelley Cline, Executive Director, Saint Paul & Ramsey Co. Domestic Abuse Intervention Project

In small groups, commission members discussed their impressions from the previous meeting and what thoughts they were bringing into this meeting.

Ms. Cimino presented a review of the information has been presented to the commission about the current response to Priority 4 and 5 calls.

Ms. Koonjbeharry led the commission in a workshop to identify the specific call types the commission felt were most in need of an alternative response. Commission members selected their personal priorities, deliberated in small groups, and discussed their conclusions as a full group.

Ms. Roller presented about the work of the Minnesota Coalition Against Sexual Assault and Violence-Free Minnesota, two statewide coalitions of programs aimed at addressing domestic violence. They support, convene, & collaborate with their member programs, advocates, prosecutors, law enforcement, and policy makers to promote a victim-centered response to violence, and to increase the effectiveness of the criminal justice system.

Ms. Cline presented about the work of the Saint Paul & Ramsey County Domestic Abuse Intervention Project, a grassroots organization that provides advocacy and support services to domestic violence victims. They offer a service that sends a domestic abuse advocate and investigator in response to 911 calls to help victims as they interface with police. They have also worked with SPPD to create the *Blueprint for Safety*, the national model for how criminal justice systems handle domestic violence using a unified victim-centered policy.

Meeting 7

March 10, 2021

Presenters:

Ms. Kate Cimino, Executive Director, Citizens League

Mr. Kenneth Adams: Deputy Chief of Emergency Medical Services, Saint Paul Fire Department

In small groups, commission members discussed their impressions from the previous meeting and what thoughts they were bringing into this meeting.

Ms. Cimino reviewed the results of a commission survey that found commissioners were most interested in eight call types within Priority 4 and 5:

- Juvenile
- Welfare check
- Disorderly conduct
- Persons in crisis
- Assist citizen
- Child abuse
- Civil problem
- Vehicles and parking

Ms. Cimino, Ms. Pass from the Ramsey County ECC, Mr. Toupal from the SPPD, and Juvenile Detention Alternatives Coordinator Dr. Raymond Moss discussed situations that results in Priority 4 & 5 calls of each of the eight call types. Commissioners asked questions and discussed how the response to these calls could be altered. In small groups, commissioners discussed what an ideal response to some of these calls would look like.

Dep. Chief Kenneth Adams of the Saint Paul Fire Department (SPFD) presented about the SPFD's Basic Life Support (BLS) program, a unique program to train emergency medical technicians who are *not* firefighters and have them staff BLS ambulance crews. The ECC can dispatch low-level calls directly to BLS crews; this arrangement frees up Advanced Life Support crews so they can better respond to emergencies.

Meeting 8

March 24, 2021

Presenters:

Ms. Kate Cimino, Executive Director, Citizens League

Mr. Elizer Darris, Executive Director, Minnesota Freedom Fund

Ms. Toshira Garraway, Founder, Families Supporting Families Against Police Violence

Mr. Douglas Mackbee, Housing Program Manager, Catholic Charities of Saint Paul & Minneapolis

Mr. Damon Shoholm, President, Socratic Consulting

Ms. Angelica Klebsch, AGK Consulting

Co-chairs Marshall and Ellis began the meeting by acknowledging the strain of current events, including the Chauvin trial and recent mass shootings. They encouraged members to connect their communities with this commission's work and to seek out helpful, constructive feedback. Members of the Inclusion Subcommittee reported on the first set of Town Hall meetings and other community feedback.

Ms. Cimino presented the work of the Citizens League to identify the values most important to the commission and the problems that the commission is most committed to solving based on the commission's discussions and on survey results. The five priorities, in no particular order, were:

- More appropriate responders for each situation who can best assist those in need;
- Decriminalize behavior & response, particularly for people & communities of color;
- More efficient deployment of law enforcement—reserve & focus police resources for where they are most needed;

- Focus on prevention and community safety; and
- Improve systems & increase accessibility.

The commission discussed this list of priorities and offered several additional comments, including expanding data collection, improving cultural competency, and changes to the Ramsey County ECC.

Mr. Darris, Ms. Garraway, and Mr. Mackbee spoke to the commission as members of communities who had been impacted by policing. Their conversation was moderated by Mr. Shoholm. The speakers introduced themselves to the commission and shared their personal backgrounds. They spoke about their ideas for improving emergency response, including peer support specialists for persons in crisis and improving protocols for police to listen to people at scenes. Ms. Garraway wanted the commission to remember that communities have experienced decades of trauma from police violence. Mr. Darris added that it would be essential to include those voices in the process of changing the system. Mr. Mackbee wanted the commission to remember the humanity of people experiencing homelessness.

Ms. Cimino presented a preliminary framework for the commission's final report. Commissioners discussed the framework and suggested changes, such as focusing the "community-first" aspect of the commission and framing this report based on the question "what makes people safe?" and on the understanding that systemic problems need systemic solutions.

Ms. Klebsch led the commissioners in an activity to begin to shape the commission's recommendations. Commissioners were asked to answer two questions—"What should an interaction in this situation feel like (to all those involved), when a response is necessary?" and "What skills, behaviors, or resources would help us get there?"—for each of the eight call types that the commission had identified as top priorities in the previous meeting. In small groups, commissioners discussed these questions and then collaborated to record their ideas on an interactive virtual whiteboard.

Meeting 9

April 7, 2021

Presenters:

Dr. Ebony Ruhland, Former Research Director, the Robina Institute
 Dr. Lily Gleicher, Research Scholar, the Robina Institute
 Mr. Andrew Bentley, Project Leader, Harvard GPL
 Mr. Elliot Karl, Innovation Fellow, Harvard GPL
 Ms. Angelica Klebsch, AGK Consulting

Co-chairs Marshall and Ellis began the meeting by acknowledging the stress of the ongoing trial and thanking the commission for engagement while current events made this work ever more important.

Drs. Ebony Ruhland and Lily Gleicher presented the Robina Institute's final research on calls for service in Saint Paul. They found that in 2019, 29.5% of calls were emergency calls from the 911 line, 28.9% of calls were non-emergency calls from the seven-digit number, and 40.1% were officer-initiated. The most frequent call types overall were proactive police visit, disorderly conduct, and traffic stop. The median response time for Priority 4 calls was 11 minutes and the mean was 22 minutes. The median response time for Priority 5 calls was 0 minutes and the mean was 15 minutes (a substantial portion of Priority 5 call types are officer-initiated and thus have an instantaneous response). Priority 4 calls most frequently originate in Payne-Phalen and Downtown; Priority 5 calls most frequently originate in Thomas-Dale and Downtown. Mental-health-related calls made up 4.4% of all calls and 7.5% of emergency calls. The most frequent mental-health-related call type was a welfare check. Of all mental health calls, 42.8% were categorized as Priority 4 and <0.001% were categorized as Priority 5.

Mr. Bentley and Mr. Karl of the Harvard GPL guided the commissioners through a survey to capture their support for an ONS and their priorities for its programming. Commissioners were asked 11 questions covering such a

proposed ONS's areas of concentration, the populations it would seek to serve, the kinds of programs it would offer, how community members would participate in the work of the office, how community members would participate in the office's decision-making, and whether the commission should recommend the creation of an ONS.

Ms. Klebsch led the commission in another exercise to further develop recommendations. Returning to an interactive virtual whiteboard, Ms. Klebsch presented the commission the same eight priority areas identified in previous meetings and a ninth "other" category. Within each category, the Citizens League had compiled between 10 and 25 ideas for recommendations from recent surveys of the commission. Commissioners were each given a set of votes to assign to these recommendations within each category, assigning more votes to their highest priorities. At the conclusion of voting for each category, the commission was able to see which recommendations in each category received the most support.

Meeting 10

April 21, 2021

Presenters:

- Mr. Andrew Bentley, Project Leader, Harvard GPL
- Mr. Elliot Karl, Innovation Fellow, Harvard GPL
- Mr. Sami Banat, Community-First Public Safety Commission
- Ms. Laura Jones, Community-First Public Safety Commission
- Ms. Heather Worthington, Community-First Public Safety Commission
- Ms. Kate Cimino, Executive Director, Citizens League

Co-chair Ellis began the meeting by acknowledging the guilty verdicts in the trial of Derek Chauvin and the deaths of Daunte Wright, Adam Toledo, and Ma'Khia Bryant at the hands of police. She expressed her gratitude for the continued work of the commission in this space and encouraged members to practice grace for themselves and others.

Mr. Bentley and Mr. Karl of the Harvard GPL reviewed the results of the final survey of the commission regarding the creation of an ONS in Saint Paul. They found that 95% of commissioners recommended the creation of an ONS. The commission recommended that the ONS have a mix of targeted and broad violence-reduction programming and that the two most important programming targets were gun violence and youth violence. Commissioners recommended that the ONS offer programming targeting specific neighborhoods. The most popular community engagement strategy was to staff the office with community members and the most important aspects of community governance were strategic planning and public meetings. The most popular name for this office was the "Office of Neighborhood Safety" and 95% of commissioners expressed interest in continuing their involvement in the creation and implementation of the office.

A group of commissioners presented their research about the disparate effects of traffic stops on Black drivers. They found that the number of vehicle searches following traffic stops was increasing and that these disproportionately affected Black drivers. Simultaneously, the number of citations following traffic stops was also increasing and that these disproportionately affected white drivers. The commissioners hypothesize that while white drivers are more frequently being pulled over for concrete traffic violations and issued citations in accordance, Black drivers are more frequently pulled over for suspected crimes and are thus having their vehicles searched. These commissioners advocated for the commission to recommend that the City of Saint Paul end the practice of pretextual traffic stops, move to the utilization of mailed traffic citations, and explore the use of alternative public safety measures on roads. The commission discussed this presentation in great detail and agreed to hold a vote on a recommendation to further explore this area.

Ms. Cimino reviewed the commission's work thus far, highlighting how the commission's recommendations were collaboratively developed over the past nine meetings. She explained how the commission would vote on recommendations in the final survey: in each of the eight priority areas and in a ninth "other" category,

commissioners would vote in favor of, against, or to abstain from between six and nine recommendations. For each recommendation, commissioners would indicate how urgently they felt the recommendation should be addressed—immediately in the 2022 budget, in the near future in the next 2-3 years, or later in future considerations. The commission would also vote on how well each recommendation aligned with the five goals upon which the commission agreed (greatly, moderately, or not at all).

Commission Outcomes and Recommendations

Understanding Priority 4 and 5 calls

The commission spent a significant amount of time learning the definitions and practical realities of Priority 4 and 5 calls for service, both at the dispatch center and the police department. Learnings from phase of the project informed the design of next steps and development of recommendations.

At the Ramsey County Emergency Communications Center (RCECC), the first point of dispatch, Priority 4 and 5 are described as follows:

- Priority 4: generally report-type calls, crimes occurring outside a 20-minute time frame.
- Priority 5: generally quality-of-life calls or administrative activities.

The RCECC lists nearly 50 different call types that can fall within Priority 4 and 5.

It is very important to note that situations of the same *call type* can have different priority levels, depending on risk level, violence, threat to life or property, and recency. Situations resulting in Priority 4 and 5 calls are generally non-violent, less urgent, and not occurring in the moment. Similar calls that are happening in the moment are generally assigned higher call priorities.

The RCECC can dispatch calls to many different agencies, including police departments, fire departments, paramedics, and other agencies including the Ramsey County Mental Health Crisis Services.

The Saint Paul Police Department (SPPD) officers receive calls via RCECC dispatchers. Calls are dispatched to officers or enter a “pend queue,” a holding tank for calls. SPPD explained that there is some room for self-selection to calls in the queue: Nearby officers can claim calls or officers can swap calls for the sake of efficiency. Officers also switch calls based on personnel: if, for instance, a solitary officer was assigned to a task that would be better suited for two officers, that officer might request to switch.

The phrasing used by the SPPD to describe Priority 4 and 5 calls differs somewhat from that used by the Ramsey County Emergency Communications Center.

SPPD’s Priority 4 and 5 list reads as follows:

Priority 4

- Offense reports where no suspect is present and no personal threat exists.
- Assist citizens in non-emergency matters.
- Shoplifters being held by store security personnel.
- Drunks, emotionally disturbed persons, disorderly persons, not threatening physical harm. *(SPPD clarified that some of this outdated language has been updated)*

Priority 5

- Miscellaneous request for service.
- Barking dogs.
- Loud party.
- Loud radios, etc.
- Parking complaints.

The priority structure only determines the order in which calls are ranked as they are dispatched or held in the pend queue. Prioritizations are not fixed: as ECC dispatchers or police learn more about the situation, the prioritization and urgency of the call can change.

The priority of a call does not dictate the outcome of the encounter, as situations can change or escalate. Priority 4 and priority 5 calls have been responded to with citations, arrests, and use of force. Also, because many are reports of a crime, P4-5 calls often have an investigative component, such as speaking with witnesses or identifying evidence.

Overall, Priority 4 and 5 call account for over half of all calls, when all contact methods are included (e.g. 911, non-emergency 7-digit line, online reporting, and officer-initiated). The Robina Institute report includes more detail and is included in the Appendix.

Focusing on call types

Within the first several commission meetings, it became clear that the commission would need to explore “call types,” not simply priority levels, due to the fact that Priorities refer only to the order in which calls appear in the queue and generally the order in which officers respond to calls; what happens after that point is not prescribed, and is very dynamic.

Therefore, the commission reviewed the entire list of situations that could fall within P4-5, and identified categories of *call types* that were of greatest interest, regardless of where they fell in the prioritization structure, as long as they were considered non-urgent (occurred more than 20 minutes ago) or non-violent, with no reported threat to life or property. The commission completed this call type prioritization work through individual ranking, small group discussions and small group consensus-building, and finally a survey following Meeting #6.

Post-Meeting #6 survey results indicated eight types of calls for service that were of the highest interest to the commission:

- Young person/Juvenile: Curfew violation, statutory offense, general problems
- Welfare Check
- Disorderly Conduct
- Persons in Crisis
- Assist Citizen: General assistance
- Child Abuse
- Civil Problem: No Crime Occurred
- Vehicles and Parking

Methodology: Recommendations for alternative response

The bulk of the commission’s work from Meeting #7 forward involved envisioning ideal response to call types within these categories, reviewing models from other jurisdictions, developing recommendation ideas, and honing in on which recommendations had the greatest interest and commission support.

In Meeting #7, commissioners were asked to envision what, in their opinion, an ideal response to some of these types of calls for service could look like. Commission members discussed their findings in small groups and then shared with the larger group their ideas for alternative responses, the values they wanted to guide those changes, and any concerns they had about the process.

In Meeting #8, commissioners used an interactive “virtual whiteboard” platform to collectively brainstorm responses to two questions—*‘What should an interaction in this situation feel like (to all those involved), when a response is necessary?’* and *‘What skills, behaviors, or resources would help us get there?’*—for each of eight

commission-identified call types: juvenile, person in crisis, vehicles and parking, welfare check, disorderly conduct, general assistance, child abuse, and civil problem. Commission members expressed appreciation for the human-centered design of this ideation activity.

In Meeting #9, commissioners used another interactive whiteboard to work together to prioritize recommendations. On the whiteboard were nine categories: young person/juvenile, person in crisis, welfare check, vehicles & parking, disorderly conduct, general assistance, child abuse, civil problem, and other. Within each category, there were approximately 10 – 25 ideas for recommendations that had been compiled from recent surveys and ideation of the commission. Commission members were each given a set of votes to assign to recommendations within each category, assigning more votes to their highest priorities.

Notes and summaries from all of the activities described above are included in the Appendix, *“Ideas generated through recommendation development process.”*

Following Meeting #10, commissioners completed a final survey, weighing in on the set of ideas that had emerged from their work over previous meetings. 37 commissioners responded.

Survey and results / Recommendation thresholds

The survey was administered to the commission following the April 21st, 2021 meeting and remained open until Wednesday, April 28th, 2021. A total of 37 commissioners completed the survey, however, no fields were “required,” leading to slight deviation in the number of people who completed each question. Upon administering the survey there were a total of 46 commissioners (due to the attrition of two from the beginning of the project); leading to a response rate of roughly 80%. *The full survey data set is included in the Appendix.*

To create the final survey, we presented the ideas that had the highest support from the previous prioritization activity, and asked the following questions for each:

- A. Do you support this idea? (Yes/No/Prefer not to answer)
- B. If yes, please indicate how you would prioritize implementation of this idea. In other words, which ideas are most crucial to receive immediate attention?
 - Immediate (2022 Budget)
 - Secondary (2-3 years)
 - Longer Term (consider for future)
- C. The Commission identified the goals we aim to achieve through our recommendations. (“the flower graphic”) In your opinion, how aligned are the following ideas with the goals we aim to achieve?
 - Greatly aligned
 - Moderately aligned
 - Not aligned
 - I prefer not to answer

Many recommendations received very high percentages of support.

Based on survey results, the recommendations below are sorted as follows:

Top recommendations: These are the recommendations that received **90% or greater total support on Question A**, and over 50% “immediate implementation” on Question B. Also shown on the graphs below is the percentage indicating “greatly aligned” on Question C. This is the “mandate” area, so to speak, of recommendations that received very high ratings on all three questions.

Next level recommendations: The next group received **60-89% total support on Question A**, and over 50% “immediate implementation” on Question B. Also shown on the graphs below is the percentage indicating “greatly aligned” on Question C. This group received moderately strong support, but under the level of the top recommendations.

Additional recommendations: The recommendations in this section do not fall within the top or next level recommendations thresholds, and may be outliers due to situations of high support but low immediacy of implementation, for example. These individual situations are noted below.

Note on immediate vs. secondary or longer term: If a recommendation received a high degree of support, and a high rating for “greatly aligned,” but an immediacy rating less than 50%, this means that a majority group of respondents thought the idea was very important but could have a longer range implementation priority, perhaps 2-3 years out or longer.

Note on wording of recommendations: All recommendations can be read either as “desired skills and behaviors of first responders” or “resources” that would help achieve optimal outcomes both for callers/community members and responders.

Due to the complexity of this work and the realities of the scope and timeline, the final recommendations that emerged are broad and high level. However, with the strong expression of support for many of the ideas, this leaves room for further exploration of how best to operationalize these ideas in Saint Paul. Ideally this would be done in partnership between the City of Saint Paul and Ramsey County, with community members and community groups, and other important stakeholders.

Recommendations for alternative response to specific call types

Young Person/Juvenile

Priority 4 juvenile-specific situations currently include “curfew violation, statutory offense, general problems that do not merit use of another type code” (RCECC). A sample from RCECC of Priority 4 calls in this category included issues like a youth or teenage child “out of control,” young people left at school unable to reach parents, or a child engaging in behavior that was concerning (arguing with parents, looking in windows, talking to ‘gangs’).

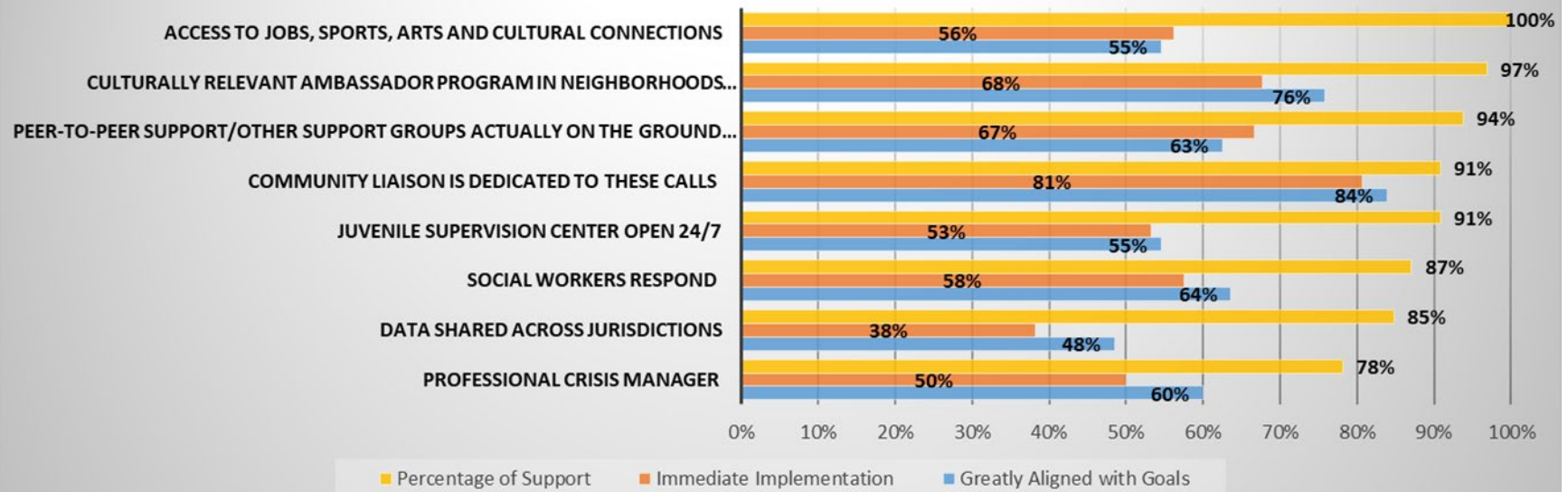
The commission learned that during the school year, SPPD receives many calls about high-schoolers not wanting to go to school; for those cases, the SPPD generally contacts the school. From the RCECC, some juvenile calls can be dispatched to the Mobile Crisis Units and to county-level social services, depending on how the caller reports the situation and what services are open when the call is made.

The commission also learned about a system-wide effort to keep juveniles out of the criminal justice system, and that SPPD has disbanded their juvenile-specific unit; the work has been shifted to other departments. Fewer children are being sent to the Juvenile Detention Center compared to five years ago. The SPPD no longer has a holding facility for juveniles and few are brought to police departments.

There was strong interest among commission members in exploring solutions and appropriate response for calls regarding young people, including youth in and around schools (particularly with a recent reduction in police serving as SROs, or School Resource Officers), youth with disabilities and mental health concerns, and young people taking medication that can produce side effects that can be mistaken for crisis behaviors. Commissioners also expressed the importance of having social workers and other supportive responders who are people of color, to foster trust among students and families of color.

All recommendations can be read either as “desired skills and behaviors of first responders” or “resources” that would help achieve optimal outcomes both for callers/community members and responders.

Young Person/Juvenile



Top recommendations for Young person / Juvenile:

These are the recommendations that received **90% or greater total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- Community liaison is dedicated to these calls
- Culturally relevant ambassador program in neighborhoods responding to truancy and curfew violations
- Peer-to-peer support/other support groups actually on the ground doing the work
- Access to jobs, sports, arts and cultural connections
- Juvenile supervision center open 24/7

Next level recommendations:

This group received **60-89% total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- Social workers respond
- Professional crisis manager

Additional recommendations:

The recommendations in this section do not fall within the top or next level recommendations thresholds, and may be outliers due to situations of high support but low immediacy of implementation, for example.

- Data shared across jurisdictions
 - *This recommendation had a high support rate of 85%, but a low immediate implementation rate of 38%; it scored 41% on secondary implementation suggesting that this recommendation be implemented in a 2-3 year timespan. This recommendation also scored lower on “greatly aligned” with the commission’s goals at 48%.*

Commissioner comments in survey:

Data Considerations

- “Data can mean a lot of things. It depends on WHAT data you want to share and some of it you shouldn't. Social workers are also mandated reporters and we could end up with more children in child protection which isn't what we want. There is more nuance to our recommendations than you are providing here.”
- “I have concerns about data sharing because contact with criminal justice systems that are shared with schools, can result in youth being further criminalized. Youth need people trained in adolescent development as well as culturally responsive. And family supports.”
- “I am not supportive of data sharing without strong boundaries, thought, and care. In the name of data sharing, other cities have further criminalized Black and brown people. Though I support the funding of some of the ideas above, I have concern and curiosity on how it shows up in our city budget next year and moving forward.”

Clarification

- “There's not enough information for me to support the culturally relevant ambassador program. Who would these ambassadors be? Has this model worked elsewhere?”
- “Where I've indicated implementation in the 'secondary' category, it mainly means that I think there will need to be some relationship building, capacity building within the organizations we ask to partner with

the City, or other 'infrastructure' that is planned for and executed ahead of this change. Where I've indicated 'moderate alignment', I have chosen systems changes over new or additive programs."

Other Considerations

- "I believe it is best to consider having police respond first but to bring a crisis response person and move most calls to them once the situation is safe."
- "Any and all opportunities to have NON-SPPD (not just 'non-police officer', but non-SPPD employees) responders are immediately necessary for a balanced budget & to meet growing community needs in the imminent budget cycle."
- "The city can align and collaborate with Ramsey County and engage community for access to a number of the resources needed."
- "I agree these are a priority for the 2022 budget."
- "Immediate budget allocation is needed."
- "Young People/Juvenile early positive engagement is crucial to building a future society than tarnishing their record with minor and systemic failures that results in criminalization at early age."

Person in Crisis

This area was of great interest and importance to the commission; many members wanted to learn more about how these types of calls were handled, and to explore alternative response possibilities. This included an interest in appropriate responses to people who are unsheltered, as well as mental health response more broadly. We dedicated time in commission meetings to this topic and brought in guests to illuminate this area further.

Typically, Person in Crisis calls are categorized higher than Priority 4-5. In situations where a “person’s behavior puts them at risk of hurting themselves or others, or prevents them from being able to care for themselves,” (RCECC), these types of calls are designated Priority 3, not 4 or 5. Domestic issues, “Project Lifesaver” (missing vulnerable adult or child with a tracker bracelet), or a suicide in progress are all Priority 2 (RCECC).

When it is clear that a person is in crisis, an RCECC dispatcher can send the call directly to Ramsey County Mental Health Services— in these situations, the police may never interact with the call. Specifically, starting in 2020, in collaboration with St. Paul Fire, Ramsey County Mental Health, and ECC, the SPPD does not respond to person in crisis calls unless there is a life safety issue. All person in crisis calls that are not experiencing a life safety issue are transferred to Ramsey County Mental Health or viewed as a medical call and handled by SPFD.

If there is a threat to life-safety, however, the dispatcher will involve the relevant police department. If officers are called to a situation that later develops into a mental health issue, a mental health professional with the SPPD’s Community Outreach and Stabilization Unit (COAST) can be dispatched. Due to limited capacity of co-responders, SPPD indicated they often need to have officers respond to incidents first and assess the situation, and/or ensure scene safety before COAST mental health professionals arrive. (*See below, “Current Saint Paul and Ramsey County Initiatives”*)

Situations that could conceivably *involve* persons in crisis and that could fall in lower priority may include a report of a previously-occurring assault, a dispute or disagreement between two or more persons, an intoxicated person (apparently under the influence of any substance) not in control of a vehicle, or a welfare check.

Additional considerations expressed by commissioners:

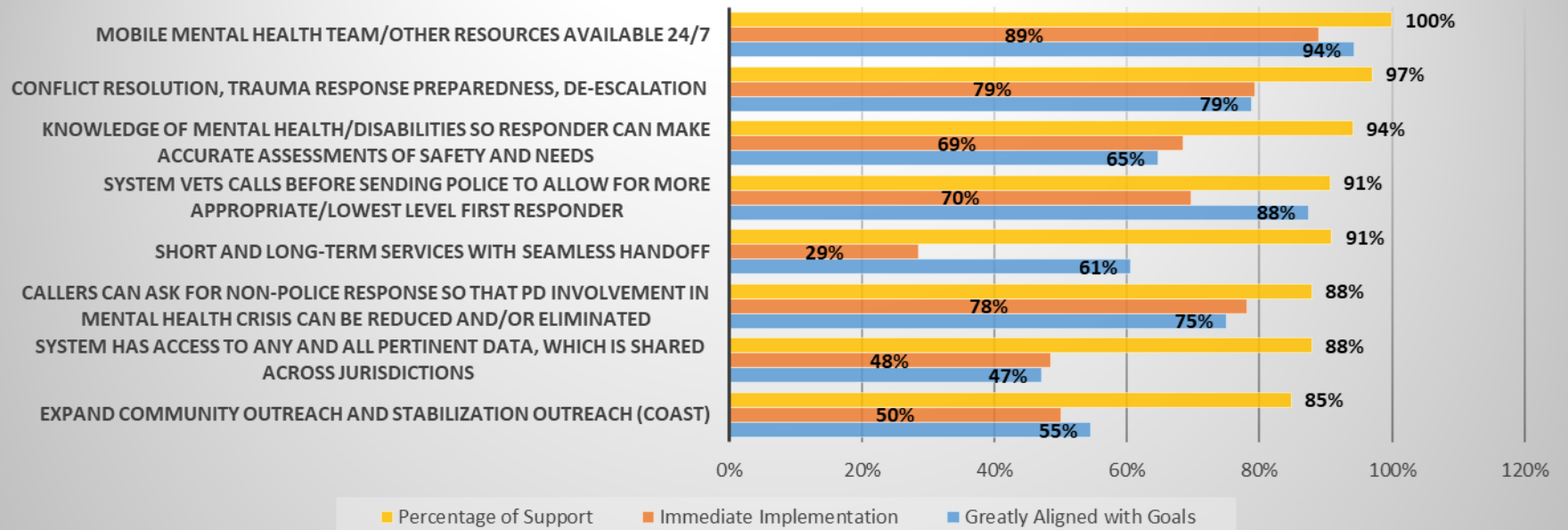
Intersection of mental health and criminal justice: A commissioner expressed concern that the criminal justice system is the largest provider of mental health services in Minnesota, despite the fact that most of the people who are living with mental illness are not part of the judicial system.

Mental health of first responders, including police: A commissioner expressed their desire to see first responders not only understand how their mental health can be affected by the traumatic situations that they see in their line of work, but also to address their mental health proactively, before a call, to prepare themselves for traumatic situations. For law enforcement officers, mental preparation before a call can help keep them calm in stressful situations and from responding out of fear.

In response, a commission member expressed their frustration with a public safety system in which public servants in roles in which they are responding to traumatic situations would have to be taught self-awareness. This member felt that the priority should instead be reducing the likelihood that people in crisis would have to interact with law enforcement.

All recommendations can be read either as “desired skills and behaviors of first responders” or “resources” that would help achieve optimal outcomes both for callers/community members and responders.

Person in Crisis



Top recommendations for Person in Crisis:

These are the recommendations that received **90% or greater total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- Mobile mental health team/other resources available 24/7
- Conflict resolution, trauma response preparedness, de-escalation
- System vets calls before sending police to allow for more appropriate/lowest level first responder
- Knowledge of mental health/disabilities so responder can make accurate assessments of safety and needs

Next level recommendations:

This group received **60-89% total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- Callers can ask for non-police response so that PD involvement in mental health crisis can be reduced and/or eliminated
- Expand Community Outreach and Stabilization Outreach (COAST)

Additional recommendations:

The recommendations in this section do not fall within the top or next level recommendations thresholds, and may be outliers due to situations of high support but low immediacy of implementation, for example.

- Short and long-term services with seamless handoff
 - *This recommendation scored high on support at 91% but low on immediate implementation; 29%. This recommendation has a 66% rate for secondary implementation (2 to 3 years), and scored 61% on greatly aligned with the commissions goals.*
- System has access to any and all pertinent data, which is shared across jurisdictions
 - *This recommendation scored 88% on support but had a relatively low rating for immediate implementation at 48%; and low rating for “greatly aligned” with the commission’s goals, at 47%.*

Commissioner comments in survey:

Alternative Response Options

- “On 'Callers can ask for non-police response so that police department involvement in mental health crisis can be reduced and/or eliminated' I would rather the default be a non-police response instead of the option to ask. Most people calling in a crisis won't think to ask.”
- “I struggle to prioritize and distinguish between these options. Bottom line, I think people should have options to call for non-police response, and I believe that existing mental health resources that are overwhelmed should be scaled up immediately. Police can be necessary to stabilize situations and make sure they are safe, but police should serve in backup capacity and leave the scene quickly.”
- “We need to explore having non-police employees and civilian empowerment in response type at the forefront of dispatch to meet many of the goals above.”
- “I support the creation/expansion of a non-police primary crisis response approach like CAHOOTS, where non-law enforcement are first responders in many calls. I think this entity would have more legitimacy if not run from government, like the Ramsey MCT. I only support an embedded social worker approach like

COAST if they were trained to be first responders for higher risk situations that CAHOOTS could not address. Currently, they are not first responders or doing crisis response.”

- “I do not believe police need to be involved in solving mental health crises and there should be a plan for ensuring they're not first responders to these sorts of calls or receive any sort of funding for receiving these sort of calls.”

Existing Resources

- “I think a lot of these suggestions are actually already implemented, but the issue in my mind is that the implementation is too little too late. So where we identify that people should be trauma informed, I imagine that already exists. But the question is whether the trauma informed behavior actually meets the needs 'on the scene'.”
- “Again, there is so much more to this. We need to use EXISTING crisis team in Ramsey, not create a new one. You can't share health data across jurisdictions which is why you want to build on what we have. Crisis teams already have de-escalation training, etc. so who are you wanting to get that training? And crisis teams have knowledge of disabilities so not sure what you are talking about. Specific language for police recommendations is so important and I am frustrated with how these questions are being posed.”
- “I view the last two options here as less recommendation and more overall goals for this section. I would like to see the recommendations for this section acknowledge the COAST/co-responder models currently in play for police and mental health professionals and lift up the need for clear dispatch protocols across jurisdictions (i.e., Ramsey County/St. Paul), an outline for which responder is lead in each instance and associated code of conduct.”
- “Vetting calls and seamless handoff will require a bit of internal work to achieve, as City and County will need to reassess how they handle these services. Giving them a year or so to achieve this seems reasonable in light of the increase in other resources (such as COAST) that can provide a backstop during that time. The overall near-term goal should be to offer call vetting and a seamless handoff by 2023.”

General Comments

- “This is an area I think is most important and where the police have failed the most.”
- “Knowledge of mental health disabilities is good, but I believe is not pertinent to the dispatcher sending the call to the correct responder. Training dispatchers to ask the right questions is of high importance to me.”
- “Important to plan/coordinate in all cases.”
- “Cops and community both need PTSD help and work.”
- “I strongly believe that EMS is not doing its job in dealing with citizens in crisis. They should be more inclusive and take a bigger role in dealing with this problem. We always hear excuses such as the victim being combative or aggressive. Therefore, they will not respond.”

Welfare Check

“Welfare check” is one of the **top five most frequent** call types in Priority 4.

Examples of welfare checks may include calls from someone expressing concern about a neighbor they haven’t heard from, or a concern about someone out in public who may need assistance. Other examples include employers calling about out-of-character no call/no show employees, and out-of-state family or friends who are struggling to make contact with someone they are worried about.

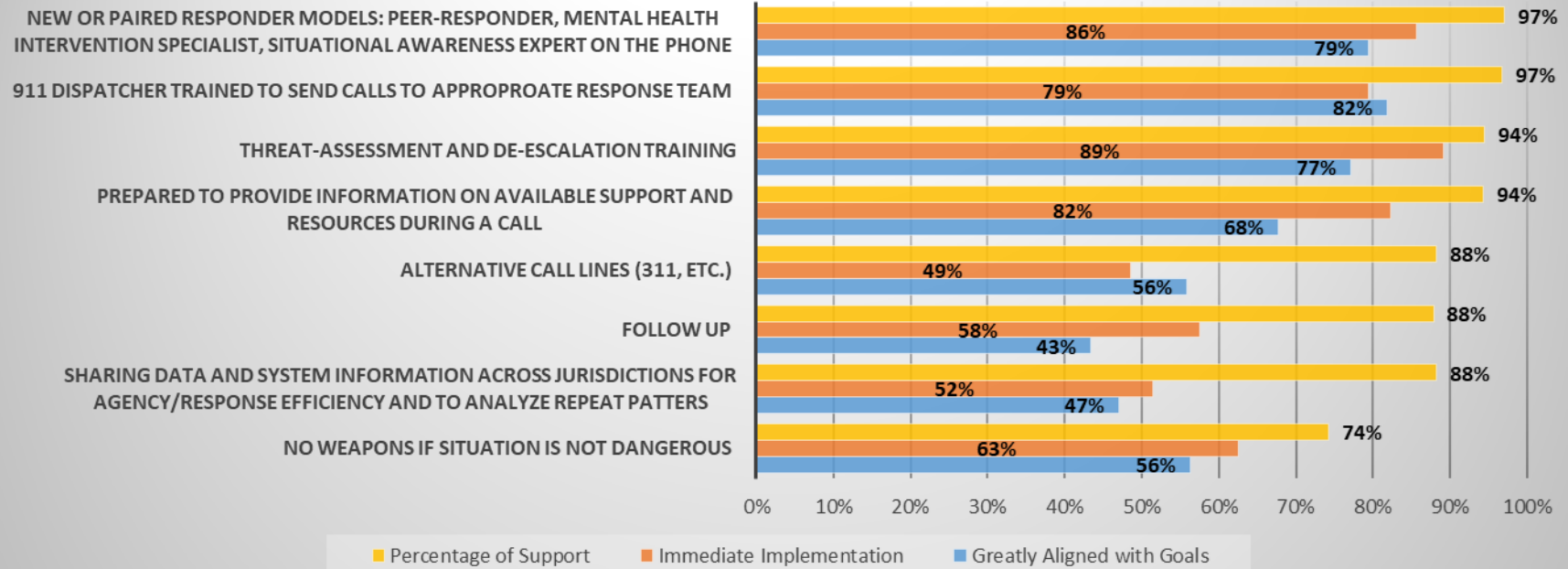
Welfare checks may also include concern about an unsheltered person, unless that individual is experiencing a medical crisis, or engaging in perceived disorderly or criminal activity. During daytime hours, calls about unsheltered persons can be dispatched from the RCECC directly to an alternative first-response agency, for example the Department of Safety and Inspections (DSI) during that agency’s limited working hours and instead dispatched to police after-hours.

Additional considerations expressed by commissioners:

Unnecessary escalation during lower level welfare checks: A commission member shared their family’s experience with interfacing with Ramsey County’s array of agencies charged with addressing mental health. They shared an incident in which police arrived at their home for a wellness check on a family member who struggles with mental health and has a history of trauma and substance abuse, and the situation escalated. The commission member felt that by retaining a model in which the police would be the first responders to a wellness check, Saint Paul was missing an opportunity for creating a modern, healthcare-minded approach.

All recommendations can be read either as “desired skills and behaviors of first responders” or “resources” that would help achieve optimal outcomes both for callers/community members and responders.

Welfare Check



Top recommendations for Welfare Check:

These are the recommendations that received **90% or greater total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- Threat-assessment and de-escalation training
- New or paired responder models: peer-responder, mental health intervention specialist, situational awareness expert on the phone
- Prepared to provide information on available support and resources during a call
- 911 dispatcher trained to send calls to appropriate response team

Next level recommendations:

This group received **60-89% total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- Sharing data and system information across jurisdictions for agency/response efficiency and to analyze repeat patterns
- Follow up
- No weapons if situation is not dangerous

Additional recommendations:

The recommendations in this section do not fall within the top or next level recommendations thresholds, and may be outliers due to situations of high support but low immediacy of implementation, for example.

- Alternative call lines (311, etc.)
 - *This recommendation has a high level of support at 88% but an immediate implementation rate of 49%, a secondary (2 – 3 years) implementation rate of 34% and a long-term implementation rate of 17%, along with a 56% “greatly aligned” rating, suggesting that this recommendation is aligned with the commissions goals and has great support but should be implemented in a different timeframe beyond 2022.*

Commissioner comments in survey:

Alternative Response Options

- “I don't want co or pair response. I want non-police response, especially in general assistance. There is no need for a co-response with an officer.”
- “It's important the follow up do not be a police.”
- “This category is really an overlap with the previous category. It makes sense to me that we have better vetting on the front end of the calls and have alternatives to police responses to threats.”
- “311 exists now and no one knows. 988 will be around in the future. You cannot depend on people learning these other numbers and so need to make sure that there is no wrong door. Again WHAT data are you wanting to share and to whom?”
- “Standing up a 311 system is a great goal; a reasonable target date for this service is 2023, and it should be countywide.

On the issue of weapons at a welfare check call, this one is very challenging because these calls can devolve from a simple welfare check to a more complex call, perhaps with observable dangers to the officer or other respondent. I think this recommendation is important and valid, and I hope that the SPPD and Ramsey County give this serious consideration and find a strategy that will meet the spirit, if not the letter, of this recommendation.”

- “Again, some of these calls could easily be fixed by sending medics and social workers first.”
- While I'm interested in a paired responder model, I'm not interested in sending police into our communities - uniformed or not. There are many city models that I would look to, to help guide our decision making in a paired responder model. I do not believe police should be carrying weapons.

General Comments

- “Another greatly important area that I think deserves a lot of focus.”
- “Citizens want updates. Even if no new information is available. It's important to know that.”
- “This was a bit confusing, as some of these feel like offshoots of the same recommendation. For example, dispatcher trained to send calls to appropriate response team feels like an overarching recommendation, with 311 or alternative lines offering an example for where callers may be re-routed.”
- “I'm not sure what is meant by 'threat assessment de-escalation training'? For whom? Certainly support for those doing welfare checks.”
- “Cops should arrive on scene with their duty weapons, better training and situational awareness is important and vital.”
- “Welfare check is important for the wellbeing of all.”

Vehicles and Parking

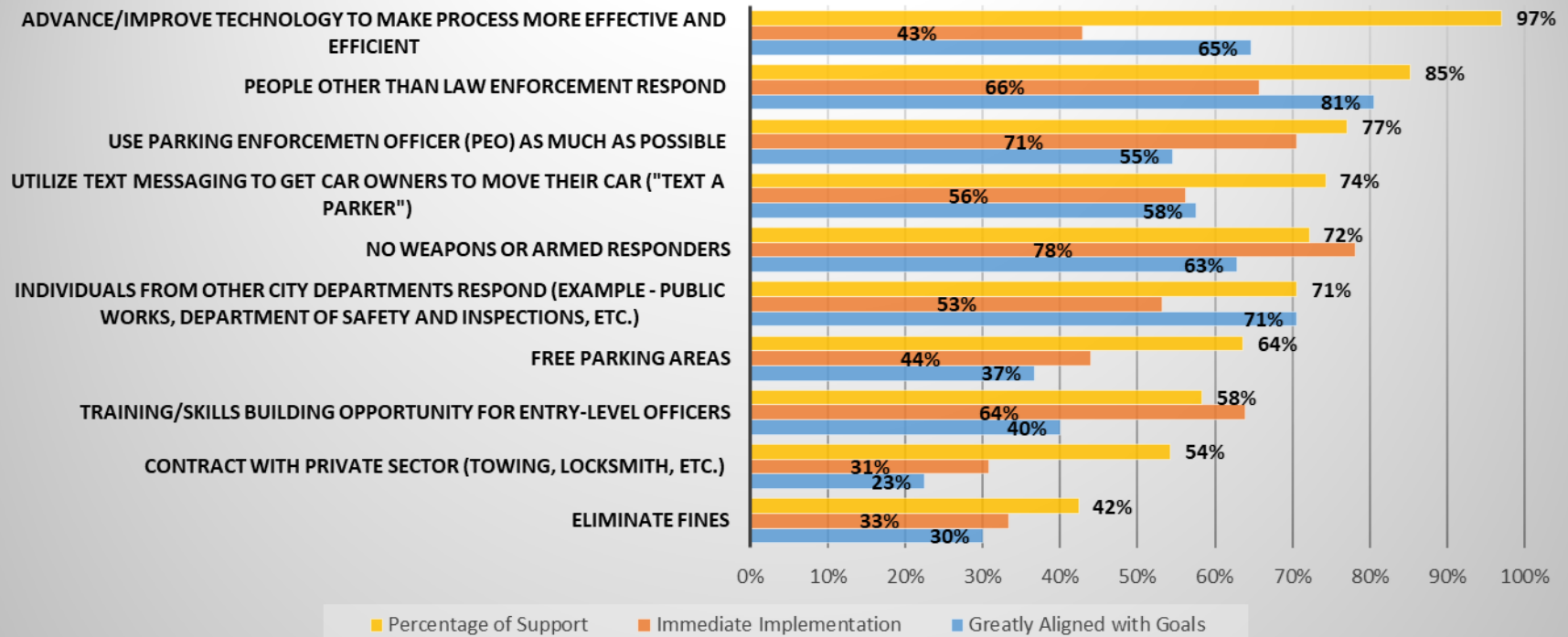
Calls related to vehicles are frequent. Priority 4 in this area includes “accidents with property damage where all drivers stop and exchange the appropriate information,” motor vehicle theft, theft from auto (property taken from vehicle without force, use of weapons, or confrontation) (RCECC). Priority 5 can include abandoned vehicles, towing, or parking complaints. Abandoned vehicles and parking complaints are two of the **top five most frequent** call types in Priority 5.

RCECC is able to dispatch calls to parking enforcement officers (PEOs) during between 7am – midnight every day. Outside of these times, these calls are directed to police. Parking complaints that are not emergencies will wait until PEOs return the next day.

Parking enforcement officers are not sworn police officers, but the PEO system is used a recruitment and training pipeline for SPPD.

All recommendations can be read either as “desired skills and behaviors of first responders” or “resources” that would help achieve optimal outcomes both for callers/community members and responders.

Vehicles and Parking



Top recommendations for Vehicles and Parking:

These are the recommendations that received **90% or greater total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- Advance/improve technology to make process more effective and efficient

Next level recommendations:

This group received **60-89% total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- People other than law enforcement respond
- Use Parking Enforcement Officer (PEO) as much as possible
- Utilize text messaging to get car owners to move their car ("text a parker")
- No weapons or armed responders
- Individuals from other city departments respond (example - Public Works, Department of Safety and Inspections, etc.)

Additional recommendations:

The recommendations in this section do not fall within the top or next level recommendations thresholds, and may be outliers due to situations of high support but low immediacy of implementation, for example.

- Free parking areas
- Training/skills building opportunity for entry-level officers
- Contract with private sector (towing, locksmith, etc.)
- Eliminate fines
 - *These recommendations all had moderate support – ranging from 42-64% - and somewhat lower immediacy for implementation. However, they all ranked fairly low – less than 40% - on being “greatly aligned” with the commission’s goals.*

Commissioner comments in survey:

Existing Partnerships, Resources, and Solutions

- “Not sure that it's wise to make parking/vehicle related incidents a training opportunity and would need more information. Did not entirely understand the 'free parking' recommendation, but in general, parking citywide is already heavily subsidized and we should scrutinize offering more of it for free, look at reforms to the fines and enforcement end vs. whether/how we ask folks to pay for it.”
- “I think moving away from pre-textual stops and moving car / vehicle enforcement outside of immediate danger to public works is the right direction. We should work with the State to get more automated / camera enforcement allowed for speed / traffic light controls.”
- “Eliminate from police academy training.”
- “I think we need to better understand the existing resources available for responding to vehicle/parking issues in place today before committing to a private-sector contract solution. As for utilizing entry level officers, I strongly believe that vehicle and parking issues are not effective training areas, and that training resources should be directed toward duties that only sworn officers can perform.”
- “Parking Enforcement Officer’s (PEO’S) can be utilized but need more training to accurately and safely handle situations.”

Concerns with Private Sector Contracting

- “The reason I selected no to the private contractors is because I don't trust the private sector to do the job well.”

Law Enforcement Presence

- “Law enforcement is needed in parking problems.”
- “This is an area where police presence should be eliminated.”
- “Parking violations can turn into a conflict situation physical or verbal depending on the location where the complaints are coming from. Sending civilians can aggravate the situation.”

Connections and Additions

- “I see alignment between the data recommendation above and the traffic stop question. Otherwise, its placement here is confusing.”
- “I would include nonmoving violations like expired tags.”

Disorderly Conduct

At the RCECC, Priority 4 includes “an individual or group acting in a manner that is a quality-of-life event but no apparent crime is taking place”. This is one of the **top five most frequent** call types within Priority 4. Related: disturbances and noise complaints (loud vehicles, music, or parties) are also one of the top five most frequent within this priority level.

Reports of disorderly conduct can and do fall in higher priority levels, depending on the perceived urgency or threat to life. In fact, disorderly conduct is among the top five most frequent call types in Priority 2A, 3, and 4 (see *Robina Institute research*).

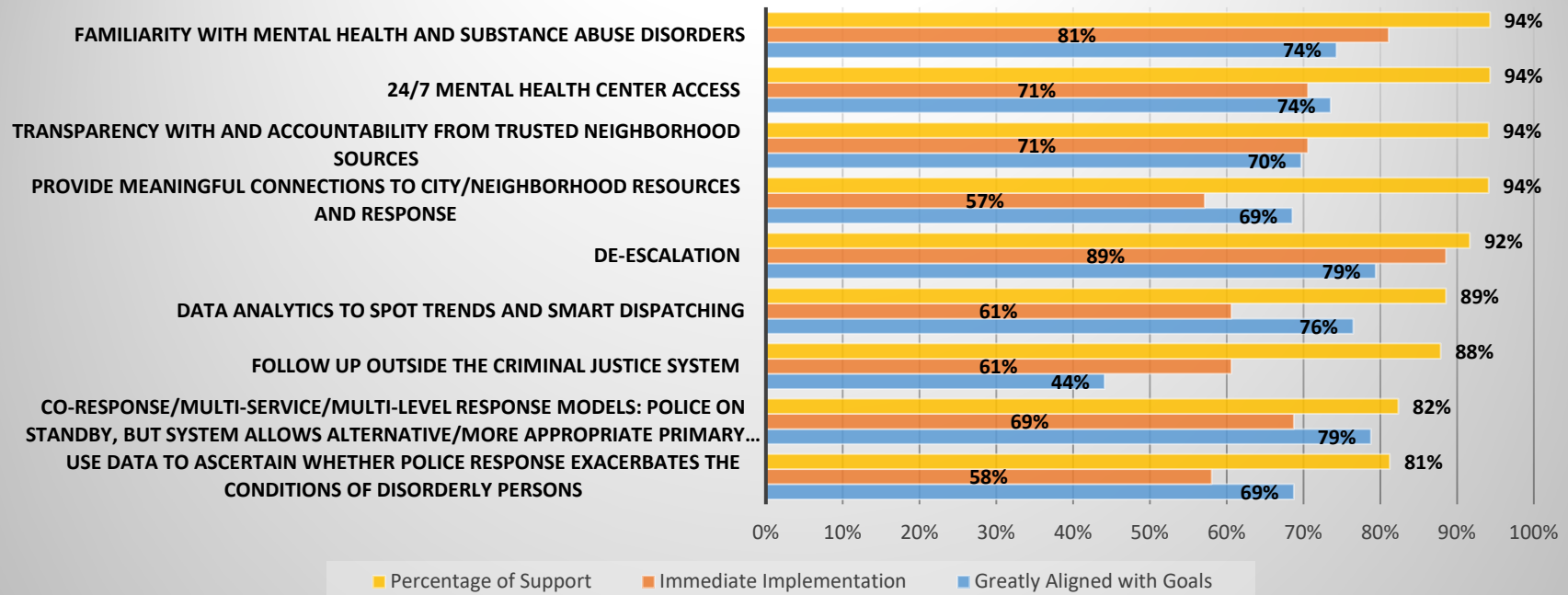
A sample from the RCECC of Priority 4 calls in the disorderly conduct category involved mostly individuals (for example, someone refusing to leave private property) rather than groups.

Additional considerations expressed by commissioners:

Commission members expressed concern that the definition of disorderly conduct in state statute includes subjective language that can cause disparate results. Disorderly Conduct is defined in Minnesota statute as follows: *Whoever does any of the following in a public or private place, including on a school bus, knowing, or having reasonable grounds to know that it will, or will tend to, alarm, anger or disturb others or provoke an assault or breach of the peace, is guilty of disorderly conduct, which is a misdemeanor: 1. engages in brawling or fighting; or 2. disturbs an assembly or meeting, not unlawful in its character; or 3. engages in offensive, obscene, abusive, boisterous, or noisy conduct or in offensive, obscene, or abusive language tending reasonably to arouse alarm, anger, or resentment in others. A person does not violate this section if the person's disorderly conduct was caused by an epileptic seizure.*

All recommendations can be read either as “desired skills and behaviors of first responders” or “resources” that would help achieve optimal outcomes both for callers/community members and responders.

Disorderly Conduct



Top recommendations for Disorderly Conduct:

These are the recommendations that received **90% or greater total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- De-escalation
- Familiarity with mental health and substance abuse disorders
- 24/7 mental health center access
- Transparency with and accountability from trusted neighborhood sources
- Provide meaningful connections to city/neighborhood resources and response

Next level recommendations:

This group received **60-89% total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- Data analytics to spot trends and smart dispatching
- Follow up outside the criminal justice system
- Co-response/multi-service/multi-level response models: police on standby, but system allows alternative/more appropriate primary response by a non-sworn officer/responder (e.g., chaplain, mediator, conflict resolution specialist, other non-systems worker)
- Use data to ascertain whether police response exacerbates the conditions of disorderly persons

Additional recommendations:

There are no additional recommendations in the Disorderly Conduct call type category.

Commissioner comments in survey:

Alternative Response Options/Non-Police Response

- “Again. Emphasizing that I want a responder to be a non-police responder, not a co-responder with an officer. Option for police backup is good but should be non-officer response initially.”
- “Use data and community connection in first year to allow for effective planning/implementation of non-police response.”
- “Many disorderly/no weapons could/should be handled by CAHOOTS type crisis responder. Seems like this has a different orientation but disorderly and mental health can be the same thing, just subjectively categorized differently. I'd like to see most disorderly have same response as a mental health type.”
- “I think it will be more practical to have police exit the scene quickly than to make alternative responders primary.”
- “What is mental health center access? Did you know hospitals in St Paul have psych ERs? Make our mental health system part of the health care system so people don't go through wrong doors. The crisis center - most people don't know it exists and if the only way there is through police we have lost our vision.”

Additions and Considerations

- “This may be a place where we can also lump in retail thefts, in a similar vein, these types of moments are often about need for services. Even if someone were to be arrested and becomes part of the criminal justice system, this seems like we should be able to intervene. I do not think that familiarity with mental health and Substance abuse is exactly right, I think that law enforcement would say they are very familiar.

What is needed is not familiarity but new pathways to get help. Perhaps a diversion for people who are on the verge of being arrested, a de-escalation space (hotel or a time out that is not jail)."

- "Ideally, these calls should be dealt with outside of the criminal justice system; especially as it pertains to the Commission's goal of decriminalizing as much behavior as possible."
- "Using community resources and connections are very important. Cultural shock in immigrant community results in couples disorderly conduct. I have come across a community member that received disorderly conduct for dispute with his wife. The resulting impact is so severe. Because of disorderly records he couldn't able to get a job and impacted their life significantly. There should be an alternative remedial model that repair families."

General Comments

- "Disorderly or mental health problem is increasing and needs resources and attention."
- "About accountability to parents for not supervising their children."
- "I don't think the city should invest in technology that will further criminalize Black and brown people. We don't need further research or data to ascertain whether police response exacerbates the conditions of disorderly persons - we know the police exacerbates the conditions of disorderly people. We know this because our community has told us this, and we should listen to them. We don't need more data on this - we have community data that proves this is true."

General Assistance

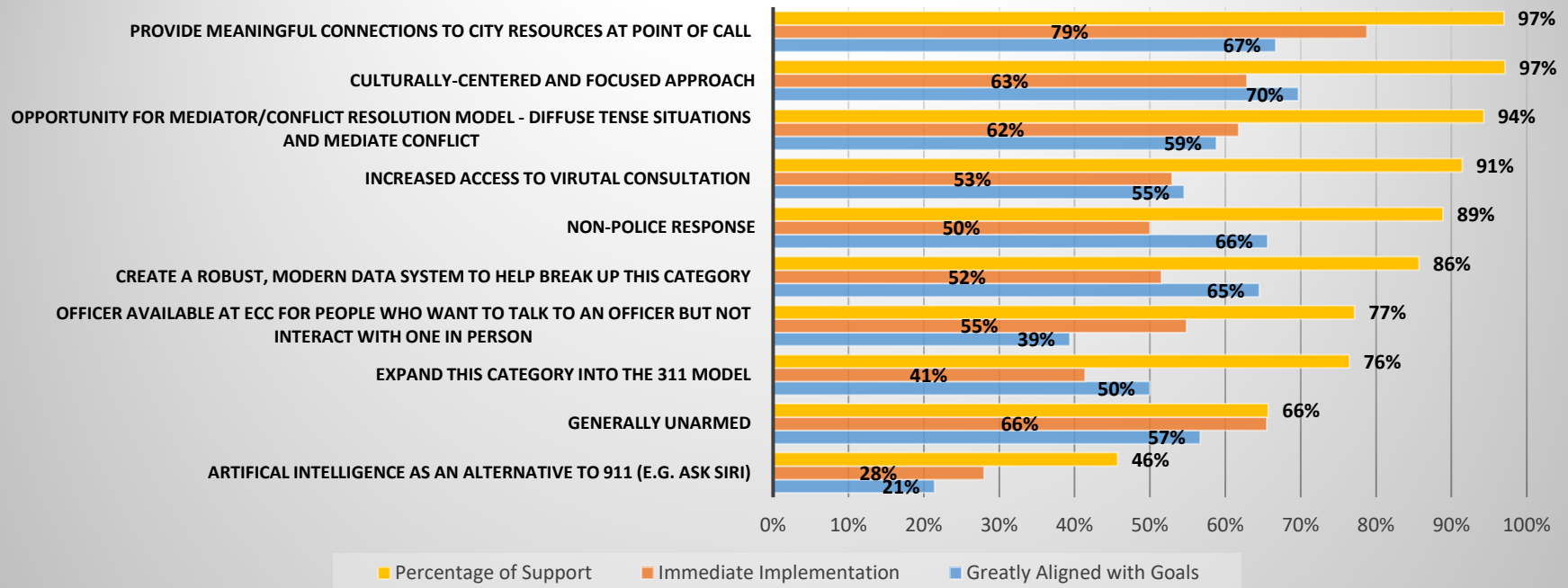
“Assist citizen” or “general assistance” is one of the **top five most frequent** call types in Priority 4.

SPPD indicated that this is a catch-all category for a wide variety of calls that do not fit into other call types. Example of such situations include a person struggling with a broken-down car, a disabled person in need of help, or a suspicious individual walking around a neighborhood. Other examples include a person in need of help getting their belongings out of a residence, support during a contentious transfer of children from the custody of one parent to another, or supervision during the exchange of an item sold online. Police no longer carry tools to address lockouts; those calls are directed to other entities.

In general, commission members expressed concern about catch-all categories as they do not allow for strong tracking of needs, response, or effectiveness. There is an opportunity here to build a stronger data collection system linked with more appropriate response.

All recommendations can be read either as “desired skills and behaviors of first responders” or “resources” that would help achieve optimal outcomes both for callers/community members and responders.

General Assistance



Top recommendations:

These are the recommendations that received **90% or greater total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- Provide meaningful connections to city resources at point of call
- Culturally-centered and focused approach
- Opportunity for mediator/conflict resolution model - diffuse tense situations and mediate conflict
- Increased access to virtual consultation

Next level recommendations:

This group received **60-89% total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- Non-police response
- Create a robust, modern data system to help break up this category
- Officer available at ECC for people who want to talk to an officer but not interact with one in person

Additional recommendations:

The recommendations in this section do not fall within the top or next level recommendations thresholds, and may be outliers due to situations of high support but low immediacy of implementation, for example.

- Expand this category into the 311 model
 - *This recommendation has a fairly high level of support at 76% but an immediate implementation rate of 41%, along with a 50% “greatly aligned” rating, suggesting that this recommendation is fairly aligned with the commissions goals and has support but could be implemented in a different timeframe beyond 2022.*
- Generally unarmed
 - *This recommendation has a moderately strong rating overall - with level of support at 66% and a fairly high immediate implementation rating of 66%, along with a 57% “greatly aligned” rating, suggesting that it is worth considering.*
- Artificial intelligence as an alternative to 911 (e.g. ask Siri)
 - *This recommendation rated fairly low overall.*

Commissioner comments in survey:

Artificial Intelligence

- “I would like to see AI improve the data 911 dispatchers receive (i.e., support specialization among dispatchers, redirect to nonemergency resources/responses), but don't feel comfortable with it as an alternative to having human dispatchers.
- “Data and evaluation are important, but adding AI to this system only makes it more confusing and less accessible for folks with limited English proficiency or lack of comfort with tech.”
- “I am deeply in favor of a live person listening and hearing the issues. I can only speak from my experience with credit cards and the use of nonhumans, I do not like it and I would not like it if I were in crisis.”
- “AI calling system parallel to 911.”

Education, Resources, and Training

- “Training considerations in first year.”

- “Culturally centered resources are key, and they may need a period of time to build capacity to ensure readiness to succeed with a new model.”
- “I also think the City needs to work to educate residents about these kinds of calls, and how to diffuse situations without calling police. The 311 model is a nice fit for this; but residents can also be educated about not utilizing city services for these situations.”

Additional Considerations

- “General assistance needs to be disentangled from criminal system.”
- “Emphasizing non-police response and unarmed response.”
- “People won't call 311.”

Child Abuse

Priority 4 includes “a child injured by an adult with authority over the child,” (RCECC), but in the case of lower-level calls, it can be assumed that the incident has occurred in the past, not at the moment of call; and/or that the perpetrator is not on the scene.

All recommendations can be read either as “desired skills and behaviors of first responders” or “resources” that would help achieve optimal outcomes both for callers/community members and responders.

Top recommendations:

These are the recommendations that received **90% or greater total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- Identify problem addresses (repeat calls from same address); proactively respond with other supports

Next level recommendations:

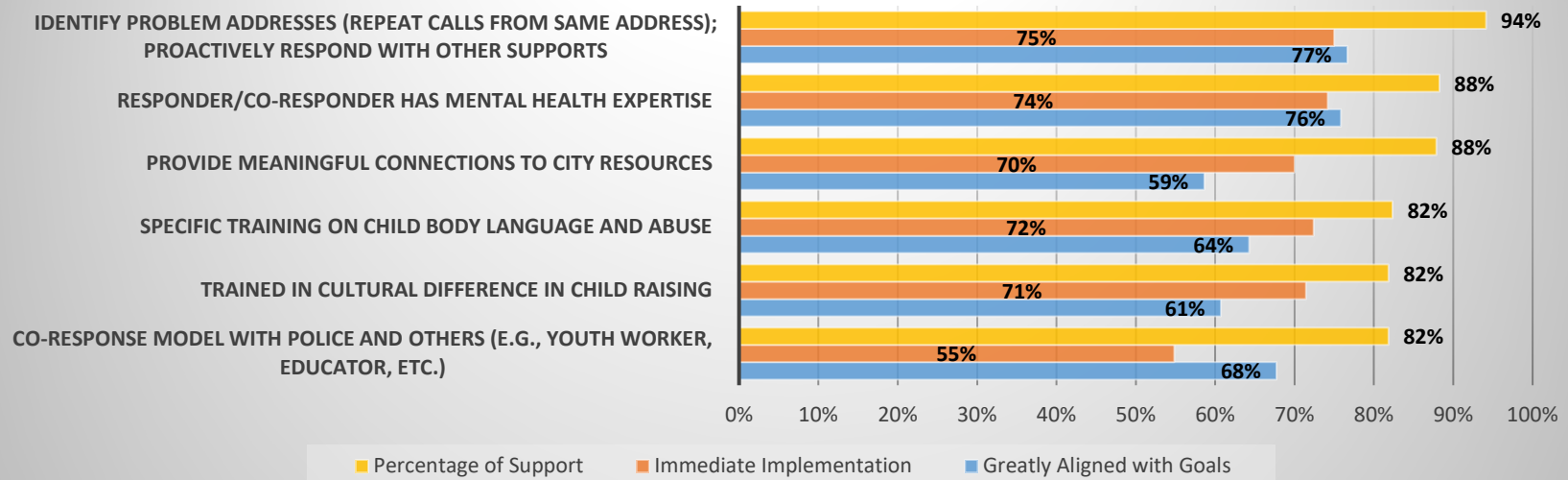
This group received **60-89% total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- Responder/co-responder has mental health expertise
- Provide meaningful connections to city resources
- Specific training on child body language and abuse
- Trained in cultural difference in child raising
- Co-response model with police and others (e.g., youth worker, educator, etc.)

Additional recommendations:

There are no additional recommendations in the Child Abuse call type category.

Child Abuse



Commissioner comments in survey:

Co-Response Model Pros, Cons, and Considerations

- “Don't like co-responder model. Send non-police responders with option for police backup. Co-responder model does not solve anything and can put non-police responder in danger due to escalation from police presence.”
- “I don't think this should be a non-police call type. I agree with the principles but do not think they are the purview of the city and should be handled by the county and by county social workers.”
- “The co-police response if it will be done, must be done very carefully. If I could have picked 'maybe' on that one, I would have.”
- “There are some situations where police response is necessary but we should not make every response a co-response model, the up-front dispatch work needs to triage this more clearly and then offer a co-response under very specific circumstances.”

Partnerships to Explore and Strengthen

- “Much of this work will require a strong alignment between Saint Paul and Ramsey County because of how resources are distributed across the two jurisdictions. Some of this alignment may take longer than a year; but I don't think it should take 2 years. The County understands the opportunity to improve the service to these residents and clients, and this should provide impetus to do so in a more immediate manner.”
- “We should ask for parents to participate more. After all, they are responsible for their children's behavior.”

Additional Considerations

- 'Identifying problem addresses' should be an opportunity to provide a greater level of resource. Need to make sure this doesn't give law enforcement more discriminatory powers
- “Not sure why law enforcement needs to be there? Social workers can document abuse.”

Civil Problem

These are problems where no crime occurred and are generally categorized as Priority 4.

These may include disputes over child custody, or disputes between neighbors, store owners/customers, or over ownership of an item such as a vehicle.

All recommendations can be read either as “desired skills and behaviors of first responders” or “resources” that would help achieve optimal outcomes both for callers/community members and responders.

Top recommendations:

These are the recommendations that received **90% or greater total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- De-escalation skills
- Provide meaningful connections to city/external resources (such as mediation)

Next level recommendations:

This group received **60-89% total support** on Question A, and **over 50% “immediate implementation”** on Question B.

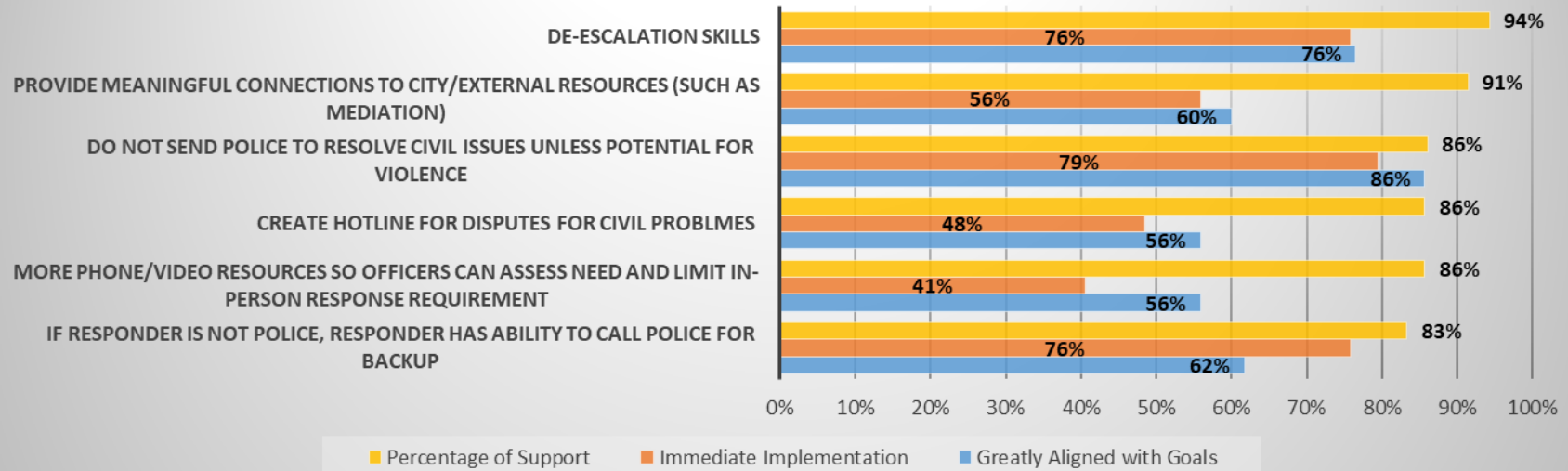
- Do not send police to resolve civil issues unless potential for violence
- If responder is not police, responder has ability to call police for backup

Additional recommendations:

The recommendations in this section do not fall within the top or next level recommendations thresholds, and may be outliers due to situations of high support but low immediacy of implementation, for example.

- Create hotline for disputes for civil problems
- More phone/video resources so officers can assess need and limit in-person response requirement
 - *These two are both notable for having a strong support, at 86%, but a lower rating on immediate implementation (in the 41-48% range), along with 56% greatly aligned with goals. With their strong support, these ideas could be considered over a longer timeline, 2-3 years or more.*

Civil Problems



Commissioner comments in survey:

Alternative Response Options/Non-Police Response

- “Emphasizing to NOT do co-response. Do not send police.”
- “Police should be used as little as possible for civil problems. I think this is already true. I strongly support looking into video evidence collection- sort of like a deposition.”
- “In any of these scenarios, there should always be the ability for the primary responder to call for police backup (primarily because some situations are very complex and can be difficult to assess completely with an initial response). Technology improvements like video response or creation of a hotline are great ideas, and they may take more than a year to implement. Incorporating them into a 311 system would seem to be a good solution.”

Potential for Violence

- “Care should be taken on the interpretation on 'potential for violence'.”
- “Everything can be turned into a situation 'having a potential for violence' so this premise needs to be scrutinized very carefully in policy and not left up to interpretation. Police should not be at the forefront of dispatch, trained staff who can triage aggressively and isolate situations to ones uniquely requiring a police response should drive that.”

Community Skill Building and Non-Systems Response

- “Unclear what is meant by 'de-escalation skills' I agree with this for non-police, but also crisis intervention skills. I don't think all 911 calls need a solution, some instances communities need to be trained to manage own civil disputes or not expect system response to minor issues. So not all current 911 calls need us to build something new.”
- “If we believe that we do not need police to solve civil disputes then it means helping our community + neighbors to understand the natural conflict of living in a city together. The city should be prepared to equip residents with the skills we would need to mediate conflict with each other: de-escalation, trauma, healing, care, building community, conflict resolution.”

General Comments

- “The police already have this service.”

Systems, Data, and Dispatch

The commission identified that many issues span beyond individual calls and response protocol, and instead relate to the dispatch system, data collection, or overall 911 infrastructure.

While this context was outside of the commission's charge to explore alternative responses to Priority 4 and 5 level calls, it became clear that improvements and innovations at the point of dispatch, or in the data collection process, could radically improve the entire emergency response ecosystem. Therefore the recommendation development process included a focus on systems, data, and dispatch issues.

Additional considerations raised by Commissioners:

Resources at point of dispatch, including multi language speakers: There was discussion of how better training, stress management, and resources at the point of RCECC contact could benefit the system before dispatch to police would even occur. The commission expressed strong interest and commitment to the idea that emergency response at all levels needs to have multi-language capability, in particular built into the staffing and response protocol itself (rather than "contracted out" to interpreters).

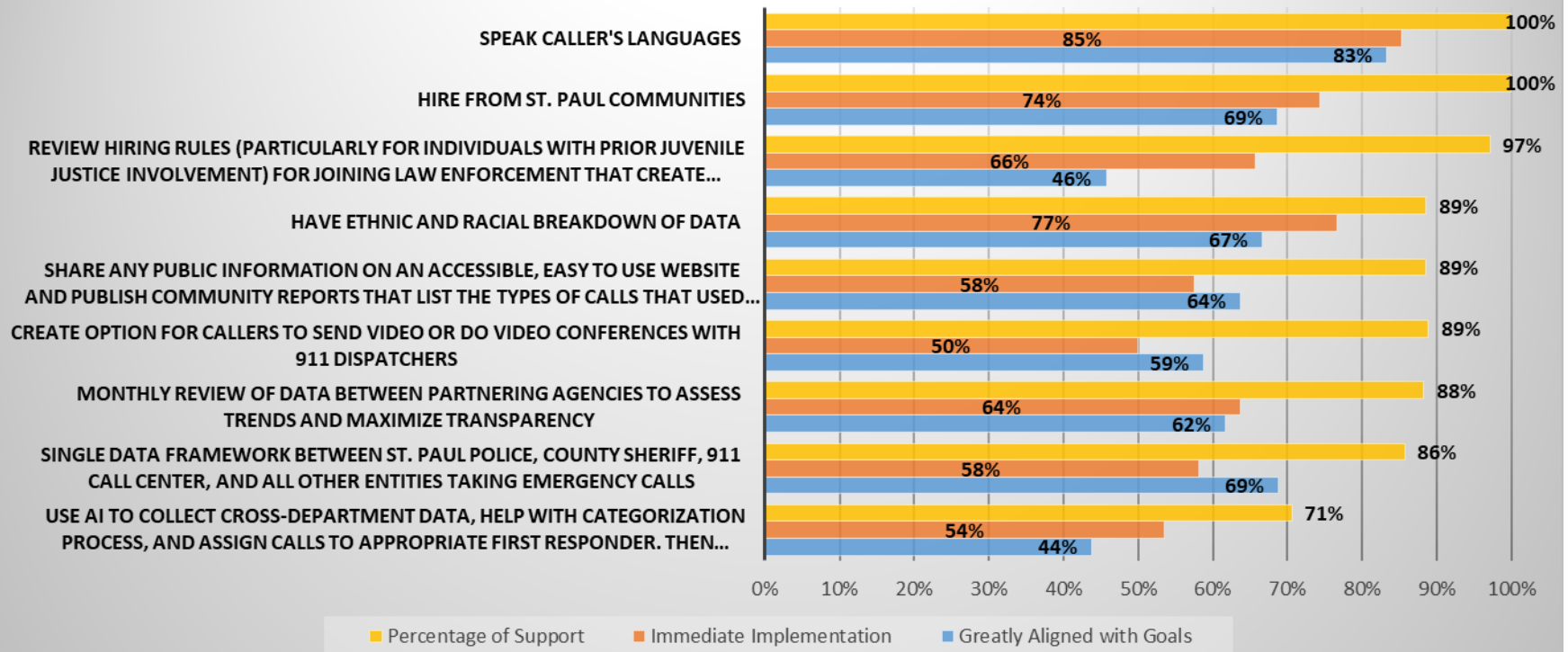
Online or Virtual reporting: SPPD shared with the commission that online reporting is not always accessible, particularly for non-English speakers, those without reliable internet access, and those who are not comfortable using the technology. Online reporting also means that an officer doesn't have as much context to understand a situation. Virtual reporting, via video calls, could be very helpful.

Data collection, analytics, and storage: Commissioners expressed support for the City & County prioritizing data collection and analysis to better understand how communities and individuals are disparately impacted by policing, and which parts of current and future structures are working well and which are not. A member suggested that any comprehensive inter-agency data collection system should be carefully housed in a neutral agency or office, perhaps with another group of community members and data professionals overseeing its creation and direction. The commission also heard of a need for caution in creating and using centralized data, as it can be used in ways that do not benefit or support community members.

Communication and outreach: The commission discussed how Saint Paul residents may benefit from better information and communication about emergency response, alternative response, and how to seek out or receive assistance and services from the City or its partners. Where active outreach is utilized, commissioners suggested using multiple languages and going through community centers and religious institutions as leverage points to reach a broad audience.

All recommendations can be read either as "desired skills and behaviors of first responders" or "resources" that would help achieve optimal outcomes both for callers/community members and responders.

Systems, Data, and Dispatch



Top recommendations:

These are the recommendations that received **90% or greater total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- Speak caller’s language
- Hire from Saint Paul communities
- Review hiring rules (particularly for individuals with prior juvenile justice involvement) for joining law enforcement that create barriers to employment, as well as education requirements for those who are eligible for promotions

Next level recommendations:

This group received **60-89% total support** on Question A, and **over 50% “immediate implementation”** on Question B.

- Have ethnic and racial breakdown of data
- Share any public information on an accessible, easy to use website and publish community reports that list the types of calls that used alternative responses and any relevant data from those calls
- Create option for callers to send video or do video conferences with 911 dispatchers
- Monthly review of data between partnering agencies to assess trends and maximize transparency
- Single data framework between St. Paul Police, County Sheriff, 911 Call Center, and all other entities taking emergency calls
- Use AI to collect cross-department data, help with categorization process, and assign calls to appropriate first responder. Then aspects of that call, report, and accounts of witnesses, victims, and perpetrators can all be added to the data

Additional recommendations:

There are no additional recommendations in the Systems, Data, and Dispatch category.

Commissioner comments in survey:

Artificial Intelligence Concerns

- “Concerns with AI bias.”
- “Do not automate any part of community calling in for dispatch. Tensions and emotions already high, don’t want to deal with AI in these stressful instances.”
- “Not sure AI came up, but have concerns about investing lots of money in system with encoded biases.”

Data Sharing Concerns, Benefits, and Considerations

- “This area is the biggest opportunity for Saint Paul. The changes in the way we collect, manage, and analyze data will help us make stride forward in countless ways. We will better understand what is actually happening from a day-to-day perspective once we have a modern and dynamic system operating. It is very important however, that this data system is owned and managed by a trusted 3rd party - not the policed department, sheriff’s department, or any existing city department. Ideally, if we recommend the formation of a Community Safety Department, that new department might be the ideal place to house this new system.”
- “There are many civil liberty concerns around law enforcement and data-sharing that should get carefully explored so that the goal of efficiency does not precede the needs and protections of community.”

- “Any changes to data collection, cross-jurisdictional use, and the extrapolation of that data will take more than a year to accomplish, so I've ticked the 2-3 year box; however, this should be one of the highest priorities as it influences so much of the policy work we're proposing in our recommendations. Getting an elected sheriff, an appointed police chief, and the elected officials of Saint Paul and Ramsey County to work together will be extremely challenging. As such, the City and County may want to seek a legislative requirement that puts into statute how data is collected and utilized to meet specific goals such as reducing or eliminating disparities, ensuring physical safety of individuals interacting with law enforcement, or data practices implications regarding data forms such as video or unrecorded telephone lines.”
- “I believe there should be a breakdown in data when it comes to ethnicity, but all people should be treated fairly and equally.”

Additional Considerations

- “Prior involvement with criminal punishment system create barriers to not just law enforcement employment, but county employment and working with youth. Those barriers should be addressed in those other areas, not limited to law enforcement.”
- “Let's include Emergency Medical Services (EMS) on this too. They can be a more valuable asset.”
- “911 dispatch may not want the trauma that could come with seeing video. Perhaps best for an officer. If dispatch should review video mental health should be considered. Also for race/ethnicity data - what exactly would it be used for and be weary of negative connotations.”

Pretextual traffic stops

The issue of moving violations and traffic stops was not explored during the course of the commission's process. However, at the final meeting, #10, a group of commissioners brought forward a presentation on pretextual traffic stops and a set of recommendations for the commission to consider (document is included in the Appendix). Many commissioners expressed a sense of urgency around this topic, in part in response to the April 11th, 2021 killing of Daunte Wright by a police officer in Brooklyn Center during a traffic stop, and with the knowledge that traffic stops and particularly vehicle searches disproportionately affect Black drivers and can have serious and lasting consequences.

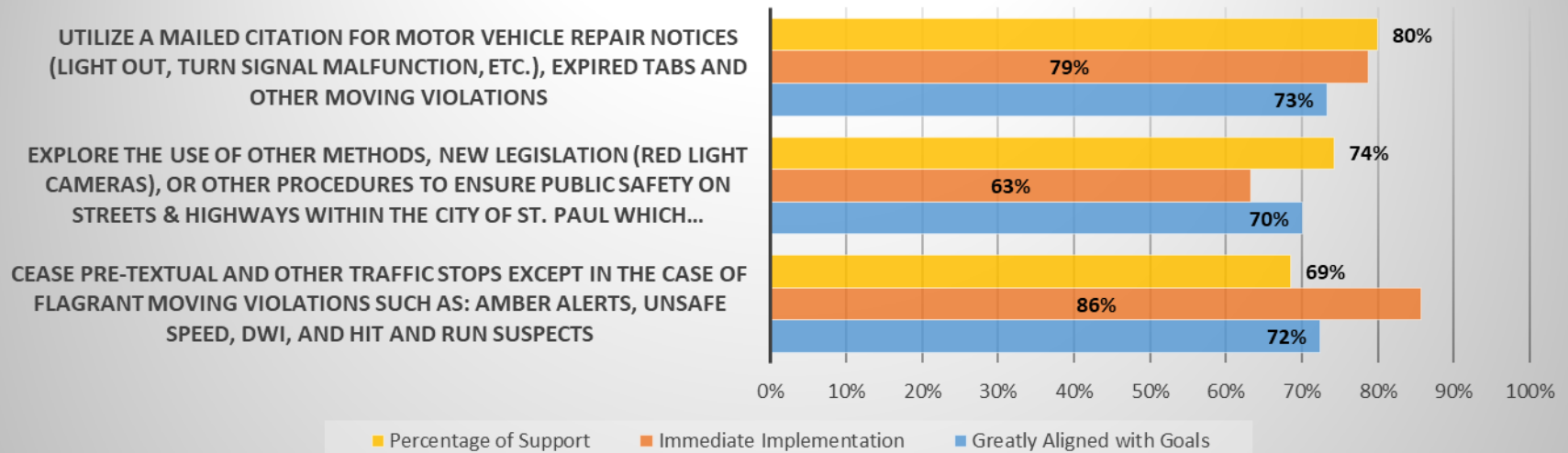
While the commission did not have a chance to explore and vet the issue of pre-textual traffic stops as thoroughly as they would have liked (and some members did not feel ready to weigh in on these recommendations without further information), nonetheless the Citizens League included these items in the final survey to get a sense for commission sentiment on this issue.

Recommendations are phrased as proposed by the commission members who brought the proposal forward.

All of these recommendations received **69-80% total support** on Question A, and **63-86% "immediate implementation"** on Question B.

- Utilize a mailed citation for motor vehicle repair notices (light out, turn signal malfunction, etc.), expired tabs and other moving violations
- Explore the use of other methods, new legislation (red light cameras), or other procedures to ensure public safety on streets & highways within the City of St. Paul which emphasize the prioritization of resources for the most dangerous/egregious behaviors
- Cease pre-textual and other traffic stops except in the case of flagrant moving violations such as: Amber Alerts, unsafe speed, DWI, and hit and run suspects

Pre-Textual Traffic Stops



Commissioner comments in survey:

Immediate Implementation Support

- “Support this for immediate implementation, Mayor can make department change without city council approval. Cease traffic stops made by SPPD except in case of flagrant moving violations.”
- “We should move on this administratively ASAP and consider moving the maximum amount of this work to public works.”
- “I think the implementation of this can be immediate; however, the implementation of new methods, like red light cameras, will take more time. Red Light cameras were declared unconstitutional in a State Supreme Court Case, and no jurisdiction has yet to create a policy and practice to meet the Court's requirements for utilizing them.”

Questions and Considerations for Further Exploration

- “We have seen an increase in crashes and fatalities in our city. Public safety shall be our number one priority regardless of the current events. Most of the recommendations are putting our citizen's lives at risk. Please let's study this issue more in-depth because it's not an easy fix.”
- “We need stronger grounding in how dangerous traffic enforcement can be - there's a lot of great research out there on how it escalates people's interactions with police. I believe that meaningful solutions around traffic enforcement actually come from our community's relationship to cars, pedestrians, bikes, transit, and streets and would be interested in a more holistic understanding of traffic enforcement.”
- “I am surprised by how different this question is based on our last conversation. We should seek the guidance of Nikki Starr and Commissioner Carter's office when fleshing this recommendation out, to ensure we have the language right. Nikki flagged this during our last commission call.”
- “If mailing was used for lights out, expired tabs etc. What recourse would the owner of the vehicle have? What is the burden of proof? There is no way to dispute that is actually occurred or that the person who gets the ticket is the one who is responsible for the infraction.”
- “So I agree with the premise. I would ask St Paul to consider ceasing police stops for equipment violations. This is really much more complex than we had time to discuss. Frankly, this is where the rubber meets the road for police contact and police contact that escalates into violence and harm. There should be an honest conversation that police like traffic stops because they are almost always supported by the law of reasonable suspicion AND they lead to collection of contraband AND they unfairly target black and brown people. I imagine if Highland Park were policed like the midway and east side that wealthy people would be upset. That said, you also would probably find less equipment violations where people have the money to fix their cars.”

Out of Commission Scope

- I don't have a problem supporting the pre-textual and traffic stop section, but I don't think it's within scope of the request from the Mayor. The commission spent months learning and working on items to support the initial request. I think another commission should tackle this issue. I don't support this in the final report, other than to highlight that we discussed it and the city council and Mayor need to dig into it.

Additional Comments

- “We've known for decades that traffic stops are an excuse for racialized policing. These stops present unnecessary safety risks for officers and provide little benefit to community overall.”

- “There will inevitably be questions from the Police Union about what officers will be doing if they're not writing tickets for pre-textual or routine traffic stops. I think the answer is pretty clear--they should be writing more tickets for speed violations, red light violations and stop sign violations; however, they should not be conducting any additional searches as part of these stops (we need to change the culture of the SPPD, and not just replace one stop with another kind of stop).”
- “Neighborhood Public Safety department is of priority need to consolidate this ideas and follow up.”

Office of Neighborhood Safety and ongoing community involvement

The following Commissioner Survey Findings report and the survey used to generate commissioner recommendations were prepared by the Harvard Kennedy School Government Performance Lab (GPL). The GPL's objective in preparing the Commissioner Survey Findings report was to amplify the voices and recommendations of the commissioners who participated in the survey. In addition to preparing the survey and the report, the GPL also conducted a landscape analysis of Offices of Neighborhood Safety from 17 other jurisdictions to better understand the history, structure and programming of such offices.

