

# Police Civilian Internal Affairs Review Commission



**SAINT PAUL**  
**MINNESOTA**

# 2022

## Annual Report

# Police Civilian Internal Affairs Review Commission

The [Police Civilian Internal Affairs Review Commission](#) (“PCIARC” or “Commission”) is an essential element to enhance the trust between Saint Paul police and the community they serve. Established in 1993, the PCIARC reviews investigations and makes disciplinary and policy recommendations to the Saint Paul Chief of Police (“Chief”) on civilian-initiated complaints concerning police conduct. The [PCIARC ordinance](#) outlines which complaints alleging police misconduct will be reviewed through the PCIARC process:

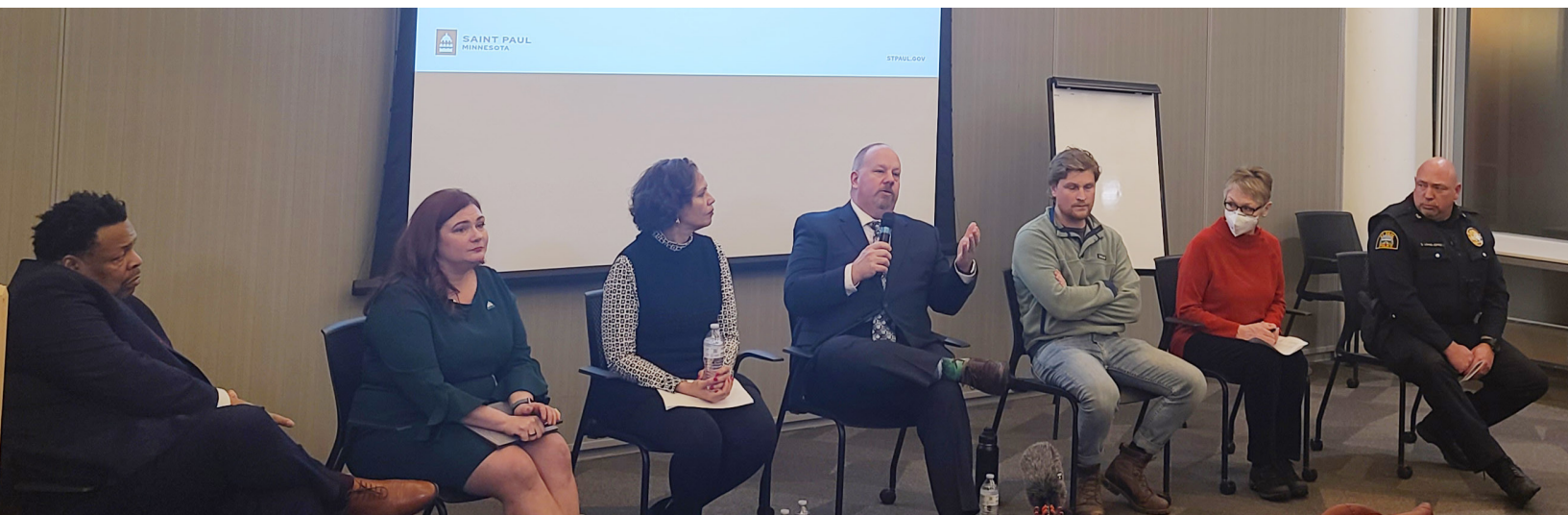
**The Commission shall review all complaint investigations concerning members of the police department who are certified by the Minnesota Board of Peace Officers Standards and Training, completed by the internal affairs unit of the police department and subsequent investigations thereof related to alleged acts of excessive force, inappropriate use of firearms, discrimination, as defined in Chapter 183.02 of this Code, racial profiling, poor public relations and such other complaints as may be referred to it by the mayor, the chief of police, or the director of the Department of Human Rights and Equal Economic Opportunity. (City of Saint Paul Admin. 102.01(b)).**

The PCIARC does not replace civil or criminal court, but makes recommendations to the Chief of Police regarding investigation findings and potential discipline of officers subject to the Minnesota Peace Officer Discipline Procedures Act (“PODPA”), Minn. Stat. 626.89, and related state labor laws. Under state laws, the Chief of Police has the final authority over any disciplinary action imposed against a police officer.

