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2025 Annual Report

Police Civilian Internal Affairs Review Commission

PCIARC 2025 Annual Report

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Police Civilian Internal Affairs Review Commission Overview

Composed of Saint Paul residents, the Police Civilian Internal Affairs Review Commission (PCIARC or Commission) is the City's civilian oversight group that reviews investigations into complaints from community members about misconduct by licensed officers of the Saint Paul Police Department (SPPD). The PCIARC recommends disciplinary actions and policy updates to the Saint Paul Chief of Police based on its review of complaints filed by community members. The PCIARC does not replace civil or criminal court, rather it makes recommendations to the Chief of Police regarding the conduct of police officers as employees, subject to the [Minnesota Peace Officer Discipline Procedures Act](#) (PODPA) and related labor laws. The Chief of Police has the authority over any discipline assigned to a police officer.

The [PCIARC Ordinance](#), City Code Chapter 102 (Ordinance), outlines which complaints alleging police misconduct can 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 (HREEO).

The commission shall also collect and review summary data on complaints received and report to the mayor and council any patterns which may merit further examination. (City of Saint Paul § 102.01(b)). Learn about the history of the Commission on the [PCIARC website](#) (stpaul.gov/PCIARC).

According to the [National Association for Civilian Oversight of Law Enforcement](#) (NACOLE), there are more than 250 civilian oversight agencies across the nation. NACOLE outlines the four general models of civilian oversight used today:



Review-focused



Auditor/Monitor-focused



Investigation-focused



Hybrid of the three models

The PCIARC falls under the review-focused model because:

- The SPPD Internal Affairs Unit (IAU) conducts all investigations into community complaints against SPPD officers;
- PCIARC Commissioners (Commissioners) review case materials, hold case deliberations, and recommend a determination on complaints, known as a disposition. The PCIARC may also recommend disciplinary action and make policy recommendations to SPPD; and
- The Chief of Police makes final decisions on dispositions under the review-focused model and assigns any discipline.

If your organization is interested in learning more about the PCIARC process and/or becoming a community complaint intake center, please contact the PCIARC Coordinator at CivilianReview@stpaul.gov or 651-266-8970.



PCIARC Cases Reviewed

The following table shows cases reviewed by the PCIARC since the Commission moved to HREEO in 2017. Please note: In 2025, two of the PCIARC case review meetings were canceled due to the City of Saint Paul's response to a digital security incident.

	2017	2018	2019	2020	2021	2022	2023	2024	2025
Cases Reviewed by PCIARC	29	42	44	39	21	19	34	52	30
Total Sworn Officers	54	70	72	81	26	32	66	97	61
Total Allegations	63	77	88	90	26	37	88	124	83

Total Complaints Received by IAU

In 2022, the PCIARC began publishing the total number of complaints filed with IAU, the number sent to the PCIARC for review, and the reasons the other complaints were not sent to PCIARC for review. The following table provides a summary of those numbers. Additional information about why not all complaints received by IAU is reviewed by the PCIARC is available in the "2025 Complaints received by IAU" section later in this report.

Year	Total Complaints	To PCIARC	Not to PCIARC
2022	54	15	39
2023	91	44	47
2024	103	60	43
2025	108	44	64

Please note: While 44 of the complaints received by IAU in 2025 were designated as going to the PCIARC, some of them will be reviewed by the Commissioners in 2026.