Saint Paul Community-First Public Safety Commission

Commissioner Survey Findings

**Commissioner recommendations related to an Office
of Neighborhood Safety and ongoing community
involvement**

May 3, 2021

This report and the survey used to generate commissioner recommendations were prepared by the Harvard Kennedy School Government Performance Lab.

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Introduction

Background

The Saint Paul Community-First Public Safety Commission, composed of 47 members appointed by Mayor Melvin Carter, was convened in December 2020 to “re-envision emergency response and make investments in community-centric public safety infrastructure.”¹ Multiple members were included from each of the following affiliations: Intergovernmental Partners; Education; Youth; Business; Cultural and Other Affinity Groups; Law Enforcement; Advocacy Organizations; Faith Communities; At Large Members.² With an expansive set of interests, expertise, and geographies included, the Commission represents a wide-range of Saint Paul with its recommendations.

This report, which is submitted to the Mayor and City Council, contains recommendations from Commissioners regarding two Commission charges:

1. Consider the creation of a city-staffed office to drive and integrate community-first public safety initiatives and strategies, i.e. Office of Neighborhood Safety (ONS);
2. Recommend approaches for ongoing community involvement in the City’s community-first public safety framework.

The first part of this report addresses whether the City should create an ONS, and if so, what should be its focus areas, programmatic strategy, and target populations. The second part of the report outlines strategies for including Saint Paul community members in an office’s launch, operations, and oversight.

Methodology

In total, 83% of commissioners, or 39 of 47, completed the survey. The survey was conducted in real-time during the Commission meeting on April 7, 2021. Commissioners also had the option of completing the survey in the days following the meeting. To help focus the Office of Neighborhood Safety discussions on the concrete decisions that need to be made, the Government Performance Lab team studied the structure, history, and programming of such offices in 17 other jurisdictions and presented the results of this landscape analysis at prior Commission meetings. Some results from this landscape analysis are included below.

¹ City of St. Paul. (November 17, 2020). Mayor Melvin Carter Announces Community-First Public Safety Commission To Re-Envision Emergency Response In Saint Paul [Press release]. Retrieved from <https://www.stpaul.gov/news/mayor-melvin-carter-announces-community-first-public-safety-commission-re-envision-emergency>

² City of St. Paul. (November 17, 2020).

Summary of Commissioner Recommendations

1. Creation of a city-staffed office

95% of commissioners recommend creating a city-staffed office focused on violence prevention.

2. Focus of programming

“Gun Violence” and “Youth Violence” make up the top priority tier for programming. The next tier includes “Group-Based Violence” and “Structural Violence.”

3. Narrow or broad programming

Instead of focusing narrowly on just one form of violence, or broadly on many forms of violence, 72% of commissioners recommend an office find a balance between the two strategies.

4. Youth programming

95% of commissioners recommend that an office dedicate resources to youth (less than 24 years) programming.

5. Targeting specific neighborhoods

97% of commissioners recommend an office dedicate resources to specific neighborhoods most impacted by violence.

6. Office strategy

Commissioners recommend an office focused on prevention programming but also including interruption and reconciliation / healing.

7. Community participation in the office’s launch and operations

Hiring community members impacted by violence is the top recommendation for community participation, followed by an advisory council and volunteer opportunities.

8. Coordination with existing groups

Commissioners recommend an office consider coordinating with 22 government entities and 18 organizations. They are listed under Recommendation 6. “Black, Indigenous and People of Color (BIPOC) Community Based Organizations” is the most common recommended partnership.

9. Community governance

“Strategic Planning” and “Public Meetings” are the top community governance recommendations.

10. Continue to engage commissioners

95% of commissioners would like to be involved in the implementation of a city-staffed office or the design of ongoing community involvement. Their names are listed in Appendix B.

11. Office name

61% of commissioners recommend the name “Office of Neighborhood Safety.”

Commissioner Recommendations

Recommendation 1: Creation of a city-staffed office

“Do you recommend the City of Saint Paul pursue a city-staffed ONS?”

95% of commissioners recommend the creation of a city-staffed office focused on violence prevention

0%

100%

Summary

Commissioners recommend that an office focus on coordinating prevention efforts across the city and county, be independent from the Saint Paul Police Department (SPPD), and empower community members (including by hiring Saint Paul residents who are impacted by violence).

Commissioner Comments

Coordination and integration

- “City staffing should be really lean—with resources focused primarily on coordination among community partners and ensuring connection/representation among City Council/Mayors' office policy decisions. It will be important that they be seen as honest brokers and thoughtful/efficient use of public dollars.”
- “Not a “new” ONS, rather the City should repurpose existing resources & structures (crime prevention, district councils, community policing, etc.) to stand up an ONS.”
- “It is important to rethink our office structure and potentially bring this together with the office of financial empowerment.”
- “Yes, if this department owns and manages a robust data collection system targeted at all public safety needs that regularly learns from this data.”
- “Coordinate and align prevention and intervention to increase opportunities for most appropriate response.”
- “Partnership with all government agencies to hold each other accountable and be on the same page to execute the plan accordingly.”
- “This office needs coordination and the city is best positioned to do that.”

Independence from SPPD

- “We desperately need coordinators and City leaders specifically dedicated for the strategies already underway that have no departmental home. The SPPD should NOT be the public safety presenter at every budget cycle. The forthcoming office should be the new home for actual violence prevention and public safety.”
- “I think the establishment of an ONS is essential to not only reducing crime, but to better understanding the racial disparities in our system and how we can reduce them. Intentional effort needs to be applied consistently. While the SPPD will be heavily involved in this work, it is important that the ONS be an independent body.”
- “COMPLETE operational independence from SPPD, though may refer cases. Civilian-staffed, civilian-lead, community-focused.”
- “ONS should be elevated to the department level with direct report to the City Council and Mayor. If the office is created, but left under the police department, it loses its accountability and

reliability. To ensure a high level of transparency and honesty, ONS should be staffed at the City level and report to the highest authority in the City.”

Support for a City-Staffed Office

- “Without it there is no focus on it.”
- “Our community has stated a need for an office, which should succeed the Community First Public Safety Initiatives.”
- “The pros are good, of course it’ll take time, and I think it can turn around some of the governmental mistrust.”
- “To create a safer environment for all community members.”

Staff office with community members who are impacted by violence

- “This is a strong idea but the office must be created and led by community members who are impacted by violence and police brutality so that this office can fully support the vision of community-first public safety.”
- “The ONS needs to be committed to having a staff that lives MAJORITY in St. Paul. Unlike the 23% minority of the SPPD.”
- “IF the City Staff person is hired directly from the community and has some level of decision making authority/autonomy and resources including a STAFF.”

Community-Centered

- “I want to empower residents to lead work in Saint Paul.”
- “It creates a greater connection through the shared community of residents.”

Budget

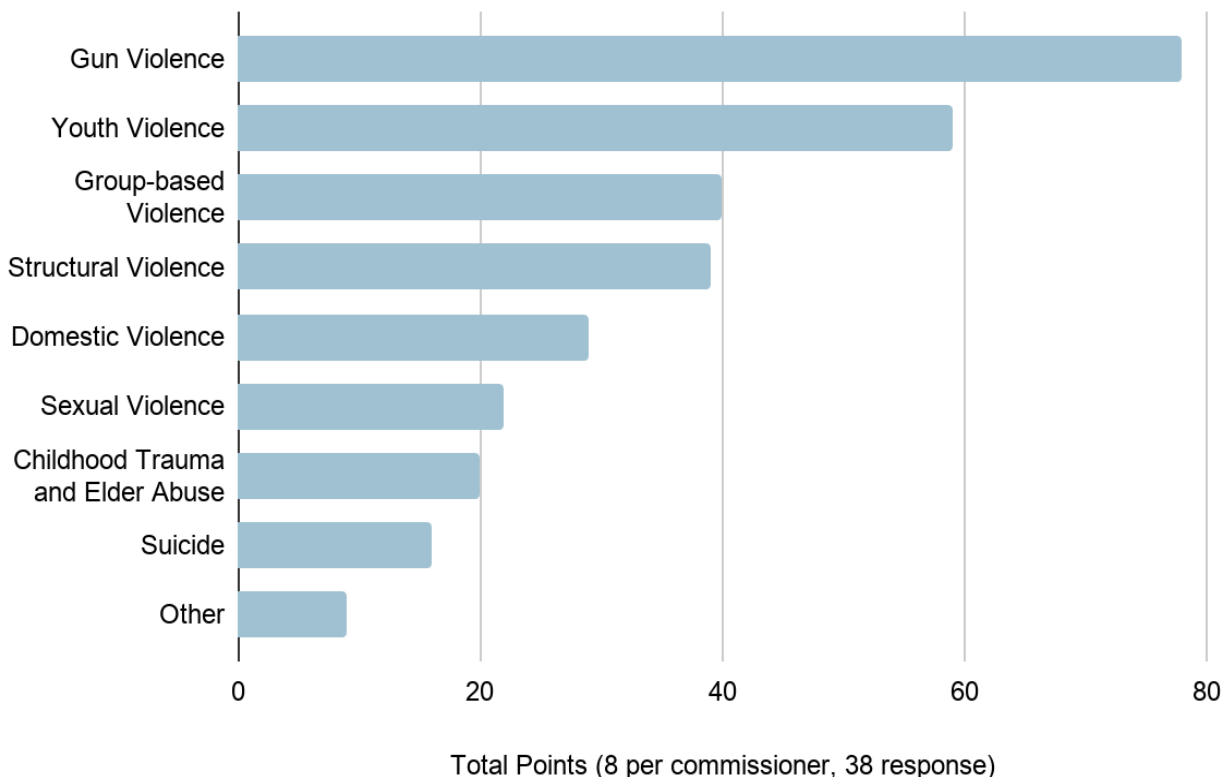
- “Opportunity to divert some of the resources from Saint Paul Public Schools (SPPS) to assist in the funding.”
- “Funding for ONS should not reduce PD funding. ONS is additive to PD, not in lieu of, and should equip community members to co-respond to public safety concerns (a multiplier).”

Opposition to a City-Staffed Office

- “I like the idea of ONS, but it should be integrated into the work of the City. A separate organization seems to create another silo. For example, think about the Human Rights Department - great idea but it is siloed and ineffective. I think this is a better Countywide/county funded project.”

Recommendation 2: Focus of programming

“What should be the focus of violence prevention programming?”



Summary

“Gun Violence” and “Youth Violence” make up the top priority tier for programming. The next tier includes “Group-Based Violence” and “Structural Violence.”

Methodology

This question uses forced sum methodology, which gave commissioners eight points to distribute across categories. The graphic shows the total points. The categories of violence are derived from Minneapolis’s Office of Violence Prevention³ and Milwaukee’s Blueprint for Peace.⁴

Notes

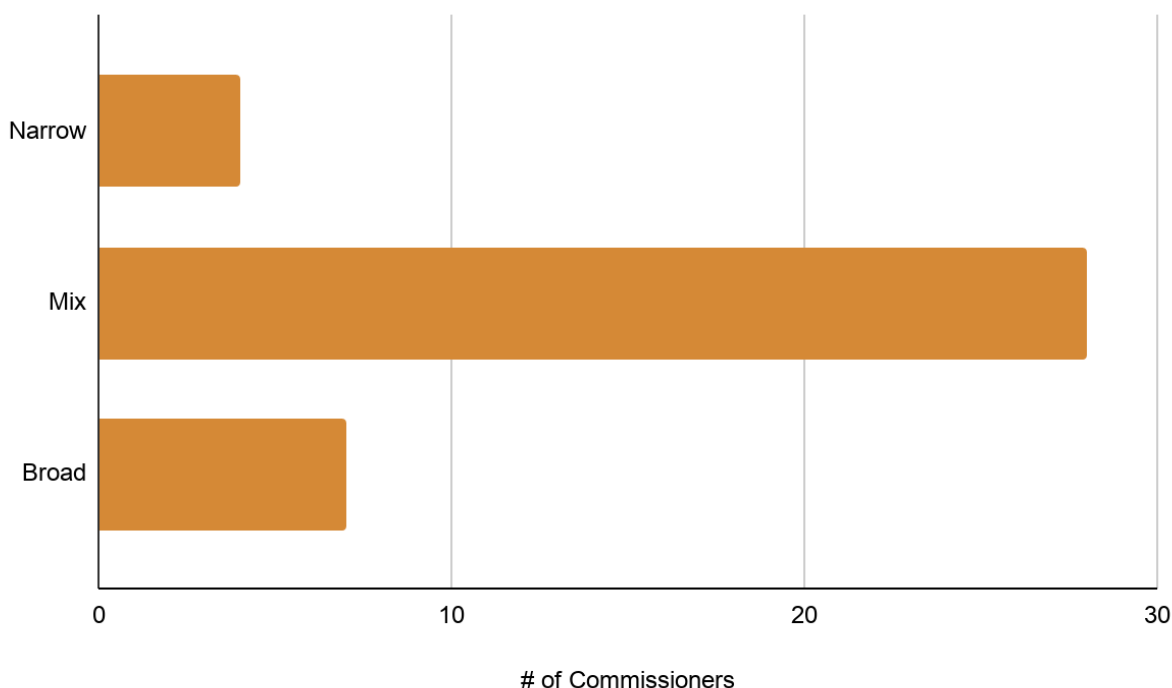
To review category definitions, see Appendix A and submissions to the “Other” category in Appendix B.

³ Minneapolis Office of Violence Prevention. Office of Violence Prevention Community Input (2020). <https://www.surveymonkey.com/r/M8879YY>

⁴ Office of Violence Prevention. (2016). Milwaukee Blueprint for Peace. <https://city.milwaukee.gov/414Life/Blueprint>.

Recommendation 3: Narrow or Broad Programming

“Do you recommend that an office pursues narrow or broad programming?”



Summary

Instead of focusing narrowly, on just one form of violence, or broadly, on many forms of violence, 72% of commissioners recommend an office find a balance between the two strategies.

National Landscape Analysis

Some Offices of Neighborhood Safety focus on one form of violence, such as gun violence, while others address the root causes of multiple forms of violence.

Recommendation 4: Youth programming

“Do you recommend an ONS dedicate resources to youth programming?”

95% of commissioners recommend an office dedicate resources to youth (less than 24 years) programming

0%

100%

National Landscape Analysis

31% of ONS that were reviewed had at least one program that dedicated resources to youth under the age of 24.⁵

Recommendation 5: Targeting specific neighborhoods

“Do you recommend dedicating resources to specific neighborhoods?”

97% of commissioners recommend an office dedicate resources to specific neighborhoods most impacted by violence

0%

100%

National Landscape Analysis

27% of reviewed ONS had at least one program that dedicated resources to specific neighborhoods most impacted by violence.⁶

⁵ Government Performance Lab Landscape Analysis (March 2021)

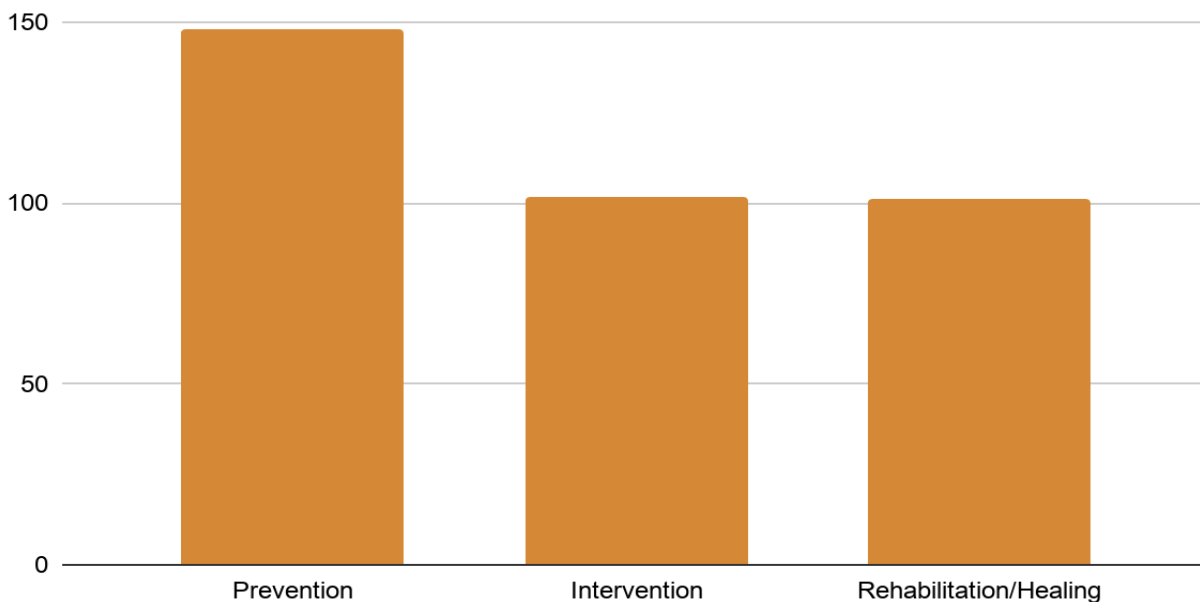
⁶ Government Performance Lab Landscape Analysis (March 2021)

Recommendation 6: Office strategy

“Do you recommend focusing on violence prevention, intervention, or rehabilitation/healing?”

Summary

Commissioners recommend an office focus on prevention programming but also include interruption and reconciliation / healing.



Total Points (9 per commissioner, 38 response)

Methodology

This question uses forced sum methodology, which gave commissioners nine points to distribute across categories. The graphic shows the total points. The five commissioner comments in the “Other” category fit into the existing three office strategies and were included in the chart.

Notes

Offices of Neighborhood Safety tend to distinguish programming in these three stages:

Prevention: Upstream investments that address root causes of violence

Intervention: Interruption strategies to address current violence

Rehabilitation: Healing practices to address retaliatory violence and re-entry

Recommendation 7: Community participation in the office's launch and operations

“How could residents participate in the implementation and functioning of an office?”

Summary

Hiring community members impacted by violence is the top recommendation for community participation, followed by an advisory council and volunteer opportunities.

Community Participation Approach	# of Commissioner Recommendations
Hiring community members impacted by violence	14
Advisory Council	10
Community Convenings or Summits	9
Volunteering	6
Listening sessions	6
Programming strategy or support	5
Outreach to disengaged residents and make office accessible	3
Engage District Councils	2
Encourage youth participation	2
Restorative justice	2
Engage community leaders and provide them grants	2
Build capacity of community for violence prevention efforts	1
Involve businesses	1
Police oversight	1

Staffing or hiring community members impacted by violence

- “For staffing, I would like to see community members impacted by violence hired to lead the work of this office. That is integral to fulfilling this community-first public safety vision.”
- “Hiring those most directly impacted with lived experiences.”
- “Residents who have experience can be trained to respond and work with folks who are going through the same experiences.”
- “Hire residents, pay people for their work, create working groups for people who are part of the criminal justice system as part of their probation/parole, transition people from incarceration (probation, etc.) to jobs in the government.”
- “Civilian staffing that represents the diversity of St. Paul” to “drive strategy.” (x2)
- “Staffing is super important.” (x2)
- “Residents should have the opportunity to serve as staff.” (x3)
- “Community data experts on staff.”
- “Hire community members/research fellows for programming decision-making.”
- “Offer volunteering and paid opportunities. Have open houses to get to know the people.”

Advisory Council

- “Advisory council made up of residents, community members, non profit and other community leaders, philanthropy, law enforcement, etc. (similar to the make up and diversity of this commission), creation of continuous opportunity for input and feedback from diverse audiences.”
- “The idea of a People's Cabinet has been in development for 3 years now in different forms and it should get revisited as an ongoing commission structure that lives in and is funded out of the forthcoming office. It would be the community engagement arm of the city for this work.”
- “Advisory councils and Boards.” (x6)

- “Neighborhood residents advisory group.”
- “Creating an advisory committee that engages the community.
- “Community safety board.”

Volunteering

- “Volunteering.” (x5)
- “Offering volunteering and paid opportunities. Having open houses to get to know the people.”

Listening Sessions

- “Listening sessions, training sessions, fundraising, information gathering and sharing.”
- “Listening sessions.” (x7)

Community convenings or summits

- “I like the summit idea from Oakland, CA for the launch side of things.”
- “Regular community convenings to share progress/info and collect community input/direction.”
- “Office launch with a summit and advisory council”
- “Summits, public forums, town halls and open meetings.” (x4)
- “Having a planned community forum on a continuous basis. A safe community is for everyone. Initiatives and efforts shouldn't be only when something bad happens. It should be a continuous effort to mend the police and community relations. Continued improvements and continuous engagement.”

Programming strategy or support

- “Using feedback from residents to form the office structure and focus.”
- “Programming support” and “Programming decision-making.”
- “Make reports to the office for recommended follow up by the office.”
- “Participate as members who help shape and move this work forward.”

Outreach to disengaged residents and make office accessible

- “Listening Sessions that reach more residents through the use of technology, novel communication strategies (like an app for mobile phones); engaging with community members who are not historically involved in this work.”
- “Make it accessible for residents to connect directly with the ONS via phone or email.”
- “Make sure that everyone matters and steps up. To participate it must be marketed to these communities that are always left out.”

Engage District Councils

- “Through their district councils and community-based partner organizations.”
- “Leverage the existing volunteer based St. Paul District Council structure.”

Encourage youth participation

- “Intentional youth participation--board seats, focus groups, etc.”
- “Building relationships with the community leaders and youth.”

Restorative justice

- “Healing and Restorative justice circles.” (x2)

Engage community leaders and provide them with grants

- “Grants to applicants.”
- “Building a relationship with the community leaders and youth.”

Build capacity of community for violence prevention efforts

- “It would be powerful to offer training / certification on approaches to strengthen neighborhoods and build community. We could also “deputize” citizens with specific skills / interests in order to scale the capacity of programs. We need to engage people with operations, data, public health, neighborhood engagement, technology, job search, and other skills more actively. We can't tax/fund our way out of the challenges we face. Government needs to be a platform of engagement, not the only way of delivering services.”

Involve businesses

- “Impacted residents and businesses to have equal voice in funding and operations. Community is not limited to residents!”

Police oversight

- “Greater civilian oversight of law enforcement and accountability for policing, regular program evaluation and input, restorative justice circles.”

Recommendation 8: Coordination with existing groups

“Which CBOs or government entities should an office coordinate or collaborate with?”

Summary

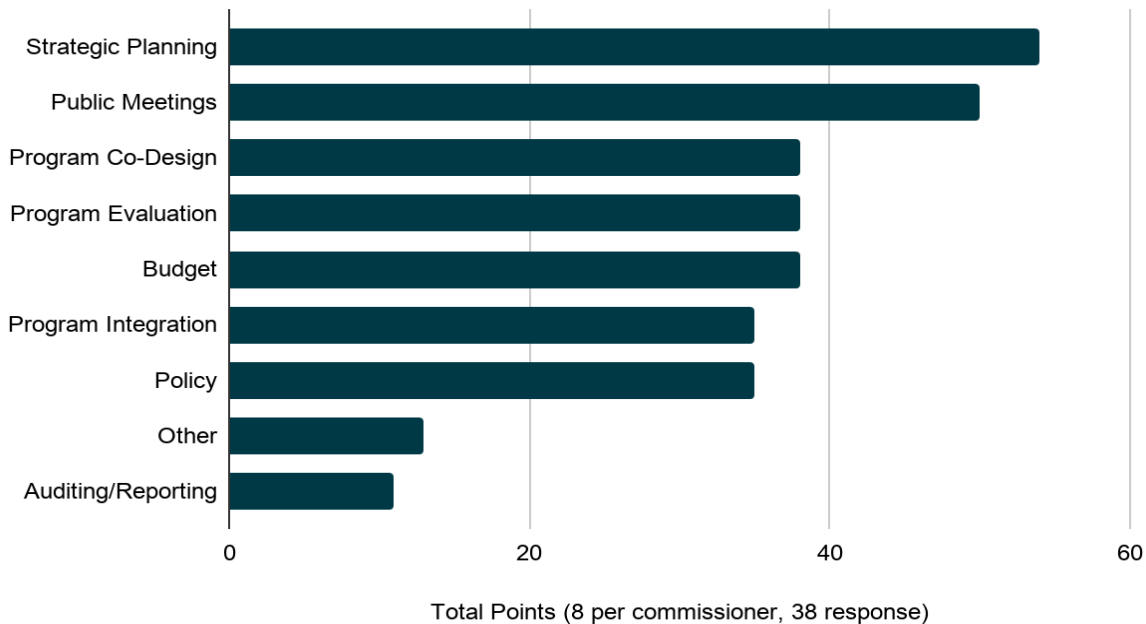
Commissioners recommend an office consider coordinating with 23 government entities and 18 organizations. “Black, Indigenous and People of Color (BIPOC) Community Based Organizations” is the most common recommended partnership.

Notes

To review a complete list, see Appendix C.

Recommendation 9: Community governance

“Which elements of community governance and oversight are most important?”



Summary

“Strategic Planning” and “Public Meetings” are the top community governance recommendations.

Methodology

This question uses forced sum methodology, which gave commissioners eight points to distribute across categories. The graphic reflects the total points allocated by the commission. The categories of

community governance and oversight were derived from structures observed across multiple cities in the landscape analysis.⁷⁸⁹

Notes

The list of alternative submissions to the “Other” category is provided in Appendix D.

Recommendation 10: Continue to engage commissioners

“Are you interested in supporting the implementation of an ONS or community involvement in Saint Paul?”

95% of commissioners would like to be involved in the implementation of a city-staffed office or the design of ongoing community engagement

0%

100%

Notes

A full list of commissioners who would like to be involved can be found in Appendix E.

Recommendation 11: Office name

“Which name do you prefer for a city-staffed office?”

61% of commissioners recommend the name “Office of Neighborhood Safety”

0%

100%

Methodology

The two choices “Office of Neighborhood Safety” and “Office of Violence” prevention were the most common names observed in the landscape analysis.

Notes

The list of alternative “Other” names is provided in Appendix F.

⁷ Office of Violence Prevention. (2016). Milwaukee Blueprint for Peace. <https://city.milwaukee.gov/414Life/Blueprint>.

⁸ City of Oakland. (2014). Public Safety & Services Violence Prevention Oversight Commissions - 2014. <https://oakland.granicus.com/boards/w/8552f8c4c0e15460/boards/6771>.

⁹ Philadelphia City Council. (2017). Special Committee on Gun Violence Prevention. <https://phlcouncil.com/gun-violence-prevention/>.

Appendix

Appendix A: “Focus Area” descriptions

Gun Violence: Programming to remove guns from the streets and intervene in gun-based conflict

Sexual Violence: Supporting survivors and coaching others to reduce sexual violence

Youth Violence: Focus on young people who are bullied or at-risk of criminal justice system exposure

Childhood Trauma and Elder Abuse: Programming to detect and intervene in the exploitation or abuse of vulnerable older adults and children

Group-Based Violence: Mediating conflict between groups and providing exit or alternatives in the form of services and support

Domestic Violence: Programming to support survivors of violence in the home and prevent future occurrences

Suicide: Supporting individuals engaged in or considering self-harm

Structural Violence: Programming that supports healing from exposure to domestic or community violence, systemic racism, and poverty

Appendix B: “Other” submissions for Recommendation 2: Focus of programming

“Safety (facilitate neighborhood-specific connections/responses)” [2 points]

“Understanding Violence and general public safety through robust data analysis” [7 points]

Appendix C: Complete list of existing groups to coordinate with

City of Saint Paul	Organizations
District Councils	ACLU
Police Civilian Internal Affairs Review Commission	Dispute Resolution Center
Saint Paul City Council Members	Domestic Abuse Partnership
St. Paul Department of Human Rights and Equal Economic Opportunity (HREEO)	Families Supporting Families Against Police Violence
Saint Paul Fire Department	Hallie Q. Brown Community Center, Inc
Specifically: Emergency Medical Services (EMS) Division	Specifically: Community Ambassadors Initiative
Saint Paul Mayor's Office	Healing Justice Network
Saint Paul Office of Financial Empowerment	Hmong American Partnership
Saint Paul Parks and Recreation	ISAIAH
Saint Paul Police Department	Metrostate
Specifically: Community Outreach And Stabilization Unit (C.O.A.S.T.)	Model Cities
Saint Paul Public Library	Neighborhood House
	NAMI
	Root and Restore
	Sanneh Foundation
	St Paul Youth Services
	St. Paul Intervention Project
	Ujamaa Place
	Wilder Foundation

Other Governments	Partnership Groups
Minneapolis Office of Violence Prevention Ramsey County Corrections Ramsey County Crisis Response Teams Ramsey County District Court Ramsey County Human Services Ramsey County Juvenile Detention Alternative Initiative Ramsey County Mental Health Ramsey County Probation Services Ramsey County Public Health Ramsey County Violence Prevention Program Saint Paul Public Schools State Department of Human Rights	Academia BIPOC Community Based Organizations Churches / Communities of Faith Addiction Services and Recovery Communities Employers Unhoused Individuals and Homelessness Services Human Service NGOs Mental Health Professionals Philanthropy Sexual Violence Organizations Trauma Workers Youth Leaders / Workers

Appendix D: “Other” submissions for Recommendation 9: Community governance

“Execution / delivery” [4 points]

“Execution of the actual plan” [3 points]

“This is unpopular, but I am not a fan of oversight boards...they are usual puppets of the executives/paid staff, this is often a waste of time.” [6 points]

Appendix E: Commissioners who want to stay involved

The following commissioners indicated they would like to be involved in the implementation of an ONS and design of ongoing community involvement in St. Paul:

Ahmed Anshur

Amin Omar

Amy Peterson

Anna-Marie Foster

Cedrick Baker

Chikamso

Clara Junemann

David S Jones

Farhio Khalif

Heather Worthington

Jai Winston

Jason Barnett

Joann Clark

John Marshall

Julio Fesser

Laura Jones

LyLy Vang-Yang

Mario Stokes

Mark Ross

Maureen Perryman

Mitra Jalali

Monica Bravo

Natalia Davis

Nicole Starr

Otis Zanders

Pheng Xiong

Sam Clark

Sami Banat

Sasha Cotton

Scott Burns

Sierra Cumberland

Simone Hardeman-Jones

Sue Abderholden

Suwayda Hussein

Suzanne Rivera

Teshite Wako

Toni Carter

Appendix F: Additional office name recommendations

Neighborhood Wellness

Office of Community Safety

Office of Community-First Neighborhood Safety (this is a mouthful but may be impt to highlight the uniqueness of community involvement in the creation of and long term execution of the work of this office)

Office of Community Health & Opportunity

Office of Health and Prosperity

Office of Community First Public Safety

Office of Public Safety
Office of Community Safety Development
Office of Community connections
Office of Community Safety and Violence Prevention

Overall considerations and themes

Throughout this process, a number of overarching themes and considerations emerged from the commission's work. This list has been prepared by the Citizens League and is not comprehensive, but we believe it is important to highlight these issues to inform efforts that continue past the scope of this commission.

Understanding trauma embedded in this work: We heard repeatedly that members of our community, particularly Black and brown individuals, have experienced fear, anxiety, and trauma from interactions with police over multiple generations. It was acknowledged that while many law enforcement officers approach their work with humility and good intent, this reality of trauma cannot be erased.

We also heard that this has been a time of trauma and stress for law enforcement officers, who hold a deep awareness that their physical presence can create strong reactions, and that many situations evolve rapidly and unexpectedly, and may involve danger to responders themselves.

History of policing: Throughout this process, many commissioners expressed deep concern about the historical impetus and "origin story" of policing as it relates to race, with roots in slave patrols and enforcement of Jim Crow laws, and extending into the present day as a tool to maintain control over Black and brown individuals and to create fear and submission in these communities. Commission members voiced that when seen through this lens, policing can be understood as a tool of white supremacy or dominance, which cannot be simply reformed or adapted, but instead new systems and structures must be built in its place.

Commissioners discussed that historical reforms to the justice and public safety systems have tended to disproportionately benefit white people and suggested that an equitable response would have to be proactively designed with cultural competency in mind.

Definition of safety: Throughout this process, when the issue of safety arose, there was much discussion around questions such as "what makes people feel safe?" "who defines safety, and for whom?" and "whose safety is prioritized?"

Uniforms: There was a great deal of discussion of the role of uniforms, police and otherwise. Commission members acknowledged that generally, a uniform can set aside responders from others on the scene. Some felt the uniform indicated that an officer is on site to help; others voiced that it may serve as a tool of enforcement and convey a certain level of seriousness or professionalism. Some expressed that uniforms signify police as "neutral," but others stated that the police uniform is not neutral at all, and in many situations creates a threatening, traumatic, or deeply unsettling response for people or communities, and that this is particularly the case for Black, Indigenous, and other communities of color. Members suggested that it is difficult, if not impossible, for armed and uniformed law enforcement to provide a supportive and helpful response in these situations.

The commission discussed how there are situations in which a non-police uniform (such as a recognizable shirt and bag) could serve to set responders aside and indicate their role on the scene, without creating a negative response.

First response / co-response and avoiding escalation: Police are often sent to "secure the scene" for an incident that may involve danger, violence, or threat to life before other responders or co-responders can step in. However, in many cases (acknowledged both by community members and officers themselves), the presence of a uniformed officer with weapons creates a hostile, threatening, and traumatic experience for individuals on scene. Officers are aware that they present a threat by appearing in uniform, thus increasing their own sense of danger and stress. In these situations, behaviors and mindsets of all individuals on scene often creates a dangerous escalation loop.

Many commissioners spoke in favor of a model where police co-respond with other trained professionals, and are on site for potentially dangerous situations, but *out of sight lines and standing-by if needed* by other first responders. If the situation can be resolved safely, police would never need to step in.

De-escalation: There was great interest among commissioners in the practice of de-escalation, underscoring the need for de-escalation to be a core, central, and critical part of the first response ecosystem.

24-7 response: While there are other agencies available to respond to certain situations (animal control, parking enforcement officers, etc.), very few are available 24 hours a day, 7 days a week. Therefore SPPD becomes the default 24-7 responder. Expanding alternative responders to 24-7 availability would make a significant difference in police queues and appropriate response to a given situation.

Tracking call outcomes from initial call type: Commissioners learned that data is not collected in a way that tracks the evolution of calls from the initial call type / priority level, through the response and outcome, including whether the situation changes or escalates. This reality makes analysis of current response models difficult. Further, there is no measure of satisfaction or resolution of calls, which could help identify areas of success or potential improvement. These realities were concerning to many commissioners and invites consideration of a better data collection system.

Systems change and innovation: There was acknowledgment that changing an existing system, or creating a new alternative system, is difficult and can feel risky due to the uncertainty inherent in change. Law enforcement members of the commission, for example, expressed reservation about having other agencies or groups respond to calls and put their lives in danger, or take the type of risks that police officers accept as part of their jobs. However, the current system of emergency response, as explored and analyzed by the commission, is strained in its capacity with police officers being asked to respond to a vast array of situations; and is creating trauma, stress, and loss of life, particularly for communities of color.

A presentation to the commission from Mitchell Weiss, Professor of Management Practice in the Entrepreneurial Management unit at Harvard Business School, spoke to some of these challenges. He suggested that the best way to frame innovative methods is to say, “We’re going to pursue things in ways that aren’t as risky.” Perhaps start with less risky behaviors, establish a rhythm, understand the parameters, and then escalate that structure to riskier situations. Mr. Weiss also suggested that the City must prepare the public for the eventuality that something goes wrong by being upfront with expectations, and framing the status quo as unacceptable in advance of taking a risk.

Commissioners were interested in ways to innovate alternative response models in iterative ways to build trust and reduce anxiety, and then expand successful practices as they are identified.

Commission member statements

After reviewing a draft of the final recommendations and considerations, members of the commission were invited to submit final statements in their own words, reflecting on the process and outcomes. This was optional but encouraged. Commissioners were told these statements would be included in complete form in the final report, with names attached, so that their voice would be captured accurately and in full.

Co-chair Acooa Ellis

Mayor Melvin Carter, III and St. Paul City Councilmembers:

The Community First Public Safety Commission charge set forth an ambitious body of work during a historic moment for the city of St. Paul, Minnesota, as well as the country. The set of recommendations put forth by the commission represents five months of intense work, with 10 formal meetings, as many or more planning discussions, and multiple listening sessions with St. Paul residents—all done virtually. As such, the ability to drill down into particular nuances was significantly challenged.

As you consider next steps, I urge you to leverage the five areas for desired impact outlined by commission members as your lens. These areas: decriminalizing behavior, optimizing training in responses, efficient deployment of law enforcement (and City resources), community safety and prevention, along with overall improvement of systems that increase resident accessibility, should be viewed as areas where consensus was reached among an incredibly wide array of perspectives.

I offer the following comments as additional context for your consideration.

Decriminalizing behavior/Community safety and prevention

Use of the title Office for Violence Prevention prompted strong reactions from several commission members, so we began to refer to that part of our charge as the Office for Neighborhood Safety. Harvard Government Performance Lab captured several thoughts regarding the scope for this proposed office. I sensed the overarching vision among commission members for this office to be prevention AND a deliberate space to engage neighbors/community-based organizations in the work to ensure all residents feel safe. For some, this means a departure from use of police to control the behavior of neighbors viewed as “other,” a common practice in transitioning or gentrifying neighborhoods.

Priority four disorderly conduct responses should fall within the scope of this office, given the vision for this work and the volume of responses dispatched particularly for disorderly conduct. I believe such a move would significantly decrease the number of justice-involved individuals. Additionally, I strongly recommend that an Office for Neighborhood Safety focus on convening and integrating existing programs and services, versus offering programming, for an efficient use of City resources.

Optimizing training in responses

The prevailing sentiment among most if not all commission members was that the City should work to ensure that whoever arrives on the scene in response to a call is optimally trained to handle the situation as assessed. My understanding is that in instances of mental health crises, police often determine threat level unilaterally—then engage co-responder models, as available. I urge you to explore deployment of the COAST unit and Mental Health Resource team as first responders, with clear MOUs in place to articulate accountability and prioritized training. Once a plan of action has been agreed to, RCECC protocols should be reviewed to ensure alignment with dispatch decisions and awareness among callers of the option to dispatch an alternative to police in response to their call.

Efficient deployment of law enforcement

According to Robina Institute analysis, priority four and five calls made up just shy of 60% of all calls for service in 2019; over 40% of those calls were initiated by officers. This fact signals considerable latitude in how officer time is spent and represents an opportunity to optimize community safety, as well as officer wellbeing.

Improved systems

A number of complicated issues bubbled to the surface of commission discussions throughout the course of our time together. They did not fit neatly into our charge and were often more complicated to unpack than our time or virtual convenings allowed.

For instance, traffic stops constituted a sizable chunk of officer-initiated calls. You will see that the recommendation for limiting stops for vehicle equipment violations failed to meet the “mandate” threshold for this report. I believe this to be for two reasons. 1 – this recommendation emerged from a subcommittee of commission members and was presented at our final meeting, so there was not sufficient time to fully digest the recommendation. 2 – John and I worked to keep commission work focused on our charge to ensure we were able to deliver aligned, actionable recommendations. This said, my recommendation is for City officials to fully support efforts underway by Ramsey County Attorney John Choi to limit the use of pre-text stops.

Another underlying theme was data—its availability (or lack thereof) and use. To date, demographic data regarding officer interaction is only captured in the event of a citation or arrest. This makes it difficult, if not impossible, to truly apply a racial equity lens to discussions around policing. As you consider recommendations related to data sharing, I urge you to prioritize sharing information which allows you to identify overarching trends in community outcomes and improve service delivery over individual-level data. You will see a recommendation from Robina related to how data is collected in the future. I wish to affirm this recommendation and draw a connection between it and calls from commission members for a central point of data collection/reporting. Worth your consideration is the codification of community reporting requirements as part of an Office for Neighborhood Safety, with the Office for Technology and Communications responsible for data stewardship.

A theme that arose out of small group discussions among commission members and St. Paul residents during town hall discussions was the desire to see SPPD better represent the community it is charged to keep safe—primarily through the hiring and promotion of officers from St. Paul. I understand there is a state pre-emption on residency requirements. I recommend, however, a thorough assessment by Human Resources of current hiring and promotion practices for barriers to employment for St. Paul residents, particularly people of color, followed by a plan to increase the representation of officers with local roots.

It has been a great honor to help shepherd this work. I am grateful for the many folks who dedicated time, energy and wisdom to this endeavor and proud of what we were able to accomplish in such an abbreviated timeframe. The above comments are intended to complement the recommendations offered by the commission overall, to support decisive action and not supplant the will of the collective.

Co-chair John Marshall

Mayor Carter & St. Paul Councilmembers:

As we conclude the efforts of the Community First Public Safety Commission, I want to take a moment to offer my appreciation and brief reflections. Having participated in this work both professionally representing one of the City’s largest employers, Xcel Energy, and personally as a lifelong 4th generation Saint Paulite, I am proud of the outcomes and find myself inspired with the entire journey.

First, I wish to extend my sincere thanks to those who played a role in assembling such a dynamic cross section of community leaders who invested their time and wisdom. Representing a myriad of ages, races, occupations, backgrounds, and lived experiences this group faced head on an aggressive timeline and significant workload in a virtual distanced environment remaining dedicated and present throughout. Amidst a backdrop of various incidents that occurred in parallel across our community, state and nation I was humbled to watch commission members lean on each other for support and provide an authentic space for shared reflection. While perhaps not intended by design I was awestruck with this byproduct.

Central to this work was The Citizens League and one cannot offer enough praise specifically for the work of their Executive Director Kate Cimino and Director of Public Policy Amanda Koonjbeharry. Their calm guidance and seasoned experience were essential in managing and organizing some of the most complex issues. The Citizens League has built an exceptional reputation over decades of collaborative work tackling tough issues and Amanda and Kate truly raised their bar.

Finally, I would like to call out my co-chair Acooa Ellis and recognize her strong leadership. She gave her full self, was so very mindful and articulate each day and her passion for making an impact was evident throughout.

Thank you again for your strong leadership in deploying an effort that provided for much needed time, thought and due consideration. If you have any questions or would like to meet and discuss further, please don't hesitate to contact me.

Ms. Sue Abderholden

Thank you for the opportunity to be a member of the Community-First Public Safety Commission. We were given a very important charge and it wasn't easy in the time we had to do a deep dive into the data and to develop recommendations. The great diversity of the commission was very helpful in that we, in a sense, all touched a different part of the "elephant," so different perspectives and experiences were brought to the table, providing for a rich discussion of the issues.

My greatest concern is that we not reinvent the wheel and that we build on existing programs. There were discussions about the mental health system and lack of access. It's important to note that our mental health system isn't broken, it was never built. So, while there is an array of services available, they are underfunded, and it can take months to access treatment. There are also workforce shortages and a workforce that needs to be more culturally diverse and informed. But even when people are able to access care, a crisis can still occur. While there are mobile crisis teams in every county in the state, including in Ramsey County, they are underfunded and cannot respond in a timely way to all the calls or provide the amount of in-home stabilization services that are needed. Remember the crisis teams in Minnesota have statutory requirements, maintain medical records, and can provide help beyond the initial call. Unlike other cities, 911 in St Paul does dispatch the mobile crisis teams which is a positive step because hardly anyone knows the crisis number but everyone knows 911. There are psychiatric emergency rooms which can provide care in a more therapeutic setting – and again, people know where the hospitals and the emergency rooms are. There are crisis homes in Ramsey County which adds another viable option for people in crisis.

As we move forward, I believe it is important to build on the connections and places that people already know and that already exist. Co-responder teams should be developed with the crisis team. Be clear as to the purpose and goals of any new program. Sometimes programs in other states or cities look new and shiny, but we find the components already exist in our community. Bring the services to where people already gather, such as schools. Ensure there is no wrong door – if you call 911 or 311 - the appropriate response is sent out. We also need to follow how the new 988 for mental health calls will be rolled out and implemented across the country and the impact that it could have on future recommendations.

Again, thank you for the thoughtful process to hear people's concerns and ideas. There is more work to do but this is a good start.

Mr. Cedrick Baker

When asked to participate in the Community-First Public Safety Commission, I was excited about the charge but also concerned about expectations and scope of work. The Commission meetings were informative, intense and rewarding. The diverse group of fellow commissioners provided me with so many rich perspectives. The team worked hard to provide recommendations that can be implemented for alternative first response options for priority 4 and 5 service calls, ongoing community involvement and an internal structure to ensure this type of focused work is done in the City of St. Paul. Lastly, I must say as a black man, this commission also provided me a needed space to process some of the tragic events that took place locally and nationally during our time together. I'm proud of this team's work and the leadership of Acooa Ellis, John Marshall and the Citizen's League staff.

Mr. Sami Banat

I am grateful for Mayor Carter's invitation to serve on the Community First Public Safety Commission. The last few months have been deeply fulfilling and have given me hope that a better system of public safety is on the way for Saint Paulites. It has also been wonderful to serve with an amazing team of commissioners, each with a unique and helpful perspective on the work being done.

I strongly support the recommendations that have been compiled in this report. Our work on Priority 4 and 5 calls for service is a small piece of the puzzle, but an area where Saint Paul has the opportunity to make a major leap forward in improving public safety. These recommendations will reduce the possibility of unnecessary escalation, will give Saint Paulites access to more specialized and relevant service, and will allow police to focus more fully on higher priority work rather than being stretched too thin with situations in which another specialized official could respond to.

In addition, I strongly support and recommend additional study and swift implementation of the proposal to ban pre-textual traffic stops and other officer-initiated traffic stops in Saint Paul. Following the murder of Daunte Wright, I felt it was necessary for this commission to make a recommendation on traffic stops. I organized a work group of commissioners who studied the issue in Saint Paul and brought forward a memorandum for the entire commission on ending such vehicle stops. Traffic stops by police are an area that sees heavy racial profiling and has immense possibility to escalate to a deadly encounter. I am proud that over 2/3 of commissioners at 69% supported our recommendation to cease pre-textual and other traffic stops, and that an overwhelming 80% of commissioners supported the recommendation to utilize mailed citations for vehicle moving violations rather than a traffic stop. This is an area in which the city has enormous potential to make meaningful reform in public safety, while emerging as a national leader in this work. Such a reform could be made at the Mayor's discretion alone.

Once again, I am proud to have served on this commission and appreciate Mayor Carter's leadership on this issue. I look forward to the implementation of these recommendations in Saint Paul and the further work we have to do.

Mr. Jason Barnett

The one area of clear interest and opportunity the City has to address Public Safety and community engagement is through embracing and adapting to emerging technologies. The use of Artificial Intelligence, smart infrastructure technologies, and modern data security and collection practices would alone put Saint Paul on the global stage for

innovation and public safety practices. We have the opportunity to be a leader in these efforts. Not only would the public be served by using community first technology efforts, but the jobs and efficiencies the use of these services would bring would make them invaluable.

As we continue the discussion and efforts around public safety, focusing in on what the opportunities, risks and rewards of making Saint Paul a leader in this type of innovation would be powerful and help our communities in ways we can only begin to imagine.

Commissioner Toni Carter

Thank you to all who have participated in the work of the Community First Public Safety Commission — co-chairs, commissioners, facilitators, staff, presenters and community. In doing so we are amplifying the aspiration of the city of Saint Paul to be a community that works for all. We acknowledge the important work that we the people assign to our police officers, to respond to crime and keep peace in our community, and we also recognize that our police cannot do this work alone. As residents and as a community, we share in the responsibility to envision additional trauma-informed, cooperative and alternative approaches that will help to prevent offenses, reduce the number of offenders, and also relieve the high demands that overburden our police capacity.

Fortunately, in Saint Paul we are not starting from scratch. Community First Public Safety Commission participants have learned about ways in which our city currently partners with community to keep us safe. And we've explored and recommended ways in which current and new innovative community-engaged solutions can be tasked to enhance our public safety response. Above all we have begun a process, together with Saint Paul leadership, of maintaining community involvement in this work as we endeavor to make Saint Paul its very best. We look forward to consideration of the report by the mayor and city council, and to the adoption and implementation of recommended approaches in coming months and years.

Mrs. JoAnn Clark

It was worth the time I spend on this committee. I learned a lot on many services that St. Paul offers to our community.

I hope the Mayor will consider some of our recommendations.

Ms. Sierra Cumberland

Acknowledging Trauma and History

As recognized in the Recommendations and Considerations Report of the Community First Public Safety Commission, the current environment of civilian mistrust in systems of power is the result of centuries of abuse and intergenerational trauma. To be effective, any policy changes must recognize and address these facts. Regardless of de-escalation techniques and calm approach by well-trained officers, the mere presence of a uniform and a gun may be a trauma reminder for members of our community and cause an immediate subconscious reaction that escalates the situation and as a result, places the community and responding officers in increased danger. Additionally, this escalation could result in criminalization of mental health crises that could have otherwise been calmed by a non-uniformed individual. The inclusion of trauma-informed and person-centered, non-uniformed professionals would mitigate this risk and increase positive reporting outcomes and connection to

services. The burden currently placed on SPPD officers precludes meaningful navigation of city resources for the benefit of community members calling for assistance.

Responsible Stewardship of City Resources

The training, time, and care dedicated to each sworn Officer of the St. Paul Police Department make them valuable resources to uphold public safety, navigating dynamic and potentially dangerous situations with professionalism and respect. As the calls for service continue to increase, SPPD officers have been tasked with a growing workload of calls for assistance or advice where there is a low potential for violence. For our future, it is crucial that the St. Paul community continue to evaluate ways to reduce the burden placed in the Saint Paul Police Department to protect officer wellness, as well as insure timely and effective response to calls for emergency services and investigation of violent crimes.

I am grateful that the administration of Mayor Carter and the St. Paul City Council have recognized this dynamic and formed the Community First Public Safety Commission to begin the analysis of the public safety system currently in place, centering a diverse array of community voices and perspectives in this work. This commission is but the first step in what must be an ongoing analysis of the public safety systems currently in place and improvements that benefit our St. Paul community and likewise the officers that patrol our streets. It is imperative that the city continue to involve civilian perspectives in policy reforms and in oversight of the St. Paul Police Department to foster accountability and trust in those in positions of power.

Responding to Current Community Needs

Even the most skilled, qualified peace officer can only write a report and investigate the perpetrator in response to a crime. While this traditional system has the potential to reduce some future criminal activity, it does not address the root cause of crime or foster community and family wellness in the long term. Thus, our public safety system cannot continue to rely on law enforcement alone to increase the quality of life experienced by St. Paul residents. The establishment of an Office of Neighborhood Safety, addition of non-SPPD emergency responders, as well as the expansion of co-responder models in certain situations would more adequately address community need by providing the most appropriate resources given each unique situation.

Systems Accessibility and Strength in Diversity

Every effort must be made to staff the Office of Neighborhood safety, SPPD, dispatch, and all other public safety system members with St. Paul residents from traditionally underserved populations and from a variety of backgrounds, reflecting the diversity that strengthens our city. Culturally relevant services and meaningful language access are key to the accessibility of systems by community members. Extensive training on the impact of trauma and the potential for secondary trauma in responders must be provided to every staff member of the public safety system, for the benefit of all involved.

Meaningful Community Participation

I am also grateful that perspective from the St. Paul Police Civilian Internal Affairs Review Commission (PCIARC) was included in the body of the Community First Public Safety Commission. The PCIARC strives to serve as a resource to the city by providing oversight of the SPPD Internal Affairs complaint investigations process, resulting officer discipline as appropriate, and broader recommendations of policy improvements. Through this work, we provide civilian insight into SPPD officer accountability and advocate for improved law enforcement response to calls for service from the community. The PCIARC is only one example of how St. Paul leaders have recognized the value of civilian involvement in public safety. The PCIARC and other opportunities for continued participation from the community in changing policies and creating other Public Safety resources for St. Paul inspires trust in and encourages systems that are of most support to our St. Paul neighbors.

However, there remain many barriers for civilians to provide formal feedback that may present as insurmountable to individuals living in poverty and traditionally underserved communities. Activities such as participation in the Community First Public Safety Commission require daytime training and meetings, and commissions like the PCIARC also require an extensive background check. Dedicated community members who would have otherwise participated in crafting policy are excluded simply by commitment to education and/or employment that prevent them from being able to dedicate daytime hours during the week.

To gain insight into the true perspective and needs of our community, St. Paul City leadership must evaluate ways to make membership on city commissions more accessible, such as removing unnecessary bureaucratic steps to appointment when possible, having flexible scheduling, compensating under resourced community members for their time, and providing support in areas such as transportation and childcare assistance when in-person work safely resumes. I urge Mayor Carter and other members of city leadership to continue to center civilian perspective and engagement as our community builds policy around Public Safety and comes together for a safer, more united Saint Paul.

Mr. Julio Fesser

My personal statement is heartfelt and hopeful. I believe there is much more to unite us than to divide us. We have to leverage that which bonds us in order to cultivate the art of the possible.

I attended and actively participated in every meeting, listening closely and responding to many viewpoints. The common denominator centers on a balanced and unbiased response to our imperfect humanity. Do not seek perfection when it comes to the human condition. Rather, look for opportunities to find common ground and reasonable compromises.

Systemic racism is real and pervasive. There is no quick fix and reactionary impulses will only compound the problem. I am hopeful we can find a way to address multiple concerns with a measured and holistic response. For example, disaffected youth are hired to role model in peer-to-peer interventions. And unsheltered individuals are compensated for keeping our streets and parks clean. To be sure, this is not a zero-sum gain, and as Paul Wellstone said, “we all do better when we all do better”.

Let’s model what it means to be thoughtful, measured, and balanced. This report reflects the imaginative and hopeful sentiments of caring citizens who want and deserve the best for this community.

I sincerely hope this body of work is not used to ‘check the box’ or to validate another special interest.

Ms. Simone Hardeman-Jones

As a Black woman, a mother, a community member and a leader of a non-profit organization philanthropic organization, I was honored to be a part of the Community-First Public Safety Commission. I appreciated how diverse and representative of our community the members of the Commission were, which allowed so many voices to be represented at the virtual table. The work of this Commission was critical in the midst of a year filled with hardship and tragedy and our conversations, questions and ultimately the recommendations that we coalesced around underscore that urgency.

As a Commission, our task was to make recommendations to the Mayor and City Council related to three key areas...1) Alternative first response options to priority 4 and priority 5 calls for services, 2) approaches for ongoing community involvement in the City’s community-first public safety framework and 3) the creation of an office to drive and integrate community-first public safety initiatives and strategies. I also appreciate the willingness of the

Commission facilitators and co-leaders to create space for discussion of an additional topic (pretextual traffic stops), which were out of scope of the Commission's initial mission and charge, but incredibly relevant, timely and important given the recent and unjustifiable killing of Daunte Wright. After weeks of learning about our current system of police response, digging into the data available to us, the existing social service infrastructure and hearing from the experts, it is clear to me that our current system and approach to non-emergency calls and ensuring neighborhood safety are in need of new, fresh and innovative approaches.

I support many of the Commission's recommendations across all three of the named areas above. I am proud to have had the opportunity to help move such critical work forward and look forward to remaining engaged as Mayor Carter and the St. Paul City Council begin implementing these recommendations.

Ms. Amy Peterson

Thank you for the opportunity to serve on the Community-First Public Safety Commission. The experience has allowed me to grow in so many ways. I felt very honored to represent the healthcare community and having the input to better serve our Mental Health Community. The safety of our community is a foundational need for a healthy and thriving community. I was also a part of the team that was able to hear from our Community members within the city. Their stories and experience with safety in our community gave me the motivation to ensure we came to the best recommendations possible. Our goal to give our community the hope of change for a safer response I believe we came to with the recommendations we are putting forward. Thank you again for allowing me to serve on this committee.

Dr. Suzanne Rivera

I am deeply grateful to Mayor Carter for inviting me to serve on this Commission. It has been an honor to learn from the other Commissioners and to have a voice in the creation of the final recommendations.

I fully support the recommendations of the Commission with regard to alternative methods/personnel for first responses to priority 4 and priority 5 calls. Reducing the potential lethality of any encounter by sending unarmed trained professionals to resolve matters that don't require armed law enforcement officers (such as juvenile, welfare check, person in crisis, disorderly conduct, and vehicle-related matters) will be a helpful step.

In addition, I strongly recommend additional study and consideration of the proposal to move away from pretextual traffic stops and confrontational vehicle-related enforcement (outside of moving violations that pose immediate danger to the public).

Ms. LyLy Vang-Yang

I am honored to be part of an opportunity where community members are provided space to wrestle with big ideas and solutions that advance the safety and wellbeing of our community. Thank you to Citizens League staff, Mayor Melvin Carter, Saint Paul City Council Members, staff working for the mayor, city council members, the City of Saint Paul and Ramsey County, my fellow commissioners, and community members, who offered their care and expertise to the commission. I am grateful for learning with and from you.

Our district councils, cultural institutions, and other community organizations have held roles in convening different parts of our community. I hope the City of Saint Paul, Ramsey County, and Mayor's Office take on a larger

role in sustaining and supporting these organizations, listening to them, and including their members in city and county processes.

It's important to note the factors that heightened tension during this process:

- A global pandemic,
- The 2020 elections after four years with an indecent, unqualified president,
- A global uprising that began here in Minnesota after police murdered George Floyd,
- An insurrection on our national Capitol,
- Murders committed by police across the country, including Ma'Khia Bryant, Adam Toledo, Mario Gonzalez, and [many others](#), and,
- Murders committed by police here in Minnesota, including Dolal Idd and Daunte Wright.

These experiences have left a deep impact on me, other members of this commission, and our broader Saint Paul community. By recognizing and bringing in the experiences above, I hope to share the context around the public reckoning we've had around safety: in our homes, in our communities, individually, interpersonally, within larger systems.

I want to be clear: I do not believe that police keep us safe. I do not support our policing system. It arises from efforts to control and punish Black people, and it serves to protect the wealth and power of white people. Keeping the violent system of policing in place will only kill more people.

The status quo may work for and at times even benefit you and me but it doesn't protect our entire community all of the time. I believe that we must move away from relying on police, and instead rely on our community. This means that we must equip ourselves with the skills we need to live together: de-escalation, conflict resolution, healing, and an elected government with, for, and by the people.

Until we move to a police-free Saint Paul, I believe in defunding police, diverting money to fully funding our community instead. Fully funding our community looks like exceptional public schools and rec centers, supporting youth, providing homes for unhoused people, and so much more.

I believe in finding and sharing alternatives to move us to a police-free Saint Paul, which this commission sought to do. I remain curious about our final recommendations, and I hope for more opportunities -- held by the city -- for community members to come together to answer outstanding questions. After all, those most impacted by the violent system of policing are the most clear on solutions.

I hope for more listening from city decision-makers and for real, tangible action from them. This must include a reduced police budget that gives oversight and control of community safety to community members and allows for Saint Paul to fully explore alternatives to safety.

A police-free Saint Paul will not happen overnight or even over the course of the next year, but I believe it can happen in our lifetimes. We all have a role in rising up in keeping one another safe. We have a collective responsibility to build solidarity and ensure each other's joy, dignity, pleasure, and freedom. Solidarity happens every day and gives us a glimpse of a better world arriving every time it happens.

Mr. Jai Winston

Thank you to the Citizens League, Mayor's Office, fellow commission members and all who have participated in this very important work. At Knight Foundation, our goal is to foster informed and engaged communities, which are essential for healthy democracies. That's why I am deeply grateful that, as program director for Knight's St. Paul program, I had the opportunity to help shape the way the City of St. Paul is rethinking public safety and, more

importantly, participate in meaningful engagement with our community to ensure this process is centered on the people of St. Paul. We know that we are still in the early stages of a process that will include many more conversations, convenings and working groups, but I am inspired by the work we have been able to accomplish so far to make our city more inclusive. I am optimistic about the future of this commission and work.

Ms. Heather Worthington

First, I want to thank Mayor Carter for creating this Commission and asking me to serve. Working with my fellow St. Paulites to address the issue of Community First Public Safety has been one of the most satisfying and hopeful volunteer opportunities I have had in recent memory.

As a local government leader for the past 25 years, and as a city and county administrator, I have worked closely with law enforcement. I have been involved in the development of policy, assessed police practice, and helped to hire police officers. As the daughter and sister-in-law of police officers, I have witnessed the challenges of this job. Police officers frequently see us in our most difficult moments—times of stress, anger, fear and confusion. They are endowed with a great deal of discretion in how they handle these interactions. Most of the time their work is exemplary; there are countless stories of how police have de-escalated situations, helped people in distress, and gone above and beyond their jobs to show love, respect and compassion for the community.

Unfortunately, there are times when police officers do not show up as their “best selves”. In these situations, too frequently, people are injured or killed. None of us should be OK with this outcome. Recent events have heightened awareness of these dynamics and outcomes, and we must change how we approach these situations with the discretion that police and law enforcement agencies have to set priorities and best practices.

The CFPSC’s recommendations on Priority 4 and 5 calls for service achieve some of this; they are important changes that will hopefully result in much safer outcomes for the people interacting with police, and for police themselves. One of the most impactful recommendations is the elimination of routine (non-moving violation) and pre-textual traffic stops.

In 2019, SPPD made over 24,000 traffic stops. Some of these stops were pre-textual, meaning that the officer utilized a minor traffic or equipment violation to investigate a more serious crime. Some stops were also used to serve outstanding warrants.

- According to the [traffic dataset](#) on Open Information St. Paul, black residents were 16% of St. Paul’s population in 2019, but 39% of all traffic stops, and more than 50% of drivers and vehicles searched.
- White residents were 57% of St. Paul’s population, but only 40% of stops, and around 27% of drivers and vehicles searched.
- Based on resident population data (rather than driving population), Black drivers were nearly 3.5 times as likely to be stopped than white drivers. Black drivers in St. Paul are about 6.5 times more likely to be searched or have their vehicle searched than white drivers.

These numbers likely underestimate these disparities in the context of car ownership and geographic location of stops. Despite the high profile killing of Philando Castille during a traffic stop in 2016, the percent of traffic stops which result in a vehicle or person being searched are at the highest in a decade, with 10% of stops in 2019 resulting in driver or vehicle searches, overwhelmingly impacting Black male drivers. Though these stops may not constitute a literal violation of constitutional rights, they can constitute a violation of the spirit of the Constitution in that they frequently involve search and seizure that is based on extremely limited, and sometimes unrelated, evidence to allow a search to proceed; thus making them difficult to prosecute, and yet another drain on limited police, prosecutorial and judicial resources. This, combined with the data showing a disparate impact on Black, Indigenous, LatinX and Asian residents, creates a clear need for change in policy and practice.

Traffic stops are frequently dangerous for police officers as well. This results in liability both for the City in regard to its employees; but also to the individuals who are subjected to the stop in terms of unlawful arrest, injury and sometimes death. The liability for these use of force claims is borne by the taxpaying residents and business owners of Saint Paul. Of equal importance is the fact that when police officers engage in routine or pre-textual traffic stops, they are not enforcing speed limits, assisting in burglary investigations, and doing other crime-prevention work. It is my strong assertion that this is purely discretionary; law enforcement agencies have broad discretion in assigning resources. The Mayor and Police Chief may have the power to change this practice administratively; Saint Paul should not wait for legislative authorization to change their practice unless legally necessary.

The City of Fayetteville, North Carolina stopped the practice of routine (non-moving violation) and pre-textual traffic stops in 2013; the result was that the number of Black drivers searched between 2013-26 declined by nearly 50% compared with the previous four years (<https://www.thetimesnews.com/in-depth/news/2021/03/22/police-reform-fayetteville-burlington-nc-traffic-stops-policing/4622232001/>). Additionally, focused traffic enforcement for moving violations such as speed or stop/red light violations increased from 13,000 to 46,000 in four years. Traffic fatalities decreased, use of force and injuries to citizens and officers decreased, and complaints against officers went down. There is every reason to believe that Saint Paul would see similar changes if pre-textual traffic stops were ended here.

In short, the use of police resources for pre-textual and other traffic stops is an inefficient, ineffective and frequently dangerous police practice that should be ceased immediately.

Saint Paul has seen a precipitous increase in violent and potentially violent crime over the last year—carjackings, break-ins, assaults and burglary. My neighbors continue to be very concerned about vehicle speeds, especially since the implementation of 20 mile per hour speed limits citywide. It is not unusual to have high-speed crashes in my neighborhood on residential thoroughfares. Just last night, two cars ran a stop sign and hit each other, necessitating police and fire response. This is the third time in a month we have had a serious car accident in my immediate neighborhood. These are examples of situations that would benefit from a stronger police presence and enforcement; ending pre-textual traffic stops would free police officers for this work that positively impacts the safety of all Saint Paul residents.

Law enforcement agencies must be accountable to the community they serve. I believe this is the goal of Chief Axtell and Sheriff Fletcher. Changes like this can be an important action step in proving this commitment and utilizing their broad discretion in ways that are beneficial to all residents, and focusing resources where needed, while addressing racialized practices such as pre-textual traffic stops.

Officer Pheng Xiong

In regard to the “Pre-textual traffic stops”: A lot of violators are cited even during the traffic stops, but some fail to pay their fines, so the violations continue. Officers can arrest them after a certain number of violations, but they are considered a petty misdemeanor and misdemeanor crimes only. This means due to time constraints and other pending calls, these violators are not arrested. In time, the violations continue and more violation occur. Warrants normally aren’t issued for the arrest of unpaid violations, unless they are arrested for them with a requirement for court appearances.

With all of these recommendations, whatever the Mayor’s office decides to do, I truly believe, the decisions made will impact the city budget greatly. With this being said, I believe there needs to be follow up on a survey with the commission members a year or two after all of the recommendations have been in place and running. There needs to be a survey amongst the commission members to determine if the implementations have been effective or not. I would hate to see the city’s budget go to a program(s) that isn’t helping the community.

I want to address a section in the draft that speaks of the uniforms. I do not remember if I mentioned anything during the discussions in regard to uniforms, but maybe explore having officers changing their uniforms to a less “threatening, traumatic, or deeply unsettling” uniform to help lessen this towards the community. Maybe recommend to the Mayor’s office or the Police administration, there should be considerations to changing their uniforms to more normal attire to lessen this during responses.

After reviewing this draft, I have put together that a lot of commissioner members want less Police – Public contact due to the recent highlighted negative interactions between police and communities of color. I write this as someone who grew up in the city of St Paul. Attended all of my grade school in this city. Seen the changes in the high crime waves in the 90s to what it is now. As a young child, I witnessed my father being arrested by officers wearing the very same uniform I wear today. I did not understand at the time, but as I got older, I understood the consequences my father received due to his own actions. In my early teen years, I had numerous run-ins with the law. These incidents made me bitter about police during those contacts, but it did not change until I was placed into the Ramsey County Juvenile Detention Center. I had a positive contact with one of the corrections officers who taught me the “golden rule.” Treat others the way you want to be treated. While in high school, I had contacts with the School Resource Officer (SRO). Usually, those contacts were because I got into trouble, a common conversation or a simple greeting. The SROs contact with me was always positive.

If we were to eliminate the contact between police and the communities of color, there would be a drastic shift with building relationships within our communities that need it the most. These relationships are built during thousands of positive contacts between police and the communities. The St Paul Police department does a great job at creating and attending community events through-out the summer months (Safe Summer Nights & National Night Out), but these events are limited to certain areas within the city. The communities of color that need it the most, won’t attend them. Contacts with police during a time of crisis are the majority of contacts with the Police, especially in high poverty areas like where I grew up.

It would be beneficial for the City of St Paul, when a decision is made on what will be used and implemented to make our community safer, it should be put to vote for the community to have their voice heard in regard to the way their police department will respond to their requests.

Existing City and County initiatives related to alternative emergency response

The following information was presented by individuals representing these departments and initiatives. Their full presentations are available in the appendix of the final report.

Saint Paul Police Department

SPPD has a number of existing initiatives in place to condense officer workloads and mitigate calls for service, so that officers can respond more effectively to high-priority calls. SPPD shared the following information with the commission:

Online reporting

For calls regarding certain crimes, the RCECC telecommunicator who answers the 911 call will redirect the caller to the online system to report the crime directly. These crimes include:

- Criminal damage to property
- Illegal dumping
- Harassing phone calls (when suspect is unknown)
- Lost property
- Burglary of a detached garage
- Theft (except of motor vehicles, license plates, trailers, or firearms)

According to SPPD, more than 3,700 online reports were filed in 2019 and more than 9,000 were filed in 2020. The SPPD also has a partnership with public libraries: Saint Paul Public Library computers all have a direct portal to the online reporting system.

Tele-Serve

Another initiative aimed at condensing officer workloads is tele-serve, in which a police officer can take a report directly over the phone, rather than in-person. Tele-serve enables an officer to spend less time on each call. It can be used in situations in which there are no threats to life-safety and the suspect is not on the scene. Tele-serve is now available 24 hours a day, every day of the year.

Tactical Disengagement

SPPD also shared with the commission about their efforts to use tactical disengagement to de-escalate situations in which continued police involvement may be more dangerous to the persons involved, the public, or the police officers present.

Officers will ensure that the subject and/or their friends and family members are provided information about appropriate resources and services available to them.

Tactical disengagement can be used when the subject does not present a threat to the public or others.

If an officer uses tactical disengagement, the Community Outreach and Stabilization Unit will follow up with the subject the next day.

In addition to the specific initiatives to reduce officer workloads, the SPPD indicated they have been making a broader push to reduce officer response to situations that do not benefit from a police presence. These situations include:

- People in crisis (unless they present a threat to life safety)

- Unsheltered people
- Welfare checks
- Accidents with no injury or impairment
- Animal complaints (unless they present a threat to life safety)
- Fireworks

COAST

The SPPD has achieved national recognition for its leadership in programs pertaining to mental health.

If an officer determines that a person in crisis does not require emergency intervention, the officer can call the Community Outreach and Stabilization Unit (COAST). COAST is a unit of the SPPD that uses national best practices to support mental health.

COAST's Mental Health Resource Team (MHRT) is a co-responder program. SPPD officers who are specially trained in mental health are partnered with embedded mental health professionals. COAST are not first responders and currently do not have the capacity to be first responders.

The SPPD's COAST unit consists of:

- the Mental Health Resource Team (MHRT) to protect and assist persons in crisis
- The Police Homeless Outreach Program to help unhoused people find housing
- the Recovery Access Program to help people recover from chemical dependency

The MHRT will help the person in crisis understand the resources available to them, both immediately and in long-term case management.

Goals behind the creation of MHRT:

- Reduce number of mental-health-related calls dispatched to police
- Reduce number of mental-health-related arrests
- Change the response to crisis calls to improve long-term outcomes for persons in crisis

COAST is currently being expanded following a 2016 directive by the Mayor's office. COAST is funded primarily by grants from the MN Department of Health and the Saint Paul Police Foundation.

In 2018, 0.45% of cases referred to COAST resulted in arrest.

Ramsey County Mobile Mental Health

Mental Health Services provided by Ramsey County include co-responder teams and mobile crisis teams. The RCECC can dispatch calls about persons in crisis to the Mobile Crisis Unit *instead* of police. Current guidance for the RCECC is to transfer these types of calls to the Mobile Crisis Teams.

1,002 calls were transferred to mobile crisis teams in 2020.

The ECC dispatches these calls to the **Adult** Mobile Crisis Teams:

- A known-to-you caller with a frequent, consistent request for support
- Issues with medications and anger at providers
- Speaking or acting in an unusual manner without concerns for danger
- Loneliness
- Intoxication without concerns for danger

- Secondary reporter looking for resources
- Calls from “Good Samaritans” who do not have a lot of information about the specific situation of the person in crisis

The ECC dispatches these calls to the **Child Mobile Crisis Teams**:

- Students currently at school with school staff/counselors without active harm to self/others
- Parents reporting frustration with behaviors
- Callers concerned about a child’s safety who do not have concrete information
- Secondary reporters looking for resources

Police and other first responders can summon a mobile crisis team if they determine that the person not an immediate threat and does not require an involuntary intervention. Upon arrival, a mobile crisis team can dismiss other first responders and law enforcement. Mobile crisis teams usually arrive within 2 hours. This response is limited by capacity.

Mobile Crisis Teams do request the assistance of law enforcement in specific situations. Law enforcement is often consulted in regard to an individual’s 4th Amendment rights to not have their domain entered without their consent, particularly in more complex situations with apartments, vehicles, tents, etc. Mobile Crisis Teams will always explain to the individual why law enforcement was contacted. Mobile Crisis Teams also summon law enforcement when it is determined that a person is an immediate threat to themselves or others and are refusing care. In these situations, Mobile Crisis Teams can place a “transportation hold” with the assistance of law enforcement in order get someone into an ambulance and transport them to a hospital.

The Mobile Crisis Teams are actively working to address a number of challenges:

- Staffing is a limit on capacity to respond.
- The public expects immediate response to 911 calls, but the Mobile Crisis Teams are not first responders.
- There is a stigma toward people with struggling with mental health issues and chemical dependency.
- There is not yet widespread support for the idea that some crisis situations are better addressed by a mental health professional instead of a law enforcement officer (but there is progress in this direction).

Saint Paul Fire Department – Basic Life Support (BLS) program and training pipeline

In response to an increasing number of medical runs, the SPFD established the Emergency Medical Service Academy in 2009. In 2013, the EMS Academy began providing Basic Life Support services. In 2019, BLS began to receive calls dispatched by the Ramsey County Emergency Communications Center.

The SPFD has a dual-staffed system. Every member of the SPFD is a certified emergency medical technician (EMT) and some are certified paramedics. This structure allows a ready team of four to board a fire engine to respond to a fire call or to board an adjacently parked ambulance to respond to a medical call. But because the same team of four responds to both types of calls, if the on-duty team is summoned to a medical call, they are not also able to respond to a fire call. As the proportion of medical calls has increased, this has compromised the SPFD’s ability to respond quickly to fire calls.

In 2008, SPFD leadership proposed that the SPFD could start providing the training required to become an EMT that is otherwise expensive and inaccessible to many. In the SFPD’s model, students are paid a salary to train as an EMT and their education is subsidized. In 2009, the SPFD EMS Academy was opened in partnership with Parks and Rec, HREEO, and Youth Job Corp. Ten people graduated in the first class.

The EMS Academy targets disadvantaged residents of Saint Paul, including racial minorities, women, and low-income persons. It will also serve to help bring these people into the SPFD to help create a more diverse workforce. The EMS Academy pays a living wage.

Since 2009, over 270 students have graduated from the EMS Academy. 21 have become Saint Paul firefighters. Two have gone on to become paramedics. The EMS Academy has also produced a flight paramedic, three police officers, multiple ECC dispatchers, army medics, and a medical student. One graduate was the first Somali paramedic in the nation.

In October 2019, the SPFD created three BLS 911 units. These are ambulances staffed by 12 EMTs who are *not* firefighters (but who are part of the firefighters' union). These ambulances can receive dispatches from the RCECC. The BLS 911 units average 22 runs per day: in 2020, they did 3,662 runs in place of firefighters crews, leaving firefighters available to respond to fire calls.

The BLS Unit relieves pressure from other emergency responders. They respond to "Alpha level" calls, which are roughly the SPFD equivalent of Priority 5. The Alpha level designation is assigned by the telecommunicator who answers the call at the RCECC just as they assign priority levels calls bound for police.

An initial problem was firefighters' fear of job erosion. This was alleviated by having conversations, establishing trust, and defining MOUs.

Comments from City and County representatives

City and County representatives to the commission were invited to submit comments after reviewing the preliminary recommendations, particularly to highlight existing initiatives and practices that were not included above.

One submission was received and is shown in full.

Submitted by Catherine Penkert, Director, Saint Paul Public Library, May 18, 2021

The following is an inventory of resources, projects, initiatives, and assets in place that may support the broader goals and needs identified by the Community-First Public Safety Commission. Some of these have secure funding; others do not. All are resources that could be considered as building blocks in creating a citywide approach to community-first public safety in Saint Paul.

Libraries are public spaces. Everything that shows up in community also shows up in a library, including conflict and challenges. We have made significant investments to prevent and address challenging situations that can arise in public libraries. We also do not have this all figured out yet, and are eager to partner with community and other agencies to develop and resource a practice of community-first public safety in our libraries that aligns with the broader vision in Saint Paul.

YOUTH

Youth Access to Jobs, Sports, Arts and Cultural Connections

- Saint Paul libraries and rec centers do direct work in youth development, including providing youth with equitable access to sports, arts and cultural connections in Saint Paul. Both Saint Paul Public Library and Saint Paul Parks and Recreation, as City departments, have assets (e.g. space, staff, citywide scale, and community partnerships) that can be resources in any efforts to expand opportunities for youth.
- [Sprockets is Saint Paul's Out-of-School Time Network](#) that serves as a convening, training and development, and evaluation backbone organization to support afterschool and summer learning citywide.

Culturally Relevant Ambassador Program in Neighborhoods

- In addition to City's Community Ambassador program, libraries piloted a Library Community Ambassador model at Rice Street and Rondo Community Library. This was put on hold due to COVID-19, and we anticipate resuming this partnership at those two locations later this year.

Social Worker

Provide Meaningful Connections to City/Neighborhood Resources and Response

- [Library Social Worker Assistance | Saint Paul Public Library \(sppl.org\)](#)
- [Wilder Social Worker Serves Patrons in Saint Paul Libraries | Wilder Foundation](#)

PERSON IN CRISIS

Conflict Resolution, Trauma Response Preparedness, De-Escalation

Knowledge of Mental/Health Disabilities so Responder Can Make Accurate Assessments of Safety and Needs

Familiarity with Mental Health and Substance Abuse Disorders

De-escalation

- The Trauma-Sensitive Libraries initiative has been a systemwide effort to expand knowledge and awareness of a "trauma-sensitive" or "healing" library approach. This initiative includes direct services to residents via a Library Social Worker, as well as training and development for all library staff to cultivate trauma-sensitive culture across all public libraries in Saint Paul.
 - Library Social Worker to provide direct consultation to community members and staff on resource and mental health questions/needs/supports. Total number of annual consultations have increased each year, from 293 in 2019 to 756 in 2020.
 - Provide training to support awareness and skill development of trauma-sensitive practices by library staff.
 - Training topics have included: Mental Health Awareness, Seeking Voluntary Compliance, Cultural Perspectives, Reflective Practice, Physical Safety and Emotional Boundaries, Traumatic Stress and the Helping Professional, Secondary Trauma, Trauma-informed Customer Services
 - Library staff have completed a total of 3,000+ hours of training and development on these topics since 2018.
 - In 2021, we are coalescing three years of practice and lessons learned into a framework. The working draft framework for what a trauma-sensitive and healing-centered approach to Saint Paul library service looks like this:



- Library is also currently developing the “WYSR Method” - Welcoming Youth, Strengthening Relationships” - that will provide all of our staff with expectations, tools, and support to ensure libraries are supportive public places for young people.
 - This is designed as an alternative to our typical banning process, which is what is used when a library user violates the [conduct policy](#).
 - The WYSR method is designed to support the goal that public libraries are safe, inviting, affirming, and comfortable places for all people.
 - The method is aimed at building ownership, relationship, and connection by both library staff and library users age 8-18 – to build relationships that we believe will prevent incidents in future.

GENERAL ASSISTANCE

Culturally-Centered and Focused Approach

- Community Services approach, which takes a culture-first approach to working with Somali, Black/African American, Hmong, Latinx, and Karen communities: [Saint Paul Public Library Uses Evaluation to Expand Community Services | Wilder Foundation](#)

~ End of submission ~

Appendix

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CITIZENS LEAGUE

Governing Document

Mission

The Citizens League is a nonpartisan, nonprofit organization that empowers people to engage in civic life and public policy, to make Minnesota a better place to live and work for everyone.

Vision

Through our work:

- Minnesotans of all backgrounds, parties, and ideologies are engaged, inspired and empowered to take an active role in public policymaking, fueling Minnesota's ability to implement innovative and effective policy solutions.
- The Citizens League is a relevant and respected policy resource and a trusted convener, focused on solving current and future problems, building civic capacity, and earning the ongoing support of our Minnesota community.

Operating Guidelines

The Citizens League is unique in *how* we approach policymaking. We:

- **Believe public policy happens everywhere, not just in government institutions and the public sector.** "Public policy" happens at the Capitol and in government chambers, and also in businesses, nonprofits, communities, congregations and families. The most important public policy issues of our day need engagement from all types of institutions and individuals.
- **Bring diverse perspectives and people together.** We know that engaging people across ideology, background, race & ethnicity, geography, sectors and parties produces better solutions. We work with Minnesotans from a wide variety of communities and sectors to understand important public policy issues and identify the roles each stakeholder has in contributing to solutions. We believe there is positive societal value in creating and sustaining connections across differences.
- **Seek insights from research, data, and lived experiences of individuals and communities to inform our programming and our policy recommendations.** The Citizens League seeks out rigorous research and diverse, trusted sources of information to shape our work. We seek ways to center the lived experiences of those most impacted by public policies, who are vital partners in defining the problem and crafting sustainable solutions. We recognize that everyone has a lens or a perspective they bring to policy work, and we seek to honor these perspectives.
- **Acknowledge that there is a historical context to all policies, systems and structures, which invite new approaches to move forward.** Not all groups or people have been part of designing existing policy; both intentionally and unintentionally, people most impacted by issues have often been absent from the problem-solving table. The Citizens League recognizes this context (including how it has shaped our own organization's history), and we continually seek deeper engagement to create innovative and impactful policy solutions.
- **Operate with transparency and humility.** We aim to use a process and practices that build trust among all stakeholders, so that our outcomes and policy recommendations are similarly rooted in

trust. Our staff and board commit to continually learning and growing in our work.

- **Advance policy solutions in collaboration with a broad base of support.** We aim to build coalitions and networks to move good ideas forward, even in a fractured political and policy landscape. The Citizens League balances policy idealism with political pragmatism – exploring bold and innovative ideas, and identifying achievable actions with the most meaningful impact.
- **Disseminate policy information and programming in ways that are accessible to a broad range of stakeholders.** Our work connects systemic policy issues to the real stories of Minnesotans impacted by these policies. We strive to make our work as accessible as possible to people across income level, geography, race and ethnicity, and ability.
- **Recognize the tension and impossibility inherent in the very concept of finding a singular solution that serves all people.** However, we will always strive to welcome, acknowledge, and respect discussions that bring to light important nuances to policy conversations.

Approved by Board of Directors, March 3, 2021



The Office of Mayor Melvin Carter

FOR IMMEDIATE RELEASE:

November 17, 2020

CONTACT:

Peter Leggett
 peter.leggett@ci.stpaul.mn.us
 651-307-8603

Mayor Melvin Carter Announces Community-First Public Safety Commission To Re-Envision Emergency Response In Saint Paul

Commission Of Approximately 40 Members Co-Chaired by Acooa Ellis of Greater Twin Cities United Way and John Marshall of Xcel Energy To Convene For 5 Months In Process Led By The Citizens League

Commission Will Provide Recommendations to the Mayor and City Council In May 2021

SAINT PAUL, MN - Today, Mayor Melvin Carter announced the launch of a Community-First Public Safety Commission to re-envision emergency response in Saint Paul. The Commission will focus on alternative first-response options to priority-4 and priority-5 calls for service, and approaches for ongoing community involvement in the City's Community-First Public Safety Plan, including considering the creation of a city-staffed office to drive and integrate this work.

The Commission of approximately 40 members will be co-chaired by Acooa Ellis of Greater Twin Cities United Way and John Marshall of Xcel Energy. The Commission will convene for 5 months in a process led by the Citizens League, and will provide recommendations to the Mayor and City Council in May 2021.

"Now more than ever, amid the many crises we face, re-envisioning emergency response is a critical step toward realizing safer outcomes," **said Mayor Melvin Carter**. "This Commission will help us expand our Community-First Public Safety Framework, and further chart a path forward for our community."

"Today, one of the most pressing issues we face is a steady increase in calls for service," **said Police Chief Todd Axtell**. "We have an obligation to make sure officers are available when people need them—especially for the most serious crimes. And while we've taken steps to address the issue by adjusting deployment, leveraging technology and targeting resources, we should never stop pushing to do more for our city. My hope is that this commission builds on our work and helps us identify even more efficiencies."

"At this pivotal moment in our city and our nation's history, we must continue moving a new vision for public safety forward," **said Council President Amy Brendmoen**. "This commission will advance this work and bring together many voices to shape how we keep our community safe during these uncertain times."

"Community safety beyond policing starts with shifting away from the punitive, costly and reactive status quo of traditional law enforcement and investing deeply in neighborhoods and residents most impacted by historical injustice and police violence," **said Councilmember Mitra Jalali**. "As this commission embarks on its work, we need to center those voices in this and every forthcoming process in the work ahead for our city."

ABOUT THE COMMUNITY-FIRST PUBLIC SAFETY COMMISSION

The Community First Public Safety Commission will help shape the City of Saint Paul's continued work to take a holistic and sustainable approach to building safer outcomes in our neighborhoods. Consisting of approximately 40 members appointed by the Mayor, the Commission will bring together community members with wide ranging experiences to explore how the City can build upon its current strategy.

Through a process led by the Citizens League, they will examine a wide range of policy ideas for alternative emergency response models. The Commission will be Co-Chaired by Accoa Ellis of Greater Twin Cities United Way and John Marshall of Xcel Energy. Citizens League Executive Director Kate Cimino and Director of Public Policy Amanda Koonjbeharry will serve as project leads.

"Engaging a broad array of voices in shaping our public policies ensures a well-informed assessment of community challenges and viable solutions—well into the future," **said Accoa Ellis, Senior Vice President of Community Impact for the Greater Twin Cities United Way.** "I'm honored to co-chair the Community-First Public Safety Commission and look forward to developing a set of recommendations that optimize City resources in service to all of Saint Paul's residents."

"Solving the challenges we face today will require cross-sector collaboration, and the development of new models and modes of thinking," **said John Marshall, Director of Community Relations for Minnesota, North Dakota and South Dakota for Xcel Energy.** "The Community-First Public Safety Commission will engage in this approach as we further the important conversation around public safety for Saint Paul residents, workers and visitors."

