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# Collaborative Public Safety Initiatives Within Dakota County



	Police Departments	DCC Independent JPO (471.59)	DBB Independent JPO (471.59)	CJN Administrative Board	ECU Administrative Board	Drug Task Force Administrative Board	MAAG/Swat Team	Co-Response JPA
Apple Valley	X	X	X		X	X	X	X
Burnsville	X	X	X	X	X	X		
Eagan	X	X	(Note 1)			X		X
Farmington	X	X	X	X	X	X	X	
Hastings	X	X	X	X	X	X	X	X
Inver Grove Heights	X	X	X	X	X	X	X	
Lakeville	X	X	X		X	X	X	
Mendota Heights (Includes Mendota and Lilydale)	X	X	X	X	X	X	X	
Rosemount	X	X	X	X (Note 2)	X	X	X	
South St. Paul	X	X	X	X	X	X	X	X
West St. Paul (Includes Sunfish Lake)	X	X	X	X	X	X	X	X
Dakota County Sheriff (Small Cities and townships)			(Note 3)					

## NOTES

Note 1: Eagan has the potential to become an affiliate DBB member.

Note 2: Cities that use CJN services and are not members of CJN.

Note 3: The DBB provides services for the small cities and townships for which the County levies and pays charges.

# Criminal Justice Network JPA Proposal

# Criminal Justice Network Overview



## CJN PURPOSE:

Design/apply applications that focus on automating and sharing information among criminal justice agencies allowing for information to be entered once and moved through the system electronically.

CJN uses the latest technology to make information sharing and integration easier through automating and consolidating forms, leveraging knowledge, dollars and resources by promoting conversation, discussion, and information sharing across jurisdictional boundaries. CJN makes timely, accurate, and relevant information available to the police officers, prosecutors, judges, probation officers and even social service providers who work together to make our communities safer.

## GOAL:

Transition CJN services (including DCLEA/RMS) from a County department to an independent Joint Powers Organization.

## APPROACH:

A subgroup of 2 member Chiefs, 2 City manager/administrators, Sheriff and County Attorney staff was formed to negotiate, with County Administration, a proposal for County financial support and phase out of that support and in-kind services provided by the County.

## CURRENT STATUS:

After several iterations, the following draft proposal was agreed to by County Administration and the Working Group:

	12-1-20 Status
Term	5 years
County Subsidy	Years 1 – 5 \$472,642 annually
Fund Balance Allocation	Entire RMS and Operations FB to JPO
Governance	Board shall consist of the head of the respective law enforcement agencies or his/her designee. One member would be designated by the Dakota County Board for the initial 5 years period.
In Kind Services	<b>Years 1 – 5:</b> Payroll, Benefits Administration, Legal Services. <b>Years 1-2:</b> Fiscal Agent, IT Desktop Support, Risk Management assistance with insurances <b>Year 1:</b> Employee Relations (SuccessFactors and Learning Management System)

Working group Chiefs sought input from other member Chiefs who agreed with the terms addressed by the subgroup, so far.

## REQUESTS:

- Consideration of approval to move forward with financial and in-kind service proposal.  
Consideration of approval to negotiate remaining elements of the Joint Powers Agreement including a proposed effective date of January 1, 2022.
- If the Board concurs, staff will return to the County Board with a recommended JPA.

# Co-Response Pilot and Evaluation Plan

## **Coordinated Response – 2020 Summary Report**

Prepared By: Emily Schug and Angela Lockhart, with review by the Office of Performance and Analysis

Date: February 11, 2021

The following is an update on Coordinated Response activities from 2020 to inform the budget workshop discussion on February 16, 2021.

### ***Background***

In the Coordinated Response model, a Dakota County Social Services mental health professional/social worker partners with a dedicated Community Engagement/Mental Health officer. The officer and mental health professional review calls for service that are referred by the partner police department, which the police officers feel may indicate an underlying mental health issue. The mental health professional/social worker and the dedicated officer and follow-up with people who have experienced a crisis to offer services and support. The team may also respond to active crisis situations.

The Coordinated Response Pilot started in 2019 with West St. Paul and South St. Paul. A limited version of the program was also officially launched in Hastings in 2019. In the 2020 budget, the County Board approved expansion of the Coordinated Response Pilot to Apple Valley and Rosemount. Due to COVID-19, hiring for the additional social worker position was delayed, but Social Services was able to provide a “soft launch” of expansion activities beginning in August 2020 by piecing together staff resources within the existing staffing complement.

In late 2020, Social Services received approval to hire the social worker position. The dedicated Social Services social worker for Rosemount and Apple Valley started in February 2021. The new social worker is a licensed mental health professional and most recently worked in both inpatient and outpatient treatment settings.

The Dakota County Office of Performance and Analysis (OPA) created evaluation plans for the West St. Paul/South St. Paul pilot and the Apple Valley/Rosemount pilot, and created a Microsoft Access Database to facilitate data collection for the evaluations. Use of the database for these two pilots, as well as the Hastings pilot, began in April 2020. Previously collected data available from the first three months of 2020 was loaded into the database for referred individuals and/or their collateral contacts who had engaged with the mental health professional in West Saint Paul and South St. Paul. OPA evaluation activities will continue through June 2021 with a final report expected in July 2021.

Coordinated Response is a 2021 Board priority with defined quarterly milestones related to refining policies and procedures, sharing results, learning from others, tracking data, evaluation, and making recommendations for potential expansion and replicability.

This summary report is intended to provide a snapshot of Coordinated Response Activities in 2020.

### ***From the Field – Example of Response and Impact***

In early August 2020, police were dispatched to a physical domestic disturbance involving a parent and child. Weapons were reported. Police arrived and cleared the scene. The child admitted to threatening harm to both the parent and self with a kitchen knife after becoming upset when the

parent took away access to technology. While on scene, the family members calmed down. A plan was made to give each other space for the night. Dakota County Crisis Response Unit (CRU) became involved a couple hours later after receiving a call from the child reporting they'd been assaulted. CRU contacted police who explained what they had observed and that no criminal charges would be filed. Crisis forwarded the incident to Child Protection (CP) for review and ended their involvement.