2025 PCIARC Commission Members

The PCIARC is comprised of up to nine community members representing a variety of Saint Paul neighborhoods, races, cultures, abilities, backgrounds, and incomes. After completing an application and interview process, residents are recommended to serve on the PCIARC by the Director of HREEO, appointed by the Mayor, and lastly, approved by City Council. Pursuant to § 102.02(c) of the Ordinance, 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, PCIARC 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 graduate from the Civilian Police Academy and experience a ride-along with an SPPD officer. Members of the PCIARC also receive ongoing trainings and presentations. Commissioners serving in 2025 were:

Sarah Florman (Chair) First Term: February 1, 2023, to February 1, 2026

Lara Forstrom (Vice Chair) First Term: May 1, 2024, to May 1, 2027

Deborah Ariremako First Term: October 11, 2023, to January 10, 2025, resigned

Mike Darrow First Term: April 2, 2025, to October 27, 2025, resigned

Dan Featherstone First Term: April 2, 2025, to April 1, 2028

Cathy Grilz First Term: April 2, 2025, to April 1, 2028

Erin Hayes Second Term: April 2, 2025, to April 1, 2028

Shaval Webb Second Term: April 2, 2025, to April 1, 2028

Mike Rademaker First Term: April 2, 2025, to April 1, 2028

Nancy Rodenberg Second Term: April 2, 2025, to April 1, 2028

The PCIARC is always seeking applications from community members interested in joining the Commission. Learn more and apply today at stpaul.gov/PCIARC.

PCIARC Coordinator

The PCIARC has a full-time coordinator who works in the HREEO department. The coordinator serves on behalf of HREEO as a liaison among community members, the Commission, and SPPD. The coordinator works to build trust, increase transparency, and expand public access to the complaint investigation process. The coordinator receives complaints from the public and ensures the PCIARC process runs smoothly. They do not investigate complaints or vote on recommendations related to cases. The PCIARC coordinator serves at the appointment of the Director of HREEO in consultation with the Chief of Police and the Chair of the Commission. Sierra Cumberland served as the PCIARC Coordinator in 2025.

**Contact the
PCIARC Coordinator
with questions or to
file a complaint:**

**CivilianReview@stpaul.gov
651-266-8970**

Saint Paul Police Department Internal Affairs Unit Staff

IAU coordinates, supervises, and investigates complaints against SPPD and/or allegations of misconduct against individual licensed police officers. In the PCIARC process, IAU's function is to impartially collect evidence, interview witnesses, and provide a complete report to the PCIARC and to the administration of SPPD for review and disposition. IAU is comprised of both professional support staff and SPPD Sergeant investigators. Commander John Cajacob led IAU in 2025.

Types of Cases Reviewed by the PCIARC

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

The Commission also reviews complaints referred to it by the Mayor, Chief of Police, and/or the Director of HREEO

Please note: Only complaints involving sworn Saint Paul police officers within the categories outlined in the [PCIARC Ordinance](#) have the potential to be reviewed by the PCIARC. If a complaint does not involve a sworn Saint Paul police officer and/or does not fall within the categories listed above, it may be closed by the IAU without PCIARC review.



PCIARC Case Review Process

Community members have the right to file a complaint with the PCIARC if they believe a Saint Paul police officer violated policy during an interaction. The PCIARC process considers whether officers violated SPPD policy and is different than and does not replace civil or criminal legal action. The PCIARC follows an administrative process detailed in the Ordinance.

1

A complaint of police misconduct is received by HREEO and/or SPPD's IAU, depending on how it was submitted by a community member. Please note, the PCIARC Coordinator in HREEO does not have access to complaints filed directly with IAU until, and only if, a complaint is scheduled to be reviewed by the PCIARC.

2

Once received, the complaint is reviewed to ensure that it has been properly signed. Under state law, complaints are official only when they state the complainant's knowledge and are signed by the complainant.

3

IAU confirms that the complaint is about an active, licensed police officer with SPPD. IAU determines if the complaint is eligible for PCIARC review based on the ordinance and identifies which department policies may be involved. If a complaint does not involve a sworn Saint Paul police officer and/or does not fall within the categories listed above, it may be closed by IAU without PCIARC review.

4

A complaint is considered a case when IAU opens an investigation. IAU Investigations can take approximately 8–12 weeks, depending on a wide array of factors.