In 2001, the United States Department of Justice (“DOJ”) mediated an [agreement](#) between the Saint Paul Police Department (“SPPD”) and the Saint Paul Chapter of the NAACP to address concerns related to biased-based policing and improve relations between police and community. As result of the agreement, there were changes made to the PCIARC’s complaint and intake process, in addition to mandating the Commission to hold community meetings.

In 2017, the PCIARC was moved to the Department of Human Rights & Equal Economic Opportunity (“HREEO”) where it resides today.

In 2022, Mayor Carter, along with city leaders, SPPD, and the Saint Paul Chapter of the NAACP agreed to an [addendum to the original agreement](#) mediated by the DOJ in 2001. The goal of the addendum was to “strengthen their relationship and expand on their commitments to one another.” The addendum outlines increased reporting, data sharing, and communication between SPPD and the NAACP. It also requires that community members who “submit criticism” of an officer through the [SPPD community feedback survey](#) will be provided with information on how to file a PCIARC Complaint.



# 2022 Commission Members

The PCIARC is comprised of a diverse group of individuals representing a variety of Saint Paul neighborhoods, races, cultures, abilities, backgrounds, and incomes. After completing an application process, residents are recommended to serve on the PCIARC by the Director of HREEO, appointed by the Mayor, and lastly, approved by City Council. The PCIARC ordinance states that members of the Saint Paul Police Federation and their immediate family are not eligible to serve on the PCIARC.

Prior to serving as a voting member on the PCIARC, PCIARC Commissioners (“Commissioners”) must complete training related to police work, investigation, relevant law, cultural competency, racial equity, implicit bias, sexual orientation, gender identity, physical disability, mental illness, and the emotional impact of abuse. Commissioners must also do a ride-along with a current SPPD officer.

The PCIARC has 9 members. Commissioners serving in 2022 were:

- Erin Hayes
- Charles Deneen
- Eric Forstrom
- Shaval Webb
- Nancy Rodenborg
- Alex Halverson
- Travis Grundy
- Moti Duba



## PCIARC Coordinator

The PCIARC has a dedicated Coordinator to assist in receiving complaints from the public and to ensure the PCIARC process runs smoothly. The Coordinator is a staff member of HREEO and works to build trust and transparency and increase public access to the complaint investigation process. The Coordinator leads outreach efforts and serves as a liaison between community members, the PCIARC, and SPPD. The PCIARC Coordinator serves at the appointment of the Director of HREEO in consultation with the Chief of Police. Sierra Cumberland served as Acting Coordinator of the PCIARC from January – June 2022. Kevin Carlisle was the PCIARC Coordinator for the remainder of the calendar year.

## Saint Paul Police Department – Internal Affairs Unit Staff

The Internal Affairs Unit is the investigative arm of both the police administration and the PCIARC. The Internal Affairs Unit’s function is to impartially collect evidence, interview witnesses, and provide a complete report to the PCIARC and to the administration of the Saint Paul Police Department for review and disposition. The Internal Affairs Unit is comprised of both civilian support staff and SPPD Sergeant investigators. Senior Commander Nicole Spears and Commander Sean Johnson lead the Internal Affairs Unit in 2022.



# Community Intake Centers

As part of the 2001 DOJ mediated agreement between SPPD and the Saint Paul Chapter of the NAACP, community complaint intake centers were created. Starting in 2017, the PCIARC Coordinator began working to update and expand the list of complaint centers. A list of the complaint intake centers is available on the [PCIARC website](#).

**If your organization is interested in learning more about the PCIARC process or about becoming a community complaint intake center, please contact the PCIARC Coordinator at [civilianreview@ci.stpaul.mn.us](mailto:civilianreview@ci.stpaul.mn.us) or 651-266-8970.**



## Case Review

### PCIARC Process

The PCIARC follows an administrative process detailed in [Ordinance 16-49](#).