The Coordinated Response team reviewed the incident on the following day and checked historical police contact with the family. A review of records revealed that both Social Services and police had been separately responding to the family at different times over the last year. The Coordinated Response Team discussed options with parents, consulted with CP, and decided on a voluntary referral to Crisis Stabilization. CP concluded that involuntary services were not necessary.

Over the last six months, the child re-engaged with additional community-based mental health resources and is being assessed for additional resources. The 911 calls were 5 in the six months before the call in August, and 0 in the following six months.

This is an example of systems working collaboratively to promote healthy and safe families. Prior to the partnership, little progress was made. Together, the team helped a family move forward. This is one of many examples of the impact of proactive follow-up, person/family engagement and connection with ongoing services and supports.

### ***Relationship Between Social Services and Police Departments***

Stakeholders express interest in understanding “to what extent does the program affect the collaboration and partnership between the police departments and Dakota County Social Services?” Historically, the relationship between Social Services and Law Enforcement had its share of challenges. Contributing factors to the dynamic included lack of shared understanding around the applicability of data practices and respective roles and responsibilities. Overall, there was a sense that the response provided after a law enforcement response or 911 call that involved mental health was not effective at addressing the root cause of the call.

To get at this question of whether Coordinated Response has made a difference, an eight-question survey was given to our law enforcement partners in September of 2020. Full detail will be available in the final Evaluation Report from the Office of Performance and Analysis, but a preview of results shows promise.

The pilot program between my department and Social Services results in an improved system response to persons in crisis and in need of services.

- 82% (SSP+WSP+AV+R) had positive responses (Strongly agree + Agree + somewhat agree) to this question.

I am satisfied with the cooperation and teamwork between my department and Dakota County Social Services in responding to and serving individuals in crisis.

- 84% (SSP+WSP+AV+R) had positive responses (Strongly agree + Agree + somewhat agree) to this question.

The integrity and strength of these partnerships is a critical component in ensuring the mission of Dakota County as a premier place to live and work.

### **Summary Stats**

The Dakota County Office of Performance and Analysis is preparing a robust evaluation report that will be available for review in late summer or early fall. In the interim, the following are summary data from 2020.

#### **2020 APPLE VALLEY, ROSEMOUNT, SOUTH ST. PAUL, and WEST ST. PAUL:**

<b>All Individuals referred</b>	<b>Individuals Referred in 2020 (N=344 for WSP&amp;SSP, N=122 for Apple Valley &amp; Rosemount)</b>
Event precipitating referral involved a transport hold	110 for WSP/SSP, 28 for Apple Valley and Rosemount
Individuals referred who had previously been referred	WSP&SSP: 56 Apple Valley & Rosemount: 0 (launched during this timeframe)
Attempted contact with client or collateral contact	WSP&SSP: 204 Apple Valley & Rosemount: 90
Achieved contact with client or collateral contact	WSP&SSP: 110 Apple Valley & Rosemount: 50 (for Apple Valley and Rosemount, some were referred to our Crisis Stabilization Unit, which is not considered part of Coordinated Response)
Missing contact information	WSP&SSP: 8 Apple Valley & Rosemount: 0
<b>Individuals served</b>	<b>Individuals served in 2020 (N=182 for WSP&amp;SSP, N=100 for Apple Valley &amp; Rosemount) – some people received multiple services below</b>
Individuals served identified as homeless	WSP&SSP: 8 Apple Valley & Rosemount: 2
Provided service coordination	WSP&SSP: 148 Apple Valley & Rosemount: 92
Provided referral to client	WSP&SSP: 34 Apple Valley & Rosemount: 31
Provided referral to collateral contact	WSP&SSP: 30 Apple Valley & Rosemount: 14

#### **2020- HASTINGS<sup>1</sup>:**

<b>Individuals referred</b>	<b>Number of individuals referred 2020 (N=39)</b>
Event precipitating referral involved a transport hold	11
Individuals referred who had previously been referred	1
Attempted contact with client or collateral contact	29

<sup>1</sup> Not included in the OPA evaluation.



Achieved contact with client or collateral contact	25
Missing contact information	0
<b>Individuals served</b>	<b>Individuals served 2020 (N=28) – some people received multiple services below</b>
Individuals served identified as homeless	2
Provided service coordination	23
Provided referral to client	9
Provided referral to collateral contact	3

### **Coordinated Response in the Context of COVID-19**

Like all County services, Coordinated Response activities had to adapt and evolve in the context of COVID-19. More services were delivered via phone or telehealth which impacted effectiveness of outreach and engagement. While in-person outreach is most effective, the team had success in using creative outreach strategies, including Facebook Live events. Also, data shows that a lot of work happens behind the scenes to better coordinate existing services to be more effective and address root causes of the 911 call.

The entire mental health service delivery system has been changed and stressed by COVID-19 and community trauma. Mental health crisis services, overall, are struggling to meet high demand and high acuity and intensity of need. Hospital and other most acute care settings are at capacity. “deaths of despair” (suicide, overdoses) are up statewide. Coordinated Response has been a critical part of Dakota County’s crisis services response during the pandemic. Through proactive engagement and system collaboration, Coordinated Response meets people where they are at and provides a bridge between acute/crisis services and long-term services and supports.

## **Coordinated Response – Analysis of Funding Models**

Prepared By: Emily Schug

Date: February 11, 2021

The following is a summary/analysis of funding models for Coordinated Response programs in Dakota County and across Minnesota.

### **Coordinated Response Overview**

The Law Enforcement-Social Services (SS) Coordinated Response Pilot (the Pilot) is a result of several years of planning between Dakota County and system partners aimed at improving system response for individuals with mental health and/or Substance Use Disorder (SUD) needs by developing alternative responses and increasing opportunities for integrated service delivery. The Pilot aligns with goals and strategies of Dakota County's Adult Detention Alternatives Initiative/Service, Justice and Safety Committee and the National Association of Counties Stepping Up Initiative.