5

When the investigation is complete, the case is scheduled to go to the PCIARC for review and consideration. IAU notifies the PCIARC Coordinator and provides the Commissioners with case materials. Case materials may include a summary of the investigation, interviews, statements of the officers involved, and all accompanying evidence. These materials are made available to Commissioners two weeks before the meeting when the PCIARC will review the case.

6

Complainants have a right to make a statement at the PCIARC meeting where their case is reviewed; the coordinator notifies them that their case is on the agenda.

7

If a complainant chooses to make a statement, the officer(s) listed in the complaint will also be given the opportunity to make a statement if they attend the meeting. If any statements are given at a meeting, the case will be tabled for a later meeting. Statement(s) are transcribed, and the IAU reviews the transcript for any new facts that may need follow-up investigation. Officers have the right to receive a copy of statements made about the incident and provide a response for the case file.

8

PCIARC Commissioners review all case materials and discuss the case. Their objective is to assess if the police officer involved violated SPPD policies. On each case, the PCIARC recommends a disposition and may recommend disciplinary action to the Chief of Police.

9

After receiving a recommendation from the PCIARC, the Chief of Police makes a decision on the case. If the Chief of Police does not concur with the PCIARC's recommendation or issues an action different from the PCIARC's recommendation, it is called a departure.

10

If the Chief issues a departure, the PCIARC Coordinator is notified in writing of the departure and the Chief's intended actions. The PCIARC Coordinator notifies the PCIARC Chair. The PCIARC Chair has five business days to discuss any concerns with the Chief of Police. Once the Chief's decision has been finalized, all members of the Commission receive access to the departure letter at the next PCIARC meeting.

11

If the Chief of Police decides to take disciplinary action, the officer(s) may file a grievance as allowed by their employment contract.

12

Once the grievance process has been completed, if applicable, a case has reached final disposition, and the complainant is notified of result of their complaint by IAU in a letter.

2025 Internal Affairs Unit Complaint Data

In addition to filing complaints with HREEO or submitting on the PCIARC website, community members may file complaints of police misconduct directly with SPPD's IAU.

Please note: Only complaints involving sworn Saint Paul police officers that are outlined in the [PCIARC Ordinance](#) have the potential to be reviewed by the Commission. If a complaint does not involve a sworn Saint Paul police officer or does not fall within the categories listed in the Ordinance, it may be closed by the SPPD IAU without PCIARC review.

Additionally, only complaints filed directly with HREEO are reviewed by the PCIARC Coordinator before they are referred to SPPD's IAU for investigation. The PCIARC Coordinator is not informed of cases filed directly with IAU until an investigation is complete and only if a case will go to the PCIARC for review and consideration.

Only a portion of complaints filed are eligible for PCIARC review. The following table captures the total number of complaints from community members that IAU received in 2025 and indicates the portion sent to the PCIARC for review. At each monthly PCIARC meeting, IAU provides summary data regarding complaints that will not be submitted to the PCIARC for review.

2025 Complaints Received by IAU

Of the 108 complaints from community members that IAU received in 2025, 44 were designated to go to the PCIARC for review and 64 were not. Some of them will be reviewed by the PCIARC in 2026.

2025	Complaints	Complaints to PCIARC for Review	Complaints not to PCIARC for Review
Jan	10	4	6
Feb	2	2	0
Mar	8	3	5
Apr	8	4	4
May	10	3	7
Jun	11	4	7
July	9	5	4
Aug	5	2	3
Sep	4	2	2
Oct	3	2	1
Nov	9	3	6
Dec	29	10	19
Total	108	44	64

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2025 Complaints Not Submitted to PCIARC for Review

This table captures the reasons why 64 complaints did not go to the PCIARC for review. Definitions below table.