"For more than 65 years, the Citizens League has engaged Minnesotans to address critical issues in our community, and as we face the ongoing impacts of the pandemic, this work remains a crucial part of advancing the common good," **said Citizens League Executive Director Kate Cimino.** "We look forward to supporting the Community-First Public Safety Commission in their efforts to enhance public safety in the City of Saint Paul."

The Commission will include a broad array of voices and will prioritize engaging members who live and work in Saint Paul with the following structure:

- | | |
|--------------------------------------|-----------------|
| • Intergovernmental Partners | Up to 2 Members |
| • Education | Up to 2 Members |
| • Youth | Up to 6 Members |
| • Business | Up to 3 Members |
| • Cultural and Other Affinity Groups | Up to 7 Members |
| • Law Enforcement | Up to 6 Members |
| • Advocacy Organizations | Up to 3 Members |
| • Faith Communities | Up to 3 Members |
| • At Large Members | Up to 8 Members |

In addition to the Commission members, city department and governmental partners will be invited to participate in the process to provide additional support for this work, including representatives from:

- Saint Paul Police Department
- Saint Paul Fire Department
- Saint Paul Human Rights and Equal Economic Opportunity
- Saint Paul Parks and Recreation
- Saint Paul City Attorney's Office
- Saint Paul Libraries
- Saint Paul Mayor's Office
- Ramsey County Community Corrections
- Ramsey County Social Services
- Ramsey County Attorney's Office
- Ramsey County Sheriff's Office
- Ramsey County Emergency Communications Center
- Second Judicial District of Minnesota

The full list of Commission Members will be announced later this month. The Commission will convene twice per month starting in December and will establish subcommittees as needed. The Commission will make recommendations to the Mayor and City Council regarding:

- Alternative first response options to priority 4 and priority 5 calls for service, and
- Approaches for community involvement in informing and evaluating the City's community first public safety framework and partnerships via an on-going advisory council, including considering the creation of an city-staffed office to drive and integrate this work.

The project budget is \$71,200, paid for through the City's Innovation Fund. The project will be independent of the City of Saint Paul and the project will follow the Citizens League's operating guidelines as stated in the organization's Governing Document. A final report and recommendations from the Commission will be presented to the Mayor and City Council in May 2021.

ABOUT THE CO-CHAIRS

Acooa Ellis, Senior Vice President of Community Impact for the Greater Twin Cities United Way directs United Way's work in grantmaking, coalition engagement, systems change, public policy and the agency's 211 resource helpline. Acooa previously served as director of social justice advocacy for Catholic Charities of St. Paul and Minneapolis. Prior to that role, she managed government relations for the southern region of the country on behalf of Target Corporation.

John Marshall, Director of Community Relations for Minnesota, North Dakota and South Dakota for Xcel Energy manages strategic community and local government relationships in MN, ND & SD playing key roles in the areas of operations, emergency response, economic development and social and community investments. John has 19 years of professional experience including eight years of public service working for the City of Saint Paul and currently serves on several community boards in St. Paul and across the State.

ABOUT THE CITIZENS LEAGUE

The Citizens League is a member-supported nonpartisan nonprofit organization that champions the role of all Minnesotans to govern for the common good and promote democracy. For more than 65 years, the Citizens League has developed and implemented nonpartisan policies on critical issues facing Minnesota, such as education, governance, taxes, parks, and transportation. The Citizens League is directed by a volunteer board, guided by operating committees, and financially supported by individual members, foundations and businesses.

Citizens League **Executive Director Kate Cimino** joined the organization as executive director in September 2020. Most recently, she worked at the University of Minnesota's Humphrey School of Public Affairs for thirteen years, serving since 2011 as the executive director of the Humphrey Policy Fellows program and assistant director of the school's Center for the Study of Politics and Governance.

Citizen League **Director of Public Policy Amanda Koonjeharry** joined the organization in 2019 and leads all efforts related to developing and advancing policy recommendations with the Citizens League's members and partners. Amanda previously served in Hennepin County as Director of No Wrong Door, Hennepin County's anti-sex trafficking initiative and as a Senior Planning Analyst.

ABOUT THE COMMUNITY-FIRST PUBLIC SAFETY FRAMEWORK

Mayor Carter's Community-First Public Safety Framework prioritizes investments that are proven to make our most vulnerable children and families more secure in our homes and neighborhoods, and centers around:

- Improving community connectivity & supports;
- Designing public spaces for safety; and
- Enhancing the capacity of public safety systems.

In 2020, the Community-First Public Safety Framework invests more than \$1 million in proven, data-driven and evidence-based approaches from around the country and world, and leverages public, private and philanthropic investments to maximize public resources. The framework engages 9 different city departments in a comprehensive public safety strategy, reflects community-driven priorities from over 1,000 Saint Paul residents who've participated in Mayor's Office community engagement events in 2019, and invests directly in community-based resources & capacity to address localized challenges.

ABOUT PRIORITY CALL DESIGNATION

The Saint Paul Police Department uses a classification system for radio calls with five priority designations as follows:

- Priority 1 and 2 calls are designated as emergency.
- Priority 3 calls are designated as urgent.
- Priority 4 and 5 calls are designated as routine.

General Priority guidelines include these types of calls:

- Priority-1
 - Officer down, injured, or needs immediate assistance in a critical situation.
- Priority-2
 - Any crime in progress.
 - Activity which indicates a crime is about to be committed or has just been committed where suspects are in the area.
 - Any matter which the caller reasonably indicates is of an urgent matter.
 - Intrusion or robbery alarm.
 - Any matter involving serious personal injury or imminent threat of serious injury.
 - Emergency assistance required by the fire department (not DOAs).
 - Physical domestics
- Priority-3
 - Domestics, neighbor trouble, etc., where no threat of personal safety exists.
 - Suspicious people, vehicles, window peepers, prowlers, trespassers, exposers, etc.
 - Traffic crashes, no personal injury.
 - Assist the fire department with a DOA.
 - Fights, mutual affrays, without weapons.
 - Assist any agency not amounting to priority 1 or priority 2.
 - Report of a citizen holding a suspect not amounting to a priority 1 or 2, does not include shoplifters.
- Priority-4
 - Offense reports where no suspect is present and no personal threat exists.
 - Assist citizen in non-emergency matter.
 - Shoplifters being held by store security personnel.
 - Drunks, emotionally disturbed persons, disorderly persons, not threatening physical harm.
- Priority 5
 - Miscellaneous request for service.
 - Barking dogs.
 - Loud party.
 - Loud radios, etc.
 - Parking complaints.

Radio Call Priority designation information is available at <https://www.stpaul.gov/books/44105-radio-call-priorities>

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FOR IMMEDIATE RELEASE

December 10, 2020

CONTACT:

Peter Leggett
 peter.leggett@ci.stpaul.mn.us
 651-307-8603

Mayor Carter Announces 48 Members to Serve on Saint Paul's Community-First Public Safety Commission

*Commission to Convene For 5 Months in Process Led by The Citizens League
To Re-Envision Emergency Response in Saint Paul*

Commission to Provide Recommendations to the Mayor and City Council in May 2021

SAINT PAUL, MN - Today, Mayor Carter announced the full membership of the Community-First Public Safety Commission. The 48 members include a broad array of voices from the public and private sectors, nonprofit, community and neighborhood organizations, educational institutions, peace officer associations, city commissions, labor and advocacy organizations, healthcare, philanthropy, and residents.

The Commission will focus on alternative first-response options to priority-4 and priority-5 calls for service, and approaches for ongoing community involvement in the City's Community-First Public Safety Plan, including considering the creation of a city-staffed office to drive and integrate this work. The Commission will convene for 5 months in a process led by the Citizens League and will provide recommendations to the Mayor and City Council in May 2021.

COMMUNITY-FIRST PUBLIC SAFETY COMMISSION MEMBERS

Acooa Ellis, Commission Co-Chair	Twin Cities United Way
John Marshall, Commission Co-Chair	Xcel Energy
Commissioner Toni Carter	Ramsey County Board Board of Commissioners District 4
Judge Nicole J. Starr	Ramsey County 2nd Judicial District Court
Councilmember Mitra Jalali	Saint Paul City Council, Ward 4
Director Chauntyll Allen	Saint Paul Public School Board of Education
Sue Abderholden	NAMI Minnesota
Ahmed Anshur	Masjid Al-Ihsan Islamic Center/ISAIAH
Cedrick Baker	Saint Paul Public Schools
Sami Barnat	Student
Jason Barnett	Resident At-Large
Rev. Dr. Ron Bell	Camphor Memorial U.M.C./ St. Paul Black Interdenominational Ministerial Alliance
Monica Bravo	West Side Community Organization
Scott Burns	Cultivate
Chikamso Chijoke	Saint Paul Youth Commission
Samuel Clark	Resident At-Large
JoAnn Clark	Resident At-Large
Sasha Cotton	African American Leadership Council
Sierra Cumberland	Saint Paul Police Civilian Internal Affairs Review Commission
Natalia Davis	Resident At-Large / Irreducible Grace
Julio Fesser	Securian Financial
Ameen Ford	Resident At-Large

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Anna-Marie Foster	Saint Paul Youth Commission
Simone Hardeman-Jones	GreenLight Fund Twin Cities
Suwayda Hussein	Saint Paul Youth Commission
Laura Jones	Root and Restore Saint Paul
David Squire Jones	Center for Homicide Research
Clara Juneman	Saint Paul Youth Commission
Farhio Khalif	Saint Paul NAACP
Suwana Kirkland	National Black Police Association
Alicia Lucio	Resident At-Large / Community Ambassadors
Wintana Melekin	Resident At-Large
Stephen Moore	Culture Booster
Amin Omar	Horn of Africa
Francisco "Frank" Ortiz	National Latino Police Officers Association
Maureen Perryman	Resident At-Large
Amy Peterson	HealthPartners
President Suzanne Rivera	Macalester College
Mark Ross	Saint Paul Police Federation
Garaad Sahal	Somali Peace Officers Association
Mario Stokes	AFSCME
Olyvia Rayne Taylor	Student
LyLy Vang-Yang	TakeAction MN
Teshite Wako	Oromo Community Center
Jai Winston	Knight Foundation
Heather Worthington	Resident At-Large
Pheng Xiong	Asian Peace Officers Association
Otis Zanders	Ujamaa Place

In addition to Commission members, city department and governmental partners will participate in the process to provide additional support for this work, including representatives from:

City of Saint Paul

- Saint Paul Police Department
- Saint Paul Fire Department
- Saint Paul Human Rights and Equal Economic Opportunity
- Saint Paul Parks and Recreation
- Saint Paul City Attorney's Office
- Saint Paul Libraries
- Saint Paul Mayor's Office
- Saint Paul Human Resources
- Saint Paul Office of Technology & Communications
- Saint Paul Financial Services

Ramsey County

- Ramsey County Transforming Systems
- Ramsey County Social Services
- Ramsey County Public Health
- Ramsey County Attorney's Office
- Ramsey County Sheriff's Office
- Ramsey County Emergency Communications Center

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ABOUT THE COMMUNITY-FIRST PUBLIC SAFETY COMMISSION PROCESS

Through a process led by the Citizens League, the Commission will examine a wide range of policy ideas for alternative emergency response models. Executive Director Kate Cimino and Director of Public Policy Amanda Koonjeharry from Citizens League will serve as project leads. The Commission will convene twice per month starting in December and will establish subcommittees as needed.

The project budget is \$61,650, paid for through the City's Innovation Fund. The project will be independent of the City of Saint Paul and the project will follow the Citizens League's operating guidelines as stated in the organization's Governing Document. A final report and recommendations from the Commission will be presented to the Mayor and City Council in May 2021.

ABOUT THE COMMUNITY-FIRST PUBLIC SAFETY FRAMEWORK

Mayor Carter's Community-First Public Safety Framework prioritizes investments that are proven to make our most vulnerable children and families more secure in our homes and neighborhoods, and centers around:

- Improving community connectivity & supports;
- Designing public spaces for safety; and
- Enhancing the capacity of public safety systems.

In 2020, the Community-First Public Safety Framework invests more than \$1 million in proven, data-driven and evidence-based approaches from around the country and world, and leverages public, private and philanthropic investments to maximize public resources. The framework engages 9 different city departments in a comprehensive public safety strategy, reflects community-driven priorities from over 1,000 Saint Paul residents who've participated in Mayor's Office community engagement events in 2019, and invests directly in community-based resources & capacity to address localized challenges.

ABOUT PRIORITY CALL DESIGNATION

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- Assist the fire department with a DOA.
- Fights, mutual affrays, without weapons.
- Assist any agency not amounting to priority 1 or priority 2.
- Report of a citizen holding a suspect not amounting to a priority 1 or 2, does not include shoplifters.
- Priority-4
 - Offense reports where no suspect is present and no personal threat exists.
 - Assist citizens in non-emergency matters.
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 - Drunks, emotionally disturbed persons, disorderly persons, not threatening physical harm.
- Priority 5
 - Miscellaneous request for service.
 - Barking dogs.
 - Loud party.
 - Loud radios, etc.
 - Parking complaints.

Radio Call Priority designation information is available at <https://www.stpaul.gov/books/44105-radio-call-priorities>

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**Citizens League Project Scope of Work
City of Saint Paul Community-First Public Safety Commission
November 2020**

COMMUNITY-FIRST PUBLIC SAFETY COMMISSION

The Community-First Public Safety Commission (CFPSC) will help shape the City of Saint Paul's continued work to take a holistic and sustainable approach to building safer outcomes in our neighborhoods. The task force will bring together community members with wide ranging experiences to explore how the City can build upon its current strategy. They will examine a wide range of policy ideas for alternative emergency response models.

The CFPSC will make recommendations to the Mayor and City Council regarding:

- 1) Alternative first response options to priority 4 and priority 5 calls for service
- 2) Approaches for ongoing community involvement in the City's community-first public safety framework.
- 3) Consideration of the creation of a city staffed office to drive and integrate community-first public safety initiatives and strategies i.e. office of violence prevention.

COMMISSION

Membership:

The CFPSC will be made up of up to 45 members who will be named by the Mayor. The membership structure will be as follows:

- Intergovernmental Partners (2)
- Education (2)
- Youth (6)
- Business (3)
- Cultural and Other Affinity Groups (7)
- Law Enforcement (6)
- Advocacy Organizations (3)
- Faith (3)
- At Large Members (7)
- Philanthropy (?)

The Mayor will assign two members to serve as co-chairs of the commission.

Staff and Leadership:

Staff and leadership presence from the following departments and governmental partners will be required:

- One representative from the Saint Paul Police Department
- One representative from the Saint Paul Fire Department
- One representative from Saint Paul Human Rights and Equal Economic Opportunity
- One representative from Saint Paul Parks and Recreation
- One representative from the Saint Paul City Attorney's Office
- One representative from Saint Paul Public Libraries
- One representative from Saint Paul Human Resources
- One representative from Ramsey County Community Corrections
- One representative from Ramsey County Social Services
- One representative from Ramsey County Public Health
- One representative from the Ramsey County Attorney's Office
- One representative from the Ramsey County Sheriff's Office
- One representative from the Ramsey County Emergency Communications Center
- One representative from the Second Judicial District of Minnesota
- One representative from the Saint Paul Public Schools

MEETINGS

The CFPSC will convene in December 2020 and meet as often as deemed necessary to complete its work but at least 2x's per month. Establishment of subcommittees and participation in subcommittee work will be decided by commission chairs and Citizens League project leads.

Examples of subcommittees that the commission may want to form include: Community-based first response models, ongoing community involvement regarding community-first public safety, and city staffed office to drive community-first public safety work.

TERM OF SERVICE

The CFPSC will convene December 2020 and conclude its work and forward recommendations to the Mayor no later than May 3, 2021, unless otherwise revised by the Mayor.

The scope of work, in collaboration with the City of Saint Paul, outlines that the commission will:

1. Evaluate and provide feedback and recommendations on alternative response models to priority 4 and priority 5 calls,
2. Provide approaches for ongoing community involvement in the City's community-first public safety framework, and
3. Consideration of the creation of a city staffed office to drive and integrate community-first public safety initiatives and strategies i.e. office of violence prevention.

The project will be independent of the City of Saint Paul and will use Citizens League staff and subcontractors.

PROPOSED PROCESS

Timeline: 5 months. The process will use the Citizens League's staged approach: discovery, development, and recommendations. This process will follow the Citizens League's operating guidelines as stated in the organization's Governing Document.

Recruitment of Members and Leadership: November 2020

- Recruit Co-Chairs and up to 45 Commission Members. Participation should include a diversity of perspectives about community-first public safety and represent the community from a variety of backgrounds.
- The Citizens League will consult with the Mayor's Office.
- Public announcement of CFPSC Members and commission process.

Discovery: Review of Background Information: December 2020 – February 2021

- A charge is established by the CFPSC.
- Review and analyze available information on the alternative responses to priority 4 and priority 5 calls. Maximize the use of existing sources and partners in this effort.
- Invite speakers to present to the CFPSC in order to understand issues/concerns.

Development: March 2021

- CFPSC reviews findings, agrees on conclusions, revises charge (if needed), and discusses course of action for recommendations.
- Scenario planning.

Preparation of Final Recommendations: April 2021

- CFPSC works on final recommendations.
- Citizens League delivers final report by May 3, 2021.

Community Feedback: December 2020 to April 2021

The following methods will be used to capture community feedback throughout the duration of the project:

- Google Form

- Voicemail Box
- Email Address
- Three Public Forums (in person or virtual)

CITIZENS LEAGUE COMMUNITY-FIRST PUBLIC SAFETY COMMISSION TIMELINE

November 2020	December 2020 to February 2021	March 2021	April 2021 to May 2021
<p>Agree on scope of work.</p> <p>Recruit CFPSC Members based on Scope of Work.</p> <p>Public announcement of CFPSC and commission process.</p>	<p>Meetings with CFPSC begins.</p> <p>Reviews and analyze available information on alternative responses to P4 and P5 calls.</p> <p>CFPSC invites special speakers.</p>	<p>CFPSC reviews findings, agrees on conclusions, revises charge (if needed), and discusses course of action for recommendations.</p> <p>Begins working on recommendations.</p>	<p>CFPSC works on final recommendations.</p> <p>Final Report delivered by May 3rd, 2021.</p>
Discovery		Development	Recommendations

BUDGET

Citizens League Cost Proposal		
Planned Budget	Anticipated Time & Rate	Total Cost
Citizens League Executive Director	200 hours at \$100/hour	\$20,000
Citizens League Director of Public Policy	450 hours at \$75/hour	\$37,500
Consultant	40 hours @ \$125/hour	\$5,000
Stipends (guest speakers)	Rate TBD	\$5,000
Interpreter Services	Rate TBD	\$3,000
Marketing and Communications Specialist	40 hours @ \$35/hour	\$1,400
Administrative Support	100 hours @ \$25/hour	\$2,500
Total =		\$61,650

For more information, contact:

Amanda Koonjbeharry

651.289.1080

akoonjbeharry@citizensleague.org



Guiding Principles:

**Saint Paul Community-First Public Safety
Commission**

Adopted by Commission members, January 6, 2021

Saint Paul Community-First Public Safety Commission

Guiding Principles

1. Articulate clear and concise language about this project and our expectations

We seek consistency and clarity around:

- The value of this work
- The “why?” of the project
- What policy changes we expect from this project

We acknowledge that consensus is not the same as unanimous. Disagreement is inevitable and may not necessarily be resolved, but progress is possible without perfection.

Saint Paul Community-First Public Safety Commission

Guiding Principles

2. Find comfort in the discomfort

This commitment requires that we recognize that navigating these conversations may be triggering and that each individual and organization is going to be in a different place on their journey.

We also recognize discomfort can signal opportunities for growth and additional understanding, as well as cause some people to disengage. We will lean into learning and remain present when the urge to disengage occurs.

We will be brave and vulnerable, as much as possible.

Saint Paul Community-First Public Safety Commission

Guiding Principles

3. Honor truth in differences

We honor that communities have knowledge about how they are experiencing various systems and structures and solutions.

We will acknowledge we each have things we do not know; and work to check our personal bias when entering conversations.

We will remain respectful of lived experiences different than our own, mindful to recognize those experiences as hard-earned wisdom.

Saint Paul Community-First Public Safety Commission

Guiding Principles

4. Lead with curiosity, honesty, transparency, courage, and humility

We acknowledge this coalition embodies a great deal of privilege and influence, which can impact our efforts to engage meaningfully with community.

To attain our objective, we will:

- Be slow to judgement when engaging with communities—particularly those different from our own
- Remain mindful of complex layers of communication
- Commit to a principle of harm reduction
- Set aside implicit power roles so all voices have equal weight

Saint Paul Community-First Public Safety Commission

Guiding Principles

5. Foster a space for grace in the process

We will prioritize impact over intent.

When missteps occur, we will acknowledge the harm that was caused, apologize, apologize for the actions, and take the steps to repair the harm that was caused.

If and when heated or emotional interactions occur, we will seek to follow up with our fellow Commissioners afterward, while also acknowledging that being gracious requires emotional energy.

Saint Paul Community-First Public Safety Commission

Guiding Principles

6. Remain mindful and respectful of our role as members of a vast ecosystem

Our efforts should enhance, not distract from or supplant, existing work around the community.

We recognize the now (accept where we are), approach the work with optimism that we can make change, and imagine the work continuing after the commission's charge ends.



Minutes

Citizens League City of Saint Paul Community-First Public Safety Commission

Wednesday, December 16th, 2020

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Committee Members present: Co-Chair John Marshall, Co-Chair Acooa Ellis, Ms. Sue Abderholden, Ms. Chauntyll Allen, Mr. Ahmed Anshur, Mr. Cedrick Baker, Mr. Sami Banat, Mr. Jason Barnett, Rev. Dr. Ron Bell, Mr. Scott Burns, Ms. Chikamso Chijioke, Mrs. JoAnn Clark, Mr. Sam Clark, Ms. Sasha Cotton, Ms. Sierra Cumberland, Ms. Natalia Davis, Mr. Julio Fesser, Ms. Anna-Marie Foster, Ms. Simone Hardeman-Jones, Ms. Suwayda Hussein, Ms. Laura Jones, Ms. Clara Juneman, Ms. Farhio Khalif, Ms. Suwana Kirkland, Ms. Alicia Lucio, Ms. Wintana Melekin, Mr. Stephen Moore, Mr. Amin Omar, Mr. Frank Ortiz, Ms. Maureen Perryman, Ms. Amy Peterson, Dr. Suzanne Rivera, Mr. Mark Ross, Mr. Garaad Sahal, Mr. David Squier Jones, Judge Nikki Starr, Mr. Mario Stokes, Ms. LyLy Vang Yang, Mr. Teshite Wako, Mr. Jai Winston, Ms. Heather Worthington, Mr. Pheng Xiong, and Mr. Otis Zanders.

Members not present: Ms. Monica Bravo and Mr. Ameen Ford.

Special guests: Saint Paul Mayor Melvin Carter, Saint Paul City Councilmember Mitra Jalali, Ramsey County Commissioner Toni Carter, and Incoming Citizens League Board Chair Laura Monn Ginsburg.

Staff & staff support present: Ms. Kate Cimino, Ms. Amanda Koonjbeharry, Mr. Jacob Taintor, and Ms. Madeline McCue.

Citizens League members: None.

Proposed outcomes for this meeting

- State commission charge and proposed goals
- Introduce members, presenters, staff, and other participants
- Review Citizens League process and principles of engagement
- Discuss Commission timeline
- Time for questions
- Evaluate meeting

Minutes

Co-chair Marshall called the meeting to order at 9:00 am.

Welcome and Introductions

Co-chair Marshall welcomed and thanked the commission members for their time, participation, and engagement. He explained how members could use Zoom features to better interact with the meetings and reminded members that Citizens League staff were available to provide support. He noted that future meetings will close at 9:10am and that members should notify Citizens League staff if they will be running late.

Co-chair Marshall explained that the Citizens League would be making audio-only recordings of the meetings for the sole purpose of creating anonymous meeting minutes and would be deleted once minutes were approved by the commission. Meetings will also be publicly live streamed for the purpose of transparency and public trust.

Co-chair Marshall reviewed the proposed outcomes for the meeting (*see above*) and the City of Saint Paul's goals for the commission. The objective of the commission, he noted, was to make recommendations to the Mayor and City Council regarding:

- i. Alternative first response options to priority 4 and priority 5 calls;
- ii. Community involvement in the City's community-first public safety framework; and,
- iii. Consideration of the creation of a city-staffed office to drive and integrate community-first public safety initiatives and strategies.

Co-chair Marshall said that subcommittees will be formed in order to meet the full scope of the commission's objectives.

Co-chair Marshall thanked the commission introduced Co-chair Ellis.

Co-chair Ellis greeted the commission and introduced herself as a Saint Paul resident and as the Senior Vice-President of Community Impact for the Greater Twin Cities United Way. She explained that all members will introduce themselves and encouraged members to acknowledge their own perspectives and connections to the issue of public safety.

Co-chair Ellis introduced Mayor Melvin Carter.

Mayor Carter thanked the commission. He discussed City of Saint Paul's Community-First Public Safety Framework and its objective of supporting the police's ability to respond to emergencies by unburdening them of the responsibility of situations that do not necessitate a police response. This commission's job would be to help identify the events to which a different kind of response—such as a social worker, a mental health professional, a crisis counselor, or a housing provider—might be more helpful and appropriate and could serve to “lighten the load” on police.

Mayor Carter recognized that communities in Saint Paul and around the world are grappling with dysfunctional public safety systems. He suggested that a failure to acknowledge the problems with policing has led to the erroneous conclusion that police themselves are the

problem, and that police should instead be seen as a community resource that exists in a system that needs improvement.

Mayor Carter encouraged members to learn from each other and to be open to new perspectives shared by their fellow commission members. He acknowledged the challenging nature of the commission's task and the constraint of the May deadline. He thanked the commission, the Citizens League, and the Robina Institute (who will be assisting with data presentation and analysis).

Co-chair Ellis thanked Mayor Carter and introduced Councilmember Mitra Jalali.

Councilmember Jalali introduced herself as a representative for Ward 4 on the Saint Paul City Council and as the commission's liaison to the city council. She spoke about how her experiences as a teacher at a school attended by underserved and overburdened students shaped her understanding of personal rights and the role of police. She shared an anecdote about an experience at a protest following the death of George Floyd and imparted on the commission that they had the power to change the structural conditions that led to this tragedy.

Co-chair Ellis thanked Councilmember Jalali and introduced Ramsey County Commissioner Toni Carter.

Commissioner Carter thanked Co-chair Ellis and introduced herself as a representative of Ramsey County. She expressed her excitement about the opportunity to help transform the justice system and to involve the community in the process. She explained that she witnessed the ways in which disinvestment has resulted in deep problems as a member of the school board and encouraged the commission to use both their own creativity and the expertise of others to guide their journey toward solving these problems.

Co-chair Ellis thanked Councilmember Carter and introduced Incoming Citizens League Board Chair Laura Monn Ginsburg.

Board Chair Ginsburg conveyed her thanks. She noted the Citizens League's long history of convening groups to discuss important social and political issues and expressed her excitement about this work. She commented on the necessary and delicate balance between urgency and depth in this process.

Co-chair Ellis thanked Board Chair Ginsburg and asked the members to introduce themselves. She first introduced herself as a black mother to, wife of, and daughter of black men, and as someone who thinks about how law enforcement impacts many social challenges and solutions. She also had a loved one who was killed by police while experiencing a mental health crisis.

Co-chair Marshall introduced himself as a resident of Saint Paul and a father of young children. He was a City employee and is now an employee of Xcel Energy, which is deeply involved in the Saint Paul community.

Co-Chair Ellis prompted members to introduce themselves:

- **Ahmed Anshur:** a community leader at an Islamic Center, an immigrant, a father, and a

- resident of East Side Saint Paul;
- **Alicia Lucio:** a board member of the Westside Community Organization, a youth advocate, and a resident of West Saint Paul;
 - **Amin Omar:** an immigrant and organizer in the Somali community, a father, and a resident of East Side Saint Paul;
 - **Amy Peterson:** an emergency manager at Regions Hospital and a family member of law enforcement officers;
 - **Anna-Marie Foster:** a student who leads a school racial justice event and a resident of East Side Saint Paul;
 - **Cedrick Baker:** the chief of staff at Saint Paul Public Schools, a black man, and a new father;
 - **Chikamso Chijioke:** a student, a member of the Saint Paul Youth Commission, an immigrant, and a resident of Saint Paul;
 - **Clara Juneman:** a student, a member of the Saint Paul Youth Commission, and a German immigrant who recently moved to Saint Paul;
 - **David Squier Jones:** a policing scholar for education interests, an expert on the role of police in a democratic society, a former police officer, and a resident of Saint Paul;
 - **Chauntyll Allen:** a founder Black Lives Matter Twin Cities, a member of the Saint Paul School Board, a black mother, and a resident of Rondo;
 - **Farhio Khalif:** the president of the Saint Paul NAACP, the executive director of Voice of East African Women, and a mother;
 - **Frank Ortiz:** a Saint Paul police officer and the president of the Minnesota Chapter of the National Latino Police Officer Association;
 - **Garaad Sahal:** a Saint Paul police officer, a father, and a resident of Saint Paul;
 - **Heather Worthington:** a 23-year veteran of local government, a family member of a law enforcement officer, and a resident of Saint Paul;
 - **Jai Winston:** a black man and an employee of a Saint Paul foundation that invests in projects that promote a healthy democracy;
 - **Jason Barnett:** an employee of a startup that works on smart technologies in public safety; an artist, an entrepreneur, and a resident of Saint Paul;
 - **JoAnn Clark:** the former PTA president of Harding High School and Battle Creek Middle School, a member of the District 1 Council, a volunteer at the Saint Paul Public School Progressive Baptist Church College Fair, and a mother;
 - **Judge Nikki Starr:** a district judge in Ramsey county in criminal courts and in treatment & problem-solving courts, a former public defender, a mother, and a Como resident;
 - **Julio Fesser:** an employee of Securian Financial, which has a Safety Communication Center that works on the efficiently dispatching law enforcement;
 - **Laura Jones:** a criminal justice reform researcher and advocate for shrinking institutions of incarceration, a member of Root & Restore Saint Paul, and a resident of the Midway neighborhood;
 - **LyLy Vang Yang:** the cultural strategy manager at Take Action Minnesota and a renter in Highland Park;
 - **Mario Stokes:** an employee of Saint Paul Parks & Rec, a community ambassador in Midway, an executive board member of AFSCME Local 1842, and a resident of Saint Paul;
 - **Mark Ross:** a police officer, the president elect of the Saint Paul Police Federation, and a graduate of the Saint Paul public schools;
 - **Maureen Perryman:** an emergency dispatcher, a mother, and a resident of the Rondo neighborhood;
 - **Natalia Davis:** the artistic director for the Irreducible Grade Foundation, a black mother, the wife of a Saint Paul fireman, and a resident of Saint Paul;
 - **Otis Zanders:** the CEO of Ujamaa PLACE and a community activist;
 - **Pheng Xiong:** a Saint Paul police officer, the president of the Minnesota Asian Police

- Officer Association, a Thai immigrant, and a graduate of the Saint Paul Public Schools;
- **Rev. Dr. Ron Bell:** the senior pastor of the Camphor Memorial United Methodist Church, a racialized trauma consultant, and a black father;
- **Sami Banat:** a freshman at Macalester, a community organizer, a board director at Break Through Twin Cities, a son of a refugee, and a resident of Saint Paul;
- **Sam Clark:** a former City Attorney of Saint Paul, a partner at Green Espel Law Firm, the son of a Ramsey County Judge, and the vice chair of the Ujamaa PLACE Board;
- **Sasha Cotton:** the director of the Minneapolis Office for Violence Prevention, a member of the African American Leadership Council, a black mother and grandmother, and a Saint Paul resident;
- **Scott Burns:** a software entrepreneur specializing in digital communications for governments, the owner of Osborn370, and a Saint Paul resident;
- **Sierra Cumberland:** the chair of the Saint Paul Police Civilian Internal Affairs Review Commission (PCIARC) and an employee of the International Institute of Minnesota who specializes in human-trafficking;
- **Simone Hardeman-Jones:** the executive director of the Green Light Fund Twin Cities, the mother of a black son, and a Minneapolis native;
- **Stephen Moore:** a resident of Ward 7;
- **Sue Abderholden:** the executive director of NAMI (National Alliance on Mental Illness) Minnesota;
- **Suwana Kirkland:** a commander in the Ramsey County Sheriff's Office, the president of the Minnesota chapter of the National Black Police Association and the national vice chair for the National Black Police Association, and a mother and grandmother;
- **Suwayda Hussein:** a student, a member of the Saint Paul Youth Commission, and a daughter of Somali immigrants;
- **Suzanne Rivera:** the president of Macalester College, a trained social worker, a daughter of a refugee, and a Latina mother;
- **Teshite Wako:** the recently retired Chief Financial Officer of the Neighborhood Development Center, a member of Regions Hospital board, a participant in the Saint Paul Police's Safe Summer Nights program, the former president the Oromo Community of Minnesota, and a father; and,
- **Wintana Melekin:** an Eritrean immigrant and an East Side Saint Paul resident.

Co-chair Ellis invited the members of the Citizens League staff to introduce themselves:

- **Kate Cimino:** the executive director of the Citizens League, a daughter of public-school teachers and a parent of a Minneapolis public school student. Her area of expertise is in bringing together groups of people together to address complex problems that require lots of perspectives.
- **Amanda Koonjeharry:** the director of public policy at the Citizens League and the daughter of immigrants from Guyana. Her work has been rooted in racial and gender injustice, addressing mental illness, domestic violence, and human trafficking.
- **Jacob Taintor:** a marketing and communications specialist at the Citizens League, a parent, and a resident of Longfellow.
- **Madeline McCue:** a project assistant at the Citizens, a granddaughter of immigrants, and a student of public health and international health security.

Co-chair Ellis noted that the commission was joined by a number of city and county representatives who would support and guide the commission.

Co-chair Ellis dismissed the commission at 10:35 am for a ten-minute break.

At 10:46 am, Co-chair Ellis resumed the meeting and invited Ms. Cimino to discuss the mechanics of the Citizens League process.

Citizens League Process and Principles of Engagement

Ms. Cimino introduced herself as Executive Director of the Citizens League, thanked the commission, and expressed her excitement about the commission's work. She introduced the Citizens League as a unique Minnesota institution that has been bringing concerned community members together to help define and solve policy issues for almost 70 years.

Ms. Cimino explained how the Citizens League uses a structured process to arrive at complex, participant-driven solutions. In Phase 1, members will learn together from research and experiences presented to the commission, and the Citizens League will help the commission involve content that members deem pertinent. In Phase 2, the commission will discuss what was learned and will begin to establish some consensus. In Phase 3, the commission will collaborate to create a set of recommendations to be delivered to the Mayor in May. Ms. Cimino encouraged the commission members to provide feedback to support the process of balancing the inclusion of all voices and sufficient speed to meet the mayor's deadline.

Ms. Cimino highlighted a few key points from the Citizens League Operating Guidelines. *This document is included in the meeting materials.*

Ms. Cimino informed the members that while commission meetings were being livestreamed for the sake of transparency, the only recording made would be audio-only and would be for the sole purpose of creating accurate meeting minutes. Minutes will be anonymous and will be reviewed by the commission before publication. Ms. Cimino asked that both members and any media refrain from broadcasting the specific happenings of the commission meetings.

Ms. Cimino introduced a set of Guiding Principles for the commission to discuss and consider for this project. *This document is included in the meeting materials.* Commission members then moved into breakout groups to discuss the guiding principles and consider anything they might add.

At 11:11 am, commission members were divided into breakout rooms.

While members were in small groups, Ms. Cimino greeted the representatives from the City of Saint Paul and Ramsey County and invited them to introduce themselves:

- Val Jensen: the Director of the Department of Human Rights & Equal Economic Opportunity for the City of Saint Paul;
- Mike Martin: an undersheriff at Ramsey County Sheriff's Office who oversees regional services and trains police officers around the country in different methods of policing;
- Nance Lee Mosquerda: the benefits manager for the City of Saint Paul;
- Cassi Johnson: a deputy director in the Office of Technology and Communications;
- Matt Toupal: the operations chief for the Saint Paul Police Department;
- Anne Barry: the Ramsey County social services director;
- Nancy Pass: the Director of the Ramsey County Emergency Communications Center;
- Bridget Hajny: a representative of the Saint Paul Fire Department;

- Kee Vang: a representative of Ramsey County Public Health; and,
- Daniel Yang, a representative of the Mayor's Office.

At 11:23 am, Ms. Cimino reconvened the commission. Members suggested additions to the list of Guiding Principles, including:

- Being cognizant of the need to set aside both named and implicit power roles so that all members' voices might have equal weight;
- Acknowledging that being gracious requires emotional energy, and that consensus is not necessarily unanimous;
- Understanding that disagreement would be inevitable and would not necessarily be resolved;
- Caring for the language used as definitions are not ubiquitous; and,
- Acknowledging that harm reduction has value, even without solving a problem outrightly.

Ms. Cimino indicated that the Citizens League team would bring forward an updated draft of the principles to the next meeting, incorporating members' suggestions, and the group would then approve the final version.

Ms. Cimino invited Ms. Koonjbeharry to review the proposed timeline for the commission.

Review Proposed Timeline and Meeting Logistics

Ms. Koonjbeharry reminded members to accept the calendar invite for the next meeting on January 6 and requested that they inform the Citizens League in advance if they would be sending a designee in their place. She noted that members would be receiving a survey in which they could share their priorities and suggestions, and that they would be receiving a separate form to submit their evaluations of this meeting.

Ms. Koonjbeharry shared the following contact information:

- The Citizens League's [landing page](#) for this project;
- The commission's [public comment form](#);
- This project's email address (saintpaulpublicsafety@citizensleague.org); and,
- This project's dedicated voicemail line (651) 252-4415, which will be translated into Spanish, Hmong, and Somali.

She also reminded commission members to submit short bios and a headshot for the forthcoming "Get to Know the Commission" booklet that would be shared amongst commission members.

Questions

Co-chair Marshall opened the discussion for questions.

A commission member asked a few questions regarding the data to which the commission would have access, how call priorities were defined, and how the commission might explore higher priority calls. Ms. Koonjbeharry answered that that data would be provided by the Robina

Institute at the next meeting and Co-chair Ellis added that the commission would focus on priority 4 and priority 5 calls. Ms. Pass, the Director of the Ramsey County Emergency Communications Center, explained what types of data to which the Robina institute had access. Mr. Yang, from the mayor's office, confirmed that data regarding the relative prevalence of low priority calls would be addressed at the next meeting.

A member asked about the project budget and Mr. Yang clarified that the listed budget was for the commission and its work, led by the Citizens League; not for the implementation of the commission's recommendations.

Close

Co-chairs Marshall thanked the commission for their time, commitment, and passion, and said that he felt the meeting fulfilled the stated goals. Co-Chair Ellis assured that the commission will continue to wrestle with the tension of getting as much out of these meetings as possible while remaining on the agenda, and she invited commission members to provide feedback to help them strike that balance. She thanked the commission for their participation, time, and transparency.

Co-chair Marshall wished everyone a safe end-of-year and concluded the meeting at 11:58 a.m.



Minutes

Citizens League City of Saint Paul Community-First Public Safety Commission

Wednesday, January 6th, 2020

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Commission Members present: Co-Chair John Marshall, Co-Chair Acooa Ellis, Ms. Sue Abderholden, Ms. Chauntyll Allen, Mr. Cedrick Baker, Mr. Sami Banat, Mr. Jason Barnett, Rev. Dr. Ron Bell, Ms. Monica Bravo, Mr. Scott Burns, Ms. Chikamso Chijioke, Mrs. JoAnn Clark, Mr. Sam Clark, Ms. Sasha Cotton, Ms. Sierra Cumberland, Ms. Natalia Davis, Mr. Julio Fesser, Ms. Anna-Marie Foster, Ms. Simone Hardeman-Jones, Mr. Liban Ibrahim (designee for Mr. Garaad Sahal), Mr. David Squier Jones, Ms. Laura Jones, Ms. Clara Juneman, Ms. Alicia Lucio, Ms. Wintana Melekin, Mr. Stephen Moore, Ms. Maureen Perryman, Ms. Amy Peterson, Dr. Suzanne Rivera, Judge Nikki Starr, Mr. Mario Stokes, Ms. LyLy Vang Yang, Mr. Jai Winston, Ms. Heather Worthington, Mr. Pheng Xiong.

Members not present: Mr. Ahmed Anshur, Mr. Ameen Ford, Ms. Suwayda Hussein, Ms. Farhio Khalif, Ms. Suwana Kirkland, Mr. Amin Omar, Mr. Frank Ortiz, Ms. Olyvia Rayne Taylor, Mr. Mark Ross, Mr. Garaad Sahal, Mr. Teshite Wako, Mr. Otis Zanders.

Special guests: Saint Paul Mayor Melvin Carter, Councilmember Mitra Jalali, Ramsey County Board Chair Toni Carter, Ms. Nancie Pass, and Deputy Chief Matt Toupal.

Staff & staff support present: Ms. Kate Cimino, Ms. Amanda Koonjbeharry, Mr. Jacob Taintor, and Ms. Madeline McCue.

Proposed outcomes for this meeting

- State commission charge and proposed goals.
- Time for Commission members to connect with other Commission members via small groups.
- Understand City of Saint Paul and Mayor Carters public safety initiatives and how the Community-First Public Safety Commission ties into that work.
- Approval of December 16, 2020 Commission minutes.
- Reach consensus on Guiding Principles.
- Receive information on priority 4 and priority 5 calls, understanding of how Ramsey County Emergency Communications Center (RCECC) works with the Saint Paul Police Department and Saint Paul Fire Department.

- Understanding of current initiatives through the Saint Paul Police Department and response protocol for priority 4 and priority 5 calls.
- Discuss future subcommittees.
- Time for questions.

Minutes

Co-chair Ellis called the meeting to order at 9:00 am.

Opening and Approval of Minutes

Co-chair Ellis welcomed the commission and reminded members of some of the logistical elements of the meeting. She reviewed the proposed outcomes for this meeting (*see above*). She also reviewed the commission's charge, as specified by the City of Saint Paul to make recommendations to the Mayor and the Saint Paul City Council regarding:

- Alternative first response options to low-priority calls for service;
- Approaches for ongoing community involvement in the City of Saint Paul's Community-First Public Safety Framework; and,
- Consideration of the creation of a city-staffed office to integrate the initiatives and strategies of the Community-First Public Safety Framework.

Co-chair Ellis acknowledged the recent officer-involved shooting and death of Dolal Idd in Minneapolis. She held space for those who were grieving and noted that this commission's work may be informed by this event.

Co-chair Ellis continued to the approval of the minutes of the previous meeting. After reviewing Roberts Rules of Order, a standard structure in formal committees, she asked if commission would like to make any changes to the minutes.

A few members requested changes to their titles and introductions. These changes were made without contest.

Co-chair Ellis moved to approve the amended minutes; the motion passed with 32 votes.

Co-chair Ellis invited Ms. Koonjbeharry to lead the commission in a moment of mindfulness. Ms. Koonjbeharry led members in a brief exercise focusing on awareness of the self and presence in the moment despite the trying circumstances of this time.

Chat and Connect

Co-chair Marshall introduced the next activity, in which members would be split into small breakout rooms to discuss what stood out to them from the last meeting and what thoughts they were bringing into this meeting.

Co-chair Marshall sent members to breakout rooms at 9:24 am.

While members were in breakout rooms, Ms. Cimino and Ms. Koonjbeharry greeted representatives from the city and county and clarified some logistical questions.

Co-chair Marshall welcomed members back at 9:42 am and invited them to share their reflections.

Commission members noted the importance of mental health, particularly in how it intersects with homelessness. They shared their appreciation for the diversity of the commission and expressed interest in the activities of their fellow members. They expressed their concern about current events involving police response and the importance of re-establishing trust in institutions. They noted the importance of the perspective of youth.

Following a brief adjustment to the schedule, Ms. Cimino introduced Mayor Carter.

Mayor Carter thanked the commission for their work. He emphasized the importance of the commission's work to help the city figure out how to invest resources to create a diverse portfolio of public safety strategies. He explained the two aspects of the City of Saint Paul's Community-First Public Safety framework, a broader effort that spans well beyond this commission:

1. **How the city responds to crime and crises.** The immediate response to a crisis can be either an emergency response or a crisis intervention. The work of this commission is to help identify which types of calls for service should be responded to with a form of crisis intervention rather than a police response, and how that crisis intervention should occur.
2. **How the city proactively prevents crime and crises.** The city will have to balance crime reduction strategies targeted at individuals with strategies targeted at communities. (The City's efforts in this area are not within the scope of this commission.)

Co-chair Marshall thanked the Mayor for his explanations. He invited members to ask questions.

A member noted that instead of referring to "social workers" as a crisis intervention response, the commission should be aware of Minnesota's mobile mental health crisis teams, consisting of a wide variety of mental health professionals who can respond to crises.

In the chat, commission members inquired about whether the response teams would be members of the community they are serving. Members also expressed their interest in solutions for housing issues and low priority calls involving youth, as well as responses for higher priority calls.

Ms. Cimino highlighted how the work of this commission is merely one aspect of the City of Saint Paul's multifaceted Community-First Public Safety Initiative, and how the scope of this commission was limited to emergency responses to priority 4 and priority 5 calls.

The mayor confirmed, noting that the proactive responses were being carried out by other initiatives. Mayor Carter clarified that the objective of this commission is not to create a global

response model, but to figure out how to respond to priority 4 and priority 5 calls, which are largely routine, non-violent, and non-urgent situations.

In response to a member's question, Mayor Carter clarified that the commission's work could improve response times for high-priority calls. He agreed that more proactive solutions will be needed for an array of issues, especially as the city grows.

A commission member questioned how City of Saint Paul categorizes calls as "priority 4" and "priority 5" and noted some of the outdated wording used in the definitions posted online. The mayor agreed that examining the categorization of some situations was within the scope of this commission, and other commission members noted that the police had updated their language.

Mayor Carter explained to the commission that he needed concrete recommendations for the 2022 Budget.

Following a question by Ms. Koonjbeharry, Mayor Carter clarified that the specifics of the framework he presented were not official but were how he personally was thinking about the system. He also raised the possibility that the commission could recommend a transition period to a new system.

Co-Chair Marshall thanked the mayor for his time.

Mayor Carter expressed his appreciation for the members of the commission and highlighted how each member was individually selected for this commission.

In the chat, commission members asked further questions. A commissioner inquired about whether a Venn diagram would be a better structure, with an "overlap" for calls in which there should be a proactive investment but there is also a threat of escalation (e.g., drug activity). Another commission member asked about how tax incentives could be leveraged to encourage large businesses to create restorative responses to shop-lifting cases.

Co-chair Marshall invited Ms. Cimino to review the guiding principles.

Review Guiding Principles and Community Report

Ms. Cimino reviewed the updates to the commission's Guiding Principles that were suggested by members at the first meeting (*see packet*). She explained that since these principles were malleable and would be revisited throughout the commission, this document would be approved by consensus rather than by vote.

With no objections, the Guiding Principles were adopted. They will be published online.

Ms. Cimino next discussed the various methods through which the community could provide feedback to the commission, including the comments form, the email address, and the voicemail line. As there has not yet been any feedback to be reviewed by the Commission, Ms. Cimino concluded the segment.

Ms. Cimino dismissed the commission for a five-minute break at 10:30 am.

Presentations by Ms. Nancie Pass and Mr. Matt Toupal

Co-chair Marshall welcomed the commission back at 10:36.

Co-chair Marshall introduced the next two speakers. Ms. Nancie Pass is the Director of the Ramsey County Emergency Communications Center and has worked in public safety dispatch services for 29 years. Mr. Matt Toupal is the Deputy Chief of Operations for the Saint Paul Police Department. He oversees three police districts in Saint Paul and has been a member of the Saint Paul Police Department for 32 years.

Ms. Pass presented about the workings of the Ramsey County Emergency Communications Center, which receives and dispatches emergency responders to 911 calls. She discussed how the dispatch center is staffed, how calls are passed between employees, how calls are categorized and prioritized, and how calls are dispatched to different departments of emergency responders. *See Addendum A for details.*

Mr. Toupal presented about how officers received dispatched calls, how officers respond to different types of calls, how 911 callers can directly report activity online, and how calls are classified and how those classifications may change as situations develop. *See Addendum B for details.*

Co-chair Marshall invited the commission members to ask questions. *See Addenda A & B for details.*

Co-chair Marshall thanked them for their presentations and invited Ms. Cimino to introduce the subcommittees.

Subcommittee introductions

Ms. Cimino thanked the presenters and invited members to post any further questions in the chat.

Ms. Cimino explained how subcommittees would proceed.

Three subcommittees would meet largely during regular meeting times:

- 1. Outreach** – This group will support all outreach efforts related to our three public/community town halls – specifically helping with the town halls meeting design, promotion, participation, and feedback review. In addition to our town halls this group will provide input and next steps on all community feedback we receive through the voicemail, email, and comment form.
- 2. Research** – This group may review data collected about alternative response models in other cities; research what an office of violence prevention could look like; explore technology that may support better emergency response; and assess risk and feasibility of recommendations being considered by this Commission.
- 3. Inclusion** – This group will intersect with the other groups to ensure that we're being as inclusive as possible, looking at perspectives or experiences that should be included

(e.g. unsheltered, mental health, disability, youth, substance use/addiction, etc.); help identify topics we should focus on. Group may suggest organizations, data sets, or speakers to bring in to the Commission.

Ms. Cimino noted that members will be able to list their preferences for subcommittee placement in the forthcoming meeting evaluation form. Subcommittees will meet at the next commission meeting.

Feedback review

Ms. Koonjbeharry thanked members for completing their meeting evaluations from the previous meeting and encouraged members to complete this week's evaluation, in which they could provide suggestions for future meetings.

Close

Co-chair Marshall laid out the proposed general timeline for the commission: he expected some themes to emerge in the February, more granular details to emerge in March, and the commission to be crafting recommendations in April. He thanked the commission for their time.

Co-chair Ellis checked that there were no further questions, thanked the commission, and concluded the meeting at 11:55 a.m.



Minutes

Citizens League

City of Saint Paul Community-First Public Safety Commission

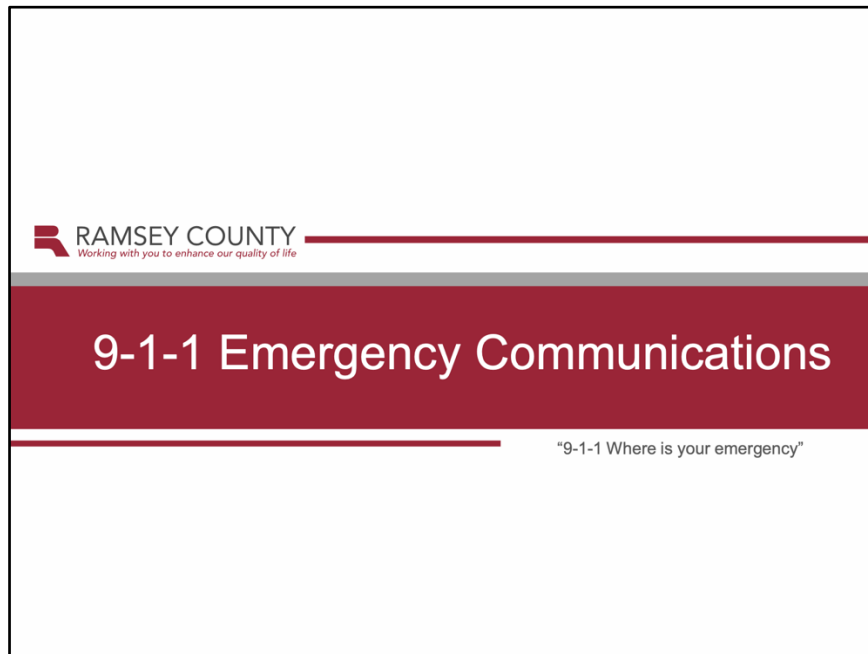
Wednesday, January 6th, 2020

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Addendum A:

Presentation by Ms. Nancie Pass, Director of the Ramsey County Emergency Communications Center





Ramsey County Emergency
Communications Center (RCECC)

An image of the dispatch center. There are 33 stations that are relatively distanced, which is advantageous for social distancing. Employees have 4-6 computers and sit can sit or stand at their desks. The room is generally quiet.

Who We Are

Largest 9-1-1 center in the State of Minnesota
Follow national 9-1-1 standard protocols
We dispatch for all Police, Fire and EMS agencies in Ramsey County

Primarily 9-1-1 dispatch centers in MN are under the direction of a Sheriff or Police Department, we are our own department within Ramsey County.
We are civilians – not police officers

60 – 9-1-1 Telecommunicators (TC)
61 - Public Safety Dispatchers
13 - Shift Supervisors
5 - Managers
1 - Director
3 - Administrative personnel
8 - Technical personnel

151 Total personnel



The RCECC is the largest dispatch center in Minnesota. RCECC employees dispatch all calls to first responders, including police, paramedics, and fire departments, in Ramsey County.

RCECC employees are the “first first responders.” Careers at the RCECC are stressful but rewarding. There are a number of support systems in place to serve employees. There are 151 staff members.

RCECC is a civilian operation: it operates under the direction of Ramsey County, not the sheriff’s office. Most other 911 dispatch centers in Minnesota are overseen by local law enforcement.

There is a committee of elected officials in Ramsey County that advises the RCECC.

ECC Job Titles

911 Telecommunicator (TC) (typically 10 working)

- Answer all emergency and non-emergency calls for service.
- Input caller information into Computer Aided Dispatch (CAD), transmit the information to the dispatcher electronically.

Law Dispatcher (typically 5 working)

- Assign calls to law enforcement personnel and monitors their activities.

Fire/Medical Dispatcher (typically 6 working)

- Answer fire/medical calls and provide medical pre-arrival instructions on all medical calls. Assigns appropriate responders and monitors their activities.

Telecommunicators (TCs) are the employees who answer all calls for service. They answer emergency calls (911) and non-emergency calls (from the center’s normal seven-digit phone number). While they speak to callers, they input information given by the caller into the dispatch system. There are usually 8 – 10 of them working at any given time.

Public safety dispatchers receive the information inputted by the TCs and use that information to assign calls to various first response agencies. Law dispatchers specialize in assigning calls to police departments, while fire/medical dispatchers specialize in assigning calls to fire departments and paramedics. There are generally 4-5 law dispatchers and 5-6 fire/medical dispatchers working at any given time. Dispatchers are assigned to districts within Ramsey County.

RCECC is a 2-stage center

1-Stage

- One person answers the phone and dispatches the call to responders.

2-Stage (RCECC)

- One person answers the phone while a second person dispatches the call to responders.



The RCECC is a large dispatch center: like other large centers, it is a two-stage operation. Calls are received by one employee (a TC) and dispatched by another. Smaller operations may have a single employee performing both roles simultaneously.

While speaking with the caller, the TC is entering information into the computer so a dispatcher can send the appropriate help.



While speaking to callers, a TC is already inputting the data necessary so that a dispatcher can inform the proper authorities.

Question response:

Bonuses are not currently used to incentivize TCs to meet any specific performance metrics. There are quality control structures and methods of positive reinforcement for correct assignment of calls.

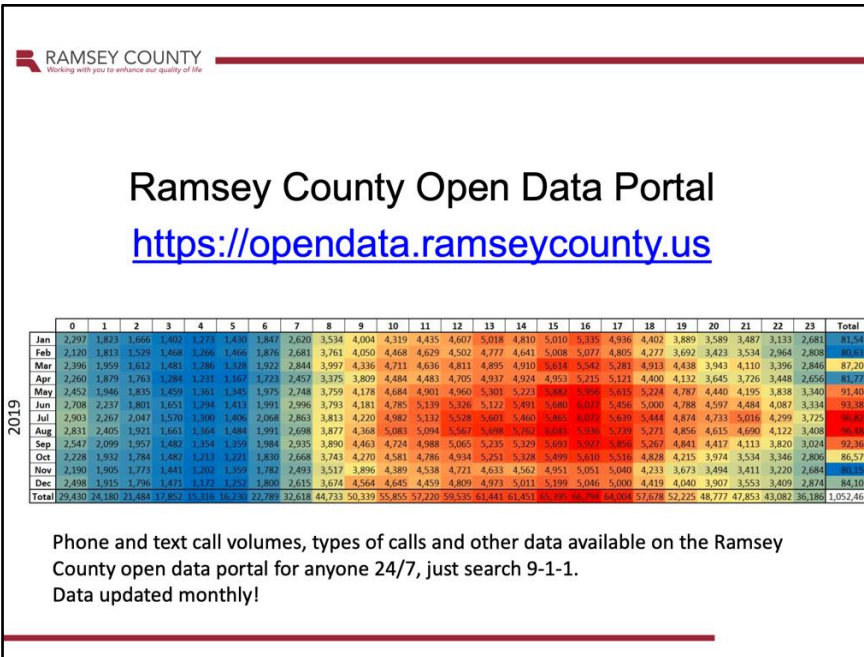
RAMSEY COUNTY
Working with you to enhance our quality of life

Our partner agencies

	Maplewood Police	
	Mounds View Police	
	New Brighton Police	
	North St. Paul Police	
	Ramsey Co. Sheriff	
	Roseville Police	
	Saint Anthony Police	
	Saint Paul Police	
	State Fair Police	
	White Bear Lake Police	
		

ROSEVILLE

Dispatchers at the RCECC send calls to these ten police agencies and these ten fire departments. The RCECC has good working relationships with the chief of each department and regularly hold meetings to address new changes. The RCECC standardizes responses to different departments as much as possible.

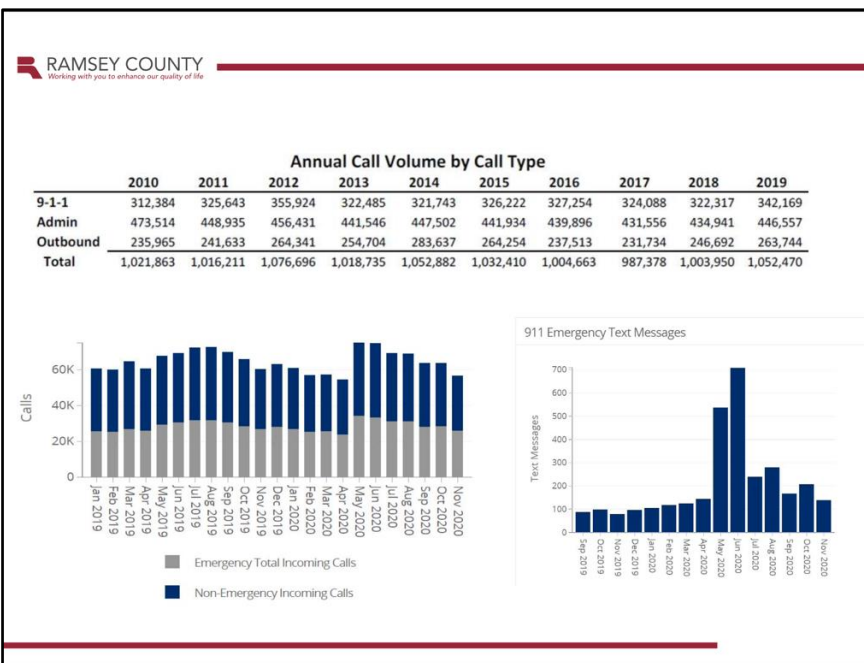


This heat map represents the volume of calls received throughout the day throughout 2019.

Each row represents a month, and each column represents the time of day, with the 12:00 am – 1:00 am window on the left and the 11:00 pm – 12:00 am window on the right. Total calls for each month are summed on the far right, and total calls for each hour of the day throughout the year are summed on the bottom.

The heat map shows that there are more calls during the summer months, when people are out and about.

This data and more is available publicly and <https://opendata.ramseycounty.us>



Not every call received initiates an emergency response: some calls are handled by the TC or transferred to other departments.

The RCECC receives four types of calls for service:

1. Emergency calls (911);
2. Non-emergency administrative calls (the normal seven-digit phone number);
3. Texts through the Text-to-911 service; and,
4. Officer-initiated calls

The RCECC has received over a million calls per year since 2010.

Question response:

Translation services are available for calls but not yet for texts. Some employees are multilingual and they are assigned to non-English calls when available.

The Most Important Information

Where: (Geography)

- Address
- Intersection
- Business
- Mile Marker
- Landmark



The most important information for a TC to obtain from a caller is the location of the emergency. TCs answer the phone with the question “911, where is your emergency?”

Cell phone data cannot always be used to determine a caller's location. TCs have to be able to figure out where a caller is, sometimes without an address. This often requires understanding local geography, including intersections, businesses, signage, and landmarks.

Calls to the non-emergency number do not convey any data about the caller's location.

To fully understand what type of response is needed, the TC will ask the caller several questions – this can be difficult depending on the situation and may be frustrating for the caller.



TCs will ask callers a specific sequence of questions in order to get the most important information without error.

These questions can be quite frustrating to callers who do not understand that help is already on the way and that these questions are not delaying the response. The process of dispatching the call to the relevant agencies is underway as soon as the TC can understand where service is needed.

Incorporating Technology



TCs and dispatchers use an array of technologies to respond to and dispatch calls. This is an image of the standard set up. The following images provide more detail.

TCs use the 911 Phone system to view incoming calls. Pending calls are visible on the upper right. Some of the agencies that the call can be transferred to are visible in the center. This is also how translation services can be added to the call.

The CAD entry screen shows how TCs enter the information received from a caller into the dispatch system.

Calls are sent to the pending queue, where they are prioritized by time and by priority as assigned by the TC. (Note: these are *not* the priorities used by the Saint Paul police.)

Dispatchers use the radio system to assign calls. Two of the three main channels through which calls can be dispatched to the Saint Paul Police Department, *SP-SPPD-2* and *SP-SPPD-3*, are visible in the green-highlighted boxes.

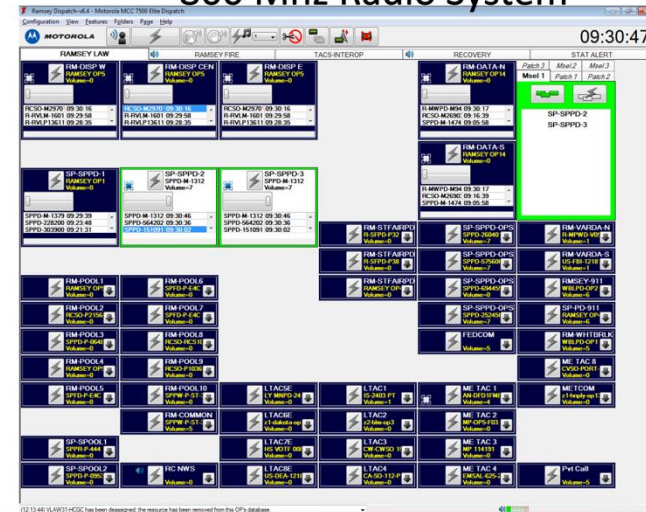
9-1-1 Phone system



*Black boxes indicate redacted information

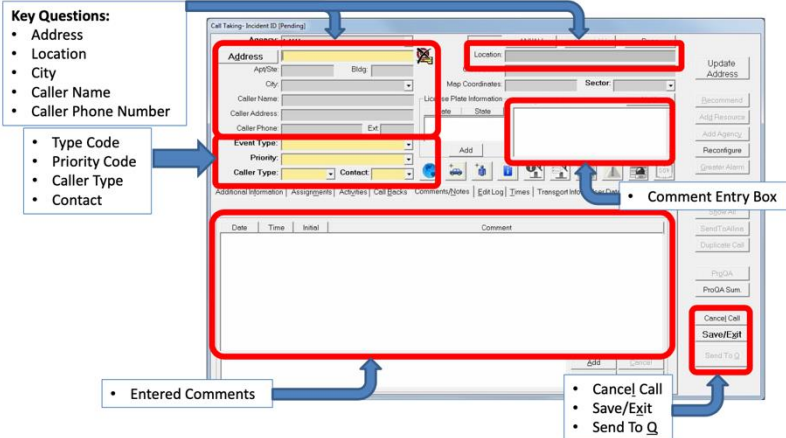
14

800 Mhz Radio System



15

CAD Screen - call entry



Five Key Areas

16

Pending Queues

Incidents

ALL LAWALL FIREODE/TRPTelephoneALL

Showing 16 of 16 Incidents.

	Alerts	W	Se	Res	Pr	Pr	Address	Location Name	Elapsed	Assigned U	Call Taken
421				MVPO	MV01	P2	APA		00:05:48	[7205]	CONSOLE34
420				SPWS	WS3	P7	ODE		00:06:12	[8123]	CONSOLE34
419				SPEA	EA1	P3	911		00:07:01		CONSOLE34
418				SPWS	WS1	P2	APA		00:08:11	[1157]	CONSOLE34
417				RCSO	LAH01	P2A	TRF		00:08:53	[2061]	CONSOLE34
416				RCSO	LLC02	P4	THA		00:10:07		CONSOLE34
415				RCSO	NOX03	P4	FRD		00:10:30		CONSOLE34
414				SPON	CN2	P3	CSC		00:10:59		CONSOLE34
413				MAPD	P4	BRG			00:11:31		CONSOLE34
412				SPWS	WS3	P1	ASS		00:13:17	[132] 639 103 508 134 119	CONSOLE34
411				MAPD	S4	P2	DOM		00:13:39	[4224] 422	CONSOLE34
410				SPON	CN1	P3	SUS		00:14:02		CONSOLE34
409				MAPD	S3	P5	ADM		00:14:25	[4681]	CONSOLE34
408				RVPD	RV03	P4	THF		00:15:13		CONSOLE34
407				NBPD	NB02	P4	AST		00:15:38	[8296]	CONSOLE34
406				SPWS	WS3	P7A	INV		00:16:22	[888]	CONSOLE34

*Black box indicates redacted information

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Priorities

Priority 1 is for responder down

Priority 2 is generally for in-progress life or property in danger events

Priority 2A is used for higher risk officer-initiated events

Priority 3 is generally for crimes that have occurred within 15-20 minutes

Priority 4 is generally report type calls, crimes outside the 20-minute time-frame

Priority 5 is generally for quality-of-life calls and administrative activities

Priority 6 is test calls

Priority 7 is off duty

Purpose – for dispatchers to quickly identify the higher priority incidents in their pending queue

Pre-determined in CAD

Is adjusted based on the circumstances of the call

The RCECC's priority system is used to determine how calls appear in a dispatcher's queue for assignment to relevant agencies. The two most important factors that a TC uses to determine the appropriate priority are what is occurring, and what is the danger to life and property. Call priorities can be adjusted as the TC receives more information.

Question response:

TCs assign priorities to calls based on an internal system that is separate from the Saint Paul Police Department's prioritization system. Once the Saint Paul Police receive a call, their system prioritizes the call independently of the RCECC's priority system.

Priority 1: indicates a responder is down

Priority 2: for in-progress crimes that endanger life or property

Priority 2A: higher-risk officer-initiated events

Priority 3: crimes that have occurred within 15 – 20 minutes

Priority 4: reports of crimes that occurred more than 20 minutes ago

Priority 5: quality-of-life calls or administrative activities

Priority 6: test calls

Priority 7: off duty

A TC also indicates the "type" of call, known as the problem nature. Since a situation may involve many types of problems, a TC will assign the most serious problem nature to the call.

Officers will be assigned to the highest priority calls in the queue. Lower-priority calls are assigned based on officer availability.

Problem Natures (types of calls)

Purpose is for responders to quickly identify the general reason for each call.

Multiple problem natures may apply to a single call, the telecommunicator must quickly determine and select the most serious.

Officers are dispatched to calls based on availability.

Saint Paul Police Department CAD priority call data

	2019		2020	
1	0	0.00%	3	0.00%
2	16,363	5.71%	18,073	6.57%
2 A	37,982	13.25%	29,444	10.70%
3	62,742	21.89%	58,037	21.09%
4	77,781	27.13%	77,917	28.32%
5	71,263	24.86%	76,929	27.96%
6	0	0.00%	0	0.00%
7	20,523	7.16%	14,748	5.36%
	286,654	100.00%	275,151	100.00%

This table shows how many calls of each priority were made in 2019 and 2020. In both years, the majority of calls were priority 3, 4, and 5 in the RCECC system.

Question response:

The Robina Institute will be able to provide more data about calls of different priorities, including how much time low-priority calls take relative to other priorities.

Question response:

Artificial intelligence is not currently being used to assist in prioritization of calls; however, research is underway.

Types of calls with default priority 2/2A

2	Assist fire – Law response to a fire incident.
2	Alarm sounding
2	Assist medics – Law response to a medical incident.
2	Assist other agency – Assisting another agency where a more specific problem nature does not apply.
2	Accident with injuries – A vehicle occupant, pedestrian, or other person is injured in an accident.
2	Bomb threat – A threat that a device has been placed; a potential device found.
2	Drunk driver – Intoxicated person in control of a vehicle.
2	Domestic – Argument, fight, or dispute where parties involved have or had a domestic relationship.
2	Hit-and-run accident with injuries – A vehicle occupant, pedestrian, or other person is injured where one or more drivers does not stop.
2	Project Lifesaver – Missing vulnerable adult or child with a tracker bracelet.
2	Suicide in progress – Suicide attempt or threat; suicidal person.
2	Weapon – Unauthorized use or possession of a weapon
2A	Investigate – Officer initiated activity when specified by the officer.
2A	Problem Property – Used on request of officer.
2A	Traffic stop – Usually automatically generated by CAD.

These are the types of calls that are designated as priority 2 / 2a by default. These are examples, not a complete list. However, TCs make the final judgement on which priority to which a call is assigned and they may decide that a call should be given a different priority based on their judgement of the available information.

Types of calls with default priority 3

3	911 Investigate – Hang-up and open line calls, potential 911 abuse or misuse.
3	Accident/Hit-and-run – Property damage accident where one or more driver's leaves without stopping and exchanging information.
3	Criminal sexual violation
3	Investigation of a death
3	Fight – Confrontation between two or more persons that appears mutual.
3	Person in Crisis – Situation in which a person's behavior puts them at risk of hurting themselves or others and or prevents them from being able to care for themselves.
3	Prowler – Suspicious person who appears to be looking in windows or checking doors and windows.
3	Shots fired – Gunshot(s) heard.
3	Suspicious person(s) or vehicle(s) – Appears unusual in some way. No apparent crime is occurring.

These are the types of calls that are designated as priority 3 by default.

Types of calls with default priority 4

4	Animal complaint – Animal bite; barking dog; loose or vicious animal
4	Accident/Property damage – Property damage accident where all drivers stop and exchange the appropriate information
4	Assault – An individual is physically injured by another individual.
4	Assist citizen – General assistance where a more specific problem nature does not apply.
4	Burglary – Forced entry to a structure by an unauthorized person.
4	Child abuse – Child injured by an adult with authority over the child.
4	Criminal damage to property – Intentional damage where no other crime has occurred.
4	Civil problem – No crime has occurred and no more specific problem nature applies
4	Code enforcement – Officer requested to enforce a building, fire, or other code
4	Dangerous condition – Hazard to vehicle or pedestrian traffic.
4	Dispute – Disagreement between two or more persons.
4	Drunk person – Person not in control of a vehicle.
4	Disorderly conduct – An individual or group acting in a manner that is a quality-of-life event but no apparent crime is taking place.
4	Disturbance/noise complaint – Loud music, vehicles, parties; includes events that have or may have a permit.
4	Fraud or forgery – Fraudulent or forged document; illegal use of financial documents (including credit cards).

Green highlight – could be handled by someone other than police. Parking enforcement, code enforcement or animal control.

These are the types of calls that are designated as priority 4 by default. Calls highlighted in green could conceivably be handled by an entity other than the police.

Some of these may not feel like they fit: for instance, “assault” is in this category. This is because most assault calls pertain to activity that has already happened and is not ongoing.

Types of calls with default priority 4 (continued)

4	Graffiti – Marking property with words or symbols without the property owner’s permission; “tagging” property with gang symbols.
4	Harassing or threatening phone calls – Nuisance calls; telephone threats; general harassment.
4	Juvenile – Curfew violation; statutory offense; general problems that do not merit use of another type code.
4	Missing person – Juvenile runaway; missing child; missing adult.
4	Motor vehicle theft – Unauthorized use of a motor vehicle.
4	Narcotics – Individual(s) manufacturing or using illegal drugs.
4	Previous case number – Follow-up on a previous incident.
4	Robbery – Property taken with force or threat of force; weapon used or threatened.
4	Shoplifter – In security custody.
4	Solicitor – Permit use; area prohibition; request to check on them.
4	Theft from auto – Property taken from vehicle without force, use of weapons, or confrontation.
4	Theft – Property taken with no forced entry; no threat or use of force or confrontation.
4	Violation of an order for protection
4	Welfare check

Types of calls with default priority 5

5	Abandoned vehicle – Vehicle left unoccupied for an extended period of time but otherwise legally parked.
5	Administrative details
5	B-Tow – Vehicle towed for an ordinance violation. Used on request.
5	County maintenance – Notify the on-call Public Works employee.
5	Community oriented outreach event – Officer attending a community event. Used on officer request.
5	Fireworks – Illegal fireworks; noise complaint.
5	Lockout – Keys locked in a vehicle or residence; child locked in a structure; fire hazard in a locked structure.
5	Lost property
5	Proactive Foot Patrol. Used on officer request.
5	Police proactive visit. Used on officer request.
5	Parking complaint – Illegally parked vehicle.
5	Recovered property – Found item; recovered property stolen in another jurisdiction.
5	Tow – Used where no other incident number applies.
5	Warrant – Check for person with a warrant; warrant arrest.

These are the types of calls that are designated as priority 5 by default.

Question response:

The RCECC flags addresses that have repeated calls. Individuals who may be abusing the 911 system are not specifically noted.

Question response:

Minneapolis has had a 311 system for responding to non-emergency calls for around 10 years: that could be used as a framework for Saint Paul to develop its own service.



Minutes

Citizens League

City of Saint Paul Community-First Public Safety Commission

Wednesday, January 6th, 2020

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Addendum B:

Presentation by Mr. Matt Toupal, Deputy Chief of Operations for the Saint Paul Police Department



Matt Toupal

- Deputy Chief of Operations for the St. Paul Police Department

Problem Nature

- Assaults
- Intoxicated individuals
- Stranded motorist
- Fire works/Shots fired/Car backfire
- Someone has a gun
- Check the welfare / person down
- The priority number only determines how long the call waits before being dispatched, not the importance of the crime.

The prioritization structure used by the Saint Paul Police Department (SPPD) differs from the one used by the Ramsey County Emergency Communications Center (see *Addendum A*).

Prioritizations are not fixed: as police learn more about the situation, the prioritization of the call can change.

The priority of a call does not dictate the outcome of the encounter: situations can escalate. Priority 4 and priority 5 calls have been responded to with citations, arrests, and use of force.

The SPPD's priority structure only determines the order in which officers respond to calls; the commission may want to consider call "type" along with call priority.

Question response:

"Intoxicated individual" does not specifically refer to a person under the influence of alcohol. This classification depends on how the caller describes the situation: if the caller perceives the subject to be impaired because they are under the influence of any substance, the situation can be classified as an intoxicated individual.

The SPPD has recently introduced a number of systems that share an objective of condensing officer workloads so that officers may respond more effectively to high-priority calls.



Mitigating Calls For Service

- On-Line Reporting
 - Police Districts/Libraries/Link
 - Criminal Damage to Property
 - Illegal dumping
 - Harassing phone calls (no known suspect)
 - Lost property
 - Theft from auto (except stolen license plates)
 - Detached garage burglary
 - Information reports
 - Theft (except motor vehicle theft, license plates, trailers, firearms)

One of these initiatives is **online reporting**. For calls regarding certain crimes, the RCECC telecommunicator who answers the 911 call will redirect the caller to the online system to report the crime directly. These crimes include:

- Criminal damage to property
- Illegal dumping
- Harassing phone calls (when suspect is unknown)
- Lost property
- Burglary of a detached garage
- Theft (except of motor vehicles, license plates, trailers, or firearms)

More than 3,700 online reports were filed in 2019 and more than 9,000 were filed in 2020.

The SPPD has a partnership with public libraries: Saint Paul Public Library computers all have a direct portal to the online reporting system.

Tele-Serve

- An officer over the phone will take your report
 - Call that are delayed in reporting / No life safety concerns and suspect not on scene
 - Expanded hours
 - Reduce time an officer spends on a call

Another initiative aimed at condensing officer workloads is **tele-serve**, in which a police officer can take a report directly over the phone, rather than in-person. Tele-serve enables an officer to spend less time on each call. It can be used in situations in which there are no threats to life-safety and the suspect is not on the scene.

Tele-serve is now available 24 hours a day, every day of the year.

Mitigating Factors

- **Tactical Disengagement**
 - There may be incidents involving a person who is not a threat to officers or others that a responding officer or supervisor believes can be handled more safely through the use of tactical disengagement.
 - Officers would tactically disengage after attempting contact and de-escalation techniques and that further interaction with the individual may result in an increased risk to the person, the public, or officers.
 - Officers ensure that the family members, friends, and the subject are provided information about resources and services available to them, as reasonably possible under the circumstances.
 - Write a report which Community Outreach and Stabilization Unit (Coast) will follow up on.

A third new initiative to condense officer workloads is **tactical disengagement**, which is being used de-escalate situations in which continued police involvement may be more dangerous to the persons involved, the public, or the police officers present.

Officers will ensure that the subject and/or their friends and family members are provided information about appropriate resources and services available to them.

Tactical disengagement can be used when the subject does not present a threat to the public or others.

If an officer uses tactical disengagement, the Community Outreach and Stabilization Unit will follow up with the subject the next day.

Question response:

There are no specific criteria for tactical disengagement. Generally, it is used in situations in which a person is in crisis.

Investigative Component

- Elements of a crime
 - Crimes can be broken down into elements, which the prosecution must prove beyond a reasonable doubt. Criminal elements are set forth in criminal statutes
- Victims are asked specific questions that meet the elements of that crime
- Example (Burglary)
 - Entry building or dwelling without permission
 - Intent to commit a crime
 - Do they have a weapon
 - Is anyone there other than the burglar or accomplice
 - What is the location being burglarized

Low priority calls have an investigative component. Investigations of priority 4 and priority 5 calls, like those of all calls, break down crimes into elements.

Criminal elements are defined by criminal statutes and must be proved beyond a reasonable doubt.

For example, in a burglary, the burglar must enter a building or dwelling without permission and with the intent to commit a crime. Important questions to consider would be whether the subject has a weapon, who else is present, and what location is being burglarized.

Evidence

- Fingerprints
- DNA
- Recover anything left behind by the suspect
- Video
- CCTV
- Witnesses

Evidence may also be collected during lower priority calls. Evidence can include, but is not limited to:

- Anything left behind by the suspect
- Biometrics (fingerprints & DNA)
- Video & CCTV
- Witnesses

On-going Work

- Reducing the number of calls officers are sent to:
 - **Person in Crisis (Life safety / Immediate threat to themselves or others)**
 - **Unsheltered**
 - Welfare Checks
 - Accidents (no injury or impairment)
 - Animal Complaints (Life Safety)
 - Fireworks (Surrounding states/agencies don't respond)

In addition to the specific initiatives to reduce officer workloads, the SPPD has been making a broader push to reduce officer response to situations that do not benefit from a police presence. These situations include:

- People in crisis (unless they present a threat to life safety)
- Unsheltered people
- Welfare checks
- Accidents with no injury or impairment
- Animal complaints (unless they present a threat to life safety)
- Fireworks

Question response:

When it is clear that a person is in crisis, an RCECC dispatcher can send the call straight to Ramsey County Mental Health— in these situations, the police never interact with the call. If there is a threat to life-safety, however, the dispatcher will involve the SPPD. If officers are called to a situation that later develops into a mental health issue, a mental health professional with the SPPD's Community Outreach and Stabilization Unit will be dispatched.

Question response:

There *has* been conversation about developing a 311 system for non-emergency calls. The idea is hindered by technology and by the current structure of the response system. A 311 system could be further explored by this commission.

Question response:

Generally, officers are assigned calls by dispatch officers. There is some room for self-selection: as calls are dispatched to officers, they enter the "Pend Queue," a holding tank for calls. Nearby officers can claim calls or officers can swap calls for the sake of efficiency. Officers also switch calls based on personnel: if, for instance, a solitary officer was assigned to a task that would be better suited for two officers, that officer might request to switch.

Question response:

CCTV cameras are all over the city and the system is being expanded. The CCTV system is utilized frequently and is very useful. That technology is always being upgraded.



Minutes

Citizens League City of Saint Paul Community-First Public Safety Commission

Wednesday, January 13th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Commission Members present: Co-Chair John Marshall, Co-Chair Acooa Ellis, Councilmember Mitra Jalali, Ramsey County Board Chair Toni Carter, Ms. Sue Abderholden, Mr. Cedrick Baker, Mr. Sami Banat, Mr. Jason Barnett, Ms. Monica Bravo, Mr. Scott Burns, Ms. Chikamso Chijioke, Mrs. JoAnn Clark, Mr. Sam Clark, Ms. Sasha Cotton, Ms. Sierra Cumberland, Ms. Natalia Davis, Mr. Julio Fesser, Ms. Simone Hardeman-Jones, Ms. Suwayda Hussein, Mr. David Squier Jones, Ms. Laura Jones, Ms. Clara Juneman, Ms. Farhio Khalif, Ms. Suwana Kirkland, Ms. Wintana Melekin, Mr. Stephen Moore, Mr. Amin Omar, Ms. Maureen Perryman, Ms. Amy Peterson, Dr. Suzanne Rivera, Mr. Mark Ross, Mr. Garaad Sahal, Hon. Nicole Starr, Mr. Mario Stokes, Ms. LyLy Vang Yang, Mr. Teshite Wako, Mr. Jai Winston, Ms. Heather Worthington, Mr. Pheng Xiong, and Mr. Otis Zanders.

Members not present: Ms. Chauntyll Allen, Mr. Ahmed Anshur, Rev. Dr. Ron Bell, Mr. Ameen Ford, Ms. Alicia Lucio, Ms. Anna-Marie Foster, Mr. Frank Ortiz, and Ms. Olyvia Rayne Taylor.

Special guests: Ms. Kelly Mitchell, Ms. Jamie Jackson, Mr. Elliot Karl, Mr. Andrew Bentley, Ms. Kailey Burger, Ms. Sophia Thompson, Sgt. Jamie Sipes, and Mr. Roger Meyer.

Staff & staff support present: Ms. Kate Cimino, Ms. Amanda Koonjbeharry, Mr. Jacob Taintor, and Ms. Madeline McCue.

Citizens League members: None.

Proposed outcomes for this meeting

- State commission charge and proposed goals.
- Approval of January 6th, 2021 meeting minutes.
- Small group discussion time.
- Understand response models and response model gaps for persons in crisis.
- Review subcommittees.
- Time for questions.

Minutes

Co-chair Marshall called the meeting to order at 9:01 am.

Opening and Approval of Minutes

Co-chair Marshall welcomed the commission and reviewed the proposed outcomes for this meeting (*see above*). He also reviewed the commission's charge, as specified by the City of Saint Paul, to make recommendations to the Mayor and the Saint Paul City Council regarding:

1. Alternative first response options to low-priority calls for service;
2. Approaches for ongoing community involvement in the City of Saint Paul's Community-First Public Safety Framework; and,
3. Consideration of the creation of a city-staffed office to integrate the initiatives and strategies of the Community-First Public Safety Framework.

Co-chair Marshall continued to the approval of the minutes of the previous meeting. He noted that the commission would only be voting on the approval of the minutes, not the addenda, and that commissioners could email the Citizens League staff if they had concerns about the addenda. A motion to approve the minutes as written passed with 25 votes.

Co-chair Marshall invited a commission member to lead the group in a moment of mindfulness, and then invited commissioners to contact Ms. Amanda Koonjbeharry if they were interested in leading future mindfulness moments.

Chat and Connect

Co-chair Ellis introduced the next activity, in which members would be split into small breakout rooms to discuss what stood out to them from the last meeting and what thoughts they were bringing into this meeting.

Co-chair Ellis sent members to breakout rooms at 9:18 am.

While members were in breakout rooms, Ms. Kate Cimino greeted presenters and representatives from the city and county.

Co-chair Ellis welcomed members back at 9:34 am and invited them to share their reflections.

A commission member shared that their group was appreciative of the openness of the commission's environment, the diversity of thought represented by the members, and the sense of imagination in the commission's charge.

Another member shared that their group had agreed on the importance of the commission's understanding of the response to high-priority calls if they were to suggest changes the response model for low-priority calls. They also wanted to understand the reasons why this commission had been charged with addressing only the response to low-priority calls. Multiple commission members voiced their support for these ideas.

A commission member shared that their group had expressed interest in how the experience of young people, particularly those involved in interventions, intersects with the response model for low-priority calls.

Co-chair Ellis added that her group considered their own biases and the roles of current and historic trauma on how the commission would create recommendations. They noted the relevance of the commission as an active demonstration of democracy in light of the events at the US Capitol last week.

Co-chair Ellis thanked the commission members for their input.

Introduction of Commission Partners

Co-chair Ellis invited guests from organizations that would be supporting the commission to introduce themselves. She introduced Ms. Kelly Mitchell, the executive director of the Robina Institute of Criminal Law and Criminal Justice at the University of Minnesota Law School.

Ms. Mitchell introduced herself and the work of the Robina Institute. She explained their objective of using data to understand and address challenges in the criminal justice system. They are the research partner analyzing 911 call data from Ramsey County and Saint Paul for this project.

Co-chair Ellis thanked Ms. Mitchell. She then introduced Mr. Elliot Karl, Mr. Andrew Bentley, and Ms. Kailey Burger from the Harvard Kennedy School's Government Performance Lab (GPL).

Mr. Bentley introduced himself as the project leader at the GPL. He lives in South Minneapolis with his partner and two children. He spent the bulk of his career doing social responsibility work at Google to address the digital divide.

