

# COMMUNITY-FIRST PUBLIC SAFETY 2020 BUDGET PROPOSAL SUPPLEMENT



**NOVEMBER 2019**

Mayor Melvin Carter  
City of Saint Paul

# COMMUNITY-FIRST PUBLIC SAFETY FRAMEWORK

## VISION

Our Community First Public Safety Framework seeks to transcend crime response to build a compelling crime reduction strategy for Saint Paul – informed by deep public engagement and published academic research – that identifies and addresses root causes of neighborhood safety concerns.

## CORE PRINCIPLE #1: ENHANCING THE CAPACITY OF OUR PUBLIC SAFETY SYSTEMS

People who trust that law enforcement systems and personnel will treat them fairly are more likely to follow the law, assist investigations, and call 911 in an emergency. <sup>[1]</sup>

## CORE PRINCIPLE #2: IMPROVING COMMUNITY CONNECTIVITY AND SUPPORTS

Residents who are financially stable, and connected to community are less likely to commit a crime or be victimized by criminal activity. <sup>[2]</sup>

## CORE PRINCIPLE #3: DESIGNING PUBLIC SPACES FOR SAFETY

The quality of our built environment strongly influences the outcomes and behaviors that occur within. Public spaces that are well designed, well-maintained and well-lit proactively improve quality of life, and limit opportunity for undesirable activities. <sup>[3]</sup>

[1]: [https://www.researchgate.net/publication/228242160\\_Psychology\\_of\\_Procedural\\_Justice\\_and\\_Cooperation](https://www.researchgate.net/publication/228242160_Psychology_of_Procedural_Justice_and_Cooperation)

[2]: Mohammed Imran, Mosharrof Hosen, Mohammad Ashrafur Ferdous Chowdhury, (2018) "Does poverty lead to crime? Evidence from the United States of America", International Journal of Social Economics, Vol. 45 Issue: 10, pp.1424-1438, <https://doi.org/10.1108/IJSE-04-2017-0167>

Lochner, Lance, and Enrico Moretti. "The Effect of Education on Crime: Evidence from Prison Inmates, Arrests, and Self-Reports." The American Economic Review 94, no. 1 (2004): 155-89. <http://www.jstor.org/stable/3592774>. Hirschfield, A., and K.J. Bowers. "The Effect of Social Cohesion on Levels of Recorded Crime in Disadvantaged Areas." Urban Studies, vol. 34, no. 8, July 1997, pp. 1275-1295, doi:10.1080/0042098975637. <https://www.bjs.gov/content/pub/pdf/hpnvv0812.pdf>

[3]: (p4): Crowe, T. (2000). Crime Prevention Through Environmental Design: Applications of architectural design and space management concepts (2d ed.). Oxford: Butterworth-Heinemann.

# THEMES WE HEAR FROM OUR COMMUNITY

We have had a year-long conversation with thousands of residents about public safety in Saint Paul. From the Imagine Our City events last winter and budget engagement events this summer, through our community meetings on the increase in gun violence we are experiencing, we have heard that public safety is a top priority for residents. These themes have emerged from these conversations.

## **IDENTIFY WAYS TO MAKE OUR EXISTING PUBLIC SAFETY SYSTEMS EVEN BETTER**

- Add more police officers
- Enhance collaboration with our state and county partners
- Support services to those who interface with our criminal justice system
- Address inequalities in our criminal justice system

## **IMPLEMENT NEW MODELS FOR PREVENTION, INTERVENTION AND ENFORCEMENT**

- Incorporate restorative justice models
- Support and rehabilitation for those recently incarcerated
- Support Community Ambassador programming

## **INCREASE ACCESS TO COMMUNITY RESOURCES**

- Expand community resource hubs
- Expand mental health resources
- Expand supports for high-need communities

## **SUPPORT CONNECTED AND INCLUSIVE NEIGHBORHOODS**

- Support efforts for neighbors to connect
- Bring community groups together

## **EXPAND OPPORTUNITIES TO EDUCATE OUR COMMUNITY**

- Expand access to jobs, training programs and professional resources

## **EXPAND ACCESS TO PROGRAMS AND RESOURCES FOR CHILDREN & FAMILIES**

- Invest in Parks and Recreation programming
- Support parent and family support programs
- Support youth programming