### **Dakota County Coordinated Response Costs**

Following a presentation to the Board of Commissioners on August 21, 2018, Dakota County staff worked collaboratively with the cities of West St. Paul and South St. Paul to develop the Pilot, with an eye on replicability with other cities. SS also piloted a more limited co-location model in Hastings with an existing Program Coordinator staff position. On December 11, 2019, SS issued a Request for Letters of Interest (LOI) to solicit interest in potential expansion of the Pilot to other Dakota County law enforcement agencies. Social Services received three responses, including one multi-agency response, and selected the cities of Apple Valley and Rosemount for 2020 expansion. Expansion was delayed due to COVID-19 and expansion plans were carried over into 2021 through the 2021 budget process. **Table 1** shows the Social Services costs, including salary and benefits, for the Coordinated Response pilot through December 31, 2020. These partnership models require significant resource investment on the law enforcement side as well. Law enforcement costs/funding are not represented in Table 1.

**Table 1. Coordinated Response Employee Expenses, including salary and benefits**

	2018*	2019**	2020***	Total
Use of Fund Balance			103,340.42	103,340.42
Grant	6,807.45	96,607.14		103,414.59
Expense				
Reallocation			41,690.22	41,690.22
Total Expense	6,807.45	96,607.14	145,030.64	<b>248,445.23</b>

\*2018 = 1.0 FTE @ 1.5 months

\*\*2019 = 1.0 FTE @ 12 months

\*\*\*1.2 FTE for 7 months; 1.4 FTE for 5 months

## **Coordinated Response Funding Analysis**

### ***Statewide Coordinated Response Models***

Dakota County convenes a quarterly meeting of social services/mental health staff from coordinated response programs across the state. **See attached spreadsheet that provides a snapshot of the programs we are aware of, including information about service and funding models.** As reflected in the spreadsheet, there is no “one” funding model for these programs. Each jurisdiction is piecing together funding, based on their available resources and partnerships. With increased focus on public safety/justice system reform and growing interest in alternative response models to traditional policing, the landscape is changing rapidly.

### ***Funding Models***

Based on information in the attached spreadsheet, **Table 2** shows a *rough* breakout of funding models for the social work (SW) component of law enforcement/social services – mental health partnerships. As noted previously, Social Services/law enforcement partnership models require significant resource investment on the law enforcement side as well. Law enforcement costs/resource investments are not represented here. Also, this memo/table is not inclusive of all system partnership models such as integrated Emergency Medical Services (EMS)/law enforcement models.

**Table 2. Funding Model for Social Worker Costs**

<b>Funding Model</b>	<b>Description</b>	<b>Jurisdiction Examples</b>
County Funded (new and re-purposed positions)	Counties designate new or existing SW resources to partner with law enforcement.	<b>-Dakota County Pilot</b> – 4 cities (Year 1, Grant, Year 2/3, County) <b>-City of Minneapolis/Hennepin County</b> (Hennepin County workers assigned to precincts) <b>-Duluth/St. Louis County</b> <b>-Rochester/Olmstead County</b> (re-purposed positions) <b>-Carver County</b> (re-purposed Sheriff’s Office position) <b>-St. Cloud/Stearns County</b> (1 county and one grant-funded) <b>-Woodbury-Cottage Grove/Washington County</b> (using existing crisis team resources) <b>-Maplewood/Ramsey</b> (Ramsey County worker assigned to Maplewood).
County/City Funded	City/county cost sharing arrangement for SW position – cost split differs by jurisdiction	<b>-Hennepin County/St. Louis Park, Hopkins, Bloomington,</b>

	e.g. in Sub. Hen. 60% of funding for social worker is from the police department and 40% is county funded. The departments that share a worker each fund 30%.	<b>Brooklyn Park, Minnetonka, and Plymouth</b> <b>-Blaine and Coon Rapids/Anoka County</b> (County, health plan funding + billing revenue)
Grant Funded	Limited-term grant funding.	- <b>Duluth</b> (DOJ Grant for one position) - <b>St. Cloud/Stearns County</b> (1 county and one grant-funded) - <b>St. Paul</b> (DOJ Grant – transitioning to County funding after grant)
No Funding/No Dedicated SW Position	Law enforcement agencies have started programs with hope of securing dedicated SW resources from the county or elsewhere.	- <b>Burnsville</b> (Social Services established liaison relationship but no embedded/dedicated SW resource)
Law Enforcement Funded	Law Enforcement agencies fund or re-repurpose positions for SW role within their agency.	- <b>Carver County</b> (re-purposed sheriff deputy position to SW position) - <b>Minneapolis PD</b> , <u>reform efforts create 4 pilots</u>
City/Private Agency Partnerships	Private or non-profit MH agencies partner with cities.	- <b>Ramsey County Suburbs: Roseville, White Bear Lake, Mounds View, New Brighton, and St. Anthony – NE Family Services</b> - <b>Lakeville, Eagan – Life Development Resources</b> (with limited CARES funding) - <b>Anoka County - People Inc.</b> (with some County funding)

It's notable that while there is not a designated funding stream for this work, there has been significant expansion of these models statewide due to growing mental health needs and recognition that we can offer a better, more effective service by working together.

### ***Impacts of Funding Model on Service/System Impact***

Through networking with colleagues in Minnesota and nationally, it's clear that the cost sharing/staffing model itself has implications for program effectiveness and impact. For example, when County social services' agencies hire and supervise staff, the SW has access to data on service connection information that are not available when staff are hired through a law enforcement or private/non-profit agency. Also, county-based programs have potential for better coordination of services across cities/countywide, sometimes

even county to county. 2020 data analysis shows 92% of people referred in West St. Paul and South St. Paul, and 77% of people in Apple Valley and Rosemount, are in the Social Services database at the time of referral. This means they are already known in some capacity as either a current or former client. Coordinated Response allows us to leverage existing service connections to address needs.