2025	No Policy Violation	Does not Meet PODPA	Complaint With-drawn	Not Sworn Employee	Not City of Saint Paul Employee	Open Criminal or Civil	Duplicate Complaint	Not Involved Party
Jan	0	0	1	0	1	2	0	0
Feb	0	0	0	0	0	0	0	0
Mar	0	0	0	1	1	3	0	0
Apr	0	1	0	0	1	3	0	0
May	0	0	2	0	0	2	0	1
Jun	0	1	3	0	0	2	1	0
July	0	0	0	0	0	3	0	0
Aug	0	0	0	1	2	0	0	0
Sep	0	0	1	0	0	0	1	0
Oct	0	0	0	0	0	1	0	0
Nov	0	0	1	0	2	3	0	0
Dec	3	0	1	1	6	0	0	4
Total	3	2	9	3	13	19	2	5

No Policy Violation: A complaint was filed, but there is no policy violation by the employee alleged in the complaint. Some example categories of these complaints include Lack of Information, Unable to Identify Employee, and Dispute Citation or Information. One example of a situation that would be classified in this category could be a community member who used the PCIARC complaint form to dispute a speeding ticket they received. The information provided did not allege that an officer did anything wrong, rather the complainant did not agree with getting a ticket. Because there was no allegation of policy violation by SPPD or any individual officer, the information would not be submitted to the PCIARC for review.

Complainant Withdrew: The complainant withdrew their complaint.

Not Sworn Employee: The complaint must be about a sworn SPPD officer in their capacity as an employee to be reviewed by the PCIARC. If a complaint is made against an employee of SPPD who is not a licensed police officer, the case would be investigated and resolved by IAU and would not be eligible for PCIARC review.

Not City of Saint Paul Employee: IAU and the PCIARC Coordinator often receive complaints regarding officers of other jurisdictions. Those complaints are forwarded to the appropriate jurisdiction for consideration.

Open Criminal or Civil: There is an active criminal or civil case related to the incident currently progressing through the legal system. IAU believes that initiating an internal employment investigation at this stage could compromise the legal case. Complainants may request

that IAU continue the employment investigation while the legal case is pending, or they may opt for the investigation to proceed after the criminal or civil case has concluded.

Duplicate Complaint: A complaint is marked as a duplicate if it has already been entered, reviewed, and/or investigated in the past. Occasionally complaints will be filed via multiple sources or at different times and only the original will be considered.

Not Involved Party: To be a valid complaint under state law, a complaint must state the complainant's own knowledge. Complaints filed by a witness on scene at the incident would not fall into this category.

Does Not Meet PODPA: Minnesota's Peace Officer Discipline Procedures Act requires that complainants sign their complaint.

2025 PCIARC Case Review Data

Summary data reflects the 30 cases reviewed by the PCIARC, as well as disposition and disciplinary recommendations made to the Chief of Police. Some of the complaints reviewed by the PCIARC in 2025 were filed in 2024.

- The complaint classification “Improper Procedure” was the most frequent category of cases reviewed.
- For allegations reviewed, “Exonerated” was the most frequently recommended disposition.

30
TOTAL
CASES

83
TOTAL
ALLEGATIONS

61
TOTAL
OFFICERS

8

Discrimination

68

Improper Procedure

1

Poor Public Relations

6

Improper Conduct

83

Total Allegations

Some Things to Consider

- In 2025, two of the PCIARC’s case review meetings were canceled due to the City of Saint Paul’s response to a digital security incident.
- Each case reviewed by the PCIARC can have multiple allegations. For example, three allegations investigated for a single case could be improper conduct, improper procedure, and poor public relations.
- A case can also have multiple officers listed in the case.
- Each officer listed could be considered for one allegation 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 singular complaint would involve two officers and three total allegations.

Under the review-focused model, PCIARC Commissioners review all case materials, hold case deliberations, and recommend a determination on investigations as to if an officer violated a policy. That determination is called a disposition. Commissioners may also recommend disciplinary action to the Chief of Police and make policy recommendations to SPPD. Under Saint Paul’s review-focused model, the PCIARC may only recommend a disposition because the Chief of Police is the decisionmaker on dispositions. Under PODPA, the Chief of Police is the decisionmaker on any discipline issued.