## **ENSURE EVERYONE CAN ACCESS STABLE, SAFE AFFORDABLE HOUSING**

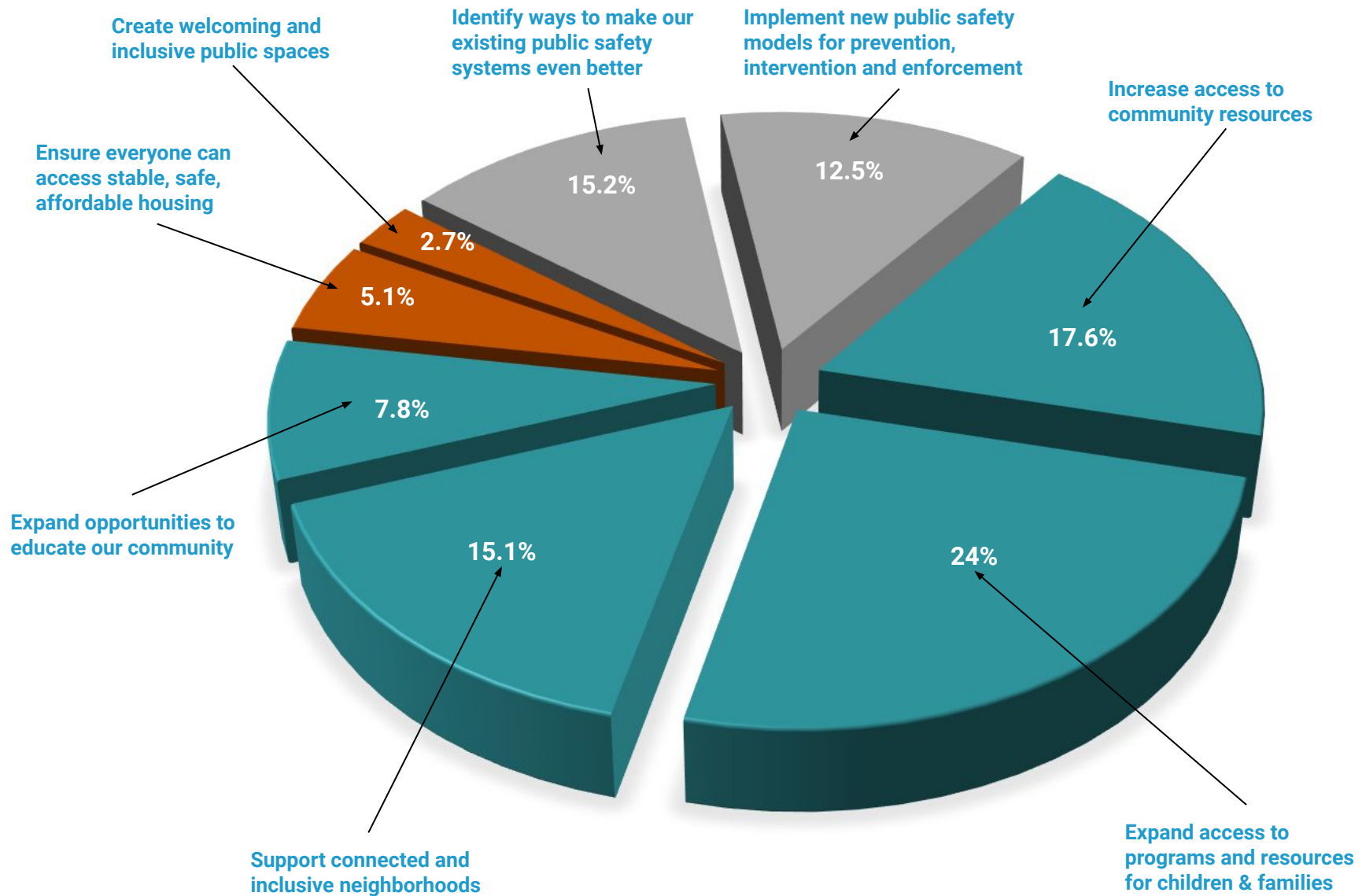
- Expand access to affordable housing
- Support those who are experiencing unsheltered homelessness