### **Return on Investment – System Level**

While the service focus for Coordinated Response is at the resident level, the impact of the model goes beyond the individual/family. Daily/weekly conversations illustrate the transformative nature and value of these investments. The following are a few examples:

- **Public Service Integration:** Through day to day embedded working relationships, staff gain knowledge and connection that allows us to more effectively fulfill our overlapping public service missions.
- **Evaluation, Planning and Organizational Structure:** With the support of OPA, the County Attorney's Office, Service Justice and Safety Committee partners, IT, County leadership and others, we've been able to develop a strong, scalable structure and framework for Coordinated Response.
- **Managing Complex/High Risk Situations:** When complex, high risk situations/issues present themselves (daily in Social Services and law enforcement), we start from a "we" perspective, which is a marked change from when we started the Pilot. The conversation and focus have shifted to proactively working together to advance shared priorities.
- **Innovation Nurtures Innovation:** Coordinated Response has provided a launching pad for a variety of other conversations, collaborations, leveraging of resources, and innovations, e.g. Community Conversations, SUD response, homeless response...
- **Link to Other Priority Initiatives and Goals:** Coordinated Response is a key strategy for addressing other system issues such as jail diversion.
- **Highlighting Dakota County as a Public Service Leader:** Dakota Coordinated Response is regarded as a leading-edge public service initiative. In the last year, Dakota County, along with our city partners, were finalists for the Chamber of Commerce *Leader in Local Government Award* and received positive media coverage from several local news outlets.

In short, if the County did not have an investment (staffing, funding, management, evaluation, policy) in these models we would not realize the same return on investment at the individual, community, County and system levels.



January 2021  
Final

## **Coordinated Response Evaluation Implementation**

### **Project Scope Statement**

**Prepared by: OPA**

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#### **Project Background (WHY)**

##### *History*

In January 2019, the Dakota County Social Services Department launched the Mental Health Coordinated Response pilot program with the West Saint Paul and South St. Paul Police Departments. Following an application process in February 2020, the Social Services Department awarded an expansion of services to Apple Valley and Rosemount.

Through the pilot, a dedicated Dakota County Mental Health Coordinator works directly with a Community Engagement Officer from each city. The Community Engagement Officer reviews incoming 911 calls for service and, for those calls that they believe the caller would benefit from the project, they forward the person's contact information to the Mental Health Coordinator. Then, the Mental Health Coordinator works with the referring Community Engagement Officer to reach out and engage the individual. The amount of contact varies by client—some are more receptive to assistance than others. Engagement can range from a letter, to a phone call, to face-to-face communication and development of a safety support plan.

The goals of the project are to: connect individuals identified by the police departments with community supports as the primary contacts to address mental health needs; improve collaboration among project partners; preempt future crises; reduce criminal justice involvement; and to reduce unnecessary emergency department use for clients served.

##### *Need for project*

The Mental Health Coordinated Response project is funded through 2021. The County is examining the outcomes achieved through the pilot to determine whether to continue the program and, if so, in what capacity. To gather this information, an evaluation of the project is needed to determine the outcomes for individuals served and the impact on stakeholders.

##### *Phase or stage of an ongoing project*

In phase one of this project, OPA interviewed identified stakeholders to collect their feedback regarding the goals of the project, as well as what information they sought to understand about services provided and the resulting impact. That information was used to adapt the evaluation plan to Apple Valley and Rosemount.

This scope details the work to implement the evaluation plans for the two Coordinated Response projects: West and South St. Paul, and Apple Valley and Rosemount.

##### *Relation to broader Dakota County initiatives*

The Coordinated Response pilot project was one of the Board Priorities for 2020.

Separately, the Social Services Department has implemented the Coordinated Response program in Hastings. All of the Coordinated Response work is funded through 2021.

## **Purpose/Deliverables/Outcomes (WHAT)**

### *Statement of Purpose*

OPA will analyze the data identified in the Coordinated Response Evaluation Plan and provide quarterly data reports to the Social Services Department and the County Manager.

### *Deliverables and format*

The following deliverables are included in the implementation of the Coordinated Response Evaluation Plan, performed by OPA:

1. Creation of a database to store program data, including referral information, contact attempts, services provided, follow up information and other information identified in the Evaluation Plan;
2. Updating the existing law enforcement survey to directly address the elements identified in the Evaluation Plan;
3. Creation of a follow up data collection instrument to be used as guidance when the Mental Health Coordinator is reaching out to clients served for updates;
4. Collection of data identified as the Evaluator's responsibility in the Evaluation plan; and
5. Quarterly analysis and summary to the Social Services Department and the County Manager of program data provided by Coordinated Response staff or the partner police departments.

As the two Coordinated Response projects have been launched on different timetables—West and South St. Paul in 2019, and Apple Valley and Rosemount launched in Q2 2020—some of the deliverables above have already been completed. Further detail on that is included in the next section below. Reviewing data through mid-2021 will allow for collection of one full year of data for Apple Valley and Rosemount, and an additional six months of West Saint Paul and South Saint Paul data.

### *Parameters (inclusion/exclusion)*

#### Included:

- Completed: OPA will create a database to store all program data relating to clients served.
- Completed: OPA will revise the existing law enforcement survey and set it up in Qualtrics. OPA will provide the link to Social Services staff to send out to the Apple Valley and Rosemount Police Department contacts.
- Completed: OPA will analyze data from the law enforcement survey and provide it to Social Services.
- For data identified as the Evaluator's responsibility in the Evaluation Plan (e.g. follow up criminal justice data), OPA will collect the data needed. An exception to this is the benefits calculation using change in frequency of hospitalizations, in which Coordinated Response staff collect data regarding the number of hospitalizations through interactions with clients. OPA will use that information as part of the program benefits calculation.
- OPA will, on a quarterly basis, extract the data from the database and provide a summary report to both the Social Services Department and the County Manager.

#### Excluded:

- This scoped project only encompasses the Coordinated Response services delivered in South St. Paul, West Saint Paul, Apple Valley and Rosemount. Evaluation of any other jurisdiction would be scoped as a separate project.
- OPA will not conduct any direct client interactions to collect data.
- OPA will not perform any data entry regarding client referrals, Coordinated Response services provided, or other information that is directly conveyed by Coordinated Response clients.
- OPA will not be involved in any operation of the pilot project.

### *Constraints*

The Coordinated Response pilot is currently in operation. It is funded through 2021, with funding decisions regarding 2022 likely occurring mid-2021. The implementation of the Evaluation Plan will be constrained by time and the data available at various decision points.

This project will also be constrained by the data provided. If not enough information is provided, OPA will be unable to provide a full report on the impact of the program, and its associated benefits and costs. If insufficient data is available to make these determinations, OPA would include that ascertainment in the quarterly and/or final report about the program.

### *Assumptions*

This project will be funded through at least mid-2021 to implement the projects and the evaluation plans.