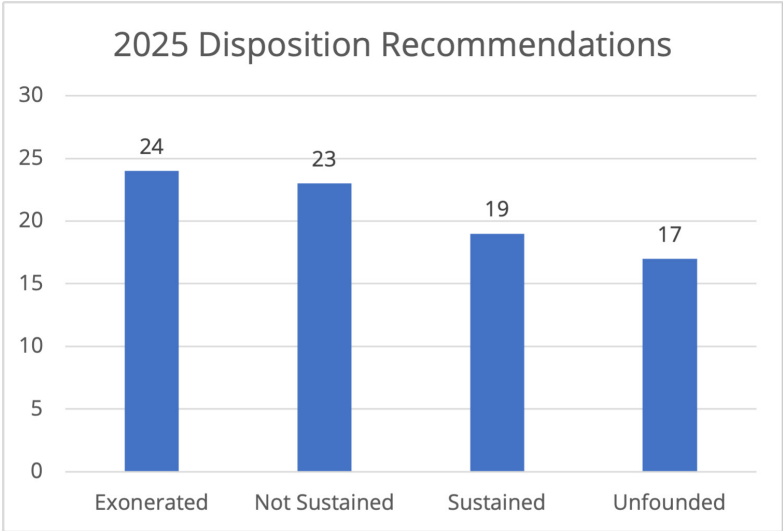


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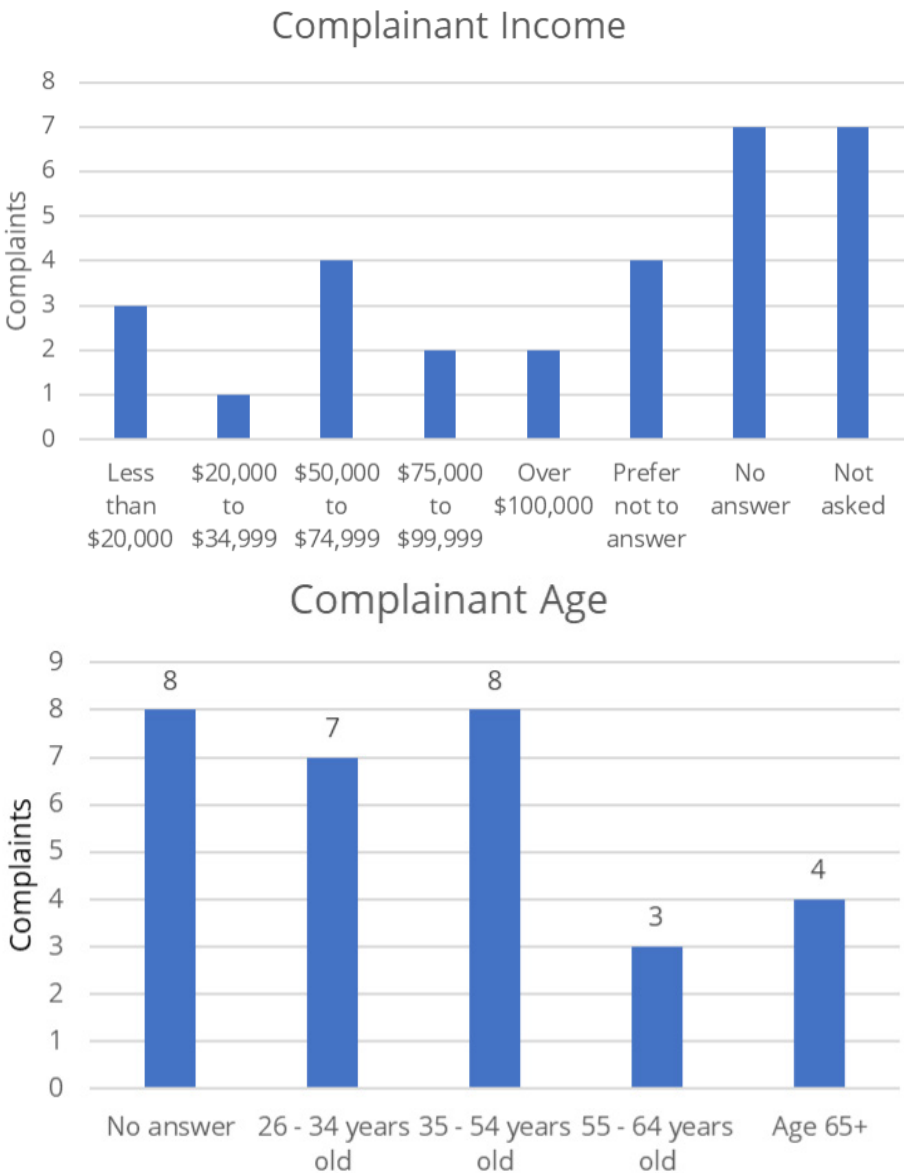
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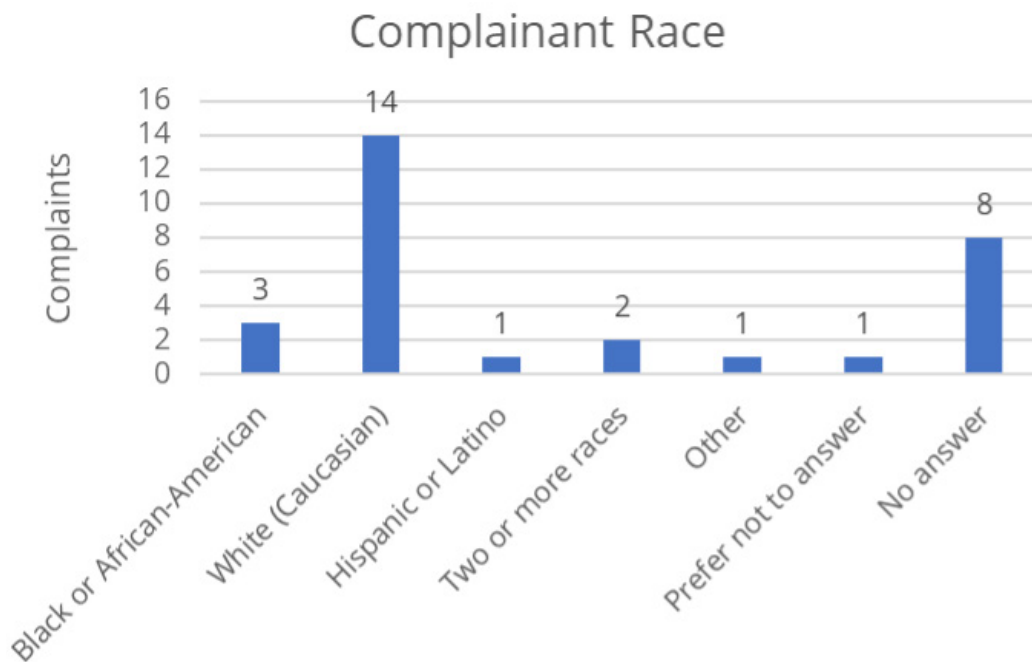
The PCIARC Bylaws outline the dispositions the PCIARC may recommend:

- 1. **Unfounded:** Allegation is false or not factual
- 2. **Exonerated:** Incident occurred but was lawful and proper
- 3. **Not Sustained:** Insufficient evidence either to prove or disprove the allegation
- 4. **Sustained:** Allegation is supported by sufficient evidence
- 5. **Policy Failure:** Allegation is factual and the officer followed proper procedure, however, that procedure has proven to be faulty



2025 Demographic Information of Cases Reviewed by the PCIARC





Recommended Discipline

The [Saint Paul Police Federation Collective Bargaining Agreement](#) states that employees will be disciplined “in accordance with the concept of progressive discipline,” meaning that each new discipline issued may be more severe than the last to help employees improve or correct their actions. The disciplines below appear in order of severity.