## **CREATE WELCOMING AND INCLUSIVE PUBLIC SPACES**

- Invest in creating welcoming and inclusive public spaces

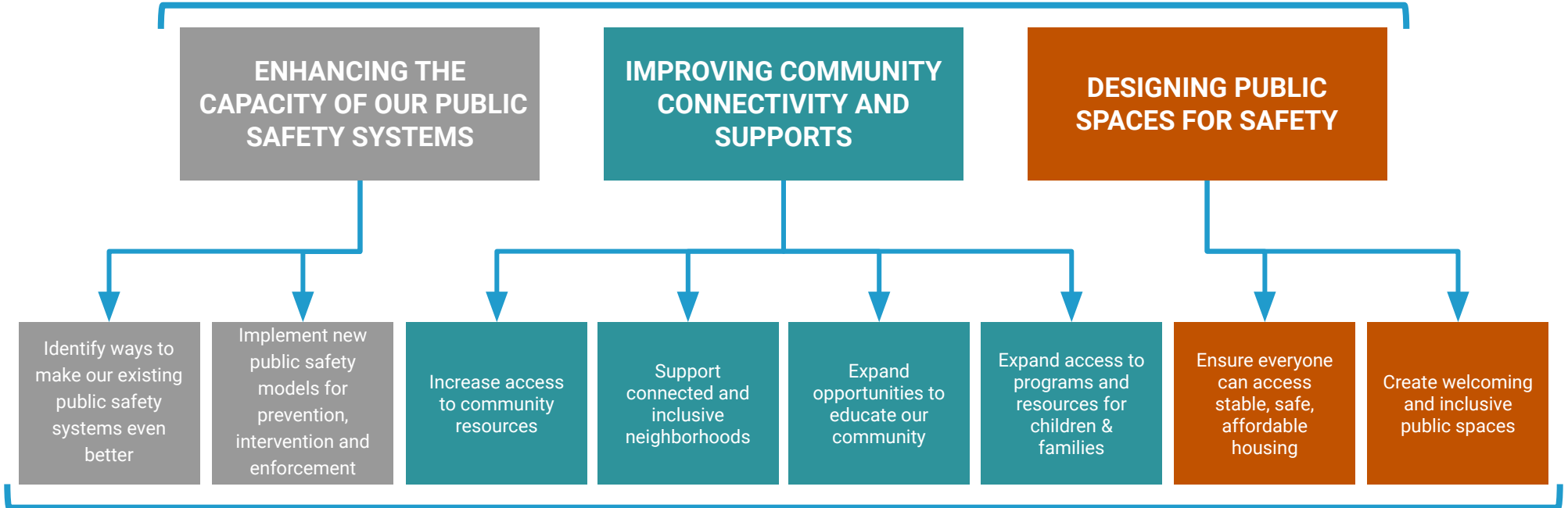
# THEMES WE HEARD FROM OUR COMMUNITY

This chart shows information compiled from public safety conversations at three community meetings in November, and correspondence from residents with the Mayor's Office following the Budget Address in mid-August.