### *Ultimate Project Goal*

The goal of the project is to provide analysis and summary information regarding the impact of the Coordinated Response pilot programs in West Saint Paul and South St. Paul, and Apple Valley and Rosemount

## **Process/Methodology/Resources (HOW)**

### *Guiding questions*

1. Who are the individuals being referred to the program?
2. What services are being provided to individuals?
3. To what extent does the program affect the collaboration and partnership between the police departments and Dakota County Social Services?
4. To what extent does the program affect 911 calls for those served?
5. To what extent does the program connect or re-connect individuals to Social Services?
6. To what extent does the program preempt future crises for the clients served?
7. To what extent does the program divert people from the criminal justice system?
8. What are the estimated costs and benefits resulting from the program? To whom do they accrue?

### *Methodology*

OPA has developed an Evaluation Plan, which is attached to the end of this document. The West Saint Paul and South St. Paul plan is attached; the Apple Valley and Rosemount Plan differs only slightly—in that EMS data cannot be obtained for that jurisdiction.

### *Requested resources (OPA)*

The Social Services Department requests staff time from OPA to analyze data and provide summary reports.

### *Department provided resources*

The Social Services Department will provide staff time to collect and record data identified as “CR staff” in the evaluation plan, and to discuss questions as they arise.



## **Project Team and Audience (WHO)**

### *Project Sponsors*

Matt Smith – County Manager

Evan Henspeter, Social Services Director

### *Team Members*

Emily Schug – Social Services Deputy Director

Kalyn Bassett – Social Services Program Coordinator/Mental Health Coordinator

Angela Lockhart – Social Services Integrated Services Delivery Coordinator

Lisa Melquist – OPA Management Analyst

Josh Hill – OPA Management Analyst

### *Audience (beyond Project Sponsor and Team Members)*

Dakota County Board of Commissioners

Dakota County Administration

Dakota County Community Services Administration

South Saint Paul Police Department

West Saint Paul Police Department

Apple Valley Police Department

Rosemount Police Department

Wilder Research

Minnesota Management & Budget (MMB)

Other local jurisdictions

### *Individuals who provided project review and approval*

Community Services and County Administration

**Timeline (WHEN)**

<b>Task</b>	<b>Staff</b>	<b>Timeline</b>
Revise law enforcement survey	OPA	February-March 2020
Create follow up client data collection tool	OPA	February-March 2020
Creation of Access database to track participant information and outcomes.	OPA/SS	February-March 2020
Import data of clients already served, to the extent possible – WSP/SSP only	OPA	April 2020
Training of SS staff in data tool	OPA/SS	WSP/SSP staff: April 2020. AV/Rosemount staff: July 2020
Data entry as clients are referred/served	SS	Ongoing
Monthly meetings to discuss progress and data	OPA/SS	April 2020 – June 2021
Quarterly data extraction, analysis and write summary data report of provided/available data	OPA	Quarterly, starting in July 2020. Data is pulled at the end of each quarter and analyzed the following month. Final data pull is for Q2 2021.
Revise law enforcement survey. Post to Qualtrics and provide link to Social Services to share with project partners	OPA	July/August 2020
Review and summarize law enforcement survey info to Social Services	OPA	September/October 2020
Review project timeline and deliverables. Amend, if needed.	OPA/SS	December 2020
Creation of data collection instrument to be mailed to individuals if cannot be reached by phone	OPA	December 2020
Provide technical Access support	OPA	April 2020 – June 2021, as requested by SS
Project closeout	OPA/SS	July 2021

(Sponsor signature line is on final page after the evaluation plan.)

# Coordinated Response (CR) Model Evaluation Plan

## Purpose and Goal(s)

Law enforcement officers are frequently called upon to respond to situations involving mental health crises. The Coordinated Response Model is a partnership created between the Dakota County Social Services Department and the Police Departments (PDs) of West St. Paul and South St. Paul to better coordinate services to people following 911 calls for mental health crises.

The goals of the Coordinated Response Model are to improve the collaboration between the police department partners and Social Services to connect individuals to appropriate mental health and community-based services and ensure quality interactions between the Coordinated Response team and persons being served. The intended result is an efficient use of mental health resources, client connection to Social Services, potential reduction in continued use of 9-1-1 for mental health related issues, and an effective system-wide response to mental health calls.

## Guiding Evaluation Questions

- 1) Who are the individuals being referred to the program?
- 2) What services are being provided to individuals?
- 3) To what extent does the program affect the collaboration and partnership between the police departments and Dakota County Social Services?
- 4) To what extent does the program affect 911 calls for those served?
- 5) To what extent does the program connect or re-connect individuals to Social Services?
- 6) To what extent does the program preempt future crises for the clients served?
- 7) To what extent does the program divert people from the criminal justice system?
- 8) What are the estimated costs and benefits resulting from the program? To whom do they accrue?

## Data Collection

Outcome Abbreviations: ST = Short-Term, MT = Mid-Term, LT = Long-Term. CR = Coordinated Response. LE = Law Enforcement. Note: Where mentioned below, the phrase “individuals who received general or individualized referrals” refers to individuals who meet with the Coordinated Response Mental Health professional either by phone or in person. For individuals who receive only a voicemail or letter and never interact with the Coordinated Response Mental Health professional, they are excluded for the data indicated.

Guiding Evaluation Question(s)	Outcome	Data for Outcome	Tool and Frequency	Contact
Who are the individuals being referred to the program?		Number of individuals referred, including the number who are referred more than once	Database – to be created by OPA	CR staff
		Referral Details (incident date; referral date; referral source; referral reason; call type; active crisis; case number from police report, if there is one; address, individual’s name and phone number; was CRU notified; transportation hold; arrest/jail; use of force; injuries during police interaction)	Referral Details: Collected in referral or during first meeting with client	CR Staff
		Demographic information (name, DOB, gender, homeless status)	Demographics: Referral and during the first client interaction	CR Staff
		Client Background (number of repeat referrals to CR; SSIS status; previous diagnoses, if any; # of ER visits and hospitalizations in previous six months; have a guardian or case manager)	Client Background: During the first client interaction (note: for referred clients who are not active in SSIS and refuse service, some of this information will likely not be available)	CR Staff