- 1. Oral Reprimand:** Verbal order to correct the employee for a violation of a department rule, regulation, or procedure, which is then reduced to writing.
- 2. Written Reprimand:** Written order to correct the employee for a violation of a department rule, regulation, or procedure.
- 3. Suspension:** Unpaid suspension from work that is no more than 30 days.
- 4. Demotion:** Reduction in rank.
- 5. Termination:** Termination of employment.

This is the frequency of disciplinary actions recommended by the PCIARC in 2025. A disciplinary action is only recommended when the PCIARC recommends the disposition of sustained for an allegation.

0 Oral Reprimand

1 Termination

1 30-Day Suspension

3 Written Reprimand

2 1-Day Suspension

Retraining is not defined as discipline in the SPPD labor contract though it may be recommended by the PCIARC and must be paired with other discipline. In 2025, the PCIARC recommended retraining **fourteen** times.

Chief of Police Departures from PCIARC Recommendations

Under the city's review-focused model, the Chief of Police has authority to accept or depart from the PCIARC's recommended disposition and discipline. If the Chief of Police rejects the PCIARC's recommendation or issues an action different from the PCIARC's recommendation, it is called a departure. Under state law and the [Saint Paul Police Federation Collective Bargaining Agreement](#), officers have the right to challenge an employment discipline decision through arbitration, which may result in discipline decisions being overturned.

In 2025, Chief of Police Axel Henry departed from the disposition and disciplinary action recommended by the PCIARC for 14 allegations. This table includes recommendations made by the PCIARC and departures received in 2025.

Allegation Classification	PCIARC Disposition	Chief Disposition	PCIARC Discipline Recommended	Chief Discipline Implemented
Improper Procedure	Sustained	Unfounded	Oral Reprimand	None
Improper Procedure	Exonerated	Sustained	None	Oral Reprimand
Improper Conduct	Sustained	Unfounded	Oral Reprimand	None
Improper Conduct	Sustained	Not Sustained	Oral Reprimand	None
Poor Public Relations	Termination	Unfounded	None	None
Discrimination	Sustained	Not Sustained	Oral Reprimand	None
Discrimination	Sustained	Not Sustained	Oral Reprimand	None
Discrimination	Sustained	Not Sustained	1-Day Suspension	None
Discrimination	Sustained	Not Sustained	1-Day Suspension	None
Discrimination	Sustained	Not Sustained	30-Day Suspension	None
Improper Procedure	Sustained	Not Sustained	Oral Reprimand	None
Improper Procedure	Sustained	Not Sustained	Written Reprimand	None
Improper Procedure	Sustained	Not Sustained	Written Reprimand	None
Improper Procedure	Sustained	Not Sustained	Written Reprimand	None

Strengthening Community: Policy Recommendations

Per § 102.03 (g) of the Ordinance, the PCIARC may suggest policy changes for the Police Department's consideration. Suggestions made in 2025 included updates to SPPD General Order 438.15 – Domestic Abuse Protocol and SPPD General Order 442.18 – Body Worn Camera Policy.

SPPD also provides draft policies to the PCIARC for their feedback. In 2025, the PCIARC reviewed

- General Order 236.06 – Generative Artificial Intelligence (GenAI)
- General Order 401.02 – Illness, Injury, or Death Notification

Connect with the PCIARC

PCIARC Meetings

There are two portions of PCIARC monthly meetings, a public portion and a closed portion. The public portion of a Commission meeting includes administrative business, updates from SPPD, HREEO, and community organizations, and training. All community members are welcome to attend the public portion of meetings, either virtually or in person. The closed portion of the meeting consists of case review and discussion that is regulated by state data privacy and open meeting laws. The closed meeting portion is not open to the public. Visit the [PCIARC website](#) for dates, locations, and links to join the public portion of the meeting.