# OUR PUBLIC SAFETY INVESTMENT STRATEGY

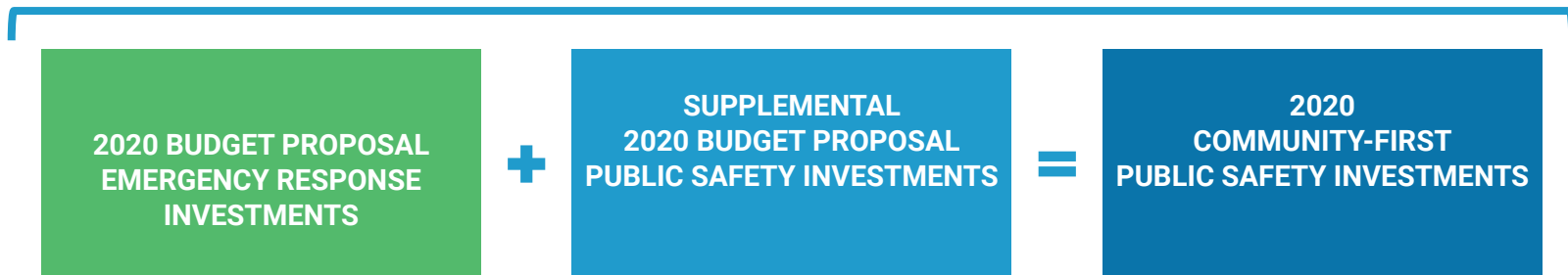
## COMMUNITY-FIRST PUBLIC SAFETY CORE PRINCIPLES



## THEMES WE HEARD FROM OUR COMMUNITY



## COMMUNITY-FIRST PUBLIC SAFETY INVESTMENTS



# OUR 2020 PUBLIC SAFETY PROPOSAL

## 2020 BUDGET PROPOSAL EMERGENCY RESPONSE INVESTMENTS

	<u>GENERAL FUND</u>
POLICE DEPARTMENT	\$105,234,037
FIRE DEPARTMENT	\$68,358,933
<b>TOTAL</b>	<b>\$173,592,970</b>

**\$173.6 MILLION**

## SUPPLEMENTAL 2020 BUDGET PROPOSAL PUBLIC SAFETY INVESTMENTS

	<u>CITY FUNDS</u>	<u>NON-CITY FUNDS</u>
GUN CRIME INTELLIGENCE CENTER		\$750,000
EXPEDITED DNA TESTING		\$250,000*
TARGETED YOUTH EMPLOYMENT	\$244,649	
PARKS & RECREATION REC CHECK	\$225,000	
MENTAL HEALTH CO-RESPONDERS	\$130,000	
COMMUNITY AMBASSADORS	\$305,760	
PILOT: RETURNING HOME SAINT PAUL	\$110,000	
HEALING STREETS & CURE VIOLENCE	\$300,000	
COMMUNITY JUSTICE UNIT	\$113,906	
DOWNTOWN FUSION CENTER	\$100,000	\$250,000*
PEDESTRIAN SAFETY ENGINEER	\$150,000^	
<b>TOTAL</b>	<b>\$1,679,315</b>	<b>\$1,250,000</b>

**\$2.9 MILLION**

**4.85%**

2020 PROPOSED  
PROPERTY TAX LEVY INCREASE



**5.85%**

2020 PROPOSED  
PROPERTY TAX LEVY INCREASE  
WITH SUPPLEMENT INVESTMENTS



**2020 COMMUNITY-FIRST  
PUBLIC SAFETY INVESTMENTS  
\$176.5 MILLION**

SUPPLEMENT BUDGET NOTES:

<sup>\*</sup>Parking Fund

<sup>\*</sup>Prospective Grant & Other Funds

# INVESTING IN OUR VALUES

## ENHANCING THE CAPACITY OF OUR PUBLIC SAFETY SYSTEMS

### ALREADY UNDERWAY

#### Police Department

Record sworn strength  
Critical Resource Alignment Strategies:  
*Staffing Model*  
*Front-Line Concentration*  
*Time On Scene Alignment*  
*Online & Telephone Reporting*

#### City Attorney's Office

Project ETHOS

### FUNDING PENDING

#### Police Department

Crime Gun Intelligence Center  
Expedited DNA Testing State Funding Request  
Tip411