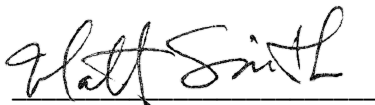
<b>Guiding Evaluation Question(s)</b>	<b>Outcome</b>	<b>Data for Outcome</b>	<b>Tool and Frequency</b>	<b>Contact</b>
What services are being provided to individuals?	(MT) Clients engage with resources available	Service information (date contact first attempted; methods of contact attempted and date(s); date began services for those who engage; interactions/services provided and dates; whether MH assessment is conducted and date; whether crisis plan is created and date; where referred to; date referred to other resources)	Service information: recorded as conducted, for both attempted and successful contacts	CR Staff
To what extent does the program affect the collaboration and partnership between the police departments and Dakota County Social Services?	(ST) LEOs have needed information to refer clients  (ST) Improved trust among LE stakeholders  (MT) LE partners are satisfied regarding system teamwork  (LT) Effective system-wide response to MH calls	Number of outreach activities conducted (date, type, location, & approximate # of individuals)  Survey of Law Enforcement Officers in partner cities (Questions: Do they have needed information to refer clients to the program? Do they now have more trust that the County is doing what is needed regarding MH calls? With the program in place, are they satisfied with the system cooperation and teamwork in response to MH calls? Do they feel more equipped to respond to MH calls?)	Outreach tracking spreadsheet, filled out as activities occur  LEO Survey: conducted at the beginning of evaluation plan implementation and once per year thereafter	CR Staff  LE Staff
To what extent does the program affect 911 calls for those served?	(MT) Preempt future client crises  (MT) Safety for first responders and clients	Follow up at 6 months for individuals who received general or individualized referrals: - 911 call count in the 6 months before referral and 6 months after contact achieved for clients who received general or individualized referrals  Number and percentage of referrals that involve the use of force	Provide a monthly list of clients to LE to look up the pre- and post-CR calls  Referral Information	LE Staff  CR Staff
To what extent does the program connect or re-connect individuals to Social Services?	(ST) Clients know about resources available  (ST) Existing Social Services clients re-connect to services  (MT) Clients engage with resources available  (MT) New clients connect to Social Services  (MT) Clients are satisfied with services provided	Follow up at 6 months for individuals who received general or individualized referrals: - Are clients who were not connected to SS at referral now connected? For clients who were connected to SS at referral, have they met with SS/service provider in the last 6 months?  Client survey or check in at six months following service for those who received general or individualized referrals (Questions: Do they have information about services that can help them? Have they followed through on referrals provided? Are they satisfied with the CR services they received? If you've had previous experiences with law enforcement, how did this compare? How has the CR program impacted you?)	SSIS – 6 months after services  Client survey/interaction at 6 months after receiving services	CR Staff  CR Staff

<b>Guiding Evaluation Question(s)</b>	<b>Outcome</b>	<b>Data for Outcome</b>	<b>Tool and Frequency</b>	<b>Contact</b>
To what extent does the program preempt future crises for the clients served?	<p>(MT) Preempt future client crises</p> <p>(LT) Individuals with MH receive needed services</p> <p>(LT) Divert clients from unnecessary emergency department use</p>	<p>Client survey or check in at six months following service for those who received general or individualized referrals (Question: What led to the initial referral? Are they more able to cope or reach out to resources to help with the situation, besides 911? What would have happened if they were not referred to the Coordinated Response program? Have you been to the ER or hospitalized since receiving Coordinated Response services? If so, how many times in the last six months?)</p> <p>Follow up at 6 months for individuals who received general or individualized referrals:<sup>1</sup></p> <ul style="list-style-type: none"> <li>- South Metro EMS data check to see: <ul style="list-style-type: none"> <li>- Number of EMS transports to hospitals in the six months preceding CR referral</li> <li>- Number of EMS transports to hospitals in the six months following CR referral</li> </ul> </li> </ul>	<p>Client survey/interaction at 6 months after receiving services</p> <p>South Metro EMS data check six months after CR service, de-identified data provided to Evaluator</p>	<p>CR Staff</p> <p>LE</p>
To what extent does the program divert people from the criminal justice system?	(LT) Divert clients from criminal justice system	<p>Follow up at 6 months for individuals who received general or individualized referrals:</p> <ul style="list-style-type: none"> <li>- MNCIS/MPA/BCA check to see: <ul style="list-style-type: none"> <li>- Whether the client had any cases filed against him/her in the six months preceding CR referral (excluding petty misdemeanors)</li> <li>- if there have been new cases filed since date started CR service and if so, number of cases filed (excluding petty misdemeanors)</li> </ul> </li> </ul>	MN Court Information System (MNCIS)/MN Public Access (MPA)/MN Bureau of Criminal Apprehension (BCA) check six months after CR service	CR Staff or Evaluator

<sup>1</sup> EMS data is included in the West Saint Paul and South St. Paul Plan as it is available via South Metro Fire; EMS data is not included in the Apple Valley and Rosemount Plan as it is not available for that jurisdiction.

What are the estimated costs and benefits resulting from the program? To whom do they accrue?	(LT) Efficient use of MH system resources	Change of estimated cost in hospitalizations (average cost per hospitalization times estimated change in frequency for those served)	Average cost per hospitalization for psychoses for 2018 (or later) administrative claims data. Change in estimated frequency: follow up client survey/interaction of # of hospitalizations in 6 months after service compared to 6 months before referral.	Evaluator
		Change in estimated criminal justice costs (estimated average cost per jail stay times estimated change based on MNCIS/MPA/BCA data)	Estimated average cost per case times change in case frequency (number of cases filed in 6 months after service compared to 6 months before referral)	Evaluator
		Estimated cost to deliver program	Estimated budget to pay for CR staff	CR staff

Coordinated Response Evaluation Project approved by:



[Signature Line for Project Sponsor]  
Matt Smith – County Manager

Date: January 27, 2021

\_\_\_\_\_  
[Signature Line for Project Sponsor]  
Evan Henspeter – Social Services Director