In 2025, the PCIARC received training or updates on the following topics during the public portion of meetings:

- SPPD Academy Training
- Formulation of IAU's Investigation Questions Under Review
- PCIARC Complaint Review Process
- Emergency Dispatch Encryption
- 2024 Traffic Stop and Use of Force Data (Data Available on SPPD's Website [at this link](#))
- Vulnerable Populations, Response & Resources Available During Crisis Situations
- Saint Paul Human Rights Ordinance Enforcement
- Overview and Feedback of GenAI (Generative Artificial Intelligence) Policy

In 2025, the PCIARC held discussions on the following topics during the public portion of meetings:

- PCIARC Bylaws and SOPs (Standard Operating Procedures) Updates
- Policy for Complaints Submitted Independent from the Complaint Form
- Timing of Questions about Practices, Policies, and Case Materials
- Policy regarding the Tabling of Cases to Allow for the Provision of Testimony
- SharePoint File Solution Update & Feedback
- Key Takeaways from 2025 NACOLE Annual Conference
- Call for an Independent Investigation into Police Actions in the Payne Phalen Neighborhood on November 25th



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2025 Annual Summit

The PCIARC holds an Annual Summit to review PCIARC complaint and case data, including complainant demographics, PCIARC recommendations, and known case outcomes.

The PCIARC held its 2025 Annual Summit on May 8th at the Rondo Community Library in Saint Paul. The summit provided an opportunity for community members to learn more about the PCIARC process, ask the Commissioners questions, and review data from the 2024 Annual Report. Mayor Melvin Carter and Chief of Police Axel Henry provided remarks on their vision for public safety in Saint Paul. Director Angie Wiese presented an overview of the Department of Safety & Inspections. PCIARC Chair Sarah Florman, Chief Henry, and Commissioners also discussed their experiences with the PCIARC and answered questions from attendees. A video recording of the 2025 PCIARC Summit is available online at [this link](#).

Request a Presentation

Do you know a community group that may be interested in learning about the PCIARC? Contact the PCIARC Coordinator to set up a presentation about the PCIARC and/or other programs housed in HREEO, such as Labor Standards and Human Rights Investigations. Presentations are free and are available either virtually or in person.

HREEO also attends community events to share information with community members. Please let us know about your upcoming event to help HREEO spread the word! We look forward to working with you!



English

Attention

If you want help translating this information or need an accommodation, please contact CivilianReview@stpaul.gov 651-266-8970.

Español

Atención

Si desea recibir asistencia gratuita para traducir esta información o necesita un alojamiento, contactor CivilianReview@stpaul.gov 651-266-8970.

Hmoob

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@stpaul.gov 651-266-8970.

Karen

ဒီကန့်

နမ့်လိပ်ဘဉ်တၢ်မၤစၢၤလၢတၢ်ကွဲးကျိၢ်ထံဘဉ်တၢ်ဂ့ၢ်တၢ်ကျိၢ်အံၤ မ့တမ့ၢ် လိပ်ဘဉ်တၢ်ဟ့ၢ်ကူၢ်ဟ့ၢ်ဖး နီၣ် ဝံသးစူၤဆဲးကျါ CivilianReview@stpaul.gov 651-266-8970.

Soomaaliga

Haddii and rabto in macliiumaadkan lagu tarjumo ama and u baahantahay adeeg nala soo xiriir CivilianReview@stpaul.gov 651-266-8970.



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Contact Us

Contact the PCIARC Coordinator to file a complaint, ask questions about the PCIARC, or request a presentation!

Phone: 651-266-8970

Email: CivilianReview@stpaul.gov

Online: stpaul.gov/PCIARC