### SUPPLEMENTAL PROPOSALS

#### Police Department

Downtown Fusion Center

#### City Attorney's Office

Community Justice Unit

## IMPROVING COMMUNITY CONNECTIVITY AND SUPPORTS

### ALREADY UNDERWAY

#### City Attorney's Office

Domestic Violence Task Force  
Project ETHOS

#### Libraries

Community Ambassadors

### FUNDING PENDING

#### Libraries

Full-Time Social Worker  
Familiar Faces Pilot

#### Department of Safety & Inspections

Unsheltered Homeless Work

### SUPPLEMENTAL PROPOSALS

#### Parks & Recreation

Right Track Targeted Youth Jobs  
Free After School Programs

#### Fire Department

Mental Health Co-Responders

#### Department of Safety & Inspections

Returning Home Pilot

#### Public Health

Healing Streets Project & Cure Violence

## DESIGNING PUBLIC SPACES FOR SAFETY

### ALREADY UNDERWAY

#### Planning & Economic Development

Commercial Vitality Zones  
Cultural Destination Areas

### SUPPLEMENTAL PROPOSALS

#### Parks & Recreation

Free After School Programs

#### Police Department

Downtown Fusion Center

#### Public Works

Pedestrian Safety Engineer

### NEW IN 2020

Community-driven Capital Improvement Budget for  
Crime Prevention Through Environmental Design  
(CPTED)

## PROPOSED GENERAL FUND INVESTMENTS

# RIGHT TRACK YOUTH EMPLOYMENT PROGRAM

Expanding access to jobs for youth who have interacted with the justice system

### INVESTMENT: \$200,000

Investment will support 55 additional youth jobs

The City of Saint Paul's youth employment program, Right Track provides young people to opportunity to develop 21<sup>st</sup> century skills, grow their professional networks, and learn about the world of work all while earning income and work experience. Right Track collaborates with over 100 partners from for profit, non-profit, and government organizations to provide youth with this vital life experiences. In 2019, 712 youth earned over \$1,300,000 over the course of the summer, money that goes to supporting their families, saving for college, or back into our community.

Right Track will recruit 55 young people who have had an interaction with the justice system by using referrals from Saint Paul Public Schools, Ramsey County Corrections, and the Community Ambassadors Program. Youth will work 20 hours a week from June to August. Youth will be placed at jobs with Right Track partners and participate in weekly trainings during the summer. Training topics will include 21st century skills, financial literacy, and focus on restorative justice. potential to partner with the ETHOS program. \$200,000 will cover 55 youth earnings for 3 months , job coaches to support their work, and training costs.

### RESEARCH FINDINGS

**Youth summer  
jobs programs  
have been shown  
to decrease  
violence by 43%**

<https://science.sciencemag.org/content/346/6214/1219>



# PROPOSED GENERAL FUND INVESTMENTS

## FREE REC CHECK AFTER SCHOOL PROGRAMS

Ensuring Rec Check remains accessible for all young people in our community

### INVESTMENT: \$225,000

Investment will support maintaining minimum staffing levels to continue to serve 350 current youth participants free of charge

#### PARKS AND RECREATION

Out of school time programming (Rec Check) is offered after school and during the summer at 22 recreation centers throughout the city. The program has been offered for free to all youth who live or attend school in Saint Paul and are in grades 1-5. The program is staffed with community recreation leaders on a 15-1 participant-to-staff ratio and youth participate in a variety of structured, supervised activities that are primarily recreation focused. In 2018, almost 3,500 youth participated in the program, with an estimated 80% of those children coming from low-income families.

As part of the 2020 budget proposal, a \$5 fee was introduced as a way help close a funding gap and maintain the increased level of participation (almost 1,000 new participants) the program had seen over the last 2 years. The fee will only be assessed to those families that could afford it, thus keeping the program free for those that can't. This investment ensures that the program will continue to remain free and accessible to all families in our community.