Date: \_\_\_\_\_

4.Minnesota's Coordinated Response Models 2.8.21 Updated

Police Department(s)	SS/Mental Health Partner(s)	Year Established	Funding Model	Newsworthy	Staffing Model
South St. Paul, West St. Paul  Apple Valley, Rosemount	Dakota County	1/1/2019 (SSP and WSP) 7/2020 (AV) 8/2020 (RSMT)	<b>Year One (SSP/WSP):</b> Funds available from an East Metro Mental Health Collaborative project for Social Services position.  <b>Year Two+ (Pilot Expansion):</b> County Funded for 2 Social Services positions.	<a href="https://kstp.com/news/pilot-program-by-2-metro-police-departments-works-to-better-help-people-with-mental-health-needs-saint-paul-dakota-county/5460162/">https://kstp.com/news/pilot-program-by-2-metro-police-departments-works-to-better-help-people-with-mental-health-needs-saint-paul-dakota-county/5460162/</a>	1 FTE Community Engagement Officer in each department  2 FTE Mental Health Professional (shared between 4 departments)
Hastings	Dakota County	7/1/2019 (Hastings)	County funded for Social Services position (re-purposed existing position 8 hours/week)		1 general duty patrol officer and 2 Sergeants designated to take referrals from 1 Commander.  1 Social Services Coordinator (apprx 8 hrs/week)
Burnsville	TBD	2020	Replied to 2019 Dakota County LOI. Launched with PD team with goal of dedicated SW resource.	<a href="https://news.yahoo.com/burnsville-police-announce-unit-launch-042427804.html">https://news.yahoo.com/burnsville-police-announce-unit-launch-042427804.html</a>	Liaison from Dakota County Crisis team.
Eagan	Life Development Resources	2020	Replied to 2019 Dakota County LOI.		Working with private mental health agency on follow-ups.
Lakeville	Life Development Resources	2004			Working with private mental health agency on follow-ups.
IGH					EMS partnership developing.
Minneapolis	Hennepin County Behavioral Health Division (new County department as of 2/1/21, previously in Public Health)	2017	City and County funded.	<a href="https://www.minneapolismn.gov/government/programs-initiatives/community-safety/focus-areas/alternatives-police-response/">https://www.minneapolismn.gov/government/programs-initiatives/community-safety/focus-areas/alternatives-police-response/</a>	Co-responder model with 5 teams (1 team in each of Minneapolis' 5 precincts) consisting of 1 mental health professional and 1 designated officer.

## 4.Minnesota's Coordinated Response Models 2.8.21 Updated

St. Louis Park, Hopkins, Bloomington, Brooklyn Park, Minnetonka, Richfield, and Plymouth	Hennepin County	2019	60% of funding for social worker is from the police department and 40% is county funded. The departments that share a worker each fund 30%.	<a href="https://www.kare11.com/article/news/local/plymouth-and-minnetonka-pd-launch-mental-health-pilot-program/89-086cfc5a4c3-4977-928c-7451f60e6e19">https://www.kare11.com/article/news/local/plymouth-and-minnetonka-pd-launch-mental-health-pilot-program/89-086cfc5a4c3-4977-928c-7451f60e6e19</a>	4 social workers are embedded across 7 departments. Each department has different members involved- some only have one dedicated officer, other departments have multiple reps.
Duluth	<ul style="list-style-type: none"> <li>•St. Louis County</li> <li>•Center for Alcohol and Drug Treatment</li> </ul>	2015	<p>Year One: Innovation Grant for SLC Social Services position</p> <p>Current: County Funded for SLC Social Services position, MN Dept of Public Safety since 2018 to help offset costs. Received renewal grant in 2020 for \$200K. CADT SW position funded by Regional money, DPD officers (1 DPD, 1 Dept of Justice Grant)</p>	<a href="https://www.duluthnewtribune.com/news/crime-and-courts/4930051-Duluth-police-awarded-grant-to-fund-mental-health-officer">https://www.duluthnewtribune.com/news/crime-and-courts/4930051-Duluth-police-awarded-grant-to-fund-mental-health-officer</a> <a href="https://www.fox21online.com/2020/07/23/duluth-mayor-police-chief-talk-defund-the-police-movement/">https://www.fox21online.com/2020/07/23/duluth-mayor-police-chief-talk-defund-the-police-movement/</a>	Uses co-responder model to respond to crisis during the 911 call. The unit is made up of two police officers and two social workers—one from St. Louis County and the other from the Center for Alcohol and Drug Treatment.
Rochester  Olmsted County Sheriff	Olmsted County	Mar-18	County funded for Social Services position. Police departments share cost with social services for the equipment and office space. Their Board voted in July 2020 to expand the program from one to four community outreach workers, which may be social workers, probation officers, or other county employees (they are shuffling existing employees to fill the new positions).	<a href="https://www.postbulletin.com/news/government-and-politics/6540370-County-may-send-more-social-workers-with-police">https://www.postbulletin.com/news/government-and-politics/6540370-County-may-send-more-social-workers-with-police</a> <a href="https://www.medcitybeat.com/news-blog/2020/olmsted-county-adding-outreach-workers">https://www.medcitybeat.com/news-blog/2020/olmsted-county-adding-outreach-workers</a>	<p>1 law enforcement liaison from each department (also oversee their department's CIT program)</p> <p>1 FTE Licensed Professional Clinical Counselor (shared between departments)</p>
St. Paul	•Ramsey County	Mar-18	Grant funded (DOJ), foundation money,		The COAST Unit consists of