1. An initial allegation of police misconduct is received by HREEO and/or SPPD Internal Affairs Unit, depending on how it was filed.
2. The complaint is official only when signed by a complainant, [per state statute](#).
3. Once received, the Internal Affairs Unit and the PCIARC Coordinator review a complaint to ensure that it has been properly signed. Internal Affairs also confirms that the complaint is regarding an active, licensed peace officer with SPPD.
4. The Internal Affairs Unit identifies which department policies may be involved in the complaint and begins the investigation process. Investigations can take approximately 8 – 10 weeks to complete.
5. When the investigation is complete, the Internal Affairs Unit notifies the PCIARC Coordinator that a complaint is ready for PCIARC review and provides the Commissioners with case materials. These materials vary from case to case and include a summary of the investigation, interviews, statements of the officers involved, and all accompanying evidence. This occurs 2 weeks prior to when a case will be heard at the PCIARC meeting.
6. The PCIARC Coordinator notifies complainants that their case is scheduled to be discussed at the next PCIARC meeting. All complainants are notified that they have a right to make a statement at the PCIARC meeting.
7. The PCIARC meets to discuss the case. If a complainant(s) elects to make a statement, the officer(s) listed in the complaint will also be given the opportunity to make a statement. If any statements are given at a meeting, the case will be tabled for consideration at a later meeting because statement(s) are transcribed and reviewed for accuracy by the PCIARC Coordinator. Internal Affairs also reviews the transcript(s) for any new facts that may need follow-up investigation.
8. After reviewing all case materials and holding discussion, the PCIARC recommends a disposition and disciplinary action, when warranted, to the Chief of Police, by majority vote.
9. Upon receiving the recommendation from the PCIARC, the Chief of Police will make a decision on the case. If the Chief disagrees with the recommendation from the PCIARC, it is referred to as a "departure."
10. If the Chief issues a departure, they notify the PCIARC Coordinator in writing of the alternative actions they intend to take regarding the case. The PCIARC Coordinator notifies the PCIARC Chair who has 5 business days to discuss any concerns with the Chief before any action is finalized.

11. If the Chief opts to take disciplinary action, the officer(s) may file a grievance, as allowed by their employment contract.
12. Once a grievance process has been completed, if applicable, a case has reached final disposition and the complainant is notified of result of their complaint by the Internal Affairs Unit.

### Types of Cases

The PCIARC Ordinance outlines which cases are eligible for PCIARC review. The PCIARC reviews cases regarding alleged acts of:

- Excessive force
- Improper conduct
- Improper procedure
- Inappropriate use of firearms

- Discrimination (as defined by Saint Paul Legislative Code 183.02)
- Racial profiling
- Poor public relations
- Complaints referred by the Mayor, Chief of Police, and/or the Director of HREEO

**Please note:** Only complaints involving Saint Paul Police Officers that are outlined in the PCIARC Ordinance have the potential to undergo the entirety of the PCIARC process. If a complaint does not involve a sworn Saint Paul Police Officer or does not fall within the categories listed above, it may be closed by the SPPD Internal Affairs Unit without forwarding to the PCIARC for review.

**Additionally, only complaints filed directly with HREEO are reviewed by the PCIARC Coordinator for completeness before they are referred to the Internal Affairs Unit for investigation. Cases filed directly with the Internal Affairs Unit are not reviewed by the PCIARC Coordinator until the investigation is complete and only if a case is referred to the PCIARC for review and consideration.**

## PCIARC Meetings

There are 2 portions of PCIARC meetings, an open or public portion and a closed portion. The open portion of a commission meeting includes administrative business, updates from SPPD, HREEO, and community organizations, as well as training. Please see the [PCIARC website](#) for meeting dates and locations.

During the public portion of the monthly meetings, members of the public are welcome to ask about the PCIARC process and procedures, as well as provide feedback. Many of the trainings that the PCIARC receives are held during the public portion of their monthly meetings.

The closed portion consists of case review and discussion, which is regulated by [state data privacy laws](#). The closed portion of the meeting is not open to the public.

The PCIARC may:

- Request individuals appear before the Commission to supplement investigative files.
- Request that the Internal Affairs Unit gather additional information.
- Hire a private investigator through city contract, as approved by the Mayor or Director of HREEO.

The PCIARC Chair will preside over all meetings and conduct meetings:

- Consistent with and subject to all city ordinances and published policy directives.
- Subject to statutes regarding government data practices, [Peace Officer Discipline Procedures Act](#), and other related laws.