### RESEARCH FINDINGS

**Juveniles are most likely to commit and be the victims of violent crimes during the hours immediately after the school day ends**

<https://strongnation.s3.amazonaws.com/documents/416/f256a70f-ed5-4d3f-8b86-8bf6b3fa384e.pdf?1525117833&inline=1&filename=22The%20Prime%20Time%20for%20Juvenile%20Crime%20Needs%20Afterschool.pdf%22>

# PROPOSED GENERAL FUND INVESTMENTS

## MENTAL HEALTH CO-RESPONDERS

Connecting people in need to mental health support and resources

### INVESTMENT: \$130,000

**Investment will allow contracting with additional culturally specific community organizations**

Saint Paul Fire Department has identified a need for Community Health Workers (CHW) within the City of Saint Paul. CHWs are trusted members within the community they serve which enables them to facilitate access to services and improve the quality and cultural competency of services delivered. A CHW builds individual and community capacity by increasing health knowledge and self-sufficiency through a range of activities such as outreach, community education, information counseling, social support and advocacy. SPFD has identified many frequent 911 callers who utilize our services and can better support them by incorporating CHW positions into our department.

SPFD is working with 4 organizations that will supply CHWs and form the Mental Health Responders Program. The primary organization is Community Health Worker Solutions (CHW Solutions), who will provide training, medical direction and program development for the other three organizations which are the Karen Organization of Minnesota (KOM), Comunidades Latinas Unidas En Service (CLUES), and Hmong American Partnership (HAP).

### RESEARCH FINDINGS

**Co-responding  
police-mental health  
programs have been  
shown to develop  
strong connections to  
community services  
and reduce impacts on  
the criminal justice  
system**

[Shapiro, Gilla & Cusi, A & Kirst, Maritt & O'Campo, Patricia & Nakhost, Arash & Stergiopoulos, Vicky. \(2014\). Co-responding Police-Mental Health Programs: A Review. Administration and policy in mental health. 42. 10.1007/s10488-014-0594-9.](#)

## PROPOSED GENERAL FUND INVESTMENTS

# COMMUNITY AMBASSADORS: NORTH END, MIDWAY, EAST SIDE AND FROGTOWN

Connecting youth to programs, services and employment opportunities through outreach and engagement community ambassadors

### INVESTMENT: \$305,760

Investment will support 14 total Community Ambassadors with teams of 3-4 dedicated ambassadors to each of the North End, Midway, East Side and Frogtown communities

The Community Ambassadors Initiative is a multi-sector project that employs multiple intervention strategies to reduce youth violence and provide positive, culturally-specific developmental supports and redirection to hard-to-reach youth. It tests a coordinated approach to redirecting at-risk youth from crime using experienced, culturally-specific youth workers (“Ambassadors”) that guide youth to needed programs, services and employment. Ambassadors have ties to the young people that they encounter, through the schools, recreation centers or community organizations. The initiative blends street outreach and engagement with skill-building programming and services including individualized plans to meet each youth’s needs. These services include work readiness training, building life skills, educational support, tattoo removal and other services delivered by partnering community organizations.

The Community Ambassadors work with agencies that provide employment opportunities to youth who face difficult barriers to employment. Community Ambassadors understand that to succeed in the workplace, these youths will need individualized job search and placement assistance and long-term follow-up services.

### RESEARCH FINDINGS

**In 2017, Community Ambassadors contributed to a 37% decrease in juvenile arrests in targeted areas in the Central, Western, and Eastern districts**

[Saint Paul Police data](#)

## PROPOSED GENERAL FUND INVESTMENTS

# PILOT: RETURNING HOME SAINT PAUL

Connecting people to safe, stable, and secure housing

### INVESTMENT: \$110,000

Investment will seed the Returning Home Saint Paul access fund, a Navigator staff position from a community based organization, and communications, marketing and evaluation

Returning Home Saint Paul focuses on providing an access fund available to landlords who rent to people with criminal histories and a yearly recognition of landlords who participate in the program. The pilot will launch in early 2020 and run for 18 months to establish clear outcomes and evaluate the impact of the program. The pilot will fund 20 households through the Returning Home Saint Paul program.

The investment increases reimbursements for landlords to \$3,000 through an access fund. The investment also supports a dedicated staff position from a community organization. It also creates an avenue for prospective tenants to the access the program outside of coordinated entry so that individuals do not have to experience homelessness to be eligible.