Ms. Burger introduced herself as the managing director of the GPL; she leads their work on procurement, economic mobility, and reimagining policing. Prior to joining the GPL, she worked in the New York City Government to support the individual needs of families as they interacted with the child abuse response system.

Mr. Karl introduced himself as a GPL fellow and Chicago native. He has worked in municipal government in San Francisco and Oakland, where he oversaw department budgets and community outreach. He has worked as a community organizer focusing on racial & economic justice.

Mr. Bentley introduced the GPL and its work to help governments implement research-backed solutions. In the past, the GPL has assisted the City of Saint Paul with service matching. On this project, the GPL will explore the idea of a city-staffed Office of Violence Prevention. They will conduct a landscape analysis to assess design and impact of such Offices in other jurisdictions around the U.S., and if the commission so chooses, the GPL will help the commission explore logistics and potential implementation plans for an Office of Violence Prevention in Saint Paul.

Co-chair Ellis thanked the members of the GPL and welcomed Ms. Cimino to discuss the community report.

Community Report

Ms. Cimino noted that the Citizens League had not yet received any comments from the public regarding the commission. She encouraged the members to share the link to the comment form and the dedicated email address and voicemail line.

Ms. Cimino thanked the members of the Robina Institute and the GPL and asked the commission members to email the Citizens League if they had any questions for the representatives of these organizations.

Ms. Cimino dismissed the commission for a five-minute break at 9:54 am.

Persons in Crisis Presentations

Co-chair Marshall welcomed the commission back at 10:02 am.

Co-chair Marshall highlighted the primary topic of this commission meeting: emergency response to persons in crisis (such as those experiencing mental health crises, substance abuse and addiction, and unsheltered homelessness). He suggested that commissioners hold their complex questions after all presentations had concluded, as the presentations would build on each other.

Co-chair Marshall introduced the first two presenters. Ms. Sophia Thompson is the Interim Division Director at the Adult Support and Mental Health Center of Ramsey County. Ms. Jamie Jackson is a supervisor at the Adult Crisis Response Team of Ramsey County.

Ms. Thompson and Ms. Jackson presented about Ramsey County's mental health services and mobile crisis teams. *See Addendum A for details.*

Co-chair Marshall thanked Ms. Thompson and Ms. Jackson for their presentations.

Co-chair Marshall introduced the next speaker, Sergeant Jamie Sipes, the Program Coordinator of the Community Outreach and Stabilization Unit (COAST) at the Saint Paul Police Department.

Sgt. Sipes presented about COAST. *See Addendum B for details.*

Co-chair Marshall thanked Sergeant Sipes for his presentation.

Co-chair Marshall introduced the next speaker, Mr. Roger Meyer, the Project Director of the East Metro Crisis Alliance.

Mr. Meyer presented about the work of the East Metro Crisis Alliance. *See Addendum C for details.*

Co-chair Marshall thanked Mr. Meyer for his presentation. He noted that the final speaker, Mr. Chris Michels, the Director of Housing Stability and Opportunity at Catholic Charities of Saint Paul and Minneapolis, would be unable to join the meeting today.

Co-chair Marshall invited any commission members who have experiences of working with someone experiencing a crisis to speak.

A commission member shared their family's experience with interfacing with Ramsey County's array of agencies charged with addressing mental health. They shared an incident in which police arrived at their home for a wellness check on a family member who struggles with mental health and has a history of trauma and substance abuse, and the situation escalated. The commission member felt that by retaining a model in which the police would be the first responders to a wellness check, Saint Paul was missing an opportunity for creating a modern, healthcare-minded approach.

A commission member shared their frustrations with HIPAA, which has prevented medical professionals from providing information to the member's family about an adult sibling who has a history of crisis situations and who has now been missing for over five years. Commission members shared their sympathies.

A commission member shared their experience of working with police and shared their concern that officers are not sufficiently equipped with practices to prepare themselves for traumatic situations. The member suggested that proactive mental preparations could help keep officers calm in stressful situations and avoid responses arising from fear and stress. Commission members agreed that officers' mental state of being can make a difference in the outcomes of calls for service.

In response, a commission member expressed their frustration with a public safety system in which public servants in roles in which they are responding to traumatic situations would have to be taught self-awareness. This member felt that the priority should instead be reducing the likelihood that people in crisis would have to interact with law enforcement.

Co-chair Marshall invited the commission members to ask questions. *See Addenda A, B & C for details.*

Co-chair Marshall thanked all presenters for their work and thanked the commission members for engaging in this conversation in an authentic and vulnerable way. He invited Ms. Koonjbeharry to introduce the subcommittees.

Subcommittee Selection

Ms. Koonjbeharry greeted and thanked the commission. She explained that subcommittees would meet for the first time at the next commission meeting on January 27, 2020.

Ms. Koonjbeharry encouraged members who had not indicated their subcommittee preferences to complete the survey. Members may also express interest in positions as subcommittee co-chairs.

Questions and Comments

Co-chair Marshall mentioned the structure of upcoming meetings and the eventual timeline of drafting recommendations. He invited members to share their thoughts.

Co-chair Ellis reflected on how the commission has been building a sense of community and thanked members for the grace they have extended to each other. She also implored members to complete the survey to select the preferred subcommittee placements.

A commission member shared a personal story: they have a family member who has struggled with mental health, and the commission member and their family are part of a culture that does not recognize “mental health” but speaks more of spirituality and other ways of understanding the mind and behaviors. The member connected their personal and professional experiences with mental health interventions. They noted the struggle of addressing mental health with non-English-speaking communities of color and highlighted the need for education and outreach in these communities. Others agreed.

A commission member noted the need to provide mental health services outside of the 9-to-5, Monday-Friday schedule.

Close

Co-chair Ellis thanked the commission for their time and engagement.

Co-chair Marshall concluded the meeting at 11:52 a.m.



Minutes

Citizens League

City of Saint Paul Community-First Public Safety Commission

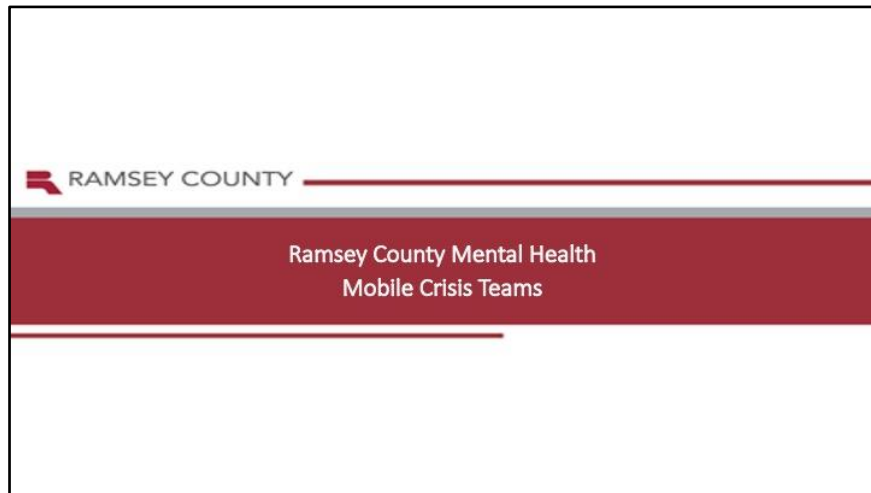
Wednesday, January 13th, 2021

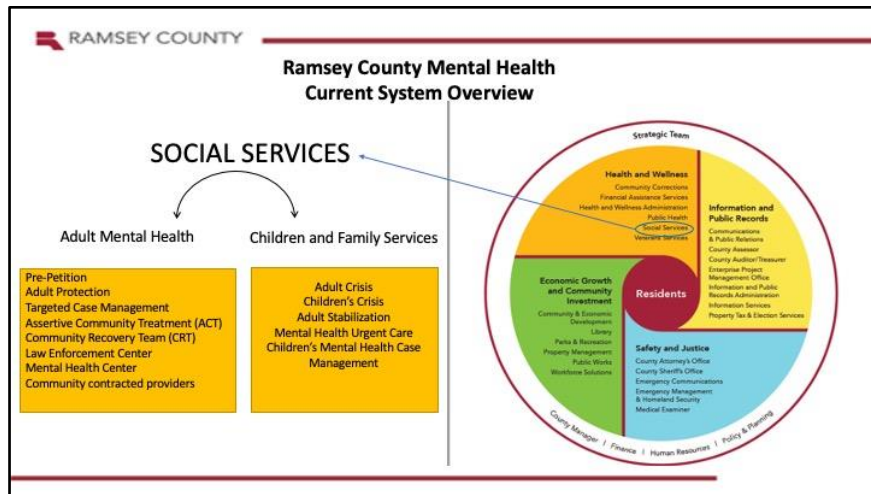
9:00 am – 12:00 pm

Virtual meeting via Zoom video

Addendum A:

Presentation by Ms. Sophia Thompson, Interim Division Director, Adult Support and Mental Health Center of Ramsey County; and Ms. Jamie Jackson, supervisor, Adult Crisis Response Team of Ramsey County





Ramsey County offers a variety of mental health services. Most of these are provided through Social Services, but service delivery also occurs in the public health and corrections departments.

The mental health services provided by social services are broken down into Adult Mental Health and Children and Family Services.

Adult Mental Health includes:

- Adult Protection
- Targeted Case Management
- Assertive Community Treatment (ACT)
- Community Recovery Team (CRT)
- Law Enforcement Center
- Community contracted providers

Children and Family Services includes:

- Adult Crisis
- Children's Crisis
- Adult Stabilization
- Mental Health Urgent Care
- Children Mental Health Case Management

Race Equity and Culturally Responsive Services

Ramsey County is committed to improving race equity and providing access to culturally responsive services for clients in our community.

We are utilizing language line/interpreter services and improving the time frame of response to calls when we do not have a staff who speaks the language of the client.

We believe our efforts to divert calls of individuals in crisis from police meets our goal. BIPOC populations are more likely to have less access to mental health services but more contact with law enforcement than their white counterparts.

In addressing mental health, Ramsey County is making a specific effort to address race and health equity, as this is one of Ramsey County's eight strategic priorities. Equity is considered in every decision, including service delivery, hiring, and contracting. Ramsey County regularly holds listening sessions to make sure that provided mental health services are helpful and for the community.

402 University Ave E. Saint Paul, MN 55130
A Bridge to Health and Wellness



Adult and Children's Mobile Crisis Response Units are staffed 24/7/365 hours, serving Adult, Children and Families in Crisis through Crisis Phone lines and face to face assessments.

The Mobile Crisis Response Units are a multi-disciplinary team comprised of mental health professionals and practitioners; with access to psychiatric providers, stabilization and peer support services.

Embedded Social Workers are staffed M-F 9am-midnight and are housed within the Saint Paul Police Department. They are a team of mental health professionals who provide both co-response and embedded social work services to individuals who come into contact with SPPD in crisis.

Ramsey County's Adult and Children's Mobile Crisis Response Units are based in the 402 building, known as Bridge to Health and Wellness (402 University Ave E., St. Paul, MN 55130). A number of other mental health services are also located here.

The mobile crisis teams' objectives in providing services are to be person-centered, culturally responsive, trauma-informed, and recovery-oriented.

RAMSEY COUNTY

Community-First Response to Mental Health Crisis is a Collaborative Effort

Police-Mental Health Collaboration Programs



Crisis Intervention Teams (CIT)
Crisis intervention teams are composed of experienced law enforcement officers who volunteer to receive specialized training to respond to mental health calls. These officers are then dispatched to mental health calls or assist other officers who are not CIT trained.



Co-Responder Teams
Trained law enforcement officers and mental health professionals who respond to mental health calls as a team and generally work together for an entire shift, riding in the same car.



Mobile Crisis Teams
Mental health professionals working as a team with specialized training to help stabilize individuals during law enforcement encounters and during crisis situations. Teams can respond to law enforcement or mental health calls.



Case Management Teams
Behavioral health professionals, law enforcement officers, peers and others that form a team to coordinate care and develop collaborative solutions to reduce repeat interactions with individuals.

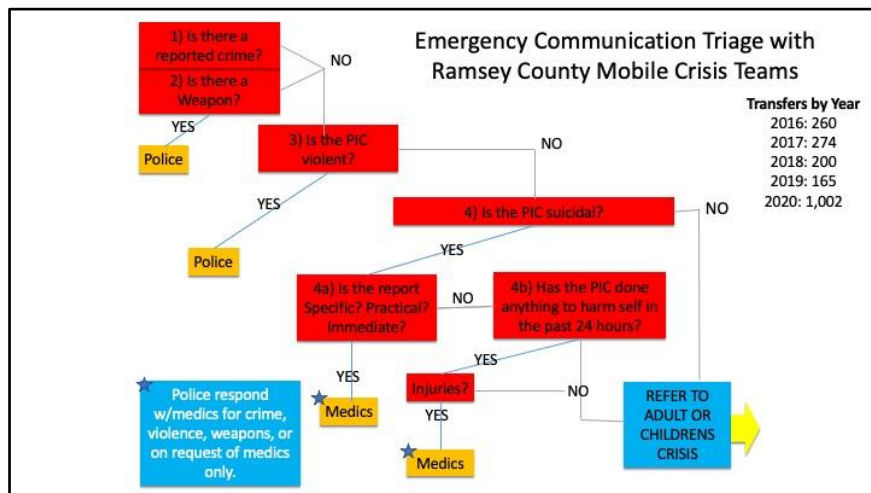


Crisis Stabilization Centers
Facilities where law enforcement officers can take individuals experiencing mental health crisis that serve as alternatives to jail and emergency departments.

www.ncsl.org

Ramsey County's Community-First response to mental health crisis is a collaborative effort. Programs include crisis intervention teams, co-responder teams, mobile crisis teams, case management teams, and crisis stabilization centers.

"Stabilization" refers to short-term case management getting the persons involved connected with the ongoing care. The 402 Building is a Crisis Stabilization Center, where people can be assessed and connected to service without the high-level care of a hospital.



The Mobile Crisis Teams have a partnership with the Ramsey County Emergency Communications Center (RCECC), which receives and dispatches all emergency communications in Ramsey County. Since 2016, the RCECC has been transferring non-emergency calls pertaining to adults in crisis to the Mobile Crisis Teams. This model was developed with the support of the Saint Paul Police Department and the Saint Paul Fire Department.

From 2016 to early 2020, call volume decreased somewhat. Call volume increased dramatically in the spring of 2020 for two reasons: calls about children in crisis began being transferred to the mobile crisis team, and the onset of the pandemic and civil unrest in the Twin Cities.

TRANSFERRABLE ADULT CALLS MAY LOOK LIKE THIS:

- A known-to-you person who calls dispatch frequently for support
- Issues with medications. Anger at providers and service.
- Speaking or acting in an unusual manner without concerns for danger
- Loneliness
- Intoxication without concerns for danger.
- Secondary reporter (family, friend) looking for resources. Ex: "My child is addicted to heroin"
- Concerns for safety but do not have core information to provide like name, location, *and* the person in crisis is not present with caller. (Ex. Good Samaritan reports of people in public who appear to need help).

Current guidance for the RCECC is to transfer these types of calls to the Mobile Crisis Teams. The objective is to further determine what kind of help the people in these situations need.

Highlights include:

- Frequent callers who have a consistent request
- Calls from "good Samaritans" (people trying to be helpful) who do not have a lot of information about the specific situation of the person in crisis

TRANSFERRABLE CHILDREN'S CALLS MAY LOOK LIKE THIS:

- Students who are currently at school with school staff/counselors without active harm to self/others.
- Parents who report frustration with behaviors. Ex: "My child won't get out of bed".
- Concerns for safety but do not have core information to provide: no name, location, and the person in crisis is not present with caller. (Ex. Threats of harm online, on social media, etc.)
- Secondary Reporter (parent, family) looking for resources.

These are some examples of what kinds of calls regarding children in crisis could be transferred to the Mobile Crisis Teams.

Many calls are received about content seen on social media; reporters often do not know the specifics of these situations. The objective in this situation is to educate the caller about what options are available to get help without a more intensive police response.

CRISIS ASSESSMENTS

Adults: Minnesota Statute 256B.0624
Children: Minnesota Statute 256B.0944

Assessments can take 60-75 minutes for adults; 120-180 minutes for Children. Mobile Crisis Teams work in pairs, while Embedded Social Workers work independently with a law enforcement partner. We stay as long as needed to resolve the situation and support our community partners.

Crisis Assessment can look like this:

- We are invited into a space by a client or a concerned party, or the individual presents at our clinic setting.
- We try to get an understanding of the problem (reason for assessment and source of stress)
- Observe and document any mental health problems and symptoms by performing a mental status exam
- We perform a suicide and violence risk assessment
- We conduct a chemical health screening
- We assess for trauma
- As part of our assessment, we discuss strengths, spiritual, cultural, language considerations, inquire about social history, life situation and support network.
- We are responsible for crisis planning and creating treatment plans with clients on how to reduce symptoms and maintain safety in the community.
- Psychoeducation for client and collaterals.

The objective of a crisis assessment is to determine the immediate cause of the crisis in order to provide rapid stabilization. Assessments are not designed to orchestrate long-term interventions.

Assessments are a snapshot of a moment in time; assessments performed on the same individual at different times can result in different outcomes.

CONSIDERATIONS FOR ADULTS IN CRISIS

- Confused thinking
- Extreme mood changes, including uncontrollable "highs" or feelings of euphoria
- Prolonged or strong feelings of irritability or anger
- Avoiding friends and social activities
- Difficulty perceiving reality (delusions or hallucinations, in which a person experiences and senses things that don't exist in objective reality)
- Abuse of substances like alcohol or drugs
- Multiple physical ailments without obvious causes (such as headaches, stomach aches, vague and ongoing "aches and pains")
- Thinking about suicide

makeitok.org

When helping an individual in crisis, the Mobile Crisis teams consider many situational factors. One of the most important ones is an individual's protective factors: what kind of support network they have, whether they are employed, whether they are isolated or interacting with other people, etc.

For immigrant, refugee, and indigenous cultures, it is particularly important to consider how individuals communicate about their health. Health communication is variable between cultures and members of these communities may not have the language to explain their situation to someone outside their community.

In calls about children in crisis, it is particularly important to consider behavioral symptoms because children are still learning how to identify and talk about their thoughts and emotions. Behaviors such as avoiding routines, being reluctant to get out of bed or go to school, excessive impulsivity, and throwing tantrums may be symptoms of a more substantial issue.

It is also important to avoid applying our own experiences to children: their environments may differ drastically and we should be cautious about judging their situations and how their symptoms may present.

CONSIDERATIONS FOR CHILDREN/ADOLESCENTS IN CRISIS

****Because children are still learning how to identify and talk about thoughts and emotions, their most obvious symptoms are behavioral. ****

- Changes in school performance; loss of interest in activities or friends
- Excessive worry or anxiety, for instance fighting to avoid bed or school
- Hyperactive behavior
- Frequent nightmares
- Frequent disobedience or aggression
- Frequent temper tantrums
- Impulsive or dangerous behaviors
- Sexualized behaviors, not age appropriate

Makeitok.org

CRISIS INTERVENTIONS

****We are tasked with exhausting the least-restrictive option of care before high restrictive care options are utilized.****

Crisis Intervention for non-imminent or non-immediate danger to self or others can look like this:

- The client is offered a menu of options to reduce the crisis or improve symptoms.
 - **The client may accept or refuse offers.** We may not be able to refer clients to any services.
 - **If a client refuses care, it does not mean that we won't encounter them or try again.**
- If the client has interest in services, we can refer them to community mental health providers including psychiatry, therapy, residential crisis services, case management, ARMHS services, homeless services, community support groups, or peer support.
- We offer concerned parties (family, friends, neighbors, caregivers etc.) resources for support as well; especially in cases involving a child in crisis.
 - A safety plan is created for minors that is agreed upon by all parties involved including parents and children.

Crisis Intervention for Imminent or Immediate danger to self or others:

- Children's Mobile Crisis works to obtain consent by parents to have a minor transported to the hospital; children are not placed on transport holds. Crisis teams provide collateral to emergency room staff.
- Adult Mobile Crisis/Embedded SW assess and sign transportation holds as health officers when clients need further evaluation in higher level care settings, such as hospital emergency rooms. We collaborate with police and emergency services when transportation holds are utilized and provide collateral to emergency room staff.
 - Minnesota Commitment Act: Minnesota Statutes, Chapter 253B

Our services are separate and act independent from Child and Adult Protection services. As mandated reporters we will make referrals when we have contact with a vulnerable adult or child; whether the intervention is voluntary or involuntary.

Mobile Crisis Teams can provide voluntary and involuntary interventions. Trauma-informed care is important to figuring out if they dangerous to themselves or others, and also helps to navigate family situations, assessments, and available options.

In voluntary interventions, mobile crisis teams will provide individuals with options. An individual is free to refuse any and all of the offered services. These options can all be offered to them again if they or someone else initiates another call. Mobile crisis teams will not initiate future calls, to avoid harassing individuals.

When a person is in crisis, who responds?

- Depends on where the call is received and where the client is.
- Immediate threat or act of harm-> 911/Police/Medics Response
 - If a mental health issue is a potential contributor, Mobile Crisis or Embedded Social Workers will wait until the scene and individual is secured and the threat is mitigated.
 - We require first responders (whether Police or Medics) to call and request for mobile crisis involvement.*
 - This requires police to remain on scene, or to have determined with the client that they can maintain safety until we get there.*
 - Time of response within the City of Saint Paul-> from 15 minutes- 2 hours (we are within DHS requirements if assessment happens in less than 2 hours).
 - Time of response outside of Saint Paul: 20-45 minutes.
 - It also requires there be staff available to respond. Mobile Crisis serves the entirety of Ramsey County. While most of our work is in the City of Saint Paul- we are obligated to provide adequate response to all our residents.
 - An individual could be reported to be immediately at risk but once mobile crisis arrives be able to participate meaningfully in an assessment. Mobile Crisis staff would excuse emergency responder.
- Not Immediate threat or act of harm-> Mobile Crisis Response
 - Mobile Crisis Teams conduct a brief review of records regarding mental health contact, history, current connection with services and clinics.
 - We coordinate with involved parties where possible who have access to client or can assist us with access
 - We attempt to partner with services that relate to the client's mental or chemical health care (case manager, ARMHS etc.) and request participation.
 - We make a plan of assessment (goal is within 2 hours but work with families on what makes the most sense in terms of the symptoms noted).
 - Primary Goal: Engagement. Secondary Goal: Connection with services and safety planning.

Two factors have major effects on which agencies respond to a call: how the call is dispatched, and where the individual is.

If a dispatcher determines that the caller is an immediate threat to themselves or others, that call will be diverted to police for an involuntary intervention.

If first responders arrive and determine that the person is not an immediate threat and does not require an involuntary intervention, a Mobile Crisis Team can dismiss other first responders and law enforcement.

It would be beneficial for communication to be improved between first responders and Mobile Crisis Teams: particularly, for first responders to more frequently summon Mobile Crisis Teams in the aftermath of high-priority calls, when the immediate problem has been rectified and subsequent mental health support is needed.

Mobile Crisis Teams aim to respond within two hours, but this time frame can be negotiated—earlier or later—with the caller. This response is limited by capacity.

When *Would* Mobile Crisis request Partnership with Law Enforcement?


- Any issue involving a person's legal right to remain in the community without restraint.
- Requests for assessments where weapons or violence are identified as a primary concern.
- 4th Amendment issues related to entering an individual's domain without consent. (This also applies to encampments and cars).
- Crisis in a public place- law enforcement have authority to request a person to stop and participate in a conversation. Mobile Crisis teams do not.**
- When intervention will likely require use of a Transportation Hold.
- Children who need removal from a home for treatment and parent/guardian is not willing to consent to treatment AND there is an immediate danger to self or others.
- Situations where our presence increases risk of harm to clients, law enforcement responders, and our team. (Issues on highways; domestic violence calls for example).
- When we do not have capacity to respond rapidly enough to a situation and can not determine clearly from the caller that safety can be maintained.

Mobile Crisis Teams do request the assistance of law enforcement in specific situations. Law enforcement is often consulted in regard to an individual's 4th Amendment rights to not have their domain entered without their consent, particularly in more complex situations with apartments, vehicles, tents, etc. Mobile Crisis Teams will always explain to the individual why law enforcement was contacted.

Mobile Crisis Teams also summon law enforcement when it is determined that a person is an immediate threat to themselves or others and are refusing care. In these situations, Mobile Crisis Teams can place a "transportation hold" with the assistance of law enforcement in order get someone into an ambulance and transport them to a hospital.

Question response:

Transportation holds are issued when there is a belief that an individual poses an immediate or imminent risk of harm to himself or others, and that individual requires an assessment at a higher-level facility (usually an emergency room). It is not the same as a 72-hour hold. A transportation hold is a temporary removal of an individual's rights to make their own healthcare decisions because a licensed health officer (e.g., a social worker, psychologist, or counselor) or a peace officer has determined that the individual is unable to do so and must be transported to an emergency room for further assessment. The hold is lifted once a healthcare provider has assessed the individual and determined whether they are an immediate or imminent risk to themselves or others—if so, the person will be admitted to the hospital. When possible, less restrictive methods of care must be exhausted before higher-level interventions can be utilized: if a person is willing to accept a voluntary intervention, that effort must be exhausted before a transportation hold can be placed.


RAMSEY COUNTY

Challenges

COVID-19

Strain on hospital systems

Impact of racism and George Floyd's death.

Keeping engagement and communication between ECC, Mobile Crisis teams and Embedded Social Work Programs consistent. Providing training and support as well as learning about each other to build trust.

Staffing and Capacity impacting all areas of mental and chemical health services.

Transfers: Who gets what? How calls are coded. Who decides on what kind of response?

Liability: Who holds responsibility for high-risk cases?

Expectations of the public: Callers to 911 have expectations regarding response. Navigating this requires finesse and time.

Health and Welfare Checks: Children's and Adult Crisis have different challenges.

Data Collection: How systems document. (Addresses vs. names); How many calls are transferred back?

Buy In/Navigating Stigma

The Mobile Crisis Teams are actively working to address a number of challenges:

- Staffing is a limit on capacity to respond.
- The public expects immediate response to 911 calls, but the Mobile Crisis Teams are not first responders.
- There is a stigma toward people with struggling with mental health issues and chemical dependency.
- There is not yet widespread support for the idea that some crisis situations are better addressed by a mental health professional instead of a law enforcement officer (but there is progress in this direction).

Question response:

It is hard to say what full capacity would look like as the services provided by the Mobile Crisis Teams have been changing constantly as the community's needs have been changing. The Mobile Crisis Teams are frequently entering new partnerships: the newest is the embedding of crisis responders into emergency response in Maplewood.

Successes

We are serving the public and providing much needed education on services and resources to adults, children and families.

Our Stabilization staff work closely with the client to develop coping strategies to help clients reduce symptoms and barriers that lead to crisis and connect them to community based mental health services

We are getting better at communicating across departments and systems

We believe we are reducing high level care interventions - hospitalizations, child protection involvement or incarceration. We are meeting the goals of diversion and co-response.

We are providing community assessments on transferred calls.

We are also processing faxed police reports that we receive. Increase from suburban departments. Crisis teams do follow up on these similarly to how we may follow up on transferred calls.

Decreased police involvement for children and adults who have mental health needs; right person for the job.

The Mobile Crisis Team is successfully improving communication across departments, including with the RCECC and the Saint Paul Police Department's Community Outreach and Stabilization Unit (COAST).

Their diversion and co-response objectives have helped to reduce high-level care interventions (e.g., hospitalizations, involvement of Child Protective Services, incarcerations).

Thank you for your time!!!

Sophia Thompson – Sophia.Thompson@CO.RAMSEY.MN.US

Jamie Jackson - Jamie.Jackson@CO.RAMSEY.MN.US

Ms. Sophia Thompson can be reached at sophia.thompson@co.ramsey.mn.us

Ms. Jamie Jackson can be reached at jamie.jackson@co.ramsey.mn.us

Question response:

Communicating the existence of the 402 building to the community is primary done by word of mouth. Information about programs it offers are shared via presentations to community partners. Flyers in English, Spanish, Somali, Hmong, and Karen are shared with these partners to be distributed to their clients. When possible, the Mobile Crisis Teams employ multilingual staff. Staff currently includes social workers who are fluent in Hmong and Spanish. Otherwise, interpreters are used; in-person and by-phone interpretation is available, based on the immediacy of the crisis. Multilingual children are never asked to translate for their family members. There has been an increase in demand for non-English support. Mobile Crisis Teams frequently engage with COAST. The Mobile Crisis Teams are currently determining how to build more community partnerships and promote their services further.

Question response:

The corrections system is the largest mental health provider in Minnesota, as is the case in many states. The corrections system also provides an outsized portion of involuntary services, which include the Civil Commitment Section and pre-petition screenings. The provision of involuntary services is always a delicate balance between accounting for a person's right to autonomy and a determination that intervention is necessary because a person is unable to make decisions for themselves.

Question response:

The Mobile Crisis Teams have regular meetings with school system but county social workers are not embedded in school systems. Social workers who are part Mobile Crisis Teams will interface with schools when a team is called to a school.



Minutes

Citizens League

City of Saint Paul Community-First Public Safety Commission

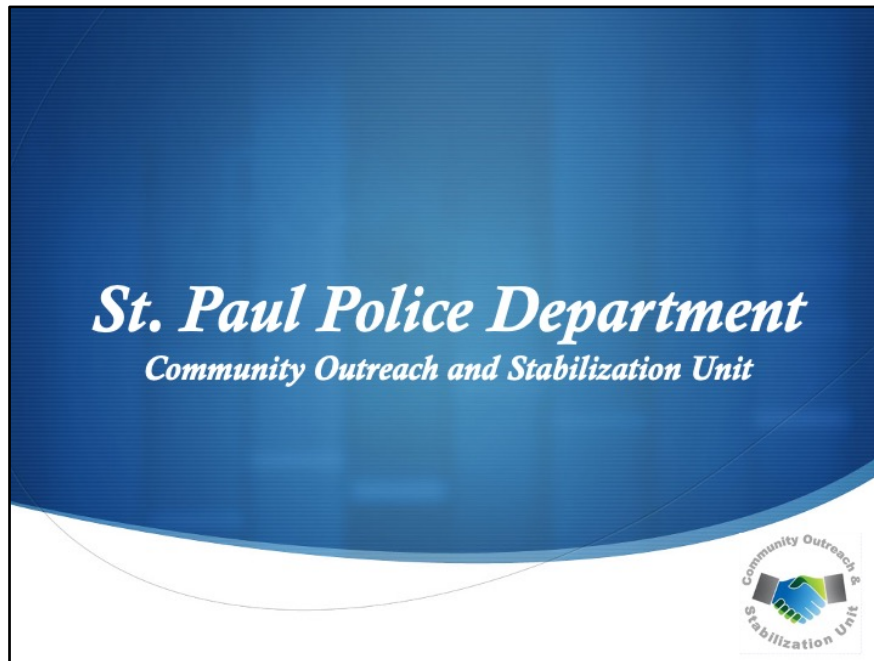
Wednesday, January 13th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Addendum B:

Presentation by Sergeant Jamie Sipes, Program Coordinator of the Community Outreach and Stabilization (COAST) Unit at the Saint Paul Police Department



Who is this guy?

- Police Officer for 26 years
- Various assignments
- Field Training Officer/Academy Instructor



- Crisis Negotiation Team – 13 years
- Regions Hospital – 18 years
- Personal experience with mental wellness
- Adjunct Instructor, IPTM at UNF



Mental Health Workgroup?

- ◆ Established in 2016
- ◆ Assess police and mental health interaction
- ◆ Strengthen relationships with community resources
- ◆ Research progressive police mental health collaboration programs
- ◆ Makes recommendations to the administration
- ◆ Implemented a pilot program in 2017

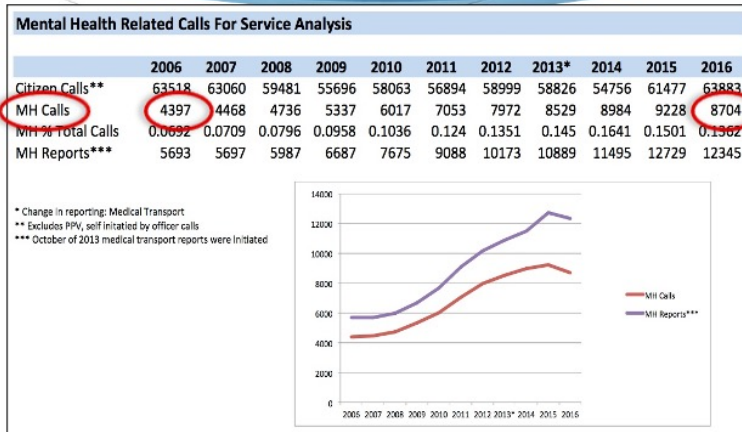


Sgt. Sipes has been a police officer for 26 years. He was involved in the Saint Paul Police Department's Crime Lab, which has since become a nationally accredited forensic services unit.

In 2016, Sgt. Sipes helped create a mental health workgroup within the SPPD to assess the police's response to calls for service to crisis situations.

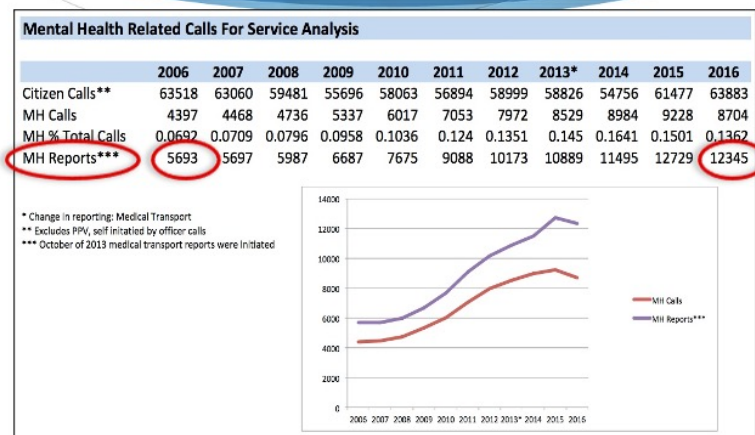
The mental health workgroup also aimed to connect with community-based research partners to examine progressive policing initiatives in the US and abroad in order to make recommendations to their administration. The efforts of the mental health workgroup resulted in a 2017 pilot program to create a liaison for mental health in the eastern district of Saint Paul.

Crisis Calls for Service:



Data indicate that there has been an increase in calls for service for mental health services over time. The number of mental health calls in Saint Paul doubled in 10 years, from 4,397 in 2006 to 8,704 in 2016.

Crisis Calls for Service:



In addition to an increase in mental health calls for service, there has been an even greater increase in mental health reports (police reports that incorporate mental health, regardless of the original reason for the call). Mental health reports more than doubled from 5,693 in 2006 to 12,345 in 2016. We can expect that these numbers have increased since 2016.

Culturally Competent Language: Responding to Individuals in Crisis

403.00 Responding to Individuals in Crisis

Goal:

This policy sets out the procedures and standards for responding to individuals with a mental health disorder or experiencing a mental health crisis. Individuals in mental health crisis will be treated with dignity, respect and given access to the same law enforcement, government, and community resources provided to all community members.

Requires:

1. Respond promptly and safely.
2. Avoid conditions that would necessitate the use of force and arms.

Arrival:

1. Evaluate the situation and your options for addressing the call.
2. Take action to prevent potential escalation, including the individual in crisis.
3. If possible, get all resources available through resources, family and others.
4. Establish communication with the individual.
5. Consider the legal situation.
 - A. Is the individual a danger to him/herself or others if not immediately detained?
 - B. Is there probable cause, based on demonstrable facts or testimony that would support a criminal charge?

Detention Issue A.D.:

Individuals with a mental health disorder, or in a mental health crisis, may have encounters with law enforcement for petty misdemeanors, misdemeanors and may require detention. When possible, these persons may be better served by jail diversion, which can include the following:

1. Booking a verbal warning.
2. Giving a citation for misdemeanors.
3. Scheduling a report for consequences that follow up on out of custody charging.
4. Transporting the person to a mental health facility voluntarily or involuntarily pursuant to Minnesota Statute 253B.03 (see General Order 403.13 Transport/Release), and
5. Detention.

Officers should determine whether detention is appropriate based on the totality of the circumstances, including the severity of the crime, the presence of concern for the individual's health or safety, and the nature and conduct, and whether the officer believes the individual will be better served by one option more than another. In the event an officer takes action to detain an individual with a mental health disorder or experiencing a mental health crisis, the officer will write a Crisis Response Report documenting their actions and reasons for their actions. The details documented in the Report will assist Ramsey County Mental Health with appropriate follow up with the individual in crisis. The Crisis Response Report is located in the "Officer Reporting Tools" section of the Department's Internal Page.

The Saint Paul Police Department is making an effort to use more culturally competent language.

Terminology has been updated from “emotionally disturbed person” (EDP) to “person in crisis” (PIC). This phrasing respects the dignity of the individual and puts the person before any issues. This change was advised by Ms. Sue Abderholden from NAMI Minnesota.

Goals of Programming:

- Meet the needs and expectations of the community.
- Reduce mental health related calls for service.
- Reduce mental health related arrests.
- Reduce the stigma related to mental health.
- ***Create a changed response to crisis related calls for service that would result in long term outcomes.***



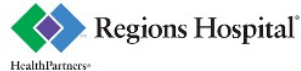
After hearing input from the community, the mental health workgroup was established to change how law enforcement would respond to crisis-related calls for service.

Other objectives of the mental health workgroup were to reduce the number of mental-health–related calls for service that were dispatched to police and to reduce the number of mental-health–related arrests. Progress has been made on diverting calls regarding persons in crisis away from police and toward more appropriate responders. Police still respond to situations of individuals who engage in criminal activity *and* are in crisis, but these individuals are stabilized before there is a response to criminal activity. While there are still people with mental health issues in the criminal justice system, these individuals are usually incarcerated for other reasons.

Another objective of the workgroup was to reduce the stigma around mental health within the SPPD. Discussions about mental health are now being normalized between police officers.

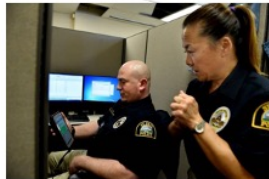
The workgroup's final objective was to change the response to crisis-related calls for service into a model that would improve long-term outcomes for persons in crisis. This effort is ongoing.

Mental Health Resource Team



The workgroup built a mental health resource team. Community partners Ramsey County, People Incorporated, and Regions Hospital provided the capital to staff a full-time social worker as a proof of concept to make grant proposals feasible.

Case Management



- ◆ Occurs after the immediate crisis
- ◆ Aftercare or follow up activity to connect a person in need with resources
- ◆ Creates an opportunity to learn more about the person and situation in the event of continued contact with police
- ◆ Allows for relationship building

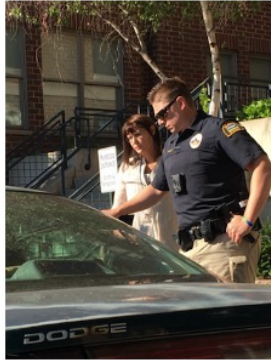


The mental health workgroup identified five best practices from collaborative efforts around the country to change law enforcement responses to crisis-related calls for service. The workgroup crafted programs around two of these best practices.

One best practice is case management, which occurs after the immediate crisis. It requires understanding of what was done at the time of the crisis, what needs to be done after the crisis, who knows about the situation, who needs to know about the situation, and what resources should be engaged. The objective is to share information between police departments, health providers, and support services so that information is not kept solely within police departments.

Co-Responder Program

- Partners a specially trained police officer with a licensed clinical social worker
- Allows immediate response to in progress crisis calls
- Creates an opportunity to engage the person in crisis with community-based resources



Another best practice is the co-responder program: specially trained officers are partnered with mental health professionals to respond to crisis-related calls for service. In the SPPD model, mental health professionals are responders—not first responders—who are called in when an officer understands that the person in crisis does not require immediate emergency intervention. Once called, the SPPD's Mental Health Resource Team can help the person in crisis understand what resources are available to them. A mental health professional can also help to determine if further intervention is necessary.

Question response:

COAST cannot currently serve as first responders because they do not have the capacity to respond to every crisis-related call for service.

Mental Health Resource Team

- Amber Ruth, LICSW
People Incorporated
- Emma Yang, LICSW
Ramsey County
- Sally Vannerstrom, LICSW
Ramsey County
- Melissa Reich, LADC
People Incorporated



Grant funding has allowed the program to hire two social workers from Ramsey County and a social worker and a drug counselor from People Incorporated. This program is currently being expanded after approval from the mayor in 2016.

As the program and its mission have expanded, the name was changed from the mental health resource team to the Community Outreach and Stabilization (COAST) Unit.

Data

2018 Mental Health Related Case Work Data

Total Cases	1565
Frequent Contacts	345

Total cases referred to MHU to date during 2018.
Defined as more than one event in twelve months.

Percentage of high utilizers: 22%

West	487
Central	517
East	561

District where the event occurred.

Suicide Attempts	134
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Total cases referred to MHU that involve a person who attempted suicide.

Adult	1377
Juvenile	172

Total cases referred to MHU involving an adult person in crisis.
Total cases referred to MHU involving a juvenile person in crisis.

Male	856
Female	675

Total cases referred to MHU involving a person identified as a male.
Total cases referred to MHU involving a person identified as a female.

SPPD	752
Medics	368

Total cases referred to MHU involving a PIC who was transported to a location by SPPD.
Total cases referred to MHU involving a PIC who was transported to a location by Medics.

Total Transported:	1120	or	72%
by SPPD:	67%	of the total 1045	
by EMS:	33%	of the total 1045	

Regions	727
United	203
St. Joes	105
Other	96

Total cases referred to MHU involving a PIC who was transported to Regions Hospital.
Total cases referred to MHU involving a PIC who was transported to United Hospital.
Total cases referred to MHU involving a PIC who was transported to St. Joseph Hospital.
Transport to an alternate location not listed (VA, Children's, DETOX as examples).

Total Cases	1565
MH Diagnosis	609

Total cases referred to MHU to date during 2018.
Total cases referred to MHU involving a person known to have or self-reported to have SPML.

Percentage reporting MH Diag: 39%

Data should indicate the efficacy of these programs within the next few years. Data is being evaluated by the University of Wisconsin Population Health Institute. The COAST program has received national and international attention.

One of the metrics being tracked is the percentage of high utilizers—what percent of persons in crisis have multiple interactions with police for mental-health-related reasons within 12 months. In 2018, it was 22%. As more individuals can be connected with services, this percentage should diminish.

One difficulty with connecting persons in crisis to non-police responders is that many crisis-related calls for service occur in the middle of the night, when police are one of the only responders available.

There is an effort being made to educate the public about available mental health resources besides calling 911.

Another metric being recorded is what percentage of cases referred to the COAST Unit involved arrests. In 2018, it was 0.45%.

Data

2018 Mental Health Related Case Work Data

Total Cases	1565
TA/PHOA	392

Total cases referred to MHU to date during 2018.
Total cases where officers placed a PIC on a transport hold.

Percentage Placed on Hold: 95%

Force	55
Inj. Officer	5
Inj. Subject	10

Total cases referred to MHU involving force during initial event.
Total cases referred to MHU involving an injury to an officer.
Total cases referred to MHU involving an injury to a subject.

Percentage force used: 4%

Homeless	177
Veteran	12
Arrest	7
Diversion	74

Total cases referred to MHU involving someone self-reported to be homeless.
Total cases referred to MHU involving someone self-reported to be a veteran.
Total cases referred to MHU involving someone who was arrested.
Total cases referred to MHU involving someone who could have been charged with a crime.

Percentage Arrested: 0.45%

Co Response	143
MHRT Co. Resp.	365
Referral	424
Phone Call	192
Home Visit	117
No Action	202

Total events involving a co-response between social work and MHU.
Total co-responses with MHU and Embedded Social Work Staff since implementation.
Total events referred to social work agencies or department social work by MHU.
Total events followed up by MHU via phone call.
Total events followed up by MHU via a home visit.
Total events where no follow up was completed due to lack of information (location/phone).

Percentage Referred: 27%

White	837	53%
Black	424	27%
Asian	126	8%
Hispanic	34	2%
Indian	11	0.70%
Other	126	8%

Total events involving a PIC identified as caucasian.
Total events involving a PIC identified as African American.
Total events involving a PIC identified as Asian.
Total events involving a PIC identified as Hispanic.
Total events involving a PIC identified as American Indian.
Total events involving a PIC identified as other, not listed.

Percent other than white: 46%

What works?

- ◆ Case Management
 - ◆ Increases collaboration with community resources
- ◆ Co-Response
 - ◆ Decreases on out of home placement and increases likelihood of emergency stabilization
- ◆ Diversion
 - ◆ From law enforcement response such as homeless complaints to DSI
- ◆ Referral
 - ◆ Professional referrals to needed resources such as COAST SW pass along during transports
- ◆ Community Education
 - ◆ Stigma of mental health and crisis response options

A number of these efforts have helped address the mental health needs of persons in crisis as they interact with law enforcement.

Case management has helped persons in crisis get in contact and stay in contact with support services.

Co-response has helped create beneficial long-term outcomes for persons in crisis.

Diverting people in crisis away from the law enforcement system and toward other departments that can better serve them has helped diminish the number of crisis-related calls for service dispatched to police.

Having police officers able to refer cases to mental health services has improved communication between police departments and mental health services.

Community education initiatives, like Make It OK, have helped reduce the stigma around mental health in the community.

Question response:

A major challenge has been HIPAA, which has made it difficult for health care providers to trust that calls from police regarding specific individuals are intended to provide the hospital with information and not extract information from the hospital.

Another challenge has been that public has an instinct to call 911 for every crisis situation instead of considering what other options they might have. The entire community needs to rethink crisis response.

COAST Unit

- ◆ Mental Health Resource Team
 - ◆ Embedded Licensed Clinical Social Workers - Grant
 - ◆ Co-Responder and Case Management Programs
- ◆ Police Homeless Outreach Program
 - ◆ Embedded Licensed Clinical Social Worker - Grant
 - ◆ Low Barrier Housing Program with State of Minnesota
- ◆ Recovery Access Program
 - ◆ Embedded Licensed Alcohol and Drug Counselor - Grant

The COAST unit includes the grant-funded Mental Health Resource Team, consisting of mental health professionals who run the case management and co-responder programs.

COAST also includes the grant-funded Police Homeless Outreach Program (PHOP). The PHOP works with the Minnesota Low Barrier Housing Program to get unsheltered people into housing.

The newest COAST program is the grant-funded Recovery Access Program, in which a drug counselor helps people with substance abuse disorders, particularly those who use opioids.

Question response:

The COAST Unit is funded by grants from the Minnesota Department of Health and the Saint Paul Police Foundation. The City of Saint Paul has invested police officers.

Sgt. Sipes can be reached at jamie.sipes@ci.stpaul.mn.us
His phone number is (651) 444-0700.

Questions?

Jamie Sipes

COAST Unit Program Coordinator

jamie.sipes@ci.stpaul.mn.us

651-444-0700





Minutes

Citizens League

City of Saint Paul Community-First Public Safety Commission

Wednesday, January 13th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Addendum C:

Presentation by Mr. Roger Meyer, Project Director of the East Metro Crisis Alliance.

Who Are We?

- Formed in 2001 to reduce Emergency Department boarding
- Informal Public-Private Partnership:
 - Counties – Ramsey, Dakota and Washington
 - Hospitals – Regions, United, M Health Fairview Hospitals
 - Health Plans – BCBS, Medica, HealthPartners, UCare
 - Consumer organizations – NAMI Minnesota, Mental Health Minnesota, Minnesota Recovery Connection
 - State – Department of Human Services
- Purpose is to create and support a system that provides the right care at the right time to improve consumer health outcomes and reduce system costs

The East Metro Crisis Alliance is an informal public-private partnership that was formed in 2001. Its objective is to reduce emergency department boarding, the practice of keeping people in need of mental healthcare in the emergency room until they can be seen. It aims to create and support a system that provides the right care at the right time to improve consumer health outcomes and reduce system costs. It is a voluntary association—*not* a 501(c)(3) or a joint powers agreement.

The East Metro Crisis Alliance comprises representatives from:

- Counties: Ramsey, Dakota, & Washington
- Hospitals: Regions, United, & M Health Fairview
- Health Plans: BCBS, Medica, HealthPartners, & UCare
- Consumer orgs: NAMI Minnesota, Mental Health Minnesota, & Minnesota Recovery Connection
- MN Department of Human Services



Current Responses to MH/SU Crisis

- **911:** Police, Fire, EMS, Crisis Team (Ramsey only)
- **Crisis Team:** Phone support, mobile crisis response
- **Emergency Department:** Assess need for hospitalization, admit or discharge with referrals
- **No Formal Intervention**

The East Metro Crisis Alliance is attempting to optimize the entire crisis response system. This includes 911 dispatch, crisis teams, hospital emergency departments, and informal interventions.

Ramsey County's structure of "triaging" emergency calls and dispatching crisis-related calls for service directly to Mobile Crisis Teams is currently a model for Dakota and Washington counties, which have not yet begun to triage their calls. All crisis-related calls for service in Dakota and Washington counties continue to go to police.

Hospital emergency departments comprise a substantial portion of the crisis response system. Emergency departments are not structured to provide non-inpatient care and are largely unable to provide support to individuals who do not need to be hospitalized.

There are continuing efforts to figure out how to provide care to individuals *before* they are in crisis.



**Gaps/
Challenges**

- **Lack of Understanding of the System:** Public is unclear on how the system works, who does what, and what to expect
- **Lack of Crisis Follow Up:** Follow up after crisis is often lacking
- **Lack of Housing and Services for Frequent 911 Users:** Individuals are unable to maintain housing and services and return to street

One of the many challenges of improving the system is that there is no cohesive, singular system for addressing mental health and substance abuse crises. The system is complex and opaque to both the public and care providers. There are several interconnected organizations with several access points. Much of the East Metro Crisis Alliance's work is providing education on how the system works, what the entities in the system are, and what people should expect from the system.

Another gap in the system is a lack of follow-up system for individuals recovering from a crisis situation.



**Gaps/
Challenges**

- **Poor Information Flow:** Timely information/health records do not flow with the person across services
- **System Complexity and Access Issues:** Eligibility and access to services can be dependent on insurance, geography, type of illness, gender, etc. making it difficult to refer and navigate to appropriate services
- **Lack of Services for Hardest to Serve:** Individuals that have co-occurring illnesses, violent behavior, significant challenges, etc. aren't being served

The lack of services available to frequent, unhoused 911 callers also creates a substantial load on the system. Without assistance, these individuals are unable to maintain housing or service adherence and may return to crisis situations.

The crisis response system is also hindered by poor communication between the many entities that make up the system. Information about clients is not well communicated.

Eligibility for services is inconsistent: entities within the system have different criteria for their services (e.g., insurance, geography, type of illness, gender), which greatly complicates referrals.

Finally, many of the individuals who are most in need of assistance—those with significant, intersecting challenges—are the hardest to serve. One aspect of their crisis situation may disqualify them from receiving support to address the entirety of their needs.

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Partnering across systems to support recovery

Efforts and Initiatives to Improve Existing System

- **Certified Peer Specialists and Peer Recovery Coaches:** Encourage and support adding Peers into crisis system
- **Hospital Inreach Worker:** Social Worker based in ED to engage frequent users and connect them with community care
- **Mobile Substance Use Disorder Team:** Designed and implemented [a team](#) of care providers (Peers included) to bridge patients between Substance Use crisis and treatment onset

The East Metro Crisis Alliance has worked on a number of initiatives to improve the crisis response system.

Certified Peer Specialists and Peer Recovery Coaches are individuals in recovery from mental illness and substance abuse disorders who are trained as providers in the system. Ramsey County has been a leader in incorporating “peers” in urgent care facilities and on their crisis teams. Peers help clients connect meaningfully to care providers and can provide relatable support.

Hospital Inreach Workers are social workers within emergency departments that can work with frequent users to connect them with non-emergency care. The position is grant-funded.

Mobile Substance Use Disorder Teams are [teams](#) of care providers, including peers, who can help patients move from emergent responses to substance abuse crises toward long-term treatment. The team is funded by the Regions Hospital Foundation and staffed by M Health Fairview.

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Partnering across systems to support recovery

Efforts and Initiatives to Improve Existing System

- **Quick Resource Guide:** Developed a [resource guide](#) to quickly connect people to community care
- **“Green Prompt”:** Promoted a standard prompt for law enforcement and EMS to use to transmit information to ED to improve their assessment
- **Beyond Backgrounds Program:** Expanded a [housing program](#) to match a person who has MH/SU issues, and barriers to rental with a Peer to help them find housing


The **Quick Resource Guide** is a simple [guide](#) to navigating resources. It explains how and when community care resources should be accessed.

The **“Green Prompt”** encourages law enforcement agencies and emergency medical services to provide information to emergency departments in a standardized format.

The Beyond Backgrounds Program was expanded. It is a [housing program](#) that matches individuals experiencing mental illness and substance abuse disorders who have significant barriers to finding housing with a peer who can help them secure housing. This program has housed over 80 people in the past year.

Question response:

The Beyond Backgrounds Program is run by Housing Link, which provides a landlord mitigation fund. The fund encourages landlords to rent to clients of the project by providing what is essentially risk insurance: it guarantees reimbursement if a client should fail to pay their rent or damage the apartment. This fund is rarely used as the project's clients make great tenants.



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Partnering across systems to support recovery

Efforts and Initiatives to Improve Existing System

- Relationship Building and Training:** Ongoing efforts to bring providers together to build awareness and trust and work together to improve the system of care. Includes:
 - Monthly Provider Connect! meetings to share updates and resolve issues
 - Creation of [videos](#) to clearly explain different services
 - Joint trainings on crisis related topics
 - Data collection and analysis to show trends in crisis system
 - Developed training on "What to Expect During a Community Crisis"
 - Support of multi-system work groups and resolution of issues between providers

The East Metro Crisis Alliance provides **relationship building and training** to help organizations and health providers understand the system. They have created [videos](#) that explain different services available and developed training for "What to Expect During a Community Crisis." They help providers and entities collaborate and resolve issues. They also collect and assess data about the crisis response system.

Representatives and members of workgroups meet monthly.

Mr. Meyer can be reached at roger@meyerconsulting.org



Minutes

Citizens League City of Saint Paul Community-First Public Safety Commission

Wednesday, January 27th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Commission Members present: Co-Chair Acooa Ellis, Co-Chair John Marshall, Ramsey County Board Chair Toni Carter, Councilmember Mitra Jalali, Ms. Sue Abderholden, Ms. Chauntyll Allen, Mr. Cedrick Baker, Mr. Sami Banat, Mr. Jason Barnett, Rev. Dr. Ron Bell, Ms. Monica Bravo, Mr. Scott Burns, Ms. Chikamso Chijioke, Mrs. JoAnn Clark, Mr. Sam Clark, Ms. Sasha Cotton, Ms. Sierra Cumberland, Ms. Natalia Davis, Mr. Julio Fesser, Mr. Ameen Ford, Ms. Anna-Marie Foster, Ms. Simone Hardeman-Jones, Ms. Suwayda Hussein, Mr. David Squier Jones, Ms. Laura Jones, Ms. Clara Junemann, Ms. Farhio Khalif, Ms. Suwana Kirkland, Ms. Alicia Lucio, Ms. Wintana Melekin, Mr. Stephen Moore, Mr. Amin Omar, Ms. Maureen Perryman, Ms. Amy Peterson, Dr. Suzanne Rivera, Mr. Mark Ross, Mr. Garaad Sahal, Hon. Nicole Starr, Mr. Mario Stokes, Ms. Olyvia Rayne Taylor, Ms. LyLy Vang Yang, Mr. Teshite Wako, Mr. Jai Winston, Ms. Heather Worthington, Mr. Pheng Xiong, and Mr. Otis Zanders.

Members not present: Mr. Ahmed Anshur and Mr. Frank Ortiz

Special guests: Mayor Melvin Carter, Mr. Andrew Bentley, Mr. Elliot Karl, Ms. Kailey Burger, Professor Mitch Weiss, and Ms. Sarah Mehta.

Staff & staff support present: Ms. Kate Cimino, Ms. Amanda Koonjbeharry, Mr. Jacob Taintor, and Ms. Madeline McCue.

Proposed objectives for this meeting

- State commission charge and proposed goals.
- Approval of January 13th, 2021 meeting minutes.
- Small group discussion time.
- Review Harvard Study.
- Understand P4 and P5 call types and response models.
- Overview of Office for Violence Prevention charge, overview of initial research, and discussion of next steps.
- Subcommittee meeting time.
- Time for questions.

Minutes

Co-chair Ellis called the meeting to order at 9:02 am.

Opening and Approval of Minutes

Co-chair Ellis welcomed the commission and reviewed the proposed outcomes for this meeting (*see above*). She also reviewed the commission's charge, as specified by the City of Saint Paul, to make recommendations to the Mayor and the Saint Paul City Council regarding:

1. Alternative first response options to low-priority calls for service;
2. Approaches for ongoing community involvement in the City of Saint Paul's Community-First Public Safety Framework; and,
3. Consideration of the creation of a city-staffed office to integrate the initiatives and strategies of the Community-First Public Safety Framework.

Co-chair Ellis continued to the approval of the minutes of the previous meeting. A motion to approve the minutes as written passed with 30 votes.

Co-chair Ellis invited a commission member to lead the group in a moment of mindfulness, and then invited members to contact Ms. Amanda Koonjbeharry if they were interested in leading future mindfulness moments.

Chat and Connect

Co-chair Marshall introduced the next activity, in which members would be split into small breakout rooms to discuss what stood out to them from the last meeting and what thoughts they were bringing into this meeting.

Co-chair Marshall sent members to breakout rooms at 9:16 am.

While members were in breakout rooms, Ms. Kate Cimino greeted presenters and representatives from the city and county.

Ms. Koonjbeharry introduced Mr. Danny Givens. Mr. Givens introduced himself as the Director of Transforming Systems Together, a Ramsey County initiative.

Co-chair Marshall welcomed members back at 9:33 am and invited them to share their reflections.

A commission member shared their group's excitement about subcommittees and interest in last meeting's presentations about current initiatives in this field.

Another member agreed that the presentations from the prior meeting laid the groundwork for understanding the commission's work going forward. They postulated that the unique arrangement of two adjoining major cities would have an effect on the public safety approaches of the Twin Cities.

Co-chair Marshall agreed, noting that his group discussed the juxtaposition between the East and West Metro.

A commission member shared their story about a COVID-positive family member who experienced a crisis that resulted in police involvement and an arrest. They noted the importance of considering what occurs after crises.

A commission member emphasized how impressed they were by the organizations discussed at the last meeting and encouraged the commission to take advantage of their knowledge and connections those organizations might offer.

Co-chair Marshall thanked the commission members for their thoughts and invited Ms. Kate Cimino to discuss community feedback.

Community Report

Ms. Cimino greeted the commission members and encouraged the members to share the link to the comment form and the dedicated email address and voicemail line.

Ms. Cimino encouraged members to review an article sent to them via email by Kevin Byrne. The article, "Open Data As An Open Letter," highlights the use and benefits of data visualization and will be posted on this project's website. It may be further discussed by the Research Subcommittee.

Presentations

Co-Chair Marshall introduced the first speakers, three members from the Harvard Government Performance Lab (GPL). Mr. Andrew Bentley, Mr. Elliot Karl, and Ms. Kailey Burger would be providing an overview of the GPL's findings from their initial research on an Office of Violence Prevention (OVP). The GPL will incorporate the commission's feedback and present their expanded research at the February 10 meeting. The commission will then indicate whether they are interested in continuing to explore the possibility of an OVP in the City of Saint Paul. If the commission desires to pursue this route, a section of the research subcommittee will work with the GPL to refine the recommendation. The commission will have an opportunity to reach consensus on the final recommendation before submission.

Co-chair Marshall welcomed Mr. Bentley, Mr. Karl, and Ms. Burger.

Mr. Bentley, Mr. Karl, and Ms. Burger presented about the GPL's work and took questions. See *Addendum A for details*.

Co-chair Marshall thanked Mr. Bentley, Mr. Karl, and Ms. Burger for their presentation. He advised the commission to complete the feedback form regarding the GPL's research by Monday, January 31st.

Co-chair Marshall dismissed the commission for a break at 10:23 a.m.

Co-chair Ellis reconvened the commission at 10:30 a.m.

Co-chair Ellis introduced the next speakers, Professor Mitch Weiss and Ms. Sarah Mehta from the Harvard Business School. She introduced Mayor Melvin Carter to provide context for this work.

Mayor Carter greeted the commission. He addressed the importance of the commission's work.

Mayor Carter introduced Professor Weiss as a colleague, mentor, and sounding board. Professor Weiss was the chief of staff for Boston Mayor Thomas Menino and guided the city's response to the 2013 Boston Marathon bombing. He now teaches at Harvard Business School and wrote a Harvard case study about the City of Saint Paul's Community-First Public Safety Framework.

Mayor Carter described Professor Weiss as someone who was "always pushing the envelope" and who believed that municipal governments should be more entrepreneurial, innovative, and responsive to their communities. Mayor Carter mentioned Professor Weiss's book "We the Possibility," which discusses the Community-First Public Safety Framework.

Professor Weiss and Ms. Mehta presented about their work and took questions. *See Addendum B for details.*

Co-chair Ellis thanked Professor Weiss and Ms. Mehta for their presentation.

Co-chair Ellis introduced the next speaker, Officer Pheng Xiong of the Saint Paul Police Department (SPPD), a commission member.

Officer Xiong presented about the SPPD's response to low-priority calls and took questions. *See Addendum C for details.*

Co-chair Ellis thanked Officer Xiong for his presentation. She invited Ms. Amanda Koonjbeharry to introduce the subcommittees.

Subcommittees

Ms. Koonjbeharry greeted the commission. She explained that members would be split into their subcommittees for a facilitated discussion. Members were placed into breakout rooms at 11:28 a.m.

Ms. Koonjbeharry reconvened the commission at 11:56 a.m. She thanked the commission and invited the co-chairs to conclude the meeting.

Questions and Close

Co-chair Marshall thanked the commission and speakers for their time and engagement. He encouraged members to complete the surveys about the presentation.

Co-chair Ellis thanked the commission for their commitment and attention. She concluded the meeting at 11:58 a.m.



Minutes

Citizens League City of Saint Paul Community-First Public Safety Commission

Wednesday, January 27th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Addendum A:

Presentation by Mr. Andrew Bentley, Project Leader at the Harvard Government Performance Lab (GPL), Ms. Kailey Burger, Managing Director of the GPL, and Mr. Elliot Karl, a GPL fellow

The Government Performance Lab (GPL) is a non-profit organization based at Harvard University. For the past nine years, they have aimed to identify problem areas for governments and to offer solutions. They have worked with over 100 jurisdictions, including the city of Saint Paul under a previous administration.

The objective of the GPL for this project is to provide research and analysis to the City of Saint Paul and its Commission as they consider creating a city-staffed office to integrate the initiatives and strategies of the Community-First Public Safety Framework. During this exploratory process, we are referring to such a unit as an Office of Violence Prevention, or OVP.

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The GPL will use a multi-step process to fulfill this objective. In Phase 1, the GPL will conduct a Landscape Analysis to assess whether Saint Paul should create an OVP. Today, they are presenting their preliminary research; they will utilize the feedback they receive from this meeting in order to complete additional research for presentation at the next meeting. The commission will have an opportunity to decide whether to continue the GPL's research on an OVP at this point.

If the commission agrees to proceed with research, Phase 2 will consider how an OVP might be implemented in Saint Paul. Preliminary qualitative and case research would occur in March, and research would be finalized in April. This research will include qualitative interviews and will investigate possible structures, staffing processes, and departmental frameworks specific to Saint Paul.

At this point, the commission will once again decide whether to include the GPL's work regarding an OVP in their recommendations to the mayor. If so, in Phase 3, the GPL would incorporate their research into the final report at the instruction of the commission.

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The GPL's definition of an OVP is:

1. A dedicated civilian office;
2. It operates within government structure (non-commission);

3. It offers community-centric, non-punitive programming; and
4. It employs some participatory methods—residents and neighborhoods have some participation in how decisions are made.

This definition encompasses a variety of public safety bodies in a variety of jurisdictions. Of the 17 OVPs that fit this definition, ten are formally identified as Offices of Violence Prevention and seven are named differently. The 17 OVPs are:

- | | |
|--------------------------|--------------------|
| • Birmingham, AL | • Chicago, IL (2x) |
| • Los Angeles, CA | • Indianapolis, IN |
| • Los Angeles County, CA | • Louisville, KY |
| • Oakland, CA | • Minneapolis, MN |
| • Richmond, CA | • Newark, NJ |
| • Sacramento, CA | • New York, NY |
| • Stockton, CA | • Philadelphia, PA |
| • Washington DC | • Milwaukee, WI |

Broadly, the mission and functions of OVPs are:

- Violence prevention services
- Preventing gun violence
- Community-centric
- Youth-focused
- Public health orientation
- Coordinating services & convening
- Evidence-based policy

OVPs are a fairly new institution and are launching rapidly. There is currently a wave of new OVPs being created—11 of the 17 reviewed were launched in the last 5 years and more are slated to be launched in the next couple years.

The advantages to newness are that there are a wealth of recent experiences to draw upon and that Saint Paul would join a supportive cohort of fellow jurisdictions taking this approach. The disadvantage of this approach is that there is not yet any long-term data on the efficacy of OVPs.

The OVP created in Richmond, VA was hugely influential when it was launched in 2007. Minneapolis's OVP was launched recently and its director, Ms. Sasha Cotton, is a member of this commission.

The GPL sorted the 108 programs offered by the 17 OVPs into three dominant buckets:

- Prevention & services (15 OVPs): an “upstream” approach to preventing violence
- Restorative justice & re-entry (13 OVPs): a “downstream” approach to preventing violence
- Administrative tasks (9 OVPs)

Many OVPs engage in research, commissions, and public information campaigns.

The dominant trend of OVPs is programming focused on prevention, interruption, and service referrals.

These are the types of programs OVPs offer:

- Prevention / Interruption / Service referral (14 OVPs)
Example: the Los Angeles OVP helps mediate conflicts, ensure children have safe passage to schools & parks, and provides referrals to mental health services
- Re-entry / Services to criminal-justice-involved persons (8 OVPs)
Example: the Minneapolis OVP's Juvenile Supervision Center provides supervision, needs assessments, resources, referrals, and aftercare to youths who encounter law enforcement for low-level offenses
- Community activation / Development (8 OVPs)
- Victim services (7 OVPs)
Example: the Oakland OVP connects with victims of crises before they leave the hospital.
- Coaching / Workforce development (6 OVPs)
- Research / Technical assistance / Convening (5 OVPs)
- Commission / Oversight / Task force (5 OVPs)
- Domestic violence / Sexual assault / Trafficking (4 OVPs)
- Restorative justice (3 OVPs)
- Homelessness & substance abuse (2 OVPs)
- Public safety / Police reform (1 OVPs)
- Media / Communications (1 OVPs)

While OVPs provide a wide range of programs, **only one oversees police. None included an alternative response to 911 calls.**

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OVPs are overseen by different entities.

- 10 OVPs are overseen by an executive (e.g., a mayor, a county commissioner, an administrator);
- 5 are overseen by health departments;
- 1 is overseen by police.

Note: Newark's OVP is still being structured.

OVPs located in large jurisdictions tend to focus on coordinating services and are thus leanly staffed. OVPs in small jurisdictions may hire staff directly and will thus have larger staffs.

- 5 OVPs have <10 full-time equivalent employees.
- 5 OVPs have 10 – 20 full-time equivalent employees
- 1 OVP has 20 – 30 full-time equivalent employees
- 1 OVP has 30 – 40 full-time equivalent employees
- 1 OVP has 40 – 50 full-time equivalent employees

Note: The Minneapolis OVP expanded from 7 to 26 full-time employees in 2021. The staffing of 4 OVPs are still being determined.

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OVP budgets tend to be very small compared to police budgets. Generally, OVPs are funded by grants.

Much like staffing, budgets vary depending on whether OVPs primarily coordinate services or deliver services themselves.

- 2 OVPs have an annual budget <\$1 million
- 4 OVPs have an annual budget between \$1 million – \$5 million.
- 1 OVP has an annual budget between \$5 million – \$10 million.
- 5 OVPs have an annual budget between \$10 million – \$20 million.
- 2 OVPs have an annual budget between \$30 million – \$40 million.

Note: The Minneapolis OVP expanded from \$2.6 million to \$7.4 million in 2021. The budget of three OVPs are not yet determined.

These figures are **not** normalized by (proportionate to) city population. They do not include external funding dedicated to certain programs, philanthropic giving, coordination with programs housed in other departments, or grants to non-government service providers.

OVPs can provide a number of values:

- **Innovative and Impactful Violence Prevention:** Programs within OVPs have been shown to reduce violence in jurisdictions.
- **Coordinate & Convene:** Related programs can interact, align evaluation, and get new sources of information.
- **Durability & Sustainability:** A dedicated city budget gives programs enough time to develop and maintain gains.
- **Community Participation:** Neighborhoods are empowered to contribute with community-centric interventions and participation.

OVPs also face a number of challenges:

- **Launch time & cost:** Offices often take 18 to 24 months to launch and require additional overhead costs.
 - **Novel:** There are few long-term experiences to learn from.
 - **Mistrust:** Many communities are experiencing eroded faith in city government.
-

Case example: Richmond, CA

In the mid-2000s, Richmond, CA, was one of the most violent cities in the US: in 2007, there were more than 280 gunshot injuries in a population of only 100,000 people. (An average US city of that size had ~5 homicides in 2007).

The Richmond city council established a commission to investigate and research new approaches to violence prevention. The commission determined that the City itself was the best entity to solve the problem. The City thus created the Office of Neighborhood Safety aimed at reducing and eliminating gun violence by targeting services toward residents most likely to be involved in shooting incidents.

Following the creation of the OVP in Richmond, CA in 2007, homicides dropped significantly and have continued to decline. Staff retention has been good.

The Richmond OVP provided a number of services, but the Operation Peacemaker Fellowship has been key to the process. The OVP used available data to determine that a small number of residents were involved in 70% of shooting incidents. They were invited to join a seven-step program in which they received social support through multiple contacts per day. Fellowship participants were assisted in goal setting, achieving internships, and finding mentors. After six months of participation, they became eligible for a stipend and participation in excursions. The program succeeded in offering the support usually provided by family members.

The fellowship is considered successful. There were no dropouts in the first four cohorts and there was a measurable decrease in firearm violence (55% reduction in deaths and hospital visits, 43% reduction in crimes).

This program did not occur in a vacuum: coinciding factors include the introduction of a new police chief, increased gentrification, and resultant demographic shift. However, a longitudinal evaluation by the American Public Health Association found the program responsible for the 55% reduction in firearm-related deaths and hospital visits.

The GPL would like to understand what the commission would like to know about OVPs.

Areas to consider:

- Profiles of specific Offices of Violence Prevention
- Motivation and history of office creation
- Program overviews
- Community participation approaches
- Staffing cost and structure
- Services for specific target populations

Comments / Areas of Interest from Commission:

Where should we go deeper?

Profiles of specific Offices of Violence Prevention

- Interest in programs in cities similar to St. Paul **(3)**
 I'd like to see comparisons between similar cities that have offices and communities that don't. Some of the cities that have offices don't seem to be doing well right now, and I'd be interested in the data behind that.
- Requests about Richmond, CA **(5)**
 Is the OVP in Richmond adjusting their strategies in light of the significant increase in violent crime in 2020? I'm wondering if there have been examples of tweaking strategies when they aren't effective.
 Did Richmond witness a reduction in the amount of priority 4 and 5 calls?
 How did they select staff that would be trusted by the cohort?

Motivation and history of office creation (1)

Program overviews (2)

What happened to the ACE program focused on children aged 10 and under who had come into contact with police?

Community participation approaches (2)

Staffing cost and structure (5)

I'd like to hear more about success of OVPs under Health Departments versus other departments, like police.

If we created an OVP, how would it be jointly staffed by the City of Saint Paul and Ramsey County, knowing that resources and departments that serve people impacted by violence exist in both entities?

Services for specific target populations (4)

I would like to understand what types of programs are targeted toward youth.

Intersection with Policing (4)

This OVP model does not include solutions addressing alternative responses to 911 calls. Is there a model that does? Why should we pursue an OVP and an alternative 911 response separately, versus a holistic solution?

I assume there are connections between OVPs and alternative, non-police crisis response models? Will these connections and approaches be expanded?

What would be the OVP's relationship be to the Saint Paul Police and to Ramsey County services?

Would an OVP be an expansion of the police state under a different name?

Other questions (5)

How does the work of an OVP differ or overlap with social workers and other existing services?

I understand gun violence may be the focus— is that up for discussion? Could other areas, such as intimate partner violence, be prioritized?

You said specific programs work better than one-size-fits all approaches. I'm intrigued by potential of having an Office of Community Health that includes financial health, crime prevention, etc. If specific programs are more effective than general efforts, do you recommend more targeted violence-prevention efforts versus general "Community Health" offices that house a number of programs?

How does the OVP model compare to Ramsey County's human services and corrections models that focus support on frequent users of service (the Top 100 model)?

Most OVP offices were initially based on the High Point Initiative or similar programs for preventative work. How closely do these OVP programs mirror the original initiatives in Boston, MA or High Point, NC? Dr. David Kennedy's original work to reduce violent crime was in High Point, NC. He started by identifying people who were most at risk to kill or be killed. He gave perpetrators an ultimatum of going to prison or accepting help. The Twin Cities do something similar, but without the proactive investigation, just identifying people who might be concerning. Are these strategies effective?



Minutes

Citizens League

City of Saint Paul Community-First Public Safety Commission

Wednesday, January 27th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Addendum B:

Presentation by Professor Mitch Weiss and Ms. Sarah Mehta from the Harvard Business School.

Professor Weiss poses a question: can we solve public problems? He understands the answer to be yes, if we use a “probability government” approach. Governments must be able to act swiftly to try novel approaches that are not guaranteed to be successful. Any approach with a sufficient degree of uncertainty will be criticized for being risky; however, it must be understood that maintaining the status quo is also risky.

These changes have to involve the public. Public leaders must have co-participation with their government in order to move toward possibility. The community must be on board in order to make big changes.

There are three steps to this process:

1. New ideas are needed in government.
2. The government has to figure out how to try new, riskier things *and* be able to filter out bad ideas. The government will need room to fail and will need to understand that some ideas may be worth trying but not pursuing.
3. The government needs to reliably be able to scale new ideas instead of letting them die as pilot programs.

A government is a platform for scaling public work. A platform is an “organization that brings people together to innovate or exchange ideas in ways that aren’t otherwise possible.” Amazon is a platform that allows for the exchange of information and its web services platform allows for innovation. A government should be a platform that can promote innovation and the exchange of ideas.

When building platforms, it is essential to consider network effects: does having a second person on a platform add value to the first? For instance, a telephone is useless if just one person has a phone. Telephones become more valuable as more people have them. Roads, a government-built platform, aren’t valuable on their own—they’re valuable when they connect things. On a good platform, “we all do better when we all do better.”

The idea of government as a platform applies to every aspect of the government’s role in society. In public safety, the government should act both as a platform and a service provider. It needs to be able to encourage alternative approaches to providing public safety, like a neighborhood watch. A government doesn’t *have* to be a service provider as long as it can provide the architecture to create a more innovative approach.

Mayor Carter proposed the idea of Community-First Public Safety: how do we, as a government, innovate, promote the exchange of information, and allow other agencies to provide innovation? And how do invite the public into that process?

These are four sets of tools to bring Community-First Public Safety into existence and to assess its functionality:

1. Software: literal software, and the people of the system;
2. Hardware: the infrastructure of city and its physical space;
3. Rules & laws
4. Process

There are two main challenges:

1. The Chicken and Egg problem: how do we get people to join new platforms? If we are to start a program on restorative justice, we need the community, perpetrators, and families involved.
2. How do we make platforms fair and just? If we consider the history of policing, moving public safety to communities won't be a panacea for addressing racism. The platforms have to be made to not mimic modern pathologies.

Moving the leadership of public safety to the community will be great, but it will be challenging. We must make our way toward new possibilities and have the courage to say that the status quo isn't working.

Question response:

People are going to be risk adverse when trying things in government, especially when life and death are on the line. This is natural: people are generally averse to uncertainty. The best way to frame these methods is to say, "we're going to pursue things in ways that aren't as risky." We can start with less risky behaviors, establish a rhythm, understand the parameters, and then escalate that structure to riskier situations. We also need to prepare the public for the eventuality that something goes wrong by being upfront with our expectations. It will also help to frame the status quo as unacceptable *in advance of taking a risk*.

Question response:

Adobe had to solve the Chicken and Egg problem when they developed PDFs. They started by convincing the IRS to use PDFs for their tax forms. This move "seeded" their effort with a familiar process—taxes—so that it could be normalized for the broader public. PayPal did the same: they started buying things off of eBay and offering to pay with PayPal. They borrowed the familiarity of another platform.

To solve the Chicken and Egg problem with a government platform, we need to identify the places where the community is already together and exchanging information and insert the groundwork for the platform there.



Minutes

Citizens League

City of Saint Paul Community-First Public Safety Commission

Wednesday, January 27th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Addendum A: (REC 14)

Presentation by Officer Pheng Xiong, of the Saint Paul Police Department, the president of the Minnesota Asian Police Officer Association.

Call Priorities

Response

Pheng Xiong

Officer Xiong had a number of contacts with the police prior to becoming an officer. As a child, his father was arrested by the Saint Paul Police Department (SPPD) and as a juvenile, he got in trouble repeatedly. He participated in the Police Explorers Program as a youth.

St Paul Police

- Known – National Recognition
- Leader in many groundbreaking programs (Mental Health Unit, Special Operations Unit, Canine Unit etc.)
- Highly trained Officers
- Long History of great community – police relationship (Police Explorers, PAL, Reserve Program, Safe Summer Nights, SRO, etc.)
- Continue tradition – “St Paul Way”

The SPPD has achieved national recognition for its leadership in programs pertaining to mental health and for its canine unit.

The SPPD has fostered solid relationships with the community: an example is the School Resource Officer (SRO) program.

Officers - Calls

- Marked Police Cars (Computers)
- Unmarked Police Cars (Computers) (Some do not)
- Computer Program Connected to RCC
- Calls in Pending queue
- Assigned or Self Assigned
- Officers – Partners or Solo – Personal Preference and Staffing

Officers respond to dispatched calls using the computers installed into most marked police cars. Some unmarked cars have computers. The program used to interface with the Ramsey County Emergency Communications Center (RCECC) allows officers to message dispatchers and other officers.

Officers can see when telecommunicators at the RCECC enter calls in to the pending queue and can interact with the RCECC dispatcher who assigns officers to calls. Officers can also self-assign to calls.

Most cars have a single officer, but some have two. Cars with two officers may be preferred for some situations.

Heightened Response

- Scene safety
- Access the subjects and respond appropriately
- Mike Brown – Ferguson
- George Floyd – Minneapolis
- Dangers increased for all uniformed Police Officers Nationwide

Upon arrival at a scene, officers are trained to assess the safety of the scene, for themselves and for others. The second objective is to access the subjects at the scene and respond accordingly.

After the events of 2014 in Ferguson, MO, officers have become increasingly aware that they present a threat merely by being present in uniform. This feels more dangerous and has caused officers stress.

Officer James T. Sackett

Killed in the line of duty May 22nd, 1970

- Medical call about a woman in labor
- An ambulance (Stretcher cars) Station Wagons with Stretchers would have responded, none was available
- Shot in the chest by a sniper as he stood by the front door waiting to provide aid for a woman in labor

Situations can escalate very quickly. Officer James T. Sackett was killed in 1970 after responding to call for a woman in labor. He was shot in the chest while standing in the doorway.

Priority 1

- Officer down, injured, or needs immediate assistance in a critical situation

Priority 1 is a rare call: it is used only when an officer is down or needs immediate help in a critical situation. These calls are dispatched immediately and always take first priority.

Response

- Very Dangerous
- High Stress
- Driving Code 3 (Lights and Sirens)
- All Call (Everyone working on duty or off duty)

Officers are usually very stressed when responding to Priority 1 calls. These situations are very dangerous.

Priority 1 calls are an “all call”: all officers, on or off duty, are summoned. They may proceed to the scene under Driving Call 3 (lights & sirens).

Priority 2

- Any crime in progress.
- Activity which indicates a crime is about to be committed or has just been committed where suspects are in the area.
- Any matter which the caller reasonably indicates is of an urgent matter.
- Intrusion or robbery alarm.
- Any matter involving serious personal injury or imminent threat of serious injury.
- Emergency assistance required by the fire department (not DOAs) (Car accidents with injuries)
- Physical domestics

Priority 2 calls comprise the majority of in-progress crimes of bodily harm. (e.g., emergency medical calls, physical domestics, car accidents with injuries). Priority 2 calls are dispatched immediately. If all district cars are occupied, dispatchers will pull officers from other districts.

Response

- Dangerous
- Can be stressful
- A lot of unknowns because of first initial entry by Telecommunicators
- Majority of these calls unfold as Officers are responding
- Driving Code 3 (Lights and Sirens)
- 2 Officer response required or more

Priority 2 calls are dangerous and usually stressful. Calls are entered into the RCECC system as one sentence and most details are unknown. Officers may arrive on scene before a telecommunicator can provide any more information. At least two officers are required, and they proceed to the scene under Driving Code 3 (lights & sirens).

Priority 3

- Domestic, neighbor trouble, etc., where no threat of personal safety exists.
- Suspicious people, vehicles, window peepers, prowlers, trespassers, exposer, etc.
- Traffic crashes, no personal injury.
- Assist the fire department with a DOA (Dead on Arrival)
- Fights, mutual affrays, without weapons.
- Assist any agency not amounting to priority 1 or priority 2. (Assist Other Agency)
- Report of a citizen holding a suspect not amounting to a priority 1 or 2, does not include shoplifters.

Most calls are Priority 3 and 4. Priority 3 includes domestics with no physical injury; traffic crashes with issues; fights; and fire department “dead on arrival” situations. These calls are responded to as quickly as possible.

Response

- Most unknowns – Can go either way
- Heighted Stress
- Can drive routine or drive Code 3
- 2 Officer response at minimum

Priority 3 calls can be very serious, or very simple, so stress is heightened due to these unknowns. Depending on the call, at least two officers proceed to the scene routinely or under Driving Code 3 (lights & sirens).

Priority 4

- Offense reports where no suspect is present, and no personal threat exists.
- Assist citizen in non-emergency matter.
- Shoplifters being held by store security personnel.
- Drunks, emotionally disturbed persons, disorderly persons, not threatening physical harm.

The majority of priority 4 calls are report calls (e.g., child custody issues, neighbor disputes, civil disputes, runaway juveniles, shoplifters held by store security, semi-cooperative troubled or disorderly individuals). These calls are generally not simple, but not as high priority. They are dispatched when an officer is available.

Response

- Report calls
- Lessened stress
- Single Officer Response (or 2 Officer if it's a PIC, DOC, or DK)
- Can drive routine
- PIC, DOC or DK can turn into Priority 1, 2 or 3 quickly (Unpredictable behavior)
- Unknown Weapons (normally no pat downs for weapon occur)
- Single Officers on PIC, DOC or DK (Officer Presence) vs Double

The response to a Priority 4 calls is usually a report or a simple intervention. These calls are lower stress but officers are still on alert. Officers generally drive routine (no lights or sirens).

If the call is about a person in crisis, two officers are summoned. These calls can rapidly turn into Priority 2 or 3 calls as people behave unpredictably. Officers are supposed to initiate with positive contact, not with a pat-down.

Priority 5

- Miscellaneous request for service.
- Barking dogs.
- Loud party.
- Loud radios, etc.
- Parking complaints.

Priority 5 calls are generally report calls that need police attention (e.g., barking dogs, a loud party, a loud radio). These calls usually sit in the pending queue for a while. They are dispatched when an officer is available.

Response

- Mostly less stress
- Not as heightened alert
- Single Officer Response
- Most calls – Fixed by making positive contacts or citations

Officers responding to priority 5 calls are generally less stressed but are still alert. A call generally receives a single officer who may issue citations.

Calls are not standard—every call is unique. The time required to take a report is highly variable, ranging from 15 minutes to hours. A call may involve multiple officers, multiple reports, collection of evidence, towing vehicles, etc.

Reports for low-priority calls can be written once the responding officer returns to the office.

Challenges for P4 and P5

- Online reporting – Language Barriers – Lack of Technology – Missed reporting of important incidents
- Incident – Escalates – Delayed Response
- P2 and P3 – May take up a lot of resources – Delayed Response – Pull Officers away from P4 and P5 calls
- Face to face
- Not having another Officer to assist if immediate help needed
- Busy Night – long response time (hours)

Solutions

- Obvious (staffing)
- Continue making online reporting optional
- Virtual reporting? Facetime? Other programs?
- Language Lines to assist online reporting
- RCC mitigate calls (Juveniles not wanting to go to school, Lost items, No crime, etc.)
- Barking dogs – refer to animal control
- Parking Complaints – refer all to PEOs to follow-up when available
- Encourage business – handle low level thefts

There are a number of challenges in the SPPD's response to Priority 4 and 5 calls.

Online reporting is not always accessible, particularly for non-English speakers, those without reliable internet access, and those who are not comfortable using the technology. Online reporting also means that an officer doesn't have as much context to understand a situation.

Incidents can escalate quickly and higher priority calls consume a lot of resources. This can further delay the response to low-priority calls. On busy nights, low-priority calls can wait hours.

The response to low-priority calls would be helped by having proper staffing.

Online reporting should be optional. Virtual reporting, via video calls, could help immensely.

Language lines to support non-English speakers.