# Annual Summit

The PCIARC is mandated by ordinance to hold an Annual Summit to review the PCIARC Annual Report, release summary data, and evaluate the effectiveness of the PCIARC. The PCIARC held its Annual Summit on November 17, 2022, at the Rondo Community Library in Saint Paul. The summit provided an opportunity for community members to learn more about the PCIARC process and ask the PCIARC members questions. The summit also allowed community members to receive the summary data from the 2021 Annual Report. Mayor Carter provided remarks to the community members in attendance and answered questions regarding public safety in Saint Paul. The newly appointed SPPD Chief of Police, Axel Henry, and the Saint Paul NAACP President, Pastor Richard Pittman Sr., also spoke and took questions from the audience. A video recording of the summit is [available online](#).



PCIARC Coordinator and Commissioners at HREEO 2022 Open House

## Recommendations to the Chief of Police

PCIARC Commissioners review all case materials, hold case deliberations, and recommend a determination on investigations. That determination is called a disposition. Commissioners may also recommend disciplinary action when warranted and make policy recommendations to SPPD. In all cases, the Chief of Police is the final authority on case dispositions and discipline as outlined in the [Minnesota Police Officer Discipline Procedures Act](#) (PODPA).

### Possible Dispositions for Allegations

1. **Unfounded:** Allegation is false or not factual.
2. **Exonerated:** Incident complained of occurred but was lawful and proper.
3. **Not Sustained:** Insufficient evidence either to prove or disprove the allegation.
4. **Sustained:** The allegation is supported by sufficient evidence.
5. **Policy Failure:** The allegation is factual. The officer followed proper departmental procedures, which have been proven to be faulty.

### Possible Disciplinary/Corrective Actions

1. **Oral Reprimand:** An oral reprimand is a verbal order to correct a member for a violation of a department rule, regulation or procedure, which is then reduced to writing.
2. **Written Reprimand:** An increase in progressive discipline from the oral reprimand. A written reprimand is a written order to correct a member for a violation of a department rule, regulation, or procedure.
3. **Suspension:** Not to exceed thirty (30) days. Suspension is an increase in progressive discipline from the written reprimand.
4. **Demotion:** A reduction in rank.
5. **Termination:** Termination of employment.
6. **Retraining:** A recommendation that the member be retrained in an area that precipitated or contributed to the cause for complaint against the member. A recommendation for retraining will supplement the other actions available to the PCIARC and cannot be a singular disposition.

# 2022 Summary

Over the course of 2022, the PCIARC:

- Held 8 case deliberation meetings.
- Appointed 4 new Commissioners.
- Hosted the 6th Annual PCIARC Summit.
- The PCIARC Chair and the PCIARC Coordinator participated in the 2022 Conference of the National Association for Civilian Oversight of Law Enforcement (NACOLE), centered around national best practices of civilian oversight techniques.

## 2022 PCIARC Complaints Received by HREEO

In 2022, HREEO received 45 complaints. These complaints were submitted online, in person at the HREEO Office, and via the U.S. mail. Once a complaint has been filed, it is forwarded to the Internal Affairs Unit for investigation and the complaint follows the process outlined on page 3.

On the complaint intake form, complainants have the option of providing demographic information. This information helps the PCIARC, HREEO Department, and SPPD identify trends and patterns to help improve services being provided, both in terms of policing and complaint intake.

**Complaints filed directly with SPPD are not included in these numbers.**

## 2022 Demographic Information of Complaints Received by HREEO

GENDER	NO ANSWER	MALE	FEMALE	OTHER	TRANSGENDER
	6	15	22	2	0

RACE	NO ANSWER	BLACK OR AFRICAN AMERICAN	WHITE OR CAUCASIAN	HISPANIC OR LATINO	ASIAN	TWO OR MORE RACES	AMERICAN INDIAN	OTHER
	1	11	23	4	3	2	2	1

INCOME LEVEL	NO ANSWER	LESS THAN \$20,000	\$20,000 TO \$34,999	\$35,000 TO \$49,999	\$50,000 TO \$74,999	\$75,000 TO \$99,999	OVER \$100,000
	29	9	4	1	1	0	1

AGE	NO ANSWER	0 - 18	19 - 25	26 - 34	35 - 54	55 - 64	65+
	9	0	6	6	21	2	1

DISABILITY STATUS	NO ANSWER	BLIND OR LOW VISION	DEAF OR HEARING IMPAIRED	OTHER
	33	0	2	10

# Complaints Received by Internal Affairs

In addition to filing complaints with HREEO, community members may file complaints regarding allegations of police misconduct directly with the Internal Affairs Unit of SPPD. **Please note:** Only complaints involving sworn Saint Paul Police Officers that are outlined in the PCIARC Ordinance have the potential to undergo the entirety of the PCIARC process. If a complaint does not involve a Saint Paul Police Officer or does not fall within the complaint categories listed in the ordinance, the SPPD Internal Affairs Unit may close the case without forwarding to the PCIARC for review.