### RESEARCH FINDINGS

**Participants receiving supportive housing services were 40% less likely to be rearrested**

Returning Home Ohio Pilot Project  
<https://housingmatters.urban.org/articles/can-housing-interventions-reduce-incarceration-and-recidivism>

# PROPOSED GENERAL FUND INVESTMENTS

## HEALING STREETS PROJECT & CURE VIOLENCE

Community-centered healing-based approaches for violence prevention, intervention and healing

### INVESTMENT: \$300,000

Investment will support staff positions including credible messengers, community health responders, a grief coach, and survivor resources

Cure Violence was founded by Gary Slutkin, M.D., former head of the World Health Organization's (WHO) Intervention Development Unit and Professor of Epidemiology and International Health at the University of Illinois/Chicago School of Public Health. Cure Violence is guided by clear understandings that violence is a health issue, that individuals and communities can change for the better, that community partners and strategic partnerships are keys to success, and that rigorous, scientific, professional ways of working are essential for effectiveness.

The Healing Streets Project is a community-centered healing based approach to Violence Prevention, Intervention, & Healing group/gun violence in Saint Paul and Ramsey County. Centered in the narratives and lived experiences of those most impacted by group/gun violence, The Healing Streets Project will work to reduce group/gun violence through the direct service work of School Based Violence Prevention, Hospital-based Violence Prevention, and Healing/Grief Services for Survivors of group/gun violence.

The Credible Messenger movement has emerged based on a core belief that communities have within them transformative resources to lift up justice-involved people in a comprehensive and positive way. It works from the inside out: justice involved/at-risk young people who have a higher risk of re-offending are matched with specially trained adults with relevant life experiences (often previously incarcerated, Returned Citizens) called Credible Messengers, who share their background.

### RESEARCH FINDINGS

**Cure Violence in Chicago  
reduced shootings from 41%  
to 73%**

**Cure Violence in Baltimore  
reduced shooting deaths by  
56%**

**Cure Violence in New York  
Reduced shootings by 63%**

<https://cvq.org/wp-content/uploads/2019/09/Skoogan-2009-Eval.pdf>

<https://cvq.org/wp-content/uploads/2019/09/Safe-Streets-full-evaluation-1.pdf>

<https://johnjayrec.nyc/2017/10/02/cvinsobronxeastnyc/>

# PROPOSED GENERAL FUND INVESTMENTS

## CITY ATTORNEY COMMUNITY JUSTICE UNIT

Strengthening economic and racial justice in our criminal justice system

### INVESTMENT: \$113,906

Investment will support 1 additional FTE in the City Attorney's Office Community Justice Unit

The Community Justice Unit (CJU) is dedicated to engaging the people of Saint Paul to ensure that the Saint Paul City Attorney's Office administers justice that is equitable and represents the values of the community we serve.

The CJU will: (1) development and enhancement of non-traditional prosecution models including ETHOS, which uses restorative justice principles to engage with first-time, non-violent offenders; treatment courts; and expanded and enhanced diversion; (2) criminal justice reform, including working with justice and community partners to minimize failures to appear, reduce the number of outstanding warrants, fines and fees reform, bail reform, and other equity-focused reforms; (3) education and outreach, including expanding outreach and trainings for community organizations, working with the City Attorney's Office immigration program to coordinate efforts, and expanding outreach and training to traditionally underserved communities; (4) engagement and training of law enforcement, including regular trainings of officers at roll calls and in-service trainings; (5) coordinating issue- and case-specific response, including working with law enforcement and others to respond to specific situations affecting the community; and (6) implementation of values in City Attorney's Office prosecution, including ensuring consistency in charging and dispositions that incorporates City Attorney's Office mission and values

### RESEARCH FINDINGS

**A U.S. Department of Justice review determined that the recidivism rate for participants who had completed a diversion-based court program between 2002 and 2011 was 18% lower than a similar population of federal inmates**

[Office of the Inspector General, 2016](#)

## PROPOSED GENERAL FUND INVESTMENTS

# DOWNTOWN FUSION CENTER

A Joint Communications Center to support safety and security in downtown

## INVESTMENT: \$100,000

Investment will support positions to staff a joint communications center

The Joint Communications Center concept is the outcome of two separate but related projects: the Saint Paul Downtown Alliance Special Services District Feasibility Committee and the Saint Paul Building Owners and Manager's Association Downtown Safety and Security Task Force. Both independently concluded that a joint communications center is a priority for improving safety outcomes in downtown Saint Paul. It is a model that has been successful in other cities and is often included in or precursor to a Business Improvement District. There is currently no platform for coordination nor information sharing amongst private properties, nor with police outside of 911 or pager system, social services, Community Ambassador Initiative, or related downtown stakeholders.