The RCECC could transfer some of these calls elsewhere. For instance, if a parent is unable to get their child to go to school, that call could be dispatched to school security. Barking dogs could be referred to animal control. Parking complaints could be dispatched to traffic control.

Large businesses, like Walmart, could handle low-level shoplifters in house.

What do the police officers do when there is a language barrier?

Comment: Mr. Mark Ross, the president elect of the Saint Paul Police Federation, explained that the SPPD starts by attempting to find an officer with the necessary language skills. Sometimes, depending on the type of call, they have family or community member assist. They also use professional interpreters if necessary.

Question:

Are the officers that are usually assigned to multicultural communities more demographically representative of these communities?

When a low priority call is made in a multicultural community, do officers regularly stationed in that community respond?



Minutes

Citizens League City of Saint Paul Community-First Public Safety Commission

Wednesday, February 10th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Commission Members present: Co-Chair Acooa Ellis, Co-Chair John Marshall, Ramsey County Board Chair Toni Carter, Ms. Sue Abderholden, Ms. Chauntyll Allen, Mr. Ahmed Anshur, Mr. Cedrick Baker, Mr. Sami Banat, Mr. Jason Barnett, Rev. Dr. Ron Bell, Mr. Scott Burns, Ms. Chikamso Chijioke, Mrs. JoAnn Clark, Ms. Sasha Cotton, Ms. Sierra Cumberland, Ms. Natalia Davis, Mr. Julio Fesser, Ms. Anna-Marie Foster, Ms. Simone Hardeman-Jones, Ms. Suwayda Hussein, Mr. David Squier Jones, Ms. Laura Jones, Ms. Clara Junemann, Ms. Farhio Khalif, Mr. Stephen Moore, Ms. Amy Peterson, Dr. Suzanne Rivera, Mr. Mark Ross, Mr. Garaad Sahal, Hon. Nicole Starr, Mr. Mario Stokes, Ms. Olyvia Rayne Taylor, Mr. Derek Turner (designee for Ms. Suwana Kirkland), Ms. LyLy Vang Yang, Mr. Teshite Wako, Mr. Jai Winston, Ms. Heather Worthington, and Mr. Otis Zanders.

Members not present: Councilmember Mitra Jalali, Ms. Monica Bravo, Mr. Sam Clark, Mr. Ameen Ford, Ms. Suwana Kirkland, Ms. Alicia Lucio, Ms. Wintana Melekin, Mr. Amin Omar, Mr. Frank Ortiz, Ms. Maureen Perryman, and Mr. Pheng Xiong.

Special guests: Dr. Ebony Ruhland, Dr. Lily Gleicher, Mr. Pete Nelson, Ms. Ashley O'Brien, Mr. Andrew Bentley, and Mr. Elliot Karl.

Staff & staff support present: Ms. Kate Cimino, Ms. Amanda Koonjbeharry, Mr. Jacob Taintor, and Ms. Madeline McCue.

Minutes

Co-chair Ellis called the meeting to order at 9:02 am.

Opening and Approval of Minutes

Co-chair Marshall welcomed the commission and reviewed the proposed outcomes for this meeting (*see above*). He also reviewed the commission's charge, as specified by the City of Saint Paul, to make recommendations to the Mayor and the Saint Paul City Council regarding:

1. Alternative first response options to low-priority calls for service;
2. Approaches for ongoing community involvement in the City of Saint Paul's Community-First Public Safety Framework; and,
3. Consideration of the creation of a city-staffed office to integrate the initiatives and strategies of the Community-First Public Safety Framework.

Co-chair Marshall acknowledged the recent loss of D'Zondria Wallace and her children La'Porsha, and Ja'Corbie. He spoke about the human impacts of this commission's work and how domestic and sexual violence intersect with public safety. He encouraged commission members to take time in their small groups to reflect on this tragic loss.

Co-chair Marshall continued to the approval of the minutes of the previous meeting. A motion to approve the minutes as written passed with 24 votes.

Co-chair Marshall invited a commission member to lead the group in a moment of mindfulness, and then invited members to contact Ms. Amanda Koonjbeharry if they were interested in leading future mindfulness moments.

Chat and Connect

Co-chair Ellis introduced the next activity, in which members would be split into small breakout rooms to discuss what stood out to them from previous meetings and what thoughts they were bringing into this meeting.

Co-chair Ellis sent members to breakout rooms at 9:12 am.

While members were in breakout rooms, Ms. Kate Cimino greeted presenters and representatives from the city and county.

Co-chair Ellis welcomed members back at 9:33 am and invited them to share their reflections.

A commission member shared that their group discussed expertise and collaborations, gender-based violence, and the first-hand experiences of officers. They wanted to hear more from Harvard Government Performance Lab (GPL) about how an Office of Violence Prevention might be created and how it might incorporate a non-law-enforcement response. Their group also discussed recruitment and training of police officers and police unions.

Another commission member added that their group discussed how the creation of an alternative response model for low-priority calls could reduce response-times for those calls, ensure that they are addressed by better-suited personnel, and free-up officers for higher-priority calls.

A commission member expressed their group's concern about the possible effects on the community of the upcoming trial of the officers involved in the death of George Floyd. Another member of that group added their worries about further unrest and the re-traumatization of the community.

A commission member shared that their group discussed the difficulties associated with the unpredictability of calls and the challenge of keeping responders safe when weapons are involved.

Co-chair Ellis thanked the commission members for their thoughts and invited Ms. Kate Cimino to discuss community feedback.

Community Report

Ms. Cimino greeted the commission and shared four pieces of community feedback.

An anonymous commenter expressed their concern about historic levels of violent crime and suggested that understaffing of public safety was a part of the problem. They encouraged increased staffing and for the commission to examine both responsive and preventative methods to addressing violence.

John H.R. Piper asked about what kinds of programs the city will be developing in which citizens can be involved and empowered.

Catherine Marie Day offered a "Theory of Change" model about how humans feel the need to be a part of a community that cares about them. She offered herself as a resource to help the commission understand the theory of change model.

The Citizens League and the co-chairs were also cc'd on a letter addressed to Mayor Carter from the executive directors of Violence Free Minnesota and the Minnesota Coalition Against Sexual Assault (MNCASA). These organizations are statewide coalitions that represent more than a hundred organizations working to end domestic and sexual violence. The executive directors expressed their concern about a lack of representation on the commission for people working to address sexual violence. They asked the commission to include sexual violence in their considerations and recommendations. They shared statistics that sexual violence affects one in three women, one in seven men, and one in two transgender people, meaning that 70,000 people in Saint Paul are impacted and depend on trauma-informed public safety. They offered their resources and knowledge to the commission about creating public policy that effectively addresses domestic and sexual violence.

Ms. Cimino noted that the Citizens League has been in touch with Violence Free Minnesota and MNCASA to provide a deeper dive into these issues for the commission.

A commission member shared their support for the commission learning from existing networks and inquired about whether the commission could actively seek out other such networks from which to learn.

Co-chair Ellis agreed and explained that this was one of the objectives of the Inclusion subcommittee.

The Citizens League will be following up on feedback.

Presentations

Co-chair Ellis introduced and welcomed representatives from the Robina Institute: Dr. Ebony Ruhland is an Assistant Professor of Criminal Justice at the University of Cincinnati and Dr. Lily Gleicher is a research scholar at the University of Minnesota.

Dr. Ruhland and Dr. Gleicher presented about the Robina Institute's initial findings and took questions. *See Addendum A for details.*

Co-chair Ellis thanked Dr. Ruhland and Dr. Gleicher for their presentation.

Co-chair Ellis next welcomed Mr. Pete Nelson from the City of Saint Paul's Office of Technology and Communications who was to discuss a document sharing site for the Commission. However, encountering technical difficulties, Mr. Nelson's presentation was concluded and Co-chair Ellis dismissed the commission for a break at 10:32 a.m.

Co-chair Marshall reconvened the commission at 10:39 a.m.

Co-Chair Marshall introduced the next set of speakers: Mr. Andrew Bentley and Mr. Elliot Karl, representatives from the Harvard Government Performance Lab (GPL), were joined by commission member Ms. Sasha Cotton, the Director of the City of Minneapolis's Office of Violence Prevention.

Mr. Bentley and Mr. Karl presented about the GPL's continued work in response to the commission's feedback. *See Addendum B for details.*

Ms. Cotton presented about the Minneapolis Office of Violence Prevention. *See Addendum C for details.*

Co-chair Marshall thanked Mr. Bentley, Mr. Karl, and Ms. Cotton for their presentation.

Subcommittees

Co-chair Marshall explained that members would be split into their subcommittees for a facilitated discussion. Members were placed into breakout rooms at 11:11 a.m.

Co-chair Marshall reconvened the commission at 11:56 a.m.

Questions and Close

Co-chair Marshall shared his appreciation for the commission and thanked those who had volunteered to chair subcommittees.

Co-chair Marshall concluded the meeting at 11:57 a.m.



Minutes

Citizens League

City of Saint Paul Community-First Public Safety Commission

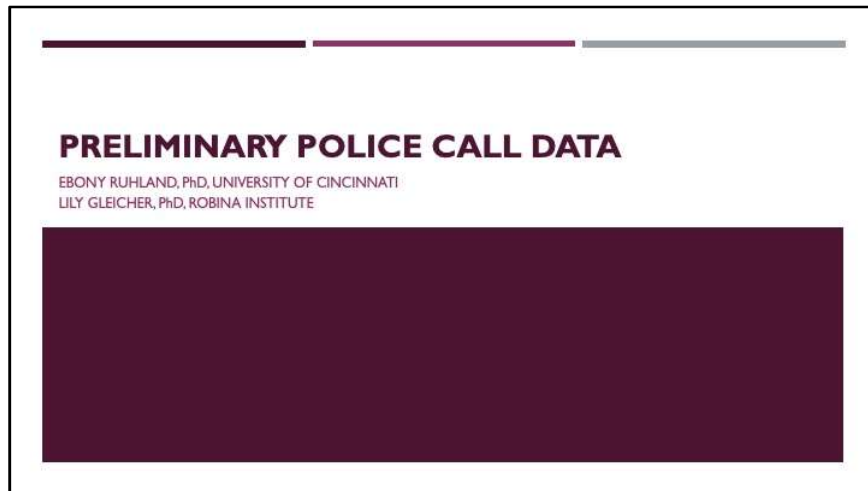
Wednesday, February 10th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Addendum A:

Presentation by Dr. Ebony Ruhland, Assistant Professor of Criminal Justice at the University of Cincinnati, and Dr. Lily Gleicher, a research scholar at the University of Minnesota.



Dr. Ruhland is the former research director of the Robina Institute.

This presentation offers preliminary data. More will be presented as it is analyzed.

BACKGROUND

- Robina's task
 - Analyze four and five priority level calls.
 - However, we are examining all calls
- Data requested from Ramsey County Emergency Communication Center (ECC) & St. Paul Police Department

While the Robina Institute was tasked with analyzing Priority 4 and Priority 5 calls, the Robina Institute has expanded the scope of their research to include all calls received through the 911 system.

The Robina Institute has been analyzing two datasets, one from the Ramsey County Emergency Communications Center (RCECC), and the other from the Saint Paul Police Department (SPPD).

These datasets include:

- Master identifications numbers, which are shared between the datasets;
- Type of incident;
- Priority level;
- Location of the incident; and,
- Outcome of the call.

Question response:

The data received by the SPPD identifies calls by specific location, not by police district.

Demographic data was requested but has not been provided by the SPPD. (The RCECC does not collect demographic data.)

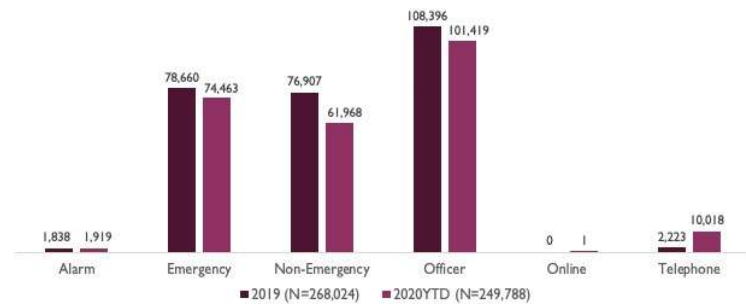
Question response:

The SPPD is collects demographic data by arrests. It is not clear whether the SPPD is collecting demographic data for suspects in calls for service.

Data collected by the RCECC is generally included in and expanded upon in the SPPD dataset, so this presentation focuses primarily on the more expansive SPPD dataset.

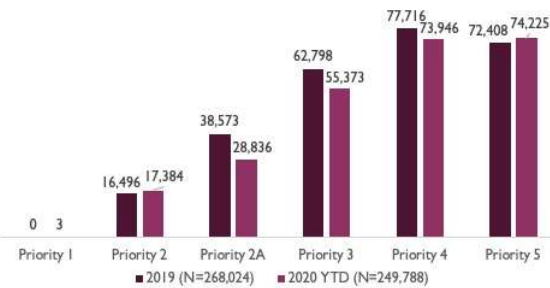
The Robina Institute received data from 2017 to December 13, 2020. This presentation focuses on data from 2019 through 2020.

CALL ORIGINS (2019 & 2020 YTD)



Calls enter the dispatch system primarily through one of three ways: “emergency” calls made to the 911 number, “non-emergency” calls made to the RCECC’s seven-digit phone number, or “officer-initiated” calls made by police officers. Officer-initiated calls made up the largest share of calls in 2019 and 2020.

NUMBER OF CALLS FOR 2019 & 2020 YTD BY PRIORITY LEVEL



Priority calls 4 & 5 account for more than half of all calls. In 2019 (56.0%) & 2020 (59.3%).

Priority 4 and Priority 5 calls account for more than half of all calls. In 2019, they accounted for 56.0% of calls, and in 2020, they accounted for 59.3% of all calls.

There were no Priority 1 calls in 2019, and there were only three Priority 1 calls in 2020.

TOP 5 CALLS BY PRIORITY LEVEL (2019 & 2020YTD)

Priority 2	Priority 2A	Priority 3	Priority 4	Priority 5
<ul style="list-style-type: none"> • Assist Medical Agency • Domestic Family Relationship • Assist Other Agency • Assist Fire Agency • Alarm Sounding/Assault 	<ul style="list-style-type: none"> • Traffic Stop • Investigate • Traffic Safety Init. • Problem Property • Disorderly Conduct/Theft 	<ul style="list-style-type: none"> • Suspicious Activity • Disorderly Conduct • Alarm Sounding • Investigate 911 Hang-up • Accidental Property Damage/Shots Fired 	<ul style="list-style-type: none"> • Disorderly Conduct • Assist Citizen • Previous Case Follow-up • Welfare Check • Disturbance Noise Complaint 	<ul style="list-style-type: none"> • Police Proactive Visit • Parking Complaint • Administrative Detail • Proactive Foot Patrols • Abandoned Vehicle

These lists represent the top five most common “incident types” for each priority level.

This list is not fully representative of the calls made in each category because it obscures prevalence of less common, but equally serious events. For instance, in 2020, there were 525 calls about criminal sexual conduct and over 1,700 calls about domestic violence; however, neither of these incident types were in the top five Priority 3 incident types because there were 55,373 Priority 3 calls in 2020.

The objective of the RCECC’s prioritization structure is to triage calls so that the most urgent, time-sensitive calls are addressed first. An incident’s priority level is not indicative of its severity or importance.

Question response:

Calls for service of the same incident type can be assigned different priority levels based on the circumstances of the call. For instance, an incident of disorderly conduct occurring less than twenty minutes ago could be a Priority 3 call, while the same incident occurring more than twenty minutes ago could be a Priority 4 call. There are other factors besides timing that affect prioritization.

TOP 3 CALL DISPOSITIONS BY PRIORITY LEVEL (2019 & 2020YTD)

Priority 2	Priority 2A	Priority 3	Priority 4	Priority 5
Advise/Assist	Advise/Assist	Advise/Assist	Advise/Assist	Advise/Assist
Records Received	Citation	Gone on Arrival	Records Received	Records Received
Gone on Arrival	Records Received	Records Received	Gone on Arrival	Citation

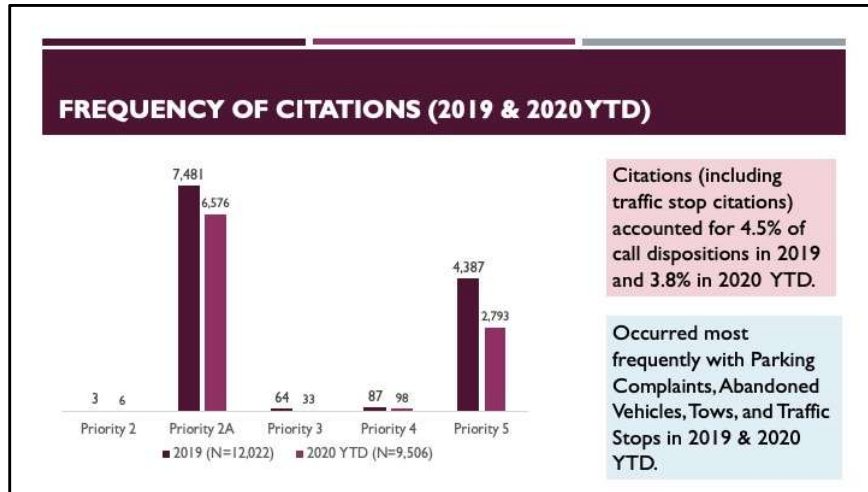
The most common call outcome for every priority level is “Advise and Assist,” in which the officer arrives at the scene of an incident and provides some form of assistance. A report may or may not be written.

For the “Records Received” outcome, a report is generally created and it is approved by a supervisor.

A “Gone on Arrival” outcome indicates that the incident was over by the time the officer arrived.

A “Citation” outcome indicates that a citation was given.

There are other dispositions that were not in the three of any category. One is a “mental health outcome,” in which the RCECC transfers a call to a crisis unit. In one year, there were only nine calls with “mental health outcome” dispositions.



Citations, including traffic stop citations, accounted for 4.5% of call disposition in 2019 and 3.8 % in 2020.

Priority 2A dominates the number of citations because it generally includes most traffic-related incidents.

Question response:

The Robina Institute does not have more detailed data about the nature of traffic-related Priority 2A calls for service.

NEXT STEPS

- | | |
|--|--|
| <ul style="list-style-type: none"> ■ <u>The next steps in the analysis will examine:</u> ■ Location of the calls ■ The incident by priority level by outcome ■ Response time from call received to on scene <ul style="list-style-type: none"> ■ By location ■ Time/day of the calls by priority level ■ Look further into officer-initiated calls | <ul style="list-style-type: none"> ■ <u>What we cannot analyze with current dataset:</u> ■ Racial Demographics* ■ Age* ■ Calls shared or transferred to other response units/people ■ Calls that require language access ■ "Routine" calls and potential escalation to higher levels |
|--|--|

The Robina Institute's next steps will be to understand:

- Are there certain areas that are generating different priority levels?
- Do incident type or priority level affect each other, or the outcome?
- Do location or priority level affect response time?
- Do time of day or day of week affect response time of calls with different priority levels?
- What are the characteristics of officer-initiated calls?

Question response:

The Robina Institute will be looking into the relative prevalence of incident types within Priority 4 & 5 calls.

The limitations of the available datasets prevent the Robina Institute from understanding:

- Demographics (this information could be acquired from the SPPD);
- Which calls are transferred to other response units;
- Which calls require language access (this information wasn't requested); and,
- Which calls escalate to higher priority levels (this information doesn't exist because the RCECC's priority levels are unaffected by how police triage an incident).

Question response:

One way to understand which calls escalate would be to look at individual police reports. The *best* way to understand escalation would actually be to do ride-alongs with the SPPD. Unfortunately, arrest data, which is easier to assess, would not be a good way to understand which calls escalate.



Minutes

Citizens League City of Saint Paul Community-First Public Safety Commission

Wednesday, February 10th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Addendum B:

A presentation by Mr. Andrew Bentley, Project Leader at the Harvard Government Performance Lab (GPL) and Mr. Elliot Karl, a GPL Innovation Fellow

This presentation marks the conclusion of Phase 1, in which the GPL has conducted a landscape analysis regarding the idea of an Office of Violence Prevention (OVP) to be considered for Saint Paul. This presentation is the GPL's final desktop research.

If the commission agrees to have the GPL proceed with research, Phase 2 will consider how an OVP might be designed and implemented in Saint Paul. Preliminary qualitative and case research would occur in March and research would be finalized in April. This research will include qualitative interviews and could investigate possible structures, staffing processes, and departmental frameworks specific to Saint Paul.

At this point, the commission will once again decide whether to include the GPL's work regarding an OVP in their recommendations to the Mayor. If so, in Phase 3, the GPL would incorporate their research into the final report at the instruction of the commission.

Themes of the initial landscape analysis provided at last week's meeting:

- **OVPs are relatively new institutions:** 11 out of the 17 OVPs reviewed were launched in last five years.
- **The OVP of Richmond, CA has been influential:** it was the first OVP and it has been credited with a significant decrease in gun violence.
- **OVPs have community-centric programming:** common programmatic objectives include violence prevention and interruption, re-entry, community development, and victim services.
- **OVPs address causes and effects of violence:** most OVPs have proactive programs to reduce the upstream causes of violence, and many OVPs have reactive programs to reduce the downstream effects of violence.
- **OVPs have small budgets:** OVP budgets range from <1% to 4% of police budgets.
- **Most OVPs do not engage in police reform or oversight.**
- **Most OVPs are housed under the executive branch:** a few are housed within public health departments.
- **OVPs have lean staffs:** OVPs, especially those in large jurisdictions, tend to focus on coordinating services rather than providing services directly.

Commission interest

According to survey results, the commission was most interested in how OVPs are structured, how the Richmond OVP operates, and what programs OVPs administer. The most frequent request was to see more OVPs profiled.

Questions from the commissioners:

- Structure **(12)**
- Richmond **(10)**
- Program trends **(7)**
- Specific program **(5)**
- Budget **(5)**
- More datapoints **(3)**
- Community / participation **(3)**
- Framing **(2)**
- Alternative response **(2)**

OVP programming for youth

Many OVPs (nine out of 17) offer programs that target youth. Of all programs offered by OVPs, 31.4% target youth exclusively. The most common types of youth-targeted programs were violence prevention & interruption and re-entry.

Number of OVPs with youth-specific programs:

- Prevention / Interruption / Service referral **(7 OVPs)**
 - Example: the Washington D.C. OVP has a pilot program called the Leadership Academy which provides wrap-around services to 40 of the highest risk students and their families.
- Re-entry / Services to criminal-justice-involved persons **(4 OVPs)**
 - Example: the Oakland OVP has a program called Oakland Unite that offers restorative justice to youth who have been arrested but not yet charged with a crime as an alternative to being sentenced.
- Domestic violence / Sexual assault / Trafficking **(2 OVPs)**
- Commission / Oversight / Task force **(2 OVPs)**
- Community activation / Development **(2 OVPs)**
- Restorative justice **(2 OVPs)**
- Coaching / Workforce development **(2 OVPs)**
- Victim services **(1 OVP)**
- Media / Communications **(1 OVP)**

OVP programming for specific neighborhoods

Seven out of 17 OVPs offer programs that target specific neighborhoods. Of all programs offered by OVPs, 26.8% are geographically contained. The most common types of location-specific programs were violence interruption and community activation.

Number of OVPs with location-specific programs:

- Prevention / Interruption / Service referral **(5 OVPs)**
- Community activation / Development **(3 OVPs)**
- Victim services **(2 OVPs)**
- Re-entry / Services to criminal-justice-involved persons **(2 OVPs)**
- Research / Technical assistance / Convening **(1 OVP)**
- Coaching / Workforce development **(1 OVP)**
- Restorative justice **(1 OVP)**

OVP programming addressing domestic violence

There are six programs in four jurisdictions that exclusively target domestic or sexual violence. These programs are diverse: they include providing education about dating violence in schools, providing mental health services to survivors of sexual / gender violence, and serving women exclusively.

OVP Profile: Richmond, CA

Launched: April 2007

Population: 100k

Staff: 8 full-time equivalent staff, 5 direct service providers

Funding: \$2 million, provided by:

- the City General Fund
- the Board of State & Community Corrections
- Chevron
- East Bay Community Foundation

Strategy & Programs: Focused on reducing and then eliminating gun violence

Programs:

- Violence interruption
- Victim services
- Community activation
- Capacity building
- Coaching

Did NOT include:

- Domestic violence prevention
- Restorative justice
- Re-entry
- Commission
- Police reform

Structure:

- Housed under executive
- Coordinated services
- Directly provided services
- Part of the national network of OVPs

Was NOT:

- Housed under the public health dept.
- Overseen by an advisory committee

The Richmond OVP has been associated with a 55% reduction in deaths and hospital visits and 43% fewer crimes. However, it has also been associated with a 16% increase in non-firearm deaths and hospital visits.

The Richmond OVP is a direct service provider.

OVP Profile: Los Angeles County, CA

Launched: April 2019

Population: 10 million

Staff: 12 full-time equivalents, 2 direct service providers

Funding: \$7M, provided by:

- A county parcel tax
- The National Violent Death Reporting System

Strategy & Programs: “Upfront, in-the-mix, the aftermath”

Programs:

- Violence interruption
- Victim services
- Community activation
- Capacity building
- Commission

Did NOT include:

- Re-entry
- Domestic violence prevention
- Coaching
- Restorative justice
- Police reform

Structure:

- Housed under public health dept.
- Coordinating services
- Overseen by an advisory committee
- Part of the national network of OVPs

Was NOT:

- Housed under the executive
- A direct service provider

The Los Angeles OVP has a strong, community-centric focus on racial justice. It is a relatively new entity and it is housed under the Los Angeles Department of Public Health, which has a long history of treating violence as a public health issue. Under the guidance of a community advisory board, it primarily focuses on preventative programs.

The Los Angeles OVP has an artist in residence who is using a storytelling project to elevate the voices of residents who have engaged with the criminal justice system and to help provide restorative justice.

Next steps

The GPL will now pursue the following objectives:

- Mapping the public safety ecosystem in Saint Paul;
- Identifying possible budget sources for an OVP;
- Building proposals for the structure, staffing, and performance indicators of an OVP;
- Developing a strategic plan for a potential OVP; and,
- Crafting a launch sequence for an OVP.

Question response:

If the commission does decide to recommend the creation of an OVP in the Saint Paul, its name does not have to include the word “violence.” Of the 17 reviewed OVPs, ten are called the “Office of Violence Prevention” and five are called the “Office of Neighborhood Safety.”



Minutes

Citizens League

City of Saint Paul Community-First Public Safety Commission

Wednesday, February 10th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Addendum C:

Presentation by Ms. Sasha Cotton, the director of the Minneapolis Office of Violence Prevention.



Ms. Cotton is a lifelong resident of Saint Paul. She has previously served on the City of Saint Paul's Police Civilian Review Commission.

Ms. Cotton can be reached at
sasha.cotton@minneapolismn.gov

The Public Health Approach — “Textbook” Definition



The public health approach to violence prevention is systematic and scientific, typically incorporating these four steps.

The Minneapolis Office of Violence Prevention (OVP) uses a public health approach to problem-solving:

1. Define the problem;
2. Identify risk & protective factors;
3. Develop & test prevention strategies; and,
4. Assure widespread adoption.

This approach is systematic and scientific.

Public Health Approach — Many Factors

- Social conditions matter
- Violence is not just the individual actions of “bad” people
- The social-ecological model considers the interplay between all factors that put people at risk for or protect people from experiencing or perpetuating violence



Source: CDC

The Minneapolis OVP also uses socio-ecological model to understand what types of environments produce violence. Individuals experience violence, as victims and as perpetrators, as a result of the social conditions of their environment.

Understanding Solutions — Prevention Continuum



The Minneapolis OVP uses the same system as the Los Angeles OVP to organize approaches to violence prevention.

“Up Front” refers to a primary prevention model, aiming to prevent violence before it happens.

“In the Thick” refers to a secondary prevention model, aiming to identify those most at-risk.

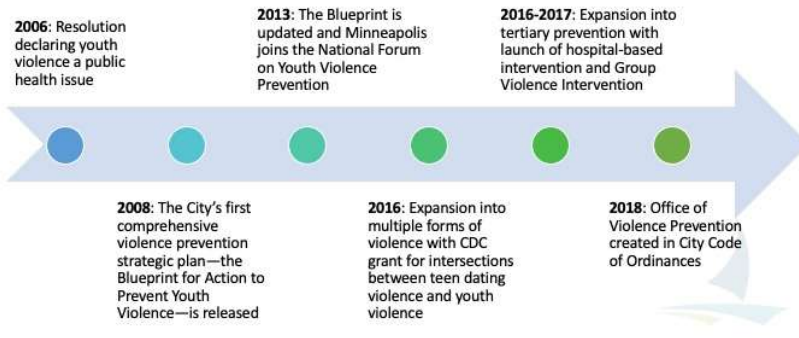
“Aftermath” refers to a tertiary prevention model, aiming to interrupt patterns of violence.

The Minneapolis Office of Violence Prevention (OVP)

- We use a public health approach to help ensure that everyone can be free from violence.
- Created in 2018 through an amendment to the Minneapolis Code of Ordinances
- Created to provide strategic direction and coordination for efforts to reduce the risk of violence on an enterprise-wide basis through a variety of linked strategies
- Launched in 2019

The Minneapolis OVP was created by ordinance in 2018 and launched in 2019. It was designed to provide strategic direction and coordination for efforts to reduce the risk of violence and developing a city-wide strategy to prevent violence.

How did we get here?



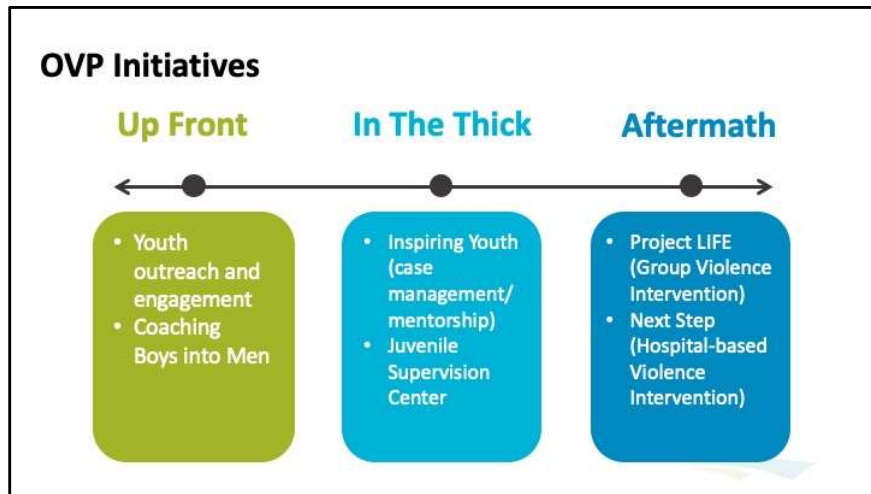
Minneapolis has been working on violence prevention as a public health issue, especially for young people, since 2006.

We are guided by a number of core beliefs.

- Violence is not inevitable. The same as with other health conditions, we can prevent and treat violence, and we can heal from it.
- Violence has roots in social, economic, political and cultural conditions.
- Violence takes an unequal toll on communities of color and on specific neighborhoods in Minneapolis. This work must be done through an equity lens.
- Everyone has a role to play in creating communities that don't include violence. It takes us all to make our communities safe, healthy, hopeful, and thriving.

The Minneapolis OVP is guided by a set of core beliefs:

1. Violence is not inevitable and it can be prevented and treated like other pandemics;
2. Violence is rooted in social, economic, political, and cultural conditions, and violence can be prevented by changing those conditions.
3. Violence takes an unequal toll on communities of color and addressing violence will require paying attention to the individuals and communities most impacted by it;
4. Everyone, even those who are not directly impacted, needs to be involved in the solution.



Programs in the “Up Front” category tend to focus on younger young people, generally between elementary school and early high school. The OVP works with the Minneapolis Youth Coordinating Board to engage with young people in pro-social activity. One program, **Coaching Boys into Men**, is a partnership with the CDC to educate male student athletes about healthy relationships, domestic violence, and how to intervene.

Programs in the “In the Thick” category tend to focus on high-risk young people and adults. The **Inspiring Youth** program helps high-risk middle schoolers before they are put on probation. The **Juvenile Supervision Center** is a 24/7 facility that serves as an alternative to a secure juvenile detention center.

Programs in the “Aftermath” category tend to focus on gun violence. **Project LIFE** is a group violence intervention that uses a harm-reduction methodology to mitigate retaliatory violence amongst gang members. The **Next Step** program is a hospital-based intervention to help prevent victims from experiencing further violence: 10% of victims in the program return to the hospital, versus 40% of those not in the program.

The way we do our work

Evidence Based Violence Prevention Programs	Capacity Building Training and Innovation	Community Engagement
<ul style="list-style-type: none"> • Group Violence Intervention • Cure Violence/ Interrupters • Hospital Based Program (Next Step) 	<ul style="list-style-type: none"> • Blueprint Approved Institute Fellowship • Office of Violence Prevention Fund • Micro-Grants 	<ul style="list-style-type: none"> • Community Navigators • Pop up Parks • Youth Violence Prevention Week

The Minneapolis OVP has divided their work into three buckets:

1. Evidence-based violence prevention programs. These include **Project LIFE**, **Next Step**, and the OVP's **Cure Violence** work. These are nationally recognized best practices that the Minneapolis OVP is working with technical support to implement on a local level.
2. Capacity-building training and innovation. This work helps build capacity for small, grassroots violence-prevention organizations in Minneapolis. The OVP also provides grants and helps programs perform evaluations.
3. Community engagement. **Community Navigators** is a program co-led by PD & OVP. The OVP partners with the Minneapolis Park & Recreation Board to run **Pop-up Parks**, mobile parks for older youth in summer evenings. The OVP celebrates the **Youth Violence Prevention Week**, a yearly event, the hallmark of which is the **Bridges to Manhood Conference**, supporting 300 young men of color.

We work to break the cycle of violence in partnership with hospitals.

- The Next Step program connects victims of violent injury to resources and support in partnership with HCMC and North Memorial.
- Next Step staff provide immediate bedside support for participants and their families.
- Staff also provide long-term community-based follow up for participants who want further support with changing their lives and stopping the cycle of violence.



Image credit: Minnesota Public Radio

Next Step is the Minneapolis OVP's hospital-based intervention program. It is running at Hennepin County Medical Center and North Memorial and will be expanding to Abbott Northwestern this summer.

Next Step aims to mitigate retaliatory violence by offering support and services to hospitalized victims. Services include housing, employment, mental health services, affordable healthcare, case management, mentorship, and others.

Next Step has a positive impact on the cycle of violence.

- Next Step has served over 400 participants since launching in July 2016.
- During the program's first year, only 3% of participants returned to HCMC with a same or similar injury (n=101).



We work to address the actions of gangs/groups most responsible for driving serious violence in the City through Project LIFE.

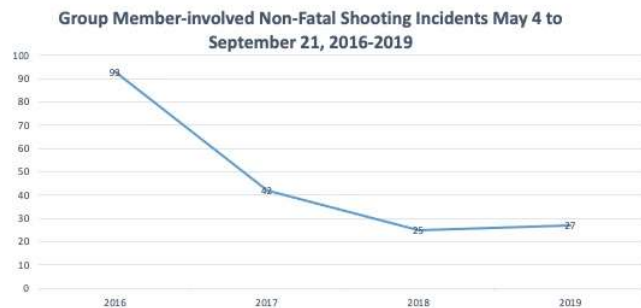
- Project LIFE is the local implementation of a national evidence-based practice called Group Violence Intervention (GVI).
- GVI is based on data that suggests that a relatively small number of individuals drive a large share of violence in cities.
- It relies on a partnership between community members, social service providers, and law enforcement acting together to address the actions of gangs/groups most responsible for driving serious violence.
- The approach employs moral engagement and a legitimate and credible offer of support and services for those wishing to make a change, offering group members an “honorable exit” from committing violence and providing resources and a path for those who want to change.
- In 2016 (prior to GVI), there were 93 group-member involved non-fatal shootings in Minneapolis between May 4 – September 21. In 2017 (the first year of GVI implementation), the number of group-member involved non-fatal shootings between May 4 – September 21 dropped to 42. In 2018, the number dropped again, to 25 for the same period. In 2019, there were 27 during the period.

Project LIFE is a Group Violence Intervention project based on a national best practice model. It has a three-pronged approach that brings together communities, social services, and law enforcement. Its guiding principles are:

1. Violence will not be tolerated;
2. Individuals who are involved with violence are valuable and worthy of safety; and,
3. There are consequences for involvement in gun violence.

Project LIFE provides immediate harm-reduction services and long-term support.

Project LIFE - Results



Following the implementation of **Project LIFE** in 2017, group-member-involved non-fatal shootings have decreased significantly. This decrease can be attributed to a culmination of violence-prevention strategies, of which **Project LIFE** is only one. While the data is not yet available, an increase in 2020 is expected.

We put credible Outreach Workers on the streets to interrupt violence.

- Trusted community members work as outreach workers on neighborhood-specific teams. They detect potentially violent situations and use informal mediation, non-physical conflict resolution, and interruption expertise to de-escalate before they become violent.
- Pilot phase launched in South and North Minneapolis in fall 2020.
- Pilot was intended to be a timely, visible, positive, and peaceful presence in communities in the face of immediate concerns around violence.
- Pilot is also intended to generate information and insight into what longer-term, broader implementation can look like. As part of that, we intend to engage expert technical assistance, community, and partners in designing longer-term monitoring and evaluation strategies.



The Minneapolis OVP deployed a six-week pilot of an interrupter model in Fall 2020. The OVP is now working with the national **Cure Violence** program to refine the program and to rollout an enhanced interrupter strategic outreach model this spring.

Blueprint Approved Institute Fellowship

The Blueprint Approved Institute supports grassroots community organizations doing violence prevention work

Build skills and increase organizational capacity

Funding to put their capacity building into practice, supported with hands-on guidance from OVP and a cohort of peers

Enhances agencies' services and increases their ability to secure other funds and opportunities.



One of the Minneapolis OVP's capacity-building programs is the **Blueprint Approved Institute Fellowship**, ; it provides a micro-grant and about \$50,000 worth of training and technical assistance to increase their organizational capacity.

We support community-driven strategies for violence prevention.

- Investments in community-led strategies:

- Community building
- Arts/activation
- Youth skills training
- Street outreach
- Trauma awareness and resilience training
- Race/restorative justice conversations
- Community meals
- Resource referrals
- More

In 2020, the Office of Violence Prevention invested \$325,000 in 10 agencies. The recipients:

- carried out over 100 events
- engaged over 7,400 people in programming
- served over 5,700 meals
- provided stipends and meaningful skills training to 44 young people
- had 1,600 outreach contacts/connections to resources
- reported over 160 partnerships in action across the City

The OVP Fund provides allocations of \$15,000, \$20,000, and \$25,000 of supportive funding to agencies already working on the ground.

Question response:

The Minneapolis OVP has a staff of six but will be expanding to a staff of 22 in 2022.

Question response:

The Minneapolis OVP was created to house all of the programs that the city of Minneapolis wanted to pursue. Other cities offering a less-robust set of programs have created OVPs with focused, concentrated efforts.

Question response:

The Minneapolis OVP is largely funded by the City of Minneapolis's General Fund and by grants from the US Department of Justice and the Centers for Disease Control. The OVP receives minimal philanthropic funding, instead directing its philanthropic partners toward the grassroots organizations that the OVP supports.



Minutes

Citizens League City of Saint Paul Community-First Public Safety Commission

Wednesday, February 24th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Commission Members present: Co-chair John Marshall, Co-chair Acooa Ellis, Councilmember Mitra Jalali, Ramsey County Board Chair Toni Carter, Ms. Chauntyll Allen, Mr. Derek Anders-Turner (designee for Ms. Suwana Kirkland), Mr. Ahmed Anshur, Mr. Cedrick Baker, Mr. Sami Banat, Mr. Jason Barnett, Rev. Dr. Ron Bell, Ms. Monica Bravo, Mr. Scott Burns, Mr. Elliot Butay (designee for Ms. Sue Abderholden), Ms. Chikamso Chijioke, Mrs. JoAnn Clark, Mr. Sam Clark, Ms. Sasha Cotton, Ms. Sierra Cumberland, Ms. Natalia Davis, Mr. Julio Fesser, Mr. Ameen Ford, Ms. Anna-Marie Foster, Ms. Simone Hardeman-Jones, Ms. Suwayda Hussein, Mr. David Squier Jones, Ms. Laura Jones, Ms. Clara Juneman, Ms. Farhio Khalif, Ms. Alicia Lucio, Ms. Wintana Melekin, Mr. Stephen Moore, Mr. Amin Omar, Mr. Frank Ortiz, Ms. Maureen Perryman, Ms. Amy Peterson, Dr. Suzanne Rivera, Mr. Mark Ross, Mr. Garaad Sahal, the Honorable Nikki Starr, Mr. Mario Stokes, Ms. Olyvia Rayne Taylor, Ms. LyLy Vang Yang, Mr. Teshite Wako, Mr. Jai Winston, Ms. Heather Worthington, Mr. Pheng Xiong, and Mr. Otis Zanders.

Members not present: Ms. Sue Abderholden, Rev. Dr. Ron Bell, Ms. Monica Bravo, Mr. Ameen Ford, Ms. Suwayda Hussein, Ms. Suwana Kirkland, Ms. Wintana Melekin, and Ms. Olyvia Rayne Taylor.

Special guests: Ms. Artika Roller and Ms. Shelley Cline.

Staff & staff support present: Ms. Kate Cimino, Ms. Amanda Koonjbeharry, Mr. Jacob Taintor, and Ms. Madeline McCue.

Minutes

Co-chair Ellis called the meeting to order at 9:00 am.

Opening and Approval of Minutes

Co-chair Ellis welcomed the commission and reviewed the commission's charge, as specified by the City of Saint Paul, to make recommendations to the Mayor and the Saint Paul City Council regarding:

1. Alternative first response options to low-priority calls for service;
2. Approaches for ongoing community involvement in the City of Saint Paul's Community-First Public Safety Framework; and,
3. Consideration of the creation of a city-staffed office to integrate the initiatives and strategies of the Community-First Public Safety Framework.

Co-chair Ellis continued to the approval of the minutes of the previous meeting. A motion to approve the minutes as written passed with 26 votes.

Co-chair Ellis invited a commission member to lead the group in a moment of mindfulness.

Chat and Connect

Co-chair Marshall introduced the next activity, in which members would be split into small breakout rooms to discuss what thoughts they were bringing into this meeting.

Co-chair Marshall sent members to breakout rooms at 9:13 am.

While members were in breakout rooms, Ms. Amanda Koonjbeharry greeted presenters and representatives from the city and county.

Co-chair Marshall welcomed members back at 9:23 am and invited them to share their reflections. Co-chair Marshall began by sharing his group's eagerness to begin crafting recommendations.

One group representative added that they discussed their concerns about youth, law enforcement, community safety, and the upcoming Chauvin trial.

Two other commission members shared that their groups were also thinking about the Chauvin trial.

Co-chair Marshall thanked the commission members for their thoughts and invited Ms. Koonjbeharry to discuss community feedback.

Community Report

Ms. Koonjbeharry greeted the commission and encouraged members to continue sharing the links to provide feedback.

She explained that a subset of commission members has been planning the town hall events, which will occur in several series and will seek to inform the community about the commission's charge; hear comments and insights from community members; and share and discuss discussions both initial and final recommendations.

Commission Updates

Ms. Kate Cimino explained the plan for honing the commission's mission and fulfilling the commission's charge for the next meetings. The first priority of the commission will be to assess the possibilities for an alternative response to Priority 4 & 5 call and to develop pertinent recommendations.

How we will proceed with the "office of violence prevention" segment of our charge:

The creation of a city-staffed violence prevention office & community engagement platform, while an equal priority, will be concurrently addressed with the understanding that the commission's charge is to *begin* consideration of these programs, not necessarily to provide cohesive recommendations regarding their creation and structure. The consideration of these programs, as part of the mayor's Community-First Public Safety initiative, will continue past the completion of this commission.

Ms. Cimino laid out the commission's goals for the recommendations regarding violence prevention office:

- Determine whether to recommend an Office of Violence Prevention;
- Consider what to name such an office;
- Identify the office's general programmatic focus;
- Suggest where the office would be housed within the government; and,
- Suggest whether to include an ongoing community advisory function connected to the office.

Commission members will be able to share their thoughts on these questions via survey.

During future meetings, representatives from the Harvard Government Performance Lab (GPL) will present their findings from a national scan and exploration of a potential Office of Violence Prevention in Saint Paul.

A final survey of the commission will be conducted in April to understand members' thoughts on these questions. Results will be shared with the commission and will be incorporated into recommendations.

Commission members are invited to continue their involvement following the conclusion of the commission. Members can reach out to Andrew Bentley directly at abentley@hks.harvard.edu.

How we will proceed with the P4-5 alternative response segment of our charge:

In keeping with our focus on alternative response to low-priority calls, the objective of this meeting today will be to identify specific types of Priority 4 and 5 calls for service that Commission members want to address and develop a recommendation for alternative response.

Ms. Cimino presented a review of the information has been presented to the commission about the current response to Priority 4 and 5 calls. *See Addendum A.*

Ms. Cimino dismissed the commission for a break at 10:25 am.

Ms. Cimino reconvened the commission at 10:32 am.

Prioritization Activity

Ms. Koonjbeharry led the commission in a consensus workshop to help the commission begin to identify which specific call types they felt were most in need of an alternative response. Ms. Koonjbeharry explained: following a review of the call types within Priority 4 and 5 calls, members will identify the 10 call types that they feel are most in need of an alternative response and which call types they needed to learn more about. They will then be asked to refine their list to the most important 5. Commission members will be split into small groups and each group will deliberate and ultimately decide on which four call types they feel most strongly about. Commissioners will share and discuss these lists.

Ms. Koonjbeharry began by reviewing the call types, as shown in *Addendum A*. Members identified their top 10 and top 5 call types. Ms. Koonjbeharry dismissed members into small groups at 10:55am.

Ms. Koonjbeharry reconvened the meeting at 11:17am.

Ms. Koonjbeharry invited commission members to share their groups' conclusions.

Group 1

- **Juvenile**
- **Disorderly conduct**
- **Welfare check**
- **Narcotics**

Group 2

1. **Assist citizen** (5 votes)
2. **Welfare check** (4 votes)
3. **Juvenile** (4 votes)
4. **Disorderly conduct** (3 votes)
5. *Category: Vehicles* (2 votes)
6. **Disturbance/noise complaint** (2 votes)

Group 3

1. *category: Nuisances*
2. *category: Vehicles*
3. **Juvenile**
4. *general: Opportunities to decriminalize*

Group 4

- *category: Persons in Crisis*
- **Child abuse**
- **Violation of an order for protection**
- **Juvenile**

5. **Welfare Check**
6. *general: Theft, Burglary, Robbery*

- **Civil problem**
- **Motor vehicle theft**
- **Graffiti**

Group 5

- **Juvenile**
- **Welfare check**
- **Disturbance/noise complaints**
- **Assist citizen**

Group 6

- **Juvenile**
- **Civil problem**
- **Welfare check**
- **Disorderly conduct**

Note: Some groups ranked their results while others did not.

A member of Group 2 noted that moving the response to vehicle-related calls away from police could free up some of the many police resources devoted to vehicle-related calls.

A member of Group 5 highlighted that by focusing on call types that make of a large portion of calls for service, the commission could make a big impact by a narrow list of frequent call types.

Presentation

Co-chair Marshall introduced Ms. Artika Roller, the executive director of the Minnesota Coalition Against Sexual Assault (MNCASA), and Ms. Shelley Cline, the executive director of the Saint Paul & Ramsey County Domestic Abuse Intervention Project (SPIP).

Co-chair Marshall welcomed Ms. Roller and Ms. Cline.

Ms. Roller and Ms. Cline presented about how public safety intersects with domestic and sexual violence. *See Addenda B and C for details.*

Co-chair Marshall thanked Ms. Roller and Ms. Cline for their presentations.

Questions and Close

Co-chair Marshall thanked the commission and concluded the meeting at 12:02 p.m.



Minutes

Citizens League

City of Saint Paul Community-First Public Safety Commission

Wednesday, February 24th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Addendum A:

Presentation by Ms. Kate Cimino, the Executive Director of the Citizens League.

What We Know

A summary of what we've learned
so far about Priority 4-5 calls.

 Citizens League

Ramsey County Emergency Communications Center

Calls for Service

- Emergency (911)
- Officer-initiated
- Non-emergency (7-digit)
- Text-to-911

Officer-initiated calls made up a plurality of calls in 2019 & 2020 (40.4%, 40.6%).

8–10 telecommunicators enter call into dispatch system and assign priority

From the Ramsey County Emergency Communications Center (RCECC), the commission learned that the RCECC receives four types of calls for service:

1. Emergency calls, when the caller dialed 911;
2. Non-emergency calls, when a caller dials the seven-digit non-emergency number;
3. Officer-initiated calls, when a first responder makes a call; and,
4. Text-to-911 calls, when a caller texts 911.

Officer initiated calls make up a large portion of the calls.

The RCECC uses these definitions for call priorities.

Situations of the same call type can have different priorities levels, depending on risk level, violence, threat to life or property, and recency.

Situations resulting in Priority 4 and 5 calls are generally non-violent, less urgent, and not occurring in the moment. Similar calls that are happening in the moment are generally assigned higher call priorities.

Ramsey County ECC

RCECC Call Priorities

- **Priority 1:** a responder is down
- **Priority 2:** in-progress crimes that endanger life or property
- **Priority 2A:** higher-risk officer-initiated events
- **Priority 3:** crimes that occurred <20 minutes ago
- **Priority 4:** crimes that occurred >20 minutes ago
- **Priority 5:** quality-of-life calls, administrative activities
- **Priority 6:** test calls
- **Priority 7:** off duty

Ramsey County ECC

Top call types by priority (2019 & 2020)

Priority 2	Priority 2A	Priority 3	Priority 4	Priority 5
<ul style="list-style-type: none"> • Assist Medical Agency • Domestic Family Relationship • Assist Other Agency • Assist Fire Agency • Alarm Sounding/Assault 	<ul style="list-style-type: none"> • Traffic Stop • Investigate • Traffic Safety Init. • Problem Property • Disorderly Conduct/Theft 	<ul style="list-style-type: none"> • Suspicious Activity • Disorderly Conduct • Alarm Sounding • Investigate 911 Hang-up • Accidental Property Damage/Shots Fired 	<ul style="list-style-type: none"> • Disorderly Conduct • Assist Citizen • Previous Case Follow-up • Welfare Check • Disturbance Noise Complaint 	<ul style="list-style-type: none"> • Police Proactive Visit • Parking Complaint • Administrative Detail • Proactive Foot Patrols • Abandoned Vehicle

According to the University of Minnesota's Robina Institute of Criminal Law and Criminal Justice, these are the most frequent call types occurring in each priority level.

A point of interest is that disorderly conduct appears in the top five call types in Priority 2A, Priority 3, and Priority 4. This is a good indication of how situations of the same call type can be assigned different priority levels.

Question response:

Judge Nicole Starr: The definition of disorderly conduct does use subjective language that can cause disparate results. Disorderly Conduct is defined as:

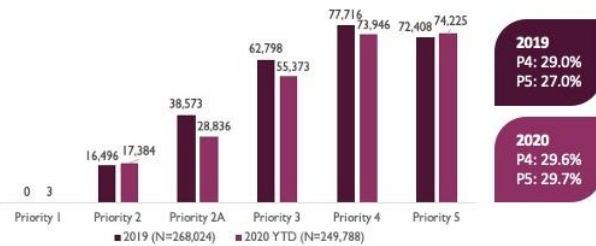
Whoever does any of the following in a public or private place, including on a school bus, knowing, or having reasonable grounds to know that it will, or will tend to, alarm, anger or disturb others or provoke an assault or breach of the peace, is guilty of disorderly conduct, which is a misdemeanor:

- 1. engages in brawling or fighting; or*
- 2. disturbs an assembly or meeting, not unlawful in its character; or*
- 3. engages in offensive, obscene, abusive, boisterous, or noisy conduct or in offensive, obscene, or abusive language tending reasonably to arouse alarm, anger, or resentment in others.*

A person does not violate this section if the person's disorderly conduct was caused by an epileptic seizure.

Ramsey County ECC

Priority 4 & 5 calls account for more than half of all calls



The Robina Institute has also found that Priority 4 & 5 calls account for more than half of all calls.

Ramsey County ECC

Call priorities change as telecommunicators get more information from callers.

Call priorities for call types can differ in accordance with the specifics of a situation.

ECC call priorities determine the order in which calls appear in the pending queue.

It is important for the commission to understand that call priorities can change. Priority level can and will change as telecommunicators get more information about a situation.

Priority level determines the order in which calls appear in the queue. High priority calls appear closer to the top of the queue and are responded to first, while low priority calls appear at the bottom and may have to wait longer for a response.

Ramsey County ECC

Dispatchers use the info from the telecommunicator to assign a call to a first responder agency.

- Police officers
- Fire departments and paramedics
- Other types of agencies, including Ramsey County Mental Health Crisis Services

The RCECC can dispatch calls to many different agencies. They currently dispatch calls to police departments, fire departments, paramedics, and other agencies including the Ramsey County Mental Health Crisis Services.

Saint Paul Police Department

Calls are dispatched to specific officers directly from the ECC through computers inside their squad cars.

Officers can see the pending queue and can interact with dispatchers.

Officers can swap calls, self-assign to calls, or decline calls due to inadequate personnel (if they are solo and the call requires two officers).

Call priorities change as officers learn more and as the situation changes.

Officers can see the pending queue of calls for service. While calls are generally assigned to specific officers by dispatchers, officers can swap calls, self-assign to calls, or decline calls if they are by themselves at the call would require a team of two.

Call priorities can also change as officers learn more about a situation.

Default Priority 4-5 situation types

Categories suggested for discussion

- **Persons in crisis / in need (certain situations)**
- **Theft, burglary, damage, and illegal activities**
- **Noise, disturbances, and animals**
- **Traffic, parking, and accidents**
- **Administrative and follow-up**
- **Proactive outreach**

The Citizens League has *created* a framework for categorizing call types to assist the commission in discussing the response to these types of calls for service. These categories are not used by the RCECC or any law enforcement agencies: they are solely for the use of this commission. These categories can be changed or discarded however the commission sees fit.

Our Category: Persons in Crisis / In Need

RCECC types of calls

<p>P4:</p> <ul style="list-style-type: none"> • Assault: a person is physically injured by another • Assist citizen: general assistance ** • Child abuse: Child injured by an adult with authority over the child • Civil problem: no crime occurred • Dispute: disagreement between 2+ persons • Drunk person: not in control of a vehicle • Harassing phone calls: Nuisance calls, telephone threats, general harassment • Juvenile: curfew violation, statutory offense, general problems • Missing person: juvenile runaway, missing child/adult • Violation of an order for protection • Welfare Check ** 	<p>P5:</p> <ul style="list-style-type: none"> • Lockout: keys locked in vehicle or residence, child locked in a structure, fire hazard in a locked structure • Lost property • Warrant: check for person with a warrant, warrant arrest • Miscellaneous requests for service <p><small>** One of the Top 5 most frequent call types in this Priority level</small></p>
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Citizens League

These are the Priority 4 & 5 call types that the Citizens League has categorized as “Persons In Crisis / In Need.”

These situations are not urgent, not violent, and generally have occurred more than 20 minutes before the call for service.

Stars indicate that that call type is one of the top five most frequent call types in that category, as determined by the Robina Institute (see slide 3).

Question response:

Mr. Matt Toupal, SPPD: “Assist Citizen” is a catch-all category for a wide variety of calls that do not fit into other call types. Example of such situations include a person struggling with a broken-down car, a disabled person in need of help, or a suspicious individual walking around a neighborhood. Note: Police no longer carry tools to address lockouts.

Ms. Nancie Pass, RCECC: “Assist Citizen” is a catch-all bucket for when a person needs any kind of assistance. Other examples include a person in need of help getting their belongings out of a residence, support during a contentious transfer of children from the custody of one parent to another, or supervision during the exchange of an item sold online.

Question response:

Ms. Nancie Pass, RCECC: Calls for service regarding mental health crises can be dispatched to police, fire departments, or the Ramsey County Mental Health Crisis Line. It depends on the circumstances and it is triaged at the RCECC.

Question response:

Commission member: From personal experience, welfare checks include can include knock-and-talks, “I haven’t heard from my neighbor,” or a concern about someone out in public who may need assistance.

Mr. Mark Ross, SPPD: Other examples include employers calling about out-of-character no call/no show employees and out-of-state family or friends who are struggling to make contact with someone they are worried about.

Our Category: Theft, burglary, damage, and illegal activities

RCECC types of calls

P4:

- Burglary: forced entry to a structure by an unauthorized person
- Criminal damage to property: intentional damage
- Fraud/forgery: fraudulent or forged document, illegal use of financial document or credit cards
- Graffiti: marking property without the property owner's permission
- Narcotics: manufacture or use of illegal drugs
- Robbery: property taken with force/weapon used or threatened
- Shoplifter: in security custody

P5:

- Recovered property: found item, recovered property stolen in another jurisdiction

*** One of the Top 5 most frequent call types in this Priority level*

Call that fall into this category—Theft, burglary, damage, and illegal activities—may require a law-enforcement response. None of these call types appear in the top five call types in Priority 4 or 5 (these calls may instead be given a higher priority level).

Our Category: Noise, disturbances, and animals

RCECC types of calls

P4:

- Animal complaint: animal bite, barking dog, loose/vicious animal
- Disorderly conduct: an individual/group acting in a manner that is a quality-of-life event (no apparent crime) **
- Disturbance/noise complaint: loud music, vehicles, parties **
- Solicitor: permit use, area prohibition, request to check on them

P5:

- Barking dogs
- Fireworks: illegal fireworks, noise complaint
- Loud party or radio

*** One of the Top 5 most frequent call types in this Priority level*


This category—Noise, disturbances, and animals—includes two very substantial call types. Both disorderly conduct and disturbances/noise complaint appear in the top five call types in Priority 4.

Our Category: Traffic, parking, and accidents

RCECC types of calls

<p>P4:</p> <ul style="list-style-type: none"> • Accident: accident with property damage in which all drivers exchange info • Dangerous condition: hazard to vehicle/pedestrian traffic • Motor vehicle theft: unauthorized use of a motor vehicle • Theft from auto: property taken from vehicle without weapons, force, or confrontation • Theft: property taken with no forced entry, threat, force, or confrontation 	<p>P5:</p> <ul style="list-style-type: none"> • Abandoned vehicle: legally parked but unoccupied for an extended period ** • B-Tow: Vehicle towed for an ordinance violation • County maintenance: Notify the on-call Public Works employee • Parking complaint: illegally parked vehicle ** • Tow: when no other incident number applies
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*** One of the Top 5 most frequent call types in this Priority level*

 **Citizens League**

Calls related to vehicles are frequent. This category—Traffic, parking, and accidents—includes two of the top five call types in Priority 5: abandoned vehicles and parking complaints.

Question response:

Ms. Nancie Pass, RCECC: Depending on the circumstances, the RCECC is able to dispatch calls to animal control and to parking enforcement officers during the times that those agencies are open. When they are closed, those calls are directed to police. Animal Control is open 8:30am – 5pm on weekdays and 9am – 5pm on weekends. Parking Enforcement is open 7am – midnight every day.

Mr. Matt Toupal, SPPD: Parking Enforcement is part of the SPPD. Animal Control is housed under the Department of Safety and Inspections (DSI). There are other arrangements like that of Animal Control and Parking Enforcement, in which calls are dispatched from the RCECC directly to an alternative first-response agency during that agency's limited working hours and instead dispatched to police after-hours. The DSI, for instance, handles many issues regarding unhoused persons during the workday.

Question response:

Commission member: Metro Transit Police has full statutory police authority over transit lines and stations.

Commission member: Metro Transit Police have the same authority as local police departments on public transit in any jurisdiction. Transit and local agencies assist and take calls from each other depending on availability and resources.

Question response:

Ms. Nancie Pass, RCECC: Cars can be towed as abandoned vehicles if they have not been moved 48 hours after their location has been verified by a parking enforcement officer.

Our Category: **Administrative or follow-up**

RCECC types of calls

P4:

- Code enforcement: officer requested to enforce a building, fire, or other code
- Previous case number: follow-up on a previous incident **

P5:

- Administrative detail **

*** One of the Top 5 most frequent call types in this Priority level*

Administrative or follow-up calls are also frequent. This category includes previous case number and administrative detail, which are in the top five call types in Priority 4 and 5, respectively.

Our Category: **Proactive outreach**

RCECC types of calls

P4:

- none

P5:

- Community oriented outreach event: officer attending a community event
- Proactive foot patrol **
- Police proactive visit **

*** One of the Top 5 most frequent call types in this Priority level*

Proactive outreach includes proactive foot patrol and police proactive visit, both of which are in the top 5 call types in Priority 5.

Question response:

Mr. Matt Toupal, SPPD: These proactive calls do escalate, changing in call type and priority level as situations change in real time.

Mr. Mark Ross, SPPD: Call types and priority levels also change as officers arrive on scene and gather more information. Telecommunicators assign initial call types with very limited information gathered from callers. Sometimes a call priority does not change in the dispatch system if an officer determines they can handle the situation. Examining police reports may be a better way to understand which calls escalate and why.

Discussion about how calls regarding unsheltered persons may be categorized

Question response:

Ms. Kate Cimino, Citizens League: Calls about unhoused persons probably would not fall into any one category: it would depend on the situation that best fits the call type. Call type and priority would vary if, for instance, someone was asking for assistance, if they were intoxicated, if they were experiencing a mental health crisis, if they were causing a disturbance, if they were violent, or if they were hurt.

Mr. Mark Ross, SPPD: In my experience, the calls that come in regarding unhoused persons are most frequently categorized as a welfare check or dangerous condition as it relates to an immediate issue or danger.

Ms. Nancie Pass, RCECC: Yes, it would depend on the situation. Calls regarding unhoused persons are often categorized as “Assist Citizen” or “Code Enforcement.” However, the RCECC may not know that a person is unhoused until a first responder arrives and makes that observation.

Mr. Matt Toupal, SPPD: Yes, it would depend on the situation. Call location may also help determine the appropriate response. If the location is at an encampment, for instance, that would provide important context for the call.

Ms. Nancie Pass, RCECC: If the call is about a homeless encampment, it can be dispatched to the DSI during their working hours.



Minutes

Citizens League

City of Saint Paul Community-First Public Safety Commission

Wednesday, February 24th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Addendum B:

Presentation by Ms. Artika Roller, the executive director of the Minnesota Coalition Against Sexual Assault (MNCASA).



MNCASA and Violence Free Minnesota are statewide coalitions of programs aimed at addressing domestic violence. Some programs belong to both coalitions.

MNCASA and Violence Free Minnesota support, convene, & collaborate with their member programs, advocates, prosecutors, law enforcement, policy makers, and elected officials.

Their goals are to promote a victim-centered response to violence, and to increase the effectiveness of the criminal justice system.



A statewide coalition of allies, advocates, survivors, working toward preventing sexual violence.

MNCASA has 66 member programs in Minnesota as well as a number of national partners.

Minnesota Coalition Against Sexual Assault

Provides education, resources, systems advocacy, technical assistance for 66 member programs and partners through state and national programs.

Partner Programs

- 360 Communities
- 934th Airlift Wing SAPR Program
- Alexandra House, Inc.
- Bluff Country Family Resources
- Bois Forte Tribal Government - Victim Services Program
- Breaking Free
- Canvas Health- Abuse Response Services
- Casa de Esperanza
- Central MN Sexual Assault Center
- Clay County Victim/Witness Program
- CLUES - Comunidades Latinas Unidas En Servicio
- Committee Against Domestic Abuse Inc.
- Community Health Services, Inc.
- Community University Health Care Center
- Cook County Attorney's Office
- Cornerstone Advocacy Service
- Crime Victims Resource Center
- Dodge, Fillmore and Olmsted Victim Services
- Family Pathways
- Freeborn County Crime Victim's Crisis Center
- Friends Against Abuse
- Gustavus Adolphus College
- Hands of Hope Resource Center
- Hmong American Partnership
- HOPE Center
- HOPE Coalition
- Jacob Wetterling Resource Center
- Lakes Crisis and Resource Center

- Mahnomon County Victim Service's Office
- Martin County Victim Services
- Minnesota Indian Women's Resource Center
- Minnesota National Guard SAPR
- New Horizons Crisis Center
- Nobles County Attorney's Office
- OutFront Minnesota

Ally Programs

- Civil Society
- Isanti County Victim Services
- Kandiyohi County
- Lutheran Social Service of Minnesota
- Men As Peacemakers
- Minnesota Elder Justice Center
- Minnesota Office of Higher Education
- Olmsted County Public Health
- Reviving the Islamic Sisterhood for Empowerment
- Southern Minnesota Regional Legal Services
- St. Cloud State University
- Stevens County Attorney's Office
- Through the Jungle
- Unspoken Voices
- Women's Initiative for Self-Empowerment
- You Have The Power





Violence Free Minnesota works with over 90 member programs in 87 Minnesota counties to address domestic violence.

VIOLENCE FREE MINNESOTA MEMBER PROGRAMS

Violence Free Minnesota is an association of 90 programs that provide critical public safety and crime victim services in all 87 counties.

<p>*900 Communities/Lewis House Advocacy Center of Winona Advocates for Family Peace Advocates for Human Rights *Aurora House *American Indian Community Housing Org *Aurora Indian Alliance The ARIC Emergency Shelter *Asian Women United of Minnesota Battered Women's Justice Project Bentley Area Advocates Bluff County Family Resources Bois Forte Victim Services Breaking Free *Case de Esperanza *Committee Against Domestic Abuse Community Health Service Community Rehabilitation Project Community University Health Care Center Community Latin American Services (CLAS) *Comprehensive Advocacy Services Crisis Victim Resource Center - Olney Crisis Crisis Resource Center of Steele Co. CURA - PCV Dakota County Attorney's Office Division of Indian Work Domestic Abuse Intervention Programs Domestic Abuse Project East Side Neighborhood Services *Empire Village</p>	<p>Family Safety Network Freedom County Crime Victim Crisis Center Friends Against Abuse Gender Violence Institute Global Rights for Women Hands of Hope Resource Center Hmong American Partnership Healing Opportunity Provided Equality (HOPE) Hope Center *Hope Coalition Hope for the Brave Indigenous Women's Life Net Karen Organization of Minnesota *Laker Crisis & Resource Center La Sauer County Victim Witness Program Mahkomin County Victim Services Office Midland Alliance for Victims of Domestic Violence Minnesota Coalition for the Homeless North County Victim Services Men and Masculine Role Network - a Program of Men As Peacemakers *MID-Minnesota Women's Center *Mile Lake Band of Ojibwe Family Violence Prevention Program Minnesota Elder Justice Center Minnesota Indian Women's Resource Center *Minnesota, Inc./Home Free New Horizons Crisis Center North Shore Horizons Northwest Indian Community Development Center *Northwoods Battered Women's Shelter Oasis of Love Crisis Intervention</p>	<p>OutFront Minnesota Pearl Crisis Center Pine Island Pillsbury United Communities Prairie International Rape & Abuse Crisis Center of Fargo-Moorhead *Refuge Network - A Program of Family Pathways Rivers of Hope *Safe Avenues *Safe Haven Shelter & Resource Center SEVA-APFW (Asian Indian Family Wellness) Sexual Violence Center *Saginner Project Somewhere Safe Southern Minnesota Regional Legal Services Southern Valley Alliance Southwest Crisis Center St. Paul and Ramsey County Intervention Project Stangosoft *Thrive Transforming Generations *Tulman *Violence Intervention Project Violence Prevention Center White Earth DOVE Program WISE *Women of Nations *Women's Advocates *Women's Rural Advocacy Programs *Women's Shelter & Support Center Yellow Medicine County Victim Services</p>
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*Emergency Shelter Program
Greater Minnesota Programs

THE COALITION TO END RELATIONSHIP ABUSE

Programs Located in St. Paul

Metro SOS Sexual Violence Services
 ThinkSelf
 Hmong American Partnership
 Women of Nations
 Breaking Free
 Casa de Esperanza
 Women's Advocates
 St. Paul & Ramsey County Domestic Violence Intervention Project
 (SPIP)
 Women's Initiative for Self-Empowerment (WISE)
 Transforming Generations
 Community Stabilization Project
 CURA-POT
 East Side Neighborhood Services
 Karen Organization of Minnesota
 Minnesota Elder Justice Center.



MNCASA and Violence Free Minnesota partner with 15 programs in Saint Paul and even more programs in Ramsey and Hennepin counties that do work in Saint Paul.

Ramsey County Sexual Assault System Review

Highlights of the review:

- A significant number of victims/survivors who report to law enforcement have difficulty staying connected with the investigation and eventually drop out.
- Victims/survivors experience long waiting periods with little information about the status of the investigation or prosecution.
- Although offenders may commit sex offenses in various communities, law enforcement agencies operate with separate data management systems and do not have a simple method of sharing information on offenders.
- Prosecuting sexual assault cases requires specific experience and training.

In 2018, Ramsey County conducted a review of the criminal justice system's handling of sexual assault.

The review found that a significant number of victims who reported their assault to law enforcement encountered barriers. Victims reported difficulties navigating the criminal justice system and trouble connecting with investigators. These problems led many victims to drop their case.

Victims & survivors experience long wait periods, little information, little transparency, failed communication between law enforcement agencies, and inadequately trained officers.

Barriers for Victims and Survivors

- Fear of how they will be treated by members of the criminal justice system (secondary victimization)
- Not provided with enough information about the process (i.e., not given up-to-date info or referred to support organizations)
- Fear of not being believed because of their race/ethnic background
- Pressure to drop the charges the crime was serious enough

Victims reported that they were fearful of how they'd be treated by the criminal justice system; they did not feel that they had enough information to navigate the process.

Survivors did not feel protected from secondary victimization.

Victims felt that their racial or ethnic background would prevent them from pressing charges.

They also reported that they felt pressured to drop the charges if the crime was not serious enough.

We Are Here To Help



VIOLENCE FREE
MINNESOTA

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



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



Minutes

Citizens League

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Addendum C:

Presentation by Ms. Shelley Cline, the executive director of the Saint Paul & Ramsey County Domestic Abuse Intervention Project (SPIP).

MISSION

The Saint Paul & Ramsey County Domestic Abuse Intervention Project (SPIP) is a grass-roots organization that exists to eliminate violence against victims and their children, and the social and system responses that condone or allow its oppression.



THE ISSUE

Domestic violence and Sexual Assault impacts our community every hour of every day

Each year across the U.S., 1 in 3 women are beaten or raped by a partner during adulthood; Over 12 million people are raped physically assaulted, or stalked by a current or former intimate partner.

More than 1 in 3 women and nearly 1 in 4 men will experience sexual violence involving physical contact

Domestic Violence accounts for 20% of all violent crime victims in MN.

Each year the St. Paul Police Department received an estimated 5,000 initial domestic crime 911-calls.

Every year, one in three adult women are beaten or raped by a partner. One in three women and one in four men will experience sexual violence.

Changing the response to Priority 4 and 5 calls will necessarily involve considering domestic violence. Domestic violence accounts for 20% of the violent crime in Minnesota.

The SPPD receive ~5,000 calls annually for service regarding domestic violence.

THE ISSUE

When a victim attempts to leave an abusive situation, they are at a 75% greater risk of being murdered.

During the six months following a violent episode, 32% of battered women are victimized again.

In 2020 at least 28 lives have been lost in Minnesota have due to domestic violence.

Most victims don't call the police. Advocacy programs work with victims wherever they are in the process. SPIP aims to interface between victims and the criminal justice system.



SPIP provides a continuum of Advocacy and Support Services.

Annually, we serve over 5,800 victims and their children, and receive 8,000 calls for support and information on our 24-hour crisis line.

VICTIMS SERVED THROUGH SPIP

Total number of victims served in a twelve-month period:
5,800

Participants' geographic location

Ramsey County: 5,585 (St. Paul: 4,385; Suburban Ramsey County 1,200)
Other counties: 215

Participants' race/ethnicity

Hispanic/Chicanix/Latinix: 11%
African American: 38%
Indigenous Peoples: 2%
Asian/SE Asian Pacific Islander: 14%
European American: 29%
Multi-racial: 6%
New Immigrants: 19%

SPIP serves a diverse array of victims. Victims usually initiate contact.

As victims of abuse often suffer from isolation, physical/mental abuse, and risk of homelessness – the pandemic increased their levels of danger.

The majority of our participants have dependent children; 11% had limited English proficiency, and 3% had a physical/mental disability.

And virtually all were at or below poverty levels.

The pandemic has made many victims' situations more dangerous. Many low-priority calls regarding homeless women turn out to be victims of domestic violence.

The majority of SPIP's participants have dependent children, 11% had limited English proficiency, 3% had a disability, and almost all were at or below poverty levels.

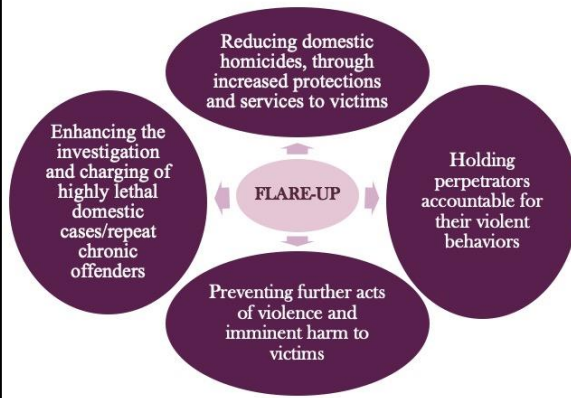
SPPD contacts SPIP when they encounter a domestic violence situation. SPIP will then reach out to the victim to assess the victim's needs.

ACUTE INTERVENTION SERVICES



FLARE-UP/DV-CAR

First Light, Accountability, Response & Enforcement United with Prosecution



SPIP's DV car program sends an investigator and an advocate out to highly lethal calls or to calls about victims who have increased barriers to accessing support. SPIP meets with the victim separately from the police and are entirely confidential.

SPIP also works with the justice department to hold highly lethal perpetrators accountable and providing services to victims going through the criminal justice system.

SPIP has reduced domestic homicides by 65% in Saint Paul.

TRANSITIONAL SERVICES

SPIP provides multiple transitional services to victims to ensure their transition from a violent situation to a stable, safe living environment.

These services include securing emergency shelter, free 9-11 phones, food, clothing, basic needs, supervised visitations, long-term housing, medical services, victim reparations, financial assistance, lock changes, legal representation, childcare, education and employment opportunities, counseling, for victims and her children.



SPIP provides transitional services to help victims move out of abusive situations. Most victims are homeless and do not have the resources to feed their children. SPIP helps provide phones, shelter, utilities, and other barriers.

SPIP also works with victims who choose not to leave their situation or who have not yet left.

Addressing Racial and Gender Disparities in our Domestic Abuse Work

Our work is not to accommodate domestic violence and oppression, it is to have an active role in ending it.

Racial disparities and domestic abuse effectively silence victims and prevent them from accessing the help they desperately need.

SPIP, like so many DV/SA programs, incorporates a holistic response to address the many roots of domestic violence –how we regard and value women in our culture; the intersection of gender, race and biases that marginalize victims; and the belief in our society that one person has the right to oppress and control another.

Part of the work of domestic and sexual violence programs is addressing gender and racial disparities. SPIP incorporates a holistic response to address the many roots of domestic violence:

- how we regard and value women in our culture;
- the intersection of gender, race and biases that marginalize victims; and,
- the belief in our society that one person has the right to oppress and control another.

SPIP always considers the problems that BIPOC communities face and constantly looks for biases in their own processes.

Partnership for Domestic Abuse Services (PDAS)

PDAS is a strong collaboration of over twenty public and private agencies whose work focuses on or includes services to victims of domestic abuse. PDAS acts as a vehicle for St. Paul, Ramsey County government and community-based organizations to join their unique skills and perspectives in creating a system- and community-wide response to ending domestic abuse. Our unified alliance encompasses Advocacy Programs; Civil Legal Services; Counseling Services; Court Services; Law Enforcement; Prosecution; Ramsey County Agencies; and Supervised Visitation Agencies.

All PDAS activities and major decisions are made by the full PDAS collaborative.

SPIP started the Partnership for Domestic Abuse Services (PDAS), a partnership of 20 community-based advocacy programs, legal aid programs, and parts of the justice system. All entities donate some of their services through a centralized office in the Saint Paul courthouse.

PDAS has also creating a resource sharing model for addressing mental health.

IMPACT

Our systems work provided the foundation for the creation of a national model, the *Blueprint for Safety*, which acts as a guide for the criminal justice systems' response to domestic violence cases, from 911 through final case disposition and beyond.



SPIP collaborates with the police to serve victims. SPIP and the SPPD have together created the *Blueprint for Safety*, which is now the foundation for a national model for how criminal justice systems handle domestic violence.

WHAT MAKES THE BLUEPRINT DISTINCT?

Single, overarching policy

Supported by research, 30 years of practice

Identify, document, communicate, and act on risk and danger

Grounded in experiences of victims - engage with victims

Intra- and interagency monitoring

Structure for ongoing problem solving

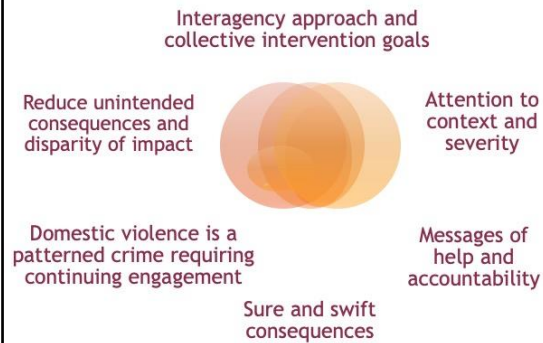
Under the *Blueprint for Safety*, the entire system for addressing domestic violence is unified under a single victim-centered policy.

The *Blueprint for Safety* is backed by 30 years of research and best practices.

Victims, and particularly members of BIPOC communities, were engaged in every part of developing the *Blueprint for Safety*.

The *Blueprint for Safety* contains monitoring processes and interagency groups to ensure that it is being implemented effectively.

UNDERLYING PRINCIPLES



The underlying principles of the *Blueprint for Safety* are:

- It is an interagency approach and set of collective intervention goals.
- There is an attention to context and severity.
- There is recognition that domestic violence is a patterned crime requiring continuous engagement.
- Sure and swift consequences are necessary.
- There have to be messages of help and accountability and messages of hope to both the victim and the perpetrator.
- The focus has to be on reduce unintended consequences and disparity of impact.

Blueprint for Safety Partners



The Saint Paul *Blueprint for Safety* coordinator works out of a grassroots agency and is fully immersed in the experiences of survivors.

WHY VICTIM ENGAGEMENT MATTERS

Domestic violence is a patterned crime

- Rarely resolved with the 1st intervention

Most interventions focus on single incident

- Usually part of a pattern of coercion, intimidation, use or threat of violence

Interventions look different

Domestic violence is a patterned crime that is rarely solved by the first intervention. Most interventions focus on a single incident, but that incident is usually part of a pattern of coercion, intimidation, or use of threat of violence.

SPIP's interventions look different.

EFFECTIVE ENGAGEMENT

A victim trusts that...

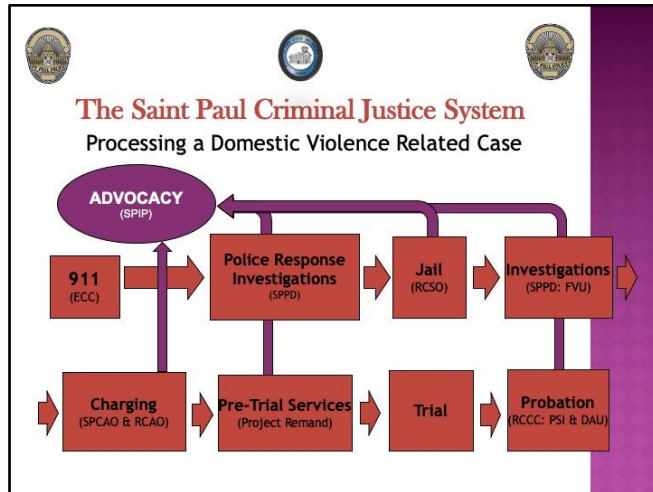
- Intervention will counteract the abusive person's power
- Interveners understand the reality of living with battering
- System partners are working together
- We are there to help no matter how long it takes

It's important for victims to trust that the intervention will counteract their abuser's power.

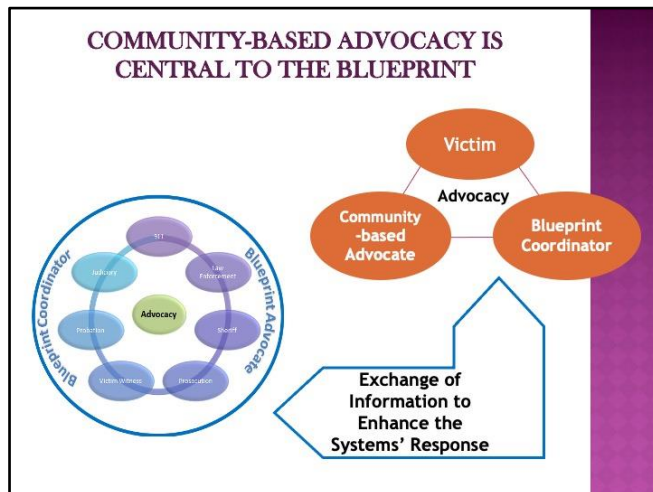
Interveners understand the reality of living with domestic violence.

System partners work together and are there to help victims as long as possible.

According to a survey of victims who have contacted SPIP, the number one thing they wish they had known was that they would be treated with kindness and that they would be believed.



Grassroots advocacy is interfacing with victims at every step of the criminal justice system.



The *Blueprint* Steering Committee, consisting of leadership from each arm of the system, meets bimonthly. The committee has a shared vision and shared ownership of the system. The committee looks for results and searches for future areas of concern.

ADVOCACY

- Advocate Initiated Response: Reaching out to victims
 - Confidential advocacy connection is a protective factor for victims
- Partnership with government agencies
- Individual Experiences and Focus Groups : What are we hearing from victims?
 - Bringing voices of the least powerful people to the most powerful people

In SPIP's Advocate-Initiated Response, advocates reach out to victims. The process is confidential and is a protective factor for victims. SPIP partners with government agencies.

SPIP is pays close attention to individual experiences and focus groups, aiming to bring the voices of the least powerful people to the most powerful people.

SAINT PAUL BLUEPRINT ACTIVITIES



The Saint Paul *Blueprint for Safety* engages in interagency and internal monitoring to determine where in the process things have gone well and where things have gone poorly. The Steering Committee examines individual cases and holds meetings with agencies to share data and findings. There is also a disparity subcommittee, focusing on barriers for specific groups.

DV FIELD EXPERIENCE

- Do our interventions account for unique nature of battering?
- Are we making things better or worse?
- Are people safer?
- Are we getting control over most violent offenders?
- How do our interventions impact victims/community?

SPIP is guided by these questions (see slide)

Feedback from victims and sister programs are important for finding the answers to these questions.

BLUEPRINT MONITORING

- **Internal Monitoring:**
 - Supervisors responsible
 - Monthly, quarterly, annually
 - Policies, protocols and practices
 - Implemented and being followed
 - Share with steering committee
- **Interagency Monitoring:**
 - A mixed group of Blueprint agencies and advocates
 - Planning meetings
 - Specific areas of focus
 - Report to head of agency
 - Share findings with steering committee

Under the structure of the *Blueprint*, partner agencies are randomly called on to provide specific reports which are evaluated. Monitoring is a collaborative process with the agency involved and with the community.

MEASURING BLUEPRINT SUCCESS

- Prosecution risk and danger screening brought to courtroom
- Judges have more accurate picture of violence
- Unified, cohesive group of workers with agency support
- **Victims are safer**
- Overall Commitment
 - Transparent approach to interagency collaboration
 - Honest evaluation
 - Knowing shortcomings can lead to strengths
 - Collectively move forward
 - Hold each other accountable

The *Blueprint* has had measurable successes.

Prosecution risk of danger screening has been brought into courtroom.

Judges have more accurate picture of violence.

The system is collaborative, transparent, and honest.

Victims are safer.



Minutes

Citizens League City of Saint Paul Community-First Public Safety Commission

Wednesday, March 10th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Commission Members present: Co-Chair John Marshall, Co-Chair Acooa Ellis, Councilmember Mitra Jalali, Ramsey County Board Chair Toni Carter, Ms. Chauntyll Allen, Mr. Ahmed Anshur, Mr. Cedrick Baker, Mr. Sami Banat, Mr. Jason Barnett, Rev. Dr. Ron Bell, Ms. Monica Bravo, Mr. Scott Burns, Ms. Chikamso Chijioke, Mrs. JoAnn Clark, Mr. Sam Clark, Ms. Sasha Cotton, Ms. Sierra Cumberland, Ms. Natalia Davis, Mr. Julio Fesser, Mr. Ameen Ford, Ms. Anna-Marie Foster, Ms. Simone Hardeman-Jones, Ms. Suwayda Hussein, Mr. David Squier Jones, Ms. Laura Jones, Ms. Clara Juneman, Ms. Farhio Khalif, Ms. Suwana Kirkland, Ms. Alicia Lucio, Ms. Wintana Melekin, Mr. Stephen Moore, Mr. Amin Omar, Mr. Frank Ortiz, Ms. Maureen Perryman, Ms. Amy Peterson, Dr. Suzanne Rivera, Mr. Mark Ross, Mr. Garaad Sahal, the Honorable Nikki Starr, Mr. Mario Stokes, Ms. Olyvia Rayne Taylor, Ms. LyLy Vang Yang, Mr. Teshite Wako, Mr. Jai Winston, Ms. Heather Worthington, Mr. Pheng Xiong, and Mr. Otis Zanders.