**Additionally, only complaints filed directly with HREEO are reviewed by the PCIARC Coordinator for completeness before they are referred to the Internal Affairs Unit for investigation. Cases filed directly with the Internal Affairs Unit are not reviewed by the PCIARC Coordinator until the investigation is complete and only if a case is referred to the PCIARC for review and consideration.**

## 2022 Complaints Received by Internal Affairs

The table below indicates the month in which a complaint was received by Internal Affairs. Some of the complaints received in 2022 were investigated and came before the PCIARC for review in 2023. The 45 complaints that were originally filed with HREEO and were forwarded to the Internal Affairs Unit for investigation are included in this summary data.

2022	Complaints	Complaints Submitted to PCIARC for Review	Complaints Not Submitted to PCIARC for Review
Jan	6	2	4
Feb	1	0	1
Mar	9	2	7
Apr	3	0	3
May	1	0	1
Jun	4	2	2
July	6	0	6
Aug	7	2	5
Sep	2	1	1
Oct	5	2	3
Nov	8	4	4
Dec	2	0	2
<b>Total</b>	<b>54</b>	<b>15</b>	<b>39</b>



## 2022 Complaints Not Submitted to PCIARC for Review

At each monthly PCIARC meeting, the Internal Affairs Unit provides data and background information regarding complaints received in the preceding month that will not be submitted to the PCIARC for review.

**For example, Saint Paul often receives complaints regarding officers who work in a different city or county. Those complaints are recorded as received by Internal Affairs but would not be submitted to the PCIARC for review. Internal Affairs would classify these complaints in the "Not Our Employee" section below.**

2022	No Policy Violation	Complaint Withdrawn	Open Criminal	Party Not Involved	Not Our Employee
Jan	0	3	1	0	0
Feb	1	0	0	0	0
Mar	4	1	0	0	2
Apr	1	0	0	0	2
May	0	1	0	0	0
Jun	1	0	0	0	1
July	1	1	1	2	1
Aug	4	0	1	0	0
Sep	0	0	1	0	0
Oct	0	1	1	0	1
Nov	2	0	0	0	2
Dec	1	0	0	0	1
<b>Total</b>	<b>15</b>	<b>7</b>	<b>5</b>	<b>2</b>	<b>10</b>

Definitions below

### Definitions

**No Policy Violation:** This category includes instances where there is no alleged policy violation against the employee. For example, a community member filed a complaint because they were having trouble obtaining reports and video for their case but there were no allegations of misconduct or policy violation by any employee in the complaint. HREEO and SPPD staff then reached out to the community member to help them through the process, assisting them in obtaining the documents and information.

- Includes categories such as: Dispute of a citation; wanting to add more information to the criminal investigation; civil matters and disputes; lack of specific complaint information against an officer or specific incident; or providing resources to community members, etc.

**Complaint Withdrawn:** The complainant has withdrawn their original complaint.

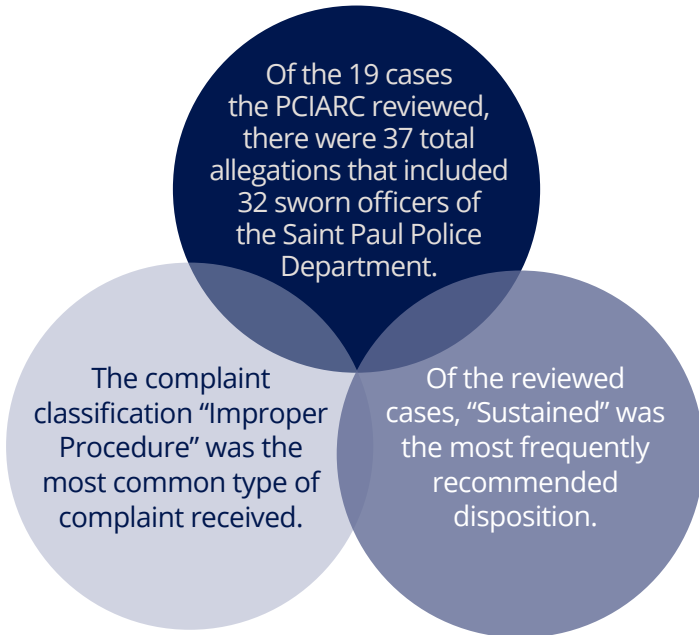
**Open Criminal:** There is an open criminal case working through the legal system, and opening an internal investigation would jeopardize the complainants' rights.