The joint communication center will create a desk that will coordinate information flow and responses for non-emergency and emergency situations. This system will become even more effective if the private sector should launch a Business Improvement District as that will add one more service level to be deployed to improve safe/clean conditions in downtown.

## RESEARCH FINDINGS

**Creating Business Improvement District in Denver contributed to a 27% reduction in crime**

**In Philadelphia, a Business Improvement District contributed to a 40% reduction in crime**

<https://downtown.org/knowledge-center/a/bcs-for-creating-bids/>

## PROPOSED GENERAL FUND INVESTMENTS

# PEDESTRIAN SAFETY ENGINEER

Supporting pedestrian public safety for a walkable and bikeable city

## INVESTMENT: \$150,000

Investment will support a staff position

A critical component to community safety is ensuring that residents and visitors are able to safely travel throughout the city whether they are driving, walking, bicycling, or taking transit. Data collected by the Saint Paul Department of Public Works indicates that a pedestrian is struck by a vehicle every two and a half days and a bicyclist is struck every five days. In addition to the impacts on personal health and safety, research shows that ensuring neighborhoods have passable, well connected streets helps to deter criminal activity by adding eyes on the street from foot and bicycle traffic.

The City of Saint Paul has undertaken extensive work to develop community informed plans for enhancing safety and access for people using a variety of transportation modes. The Saint Paul City Council has approved the City's first city-wide bicycle plan. Since its passage, work has been underway to make dedicated investments to carry out the plan as well as including features in street reconstruction and mill and overlay projects. The City has built upon this work passing the first ever citywide pedestrian plan in June of 2019. This plan identifies opportunities to fill gaps in the city's pedestrian network and enhance pedestrian access throughout the city's existing transportation grid.

## RESEARCH FINDINGS

**A pedestrian is struck by a vehicle every 2.5 days and a bicyclist is struck every 5 days**

[Department of Public Works data](#)



# PROPOSED GENERAL FUND INVESTMENTS

## ONGOING COMMUNITY-FIRST PUBLIC SAFETY COMMUNITY ENGAGEMENT

### From the 2020 Budget Proposal

Building on prior work to design a “Community First Public Safety Cabinet” and a Returning Residents Council, the City will convene a group of city staff and community members, particularly those directly impacted by the criminal justice system, to advise the mayor and council ways to further advance the Community First Public Safety framework. Through a combination of community conversations, learning sessions, and other approaches, the committee will come up with recommendations to the mayor and council for policy changes, new investments, or expanded investments.

The focus will be on bringing forward evidence based ideas that are grounded in the principles of building trust between community and law enforcement, increasing financial stability and economic opportunity, and creating a safer built environment. Engagement will be evaluated based on this group’s ability to identify and bring forward to the mayor and council specific, actionable ideas for funding consideration or policy change.

## EVALUATION OF COMMUNITY-FIRST PUBLIC SAFETY INVESTMENTS

### From the Office of Technology & Communications’ 2020 Budget Proposal

As a part of our Community-First Public Safety strategy, the City of Saint Paul is leveraging data as a strategic asset. Data is helping the City make evidence-informed decisions in the following areas:

- **Operations.** Data can help us improve the efficiency, effectiveness and equity of our programs and services.
- **Policy.** Data will help us achieve a shared understanding of the challenges our residents are facing, and work with residents to design and improve the best possible policy solutions.
- **Budget.** Data can help us budget for our shared values. Data can help us predict how specific projects will achieve our vision for Saint Paul in measurable ways, and communicate the value of taxpayer investments to residents.