Elliott Butay (designee for Ms. Sue Abderholden)

Members not present: Ms. Sue Abderholden

Special guests: Mr. Kenneth Adams and Mr. Matthew Simpson, SPFD, Dr. Raymond Moss

Staff & staff support present: Ms. Kate Cimino, Ms. Amanda Koonjbeharry, Mr. Jacob Taintor, and Ms. Madeline McCue.

Minutes

Co-chair Marshall called the meeting to order at 9:01 am.

Opening and Approval of Minutes

Co-chair Marshall welcomed the commission and outlined the plan for the meeting: a review of the survey results, an assessment of types of Priority 4 & 5 situations, initial frameworks for recommendations, and a presentation from the Saint Paul Fire Department.

Co-chair Marshall reviewed the commission's charge, as specified by the City of Saint Paul, to make recommendations to the Mayor and the Saint Paul City Council regarding:

1. Alternative first response options to low-priority calls for service;
2. Approaches for ongoing community involvement in the City of Saint Paul's Community-First Public Safety Framework; and,
3. Consideration of the creation of a city-staffed office to integrate the initiatives and strategies of the Community-First Public Safety Framework.

Co-chair Marshall continued to the approval of the minutes of the previous meeting. A motion to approve the minutes as written passed with 24 votes.

Co-chair Marshall began the meeting by reviewing the Commission timeline.

Ms. Kate Cimino clarified that the final report will include concerns expressed by the commission members that fall outside the defined scope of the commission.

Co-chair Marshall invited a commission member to lead the group in a moment of mindfulness.

Chat and Connect

Co-chair Ellis introduced the next activity, in which members would be split into small breakout rooms to discuss what thoughts they were bringing into this meeting and their thoughts on the timeline.

Co-chair Ellis sent members to breakout rooms at 9:21 am.

While members were in breakout rooms, Ms. Koonjbeharry greeted presenters and representatives from the city and county.

Co-chair Ellis welcomed members back at 9:31 am and invited them to share their reflections.

A commission member shared a personal story about how the tensions between the police and the community have affected them personally. Other members voiced their support for the member and their desire to rebuild trust between the community and public safety systems.

A commission member stated that their group expressed concerns about the Chauvin trial and their desire to prioritize the care of persons in crisis. Other commission members agreed.

A commission member shared their group's eagerness to work on recommendations. They also noted that the upcoming town hall events could be influential on how the commission's recommendations are received by the community.

Co-chair Ellis thanked the commission members for their thoughts and invited Ms. Koonjbeharry to discuss community feedback.

Community Report

Ms. Koonjbeharry greeted the commission and encouraged members to continue sharing the links to provide feedback. She explained that the commission would hold two series of public Town Hall meetings. The first series in mid-March would serve to introduce the commission, explain its work to date, and to receive community feedback. The second series would take place in mid-April and would serve to share the commission's drafted recommendations and to receive community feedback.

Ms. Koonjbeharry noted that the Robina Institute would be presenting further findings at the next meeting.

Co-chair Marshall dismissed the commission for a break at 9:46 am.

Co-chair Marshall reconvened the commission at 9:53 am.

Survey Results, Discussion, and Recommendation Ideation

Ms. Cimino reviewed the results of the survey in which commission members were asked about their priorities. Survey results indicated eight types of calls for service that were of the highest interest to the commission:

- Juvenile: Curfew violation, statutory offense, general problems
- Welfare Check
- Disorderly Conduct
- Persons in Crisis
- Assist Citizen: General assistance
- Child Abuse: Child injured by an adult with authority over the child
- Civil Problem: No Crime Occurred
- Vehicles and Parking: Anything vehicle related

Ms. Cimino reminded the commission that they would be addressing these types of calls as they manifest in Priority 4 and 5: these situations are understood to be non-violent and non-urgent.

Ms. Cimino, along with Ms. Nancie Pass from the Ramsey County Emergency Communications Center (RCECC), Deputy Chief Matt Toupal (SPPD), and Juvenile Detention Alternatives

Coordinator Dr. Raymond Moss, discussed situations that results in Priority 4 & 5 calls of each of the eight call types. Ms. Cimino invited the commission to discuss how the response to these calls could be altered.

Ms. Cimino began with the Juvenile call type, in which the main concern of the call is that the subject is a young person. Ms. Pass provided details on a sample of 15 randomly selected Priority 4 Juvenile calls from February 2021:

- Six calls were about children acting out of control.
- One was about a child locked out of their residence.
- One was about a child talking to gang members.
- One was about a group of children yelling in public.
- One was about a child looking into windows.
- One was about parents refusing pick up their child from juvenile detention.
- One was a hospital-initiated hold on newborn.
- One was about a child left in a vehicle.
- One was about a child left at school whose parents were unreachable.

Mr. Toupal provided further context. He explained that responses to Juvenile calls can vary dramatically. Based on the above sample of calls, the average time spent responding to these calls was 34 minutes, with a range of four minutes to three hours. Mr. Toupal also noted that these calls can escalate when older children are aggressive. During the school year, the SPPD receives many calls about high-schoolers not wanting to go to school; for those cases, the SPPD generally contacts the school.

Ms. Pass explained that some juvenile calls can be dispatched to the Mobile Crisis Units and to county-level social services, depending on how the caller reports the situation and what services are open when the call is made.

A commission member proposed that incorporating mental health professionals into the call dispatch system could improve the RCECC's ability to triage calls to the most suitable agency.

Dr. Moss referred to a system-wide effort to keep juveniles out of the criminal justice system. He also noted that the SPPD has disbanded their juvenile-specific unit. Mr. Toupal explained that the work has been shifted to other departments. Fewer children are being sent to the Juvenile Detention Center compared to five years ago. The SPPD no longer has a holding facility for juveniles and few are brought to police departments.

Ms. Cimino next moved to Welfare Checks. Ms. Pass provided details on a sample of 15 randomly selected Priority 4 Welfare Check calls:

- Nine calls were about situations in which the caller was unable to reach someone.
 - Three were about people who did not show up for work, which was abnormal.
 - Two were about family members not answering their phones, which was abnormal.
 - Two were about significant others not answering their phones, which was abnormal.
 - Two were about family members not answering their phones in the aftermath of a volatile incident.
- Three calls were for welfare checks on juveniles, possibly involving drug use or a

juvenile in a dangerous situation.

- One call was about a woman in distress in another apartment.
- One call about a panhandler outside in the cold.
- One caller was calling many agencies in an attempt to pass information to the CIA.

Mr. Toupal provided further context. Based on the above sample of calls, the average time spent responding to these calls was 20 minutes, with a range of one minute to an hour. Mr. Toupal also noted that welfare checks can escalate, particularly in domestic violence situations. He clarified that welfare checks that refer to incidents that are happening in the moment may be a higher priority level.

Ms. Pass explained that call priorities can change before an officer arrives, but that call priorities generally do not change once an officer arrives—instead, it is much more common for call types (situations) to change once an officer arrives on the scene.

A commission member who was a member of the SPPD shared a story about a Priority 4 welfare check that escalated into a domestic violence incident. Another police officer on the commission expressed their belief that a police first-response to these calls is always appropriate due to the uncertainty of safety in these situations, and that alternative responses should be a secondary response.

Another commission member expressed their concern that the commission has not concretely identified the problem it is trying to solve, the problem being the harm caused by over-policing of communities for low-level issues like mental health, poverty, and substance abuse. They also noted that the commission should recognize the historical role of policing as a tool of white supremacy and that successful alternatives to police-based public safety systems do exist and should be examined in further depth. Many commission members voiced their support for these ideas and expressed their belief in the fundamental importance of systemic change to address systemic problems with the public safety system.

A commission member agreed and added their concerns about how the lack of comprehensive data and inadequate data collection processes could impede the decision-making capabilities of the commission. They noted that there is no data being collected about call escalations or racial demographics. Many commissioners also voiced their support for these ideas, one adding that many of those most impacted are left out of the current data collection structure entirely.

Ms. Cimino next asked the commission to envision what, in their opinion, an ideal response to some of these types of calls for service could look like. Commission members would discuss their findings in small groups and then share their ideas with the larger groups.

Ms. Cimino sent commission members into breakout rooms at 10:50am.

Ms. Cimino reconvened the commission at 11:11 am.

Commission members shared their ideas for alternative responses, the values they wanted to guide those changes, and any concerns they had about the process. *See Addendum A, “Ideas Generated by Commission – Phase 1” for details.*

Ms. Cimino thanked the commission for their participation and encouraged them to contact the Citizens League if they had further questions or ideas.

Presentation

Co-chair Ellis introduced and welcomed Chief Kenneth Adams of the Saint Paul Fire Department.

Chief Adams presented about the Saint Paul Fire Department's Basic Life Support program as an existing alternative response model. *See Addendum B for details.*

Co-chair Ellis thanked Chief Adams for his presentation.

Questions and Close

Co-chair Ellis thanked the commission and concluded the meeting at 12:02 p.m.



Minutes

Citizens League

City of Saint Paul Community-First Public Safety Commission

Wednesday, March 10th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Addendum A:

Presentation by Chief Kenneth Adams of the Saint Paul Fire Department.





Objectives


City of Saint Paul

Fire Department EMS History 1972 - Present

- Identified—*significant*—increase in run volume over the past 49 years
- EMS Academy in 2009
- BLS Service began June 2013
- Expanded to BLS 911 Service began October 2019




In response to an increasing number of medical runs, the SPFD established the Emergency Medical Service Academy in 2009. In 2013, the EMS Academy began providing Basic Life Support services. In 2019, BLS began to receive calls dispatched by the Ramsey County Emergency Communications Center.



Increasing Demand for Service

City of Saint Paul


- Aside from being the 1st Paramedics in the State of Minnesota in 1972 volumes increased...
- 9152 runs per year in 1972
 - 3,954 were EMS responses—the first full year of Ambulance Operations
- 50,315 runs in 2020 (740% increase)
 - 39,593 were EMS responses



The SPFD were the first paramedics in Minnesota when the program began in 1972. Of the 9,152 SPFD runs that year, 3,954 (43%) were EMS runs.

In 2020, out of 50,315 total runs, EMS runs made up 39,593 (79%). As the proportion of EMS runs has increased, a change was required to meet the problem.


The SPFD has a dual-staffed system. Every member of the SPFD is a certified emergency medical technician (EMT) and some are certified paramedics. This structure allows a ready team of four to board a fire engine to respond to a fire call *or* to board an adjacently parked ambulance to respond to a medical call. But because the same team of four responds to both types of calls, if the on-duty team is summoned to a medical call, they are not also able to respond to a fire call. As the proportion of medical calls has increased, this has compromised the SPFD's ability to respond quickly to fire calls.



EMS Academy

City of Saint Paul

- In 2008, the—department born concept—opportunity for Saint Paul Fire to deliver EMS education out of Station 51 was realized through a partnership with Fire, Parks and Rec, HREEO, and Youth Job Corp.
- 2009 the first EMS Academy successfully launched and graduated 10, Charter Member, students.
- The EMS Academy was created to afford the opportunity to young adults that are low income, women, and people of color to become EMT's to better represent a diverse Fire and EMS work force while earning a living wage
- 2012 found the creation of the BLS Unit with graduates of the EMS Academy and the unit was put into service in June of 2013 to assist with the recognized and growing service delivery demand on existing resources



In 2008, SPFD leadership proposed that the SPFD could start providing the training required to become an EMT that is otherwise expensive and inaccessible to many. In the SPFD's model, students are paid a salary to train as an EMT and their education is subsidized.


In 2009, the SPFD EMS Academy was opened in partnership with Parks and Rec, HREEO, and Youth Job Corp. Ten people graduated in the first class.

The EMS Academy targets disadvantaged residents of Saint Paul, including racial minorities, women, and low-income persons. It will also serve to help bring these people into the SPFD to help create a more diverse workforce. The EMS Academy pays a living wage.

Since 2009, over 270 students have graduated from the EMS Academy.

21 have become Saint Paul firefighters. Two have gone one to become paramedics. The EMS Academy has also produced a flight paramedic, three police officers, multiple ECC dispatchers, army medics, and a medical student.

The program has been well received. One graduate is the first Somali paramedic in the nation.





EMS Academy

City of Saint Paul

Over 270 Students have graduated from the 18 EMS Academies hosted since 2009

- The Saint Paul Fire Department has hired **21** former Station 51 personnel, as well as **2** of the 911 BLS EMT's who have all have transitioned to sworn Firefighter EMT's or Paramedics, serving the residents of Saint Paul.
- Graduates of the EMS academy have moved on to become:
 - EMT's/Paramedics at all of the private EMS services in the metro area.
 - Working as a flight paramedic.
 - Police officers for numerous metro departments
 - Techs in metro hospitals including:
 - ER techs and paramedics
 - Aids on the in-patient floors
 - Surgical techs
 - Physician Assistants & Nurses
 - 911 Dispatchers
 - Working for Ramsey county with the homeless population in the numerous shelters set up due to the COVID pandemic.
 - Flight attendant
 - US army (medical unit)
 - 1 currently in medical school at the University of Minnesota.







BLS Unit—Hospital to Home Transport

City of Saint Paul

- Offered experience for non-emergent Hospital to home transport service—real patients that received care from the Saint Paul EMS Academy EMT Graduates
- June 2013 Saint Paul fire moved the BLS unit from the partnership with Parks and Rec solely to the Saint Paul Fire Department and began transports in the City of Saint Paul
- 2015 four full time “Fire Medic Cadets” were hired.
 - The concept of a “pathways” program to get Station 51 Graduates onto the sworn fire side was the next step in the growth of the Station 51 BLS program.
 - As a Fire Medic Cadet, EMTs would gain promotion rights to become Saint Paul Firefighters once completing the following:
 - 2 year minimum full-time employment
 - Completion of paramedic school
 - Completion of Firefighter 1 and 2
 - Part time employees continue to be hired in order to provide EMT experience to the graduates of the EMS Academy






BLS Unit—Expanded to 911 Service Delivery


City of Saint Paul

2019- Three Saint Paul Fire Department BLS 911 units were created

- Emergency runs in the City of Saint Paul continue to increase each year
- Resources management to assure the best response for the residents was recognized by the fire administration and the city officials
- Three BLS Units were added (one in each district)
- These BLS Units respond to 911 (low acuity) alpha level calls, providing patient care and transportation to area hospitals
- BLS Units also respond to all confirmed fires in the city to assist in firefighter rehab




In October 2019, the SPFD created three BLS 911 units. These are ambulances staffed by 12 EMTs who are *not* firefighters (but who are part of the firefighters’ union). These ambulances can receive dispatches from the RCECC. The BLS 911 units average 22 runs per day: in 2020, they did 3,662 runs in place of firefighters crews, leaving firefighters available to respond to fire calls.


BLS Unit—Expanded to 911 Service Delivery
City of Saint Paul

Assurances for sustainable response.

- Added non-sworn personnel and resources to meet expanding demand
- Implement BLS response program to relieve pressure from volume of less-acute calls
- Expand continuous improvement processes, including after-action reviews and quality assurance processes, for all emergency responses, including Lauderdale and Falcon Heights coverage
- Expand shared guidelines for consistent responses across the department, developed by responders and administration
- Increase non-sworn staffing to address the projected increase run volumes.
 - Continue implementation of the BLS program
 - 10 non-sworn FTE positions represented by IAFF Local 21—Authorized 12



The BLS Unit relieves pressure from other emergency responders. They respond to “Alpha level” calls, which are roughly the SPFD equivalent of Priority 5. The Alpha level designation is assigned by the telecommunicator who answers the call at the RCECC just as they assign priority levels calls bound for police.

Question response:

RCECC telecommunicators determine call levels based on a system of situation-specific sets of questions. Right now, BLS units respond only to alpha-level calls (the lowest level) but the SPFD is considering expanding that to bravo- and charlie-level calls.

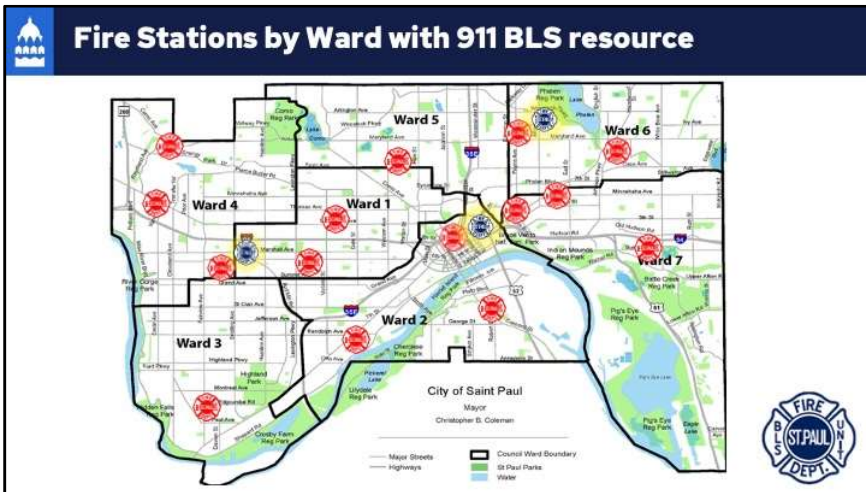
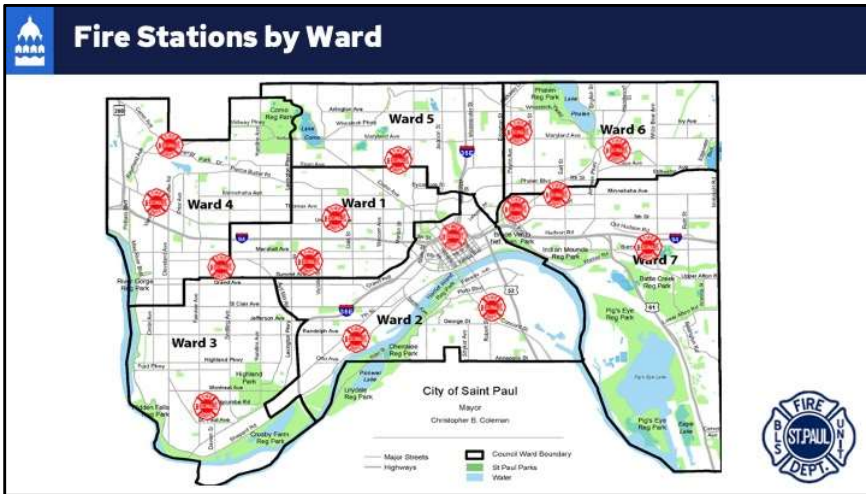
An initial problem was firefighters’ fear of job erosion. This was alleviated by having conversations, establishing trust, and defining MOUs.

Question response:

One of the rules that was made to assure firefighters of their job security was that BLS EMTs cannot be hired to fill openings on Advanced Life Support (ALS) crews; instead, the SPFD must hire a sworn firefighter. Another rule is that ALS units cannot be replaced by BLS units (BLS units are cheaper to set up and staff). There is a career path for BLS EMTs to become firefighters, but they must go through all of the standard training and testing to do so.

Following the success of the first three BLS 911 units, the SPFD is preparing to create more.

BLS is able to call firefighters and paramedics if they arrive on the scene and determine that they are in need of further assistance.





Minutes

Citizens League City of Saint Paul Community-First Public Safety Commission

Wednesday, March 24th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Commission Members present: Co-Chair John Marshall, Co-Chair Acooa

Ellis, Councilmember Mitra Jalali, Ramsey County Board Chair Toni Carter, Ms. Sue Abderholden, Mr. Ahmed Anshur, Mr. Cedrick Baker, Mr. Sami Banat, Mr. Jason Barnett, Ms. Monica Bravo, Mr. Scott Burns, Ms. Chikamso Chijioke, Mrs. JoAnn Clark, Mr. Sam Clark, Ms. Sasha Cotton, Ms. Sierra Cumberland, Ms. Natalia Davis, Mr. Julio Fesser, Ms. Anna-Marie Foster, Ms. Simone Hardeman-Jones, Mr. David Squier Jones, Ms. Laura Jones, Ms. Clara Juneman, Ms. Alicia Lucio, Mr. Stephen Moore, Ms. Maureen Perryman, Ms. Amy Peterson, Dr. Suzanne Rivera, Mr. Mark Ross, Mr. Garaad Sahal, the Honorable Nikki Starr, Mr. Mario Stokes, Ms. LyLy Vang Yang, Mr. Teshite Wako, Mr. Jai Winston, Ms. Heather Worthington, Mr. Pheng Xiong, and Mr. Otis Zanders.

Members not present: Ms. Chauntyll Allen, Rev. Dr. Ron Bell, Mr. Ameen Ford, Ms. Farhio Khalif, Ms. Suwana Kirkland, Ms. Suwayda Hussein, Ms. Wintana Melekin, Mr. Amin Omar, Mr. Frank Ortiz, and Ms. Olyvia Rayne Taylor.

Special guests: Mr. Elizer Darris, Ms. Toshira Garraway, Ms. Angelica Klebsch, Mr. Doug Mackbee, and Mr. Damon Shoholm.

Staff & staff support present: Ms. Kate Cimino, Mr. Jacob Taintor, and Ms. Madeline McCue.

Minutes

Co-chair Ellis called the meeting to order at 9:02 am.

Opening and Approval of Minutes

Co-chair Ellis welcomed the commission and began by acknowledging the difficulty of this time and the stress of current events, including the trial of Derek Chauvin and recent mass shootings in Georgia (targeting Asian-Americans) and in Colorado. She implored members to continue to be engaged with the process and to make sure that their voices are heard, both in the course of the commission's discussions and in the final set of recommendations. She encouraged members to connect their communities with this commission's work and to seek out helpful, constructive feedback.

Co-chair Ellis reviewed the timeline for the meeting and reviewed the commission's charge, as specified by the City of Saint Paul, to make recommendations to the Mayor and the Saint Paul City Council regarding:

1. Alternative first response options to low-priority calls for service;
2. Approaches for ongoing community involvement in the City of Saint Paul's Community-First Public Safety Framework; and,
3. Consideration of the creation of a city-staffed office to integrate the initiatives and strategies of the Community-First Public Safety Framework.

Co-chair Ellis continued to the approval of the minutes of the previous meeting. A motion to approve the minutes as written passed with 26 votes.

Co-chair Ellis Marshall a commission member to lead the group in a moment of mindfulness.

Community Report

Ms. Cimino thanked the members of the Commission who have been involved with planning and hosting the public Town Hall meetings. Ms. Cimino introduced one of these members to discuss the first series of completed town hall meetings.

The member shared that there had been approximately 30 attendees between two virtual town hall meetings during the previous week. The attendees appeared to be diverse in terms of age, gender, race, and location in Saint Paul. At the meetings, commission members spoke about the commission's work thus far. First in small groups and then in a single large group, attendees then discussed what made them feel more and less safe in their neighborhoods and how, if they had a magic wand, they would envision first response for non-urgent, non-violent situations.

The member shared a few take-aways from the town halls: Generally, attendees were concerned that current public safety institutions were not relieving their fears for their safety. Instead, they felt that their neighbors were what make them feel safer. Many voiced that a sense of community was the baseline for safety, and that police, who were *not* based in their neighborhoods, struggled to form connections with community members and organizations.

Many attendees felt that that armed police in uniform almost always escalate low-level situations. They generally supported alternative first responders like those in the Crisis Assistance Helping Out On The Streets (CAHOOTS) model in Eugene, OR. *Full notes from the first Town Hall series are summarized in a separate document.*

Ms. Cimino reminded the commission of the next two town hall meetings— Wednesday, April 14 at 7 pm, and Saturday, April 17 at 2 pm. She encouraged members to share the sign-up link (citizensleague.org/saint-paul-town-hall) and the included flyers about the events in numerous languages. She noted that translators would be available if needed.

Ms. Cimino reviewed feedback from the community. One community member had written to express their support for the commission hearing more from members of the community whose lives have been heavily impacted by policing. This individual favored community training models to support alternative response. They proposed the creation of a cabinet of community members to guide Saint Paul's further efforts to improve public safety.

Another community member wrote because they were concerned about police involvement in the creation of an alternative first response model. He encouraged the commission to hear from community members who regularly practice de-escalation techniques.

The commission also received a letter from the Business Review Council, a Mayoral-appointed group of local business leaders that serves a bridge between the business community and city staff, particularly on regulatory issues. The Business Review Council, having requested and received a presentation about the commission's work from the Citizens League, wrote to express their belief that the current allocation of public safety resources is not effective in keeping the community safe, as evidenced by the rise of public safety issues that are affecting business corridors. They would like to contribute to public safety solutions that foster a healthy business climate.

Ms. Cimino encouraged members to continue sharing the links to provide feedback.

Co-chair Marshall thanked Ms. Cimino and the members of the Town Hall planning group.

Commitment to values & problem solving

Co-chair Marshall invited Ms. Cimino to present the recent work of the Citizens League to identify the values most important to the commission and the problems that the commission is most committed to solving. This collection of priorities was distilled from the commission's discussions during the previous meeting and from survey results.

Ms. Cimino presented the following collection of priorities or "problems we [the Commission] are trying to solve," in no particular order:

- More appropriate responders for each situation who can best assist those in need;
- Decriminalize behavior & response, particularly for people & communities of color;
- More efficient deployment of law enforcement—reserve & focus police resources for where they are most needed;

- Focus on prevention and community safety; and
- Improve systems & increase accessibility.

She noted that the most frequent survey response was a desire for more appropriate responders for varying situations.

Ms. Cimino asked the commission for their thoughts and reactions. She asked members to share any ideas that they felt were missing.

Multiple commission members voiced their support for the collection of priorities as presented.

A member suggested that the commission should also prioritize data collection and analysis to better understand how communities and individuals are disparately impacted by policing and which parts of current and future structures are working well and which are not. Eight others voiced their support for this proposal. A member suggested that if the commission is to recommend the creation of a comprehensive inter-agency data collection system, the commission should also recommend the creation of another commission comprising community members and data professionals to oversee its creation and direction.

A commission member inquired as to what “prevention” means in this context. Ms. Cimino cited some of the responses from the survey that fell into this category, including ‘rebuilding community trust,’ ‘building community safety,’ ‘reducing reasons individuals would need to call the police,’ and ‘having better relationships between communities and emergency response teams.’

A member noted that historical reforms to the justice and public safety systems have tended to disproportionately benefit white people and suggested that an equitable response would have to be proactively designed with cultural competency in mind. Communities of color should benefit not just from harm-reduction strategies, but also from additive and supportive services. Multiple commission members voiced their support; a member offered Ramsey County’s [Diversion Program](#) for juvenile offenders.

A member suggested that the commission consider recommending changes to the Ramsey County Emergency Communications Center (RCECC). Ms. Cimino noted that the Commission has expressed many learnings and ideas on this topic that will be incorporated into the final recommendations. Ideas include different types of resources available to telecommunicators and dispatchers, and in-house counsellors to assist with calls before dispatch.

A member suggested increasing public education about appropriate use of 911 and alternative resources.

A member suggested that the commission prioritize the enhancement of accountability and transparency.

Ms. Cimino invited Co-chair Ellis to introduce the next speakers.

Community Voices and Stories

Co-chair Ellis introduced the next speakers, a group of community leaders who would be speaking about their lens as representatives of those most impacted by policing. She acknowledged that the commission's process had been weighted toward institutional perspectives in order to provide the commission with an understanding of current systems, but that as the commission moves toward making recommendations, it was essential to have input from those most affected by policing.

Co-chair Ellis welcomed Ms. Toshira Garraway, a founder of Families Supporting Families Against Police Violence, Mr. Elizer Darris, an executive director of the Minnesota Freedom Fund, and Mr. Douglas Mackbee, a housing program manager at Catholic Charities of Saint Paul & Minneapolis. The conversation was moderated by Mr. Damon Shoholm, the president of Socratic Consulting and a board member of the Citizens League.

Mr. Shoholm welcomed the speakers and thanked them for their time. He acknowledged the importance of their perspective and the role it is playing in the broader reckoning about the role of police in public safety. He asked the speakers to introduce themselves, their work, their response to the commission's collection of priorities, and what given them a sense of possibilities.

Mr. Darris introduced himself as formerly with the ACLU and now an executive director of the Minnesota Freedom Fund. His work is to involve community voices in government work and he is very appreciative of this commission's work to include non-institutional perspectives in institutional reform.

Mr. Mackbee introduced himself as program manager at the Dorothy Day Place in Downtown Saint Paul, serving approximately a thousand people who have experienced homelessness, trauma, and loss every day. He highlighted the importance of hearing the voices of the people he serves because these most marginalized people are often heard only during situations involving the criminal justice system. He discussed the importance of communication—having all parties on the same page, using the same language—in his work and in the commission's work.

Ms. Garraway introduced herself as a founder of Families Supporting Families Against Police Violence (FSFAPV), which works with families in Minnesota whose loved ones have been killed by law enforcement officers. She explained that state services supporting the families of victims of violent crime are not available to the families of people who are considered perpetrators, so FSFAPV seeks to support those families who are neglected by state support. Ms. Garraway is the fiancée of Justin Teigen, a Black man who died during an encounter with SPPD in 2009, and the mother of his son. She agreed that it is important to include the voices of those who are most impacted by police because they have paid and continue to pay the highest price for problems with policing.

Mr. Darris agreed, pointing out that Ms. Garraway's participation in this very conversation was an excellent example of the value of including those voices. Mr. Mackbee also agreed.

Mr. Shoholm asked the speakers for their ideas about feasible changes to the public safety system that would improve emergency response.

Ms. Garraway suggested the involvement of peer support specialists for calls regarding persons in crisis. As a former case manager, she believes that someone who can talk to someone as a peer can help de-escalate a situation. She noted that for many people—*especially* people in the middle of a mental health crisis—police can be perceived as a threat and their presence alone can escalate a situation. Multiple commission members agreed.

Mr. Mackbee shared his own experience of having police perceive victims and callers as suspects. He recommended that police have better protocols for listening to people on the scene who are behaving rationally and calmly.

Mr. Darris shared a few of his thoughts on the commission's collection of priorities. He expressed his belief in the benefits of a co-responder program, in which police respond to calls regarding persons in crisis alongside a mental health professional. He agreed that the CAHOOTs model is excellent and proposed seeking assistance from the CAHOOTs team to set up a similar program in Saint Paul. He also agreed that reforms to the RCECC were needed. He suggested cultural competency training for telecommunicators and dispatchers, additional support resources, and giving dispatchers more options for dispatching calls.

Mr. Darris expressed his hesitations about creating a centralized data collection system. He cautioned the commission about how big data can be used for predictive policing.

He also advised increasing online reporting by making it user friendly and launching an awareness campaign. Mr. Shoholm asked whether such a campaign be carried out by the city, through trusted messengers, rather than by the SPPD. Mr. Darris said yes.

Responding to a question from Mr. Shoholm, Ms. Garraway stated that she wanted the commission to remember that communities have experienced decades of accumulated trauma from police violence, and that people will respond to police accordingly. Those communities need support and need for the voices to be part of institutional change.

Mr. Darris, responding to the same question, hoped that the commission will continue to centralize the voices of those most impacted throughout this process. Doing so is not part of the status quo and will require continued effort.

Mr. Mackbee, responding to the same question, asked that the commission remember the humanity of people experiencing homelessness; their humanity is often detached from them, both by the criminal justice system and just through their interactions with other people.

Mr. Shoholm thanked the speakers again and invited Co-chair Ellis to speak.

Co-chair Ellis noted the value of the speakers' perspectives in shaping the next part of the meeting, in which the commission would start to shape their recommendations. Co-chair Ellis dismissed the commission for a break at 10:29 am.

Final Report Framework

Co-chair Marshall reconvened the commission at 10:36 am.

Co-chair Marshall invited Ms. Cimino to discuss the proposed framework for the commission's final report and to review some key aspects of existing alternative response models in other jurisdictions.

Ms. Cimino presented the framework for the final report:

1. The commission's charge, structure and process
2. The current environment and realities
3. The content the commission covered and learned
4. The commission's desired impact and the problems the commission aims to address
5. The commission's recommendations and considerations
6. The commission's consideration of an Office of Violence Prevention (or otherwise named city office) and community advisory options with their degrees of support
7. The commission's proposals regarding the timeline for fulfilling their recommendations
8. The ideas that were outside of the scope of the commission but that the commission determined were important for further consideration

Ms. Cimino clarified that the recommendations sections of the report would be a robust capture of the commission's work—it thus would not represent a perfect consensus of the commission and would not exclude minority ideas or viewpoints. The Citizens League would be regularly assessing the degree of support for proposals as the report was being crafted.

A commission member suggested the inclusion of a section in the report about the human impact of these recommendations. Commission members agreed that framing recommendations in terms of their human impact would be wise. Co-chair Marshall suggested including this frame in the opening narrative of the report.

A commission member suggested also emphasizing the "community first" frame and making sure that the commission's recommendations made sure to put whatever power it was able to allocate into the hands of the community. They noted that communities were right to fear new changes and technological developments when those changes put power over the community into the hands of outsiders. Commission members agreed.

A commission member brought up their work on a [resolution](#) passed by the Saint Paul City Council that, among other things, recommends the creation of this commission. The resolution establishes that the Saint Paul City Council is working from a worldview that, *a*) starts with the question, "what makes people safe?" and *b*) acknowledges that systemic disinvestment has created instability in communities that has put Black, Indigenous, and other communities of color into disproportionate contact with the police. The commission member noted that the

commission should have a consistent analysis of what creates safety and that the commission should not take police as the given answer to that question. The commission, they argued, should act with the understanding that police are just one entity in a much larger, problematic system that is in need of restructuring. Some members suggested that instead of “tinkering at the edges” of the Saint Paul Police Department, the commission should aim to make Saint Paul residents safer by reducing people’s interactions with policing, which was described as a racist and harmful institution, and creating a system that addresses the structural problems with public safety rather than just reacting to existing issues with policing. Numerous commission members voiced their support.

A commission member suggested reframing “the commission’s desired impact and the problems the commission aims to address” as “the world the commission would like to see.” They also suggested that commission’s recommendations include a model budget proposal and that the commission’s recommendations be weighted in terms of financial investment.

A commission member shared a story about their father having to talk to the member’s young Black brother about how to interact with police. They emphasized the importance of the human impact of this work and expressed their gratitude for the commission’s attention to human stories as a part of this process. Commission members voiced their support.

In response to a question about whether the Citizens League’s work would continue with the City into the budget cycle, Ms. Cimino clarified that the Citizens League’s contract for this work ends with the final report in early May, but that they would be open to considering further work growing out of the commission’s recommendations.

Ms. Cimino next reviewed some alternative response models currently employed by jurisdictions around the country:

- the Crisis Assistance Helping Out On The Streets (CAHOOTS) model in Eugene, OR;
- the Community Warmline model in Ann Arundel County, MD;
- the Virtual Mobile Crisis Intervention (V-MCI) model in Springfield, MO;
- the Community Response Team model in Colorado Springs, CO; and
- the 9-1-1 Crisis Call Diversion Program model in Houston and Harris County, TX.

See meeting materials for further information about these programs and others.

Visioning activity on our set of top-priority situations

Co-chair Marshall introduced Ms. Angelica Klebsch to lead the commission in the use of a virtual whiteboard to begin to shape the commission’s recommendations. Co-chair Marshall encouraged all members to participate vigorously in this process so that the resultant recommendations might fully reflect the views and perspectives of the commission.

Ms. Klebsch showed members how to use the Mural platform to collectively brainstorm responses to two questions—‘What should an interaction in this situation feel like (to all those involved), when a response is necessary?’ and ‘What skills, behaviors, or resources would help us get there?’—for each of eight Priority 4 or 5 call types: *juvenile, person in crisis, vehicles and parking, welfare check, disorderly conduct, general assistance, child abuse, and civil problem.*

Ms. Klebsch sent commission members into breakout rooms at 11:11 am.

Ms. Klebsch reconvened the commission at 11:46 am.

A commission member commented that their group was able to brainstorm first responders other than armed police for every situation.

Ms. Klebsch noted that multiple groups suggested non-uniformed officers for many situations.

A commission member shared their experience of the exercise being a reality check on their personal desire for alternative first responders; the member had a police officer in their group who was able to speak on the complexities and possible escalations of each of these situations. The member added that while the police uniform is indeed problematic, a uniform does convey that that person is present at a scene for a specific purpose and is trained to be a neutral party capable of handling a potentially dangerous situation.

Various commission members pointed out that police are not neutral and that the uniform itself can negatively escalate an otherwise peaceful situation. The commission member agreed, and adding that a different uniform, one that is trusted by the community, could serve as an effective marker of neutrality in the sense of someone who is not a party to a conflict. A commission member suggested the green t-shirts of the [Saint Paul Community Ambassadors](#) as an example of a trusted uniform that inspires connection.

A commission member added that their group also discussed this issue and that a member had suggested that alternative first responders should have a police officer nearby, as a backup, should a situation escalate and become dangerous.

A commission member noted that the public would likely expect an immediate level of effectiveness from any new entity that would be taking on responsibilities formerly held by police.

A commission member added that such an entity should be staffed by people who are trained in cultural competency and who understand communities of color and how they interact with public safety. Commission members agreed.

Co-chair Marshall thanked the commission for their participation and noted that the Citizens League would be using this information to build a comprehensive capture of the commission's initial proposals for recommendations.

Questions and Close

Co-chair Ellis thanked the commission and concluded the meeting at 11:58 a.m.



Minutes

Citizens League City of Saint Paul Community-First Public Safety Commission

Wednesday, April 7th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Commission Members present: Co-Chair John Marshall, Co-Chair Acooa

Ellis, Councilmember Mitra Jalali, Ramsey County Board Chair Toni Carter, Ms. Sue Abderholden, Mr. Ahmed Anshur, Mr. Cedrick Baker, Mr. Sami Banat, Mr. Jason Barnett, Ms. Monica Bravo, Ms. Chikamso Chijioke, Mrs. JoAnn Clark, Mr. Sam Clark, Ms. Sasha Cotton, Ms. Natalia Davis, Mr. Julio Fesser, Ms. Anna-Marie Foster, Ms. Simone Hardeman-Jones, Ms. Suwayda Hussein, Mr. David Squier Jones, Ms. Clara Juneman, Ms. Farhio Khalif, Mr. Stephen Moore, Mr. Amin Omar, Ms. Amy Peterson, Dr. Suzanne Rivera, Mr. Mark Ross, Mr. Garaad Sahal, the Honorable Nikki Starr, Mr. Mario Stokes, Ms. LyLy Vang Yang, Mr. Teshite Wako, Mr. Jai Winston, and Ms. Heather Worthington.

Members not present: Ms. Chauntyll Allen, Dr. Ron Bell, Mr. Scott Burns, Ms. Sierra Cumberland, Mr. Ameen Ford, Ms. Laura Jones, Ms. Suwana Kirkland, Ms. Alicia Lucio, Ms. Wintana Melekin, Mr. Frank Ortiz, Ms. Maureen Perryman, Ms. Olyvia Rayne Taylor, Mr. Pheng Xiong, and Mr. Otis Zanders.

Special guests: Mr. Andrew Bentley, Dr. Lily Gleicher, Mr. Elliot Karl, Ms. Angelica Klebsch, and Dr. Ebony Ruhland.

Staff present: Ms. Kate Cimino, Mr. Jacob Taintor, and Ms. Madeline McCue.

Minutes

Co-chair Marshall called the meeting to order at 9:00 am.

Opening and Approval of Minutes

Co-chair Marshall welcomed the commission and reviewed the commission's charge, as specified by the City of Saint Paul, to make recommendations to the Mayor and the Saint Paul City Council regarding:

1. Alternative first response options to low-priority calls for service;
2. Approaches for ongoing community involvement in the City of Saint Paul's Community-First Public Safety Framework; and,
3. Consideration of the creation of a city-staffed office to integrate the initiatives and strategies of the Community-First Public Safety Framework.

Co-chair Marshall began the meeting by acknowledging the ongoing trial and the strain that it has brought to the community. He thanked the commission for their participation through these stressful times and going forward.

Co-chair Marshall reviewed the agenda. In the first half of the meeting, researchers from the University of Minnesota Robina Institute of Criminal Law and Criminal Justice will present their findings from data analysis, and the Harvard Government Performance Lab will present their final research and lead the commission through a recommendations survey. In the second half of the meeting, the commission will further develop its recommendations for Priority 4-5 alternative response.

Co-chair Marshall continued to the approval of the minutes of the previous meeting. A motion to approve the minutes as written passed with 24 votes.

Co-chair Marshall invited a commission member to lead the group in a moment of mindfulness.

Community Report

Ms. Kate Cimino greeted the commission and encouraged members to attend the upcoming town hall meetings from 7 pm to 9 pm on April 14, 2021, and from 2 pm to 4 pm on April 17, 2021.

Ms. Cimino shared feedback from the community. Members of the group ISAIAH submitted personal stories about negative encounters between loved ones and the police; they voiced their support for an alternative first responder model or co-responder model and an office of violence prevention housed outside of the existing police department.

Ms. Cimino encouraged members to continue sharing the links to provide feedback.

Presentations

Co-chair Ellis introduced and welcomed Dr. Ebony Ruhland from the University of Cincinnati, and Dr. Lily Gleicher from the Robina Institute. Co-chair Ellis reminded the commission that the data that was available for analysis was limited.

Dr. Ruhland and Dr. Gleicher presented their final research on calls for service in Saint Paul. *See Addendum A for details.*

Co-chair Ellis thanked Dr. Ruhland and Dr. Gleicher for their presentation.

Co-chair Marshall introduced and welcomed Mr. Andrew Bentley and Mr. Elliot Karl from the Harvard GPL.

Mr. Bentley and Mr. Karl presented about their research on the proposed creation of an Office of Neighborhood Safety in Saint Paul and conducted a survey to determine the commission's decisions regarding the recommendation of an Office of Neighborhood Safety. *See Addendum B for details.*

Co-chair Ellis thanked Mr. Bentley and Mr. Karl for their presentation.

Co-chair Marshall dismissed the commission for a break at 10:33 am.

Recommendation Development

Co-chair Ellis reconvened the commission at 10:40 am.

Co-chair Ellis welcomed Ms. Angelica Klebsch of AGK Consulting LLC to lead recommendation-development process.

Ms. Klebsch shared an interactive whiteboard where the commission could work together to prioritize recommendations. On the whiteboard were nine categories: young person/juvenile, person in crisis, welfare check, vehicles & parking, disorderly conduct, general assistance, child abuse, civil problem, and other. Within each category, there were approximately 10 – 25 ideas for recommendations that had been compiled from recent surveys and ideation of the commission. Commission members were each given a set of votes to assign to recommendations within each category, assigning more votes to their highest priorities.

Ms. Klebsch guided the commission through the nine categories, one by one, and invited them to cast their votes.

Co-chair Ellis thanked Ms. Klebsch and the commission.

Questions and Close

Co-chair Ellis encouraged members to share their feedback and to attend the upcoming town hall meetings.

Ms. Cimino confirmed for a commission member that the Citizens League would be working on budget-oriented considerations, built around the final recommendations, in the coming weeks. She thanked the commission for their continued commitment and engagement with dense subject material.

Co-chair Marshall thanked the commission and concluded the meeting at 11:53 a.m.



Minutes

Citizens League

City of Saint Paul Community-First Public Safety Commission

Wednesday, April 7th, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

Addendum A:

Presentation by Dr. Ebony Ruhland and Dr. Lily Gleicher from the Robina Institute

Preliminary Overview of Call Types in Saint Paul, Minnesota in 2019

Ebony Ruhland, PhD, University of Cincinnati

Lily Gleicher, PhD, University of Minnesota Law School, Robina Institute

Purpose and Process

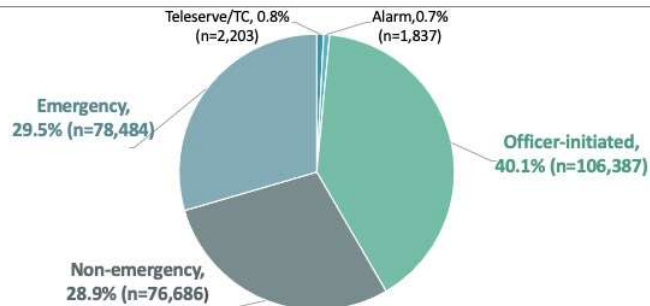
- Better understanding of call types categorized as priority level four and five
 - Calls types include: 911/emergency calls, non-emergency calls,alarms, teleserve/TC, and officer-initiated calls
- Analyze data to identify any patterns that may inform the Commission's work
- Analyzed all call types by categorized priority levels to provide context to priority levels four and five
 - Priority levels indicate how quickly police need to arrive on scene to a call – triaging/dispatch purposes
 - No priority level one calls for 2019

The role of the Robina Institute in this commission's work has been to identify and analyze patterns in Priority 4 and Priority 5 calls for service. However, to better understand the context for this analysis, the Robina Institute expanded the scope of their research to assess calls for service of all priority levels. Call data was analyzed based on all available variables.

The Robina Institute focused on 2019 as the most recent year during which there was not a pandemic or civil unrest. Preliminary analysis of data from all years indicate that the data from 2019 is consistent with all other years beside 2020.

In 2019, there were no Priority 1 calls.

All Call Types in 2019 (N=265,598)*



* 497 call types are missing call origin.

In 2019, there were 265,598 calls for service. Of these calls, 28.9% were emergency calls made to 911. Automated calls from alarm services made up 0.7% of calls, and teleserve calls made up 0.8%.

Non-emergency calls (calls for service but not to 911) made up 29.5% of calls.

Officer-initiated calls made up 40.1% of all calls. These calls also include situations in which a citizen flags down an officer for help and the officer is the one to initiate the call to the Emergency Communications Center.

Question response:

There are no observable trends in the 497 calls that did not have an origin listed. These calls may have been cancelled or otherwise discarded.

All Call Types Priority Level and Top 3 Most Frequent Incident Types in 2019

Priority Level Two (n=16,372)	Priority Level Three (n=62,648)	Priority Level Four (n=77,484)	Priority Level Five (n=71,194)
Assist medical agency (n=3,321)	Suspicious activity (n=10,867)	Disorderly conduct (n=14,293)	Proactive police visit (n=34,447)
Domestic family relationship (2,312)	Disorderly conduct (n=8,372)	Assist citizen (n=6,686)	Parking complaint (n=14,557)
Assist fire agency (n=2,119)	Alarm Sounding (n=7,978)	Previous case follow-up (n=6,384)	Proactive foot patrols (n=6,295)

For Priority 4 calls, the most frequent three call types were disorderly conduct, assist citizen, and previous case follow-up.

Question response:

“Previous case follow-up” can refer to a wide variety of situations. It is used by investigators and officers. This call type is often used when collecting evidence, e.g., if investigators return in the daylight to look for bullet casings or if officers pickup evidence from a hospital.

For Priority 5 calls, the most frequent three call types were proactive police visit, parking complaint, and proactive foot patrols.

Priority 4 and 5 calls together made up about half of all calls for service.

All Call Types Incident Types & Response Times in 2019

- Most frequent incident types
 - Proactive Police Visit (n=34,447; 13.0%);
 - Disorderly Conduct (n=23,136; 8.7%),
 - Traffic Stop (n=22,683; 8.5%)
- Median response time = 4 minutes
 - Mean response time = 14 minutes
 - Std. Deviation = 32 minutes
- Priority level four median response time = 11 minutes
 - Mean = 22 minutes
 - Std. Deviation = 31 minutes
- Priority level five median response time = 0 minutes*
 - Mean = 15 minutes
 - Std. Deviation = 47 minutes

The most common call types over all priorities were proactive police visit, disorderly conduct, and traffic stop.

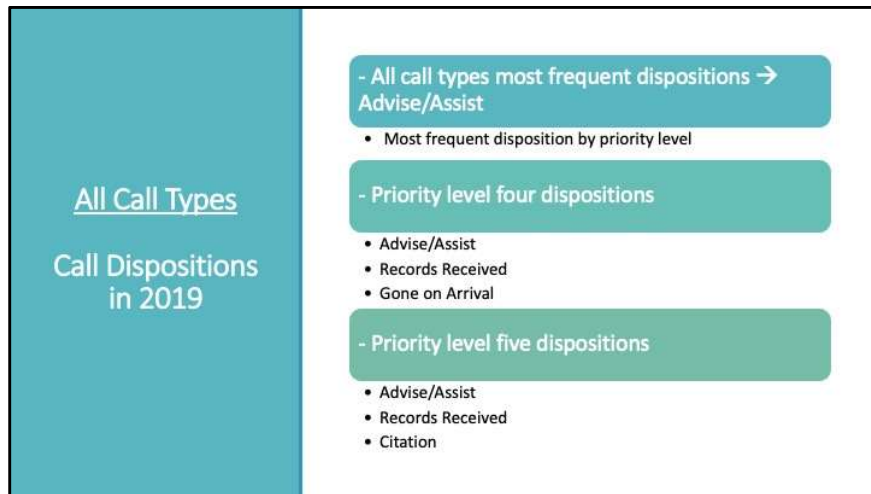
The median response time for all call types was 4 minutes and the mean was 14 minutes. A substantial standard deviation of 32 minutes indicates that there was a substantial “spread” of data and that some calls waited much longer than average.

The median response time for Priority 4 calls was 11 minutes and the mean was 22 minutes. The standard deviation is comparable with the overall figures.

The median response time for Priority 5 calls was 0 minutes and the mean was 15 minutes. The median of 0 is due to some of the most common Priority 5 call types being officer-initiated proactive calls that, by definition, happen instantaneously. The standard deviation of 47 minutes indicates that the data is very spread out and that some calls waited *far* longer than average.

Question response:

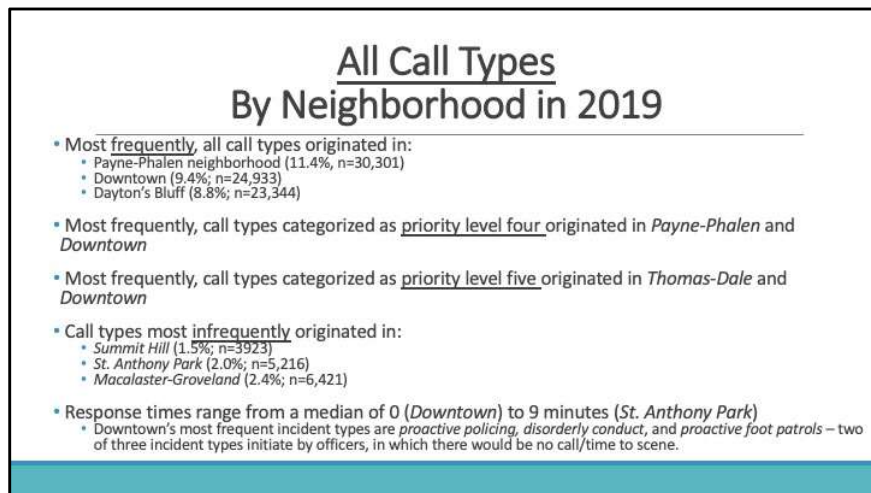
“Response time” refers to the time between when the ECC enters the call into the queue and when an officer arrives on the scene. In this dataset, response times are associated with the final prioritization of the call, which is not necessarily the initial prioritization of the call. Response time is also highly dependent on the resources available at the time.



The most frequent call disposition overall was *advise/assist*, in which officers assist with a situation that doesn't necessarily produce any formal report.

Of Priority 4 calls, the most frequent call dispositions were *advise/assist*, *records received*, and *gone on arrival*. *Records received* indicates some kind of written record or report is provided.

Of Priority 5 calls, the most frequent call dispositions were *advise/assist*, *records received*, and *citation*. Citations are often given following parking complaints, the second most frequent call type in Priority 5.



The neighborhoods from which the largest quantity of calls originated were Payne-Phalen, Downtown, and Dayton's Bluff.

The neighborhoods from which the largest quantity of Priority 4 calls originated were Payne-Phalen and Downtown.

The neighborhoods from which the largest quantity of Priority 5 calls originated were Thomas-Dale and Downtown.

The neighborhoods from which the fewest quantity of calls originated were Summit Hill, St. Anthony Park, and Macalaster-Groveland.

Median response times ranged from 0 minutes in Downtown to 9 minutes in St. Anthony Park. Two of the three most frequent call types of calls that originated in Downtown were *proactive policing* and *proactive foot patrols*, both of which are officer-initiated and have an instantaneous response time.

All Call Types Potential Mental Health/Other Crises in 2019

- All call types, regardless of priority level, for potential MH/other crises
 - Persons in crisis = 3,303
 - Crisis response = 1,305
 - Welfare check = 7,217 – most frequent
- Accounts for **4.4% of incidents (n=11,825)** among all call types (N=266,095)
- Priority level four
 - Person in crisis = 98
 - Crisis response = 141
 - Welfare check = 4,817
 - Total = 5,056 or 42.8% of the 11,825 potential mental health/other crises calls
- Priority level five
 - Person in crisis = 1
 - Crisis response = 10
 - Welfare check = 0
 - Total = 11 or < 0.001% of the 11,825 potential mental health/other crises calls

Out of all calls for service, 11,825 (4.4%) possibly pertained to mental health or other crises. The most frequent call types among these calls were welfare check, person in crisis, and crisis response.

Of these calls pertaining to mental health or other crises, 42.8% were classified as Priority 4 and the vast majority were welfare checks.

Of these calls, only 11 calls total (<0.001%) were classified as Priority 5.

As of 2020, the Saint Paul Police is no longer responding to person in crisis calls unless there is a threat to life or property.

2019 Emergency Calls for Service Only

911-INITIATED CALLS

The Robina Institute also examined how emergency calls placed through the 911 line differed from all calls.



Emergency Calls Only vs. All Call Types by Priority Level in 2019

Emergency calls made up a greater proportion of Priority 2 and Priority 3 calls. Emergency calls made up a smaller proportion of Priority 4 and Priority 5 calls.

Emergency calls for service were most often categorized as Priority 3.

Emergency Calls Only Priority Level Four and Five in 2019	Priority Level	Median Response Time (Standard deviation)	Top 3 Call Types (n)	Top 3 Neighborhoods (n)	Top 3 Dispositions (n)
	Priority Level Four (n=26,246)	15 minutes (29 minutes)	Disorderly conduct (6,862) Assist citizen (1,963) Welfare check (1,719)	Payne-Phalen (2,999) Thomas-Dale (2,337) North End (2,307)	Advise/Assist (n=14,093) Records Received (n=5,101) Gone on Arrival (n=4,542)
	Priority Level Five (n=1,831)	23 minutes (63 minutes)	Parking complaint (702) Fireworks (358) Warrant (270)	Payne-Phalen (256) North End (189) Dayton's Bluff (175)	Advise/Assist (n=744) Records Received (n=422) Gone on Arrival (n=364)

Priority 4 emergency calls had a median response time of 15 minutes. The top three call types were disorderly conduct, assist citizen, and welfare check. Priority 4 emergency calls most frequently originated in Payne-Phalen, Thomas-Dale, and the North End.

Priority 5 emergency calls had a median response time of 23 minutes. The top three call types were parking complaint, fireworks, and warrant. Priority 5 emergency calls most frequently originated in Payne-Phalen, the North End, and Dayton's Bluff.

For both Priority 4 and Priority 5 emergency calls, the most common call dispositions are *advise/assist*, *records received*, and *gone on arrival*. When non-emergency call types are included, the third most common Priority 5 disposition is *citation*.

Emergency Calls Only Potential Mental Health/Other Crises in 2019 (N=5,850)

- Calls for welfare check, person in crisis, and crisis response account for 7.5% (n=5,850) of all emergency calls for service (N=78,484)
- 57.9% (n=3,389) of all mental health/other crises calls were categorized as priority level three
 - 29.6% (n=1,732) categorized as priority level four
 - No priority level five
- The majority of mental health/other crises calls were identified as a welfare check

Out of all emergency calls, 5,850 (7.5%) possibly pertained to mental health and other crises.

Of these calls, 57.9% were categorized as Priority 3. Of these calls, 29.6% were categorized as Priority 4. None were categorized as Priority 5.

The majority of emergency calls possibly pertaining to mental health and other crises were welfare checks.

Emergency Calls Only By Neighborhood in 2019

- Payne-Phalen neighborhood received *the most emergency calls for service*
 - Summit Hill neighborhood had *fewest emergency calls for service*
- Most frequent priority level for emergency calls by neighborhood – *priority level three*
- Median response call times are 8 minutes (*Hamline-Midway*) to 14 minutes (*Sunray-Battle Creek-Highwood*)
- Overall, the number of emergency calls for welfare checks, crisis responses, and persons in crisis ranges from 122 to 599 per neighborhood

Emergency calls for service most frequently originated in Payne-Phalen, at 599 calls. Emergency calls least frequently originated in Summit Hill, at 122 calls.

Median response time for emergency calls varies from 8 minutes in Hamline-Midway to 14 minutes in Sunray-Battle Creek-Highwood.

Summary

- For all call types in 2019, calls were most frequently categorized as priority level four
 - For emergency calls only, most frequently categorized as priority level three
- For all call types categorized as priority level four, the most frequent incidents were for *disorderly conduct, assist a citizen, and a previous case follow-up*
 - For emergency calls only, most frequently were disorderly conduct, assist citizen, and welfare check
- Within priority level five, the most frequent incidents for all call types were for *proactive police visit, parking complaint, and proactive foot patrol*
 - For emergency calls only, most frequently were parking complaint, fireworks, and warrant
- Most call types categorized as priority four and five calls originate from other sources; most notably, most are *officer-initiated*

For all calls for service, the most frequent priority was Priority 4.

For emergency calls for service, the most frequent priority was Priority 3.

For all Priority 4 calls, the most frequent call types were disorderly conduct, assist citizen, and previous case follow-up.

For emergency Priority 4 calls, the most frequent call types were disorderly conduct, assist citizen, and welfare check.

For all Priority 5 calls, the most frequent call types were proactive police visit, parking complain, and proactive foot patrol.

For emergency Priority 5 calls, the most frequent call types were parking complaint, fireworks, and warrant.

Most Priority 4 and Priority 5 calls do not originate from the 911 line. A plurality of Priority 4 and Priority 5 calls are officer-initiated.

Recommendations

- Review and analyze police reports – subset of the sample
- Observations and ride-alongs – observations of ECC and/or SPPD processes on calls
- Define data variables to ascertain differences in meaning (e.g., person in crisis vs. crisis response)
- Consider database points collected, depending on future goals; better understanding calls on the ground; database not inherently created for research purposes but processing and dispatching calls as quickly as possible
 - Various dispatch systems

This analysis comprises all data currently available to the Robina Institute. In order to address more complex questions, the Robina Institute recommends taking a sample of these calls and examining the police reports. A limitation to this approach is that not all calls generate reports.

Police reports also only reflect the resolution of the call. In order to understand how calls are addressed as they are initially identified, the Robina Institute recommends conducting “ride-alongs” to assess both the ECC response and the SPPD response.

Further clarification is also needed to understand how variables are designated (i.e. the difference between “person in crisis” and “crisis response”).

The Robina Institute also advises that if research is a future goal, the commission could recommend the creation of a database that is proactively designed to support research capabilities. The city of Philadelphia has a viable model.

The ECC does *not* collect demographic data. SPPD only collect demographic data for arrests and suspects. The Robina Institute has begun the process of cleaning the arrest data to begin to analyze demographic information. The SPPD are currently expanding their data collection practices.

The Robina Institute will be completing its final report in the next few weeks. The report will list the data and variables that the Robina Institute would like to add to their study.



Minutes

Citizens League

City of Saint Paul Community-First Public Safety Commission

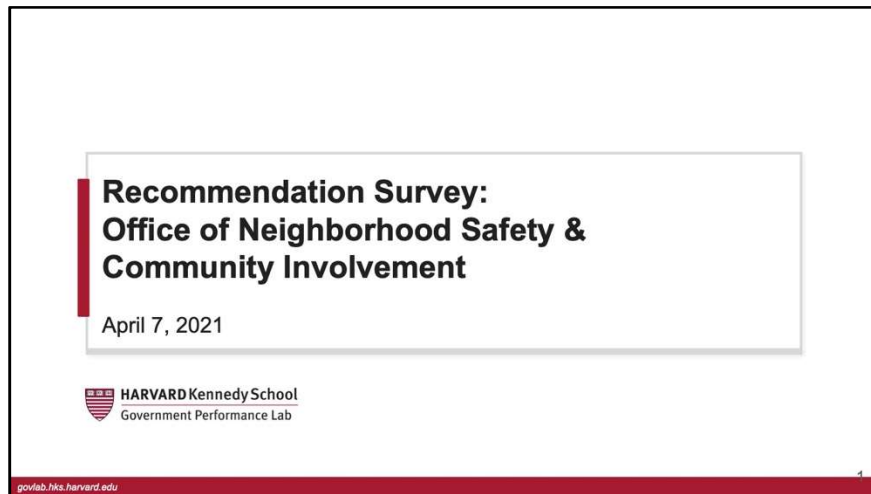
Wednesday, April 7th, 2021

9:00 am – 12:00 pm

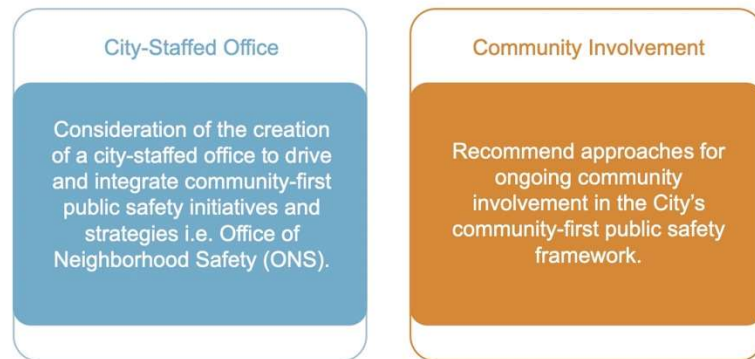
Virtual meeting via Zoom video

Addendum B:

Presentation and Survey by Mr. Andrew Bentley and Mr. Elliot Karl from the Harvard Government Performance Lab.



Gathering commission recommendations for two charges



2

The Harvard GPL has two charges. The first charge is to assist the commission in their consideration of an Office of Neighborhood Safety, a city-staffed office to drive and integrate community-first public safety initiatives and strategies. The second charge is to help the commission understand how to foster community involvement in the City of Saint Paul's community-first public safety framework.

We researched offices, interviewed leaders & took your feedback



3

In order to fulfill their charges, the Harvard GPL conducted a landscape analysis of similar offices and presented their findings to the commission. The criteria they used to identify these offices were: a) they were safety-focused, public offices outside of the police department, b) they offered community-centric, non-punitive programs, and c) they had participation from the local community. The GPL also interviewed six leaders of those offices and four subject matter experts. The GPL gathered dozens of questions and comments from the commission and incorporated them into their work and this survey.

ONS landscape analysis highlights

New institutions	11 of 17 offices were launched in last five years	No police oversight	ONSs don't engage in police reform or oversight
Report to executives	10 offices are housed under a mayor or administrator	Public health approach	Many use public health strategies for preventing violence
Lean staffs	Most are coordinating services rather than providing direct service	Relatively small budgets	ONSs use a small fraction of police budgets

4

The GPL found that these offices are generally quite new. The most influential one was founded in 2008 in Richmond, CA. These offices generally report to mayors or city manager. They are often housed within public health departments and they generally have a public health approach to violence prevention that aims to address the root causes of and risk factors for violence. These offices generally have small budgets and do not generally engage in police oversight.

Our Recommendation Survey has six sections

Charge	Sections	Goal
ONS	Focus Areas	Recommend types of violence to address with programming
ONS	Target Population	Identify certain communities for focus
ONS	Programmatic Strategy	Guidance on methods to prevent violence
Community involvement	Community Participation	Resident involvement in launch and functions of an ONS
Community involvement	Community Governance	Involvement of residents in decision-making
Next Steps	ONS / Your Involvement	Do you recommend the City pursue an ONS and what should it be named? Would you like to be involved in future community-first public safety initiatives?

5

This survey is composed of three sections.

In regard to an Office of Neighborhood Safety, commission members will be asked about such an office's areas of concentration, the populations they seek to serve, and what kinds of programs they may offer.

In regard to the community's involvement, commission members will be asked about how community members will participate in the work of the office and how community members will participate in the office's decision-making.

Finally, commission members will be asked about whether they feel the commission should recommend the creation of an Office of Neighborhood Safety.

Focus Area

Question 1: Do you recommend an ONS pursues narrow or broad programming?

Narrow - Richmond, CA

Reduce and eliminate gun violence

"We felt that if we were to reduce firearm activity we would have to focus on it...If [our office] had other things [to address], we would focus on other areas with easier wins."
- DeVone Boggan, Richmond ONS

Broad - Oakland, CA

Address multiple types of violence, including group-based, gun and dating violence

"Our mission is to reduce gun violence, domestic violence, sex trafficking, and the number of cold cases that remain open—as those cases create a cycle of trauma for families—and to build community resilience so that the communities in Oakland can heal from years of violence and other systemic neglect." - Chief Cespedes

SURVEY

Select on the scale from Narrow (1) to Broad (5)

Question 2: What should be the focus of violence prevention programming?

Gun Violence

Programming to remove guns from the streets and intervene in gun-based conflict

Sexual Violence

Supporting survivors and investing in programming to prevent sexual violence

Youth Violence

Focusing on young people who are bullied or at-risk of CJ-system exposure

Childhood Trauma & Elder Abuse

Programming to detect and intervene in the exploitation or abuse of vulnerable older adults or children

Group-based Violence

Mediating conflict between groups and providing exit / alternatives in the form of services and support

Domestic Violence

Programming to support survivors of violence in the home and prevent future occurrences

Suicide

Supporting individuals engaged in or considering self-harm

Structural Violence

Programming that supports healing from exposure to domestic/community violence, systemic racism, and poverty

SURVEY

Distribute a total of 8pts across selection(s)

Question 3: Which individuals, CBOs or government entities should an ONS coordinate or collaborate with?

Example collaborations

Contracting

Granting \$10MM during FY2019-2021 to CBOs across four areas, including gun violence response and youth diversion (Oakland, CA)

Coaching

City offers their network of providers training on subjects such as healing trauma, coaching certification and networking (Oakland, CA)

Data Sharing

A data workshop identifies and uses data from several city agencies to make real-time programming decisions (Philadelphia, PA)

Police Dept

A liaison in the police dept work to sharing information related to violent crime (Richmond, CA)
Chief of violence prevention shares qualitative research (Oakland, CA)

SURVEY

List specific individuals, CBOs or gov entities

Target Population

11

Question 4: Do you recommend an ONS dedicate resources to youth programming?

Benefits

Interventions early in a person's life could minimize criminal justice involvement and mitigate future instances of violence

Costs

Youth-focused programming could miss opportunity to address structural challenges, such as family violence and lack of access to quality education

Examples

Inspiring Youth Program (Minneapolis)
One Love Louisville Youth Implementation Team (Louisville)

SURVEY
Select Yes or NO

12

Question 5: Do you recommend dedicating resources to specific neighborhoods?

Benefits

Concentrating resources can be efficient
Equitable service delivery to communities most impacted

Costs

Violence can shift to other neighborhoods

Examples

Community Based Crime Program (Washington, DC)
Ground Zero Initiative (Richmond, CA)

SURVEY
Select Yes or NO

13

Programmatic Strategy

14

Question 6: Do you recommend focusing on violence prevention, intervention, or rehabilitation/healing interventions?

Prevention

Upstream investments that address root causes of violence

Benefit: By addressing the root-causes of violence, an ONS invests in safety and thriving in the long-run

Cost: It could take many years to observe and measure the impact of preventative programming

Intervention

Interruption strategies that address current violence

Benefit: Interrupting current acts of violence or trends could save many lives in the short-run

Cost: It can be challenging to intervene efficiently and these strategies do not address underlying causes of violence

Rehabilitation

Healing practices to address retaliatory violence and re-entry

Benefit: Reduces risk of retaliatory action and offers healing as a form of violence prevention

Cost: Also does not address root causes of violence

SURVEY

Distribute a total of 9pts across selection(s) 15

Community Participation

Question 7: How could residents participate in the implementation and functioning of an ONS?

Office Launch

Listening sessions

14 listening sessions w/ 333 residents, co-hosted by CBOs to learn about assets, challenges and opportunities (LA County)

Summit

300 people, primarily those impacted by violence & trauma attended to process loss, trauma and build fellowship and share priorities. (Oakland)

Staffing

Hire community members

Long-tenured outreach staff, who have had experience with violence as victim or perpetrator. Invested in their development. (Richmond, CA)

Research fellows

Trained 16 residents, from groups most impacted by violence, in qualitative data collection and they helped conduct more than 500 interviews. (Oakland, CA)

Strategy / Programs

Advisory council

Impacted residents, including youth, parents, faith-based orgs and advocates work to improve service delivery and identify prevention needs in their neighborhoods (LA County)

SURVEY

Submit ideas in the open text box

Community Governance

Question 8: Which elements of community governance and oversight are most important?

Strategic Planning

Oversee strategic planning process, implementation, and updates as needed (LA County)

Budget

Oversee revenue collection, spending and approve budgets (Oakland, CA)

Co-Design

Support community engagement strategy and implementation (Milwaukee)

Auditing / Reporting

Oversee financial and program audits and issue relevant reports

Program Integration

Oversee integration of ONS efforts across related initiatives

Policy

Make policy recommendations to Mayor and Council

Program Evaluation

Monitor efficacy of ONS programming and increase capacity for data collection and analysis

Public Meetings

As needed, convene public meetings with political leadership

SURVEY

Distribute a total of 8pts across selection(s)

Next Steps

20

Question 9a: Do you recommend the City of Saint Paul pursue a city-staffed Office of Neighborhood Safety?

Question 9b (Optional): Please share context to your answer

Question 9c: Which name do you prefer for a city-staffed office?

Benefits

- Coordinate and align efforts
- Give programs time & resources to reach goals
- Empower residents to lead work

Challenges

- Offices often take 18 to 24 months to launch
- Few long-term models to learn from
- Overcoming mistrust of government

21

Question 10: What are your other recommendations or ideas for an ONS or community involvement?

22

Question 11: Are you interested in supporting the implementation of an ONS or community involvement in Saint Paul?

23

Next steps

- Right now: Complete survey
 - 4/9: If you didn't complete the survey now, please do so by Fri at 5pm CT
 - Email Andrew Bentley (email in the zoom chat) with any questions related to the survey
- 4/21: Survey recommendations and ideas will be organized by the Government Performance Lab and added to the commission's final report



Minutes

Citizens League City of Saint Paul Community-First Public Safety Commission

Wednesday, April 21st, 2021

9:00 am – 12:00 pm

Virtual meeting via Zoom video

As this was the commission's final meeting, these minutes were not approved by the commission, but were presented via email for review and edits. No substantive edits were submitted.

Commission Members present: Co-Chair John Marshall, Co-Chair Acooa Ellis, Councilmember Mitra Jalali, Ramsey County Board Chair Toni Carter, Ms. Sue Abderholden, Mr. Cedrick Baker, Mr. Sami Banat, Mr. Jason Barnett, Rev. Dr. Ron Bell, Ms. Monica Bravo, Ms. Chikamso Chijioke, Mrs. JoAnn Clark, Mr. Sam Clark, Ms. Sierra Cumberland, Ms. Natalia Davis, Mr. Julio Fesser, Ms. Anna-Marie Foster, Ms. Simone Hardeman-Jones, Ms. Suwayda Hussein, Mr. David Squier Jones, Ms. Laura Jones, Ms. Clara Junemann, Ms. Farhio Khalif, Ms. Alicia Lucio, Ms. Wintana Melekin, Mr. Stephen Moore, Mr. Amin Omar, Mr. Frank Ortiz, Ms. Amy Peterson, Dr. Suzanne Rivera, Mr. Mark Ross, the Honorable Nikki Starr, Mr. Mario Stokes, Ms. LyLy Vang Yang, Mr. Teshite Wako, Mr. Jai Winston, Ms. Heather Worthington, and Mr. Otis Zanders.

Members not present: Ms. Chauntyll Allen, Mr. Ahmed Anshur, Mr. Scott Burns, Ms. Sasha Cotton, Mr. Ameen Ford, Ms. Suwana Kirkland, Ms. Maureen Perryman, Mr. Garaad Sahal, Ms. Olyvia Rayne Taylor, and Mr. Pheng Xiong.

Special guests: Mayor Melvin Carter, Mr. Andrew Bentley, and Mr. Elliot Karl.

Staff present: Ms. Kate Cimino, Ms. Amanda Koonjbeharry, Mr. Jacob Taintor, and Ms. Madeline McCue.

Minutes

Co-chair Ellis called the meeting to order at 9:04 am.

Opening and Approval of Minutes

Co-chair Ellis welcomed the commission and acknowledged the guilty verdicts in the trial of Derek Chauvin and also the recent deaths of Daunte Wright, Adam Toledo, and Ma'Khia Bryant at the hands of police. She expressed her gratitude for the continued work of the commission in this space and encouraged members to practice grace for themselves and others.

Co-chair Ellis reviewed the commission's charge, as specified by the City of Saint Paul, to make recommendations to the Mayor and the Saint Paul City Council regarding:

1. Alternative first response options to low-priority calls for service;
2. Approaches for ongoing community involvement in the City of Saint Paul's Community-First Public Safety Framework; and,
3. Consideration of the creation of a city-staffed office to integrate the initiatives and strategies of the Community-First Public Safety Framework.

Co-chair Ellis reviewed the agenda: following an address by Mayor Melvin Carter, the commission would converse in small groups. The Harvard GPL would present their results and a group of commission members deliver a report on traffic stops. Finally, the commission would review their work thus far and then finalize the development of recommendations regarding alternative responses to Priority 4 and 5 calls.

Co-chair Ellis welcomed Mayor Melvin Carter.

Mayor Carter thanked the commission for their continued work through heavy days. He conveyed his belief that this commission's work to change the future would help to prevent cycles of crisis. He expressed his gratitude that Saint Paul was actively working on these national problems and that this commission was a place where the hard, messy, data-driven work of public policy could be done. He thanked Co-chairs Ellis and Marshall, the Citizens League, the Robina Institute, and the Harvard GPL. He assured the commission that their work will be reflected in the future path of Saint Paul and that it will show the people of Saint Paul that the government is dedicated to creating a better, brighter, and more resilient community.

Co-chair Ellis continued to the approval of the minutes of the previous meeting. A motion to approve the minutes as written passed with 25 votes.

Co-chair Marshall invited a commission member to lead the group in a moment of mindfulness.

Chat and Connect

Co-chair Marshall introduced the next activity, in which members would be split into small breakout rooms to discuss what stood out to them from previous meetings and what they hope results from the work the commission has completed.

Co-chair Marshall sent members to breakout rooms at 9:31 am.

Co-chair Marshall welcomed members back at 9:42 am and invited them to share their reflections.

A commission member shared their conflicting feelings of gratitude for the verdict and frustration about the lack of any measures to prevent similar events from happening. They were grateful to their group for offering a space to express complicated feelings without fear of retribution or judgement.

Co-chair Marshall shared his experience of trying to explain current events to his young children. His group shared their thoughts regarding their communities' preparation for the verdict.

A commission member shared that while they were happy with the verdict, their joy was tempered by the understanding that laws would have to be changed in order to address structural problems.

A commission member shared their own anxiety and that of their community throughout the trial, and how it was aggravated by the presence of the National Guard. The commission member had fearfully expected a different verdict and was proud of their community for the verdict that was delivered. They looked forward to moving beyond accountability and toward justice.

A commission member expressed their gratitude for the elected officials who have made this work possible.

A commission member shared their feelings of relief and gratitude as a Black immigrant.

Co-chair Marshall thanked the commission members for their thoughts and invited Ms. Amanda Koonjbeharry to discuss community feedback.

Community Report

Ms. Koonjbeharry greeted the commission and thanked commission members who had helped to lead the Town Hall meetings for their time, energy, expertise, and support.

Ms. Koonjbeharry noted that the commission had received a few emails from community members offering suggestions and that those would be included in the final report.

Presentations

Co-chair Marshall introduced and welcomed Mr. Andrew Bentley and Mr. Elliot Karl from the Harvard GPL.

Mr. Bentley and Mr. Karl presented the results of the commission's final survey regarding the proposed creation of an Office of Neighborhood Safety in Saint Paul. *Results shown in separate document.*

Co-chair Marshall thanked Mr. Bentley and Mr. Karl for their presentation.

Co-chair Ellis introduced and welcomed a workgroup of commission members to present their recent work on pretextual traffic stops.

Mr. Sami Banat, Ms. Laura Jones, and Ms. Heather Worthington, presented their analysis on racial disparities in the SPPD's traffic stops. *See Addendum A for details.*

Co-chair Ellis thanked Mr. Banat, Ms. Jones, and Ms. Worthington for their presentation.

Co-chair Ellis dismissed the commission for a break at 10:31 am.

Summary of CFPSC Process (including further discussion of pretextual traffic stops)

Co-chair Marshall reconvened the commission at 10:37 am.

Co-chair Marshall welcomed Ms. Cimino to speak.

Ms. Cimino presented a review of the commission's progress thus far and movement toward developing final recommendations. She then explained how members would complete the final survey to produce their recommendations.

At the request of a few commission members and with the approval of approximately a dozen members, Ms. Koonjeharry and Ms. Cimino re-opened the floor for further discussion about the previous presenters' proposal to address pretextual traffic stops.

A commission member who was part of the workgroup organizing the earlier presentation on pretextual traffic stops objected to the commission's adherence to the agenda of the meeting vs. making space for this discussion. The member said the commission should make time to address the policies and concerns brought up by current events. They beseeched the facilitators to slow down and allow the commission time to discuss the information from the traffic stop presentation as they themselves were overwhelmed by it.

A commission member asked about how ideas from the presentation about pretextual traffic stops would be included in the survey. Ms. Cimino suggested that the survey could ask: "Do you support the further exploration of the issue of pretextual traffic stops by the City Council and the Mayor?" Commission members would not be asked for their opinions on the recommendations proposed by the presenters, but just whether they supported further investigation of the idea.

A commission member voiced their support for the earlier request to slow down and consider ideas that were outside the scope of the commission.

In response to these conversations, Co-chair Ellis shifted the meeting's agenda to give the commission more time to discuss these issues.

One of the presenters noted that there is a legal definition of "pretextual" traffic stops and that this group of commissioners was more concerned with traffic stops following non-serious driving or vehicle violations. This category includes pretextual traffic stops but also includes other situations. They re-emphasized their earlier points that traffic stops and particularly vehicle searches disproportionately affect Black drivers, that these stops can have serious and lasting consequences, and that stops and searches are increasing. They also clarified that this data has not been disaggregated by gender.

One of the organizers of this workgroup noted that there is existing work in Ramsey County to understand the dangers of pretextual stops. The Ramsey County Attorney is concerned about this issue and discussions about policy to address this issue are underway at the county and state level.

A presenter disagreed with Ms. Cimino's earlier clarification that the commission would not be voting on the recommendations proposed by this workgroup; they explained that the workgroup felt strongly that their recommendations are urgently needed and should be included in the commission's final recommendations. The workgroup recommended the City of Saint Paul should 1) cease traffic stops except in the case of flagrant moving violations, 2) move to the utilization of mailed citations, and 3) explore other road safety methods that emphasize the prioritization of resource toward the most dangerous behaviors. The presenter apologized for bringing this issue to the commission during the final meeting.

Ms. Cimino explained that the Co-chairs and the Citizens League had chosen not to include those recommendations in the survey because they felt that the commission did not have nearly enough information about this issue to make a recommendation (as compared to the other topics that had emerged throughout the process); the survey would instead ask whether members would support further investigation into this topic.

A commission member agreed that they did not know enough about this topic to be able to comfortably make a recommendation.

Co-chair Ellis clarified that the commission *was* limited in scope and that it wouldn't be right to include this out-of-scope issue while not including the many other out-of-scope areas of concern that had been raised by other members of commission over the past five months. She voiced her support for the survey question to further investigate the issue.

Co-chair Marshall agreed, voicing his support for including the survey question on whether to further explore the issue. He noted that there appeared to be a substantial degree of support for this idea in the commission and that this would be the best way to address this complicated topic within the available timeframe.

One of the presenters from the workgroup suggested that the survey include a question about how the commission members would prioritize the further exploration of traffic stops (e.g.

immediate, secondary, or longer-term). Co-chair Marshall and Ms. Cimino agreed that this was entirely possible.

A commission member voiced their support for the commission including the workgroup's three recommendations in their final recommendations and encouraged their fellow members to vote to do so.

One of the organizers of the workgroup suggested that the commission hold additional meeting to discuss traffic stops. A few members agreed. A member expressed their frustration with how the commission adhered to an agenda.

Co-chair Ellis explained that it would not be possible for the organizers to host further meetings but that the commission could continue to work on the recommendations outside of meetings.

One of the presenters expressed their hope that the recommendation, if the commission voted to include it, would include languages about reducing dangerous traffic stops.

In response to these discussions, Ms. Cimino, Ms. Koonjbeharry, Co-chair Ellis, and Co-chair Marshall adjusted the agenda so that edits to the survey could be made before distribution, and commission members would be able to take the survey *after* the conclusion of the meeting, rather than during the meeting.

Ms. Cimino walked the commission members through the survey. For each of the commission's eight call types of particular concern, the commission would be able to indicate whether they supported each recommendation, the priority of implementation if affirmative, and how well that recommendation aligns the commission's self-determined goals. The question about the recommendation of further exploration into pretextual traffic stops would also be included.

Co-chair Ellis acknowledged the tensions of democracy in action: navigating the urgency of the issue, the desire to keep the process moving to create an actionable product, the time constraints, and the density of this information is challenging and the commission is doing it in real time, together.

Ms. Cimino agreed and thanked the commission for their honesty and transparency.

Ms. Koonjbeharry thanked the commission for their work. She invited any commission members struggling with the survey to reach out to the Citizens League and she and Ms. Cimino would be happy to help them navigate it.

In response to a question, Ms. Cimino clarified that the issue of traffic stops would be handled as follows: the final recommendations survey would include a question written with some of the specific language provided by the subgroup. It would ask members whether they support further exploration of this idea and if so, how urgently they felt it should be explored. An open comment box would also be available.

One of the presenters thanked the commission for their consideration of this issue and acknowledged the difficulty of pushing on these ideas. They felt that the inclusion of a survey

question regarding future exploration of traffic stops, while not ideal, was an acceptable arrangement.

Another presenter expressed their concern that a recommendation to further explore traffic stops would be redundant as they expect city government to consider this issue regardless. They felt that such a recommendation would be inadequate and hoped that the final survey would ask commissioners to vote on the inclusion of the workgroup's recommendations in the commission's final recommendation.

Co-chair Ellis clarified that the question on the survey would inquire about the members' support for further exploration of the topic, and that commissioners would also be asked for their sense of urgency for this exploration and would have a place to write their comments. Ms. Cimino agreed, noting that this question would have the same sub-questions as all other recommendations.

A commission member worried that the inclusion of the workgroup's ideas was hasty, especially compared to the five months of research and discussion that the commission had carried out in order to make recommendations about Priority 4 and 5 calls. They noted the lack of a diverse array of perspectives, thorough research, and future considerations, and did not feel that the commission had adequate information to weigh in on such a complex and consequential topic.

One of the organizers of the workgroup noted that while traffic stops had not been investigated by the commission, the topic had come up in the town hall discussions. This commission member felt that the commission had enough information from the workgroup's presentation earlier in this meeting (*see Addendum A*) to make a decision and to act.

Ms. Cimino again clarified how the question would appear in the survey.

Ms. Cimino added that commission members who were interested in further refining the recommendations were welcome to work the Citizens League to help finalize the report.

Closing

Co-chair Marshall thanked the commission for their flexibility. He asked that the commission complete the survey by Friday.

Co-chair Marshall thanked Co-chair Ellis, the Citizens League, and the commission for their engagement and for the investment of their time. He acknowledged the challenges of doing this work virtually but felt that the commission overcame this obstacle and completed impressive and important work.

Co-chair Ellis agreed with Co-chair Marshall. She added her thanks for the people following the commission's work and for the staff of the Citizens League.

Ms. Cimino thanked the members of the commission for rising to this important and challenging task. She thanked them for their time and energy throughout this process. She thanked Co-

chairs Ellis and Marshall for their leadership and thanked Ms. Koonjeharry for her exceptional work on this project.

Ms. Koonjeharry thanked everyone for their work and assured the commission that the final report would be true to the commission's work and to their words.

Co-chair Marshall suggested that the commission should hold an in-person reunion once it is safe to do so, and several members agreed.

Co-chair Marshall thanked the commission and concluded the meeting at 11:49 a.m.

Saint Paul Community-First Public Safety Commission

Ideation results from Meeting #7

March 10, 2021

Central considerations and values expressed

- Recommendations should service the goal of optimal efficacy for the victims (callers). The objective should be to get the appropriate responder with the lowest-level response possible.
- Set up systems to help people solve problems sooner and earlier.
- Data is important, but also must consider the lived experience of the people most affected – victims, perpetrators, and those who are both.
- Be careful to avoid redundancy—don't just replicate resources available elsewhere since that would drain resources.
- If we're making changes, it's important to understand the risks, especially if you're removing police from responses to some calls for services. Consider those liabilities or correct for them when possible.
- Understanding that police are costly, necessary resources. We need to do everything that we can to make sure we're getting the appropriate responder with the lowest-level response possible.
- Attempting to respond with the appropriate level of response (could be crisis units, co-responder program, independent community organization, etc.) Law enforcement can be linked for improved communication.
- Recommendations should account for historical role of law enforcement.
- Importance of keeping systems accessible to the public (language, technology)
- Value of information sharing and open lines of communication.
- Preventative and protective measures could reduce the reasons people would need to call police. This would be the place for an OVP.
- Avoid recreating the old system, including training new staff in a new system.