**Party Not Involved:** The complainant must be party to the incident to be able to sign a complaint against the officer.

**Not Our Employee:** The complaint must be against a sworn SPPD member to proceed with the PCIARC process. In cases where misconduct is alleged regarding officers from other jurisdictions, SPPD forwards that complaint to the appropriate jurisdiction for review, gives the complainant the direct contact information for that agency, and closes the case.

# 2022 Cases Reviewed by the PCIARC

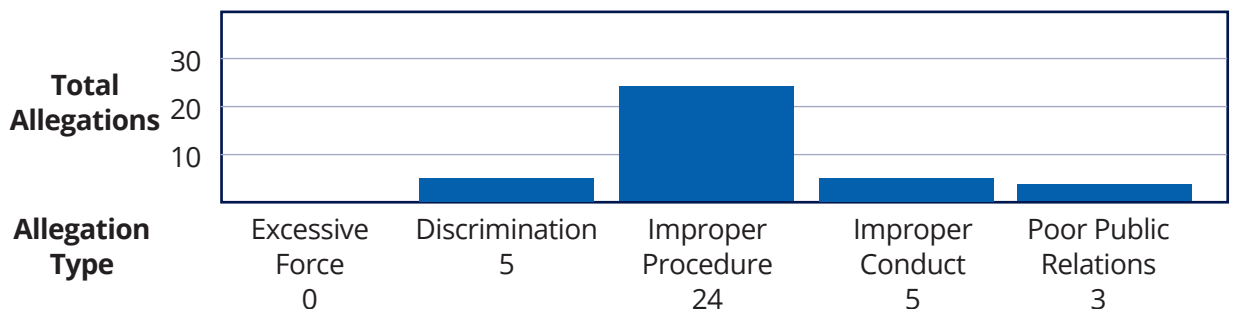
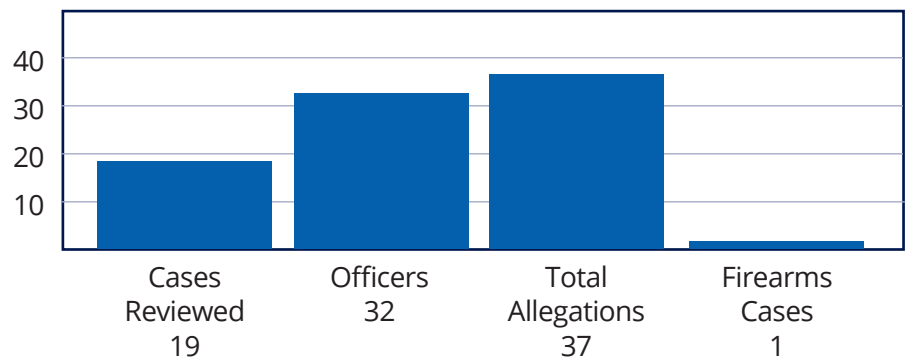
In 2022, the PCIARC saw a decrease in the number of complaints that it reviewed compared to the number of complaints it reviewed in the previous year. Summary data below reflects the 19 cases reviewed by the PCIARC, as well as disposition and disciplinary decisions recommended on behalf of the PCIARC. Some of the complaints reviewed by the PCIARC in 2022 were filed in 2021.