Saint Paul Community-First Public Safety Commission

System-wide ideas

911 and ECC

- 311-type of system for those uncomfortable with 911 or needing different response.
- Expand online reporting to increase accessibility.
- More tech help for telecommunicators, such as AI-driven smart system to help telecommunicators assign call types and help police figure out how situations unfold.
- Train ECC staff in cultural competency, including asking some different questions, including whether policy response may escalate the situation.
- Scribes for ECC telecommunicators and dispatchers.
- Ensure ECC staffing is representative of the community.

Data and information

- Prioritize information sharing and open lines of communication.
- Centralized, unified, and widely accessible data collection system.
- Collect more in-field situational data (i.e., whether call was resolved, whether response was appropriate, perspective of caller, what alternatives were considered).
- Use data to figure out how to keep moving calls to lower-level and more effective response models.

Police and responder practices

- Improve process of referring situations to other responder agencies.
- Ensure departments are resourced to respond correctly and appropriately (avoiding “every problem looking like a nail”).
- Intentional use of plain clothes officers to mitigate escalation.
- Collect more in-field situational data.

Public education

- Educate the public about the role of 911, call types, and the dispatch & response processes.

Accessibility

- Strive for maximum accessibility, especially language

Saint Paul Community-First Public Safety Commission

Priority areas to explore alternative response

Top 8, as identified by the Commission

Ideas specific to certain types of situations:

Juvenile: Curfew violation, statutory offense, general problems

- Juvenile calls for services (curfew violations, kids not wanting to go to school) should be handled by staff specially trained in adolescent development rather than police.
- Juvenile detention system needs system-level changes.
- Consider alternative systems that would help youths get their lives back on track, rather than risking jail time or other severe consequences for minor infractions. *(could be part of an OVP or ONS)*

Persons in Crisis

- Build up mobile crisis units—consider adopting something similar to NAMI's platform around integrated mental health crisis response
- Co-responder programs (such as COAST)
- Joint response between law enforcement and mental health professionals and domestic violence experts.

Vehicles and Parking: Anything vehicle-related

- Move vehicle-related calls for service to another entity (public works?), to allow police to address higher-priority calls.

Additional priority situations to explore:

Welfare Check

Disorderly Conduct

Assist Citizen: General assistance

Child Abuse: Child injured by an adult with authority over the child

Civil Problem: No crime occurred

Saint Paul Community-First Public Safety Commission

Community Visioning Results

Total data collected: 272 comments across both questions

- What should an interaction feel like to all those involved when a response is necessary?
- What skills, behaviors, and/or resources would help us get there?

Major themes:

- Need for feelings of safety, trust, and empathy
- Avoidance of re-traumatization
- Exploration of co-response/non-police response models
- Specialized training and topic-specific education for officers
- More intentional connection to/awareness of resources (inside government as well as external)
- Need for additional community-based supports
- Culturally and trauma-informed response
- Effective and efficient problem resolution with lowest degree of response level necessary
- General de-escalation of response as much as possible, including using unarmed and/or plainclothes response
- Investments in technology for better data capturing, which should be used for effective inter-agency coordination and to identify patterns

**Bolded items indicate more than one same or similar response.*

<i>Call Type</i>	<i>Q1. What should an interaction feel like to all those involved when a response is necessary?</i>	<i>Q2. What skills, behaviors, and/or resources would help us get there?</i>
Young person/Juvenile	<ul style="list-style-type: none"> - No fear or distress for anyone, and the caller should not feel threatened - Prevent re-traumatization for all - Trust and respect in the system - Familiar, relatable responder with shared lived experience - No unnecessary criminalization for what is just being young - Responders feel respected and like they are making a positive difference - Welcoming, community, belonging, supported, safe - Centering authenticity in interactions with kids—true care, not just box checking 	<p><i>System Resources/Adaptations:</i></p> <ul style="list-style-type: none"> - Social workers available to respond to youth - Juvenile supervision center open 24/7 - Professional Crisis Manager - Programs building relationships between youth and police department - Access to people who will listen - Community liaison dedicated to these calls so the young person does not feel targeted with a police response - Sharing data across jurisdictions <p><i>Training for Responders:</i></p> <ul style="list-style-type: none"> - Knowledge of youth brain development at different ages - Responders have the ability to provide families with meaningful connections to resources & referrals

	<ul style="list-style-type: none"> - For youth: self-esteem, conflict management, avoiding peer pressure, and willingness to ask for help 	<ul style="list-style-type: none"> - Responders should have a supportive, safe, reassuring, and calming presence - Tactical training on interactions specific to young people - Trained to deal with untreated mental illness <p><i>Community Resources:</i></p> <ul style="list-style-type: none"> - Peer-to-peer support/other support groups actually on the ground doing the work - Youth recreation and neighborhood supports - Culturally-relevant ambassador program in neighborhoods responding to truancy and curfew violations - Work with kids to get them re-engaged in school and avoid criminal temptations - Providing local residential facilities to serve kids that would have previously been in Boys Totem Town and need to get out of problematic environments - Community-based services of support and accountability - Only fund groups/organizations that have demonstrated effectiveness - Access to jobs, sports, arts, cultural connections
Person-in-Crisis	<ul style="list-style-type: none"> - Empathetic, seek to find info rapidly - Feeling of trust, safety, and dignity - Supported, empathy, patience, kindness. Trauma is understood, accepted - Situations do not escalate - People do not feel afraid - Calm - Prevent re-traumatization for caller and responder - We always center humans and humanity in this interaction - Spirit of discernment - Meet people where they are - Making sure we bring community along in the learning around these issues and communicate that learning 	<p><i>System Resources/Adaptations:</i></p> <ul style="list-style-type: none"> - Easier access, meaningful connections to support and resources - Mobile mental health team/other resources available 24/7 - System allows a more appropriate/lowest level first responder by vetting calls before sending police - Have access to any and all pertinent data, which is shared across jurisdictions - Integrated care team; crisis responder, peer support, de-escalation; plain clothes police with mental health professionals - Callers can ask for non-police response so that PD involvement in mental health crisis can be reduced and/or eliminated - Community-based facilities and supports - More virtual/video consultation available - Expand Community Outreach and Stabilization Unit (COAST)

	<ul style="list-style-type: none"> - Being "heard" and not dismissed - Support provided meets the needs 	<ul style="list-style-type: none"> - Not able to remove freedoms (e.g, arrest person in crisis, involve child protective services) - Short and long-term services with seamless handoff <p><i>Training for Responders:</i></p> <ul style="list-style-type: none"> - Conflict resolution, trauma response preparedness, de-escalation - Knowledge of mental health/disabilities so that responder can make accurate assessments of safety, needs - Active listening - Calm, rational interpersonal communication skills - Cultural competency - Able to address immediate needs (food, clothing, medical, etc.) <p><i>Response approach:</i></p> <ul style="list-style-type: none"> - Culturally and trauma informed response, including officers standing out of sight for initial mental health approach - Not one and done interactions; responders are able to come back - Patience, willing to spend time - Always using a problem-solving approach, not an enforcement approach - Address feelings of helplessness in the moment - Promptness <p><i>Amplify lived experiences:</i></p> <ul style="list-style-type: none"> - Make sure community knows the real-life examples of people of color who have had negative or dangerous interactions with PD; use their stories as qualitative proof of need for change
Welfare-Check	<ul style="list-style-type: none"> - Meaningful and useful assistance; people get the help they need - Feeling safe and trustworthy - Respectful and non-invasive - Enough time was taken, not rushed - Non-judgmental, caring, and good-listening - Empathy, feeling cared for 	<p><i>System Resources/Adaptations:</i></p> <ul style="list-style-type: none"> - New or paired responder models: peer-responder, mental health intervention specialist, situational awareness expert on the phone - Sharing data and system information across jurisdictions for agency efficiency and to analyze repeat patterns - Ability to respond using video technology (Zoom etc.)

	<ul style="list-style-type: none"> - Cultural sensitivity - Prevent unnecessary escalations - Prevent re-traumatization for caller and responder - Allowed personal agency - Continuity in responder 	<ul style="list-style-type: none"> - Service clearinghouse (one-stop) with navigators or hosts - Alternative call line (311 etc.) - Caseload caps for service providers - Sustained interventions - Safe housing for kids <p><i>Training for Responders:</i></p> <ul style="list-style-type: none"> - Prepared to provide information on available supports and resources during a call - No weapons if situation is not dangerous - Friendly, customer-service like approach - Threat-assessment and de-escalation training - Officers arrive in plain-clothes - Welfare-check checklist protocol - 911 dispatchers trained to send calls to appropriate response team - Follow-up
Vehicles & Parking	<ul style="list-style-type: none"> - Transactional and efficient process with exceptional customer service - Quick response and problem resolution - Heard, respected, understood - Prevent re-traumatization for caller and responder - Understanding spirit - Efficient use of time for all - Property kept safe 	<p><i>System Resources/Adaptations:</i></p> <ul style="list-style-type: none"> - People other than police respond to make this more efficient and effective - Contract with private sector (towing, locksmith, etc.) - Individuals from other city departments responding (e.g., Public Works, Department of Safety and Inspections, etc.) - Training/skills building opportunity for entry-level officers - Use Parking Enforcement Officer (PEO) as much as possible <p><i>Training for Responders:</i></p> <ul style="list-style-type: none"> - No weapons or armed responders - Approach in calm and de-escalating mode - Provide meaningful connections to city resources - Follow-up <p><i>Community Resources:</i></p> <ul style="list-style-type: none"> - Free parking areas - Eliminate fines - Explore penal code violations in this area <p><i>Use of Technology:</i></p>

		<ul style="list-style-type: none"> - Advance/improve technology to make process more effective and efficient - Utilize text messaging to get car owners to move their car (text a parker) - Data capture
Disorderly Conduct	<ul style="list-style-type: none"> - Focus on safety. Currently feels like an area with high escalation potential - Calming, unflappable presence - Prevent re-traumatization for caller and responder - Transparency and support - Ability to travel from anger to level-headedness/calmer - Connection - People feel supported by their neighborhood 	<p><i>System Resources/Adaptations:</i></p> <ul style="list-style-type: none"> - Co-response/multi-service/multi-level response models: police on standby, buy system allows alternative/more appropriate primary response by a non-sworn officer/responder (e.g., chaplain, mediator, conflict resolution specialist, other non-systems worker) - Provide meaningful connections to city/neighborhood resources and response - Clearinghouse of services - 24/7 mental health center access - Detox center access - Anger management - Relationship counselors - Data analytics to spot trends and smart dispatching <p><i>Training for Responders:</i></p> <ul style="list-style-type: none"> - De-escalation - Familiarity with mental health and substance abuse disorders - Non-professional attire - Can offer resources for immediate needs - Follow-up <p><i>Transparency of Information:</i></p> <ul style="list-style-type: none"> - Transparency with and accountability from trusted neighborhood sources - Access to any and all pertinent data <p><i>Additional Community Supports:</i></p> <ul style="list-style-type: none"> - All witnesses' emotional wellbeing checked - Follow up outside the criminal justice system
General Assistance	<ul style="list-style-type: none"> - People feel heard, helped, and safe calling for assistance 	<p><i>System Resources/Adaptations:</i></p> <ul style="list-style-type: none"> - Provide meaningful connections to city resources at point-of-call

	<ul style="list-style-type: none"> - Responders build trust with community; response should feel non-invasive - Responders feel helpful, valued, and well-trained - Prevent re-traumatization for caller and responder - Customer service-like friendly approach - Strong communication - Professional listeners 	<p><i>Response Approach:</i></p> <ul style="list-style-type: none"> - Opportunity for a mediator/conflict resolution model focused on diffusing tense situations and mediating conflict - Artificial intelligence as an alternative to 911 (e.g., ask Siri) - Increased access to virtual/video consultation <p><i>Training for Responders:</i></p> <ul style="list-style-type: none"> - Culturally-centered and focused approach - Generally unarmed - Quick sorting abilities - Basic general assistance protocol - Issue addressed
Child-Abuse	<ul style="list-style-type: none"> - Children feel safe, heard, acknowledged, loved, and supported - Culturally responsive and appropriate - Prevent re-traumatization for caller and responder - Children are given a voice by the responder - Children are not shamed/do not feel blamed by responder for the abuse they experienced - Adult perpetrator is held accountable - Whole family is engaged 	<p><i>System Resources/Adaptations:</i></p> <ul style="list-style-type: none"> - Co-response model with police and others (e.g., youth worker, educator, etc.) - Social worker response, police for crimes - Responder/co-responder has mental health expertise - Need police response for evidence and documentation for court - Identify problem addresses (repeat calls from same address); proactively respond with other supports <p><i>Training for Responders:</i></p> <ul style="list-style-type: none"> - Trained in cultural difference in child raising - Specific training on child body language and abuse <p><i>Community Resources:</i></p> <ul style="list-style-type: none"> - Provide meaningful connections to city resources - 24/7 support for families - Offered tools for healing
Civil Problem	<ul style="list-style-type: none"> - People feel problems are handled efficiently and effectively - Prevent re-traumatization for caller and responder - People feel heard and that there has been justice 	<p><i>System Resources/Adaptations:</i></p> <ul style="list-style-type: none"> - Provide meaningful connections to city/external resources (such as mediation) - More phone/video resources so officers can assess the need and limit in-person response requirement for all - Unarmed responders

		<ul style="list-style-type: none"> - De-escalation skills - Create hotline for disputes for civil problems - Do not send police to resolve civil issues unless potential for violence - If responder is not police, responder has ability to call police for backup - Have clear regulations and increase number of issues that are civil problems - Less fines, more face-to-face circles of accountability - Data capture - Share best-practices – debrief incidents - Follow-up <p><i>Training for Responders:</i></p> <ul style="list-style-type: none"> - Unarmed responders - De-escalation skills - Plain-clothed responders
General	Responders are supported to recharge/repair, fully activate on duties of the role	<p><i>System Resources/Adaptations:</i></p> <ul style="list-style-type: none"> - Review hiring rules (particularly for individuals with prior juvenile justice) for joining law enforcement that create barriers to employment, as well as education requirements for those who are eligible for promotion/leadership - Hiring from St. Paul communities <p><i>Training for Responders:</i></p> <ul style="list-style-type: none"> - Speaks callers' languages <p><i>Community Adaptations:</i></p> <ul style="list-style-type: none"> - Community Members should spend time with Police to learn what issues can be more effectively addressed

- End of Report -

Preliminary Gauging of Support

Background

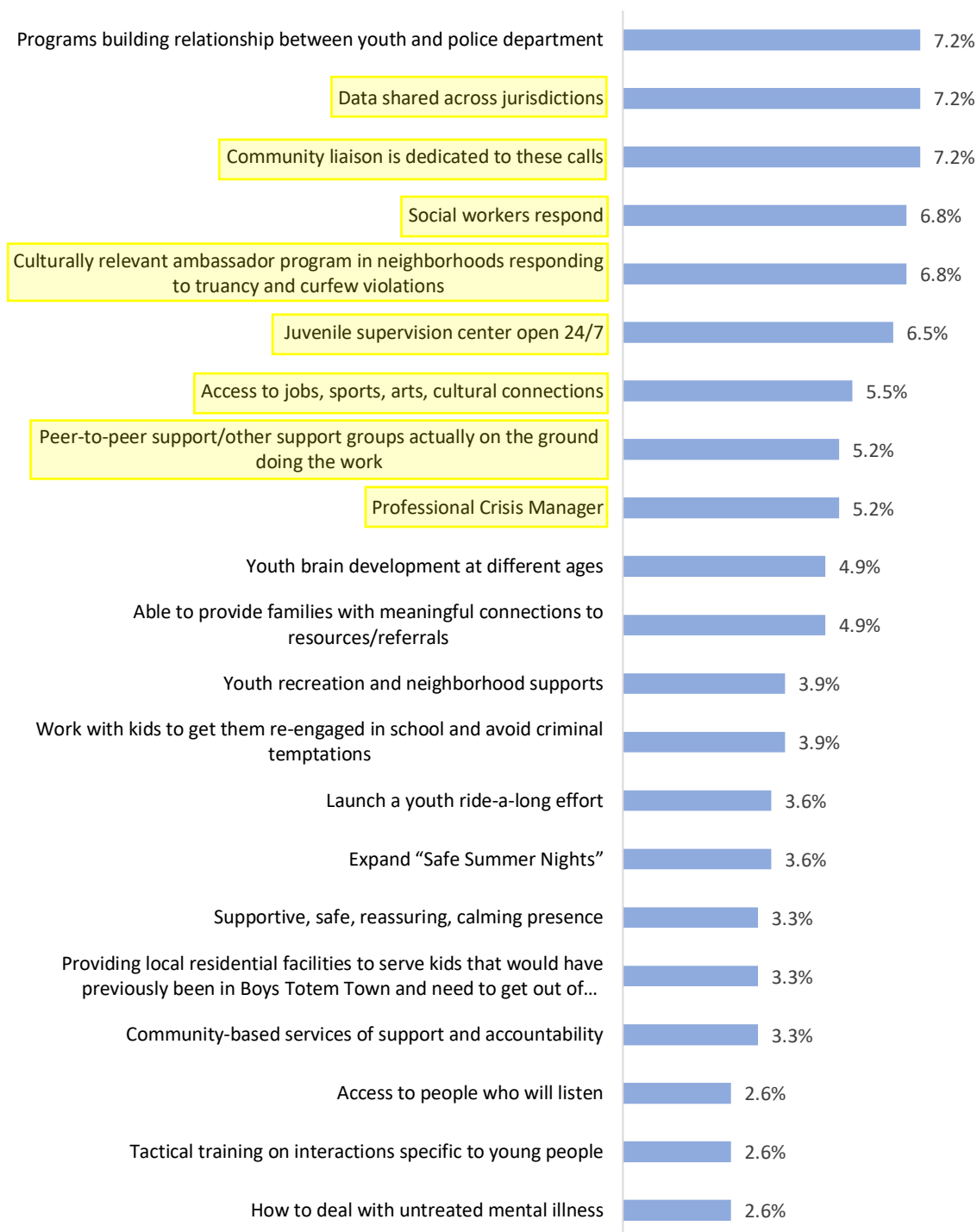
During its 8th meeting on March 24, 2021, the Saint Paul Community-First Public Safety Commission was engaged in a Community Visioning Exercise with the intention of recentring desired outcomes in shared values as the Commission entered the final phase of its work. With two meetings remaining, AGK Consulting was contracted to design the exercise, facilitate the Commission's participation in it, and provide a summary of results to the Citizens League. For the Commission's 9th meeting on April 7, 2021, AGK Consulting presented the consolidated results of the visioning exercise and then led the Commission through an unofficial voting process to gauge preliminary support for the wide array of recommendations being considered for inclusion in the Commission's final report.

Levels of Support

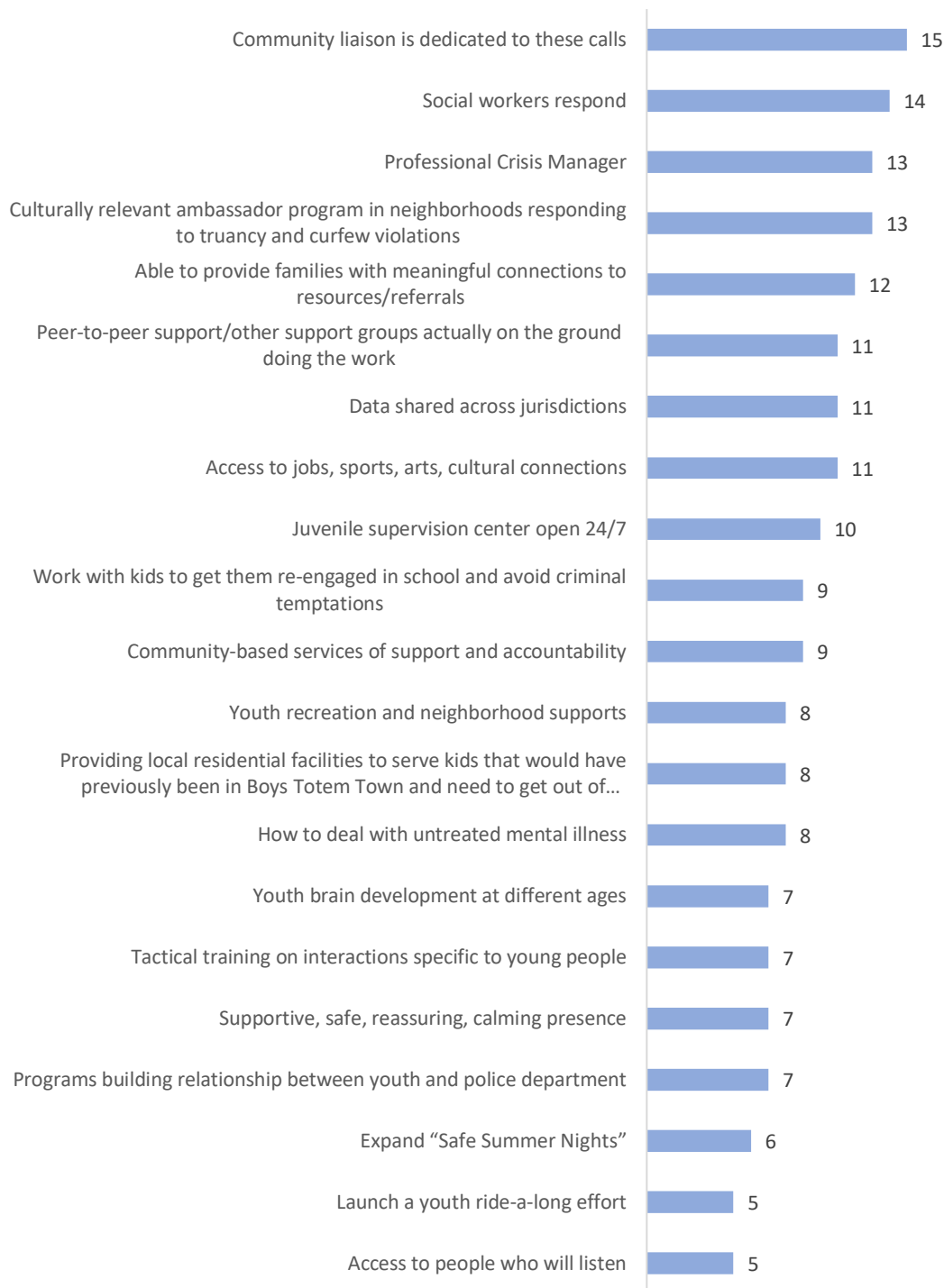
A voting round was held for each call type individually. Up to 24 Commissioners participated in the voting exercise at any given time. Each call type had between 10 and 24 recommendations from which to select. With a software limitation of 20 maximum votes per round, Commissioners were given equal votes to the number of items per call type up to 20 votes. This approach allowed Commissioners to use more than one vote per item if they wanted to indicate strong support, as this was only a preliminary tally. The software also recorded unique voters, offering two measures of levels of support: unique voters (how many Commissioners voted for a potential recommendation) and number of votes (how strongly the Commission felt about a potential recommendation). Highlighted recommendations indicate top 10 placement in both measures.

Young Person/Juvenile

Percentage of Votes

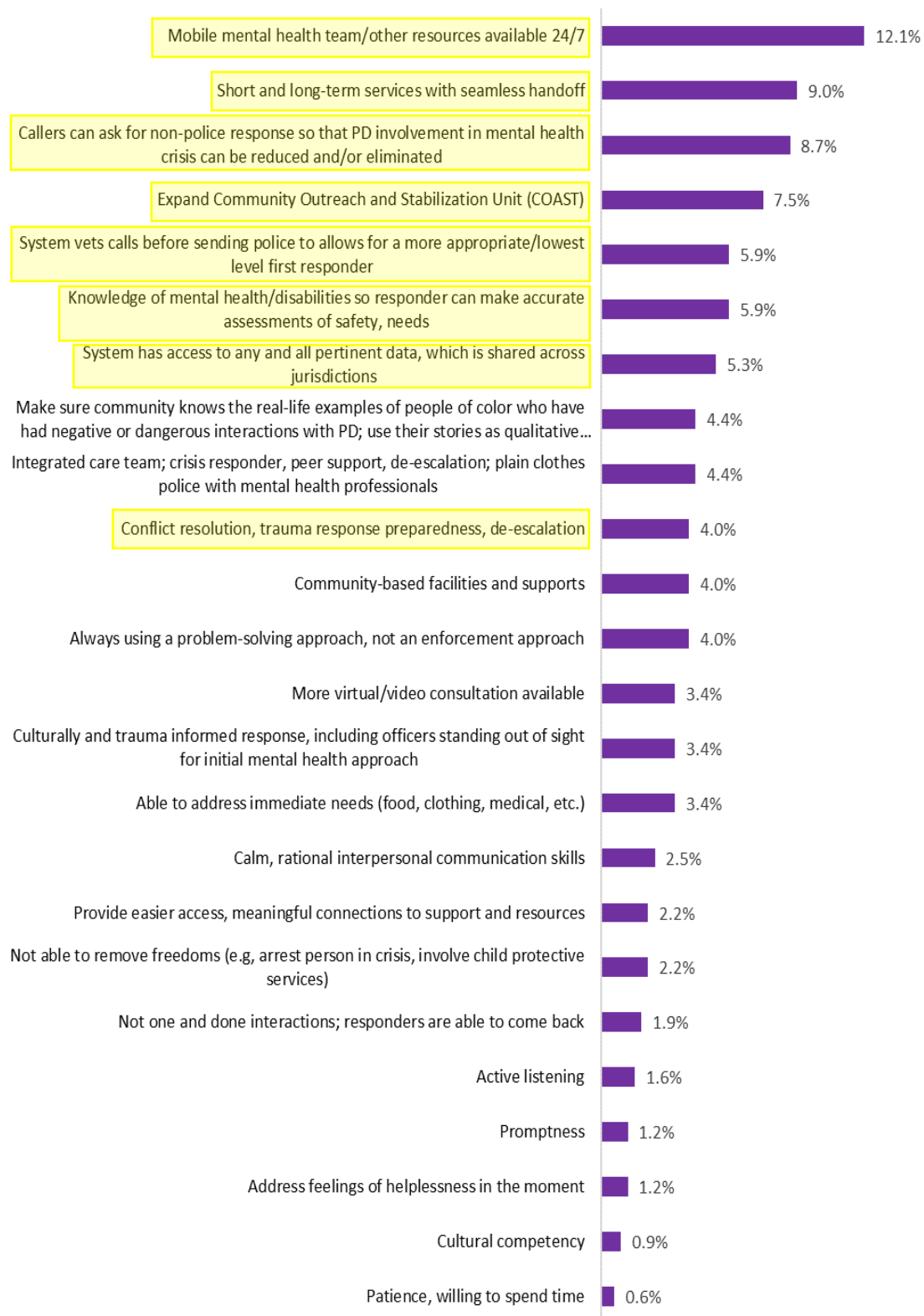


Commissioners in Support

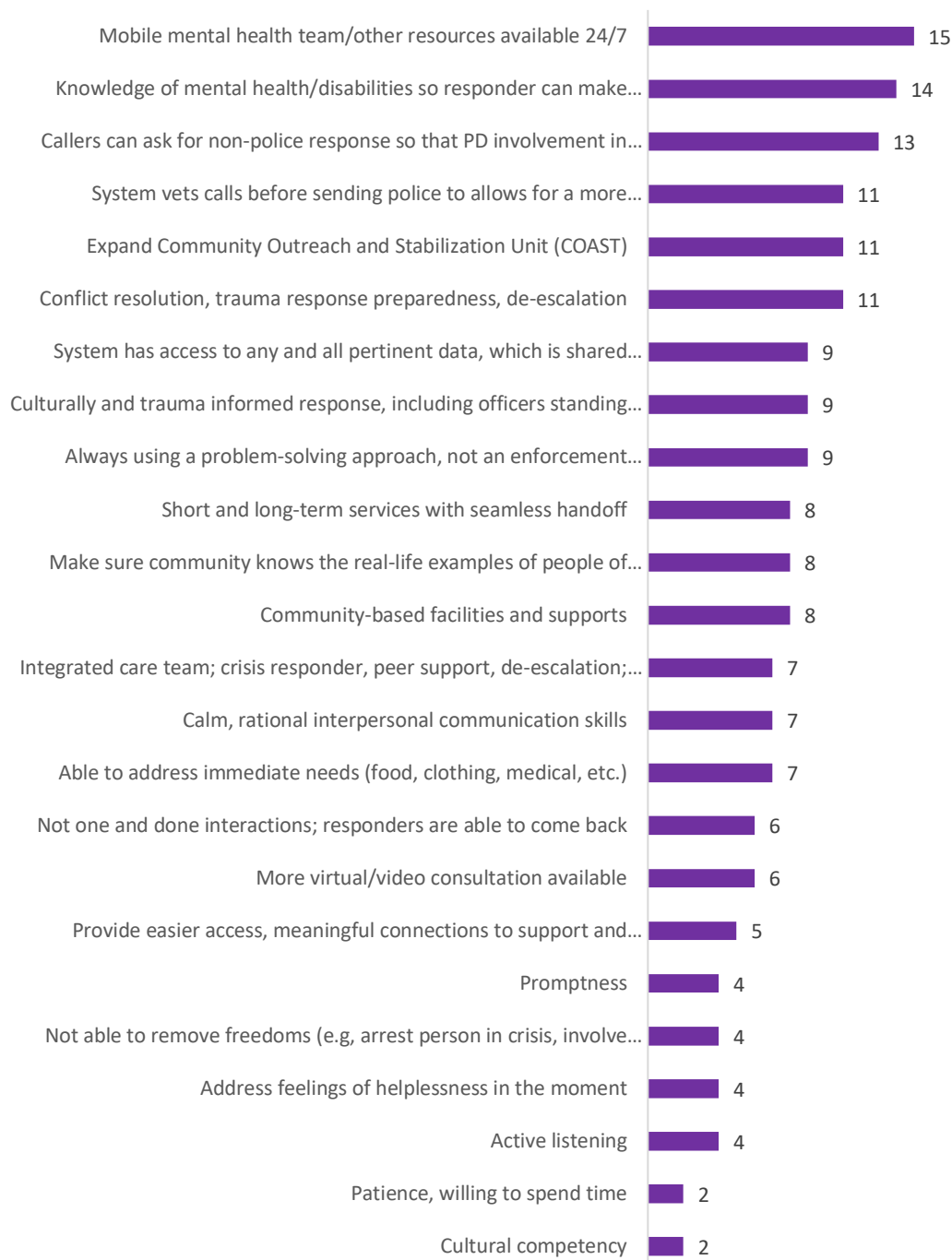


Person in Crisis

Percentage of Votes

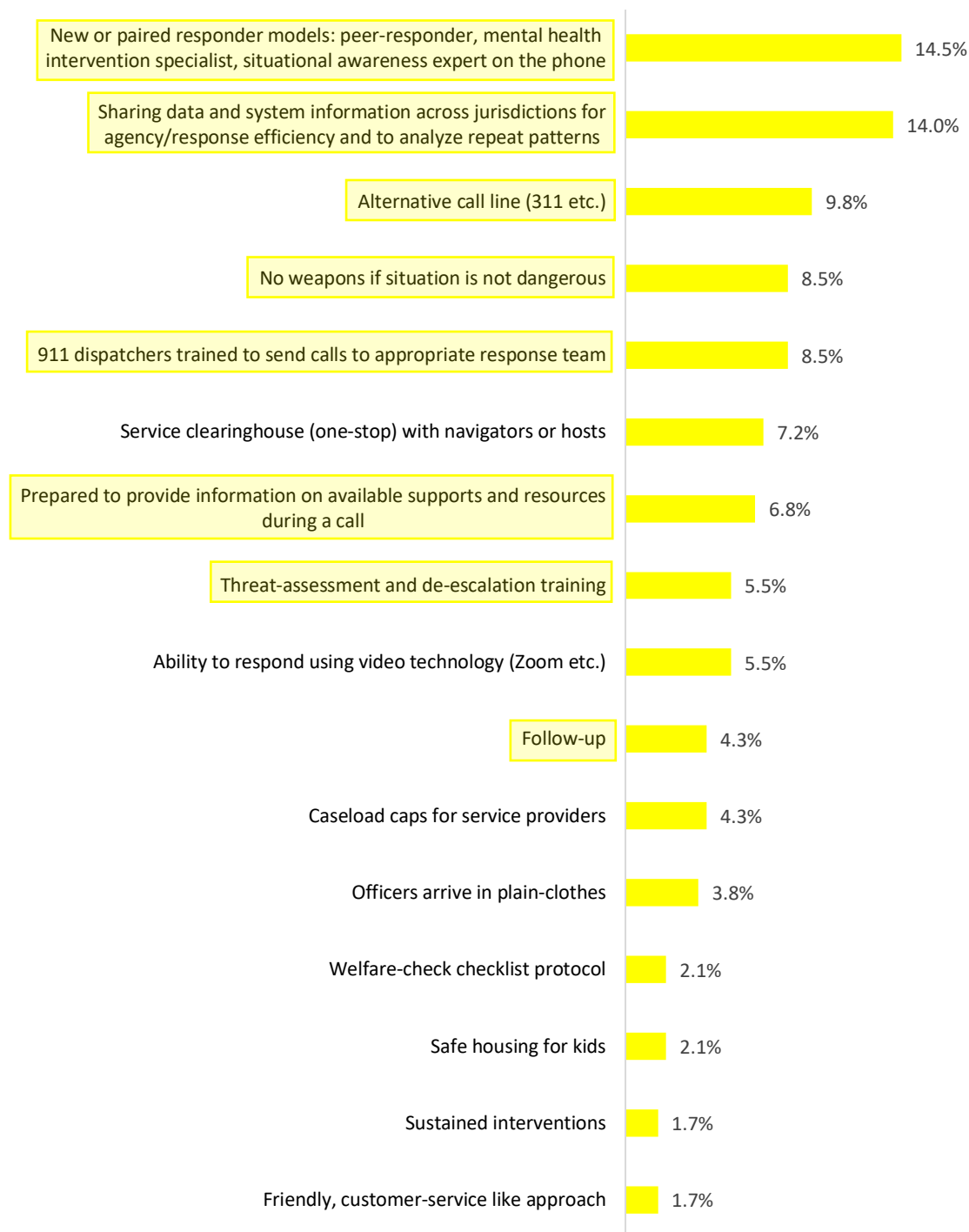


Commissioners in Support

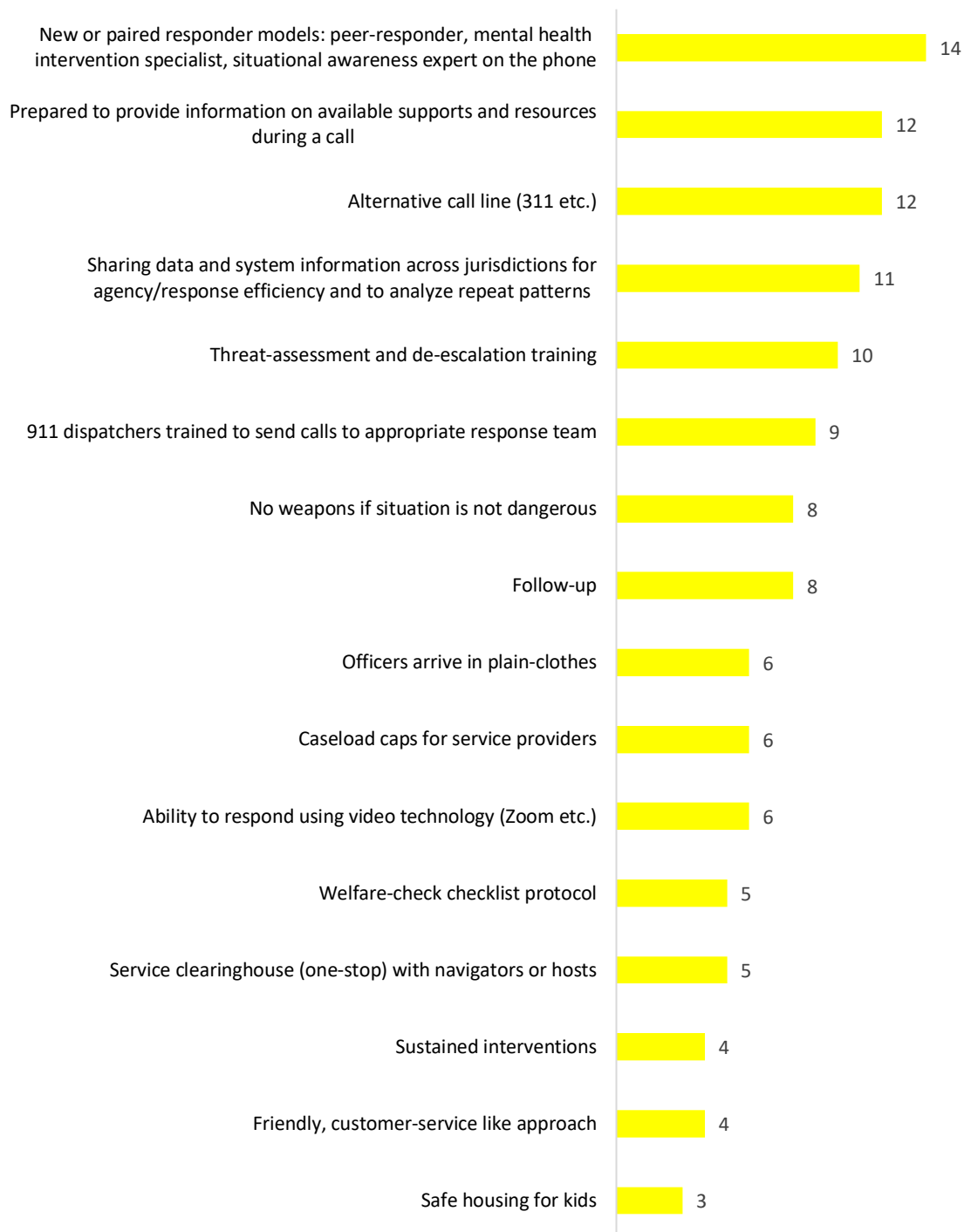


Welfare Check

Percentage of Votes

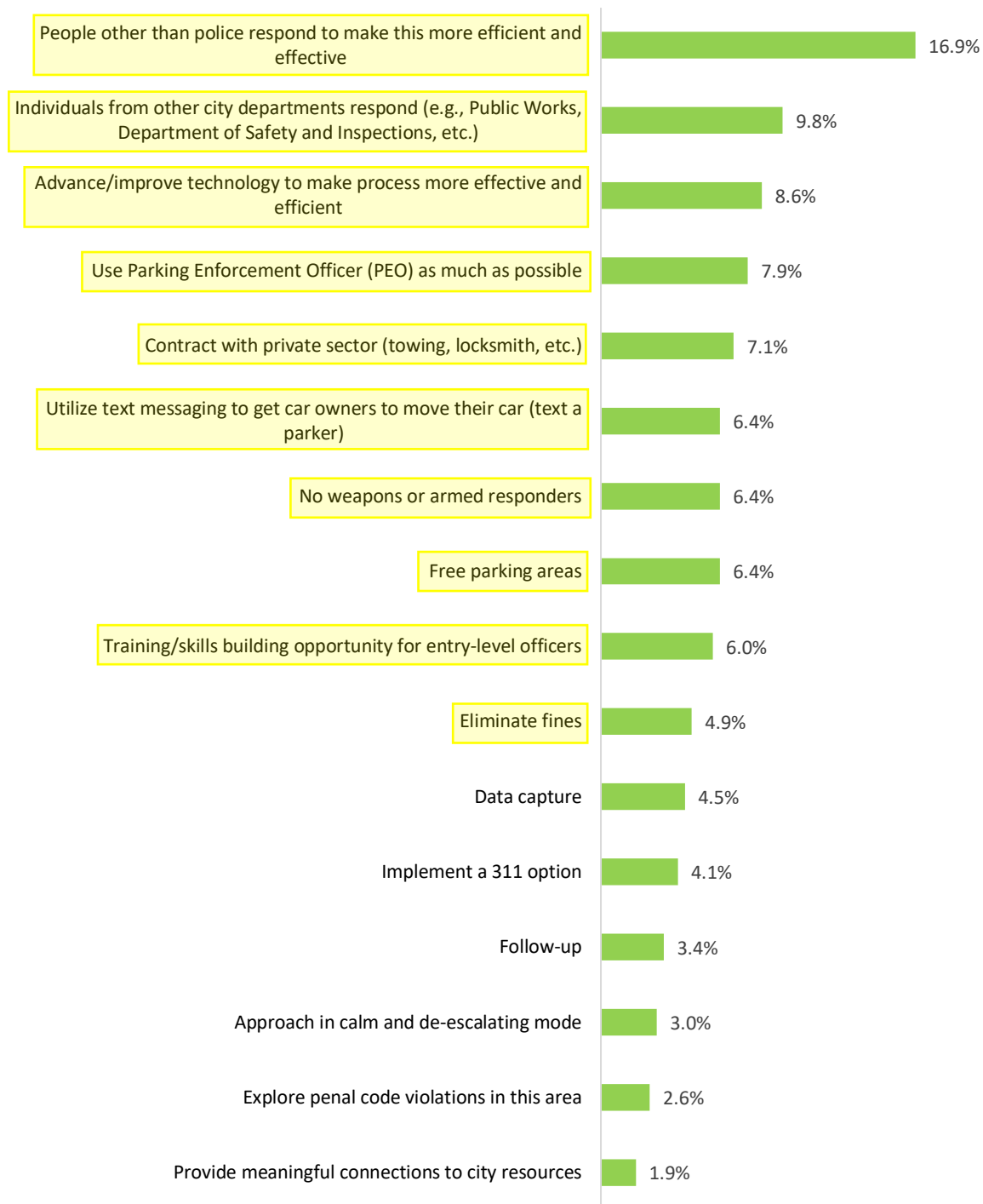


Commissioners in Support

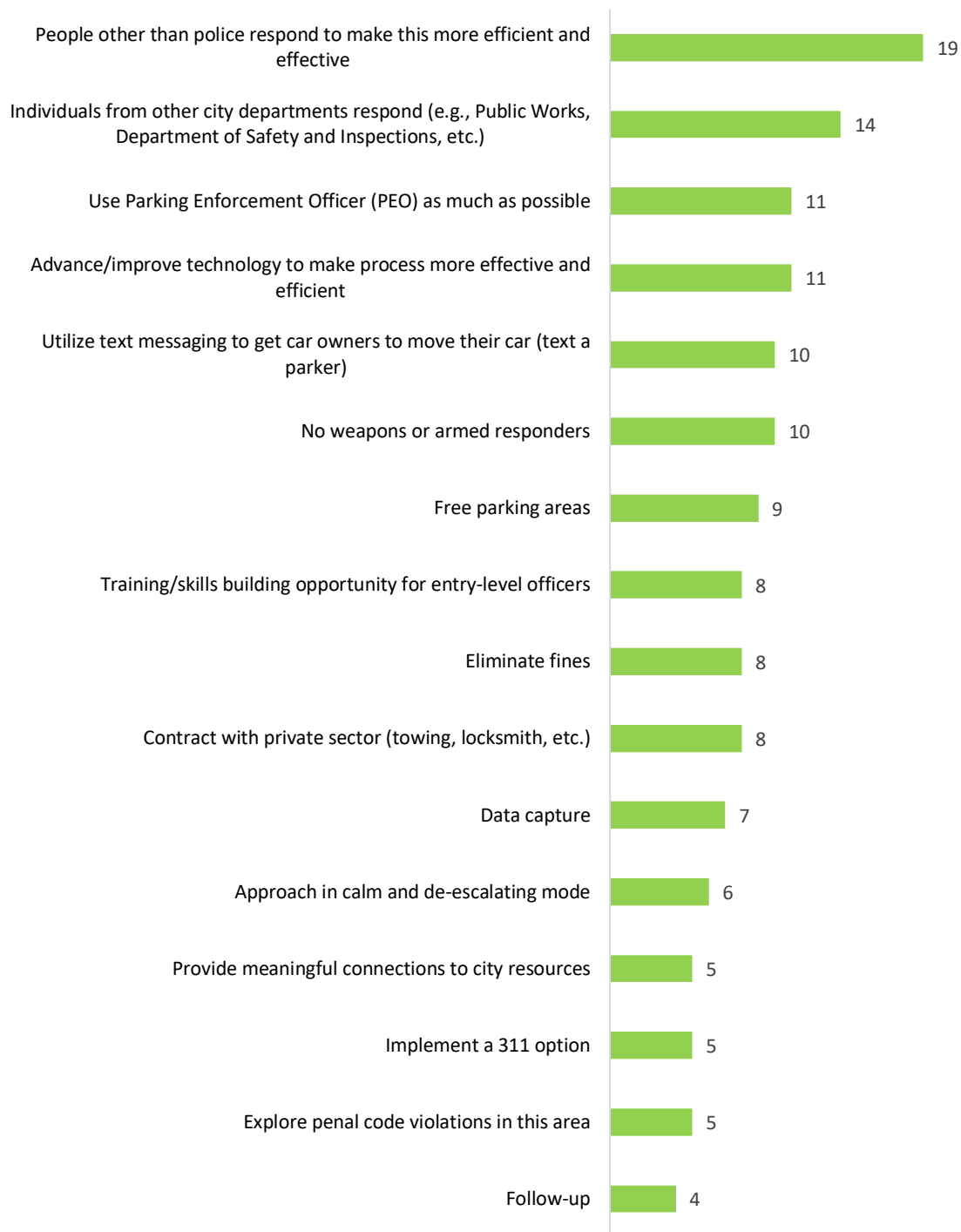


Vehicles and Parking

Percentage of Votes

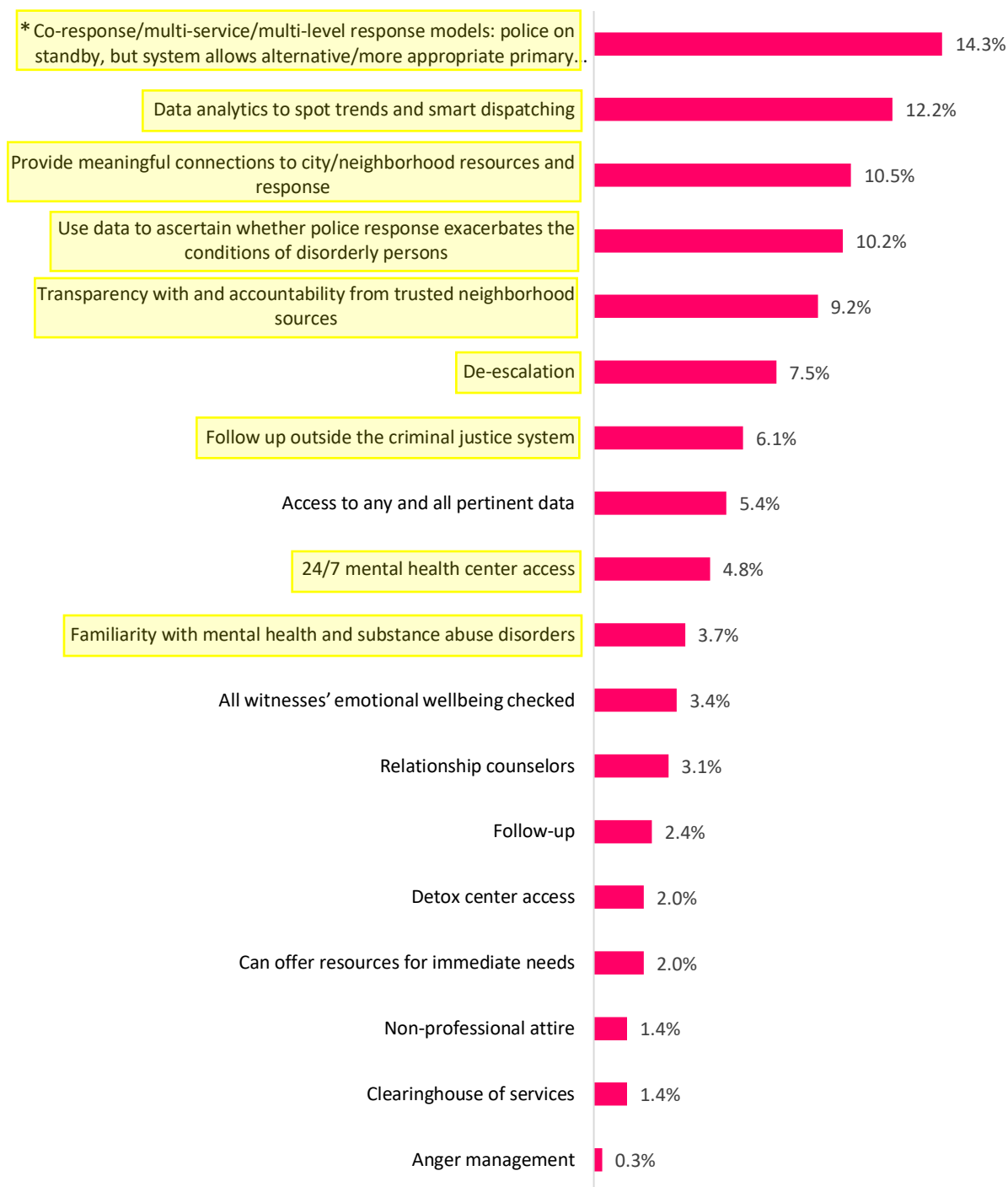


Commissioners in Support



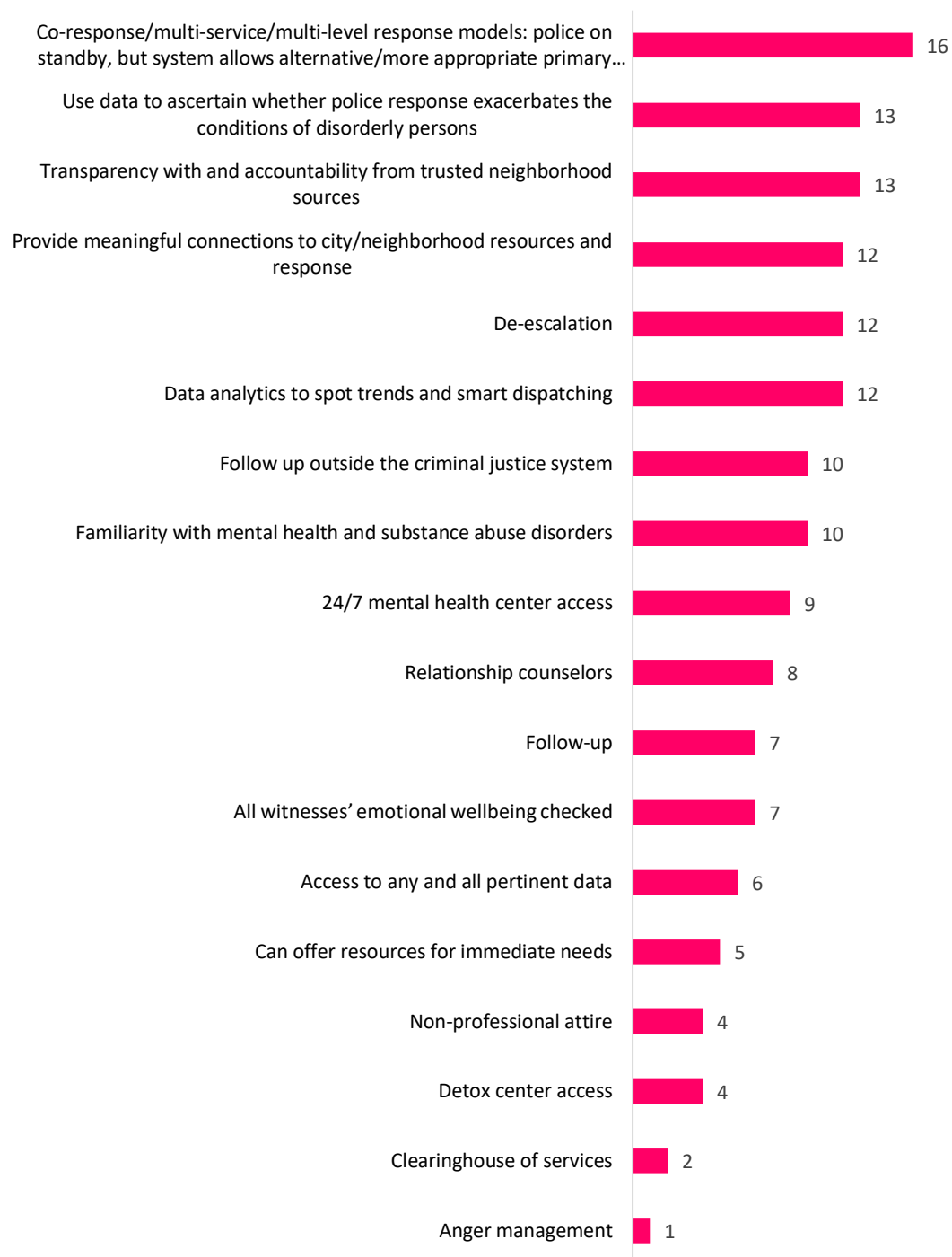
Disorderly Conduct

Percentage of Votes



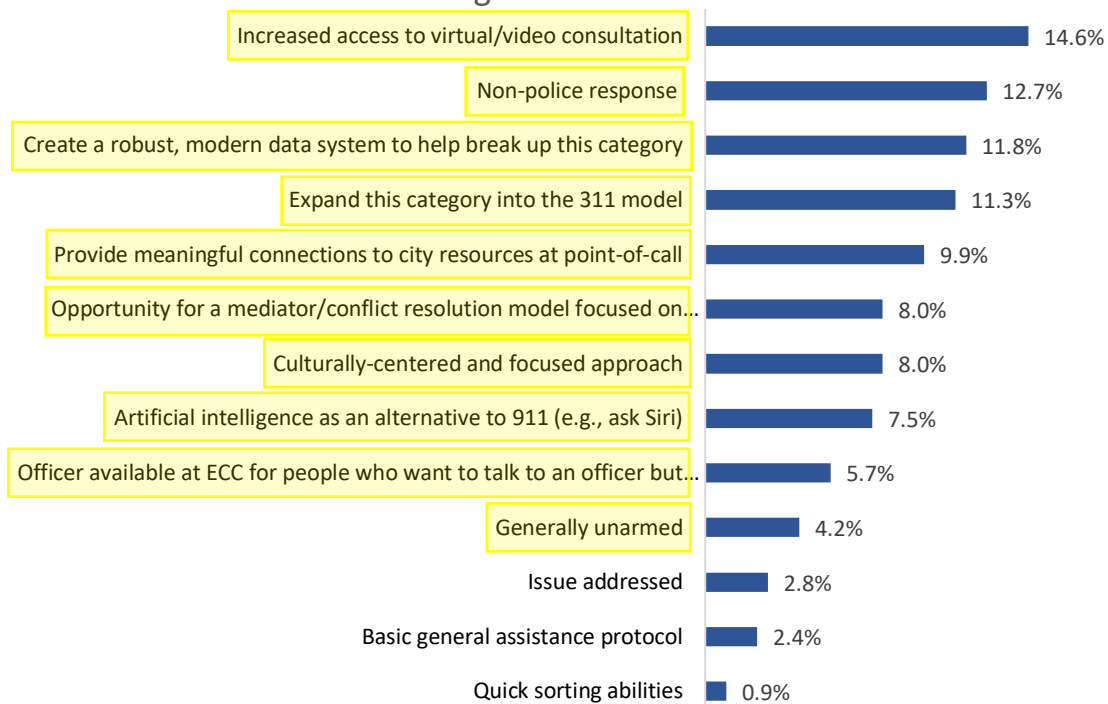
* Full line reads "Co-response/multi-service/multi-level response models: police on standby, but system allows alternative/more appropriate primary response by a non-sworn officer/responder (e.g., chaplain, mediator, conflict resolution specialist, other non-systems worker)

Commissioners in Support

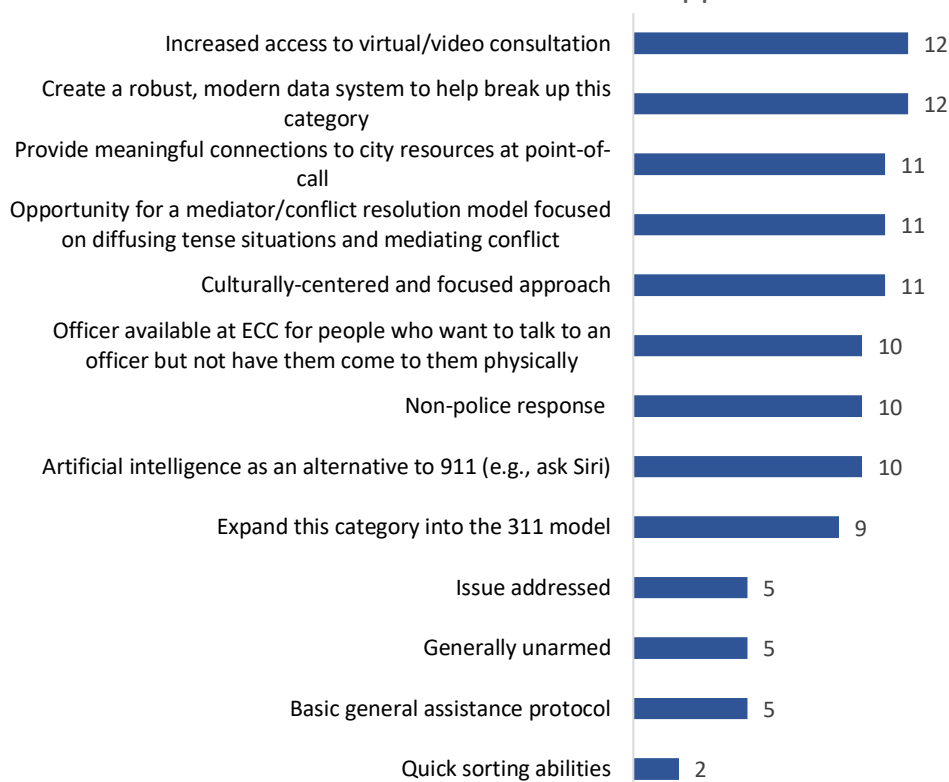


General Assistance

Percentage of Votes

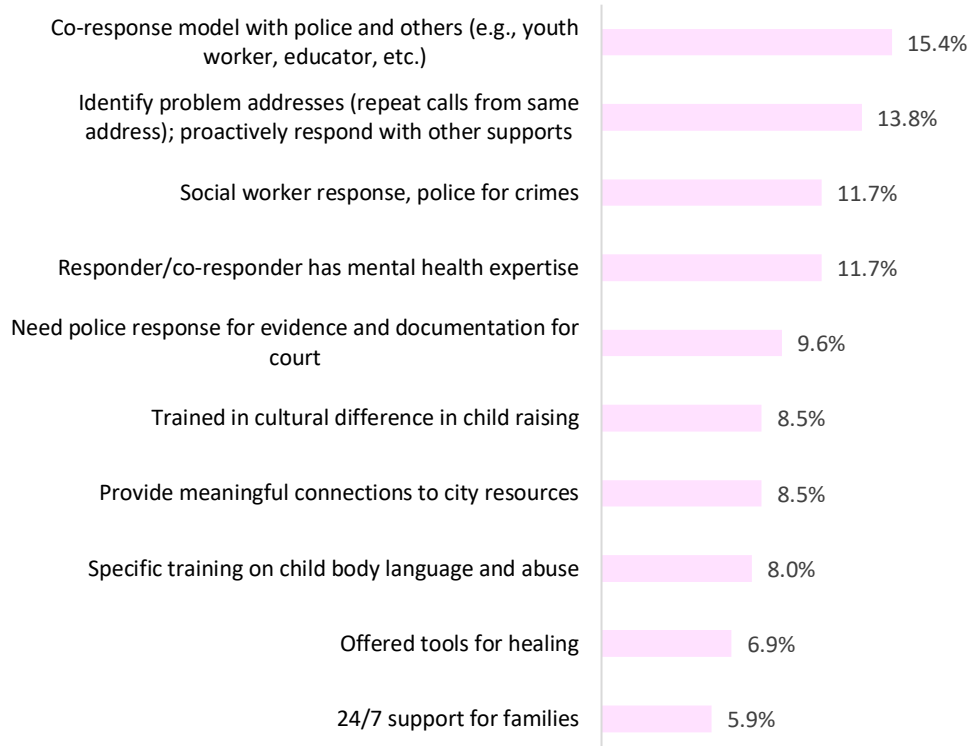


Commissioners in Support

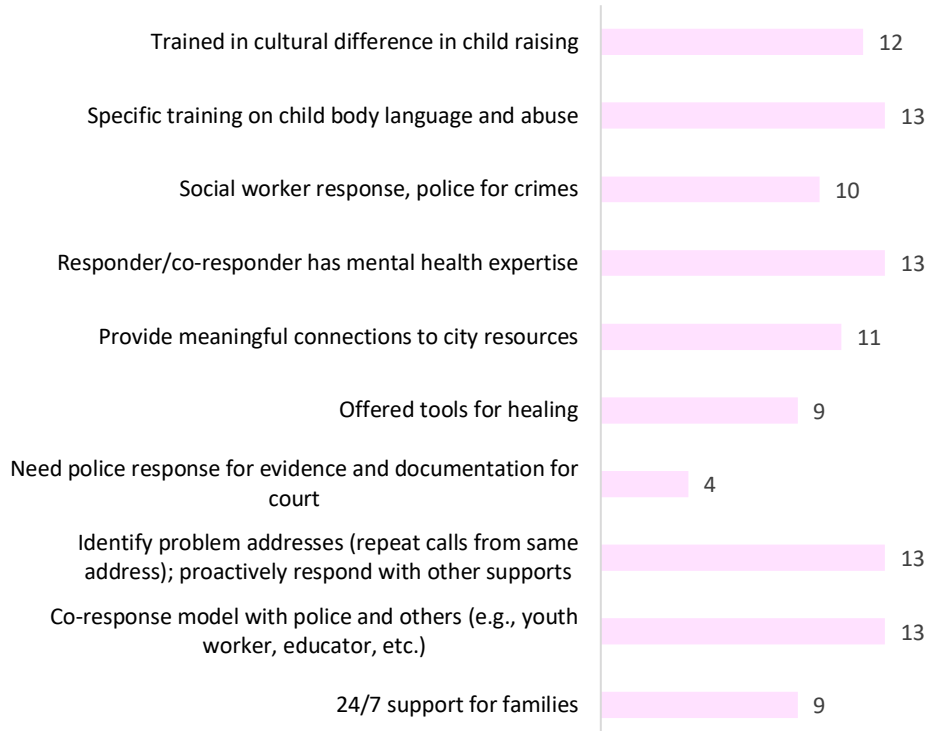


Child Abuse

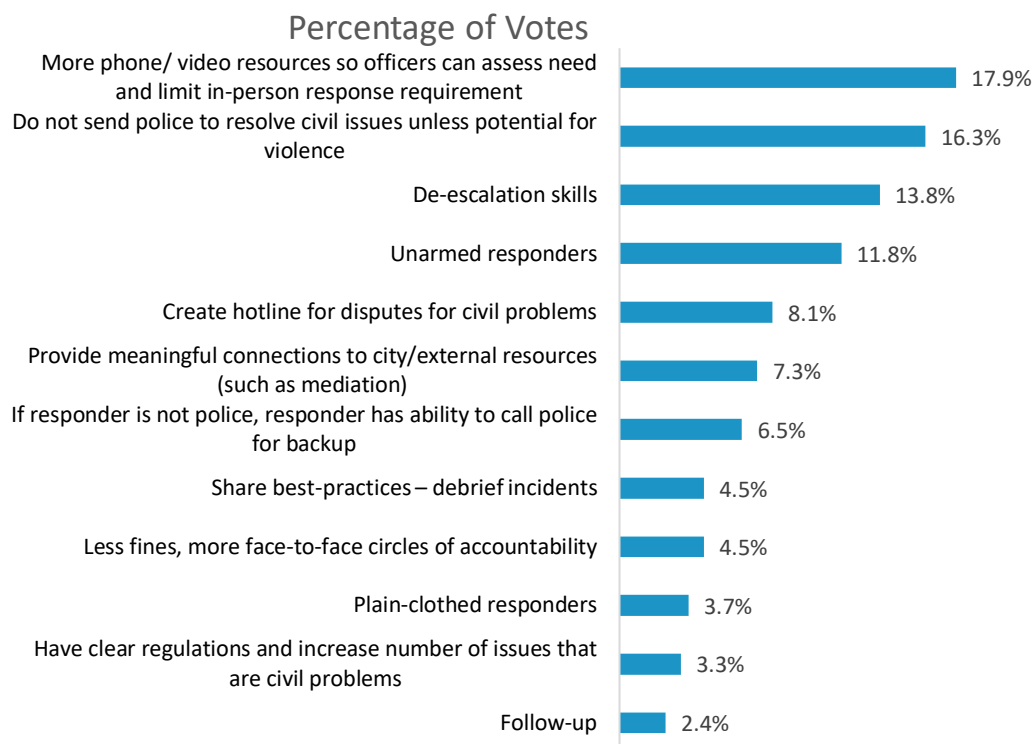
Percentage of Votes



Commissioners in Support



Civil Problem

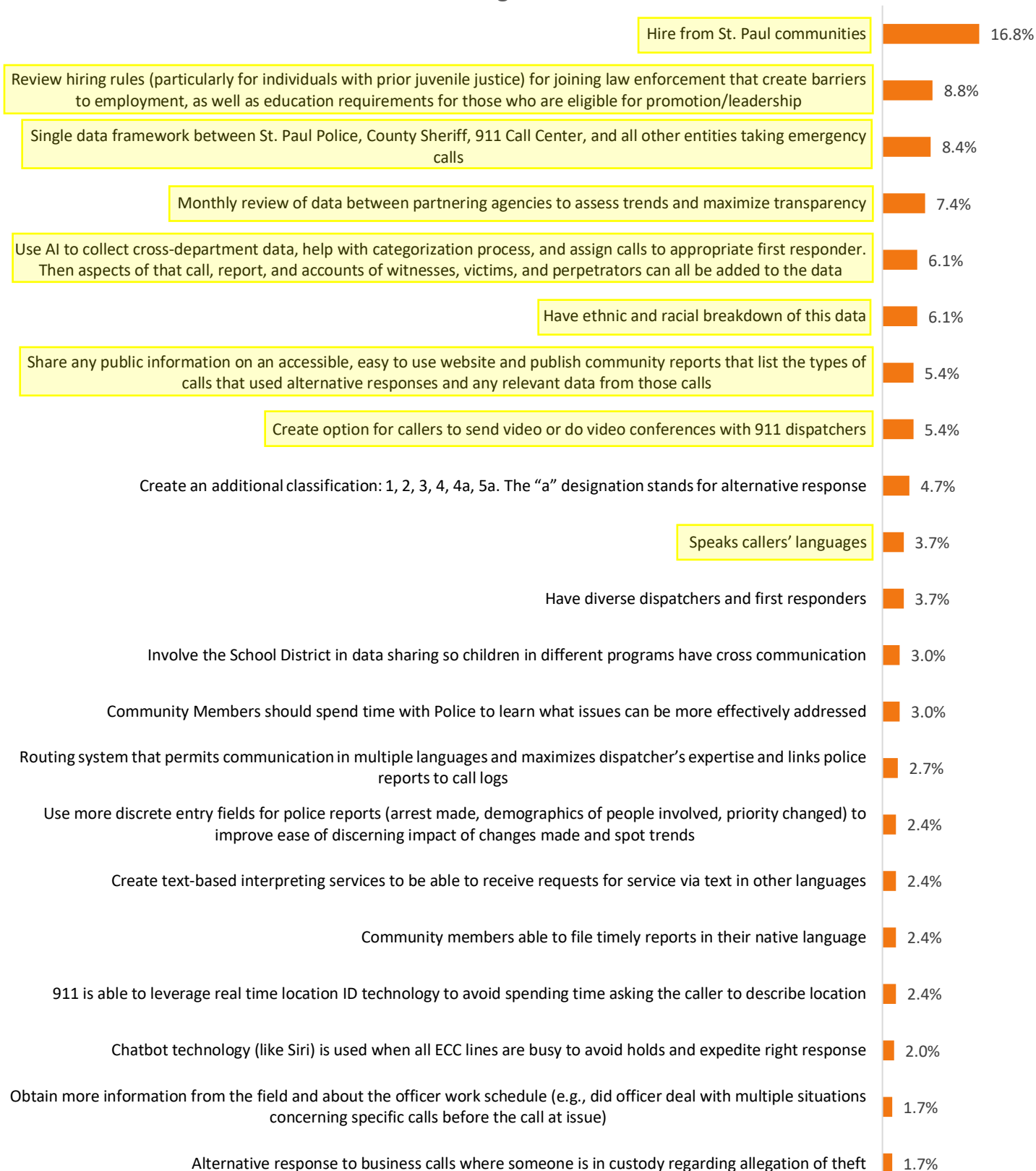


Commissioners in Support



Other Systemic Solutions

Percentage of Votes



Commissioners in Support



Questions Remaining

Young Person/Juvenile calls

- What data is to be shared across jurisdictions?

Child Abuse calls

- Do police really need to be present to record evidence in a child abuse case or would the Community First Public Safety Task Force be able to take that documentation?
- What kind of data sharing is involved between police and CPS?

Civil Problem calls

- How do we help each other skill up in conflict resolution and related skills if there is less police response for this call type? Is it resourcing organizations that already do this?

- *End of Report* -

Alternative Response Models and Research

Compiled for Saint Paul Community-First Public Safety Commission, March 2021

Alternative Response Models

The **Crisis Assistance Helping Out On The Streets (CAHOOTS)**, launched in 1989 in **Eugene, OR**, is the leading alternative response model. CAHOOTS provides mobile crisis intervention 24/7 in Eugene and is dispatched through the Eugene police-fire-ambulance communications center. CAHOOTS dispatches a nurse or EMT alongside an experienced mental health worker for calls concerning situations such as welfare checks, mental health episodes, public intoxication, psychological crisis, assessment, information, referral, or advocacy. CAHOOTS will not be dispatched in cases where a crime in progress, violence, or life-threatening emergency is reported. Each member receives about 500 hours of training. They do not carry weapons, nor do they have legal standing to enforce laws. In 2019, CAHOOTS handles over 24,000 911 calls (roughly 20%). That year, only 150 of those calls ended up requiring police assistance (roughly 1%). Approximately 60% of CAHOOTS calls respond to unhoused people, and about 30% of their calls respond to individuals with severe mental illness.

In the wake of the killing of George Floyd, CAHOOTS as an organization has over 310 outstanding requests for information and consulting from communities around the country on how to implement their model.

Olympia, WA is the only other city that launched such a model prior to 2020. Olympia's **Crisis Response Unit (CRU)** launched in April 2019. CRU has a roughly \$550,000 of funding through a public safety levy which was passed by voters in 2017. CRU is contracted by the Olympia Police Department and is on call daily from 7am to 9pm. However, only a fraction of CRU's calls come directly from 911 operators. Often the team is contacted by social service providers or is sent by police officers who recognize a situation is better suited for CRU. Members also often provide their services while doing outreach with homeless populations. CRU members say that one of their biggest challenges is a lack of long-term mental health services in the area. They often get calls to assist the same individuals over and over again.

In 2019, the **Portland, OR** city council officially endorsed a CAHOOTS-like program, setting aside \$500,000 in the 2019-2020 budget. The program was meant to launch in March 2020 but did not because of the pandemic. In June, the city council set aside

\$4.8 million in the 2020-2021 budget, enough to assemble six teams of paramedics and crisis counselors. The city is still in the process of getting the program up and running.

In 2019, the **Oakland, CA** city council funded a \$40,000 feasibility study to examine the potential for creating a CAHOOTS program of their own. After George Floyd was killed, the council committed to launching a pilot in 2020 and voted to allocate \$1.5 million in the city's 2021 budget. The program will be called the **Mobile Assistance Community Responders of Oakland (MACRO)** and will be housed in the city's Department of Prevention. The ultimate goal, however, is that MACRO partners with relevant local nonprofits to do referrals to health services or homelessness services. MACRO will rely on dispatchers from the 911 emergency and non-emergency lines to pass on calls to them.

In June of 2020, **Denver, CO** launched its **Support Team Assisted Response (STAR)**. The program diverts some 911 calls to paramedics and mental health experts rather than police. For now, STAR is only functioning in central Denver, from 10am to 6am, but will be planned expand to the rest of the city and county and be available 24/7.

In June of 2020 the Mayor of **San Francisco, CA** announced that the City would develop a CAHOOTS-like response model over the coming year, with a vision to fundamentally change the nature of policing in San Francisco. The vision is based on four principles.

The first is to demilitarize the police and explicitly ban the San Francisco Police Department (SFPD) from using military grade weapons against unarmed civilians—including tear gas, bayonets and tanks.

The second is to end the use of police as a response to non-criminal activity. In order to limit unnecessary confrontation between SFPD and the community, the city will work to divert non-violent calls away from SFPD to a crisis response system such as CAHOOTS.

The third is to address police bias and strengthen accountability. To reduce bias, the mayor directed the Department of Human Resources, Department of Police Accountability, and SFPD to identify and screen for indicators of bias, improve training systems, improve data sharing across departments, and to immediately start to audit all SFPD hiring and promotional exams to incorporate state of the art testing for bias and potential for abuse of force.

Lastly, the vision seeks to redirect funding for racial equity by divesting from law enforcement to support investments of funds in programs and organizations that serve communities that have been systematically harmed in the past by City policies.

Re: San Francisco, see also: <https://www.npr.org/2020/10/19/924146486/removing-cops-from-behavioral-crisis-calls-we-need-to-change-the-model>

Anne Arundel County Crisis Intervention Model— Maryland: Anne Arundel County’s Crisis Intervention Unit utilizes a combination of techniques. In 2002, the county expanded its system of Mobile Crisis Teams (MCT) to help manage individuals with needs, and in 2014, with resources from the county police department and the Maryland Behavioral Health Administration, the county added CITs to deal with cases deemed too dangerous for regular mental health professionals. The system [now includes](#):

- **Community Warmline and Safe Stations:** An around-the-clock [Community Warmline](#) is part of the county’s Crisis Response System. The Warmline helps to divert non-emergency calls from the police department and have them instead handled by trained staff who can assist callers with “information, support, and referrals.” Fire and police stations also function as [Safe Stations](#), where individuals can receive screenings and follow-up from an MCT.
- **Mobile Crisis Teams and Crisis Intervention Teams:** The Crisis Response System was originally designed to respond to police calls—when a police officer was on scene and recognized a situation that might require a mental health professional, they could call for a MCT. These teams include two clinicians: one an independently licensed mental health professional, and the other a masters level clinician. The team responds to a police radio call and is a valuable tool for patrol officers who have options other than making an arrest. The team system has evolved with Crisis Intervention Teams (CIT) comprised of one highly trained police officer paired with an independently licensed clinician. CITs respond directly to 911-dispatches involving more serious situations, including barricades, weapons in home, extreme risk protection orders and domestic violence.
- **Police Training:** In 2015, Anne Arundel county became the first police department in the country to have trained every officer in mental health first aid. Since then, according to county officials, the county’s use of force has dropped by 21 percent. Every officer in the department now receives 8 hours of mental health first aid, 4 hours of [SAMHSA training](#), and other mental health-focused training sessions. But the CIT officers – who are volunteers – undertake a rigorous 40 hour specialized behavioral health course.

Albuquerque Community Safety— Albuquerque, New Mexico: Since February 2018, the [Albuquerque Police’s Mobile Crisis Team](#) approach consists of unarmed police officers and mental health professionals responding to mental health crises. Within Bernalillo County, six Mobile Crisis Teams (MCTs) now provide this specialized response to 911-calls related to behavioral health. The two-person teams consist of one MCT-trained law enforcement officer and an MCT-trained master’s level behavioral health clinician. In June 2020, [New Mexico’s Institute for Social Justice](#) reported that almost half of the more than five thousand calls received since the program’s inception have been suicide or behavioral health incidents.

- In the summer of 2020, in response to public pressures to reform the police, the mayor of Albuquerque announced an initiative to restructure the MCTs into a new cabinet-level department of first responders for mental health crises. Named [Albuquerque Community Safety](#) (ACS), it will serve alongside the Albuquerque Police Department and Albuquerque Fire Rescue to deliver what Albuquerque mayor Tim Keller described as a “civilian-staffed, public health approach” to public safety and mental health. ACS will be staffed by trained professionals such as social workers, housing and homelessness specialists, and violence prevention and diversion program experts. ACS will allow trained 911 dispatchers the option to send ACS personnel when a community safety response is more appropriate than an armed police officer, paramedic, or firefighter. The initiative is planned to begin by the end of 2020.
-

Pima County Sheriff’s Office and Tucson Police Department’s [Mental Health Support Team](#) (MHST) in Arizona (established in 2013) is a specially trained unit that includes a captain, lieutenant, sergeant, 2 detectives, and 11 field officers that serve as a mental health resource for other officers, community members, and health care providers. The MHST’s co-responder program (initiated in 2017) pairs an MHST officer with a masters-level licensed mental health clinician. The pair rides together, allowing for rapid dispatch of both law enforcement and mental health resources to calls for service. MHST teams wear civilian clothes and drive unmarked cars to help proactively defuse situations.

Springfield, Missouri Police Department and Burrell Behavioral Health introduced the [Virtual-Mobile Crisis Intervention](#) (V-MCI) in 2012. Known as the “Springfield Model,” the program expanded across southwest and central Missouri, including St. Louis County. Officers are given iPads to connect with behavioral health specialists in real-

time for assessments and referrals, as well as follow-up case management. The virtual response has greatly reduced the number of people who were previously transported to the hospital.

Colorado Springs, Colorado's Police Department (CSPD) and the Colorado Springs Fire Department (CSFD) collaborated with AspenPointe, a local behavioral health organization, to form a specially staffed mobile integrated mental health emergency response team. First deployed in December 2014, the [Community Response Team \(CRT\)](#) consists of a CSFD medical provider, a CSPD officer, and a licensed clinical behavioral health social worker. The medical provider performs medical clearance and screens for psychiatric admission eligibility, while the police officer ensures scene safety and the social worker provides behavioral health assistance. This approach significantly reduced admissions to the emergency department by directing individuals in crisis to community resources, like the local Crisis Stabilization Unit or county detoxification facility. The local 9-1-1 call center helps by diverting qualified calls directly to the CRT, therefore decreasing the burden of these calls from the regular EMS, fire department, and police department dispatch.

Houston and Harris County, Texas, created an innovative intervention model through a collaboration with the Houston Police Department (HPD) Mental Health Division, the Harris Center for Mental Health and Intellectual and Developmental Disabilities (the Harris Center), Houston Fire Department (HFD), and the Houston Emergency Center. The [9-1-1 Crisis Call Diversion](#) program places tele-counselors inside Houston's Emergency Communications Center, providing dispatchers the ability to link callers who have non-emergent mental health-related issues to needed services, rather than dispatching a law enforcement unit or HFD personnel. Since the pilot program began in 2015, it has led to a decrease in the volume of non-emergency mental health-related calls for service for both HPD patrol and HFD emergency medical services and reduced the use of this personnel for non-emergency responses, translating into cost savings and cost avoidance.

Selected Research

Links:

[Brookings: Innovative solutions to address the mental health crisis: Shifting away from police as first responders](#)

[Abt: Reimagining America's Crisis Response Systems](#)

[PRI & NLC: Responding to Behavioral Health Crisis Via Co-Responder Models](#)

[Urban: Pay for Success and the Crisis Intervention Team Model](#)

Summaries:

The Community Responder Model: How Cities Can Send the Right Responder to Every 911 Call

Center for American Progress/Law Enforcement Action Partnership

<https://www.americanprogress.org/issues/criminal-justice/reports/2020/10/28/492492/community-responder-model/>

Summary: The authors examined 911 police calls for service from eight cities and found that 23 to 39 percent of calls were low priority or nonurgent, while only 18 to 34 percent of calls were life-threatening emergencies. They estimate that between 33 and 68 percent of police calls for service could be handled without sending an armed officer to the scene; between 21 and 38 percent could be addressed by Community Responders; and an additional 13 to 33 percent could be dealt with administratively without sending an armed officer to the scene.

This study proposes the establishment of a new branch of civilian first responders, known as “Community Responders” (CRs), that could be dispatched for two broad categories of calls for service that do not always require police presence: First, CRs could respond to calls related to homelessness, behavioral health crises, and substance use—calls that might currently be classified by local dispatchers as “wellness checks,” “disturbances,” “intoxicated persons,” or “mental crises.” There are a few cities using such responders or similar systems: Crisis Assistance Helping Out On The Streets (CAHOOTS) program in Eugene, Oregon; Support Team Assisted Response (STAR) in Denver, Colorado; Crisis Response Unit (CRU) in Olympia, Washington; and Family Crisis Intervention Team (FACIT) in Rochester, New York.

Second, CRs could respond to calls related to quality-of-life concerns and low-level community conflicts that do not require a behavioral health intervention, including many calls currently classified as “suspicious persons,” “disorderly conduct,” “noise complaints,” “juvenile disturbances,” or “trespassing.” Man Up!, a non-profit in Brooklyn, NY, does this type of work.

As for dealing with calls administratively, the report suggests using telephone screening to reduce calls that lead to police dealing with calls made for insurance purposes; minor theft; destruction of property; and calls that come in for other city services such as animal control. Baltimore, Tucson, and Camden all have implemented methods that in part deal diverting such calls from going to police departments.

This report includes further information about the existing community responder methods around the country as well as suggestions for how to set up such a community responder system and how to fund it.

Crisis Intervention Teams in Chicago

Authors: Kelli Canada, Beth Angell, Amy Watson

This report examined Crisis Intervention Teams (CIT) in Chicago police districts. Because police officers are often the first responders to individuals in crisis, and ultimately make the decision of who gets mental health services, who gets arrested, and who gets released with no follow up, the CIT program provides officers with knowledge and skills that can be used to make the best decision in such situations. This report found that CIT in Chicago is being implemented and utilized in the field with success.

Ending This Place of Torment: A Framework for Transforming the Criminal Justice Continuum

The Aspen Institute

Community level suggestions included in this study: School districts and schools should continue to focus on eliminating exclusionary disciplinary policies that result in expelling students; Youth detention centers and jails should be eliminated by minimizing out-of-home placements; Evidence-based and promising alternatives to incarceration such as diversion programs— embedded within communities—should be initiated, particularly where there are spatial concentrations of incarceration; and Indigent defense should be strengthened— particularly for undocumented migrants—and increasingly become part of strategies focused on criminal justice transformation.

And for re-entry into communities after incarceration, the study suggests: The intensity of community supervision should be decreased; Transitional and ongoing support in the form of employment, housing, healthcare (including substance issues and mental disorders), and continuing education; and Cybersurveillance predictive policing must be closely examined and monitored by communities in catchment areas of their use.

An Analysis of 911-Initiated Calls for Service in Saint Paul, Minnesota

Submitted by the Robina Institute of Criminal Law and Criminal Justice

Lily Gleicher, PhD, University of Minnesota Law School
Ebony Ruhland, PhD, University of Cincinnati



ROBINA INSTITUTE
OF CRIMINAL LAW AND CRIMINAL JUSTICE

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We would also like to thank Kate Cimino and Amanda Koonjbeharry from the Citizen's League for serving as our main points of contact regarding the work of the Commission and providing questions, input, and feedback about the analysis.

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Introduction

In late 2020, Saint Paul Mayor Melvin Carter established the Community First Public Safety Commission and charged the group with focusing on alternative first-response options to priority four and priority five calls for service, and approaches for ongoing community involvement in the City's Community-First Public Safety Plan.¹

To aid police officer responses to calls for service, each call is given a priority level. The priority level helps an officer determine the “priority” of a call and how quickly they need to arrive on the scene. St. Paul Police calls are divided into five priorities. The St. Paul Police Department (SPPD) identifies priority one and two calls as an emergency, priority three as urgent, and priority four and five as routine calls. Of important note, the priority levels are a triage of sorts in that they assist officers in determining the priority or order in which they should respond to calls. These priority levels do not necessarily signal much about the offense type or seriousness of the offense. For example, calls relating to domestic assault could be in priority two as well as in priority five. The urgency of the call is determined by other information gathered by the 911 operator (i.e., the suspect is still on the scene, crime in progress, no injuries). See [Saint Paul radio call priorities](#) for more information.

The Robina Institute of Criminal Law and Criminal Justice was engaged to assist in analyzing these calls for service to determine if patterns could be found in the types and frequency of calls that might be informative to the Commission as they engaged in their work. Robina was requested to analyze only priority four and five calls because these were assumed to be less serious instances for which it might be possible to identify other potential responses (i.e., social service, mental health agency). However, we determined we needed to analyze all priority level calls to understand the range of calls within the City as well as to compare various variables among the calls. If we limited the analysis to only priority four and five calls, it would be difficult to understand the full scope of calls for service.

Calls for service in the context of this report includes multiple ways in which officers are “called” to or dispatched to respond to a situation. In the data this includes a 911 emergency call, a call to a non-emergency line, online reporting (through a website), through an alarm being triggered or call from an alarm company, or teleserve, which is a call directly to an officer received by phone. Calls may also be officer-initiated. An officer-initiated call could occur in different ways. It could occur when officers see an incident or violation and then initiates the contact. A traffic stop is an example of this as well. It could also occur if an individual flags down an officer for assistance or to report a crime. This report examines calls for service in three different ways: 1) all call types as mentioned above, 2) emergency only calls, and 3) officer-initiated calls only. We analyze this data by priority level, incident types, response times, dispositions, and neighborhood.

¹ See the press release related to the effort at <https://www.stpaul.gov/news/mayor-carter-announces-48-members-serve-saint-paul%E2%80%99s-community-first-public-safety-commission>.