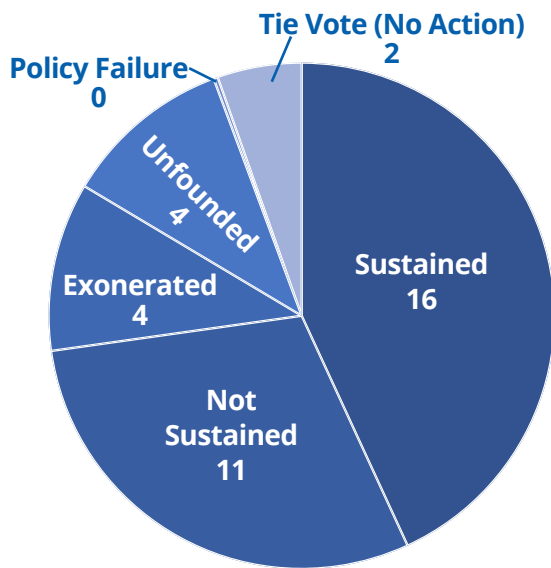
## Some Things to Consider

- Each case reviewed by the PCIARC can have multiple allegations. For example, allegations listed could be improper conduct, improper procedure, and public relations.
- A case can also have multiple officers listed in the case.
- Each officer listed could be considered for 1 allegation listed in the complaint, or multiple. For example, a complaint is filed against Officer A and Officer B. The complainant alleges Officer A engaged in discrimination and improper procedure and that Officer B engaged in improper procedure only. This one case would involve two officers and three total allegations.

The data to the right relates to cases the PCIARC reviewed in 2022 and the number of allegations assigned to officers (Total Allegations). Firearms cases have a separate set of dispositions and are therefore separated from that data.



## Recommended Disposition

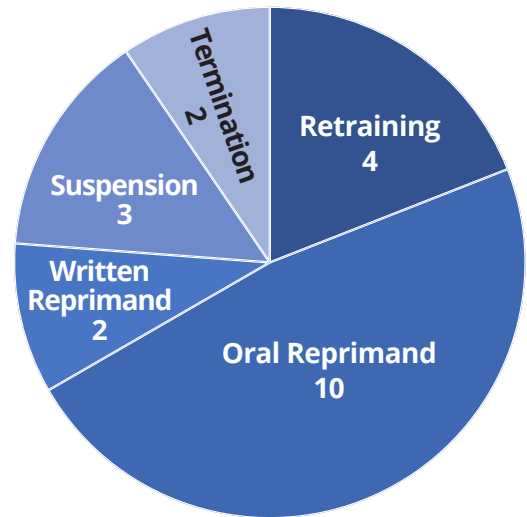


## Firearm Disposition

Justified 0  
Not Justified 1

## Discipline

Below is the recommended discipline the Commission voted for in 2022. Retraining is not defined discipline in the SPPD labor contract. It is occasionally recommended by the PCIARC and must be paired with other discipline.



Recommended Discipline



Staff of Saint Paul HREEO and Minneapolis OCR at the 2022 Selby Jazz Fest

**Contact the PCIARC Coordinator with questions or to file a complaint:**  
651-266-8970  
CivilianReview@ci.stpaul.mn.us

In all cases, the Chief of Police is the final authority on case dispositions and discipline as outlined in the [Minnesota Police Officer Discipline Procedures Act](#) (PODPA). In 2022 the Chief of Police assigned a disposition other than what the Commission recommended 3 times and departed 5 times from a disciplinary action recommended by the Commission.

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**Attention.**

If you want help translating this information or need an accommodation, please contact [CivilianReview@ci.stpaul.mn.us](mailto:CivilianReview@ci.stpaul.mn.us) 651-266-8970

**Atención.**

Si desea recibir asistencia gratuita para traducir esta información o necesita un alojamiento, contactor [CivilianReview@ci.stpaul.mn.us](mailto:CivilianReview@ci.stpaul.mn.us) 651-266-8970

**Lus ceev**

Yog koj xav tau kev pab txhais cov ntaub ntawv no los sis xav tau kev npaj kom yooj yim, ces thov tiv toj [CivilianReview@ci.stpaul.mn.us](mailto:CivilianReview@ci.stpaul.mn.us) 651-266-8970

**ဒိကန့်**

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Haddii and rabto in macliuumaadkan lagu tarjumo ama and u baahantahay adeeg nala soo xiriir [CivilianReview@ci.stpaul.mn.us](mailto:CivilianReview@ci.stpaul.mn.us) 651-266-8970

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**SAINT PAUL  
MINNESOTA**

Human Rights & Equal Economic Opportunity

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Phone Number: 651-266-8970