Methods

Data Requested and Received

Quantitative administrative datasets were obtained from the Ramsey County Emergency Communications Center (ECC) and Saint Paul Police Department (SPPD). We obtained annual data for the years 2017, 2018, 2019 and year to date data for 2020 through December 13, 2020. The director and staff from the Ramsey County Emergency Communication Center (ECC) as well as deputy chiefs from the St. Paul Police Department (SPPD) met with us on an ongoing basis to address our questions throughout the project.

We requested the following data variables from ECC:

- Call type
- Priority code of the call
- Problem nature
- Crime incident
- Call disposition
- Time call enters queue
- Time call 1st assigned
- Time 1st on scene
- General location (not exact address)
- Demographics (race/gender of caller & suspect)
- Method of call received (or the variable if the caller wants to talk to an officer)
- Master incident number

We requested the following data from SPPD:

- Master incident number
- Incident type
- Code type of the incident
- Response times
- Priority code
- General location of the incident
- Outcome of the call
- Demographic variables

In Appendix A, we provide the data definitions for each of these variables.

We received data on all the variables requested from the ECC except demographics. Because the primary purpose of the ECC is to quickly identify the reason for the call and dispatch an appropriate and timely response, the ECC does not collect demographic information on the caller and thus, it is not available.

Initially, we also received all variables requested from SPPD except demographic data. After further inquiry, we learned that race is collected for victims and individuals when an incident culminates in an arrest or citation. Thus, for most calls that law enforcement responds to,

demographic data is not collected. In those cases involving an arrest or citation where demographics are collected, the data is predicated on the law enforcement officer's perceived race and gender of the victim or individual(s) cited/ticketed or arrested. If there is a suspect, race and gender is also collected. Demographics are not collected on the caller. Because demographics are only collected in cases involving a citation or arrest, SPPD had to conduct a second data pull consisting of all arrests and citations in 2019. However, only a small subset of the incidents to which law enforcement respond each year end in an arrest or citation. Thus, additional work would be necessary to merge the arrest and citation information together with our calls for service dataset to be able to report demographics at the call for service level. But the result would be demographics for only a small proportion of the people with whom law enforcement interacted in responding to the large number of calls for service made in a given year—only those ending in an arrest or citation rather than all calls for service. Because of the lengthy period it would take to do this merge and the unbalanced picture such data would provide; this report does not include demographic information.²

Data Analysis and Appendices

For simplicity, we focus the analysis for this report on January 1, 2019 through December 31, 2019. We analyzed the same data from 2017 and 2018 and the findings are consistent with what is seen in 2019. While we also analyzed 2020 data, we are not including it in this report because that year was an anomaly with two major events affecting the city. The first was the pandemic and the second was the civil unrest from the police killing of George Floyd. Both events significantly affected calls for services and are not reflective of other years. Thus, the focus of this analysis and report is on data from 2019.³

We identify the number of calls by priority level. We also explore these calls by priority level by several variables including types of calls, call incident types, call dispositions, response times, and neighborhoods. Response times are calculated as the difference in time between when a call is dispatched to SPPD and when an officer arrives on scene of the call. Neighborhoods are identified based on the SPPD's [2019 Crime Report](#) (see Appendix B). There were no priority one calls reported in 2019 and thus, there are no further findings on these calls. This level of priority call is reserved for an "officer down, injured, or needs immediate assistance in a critical situation" (SPPD).

² The unbalanced picture would occur because there is no information on demographics for *every* encounter police have with individuals, thus unable to identify any sort of base information on demographics for calls for service.

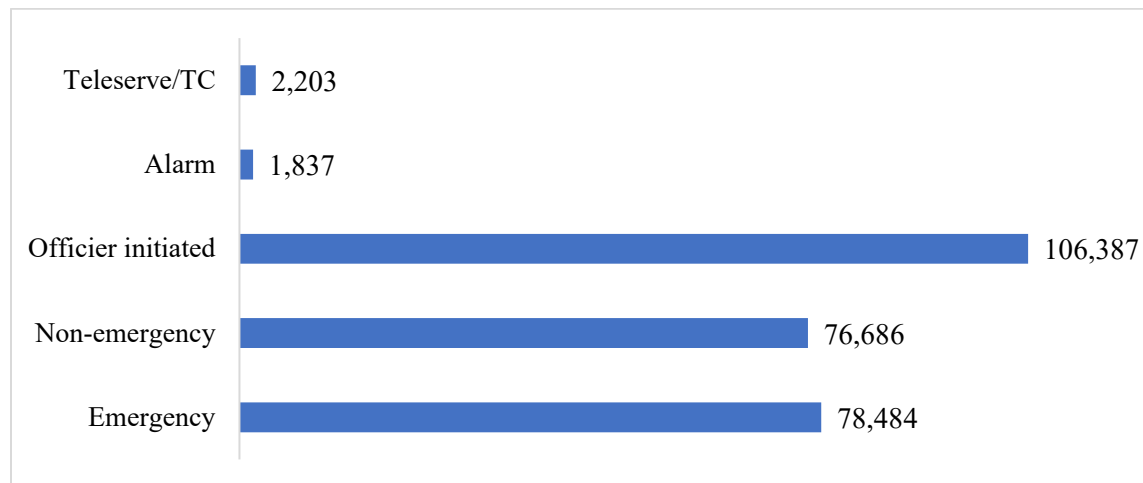
³ This data merges SPPD service call data into ECC service call data based on a unique identifier, the Master Incident Number (MIN). In this instance, some calls have no ECC data, but SPPD call service data (which has the most complete data). There were 267,991 calls based on SPPD data and 286,654 calls based on ECC call service data. Once merged, any MINs without corresponding data in ECC in SPPD datasets (and vice versa) were removed from the dataset, the total sample was 266,095. Medians were used in lieu of means, as there were several outlier response times, and analysis indicated the data is skewed. Lastly, all priority level 2A calls for service were not included in the written report - this is why totals may be less 37, 694 (14% of all calls, less than 0.2% of emergency calls). Priority 2A calls are identified as officer-initiated calls.

The following report is broken down into the following sections: 1) all calls for service; 2) only emergency calls for service; 3) police-initiated calls for service only; and 4) conclusions and recommendations.

Section 1: All Calls for Service

Figure 1 shows how calls for service originated in 2019. There were 266,095 total calls for service in 2019 from all call sources. The majority of calls were officer-initiated (n=106,387) whereas just 78,484 calls (30%) were 911 emergency calls.

Figure 1. Types of Calls in 2019 (N=265,598)



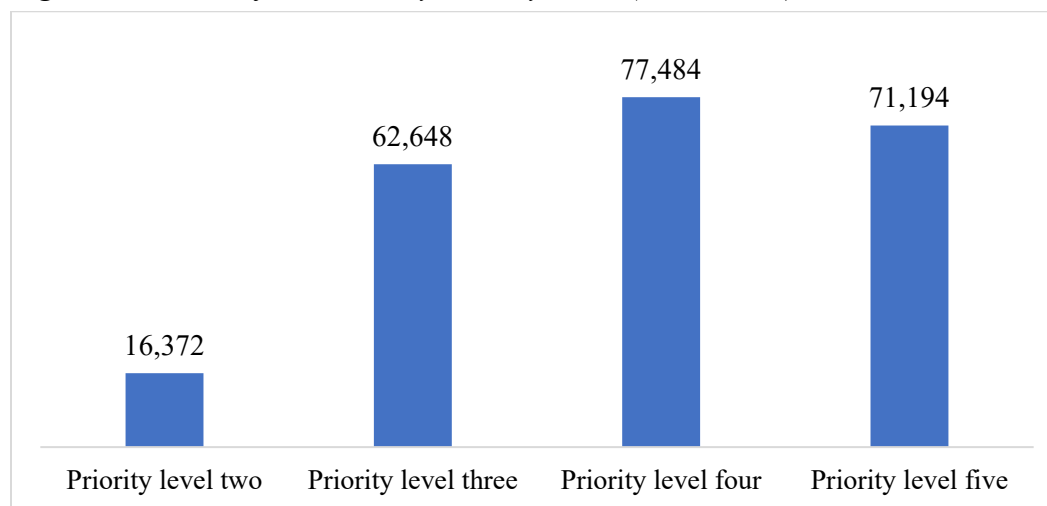
Source: Robina Institute analysis of SPPD and ECC calls for service data in 2019.

Note: There were 497 calls in which call origin was missing/not specified and there were no priority level one calls in 2019.

Note: The call type variable came from the SPPD dataset, as comparison of call types in ECC versus SPPD data showed negligible differences.

When examining all calls by priority level, priority levels four and five make up more than half (56%) of all calls in 2019. Figure 2 shows the priority levels for all calls for service in 2019.

Figure 2. All Calls for Service by Priority Level (N=265,597)



Source: Robina Institute analysis of SPPD and ECC calls for service data in 2019.

Note: Data excludes 37,694 priority 2A calls.

Table 1 shows the incident description of the top three most frequent incident types by priority level for *all call types*. Because the officer-initiated call type is the most frequent origin for a call, the most frequent incident types in this group differ somewhat from the most frequent incident types shown in the subset of emergency calls (detailed in the following section). However, disorderly conduct and suspicious activity arise as frequent calls even in this larger dataset.

Table 1. Top Three Calls for Service by Priority Level (N=265,597)

Priority Level Two (n=16,372)	Priority Level Three (n=62,648)	Priority Level Four (n=77,484)	Priority Level Five (n=71,194)
Assist medical agency (n=3,321)	Suspicious activity (n=10,867)	Disorderly conduct (n=14,293)	Proactive police visit (n=34,447)
Domestic family relationship (2,312)	Disorderly conduct (n=8,372)	Assist citizen (n=6,686)	Parking complaint (n=14,557)
Assist fire agency (n=2,119)	Alarm Sounding (n=7,978)	Previous case follow-up (n=6,384)	Proactive foot patrols (n=6,295)

Source: Robina Institute analysis of SPPD and ECC calls for service data in 2019.

Note: Data excludes 37,694 priority 2A calls.

For *all call types* and all priority levels, the most frequent call disposition was advise/assist. In priority level two, advise/assist is followed by the call dispositions of records received and gone on arrival. For priority level three, advise/assist is followed by the call dispositions of gone on arrival and records received. Priority level four call dispositions following advise/assist are records received and gone on arrival. In priority level five calls, after advise/assist, the top two call dispositions are records received and citation.

The median response times were measured from the time the police received the dispatched call until the time the officer(s) arrived on the scene. For all call priority calls, the median response time was 4 minutes with a standard deviation of 32 minutes. The median response times for priority level four in all calls was 11 minutes (SD = 32 minutes). With priority level five calls the median response time was zero minutes and this is because officer-initiated contact made up a large proportion of the calls. Thus, there is no response time when an officer initiated the contact rather than dispatch.

Regarding neighborhoods, most frequently, calls for service originated from Payne-Phalen (11.4%; n=30,301), Downtown (9.4%; n=24,933), Dayton's Bluff (8.8%; n=23,344), North End (8.0%; n=21,346) and Thomas-Dale (8.0%; n=21,192). Downtown and Payne-Phalen neighborhoods had the most frequent priority level two and three calls. Payne-Phalen and Downtown neighborhoods had the most frequent priority level four calls. Thomas-Dale and Downtown neighborhoods had the most frequently priority level five calls (Table 2).

Table 2. Median Response Times, Most Frequent Calls, and Most Frequent Neighborhoods for All Call Types (N=265,597)

Priority Level	Median Response Time (Standard deviation)	Top 3 Call Types (n)	Top 3 Neighborhoods (n)
Priority Level Two (n=16,372)	5 minutes (9 minutes)	Assist medical agency (3,321) Assist fire agency (2,119) Domestic family relationships (2,312)	Payne-Phalen (1,769) Dayton's Bluff (1,678) Downtown (1,561)
Priority Level Three (n=62,648)	11 minutes (20 minutes)	Suspicious activity (10,867) Disorderly conduct (8,372) Alarm sounding (7,978)	Payne-Phalen (7,535) North End (5,120) Thomas-Dale (4,993)
Priority Level Four (n=77,484)	11 minutes (31 minutes)	Disorderly conduct (14,293) Assist citizen (6,686) Previous case follow-up (6,384)	Payne-Phalen (8,417) Downtown (7,332) Dayton's Bluff (7,236)
Priority Level Five (n=71,194)	0 minutes (47 minutes)	Proactive police visit (34,447) Parking complaint (14,557) Proactive foot patrols (6,295)	Downtown (9,802) Thomas-Dale (5,454) North End (5,402)

Source: Robina Institute analysis of SPPD and ECC calls for service data in 2019.

Note: There were no priority level one calls in 2019. Data excludes 37,694 priority 2A calls.

During the project, we were informed that the Commission was interested in learning more about situations involving potential mental health or other crises. There were three codes in the dataset—welfare check, crisis response, and persons in crisis—that may signal the call could be related to a mental health or other crisis. Within this data, these incident types include person in crisis (n = 3,303), crisis response (n = 1,305), and welfare checks (n = 7,217). No further information was available in the dataset to disentangle this information. There was no additional information beyond these variable names, so it is not possible with the existing dataset to know the reason for the welfare check, crisis response, or attending to a person in crisis. Further data collection or investigation would need to be completed to ascertain why, for example, a welfare check call might be classified as priority two versus a priority three. Table 3 shows the distribution of these types of calls by priority level. Most of these calls fall within priority two or three. Virtually none of these incident types exist in priority five.

Table 3. Potential Mental Health or Other Crisis Situation by Priority Level (N=11,806)

Call Types	Priority Two	Priority Three	Priority Four	Priority Five	Total Calls
Welfare Check	191 (1.2%)	2,209 (3.5%)	4,817 (6.2%)	0 (0.0%)	7,217
Crisis Response	397 (2.4%)	739 (4.6%)	141 (1.0%)	10 (0.0%)	1,287
Person in Crisis	319 (1.9%)	2,884 (4.6%)	98 (2.0%)	1 (0.0%)	3,302
Total Calls	907	5,832	5,056	11	11,806

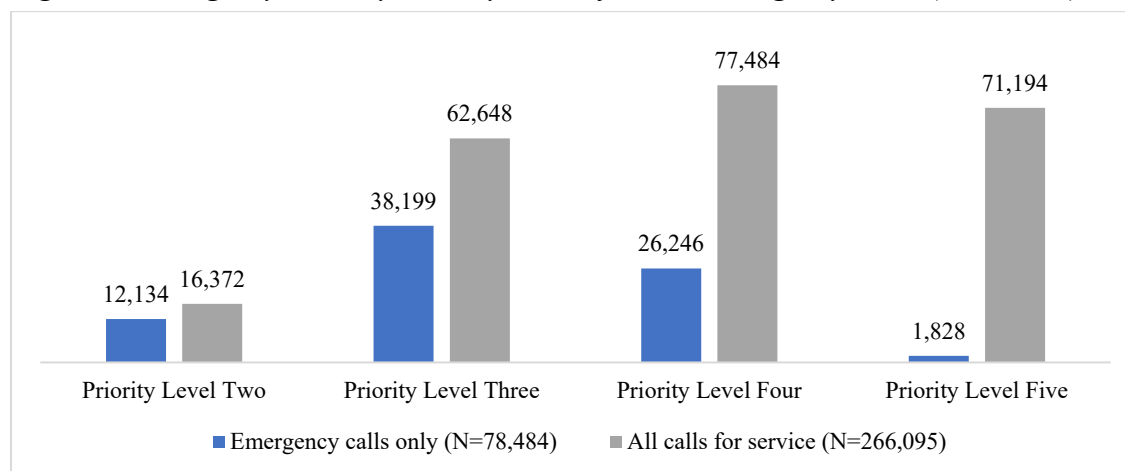
Source: Robina Institute analysis of SPPD and ECC calls for service data in 2019.

It is important to note that beginning in 2020, SPPD only responds to person in crisis calls with mention of violence, weapon, or upon request of medical responders. If the aforementioned situations are not present, the ECC refers callers to Ramsey County Mental Health, or it becomes a medical call handled by the St. Paul Fire Department.

Section 2: Emergency Calls for Service by Priority Level

Next, we focus exclusively on emergency calls for service, which totaled 78,484 emergency calls for service. Most frequently, emergency calls fall into priority level three ($n=38,199$) as illustrated in Figure 3. Significantly fewer calls are categorized as priority level five compared to the other priority levels (except for priority level one). Figure 3 also illustrates that emergency calls are a much smaller percentage of priority level four and five calls compared to priority two and three calls.

Figure 3. Emergency Calls by Priority Levels for 911 Emergency Calls ($N=78,484$)



Source: Robina Institute analysis of SPPD and ECC calls for service data in 2019.

Note: There were no priority level one calls in 2019.

Table 4 illustrates the median response time from when a call is received to the time police arrive on the scene, the top three most frequent calls within each priority level, as well as the top three most frequent neighborhoods from which calls originate within each priority level. Saturday was the most common day of the week for all priority levels except for priority level two. Tuesdays were the most frequent day of the week for priority level two calls.

Table 4. Median Response Times, Most Frequent Calls, and Most Frequent Neighborhoods for Emergency Calls Only ($N=78,484$)

Priority Level	Median Response Time (Standard deviation)	Top 3 Call Types (n)	Top 3 Neighborhoods (n)
Priority Level Two ($n=12,134$)	5 minutes (9 minutes)	Assist medical agency (2,601) Assist fire agency (2,028) Domestic family relationships (1,996)	Payne-Phalen (1,385) Dayton's Bluff (1,133) Downtown (1,065)
Priority Level Three ($n=38,119$)	11 minutes (19 minutes)	Investigate 911 hang-up (7,699) Disorderly conduct (6,076) Suspicious activity (5,729)	Payne-Phalen (4,879) North End (3,432) Thomas-Dale (3,245)

Priority Level	Median Response Time (Standard deviation)	Top 3 Call Types (n)	Top 3 Neighborhoods (n)
Priority Level Four (n=26,246)	15 minutes (29 minutes)	Disorderly conduct (6,862) Assist citizen (1,963) Welfare check (1,719)	Payne-Phalen (2,999) Thomas-Dale (2,337) North End (2,307)
Priority Level Five (n=1,828)	23 minutes (63 minutes)	Parking complaint (702) Fireworks (358) Warrant (270)	Payne-Phalen (256) North End (189) Dayton's Bluff (175)

Source: Robina Institute analysis of SPPD and ECC calls for service data in 2019.

Note: There were no priority level one calls in 2019. Data excludes 77 priority 2A calls.

Since the priority level aids an officer in determining the urgency of a call, we would expect that priority level two calls would have the shortest response times and priority level five calls would have the longest response times. This was true in the analysis, as median response times increased as the priority level went from two (urgent) to five (routine calls). The median response time for all calls was 11 minutes.

Table 5 shows the distribution of mental health or other crisis call for emergency calls by priority level. None of these calls fell into priority level five. The majority of welfare check calls were in priority levels three and four. The majority of calls labeled crisis response and person in crisis were priority level three. Moreover, these calls represent a very small proportion of emergency calls. The total number of calls in these three categories was 5,850, which is just 7.5% of the total number of all *emergency calls for service* in 2019. Again, the data is limited and so there is not more information about these calls.

Table 5. Potential Mental Health or Other Crisis Situation by Priority Level – Emergency Calls (N=5,850)

Call Types	Priority Two	Priority Three	Priority Four	Priority Five	Total Calls
Welfare Check	136 (18.7%)	1,308 (38.6%)	1,662 (96.0%)	0 (0%)	3,106 (53.1%)
Crisis Response	328 (45.0%)	482 (14.2%)	59 (3.4%)	0 (0%)	869 (14.9%)
Person in Crisis	265 (35.9%)	1,599 (47.2%)	51 (2.9%)	0 (0%)	1,915 (32.7%)
Total Calls	729 (12.5%)	3,389 (57.9%)	1,732 (29.6%)	0 (0%)	5,850 (7.5%)

Source: Robina Institute analysis of SPPD and ECC calls for service data in 2019.

Note: The total of 5,850 represents the total number of welfare checks, crisis responses, and persons in crisis responses. The percentage is based on the number of those calls, divided by the number of total emergency calls in 2019 (N=78,484). Data excludes 77 priority 2A calls.

Note: The percentages in the priority level columns are based on the number of calls for the call type by priority level, and the denominator is *total calls* for that priority level. The percentage in the *total calls* row is the total number of calls for that priority level out of the total number of all mental health or other crisis situation calls (N=5,850). The denominator for total calls for each type of call is 5,850.

Table 6 provides information on the disposition or outcome of the *emergency calls for service*. Most calls are either resolved by the code advise/assist, gone on arrival, or records received. According to SPPD, advise and assist is when an officer provides some type of assistance to the

caller or the victim. An officer within SPPD gave the following examples, “if there was a car stuck in the snow, I would *assist* them [and] if I was sent on a civil dispute, I would *advise* them.” No official report is written for call dispositions of advise/assist. Gone on arrival means that the individual caller or suspect was no longer at the scene when the officers arrived. Records received means that an officer wrote a report, this report was approved by their supervisor and received by the records unit.

Table 6. Emergency Call Disposition by Priority Level (N=78,484)

	Priority Two (N=12,134)	Priority Three (N=38,199)	Priority Four (N=26,246)	Priority Five (n=1,828)
<i>Advise/Assist</i>	5,975	14,737	14,093	744
<i>Citation</i>	3	41	12	163
<i>Gone on Arrival</i>	901	10,336	4,542	364
<i>Records Received</i>	4,039	6039	5,101	422
<i>Services not required</i>	336	1,351	716	20
<i>Canceled</i>	517	1,405	645	28
<i>Other</i>	364	4,220	1,137	87

Source: Robina Institute analysis of SPPD and ECC calls for service data in 2019.

Canceled can include: Alarm cancelled by alarm company, cancel – duplicate, cancel – out of city, cancel by caller, and/or cancel by ECC.

Other can include: Morgan plan, 911 hang-up, detox, false alarm, mental health, no transport, parties dispersed, previous control number proactive policing, traffic stop warning, traffic stop – citation, unfounded, waiting for report, suspicious activity check,

Citation can include: Citation or traffic stop – citation.

Note: Data excludes 77 priority 2A calls.

In Table 7, we present the number of calls and median response time by neighborhoods in St. Paul, MN. The Payne-Phalen neighborhood received the most emergency calls for service whereas the Summit Hill neighborhood had the fewest emergency calls for service. There were no major variations in response times among the neighborhoods. Regardless of neighborhood, disorderly conduct, investigate 911 hang-up, and suspicious activity were the top three most frequent incident types for emergency calls for service. This also aligns with the most frequent incident types in priority level three, which is also the most frequent priority categorization among emergency calls for service.⁴

⁴ The frequency of priority calls within neighborhoods also aligned with what we found overall in the data – most calls were classified as priority level three, followed by priority level four, priority level two, and priority level five, respectively.

Table 7. Calls by Neighborhood and Response Time (N=78,484)

Neighborhoods	Total Number of Emergency Calls	Median Response Time (SD)⁵	Top Three Most Frequent Calls (n)
Payne-Phalen	9,527	10 minutes (26 minutes)	Disorderly conduct (1,447) Investigate 911 hang-up (1,056) Suspicious activity (871)
North End	6,951	12 minutes (27 minutes)	Disorderly conduct (1,008) Investigate 911 hang-up (800) Suspicious activity (581)
Thomas-Dale	6,793	9 minutes (21 minutes)	Disorderly conduct (1,251) Investigate 911 hang-up (714) Suspicious activity (555)
Dayton's Bluff	6,575	10 minutes (25 minutes)	Disorderly conduct (1,056) Investigate 911 hang-up (614) Suspicious activity (564)
Greater East Side	6,080	12 minutes (27 minutes)	Disorderly conduct (849) Investigate 911 hang-up (631) Suspicious activity (514)
Downtown	5,995	9 minutes (19 minutes)	Disorderly conduct (1,591) Investigate 911 hang-up (450) Suspicious activity (346)
Summit-University	5,260	10 minutes (20 minutes)	Disorderly conduct (959) Investigate 911 hang-up (618) Suspicious activity (399)
Hamline-Midway	4,983	8 minutes (28 minutes)	Disorderly conduct (1,080) Suspicious activity (407) Investigate 91 hang-up (383)

⁵ SD = Standard deviation

Neighborhoods	Total Number of Emergency Calls	Median Response Time (SD) ⁵	Top Three Most Frequent Calls (n)
Merriam Park	4,786	9 minutes (20 minutes)	Disorderly conduct (890) Accidental property damage (419) Investigate 911 hang-up (374)
Sunray-Battle Creek-Highwood	4,394	14 minutes (27 minutes)	Disorderly conduct (684) Investigate 911 hang-up (398) Suspicious activity (375)
West Side	3,990	12 minutes (25 minutes)	Disorderly conduct (634) Investigate 911 hang-up (451) Suspicious activity (369)
West 7 th	3,694	12 minutes (26 minutes)	Disorderly conduct (642) Investigate 911 hang-up (343) Suspicious activity (281)
Highland	2,969	15 minutes (27 minutes)	Disorderly conduct (376) Investigate 911 hang-up (331) Accidental property damage (277)
Como	2,462	12 minutes (23 minutes)	Disorderly conduct (366) Investigate 911 hang-up (289) Suspicious activity (278)
Macalaster-Groveland	1,529	11 minutes (19 minutes)	Suspicious activity (199) Disorderly conduct (178) Accidental property damage (141)
St. Anthony Park	1,491	13 minutes (26 minutes)	Disorderly conduct (195) Investigate 911 hang-up (176) Accidental property damage (132)
Summit Hill	974	11 minutes (22 minutes)	Disorderly conduct (133) Suspicious activity (107) Accidental property damage (94)

Source: Robina Institute analysis of SPPD and ECC calls for service data in 2019.

Like the priority level analysis, call dispositions by neighborhood suggest that most frequently, call dispositions are advise/assist, regardless of neighborhood, for *emergency calls* for service. In addition, emergency calls for mental health or other crisis incident types were analyzed by neighborhood (e.g., welfare check, crisis response, person in crisis). Table 8 illustrates this incident type for emergency calls for service by neighborhood.

Table 8. Mental Health and Other Crisis Calls by Neighborhood

Neighborhood	Check Welfare	Crisis Response	Persons in Crisis	Total Calls (n=5,805)	Percent of All Emergency Calls (N=78,484)
Payne-Phalen (n=9,527)	281 (2.9%)	94 (1.0%)	182 (1.9%)	557 (5.8%)	0.7%
North End (n=6,951)	236 (3.4%)	69 (1.0%)	130 (1.9%)	435 (6.3%)	0.6%
Thomas-Dale (n=6,793)	210 (3.1%)	61 (0.9%)	140 (2.1%)	411 (6.1%)	0.5%
Dayton's Bluff (n=6,575)	245 (3.7%)	76 (1.2%)	128 (1.9%)	449 (6.8%)	0.6%
Greater East Side (n=6,080)	212 (3.5%)	93 (1.5%)	147 (2.4%)	452 (7.4%)	0.6%
Downtown (n=5,995)	329 (5.5%)	60 (1.0%)	210 (3.5%)	599 (10.0%)	0.8%
Summit-University (n=5,260)	191 (3.6%)	57 (1.1%)	131 (2.5%)	379 (7.2%)	0.5%
Hamline-Midway (n=4,983)	215 (4.3%)	55 (1.1%)	104 (2.1%)	374 (7.5%)	0.5%
Merriam Park (n=4,786)	206 (4.3%)	39 (0.8%)	154 (3.2%)	399 (8.3%)	0.5%
Sunray-Battle Creek- Highwood (n=4,394)	158 (3.6%)	60 (1.4%)	103 (2.3%)	321 (7.3%)	0.4%
West Side (n=3,990)	173 (4.3%)	47 (1.2%)	97 (2.4%)	317 (7.9%)	0.4%
West 7 th (n=3,694)	196 (5.3%)	60 (1.6%)	97 (2.6%)	353 (9.6%)	0.4%
Highland (n=2,969)	154 (5.2%)	24 (0.8%)	66 (2.2%)	244 (8.2%)	0.3%
Como (n=2,462)	112 (4.5%)	39 (1.6%)	108 (4.4%)	259 (10.5%)	0.3%
Macalaster-Groveland (n=1,529)	56 (3.7%)	16 (1.0%)	56 (3.7%)	128 (8.4%)	0.2%
St. Anthony Park (n=1,491)	67 (4.5%)	13 (0.9%)	42 (2.8%)	122 (8.2%)	0.2%
Summit Hill (n=974)	65 (6.7%)	7 (0.7%)	20 (2.1%)	92 (9.4%)	0.1%

Source: Robina Institute analysis of SPPD and ECC calls for service data in 2019.

Note: Comparisons of percentages cannot be made across neighborhoods, as those percentages are related to the total number of calls for that neighborhood (the total number of calls in each neighborhood). Data excludes 77 priority 2A calls.

Note: Total calls and attending percentages are based on the total number of emergency calls in the identified neighborhood, whereas overall total calls is out of the total number of emergency calls (N=78,484) received in 2019.

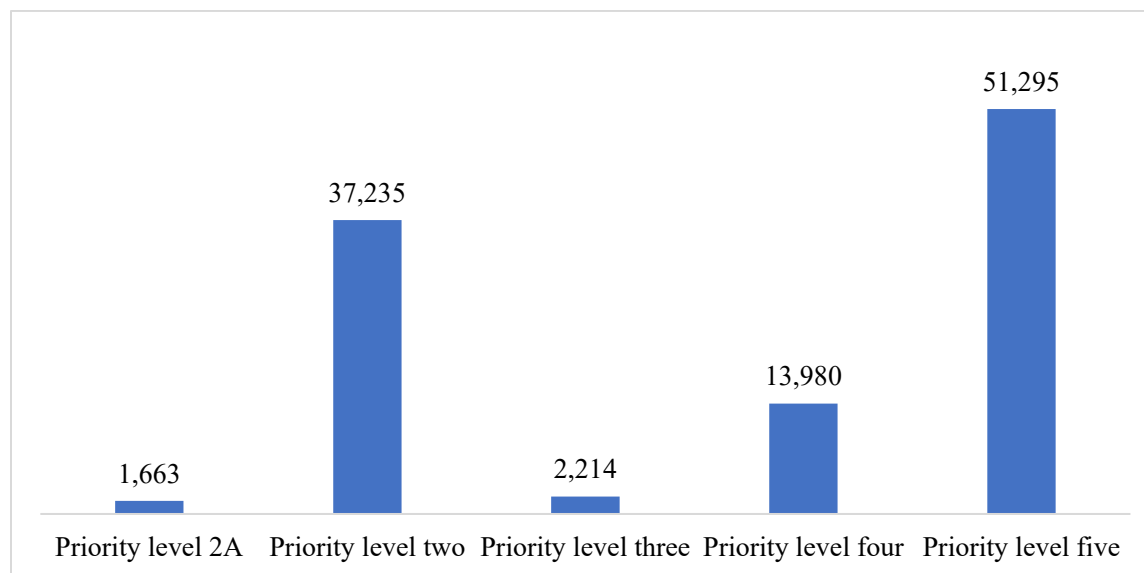
Overall, the number of emergency calls for welfare checks, crisis responses, and persons in crisis incident types range from 122 to 599 per neighborhood. At most, just over 10% of emergency calls in each neighborhood are potentially related to mental health or other crisis; at minimum, just under 6% of emergency calls in each neighborhood are potentially related to mental health or other crisis.

Section 3: Officer-Initiated Calls Only

In 2019 there were 106,387 *officer-initiated calls*. Officer-initiated calls can occur when an officer comes upon an incident or situation or a person flags an officer down and then they radio or call into the call center to indicate that they are responding to an incident. Almost half (48.2%; n=51,295) of officer-initiated calls were categorized as priority level five; however, there is a priority level, 2A, which is specifically for officer-initiated calls, which consists of 35% of officer-initiated calls (n=37,235; Figure 4). The top three incident types of officer-initiated calls were for:

- a proactive police visit (32.4 %; n=34,447);
- a traffic stop (21.3%; n=22,683); and
- to investigate – not specified (12.6%; n=13,436).

Figure 4. Number of Officer-Initiated Calls by Priority Level



Source: Robina Institute analysis of SPPD and ECC calls for service data in 2019.

Officer-initiated incidents can occur when an officer comes upon a situation needing further investigation, is flagged down by a citizen, following up on a previous call, or when involved in community engagement. Officers can radio the ECC or utilize their computer to initiate an incident in the computer aided dispatch (CAD) system.

Most frequently, officer-initiated calls occurred on Wednesdays (16.9%; n=18,005) followed by Tuesdays (16.0%; n=16,989) and Thursdays (16.0%; n=17,070). Since the officer is on the scene or initiates the call, there is no response time to calculate. Officer-initiated calls occurred most frequently in the Downtown (13.4%; n=14,211), Payne-Phalen (11.4%; n=12,124), and Dayton's Bluff (9.1%; n=9,664) neighborhoods. Table 9 illustrates the number of officer-initiated calls by neighborhood.

Table 9. Officer-Initiated Calls by Neighborhood (N=105,702)

Neighborhood	Officer-Initiated Calls
Payne-Phalen	12,124 (11.5%)
North End	8,718 (8.2%)
Thomas-Dale	8,998 (8.5%)
Dayton's Bluff	9,664 (9.1%)
Greater East Side	5,094 (4.8%)
Downtown	14,211 (13.4%)
Summit-University	4,906 (4.6%)
Hamline-Midway	5,994 (5.7%)
Merriam Park	7,799 (7.4%)
Sunray-Battle Creek-Highwood	3,768 (3.6%)
West Side	5,196 (4.9%)
West 7 th	6,198 (5.9%)
Highland	4,525 (4.3%)
Como	3,258 (3.1%)
Macalaster-Groveland	2,370 (2.2%)
St. Anthony Park	1,391 (1.3%)
Summit Hill	1,488 (1.4%)

Source: Robina Institute analysis of SPPD and ECC calls for service data in 2019.

Note: There were 685 officer-initiated calls that did not have an identified neighborhood.

Seventy-six percent (n=80,899) of call dispositions for officer-initiated calls resulted in advise/assist. Officer-initiated calls are almost never for mental health or other crises. There were 191 calls for a welfare check, 115 crisis response calls, and no officer-initiated calls for persons in crisis. In total, this represents just 0.2% of officer-initiated calls. Thus, such calls are more likely to come in as an emergency call.

Section 4: Conclusion and Recommendations

The purpose of this report was to examine multiple variables for calls for service by priority level. The priority level is used to aid officers in identifying the urgency of a call, so they know how quickly they need to respond to the call. When looking at *all call types*, the most frequent incidents included proactive police visits, disorderly conduct, and traffic stops. Most calls were assigned to priority level four (30%), followed closely by priority level five (27%). For *emergency call types*, the most frequent incidents included disorderly conduct, investigate 911 hang-up, and suspicious activity. Most emergency calls for service (49%) were assigned priority level three, which was outside of the Commission's charge. The next largest group was assigned to priority level four (33%). For *officer-initiated calls*, the most frequent incidents included proactive police visits, traffic stops, and proactive foot patrols, with most officer-initiated calls assigned to priority level five (48%). Though the Commission is charged with focusing on alternative first-response options to priority level four and priority level five calls, it is important to note that most of those calls are officer-initiated (40%) and 29.5% originate from 911 emergency calls for service. These represent two very different modes of operation and each would require different solutions.

To be responsive to the Commission's desire to learn more about calls relating to mental health crises, we homed in on call incident types identified as welfare check, crisis response, and persons in crisis because these seemed potentially related to the area of interest. For *all call types*, these incident types made up a small minority of cases – just 4.4% of all call types and most frequently assigned priority level three. For *emergency calls* only, these calls made up a small minority of cases as well—just 7.5%—and most were categorized as priority level three. It is important to note, however, that as of 2020, SPPD no longer responds to person in crisis calls unless there is an immediate threat of harm of potential death/serious injury to themselves or to others, so such calls likely make up an even smaller percentage of calls today.

The call for service data is limited so we were unable to understand more about the calls beyond what was identified in this report. Some data that was of interest (e.g., demographics) are not collected at all points in the process. Other information that could potentially be useful may instead be contained in narrative reports and was beyond the scope of analysis for this project.

To address the limitations of the data and to aid future research studies, we offer some recommendations. Our recommendations are focused on research and data. We do not offer practice-based recommendations, such as, who should respond to calls or ways to respond to calls.

1. Review and analyze police reports – subset of the sample

The data that is currently available within SPPD and ECC is limited to mostly the variables included in this report. Thus, we do not know have many details about the context surrounding these calls, including what happened during the calls and what led to the outcomes of the calls. Analyzing police reports may give more of the contextual information. Since there are hundreds of thousands of calls each year, it is recommended to analyze a subset of police reports to review

what happened once an officer arrived on the scene. This subset could include a random selection of cases or if there is interest in a particular category of offenses (i.e., check welfare) these cases could be reviewed (or a random selection of those cases). However, a police report is not generated for every call and some of the reports may still have sparse details. This method is also only going to provide information about what happened once an officer arrived at the scene, from the officer's point of view.

2. Observations and ride-a-longs with SPPD to observe process of receiving and initiating calls

It is recommended that if one wants to know what happens once a call is received or radioed in by police, observations of patrol officers would be one method to understanding what happens at each stage in the call process to arrival at the scene. These observations may serve to help understand how situations may change from the original calls. However, it would be important to conduct several observations and at different points in time, different times of day, and among different neighborhoods to get a full understanding of what happens regarding these calls.

3. Define data variables to ascertain differences in meaning (e.g., person in crisis vs. crisis response)

It is unclear what makes an incident identified as a person in crisis versus a crisis response. To understand the differences, these should be further defined. There are other similar examples of codes that could mean similar things or are vaguely defined, which make incident code information unclear. Further definitions could provide more clarity.

4. Consider data points for collection or a more robust, comprehensive database, depending on future goals.

We understand these databases are not inherently intended for research purposes. However, we would recommend that modifications be made so that research and evaluation could more easily be conducted in the future. Related, modifications may need to be made to allow for more robust analysis. For example, in the current databases we could not analyze how a call started compared to how a call ended. This is because the database overwrites some of the original information with updated information based on officer information at the scene. For example, if a call starts as a priority four because of a barking dog, but, then the officer arrives on the scene to find the dog is barking because a robbery occurred, the final code and priority level in the data may be the robbery and thus, we may not know that the original call was for a barking dog. Instead of overriding information, all information should be retained so analysis could be conducted on how calls start and how they end.

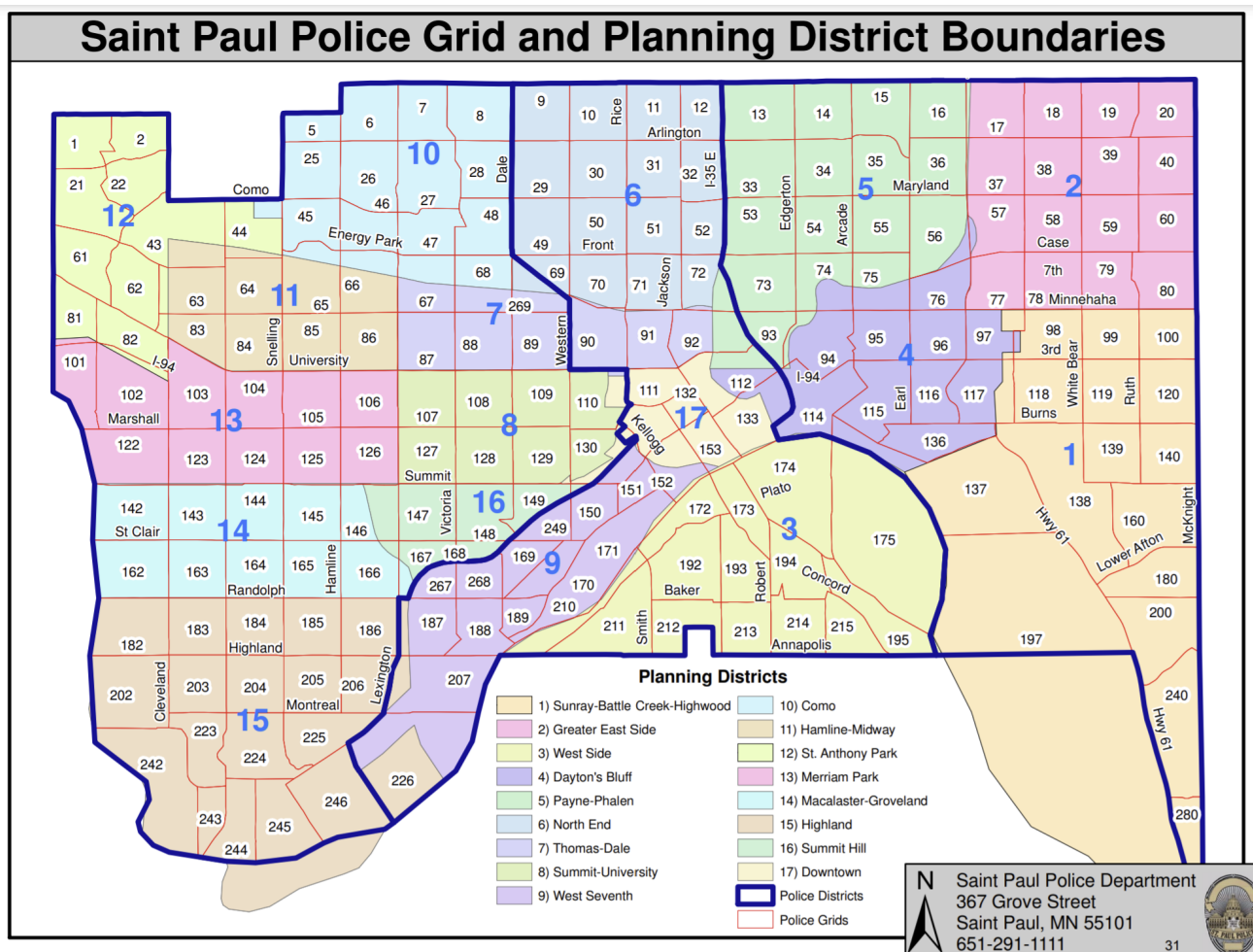
Additionally, if there is a way to incorporate the SPPD calls for service and arrest and citation information into one database, that would aid future analyses. By having these in one dataset we could more easily examine what calls for service ended in an arrest or citation, which are data points with demographic information.

Any implementation of the recommendations requires the full collaboration with ECC and SPPD. Some of these recommendations are easier to implement than others. Any changes to the existing databases would require financial resources and staff time.

Appendix A - Data Definitions

- Master incident number: This is the unique number provided to a call for service, which also serves to link the ECC and SPPD data. It is a confidential, unique incident identifier.
- Priority code of the call: the urgency of the call (levels one through five).
- Code type: The code used to identify the incident.
- Problem description: The problem nature of the incident in our database.
- Street name: name of the street where the incident occurred.
- Call disposition: the outcome of the call.
- Time call enters queue: the time the call is received by ECC.
- Time call 1st assigned: the time call is dispatched by ECC.
- Time 1st on scene: the time that the officer arrives at the scene.
- General location (not exact address): cross streets/neighborhood of the incident.
- Method/type of call received: calls can come through 911, online system, non-emergency line, an alarm system, or through officer-initiated.

Appendix B – St. Paul Police Department Neighborhood Map



Source: 2019 St. Paul Police Department Crime Report, retrieved from St. Paul Police Department's website.

<https://www.stpaul.gov/sites/default/files/2021-01/2019%20Crime%20Report.pdf>

MEMORANDUM**April 21, 2021****To: Community First Public Safety Commission****From: Commissioners Sami Banat, Heather Worthington, Laura Jones, CM Mitra Jalali, Dr. Suzanne Rivera, Monica Bravo, Alicia Lucio****Re: Request for inclusion into CFPSC's Final Report and Recommendation**

A sub-group of the Commission, listed above, have studied what are commonly known as pre-textual traffic stops, defined as:

- a stop made for a minor traffic or equipment violation where the officer uses the stop to investigate a more serious crime.

These stops are correlated with a significant and measurable racial disparity in both the number of stops and the negative outcomes associated with these stops which result in injury or death to the individual driving the vehicle.

This group has also studied traffic stops in a more broad context. The findings are as follows:

- According to the [traffic dataset](#) on Open Information St. Paul, black residents were 16% of St. Paul's population in 2019, but 39% of all traffic stops, and more than 50% of drivers and vehicles searched.
- White residents were 57% of St. Paul's population, but only 40% of stops, and around 27% of drivers and vehicles searched.
- Based on resident population data (rather than driving population), Black drivers were nearly 3.5 times as likely to be stopped than white drivers. Black drivers in St. Paul are about 6.5 times more likely to be searched or have their vehicle searched than white drivers.

In reality, these numbers likely underestimate these disparities (which would be greater based on a likely higher number of white drivers vs. black drivers.) Despite the high profile killing of Philando Castille during a traffic stop in 2016, the percent of traffic stops which result in a vehicle or person search are at the highest in a decade, with 10% of stops in 2019 resulting in driver or vehicle searches, overwhelmingly impacting Black male drivers.

Traffic stops are frequently dangerous for police officers as well. This results in liability both for the City in regard to its employees; but also to the individuals who are subjected to the stop in terms of unlawful arrest, injury and sometimes death. The liability for these use of force claims is borne by the taxpaying residents and business owners of Saint Paul.

The Mayor and Police Chief may have the power to change this practice administratively; Saint Paul should not wait for legislative authorization to change their practice unless legally necessary.

Though these stops may not constitute a literal violation of constitutional rights, they can constitute a violation of the spirit of the Constitution in that they frequently involve search and seizure that is based on extremely limited, and sometimes unrelated evidence to allow a search to proceed; thus making them difficult to prosecute, and yet another drain on limited prosecutorial and judicial resources. This, combined with the data showing a disparate impact on Black, Indigenous, LatinX and Asian residents, creates a clear need for change in policy and practice.

In short, the use of police resources for pre-textual and other traffic stops is an inefficient, ineffective and frequently dangerous police practice that should be ceased immediately.

Continued Next Page

Recommendation: Cease pre-textual *and* other traffic stops as the practice is unsafe for people in the community and for police officers. Except in the case of flagrant moving violations such as:

- Amber Alerts
- Unsafe speed
- DWI
- Hit and Run suspects

Utilize a mailed citation for motor vehicle repair notices (light out, turn signal malfunction, etc.), expired tabs and other moving violations. Explore the use of other methods, new legislation (red light cameras), or other procedures to ensure public safety on streets and highways within the City of Saint Paul which emphasize the prioritization of resources for the most dangerous and egregious behaviors.

###

Call Type Category	Questions													
	Recommendation	Do you support this idea?				If yes, please indicate how you would prioritize implementation of this idea. In other words, which ideas are most crucial to receive immediate attention?				The Commission identified a vision of goals we aim to achieve through our recommendations. In your opinion, how aligned are the following ideas with the goals we aim to achieve?				
		Support N=	Yes	No	Prefer not to answer	Implementation N=	Immediate (2022 Budget)	Secondary (2-3 years)	Long-Term (Consider for future)	Alignment N=	Greatly Aligned	Moderately Aligned	Not Aligned	I prefer not to answer
Young Person/Juvenile	Data shared across jurisdictions	33	28	4	1	34	13	14	7	33	16	12	4	1
	Community liaison is dedicated to these calls	33	30	3	0	31	25	6	0	31	26	4	1	0
	Social workers respond	31	27	4	0	33	19	10	4	33	21	10	2	0
	Culturally relevant ambassador program in neighborhoods responding to truancy and curfew violations	33	32	1	0	34	23	10	1	33	25	7	0	1
	Juvenile supervision center open 24/7	33	30	2	1	30	16	8	6	33	18	11	2	2
	Access to jobs, sports, arts, cultural connections	33	33	0	0	32	18	11	3	33	18	15	0	0
	Peer-to-peer support/other support groups actually on the ground doing the work	32	30	2	0	30	20	9	1	32	20	10	1	1
	Professional crisis manager	32	25	4	3	28	14	12	2	30	18	8	2	2
Person in Crisis	Mobile mental health team/other resources available 24/7	34	34	0	0	36	32	4	0	35	33	1	1	0
	Short and long-term services with seamless handoff	33	30	2	1	35	10	23	2	33	20	10	1	2
	Callers can ask for non-police response so that PD involvement in mental health crisis can be reduced and/or eliminated	33	29	3	1	32	25	6	1	32	24	6	1	1
	Expand Community Outreach and Stabilization Unit (COAST)	33	28	3	2	32	16	13	3	33	18	9	3	3
	System vets calls before sending police to allow for more appropriate/lowest level first responder	32	29	3	0	33	23	8	2	32	28	2	2	0
	Knowledge of mental health/disabilities so responder can make accurate assessments of safety and needs	34	32	2	0	35	24	9	2	34	22	10	2	0
	System has access to any and all pertinent data, which is shared across jurisdictions	33	29	2	2	33	16	15	2	34	16	13	3	2
	Conflict resolution, trauma response preparedness, de-escalation	34	33	0	1	34	27	4	3	33	26	7	0	0
	New or paired responder models: peer-responder, mental health, intervention specialist, situational awareness expert on the phone	34	33	1	0	35	30	4	1	34	27	6	1	0

Call Type Category	Questions													
	Recommendation	Do you support this idea?				If yes, please indicate how you would prioritize implementation of this idea. In other words, which ideas are most crucial to receive immediate attention?				The Commission identified a vision of goals we aim to achieve through our recommendations. In your opinion, how aligned are the following ideas with the goals we aim to achieve?				
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Welfare Check	Sharing data and system information across jurisdictions for agency response/efficiency and to analyze repeat patterns	34	30	3	1	33	17	15	1	34	16	14	3	1
	Alternative call lines (311, etc.)	34	30	3	1	35	17	12	6	34	19	11	3	1
	No weapons if situation is not dangerous	35	26	9	0	32	20	4	8	32	18	7	6	1
	911 dispatcher trained to send calls to appropriate response team	31	30	1	0	34	27	5	2	33	27	5	1	0
	Prepared to provide information on available supports and resources during a call	35	33	1	1	34	28	5	1	34	23	9	1	1
	Threat-assessment and de-escalation training	36	34	2	0	37	33	3	1	35	27	7	1	0
	Follow up	33	29	1	3	33	19	9	5	30	13	13	1	1
Vehicles and Parking	People other than law enforcement respond	34	29	4	1	35	23	9	3	36	29	4	2	1
	Individuals from other city departments respond (Public Works, Department of Safety and Inspections, etc.)	34	24	9	1	32	17	6	9	34	24	5	4	1
	Advance/improve technology to make process more effective and efficient	34	33	0	1	35	15	16	4	34	22	11	1	0
	Use Parking Enforcement Officer (PEO) as much as possible	35	27	3	5	34	24	6	4	33	18	9	4	2
	Contract with private sector (towing, locksmith, etc.)	35	19	12	4	26	8	9	9	31	7	10	10	4
	Utilize text messaging to get car owners to move their cars ("text a parker")	35	26	5	4	32	18	8	6	33	19	9	4	1
	No weapons or armed responders	36	26	5	5	32	25	2	5	35	22	5	4	4
	Free parking areas	33	21	7	5	25	11	8	6	30	11	8	5	6
	Training/skills building opportunity for entry-level officers	36	21	10	5	25	16	7	2	30	12	7	8	3
	Eliminate fines	33	14	15	4	24	8	5	11	30	9	6	13	2
t	Co-response/multi-service/multi-level response models: police on standby, but system allows alternative/more appropriate primary response by a non-sworn officer/responder (e.g. chaplain, mediator, conflict resolution specialist, other non-systems worker)	34	28	6	0	32	22	9	1	33	26	5	1	1
	Data analytics to spot trends and smart dispatching	35	31	3	1	33	20	10	3	34	26	5	2	1

Questions														
Call Type Category	Recommendation	Do you support this idea?				If yes, please indicate how you would prioritize implementation of this idea. In other words, which ideas are most crucial to receive immediate attention?				The Commission identified a vision of goals we aim to achieve through our recommendations. In your opinion, how aligned are the following ideas with the goals we aim to achieve?				
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Disorderly Conduct	Provide meaningful connections to city/neighborhood resources and response	34	32	1	1	35	20	13	2	35	24	9	2	0
	Use data to ascertain whether police response exacerbates the conditions of disorderly persons	32	26	4	2	31	18	8	5	32	22	6	3	1
	Transparency with and accountability from trusted neighborhood sources	34	32	1	1	34	24	6	4	33	23	9	1	0
	De-escalation	36	33	0	3	35	31	1	3	34	27	5	1	1
	Follow up outside the criminal justice system	33	29	3	1	33	20	11	2	34	15	13	6	0
	24/7 mental health center access	35	33	2	0	34	24	7	3	34	25	7	2	0
	Familiarity with mental health and substance abuse disorders	35	33	1	1	37	30	5	2	35	26	8	1	0
General Assistance	Increased access to virtual consultation	35	32	1	2	34	18	13	3	33	18	13	2	0
	Non-police response	36	32	3	1	34	17	13	4	32	21	7	3	1
	Create a robust, modern data system to help break up this category	35	30	3	2	33	17	8	8	31	20	8	3	0
	Expand this category into the 311 model	34	26	6	2	29	12	10	7	32	16	11	4	1
	Provide meaningful connections to city resources at point of call	33	32	0	1	33	26	6	1	33	22	10	1	0
	Opportunity for mediator/conflict resolution model - diffuse tense situations and mediate conflict	35	33	0	2	34	21	9	4	34	20	13	1	0
	Culturally-centered and focused approach	35	34	0	1	35	22	11	2	33	23	9	1	0
	Artificial intelligence as an alternative to 911 (e.g. ask Siri)	35	16	15	4	25	7	8	10	28	6	12	7	3
	Officer available at ECC for people who want to talk to an officer but not interact with one in person	35	27	7	1	31	17	9	5	33	13	13	6	1
	Generally unarmed	35	23	9	3	29	19	5	5	30	17	7	4	2
Child Abuse	Specific training on child body language and abuse	34	28	3	3	29	21	6	2	28	18	7	2	1
	Responder/co-responder has mental health expertise	34	30	2	2	31	23	7	1	29	22	5	1	1
	Identify problem addresses (repeat calls from same address); proactively respond with other supports	34	32	1	1	32	24	7	1	30	23	6	0	1
	Co-response model with police and others (e.g. youth worker, educator, etc.)	33	27	4	2	31	17	12	2	31	21	6	2	2
	Trained in cultural difference in child raising	33	27	3	3	28	20	5	3	28	17	7	2	2
	Provide meaningful connections to city resources	33	29	1	3	30	21	6	3	29	17	9	2	1

Questions														
Call Type Category	Recommendation	Do you support this idea?				If yes, please indicate how you would prioritize implementation of this idea. In other words, which ideas are most crucial to receive immediate attention?				The Commission identified a vision of goals we aim to achieve through our recommendations. In your opinion, how aligned are the following ideas with the goals we aim to achieve?				
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Civil Problem	Do not send police to resolve civil issues unless potential for violence	36	31	5	0	34	27	5	2	35	30	4	1	0
	More phone/video resources so officers can assess need and limit in-person response requirement	35	30	3	2	32	13	15	4	34	19	11	3	1
	De-escalation skills	35	33	0	2	33	25	4	4	34	26	7	0	1
	Create hotline for disputes for civil problems	35	30	2	3	33	16	14	3	34	19	12	1	2
	Provide meaningful connections to city/external resources (such as meditation)	35	32	0	3	34	19	13	2	35	21	12	1	1
	If responder is not police, responder has ability to call police for backup	36	30	3	3	33	25	4	4	34	21	10	3	0
Systems, Data, and Dispatch														
	Hire from Saint Paul communities	35	35	0	0	35	26	5	4	35	24	9	1	1
	Review hiring rules (particularly for individuals with prior juvenile justice involvement) for joining law enforcement that create barriers to employment, as well as education requirements for those who are eligible for promotions	35	34	0	1	35	23	9	3	35	16	17	1	1
	Single data framework between St. Paul Police, County Sheriff, 911 Call Center, and all other entities taking emergency calls	35	30	1	4	31	18	6	7	32	22	7	1	2
	Monthly review of data between partnering agencies to assess trends and maximize transparency	34	30	2	2	33	21	8	4	34	21	9	1	3
	Use AI to collect cross-departmental data, help with categorization process, and assign call to appropriate first responder. Then aspects of that call, report, and accounts of witnesses, victims, and perpetrators can all be added to the data	34	24	6	4	28	15	6	7	32	14	10	5	3
	Have ethnic and racial breakdown of data	35	31	2	2	30	23	6	1	33	22	9	1	1
	Share any public information on an accessible, easy to use website and publish community reports that list the types of calls that used alternative responses and any relevant data from those calls	35	31	4	0	33	19	10	4	33	21	10	1	1

Questions														
Call Type Category	Recommendation	Do you support this idea?				If yes, please indicate how you would prioritize implementation of this idea. In other words, which ideas are most crucial to receive immediate attention?				The Commission identified a vision of goals we aim to achieve through our recommendations. In your opinion, how aligned are the following ideas with the goals we aim to achieve?				
		Support N=	Yes	No	Prefer not to answer	Implementation N=	Immediate (2022 Budget)	Secondary (2-3 years)	Long-Term (Consider for future)	Alignment N=	Greatly Aligned	Moderately Aligned	Not Aligned	I prefer not to answer
	Create options for callers to send video or do video conferences with 911 dispatchers	36	32	3	1	32	16	12	4	34	20	12	1	1
	Speak callers' languages	36	36	0	0	34	29	4	1	36	30	6	0	0
Pretextual Traffic Stops	Cease pre-textual and other traffic stops except in the case of flagrant moving violations such as: amber alerts, unsafe speed, DWI, and hit and run suspects	35	24	5	0 (6 people said I need more information)	28	24	2	2	29	21	1	6	1
	Utilize a mailed citation for motor vehicle repair notices (ligh out, turn signal malfunction, etc.), expired tabs and other moving violations	35	28	5	0 (2 said they need more information)	33	26	5	2	30	22	2	5	1
	Explore the use of other methods, new legislation (red light cameras), or other procedures to ensure public safety on streets and highways within the City of Saint Paul which emphasize the prioritization of resources for the most dangerous and egregious behaviors	35	26	5	0 (4 said they need more information)	30	19	9	2	30	21	3	5	1

Community-First Public Safety Commission
Summary of Public Town Hall meetings
Series 1: March 16 and 20, 2021

Approximately 30 people attended the first series of meetings.

When you think about public safety, what about your neighborhood makes you feel safe?

A very common theme was that people felt most safe when they had a deep connection to the people and organizations in their neighborhoods. These individuals valued their communities' recreation centers, libraries, and other public gathering places, as well as neighborhood revitalization initiatives and community gatherings.

Additional comments reflected that the physical design of their neighborhoods — such as biking and walking paths, as well as street lighting — made them feel safe.

Another additional comment was that living in a multi-family building led to a sense of safety. This individual went on to say that renting has made them feel safe, countering the narrative of renters being transient and not engaging in community.

And what about your neighborhood makes you feel less safe?

A frequent comment throughout the town halls was that increases in car-jackings and gun violence in neighborhoods has made individuals feel less safe. Seeing a number of youths lose their lives to gun violence and fear of being caught in crossfires were noted as contributing to those feelings.

Another very common theme was that neighborhood websites—such as Nextdoor—and neighborhood groups on social media can actually make members of the community feel less safe, and can characterize or drive a narrative of certain neighborhoods as unsafe.

Individuals also commented throughout the town halls that police presence in their neighborhoods made them feel less safe. They noted that an increased police presence of helicopters, lights and sirens, and drives-bys, leads to anxiety and a feeling of being surveilled. There were also concerns that neighbors often call the police for the wrong reasons (including bias against people of color) and that police officers are incapable of de-escalating when they respond.

Additional comments included:

- A lack of community makes people feel less safe.
- A lack of stable housing opportunities for community members makes them feel less safe.
- The perception that the police are not successful at preventing crime makes people feel less safe.
- A lack of programming for youth makes people feel less safe.

If you had a “magic wand,” what would you like to see for on-call responses to situations that are not urgent or violent, but need attention? (Examples – noise complaint, welfare check, young person, etc.)

The most common desire was for better responses to mental health and crisis calls. These comments were split between calling for a CAHOOTs-styled response team, for the use of mental health clinicians, and general calls for improved mental health responses.

Another common theme was working to improve community-relations with police officers responding to these situations. Most common was the desire to either not have officers wear uniforms any longer, or, if they do, to de-militarize them. A number of other individuals commented that they would like to see more police officers of color, as well as more officers who live in the neighborhoods that they patrol, responding to situations in general.

Many individuals also want to remove the fear that the public has of the officers who respond. Individuals commented that many community members only see officers when they drive through the neighborhood in their squad cars. It was commented that a few ways to alleviate the fear and mistrust of officers are as follows:

- To have community education to re-set “what you call the police for.”
- To have wrap around supports and models for those who interact with the police multiple times.
- To have community building between the police department and the neighborhood, possibly through connecting a community resource person with the fire department and police department.

Some additional comments represented a desire for no police officers to be involved in responses to non-violent, non-urgent situations. These comments expressed the desire to have community organizations, not the police, respond to Priority 4 and 5 calls. A few comments added that they not only desired someone entirely different than to police to respond, but that whoever responds in their place not carry any weapons.

Other additional comments addressed a desire to somehow involve community spaces and members in these responses—such as better use of community resources like libraries, recreation centers, and youth programs. One idea was to train community members in things like NARCAN administrations, first-aid, and even gun-shot wound stabilization.

A final additional comment recommended an Office of Violence Prevention that would scale up programs that are already working, such as efforts by the City Attorney’s Office and Common Justice.

What aspects of this commission make you most hopeful?

Attendees appreciated that the commission is getting input from a diverse community. Some also appreciate and feel hopeful that the city is working with the community to explore different

approaches to public safety. Lastly, a number of attendees found it hopeful that the commission has a desire for accountability.

Concerns

A number of attendees expressed concerns about where the budget will come from to fund additional trained responders.

A few also were concerned about whether the commission is seeking targeted feedback from the people who are affected most by the current system.

Additional comments of concern were:

- That there is no hope in changing the police department for the better until someone is held accountable.
- Expectations may have been raised too high for the outcomes of the commission because it is unclear whether change is a true possibility.

Community-First Public Safety Commission
Summary of Public Town Hall meetings
Series 2: April 14 and 17, 2021

Approximately 60 people attended this series of meetings.

The following list of “emerging recommendations” was shared with attendees:

Examples of some of the ideas being considered:

- *Culturally relevant ambassador program in neighborhoods responding to truancy and curfew violations.*
- *Mobile mental health team/other resources available 24/7.*
- *New or paired responder models: peer-responder, mental health intervention specialist, and situational awareness expert on the phone – for things like welfare checks, disorderly conduct, child abuse, etc.*
- *Decrease/minimize police response to vehicles and parking situations.*
- *Increased access to virtual/video consultation.*
- *De-escalation training, tools and mindset.*

What are you excited about, or pleased to hear?

Attendees expressed their appreciation for the general proceedings of the commission: individuals identified positive aspects such as the diversity of commissioners, the use of expertise, the width of the commission’s scope, and the commission’s ability to move quickly and impactfully.

The most common theme was a broad approval for the commission’s investigations into alternative, non-police, situation-specific emergency responders. Attendees cited specific examples including mental health specialists for crisis situations, parking enforcement for vehicle-related calls, unarmed transit officers for fare enforcement, and social workers for truancy and curfew issues. Many attendees supported the commission’s consideration of greatly expanding virtual and phone reporting for minor incidents as an alternative to an in-person interactions with police.

There was an additional expression of support for the commission’s consideration of expanding de-escalation training.

What is missing? What would you add?

The most popular criticism of the commission’s work was that the commission had not sufficiently addressed mental health crises. Attendees suggested three model programs for addressing mental health: COAST, the Block Nurse Program, and the SPFD’s Basic Life Support program. Attendees were very concerned by the limited schedule of Saint Paul’s mental health services and stressed the importance of increasing its funding so that Saint Paul could offer substantive 24/7 mental health care.

Another common theme was a lack of specific solutions for important topics. Attendees highlighted that the commission was not moving toward making recommendations to specifically address substance abuse, the needs of unhoused people, and *particularly* traffic stops.

Some attendees were concerned about the implementation of a co-responder model for some of call-types suggested by the commission: a group of attendees expressed their concern that the presence of an armed officer would hinder the work of the other professional and would make situations more dangerous. They suggested that the commission support a response model in which alternative responders could easily and quickly summon police backup if a situation were to escalate.

Other comments concerned the lack of data available to the commission: attendees noted that there was no information from hospital emergency departments, no analysis of officer-initiated calls, and no demographic data for emergency calls for service.

Additional comments reflected that attendees supported the involvement of communities and community resources in violence-prevention efforts. Suggestions included using existing “eyes and ears” like mail carriers; requiring officers to live in the communities they serve; creating geographically oriented programs in the ONS that are run by members of those communities; and improving housing and youth programs in underserved communities.

A number of attendees were also concerned that the commission was not adequately addressing systemic racism within policing. One suggestion was to expand automatic ticketing for vehicle-related infractions; another was to attempt to reduce the number of racially-motivated calls to 911. One individual worried that changes to the enforcement of moving violations could present a threat to pedestrians and cyclists.

Could you support these recommendations? If not, what would you want to see (within our Commission’s charge)?

Attendees overwhelmingly supported the commission’s emerging recommendations as presented. Some stipulated that the plan would have to reallocate funding from law enforcement to violence-prevention entities and some suggested that the scope of plan would have to expand beyond Priorities 4 and 5.

Many attendees had questions about the recommendations, including:

- What are the logistics of recruiting mental health professionals to serve in an emergency-response capacity? How soon could this be implemented?
- How will the City of Saint Paul support manage the impact of these changes on their workforce?
- How would co-responder or alternative-response models differ across different situations?
- Where would the money be allocated from?

- What preventative models were discussed?
- Are there any ideas that the commission has already discarded?

One individual felt that they could not support these recommendations due to their brevity.

Saint Paul Community-First Public Safety Commission
Community Input Report

1/11/2021

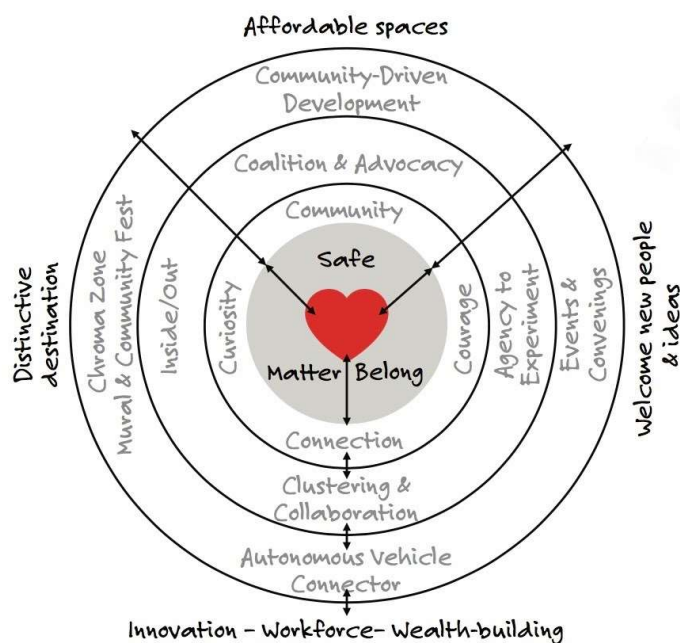
Open Letter: To The City of St. Paul (MN) Community-First Public Safety Commission:
<https://medium.com/@mappingviolence/open-data-as-an-open-letter-24d76548dc7c>

Open letter published to the web

2/3/2021

I'm so pleased to see this commissions underway. In my role as a community organizer (Creative Enterprise Zone, Mayor's BRC, Towerside Innovation District) and as a narrative psychologist and storyteller (Storyslices LLC), I have used an Adlerian theory of change model in all my work that looks at our human need for safety, belonging, and significance (to matter) which we learn in community. This commission is looking at both ends of this spectrum, both what we experience in a positive way, and what effects us in crisis or in deficit. I'm interested in assisting the commission in the more subtle and ongoing need to articulate the theory of change you are exploring--that police cannot solve our deeper issues of the lack of feeling belonging in community, to feel we matter. Family violence, work, education, they are all under this umbrella. I'm writing this in haste and will endeavor to share more on this with you all in hopes of furthering your work. I would like to be a resource to you.

I am sharing my theory of change model that we use in the Creative Enterprise Zone (located at University and Raymond). I've shared this with Mayor Carter in the past and would be interested in re-framing it for the public safety conversation.



Submitted via online submission form.

2/7/2021

2 years in row of historic levels of violent crime (2019 & 2020) and not looking great for the start of 2021 and with under resourcing public safety for 3 years in a row, we can measurably see the cause and affect here.

Staff public safety according to population standards. Implore the immediate defenses needed while strategizing for future preventive initiatives for community & at-risk engagement.

Submitted via online submission form.

3/10/2021

I'm concerned that commission members have not heard enough from community members who are directly impacted by current emergency response models and that there's been too much emphasis on presentations by systems-based professionals and not enough on discussion among the commission members, who have strong ties in our community and could bring forward really important perspectives if they were given more time to do so. I am disappointed that members of Families Supporting Families Against Police Violence have not yet had the opportunity to offer their perspectives, as far as I know, even though the group begged to be a part of this process. If we don't acknowledge and make room for the grief and pain of people who've been impacted by police in the most traumatic way possible, I don't think we can truly move forward on community-first public safety in an honest way.

I also want to say that as a community member, I do NOT support the expansion of police co-responder models, because they still emphasize police responses that can escalate mental health crises rather than de-escalating them. I support an expansion of non-police responses for wellness checks and mental health crises, such as a mobile crisis unit that is separate from police. I also strongly support expansion of more peer support models and training opportunities for community members in conflict resolution skills, de-escalation strategies, Narcan administration, and medical first-aid and psychological first-aid in trauma situations.

I hope one of the outcomes of the commission is to establish a community-first public safety cabinet of trusted community members who can advise and co-govern with elected officials on safety issues in our community.

Submitted via online submission form.

I live in Hamline Midway (Ward 4), and I attended a livestream of the commission meeting today. I'm concerned about the level of police involvement in a process that is supposed to be about developing alternatives to policing. As was demonstrated today, police officers are unlikely to be able to imagine alternatives to policing, or to understand the extent to which policing does harm. I echo commission member Laura Jones in saying that it's very hard to repair harm if you don't name it!

I'm thinking back to Officer Sahal's story about an unexpected knife in a routine check, which he seemed to be holding up as proof that police need to be involved in such checks. Plenty of mental health professionals and food service workers have de-escalated situations with unexpected knives. People who are afraid to call the police (because it's likely that the police would hurt them) have de-escalated such situations themselves. If it's safer for some people to de-escalate a violent situation themselves rather than calling the police, then policing isn't working. Our city is filled with people who are already practicing alternatives to policing because they have no other choice. We need to be listening to them rather than fleeing into biased statistics that do not reflect the scope of the problem of police violence. Otherwise, any alternative created will just be a slight variation on today's racist system.

Submitted via online submission form.

I appreciated partaking in a "watch party" to watch some of the Saint Paul Public Safety commission meeting today. One thing that I found disturbing and would recommend changing for future meetings is referring to youth as "juveniles." I find this very dehumanizing and degrading as I can't think of when this is used besides with "delinquents." I would recommend using language like "youth," "child," "young person," or "student."

Second, was Families Supporting Families Against Police Violence invited to participate on the Commission? It seems important to have representation from a group like this--members of which can speak to the current system at its worst and therefore may have the most inspiring ideas for how to make it better.

Submitted via email.

3/18/2021

I submit this comment as a leader of ISAIH and a resident of the Midway neighborhood in Saint Paul.

My sister lives in HUD housing for people with disabilities, most of whom are living with a mental illness. My sister lived for a year next to a woman who had outbursts and the police was often called. One night this neighbor called the police on my sister, we are not sure why because my sister was quietly sleeping. The tenant told the police that my sister was acting out and had a man in her apartment. The police came to my sister's home and woke her. They were aggressive, threatening and treated her with not an ounce dignity. She was terrified. Somehow they entered her apartment and went searching through it, checking her closets and such for this non-existent man.

How could the police come to a building with this population and act in this way? Why would they not have checked first on the well-being of the tenant who called who had a history of disturbances? My sister bravely lives with Schizophrenia, PTSD and anxiety every day. This violation in her home, the one place she has worked so hard to make a safe space, caused extreme anxiety for about three months. This happened three years ago. Last weekend while

visiting, she told me she had not slept in her bed for the last three years. Since the incident with the police, she said she has slept on the love seat with her eye on the door. What was a 15-minute interaction of a police ended up being a life-changing event for my sister.

This is a perfect example of why Priority 4 and 5 calls should not be treated pre-emptively like Priority 1 calls and instead should have another entity handle those calls instead of the police. If a social worker came to my sister's door that night, I imagine they would have come to see if my sister was okay, not with the mindset that my sister was a criminal. My sister is quiet, deeply kind and one of the most beloved member of her apartment building. It is unimaginable to me that a police officer treated her and this situation in this manner.

Submitted via online submission form.

3/19/2021

Hello, I am a Highland Park resident and a member of the ISAIAH advocacy group. I support the Community First Taskforce and the creation of alternatives to policing because I believe they will make our city safer in the long run. I do not believe police need to be responding to non-emergency calls when they oftentimes do not have the expertise to handle and/or de-escalate these situations. We need new and innovative solutions that will ensure the safety and well-being of all St. Paul residents, and I believe this can happen by bringing on more mental health and other experts instead of police to handle non-emergency calls. Additionally, these same experts should be brought along to other police calls to provide expertise and oversight that will further enhance public safety. Lastly, I support the creation of an Office of Violence Prevention that is run by non-police entities to come up with further public safety solutions. A change is needed in St. Paul to prevent ongoing racial profiling and police violence, and I think this taskforce is a good first step.

Submitted via online submission form.

3/21/2021

I am writing with comments about public safety in St. Paul.

My first request is that you create a task force on the city having an Office of Violence Prevention. Public safety conversations can organized independently of the police force SPPD.

Priority 4 and 5 calls are not like Priority 1 calls, in that there isn't a threat of violence. These calls should have another entity handle them, on that is person-centered and not weapon-centered.

A co-responder needs to accompany priority 1-3 calls. That is, someone trained in counseling can help de-escalate a situation better than a person wielding a gun.

I am a leader with Isaiah and am Catholic. My religion teaches redemption rather than punishment. By de-escalating rather than exacerbating, we are creating a chance for redemption.

Submitted via email.

4/7/2021

I am writing with comments about public safety in St. Paul.

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A co-responder needs to accompany priority 1-3 calls. That is, someone trained in counseling can help de-escalate a situation better than a person wielding a gun.

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Submitted via online submission form.

4/15/2021

Excerpt from today's Washington Post:

"In 2018, for instance, [Center for Policing Ethics] analyzed data on police stops from the Berkeley, Calif., police department. We found that Black motorists were 6.5 times more likely than White motorists to be stopped, often as a pretext. In February, Berkeley became the country's first city to officially plan to shift most traffic enforcement from police to unarmed transportation workers. Removing armed officers from routine traffic stops would dramatically reduce the likelihood that they escalate into tragedies like the shooting of Duante Wright and Philando Castile."

We're making progress on the "what" of reimagining safety. But what about the "how?"
by Phillip Atiba Goff

<https://www.washingtonpost.com/opinions/2021/04/15/how-local-leaders-reimagine-safety/>

Question for Commission leadership: I had not (heretofore) seen if or how CFPS Commission might have discussed the possibility of "unarmed transportation workers" being given some traffic-enforcement duties like in Berkeley – has it?

Submitted via email.

4/19/2021

With so much going on with the Black community . ours work on this committee is important. I hope we will have time to talk about how we are feeling as a Black person concerning our relationship with St.Paul police

There where more killings of Black people in St.Paul (I was told this but don't have the data to Prove this)

So sad and worried about our black boys.

The students are walking out today K-12 and each elementary school is doing something different for the walk out.

Submitted via online submission form.

I hope any solutions presented will be in line with research that has been done on this topic. A great resource is: <https://www.joincampaignzero.org/brokenwindows>. This website covers many of the issues that are covered under Category 4 and 5 calls. I hope that 1) we can eliminate ANY enforcement of those that just aren't worth enforcing (e.g. isolated events of jaywalking); 2) move enforcement of the remaining areas to city employees who are NOT police. The sad reality is that there will NEVER be a 0% error rate in any job that relies on human judgement in a high stress situation; so we MUST remove as many opportunities to "error" as possible. If we reduce police interactions, we will also reduce excessive use of force.

Submitted via online submission form.

We need to consider the promotion and continued support/expansion of mental health crisis services. My examples go back to the 90's, but when police have been called to the scene of a mental health crisis, they have often not been equipped to deal with such crises. In the past, this has resulted in people having lost their lives(see the case of Barbara Schneider, who died in her own apartment), even when the police have gone "by the book". Promoting a simple way to contact mental health crisis services should bring about the kind of recognition that "911" brings up. Thank you for all your efforts.

Submitted via online submission form.

4/21/2021

If the goal is to implement changes in the way policing is done, it would be worthwhile to review the existing "2020 Saint Paul Police Department" Organization Chart (with breakdown of staff organization and headcounts) and the 12-08-2019 Police Department Study. Public Opinions are good but you need to become familiar with the organization as it exists to move forward.

Submitted via online submission form.

January 27, 2021

The Honorable Mayor Carter
City of Saint Paul
15 Kellogg Boulevard West
Saint Paul, MN 55102

CC: Amanda Koonjbeharry & Kate Cimino, Citizen's League
Co-Chairs Acooa Ellis & John Marshall

Dear Mayor Carter:

The Minnesota Coalition Against Sexual Assault (MNCASA) and Violence Free Minnesota would like to thank you for creating the newly named Community-First Public Safety Commission To Re-Envision Emergency Response In Saint Paul. Our coalitions are concerned about the lack of representation of domestic violence and sexual assault advocacy on this commission.

We kindly ask the commission dedicate ongoing focus to domestic violence and sexual assault in Saint Paul, perhaps through adding experts in these fields to the commission. We understand the Commission plans to hold town hall meetings. We ask that a series of these town hall meetings address sexual and domestic violence. Sexual violence, physical violence by an intimate partner, and stalking affect 1 in 3 women, 1 in 7 men, and 1 in 2 transgender people (CDC and NCTE). That means that over 70,000 people in the City of Saint Paul need safety at some point, safety that is trauma-informed and resource-heavy.

Violence Free Minnesota and MNCASA are statewide coalitions working to end domestic and sexual violence. Collectively, we represent more than 100 member organizations throughout the state who share the goal of enhancing public safety and supporting victim/survivors and their families. Our programs provide a variety of services including advocacy, emergency shelter services, safety planning, 24-hour crisis hotlines, trauma-informed training, domestic abuse transformation programming, and more. These organizations work in and with a variety of systems, including the criminal-legal, healthcare, housing, and education systems. Individual programs are community-based, enabling them to respond with nuance to victim/survivors' unique needs in their own communities. As coalitions, Violence Free Minnesota and MNCASA provide technical assistance to our member programs and drive improvements to public policy. Together with our member programs, we can share decades of expertise to develop the necessary conditions to create lasting safety and overcome systematic barriers faced by victim/survivors. We call your attention to the importance of victim/survivor needs and perspectives as this commission is formed.

This commission's consideration of alternative first response options and ongoing advisory councils must keep victim/survivors top of mind. MNCASA and Violence Free Minnesota represent several Saint Paul organizations core to public safety in Saint Paul, including:

- Metro SOS Sexual Violence Services
- ThinkSelf
- Hmong American Partnership
- Women of Nations
- Breaking Free
- Casa de Esperanza
- Women's Advocates

- St. Paul & Ramsey County Domestic Violence Intervention Project (SPIP)
- Women's Initiative for Self-Empowerment (WISE)
- Transforming Generations
- Community Stabilization Project
- CURA-POT
- East Side Neighborhood Services
- Karen Organization of Minnesota
- Minnesota Elder Justice Center.

Our coalitions and our member programs are ready to offer our public safety expertise through the intersectional lens of domestic and sexual violence. Together our organizations convene the Survivor Advisory Group – gleaning direct input from community members who have survived sexual or domestic violence. MNCASA is also home to the Sexual Violence Justice Institute, which provides expertise in the criminal justice and community response to sexual violence. Our technical assistance resources can be made available to this commission and we encourage you to reach out to us to formally connect. Beyond the Sexual Violence Justice Institute, both coalitions have ample prevention and community-based safety resources that can easily be used to help public safety discussions and alternative planning. Violence Free Minnesota offers expertise in housing, economic justice, and healthcare advocacy which can be incorporated into holistic, survivor-centered public safety responses.

Thank you for your time and consideration. We look forward to working together to create a safer Saint Paul for us all.

Thank you,

Artika C. Roller | Executive Director | she/her/hers/us
 aroller@mncasa.org | 651.288.7451
 MINNESOTA COALITION AGAINST SEXUAL ASSAULT

Liz Richards
 Pronouns: She/Her/Hers
 Executive Director
 VIOLENCE FREE MINNESOTA
 lrichards@vfmn.org
 Ph. 651.646.6177 x125



CITY OF SAINT PAUL
Melvin Carter, Mayor

*375 Jackson Street, Suite 220
St Paul, Minnesota 55101-1806*

*Telephone: 651-266-9123
Facsimile: 651-266-9122
Web: www.stpaul.gov/dsi*

March 17, 2021

Saint Paul Community-First Public Safety Commission
Attention John Marshall and Acooa-Ellis, Commission Co-Chairs
400 Robert Street North, Suite 1820
Saint Paul, MN 55101

Dear Mr. Marshall, Ms. Ellis, Members of the Commission,

Thank you for presenting at our recent February Business Review Council (BRC) meeting. We are writing you regarding the BRC's hope to continue this relationship and support Saint Paul Community-First Public Safety Commission's work.

A brief overview of the BRC for your Commission members.

- Founded by Resolution in 1994. Appointed by the mayor, comprised of a group of 21 - 25 diverse business and community members from around the city representing myriad industries.
- Purpose: Review current and proposed regulations and procedures of the city.
- Tasks: Review all proposed legislation and procedural changes regarding businesses and recommend improvement to increase coordination between various city departments.

Members of the BRC and the business community recognize the critical role we play in the economic and social fabric of our city. We take responsibility in being part of a public safety solution and support the innovative work that the Saint Paul Police Department has implemented; and the nationally recognized policing solutions the City has partnered to spearhead.

The rise and impact of business-related Level 4 and Level 5 calls is cause for great concern. Recent instances along our business corridors certainly bear this out. In addition to location, workforce, and cost of doing business - quality of life and public safety factors are key influences for companies that choose to operate in our city.

We believe the current dedication and allocation of public safety resources are not effectively preventing or reducing crime in our city. This reflects poorly on our community, resulting in substantial direct, indirect, and intangible costs hindering the ability to retain and attract businesses.

We've invited our membership to individually reach out and share their personal insight with your Commission; we encourage you to take those statements under consideration. To assist the

Commission and advance our shared goals, we also respectfully invite the group back to the BRC to share and discuss your progress, with the hope our experiences may be incorporated into your final findings and recommendations.

Many thanks to you and the Commission for your commitment to this very important work. We look forward to the opportunity to engage further in the solution.

Sincerely,

A handwritten signature in purple ink, appearing to read "Tonya Bauer".

Tonya Bauer, Chair
Business Review Council

c: Mayor Melvin Carter, Members of the Saint Paul City Council, Members of the City of Saint Paul Business Review Council



May 17, 2021

Saint Paul Community-First Public Safety Commission
 Acooa Ellis and John Marshall, Commission Co-Chairs
 400 Robert St. N. Suite 1820
 Saint Paul, MN 55101

Dear Chairs and members of the Saint Paul Public Safety Commission,

Thank you for the presentation to our Board of Directors. Your insight into the Commission helped clarify the mission and gave our board members a better understanding of the Commission.

Public safety is one of the most important factors for businesses, and this is certainly true for our members and the greater Midway community.

The Midway Chamber of Commerce is a member-based organization dedicated to building a stronger Midway. Since 1919, we have represented businesses and nonprofits along University Avenue and the rest of the Midway and neighboring communities. We have heard more often from our members recently about public safety and their concerns, so we sent a survey to our entire membership in April 2021. Here is what we discovered.

- None of our members who filled out the 15-question survey stated they feel “more safe” now than they did two years ago, while 82% said “less safe” and 18% stating they felt “about the same” regarding safety.
- Most have called the police over the last two years, and mostly for non-emergency reasons with graffiti the most common answer.
- While most responses were satisfied with response time, 20% were not.

When asked specifically about priority 4 and 5 calls, suggestions included:

- More broadly advertise the non-emergency police number
- The Police Department needs more funding to better respond to all calls
- Social workers/unarmed personnel could field non-emergency calls

Additional comments made by our members include:

- “I believe that the SPPD is miles ahead of their Twin Cities counterparts in several areas. Of these areas the most important being solid leadership that firmly believes in the value of engaging the community. Fighting to counter the stigma that the police may have in the community ie: Shop with Cops, catalytic converter painting, etc.”
- Representatives of small businesses should have been included on the Commission.

- Significant changes need to be made to end discrimination and lethal force.

Our survey responses show support for the SPPD- especially Chief Axtell, applause for their community relationships, and concern about proper funding. However, some responses want to see better relations and question if officers have the best interests of citizens in mind. One common theme we believe has been found in most responses as well as conversations with Midway businesses is that non-emergency (priority 4 and 5) calls should be handled in a more efficient way- particularly if that also means helping the service for emergency calls. However, reducing funds allocated to any of these services would be a detriment at a time where our businesses and residents are in greater need of support and are feeling less safe.

We thank you for your time and effort in trying make our community safer and in helping create better relationships between the public and the Saint Paul Police Department, and we look forward to seeing the full report of the commission's work. Please continue to look to the Midway Chamber as a dedicated community partner interested in this topic and supportive of your mission.

Sincerely,

A handwritten signature in dark ink, appearing to read "Chad Kulas". The signature is written in a cursive, flowing style.

Chad Kulas
Executive Director