4. Minnesota's Coordinated Response Models 2.8.21 Updated

	•People Inc		donated time and staff through community agencies. SW staffing time covered by People Inc and Regions.	<a href="https://www.twincities.com/2018/08/01/embedded-social-worker-working-with-st-paul-police-mental-health-unit-with-a-second-starting-soon/">https://www.twincities.com/2018/08/01/embedded-social-worker-working-with-st-paul-police-mental-health-unit-with-a-second-starting-soon/</a> ; <a href="https://www.twincities.com/2021/01/07/on-a-bus-its-now-a-mobile-office-for-mental-health-assessments-and-more-in-st-paul/">https://www.twincities.com/2021/01/07/on-a-bus-its-now-a-mobile-office-for-mental-health-assessments-and-more-in-st-paul/</a>	the Mental Health Resource Team, the Recovery Access Program, and the Police Homeless Outreach Program. 1 Sgt, 6 officers, and two social workers. One SW is an employee of People Inc, the other is an employee of Regions.
Roseville, White Bear Lake, Mounds View, New Brighton, and St. Anthony	Northeast Youth and Family Services	2019	City funded	<a href="https://www.startribune.com/st-paul-police-join-with-ramsey-county-to-expand-mental-health-team/557807282/">https://www.startribune.com/st-paul-police-join-with-ramsey-county-to-expand-mental-health-team/557807282/</a>	Chiefs of Police/designee send referrals to the designated Community Case Manager
St. Cloud, Waite Park	Stearns County Human Services, Stearns County Community Corrections, CentraCare Health Systems, Central MN Mental Health Center	2018	Stearns County Housing and Supports grant employs two of the Stearns County Human Services staff. County funded for one additional social worker.	<a href="https://www.sctimes.com/story/news/local/2020/07/24/st-cloud-police-mental-health-pairing-provides-collaborative-care-stearns-county-minnesota-policing/5472319002/">https://www.sctimes.com/story/news/local/2020/07/24/st-cloud-police-mental-health-pairing-provides-collaborative-care-stearns-county-minnesota-policing/5472319002/</a>	Stearns County outreach social worker or CentraCare outreach nurse takes the lead and coordinates with the other Community Action Team members as relevant to the client.  On deck for 2020: SCPD is in process of hiring a MHP to pair with a designated officer.
Woodbury, IGH, Cottage Grove	Washington	2020	County funded via existing CRU staff.		Existing CRU model, LE agencies are proactively utilizing them more often. Immediate post-crisis follow up. Moving towards Coordinated Response (modeled after Dakota Co).
Scott Co Sheriff's Office	Scott Co	2020			
Coon Rapids, Blaine (launching in March)	People Inc. /Family Life Center, Coon Rapids PD	2020	Anoka County AMHI grant, People, Inc., Allina, Health Partners, PDs		1 clinician from the Family Life CCBHC embedded with two PDs

# DCC Board Cost Share Proposal

# DCC Financing Task Force Background and Summary



(This is a summary of the background drawn from DCC Board materials:)

The DCC operates under a joint powers agreement (JPA) that was established in 2005, arising from a 2004 High Performance Partnerships (HiPP) project that identified the need for a centralized public safety answering point (PSAP) and 911 dispatch center. The HiPP project was a joint study by the cities and Dakota County (County). The development of the DCC was structured around several core benefits that were shaped from the HiPP report (reduced costs, availability to all jurisdictions and opportunities for future service enhancements) and collaborative discussions of the Dakota County Board of Commissioners with the 800 MHz Policy Working Group. The DCC Board of Directors (DCCB) serves as the governing body with representation from each of the 12 jurisdictions. The DCCB is supported by the Executive Committee, which is comprised of city administrators/managers and the County Manager as well as a Joint Operations Committee (fire and police agency representatives). Prior to formation of the DCC, six PSAPs operated in the County (five owned and operated by cities). Cities without their own PSAP contracted for services from cities or the County.

In February 2019, the Executive Committee formed a work group to re-examine potential governance changes. The work group developed a resolution that was recommended and adopted by the DCCB on May 16, 2019. The County received a letter and DCC Resolution from the DCCB asking the County Board of Commissioners to “consider assuming ownership and management duties of the DCC” and “that this matter be publicly discussed by the Dakota County Board of Commissioners”. At the August 6, 2019 General Government and Policy Committee meeting the Dakota County Board of Commissioners considered the proposal and declined to support the proposed resolution and asked for further discussion.

In response to the feedback of the Board of Commissioners, the Executive Committee formed a Financial Funding Task Force consisting of DCC board members, members of the Dakota County Board of Commissioners (Slavik and Holberg), Executive Committee members, fire and law enforcement representation, and the DCC Executive Director. The task force considered multiple funding models and developed draft recommendations (attached later in this packet) to the DCCB on August 20, 2020. The DCCB directed members of the Executive Committee to bring the draft recommendations to member entities for consideration and comments.

The draft recommendation presented by the Financial Funding Task Force recommends that the DCC allocate between 50 and 100 percent of fixed costs of the DCC Budget to Dakota County while maintaining the current cost allocation formula based on three-year average CAD events to each party in the joint powers agreement beginning in the 2022 budget cycle. The non-member small cities’ and townships’ would receive an appropriate DCC budget cost allocation.

## Estimated Budget and Levy Impact of DCC Cost-share Proposal

February 16, 2021

		Current formula and projections		DCC Modified cost-share proposal					
Year		Dakota County share of allocated cost (reflects police service calls in Sheriff service area, plus CFP) 1		DCC Fixed Cost (total)-GF & CPF	County levy for DCC	Additional cost to phase-in fixed costs	Projected county levy for DCC 3	Projected annual levy increase	Annual % on total levy ('21 base)
baseline:	2021	\$	681,379	2	\$ 1,989,843	\$ 696,056	0		
forecast:					Five year phase-in to add 100% of fixed cost:				
	2022	\$	691,350		\$ 1,797,457	\$ 283,291	\$ 974,641	\$ 278,585	0.2%
	2023	\$	698,263		\$ 1,360,886	\$ 566,582	\$ 1,264,845	\$ 290,203	0.2%
	2024	\$	705,246		\$ 1,399,388	\$ 849,873	\$ 1,555,119	\$ 290,274	0.2%
	2025	\$	712,299		\$ 1,438,660	\$ 1,133,164	\$ 1,845,463	\$ 290,343	0.2%
	2026	\$	733,668		\$ 1,479,058	\$ 1,416,455	\$ 2,150,123	\$ 304,660	0.2%

Under the DCC proposal, the County's net cost to support DCC would increase by approximately \$1.4 million by 2026.

The other JPA members (the cities) would see their DCC contributions fall by the same total amount, in proportion to the DCC allocation formula based on calls for service.

### Notes on the data and projections:

1. Data for all years include the annual Capital Project Fund contribution. The DCC Board eliminated the 2021 Capital Project Fund contribution. The DCC Board will need to discuss future CPF contributions for future budgets. Based on discussions to date it appears likely the 2022-2025 CPF contributions will be eliminated, as well. For the purposes of analysis the more conservative figures (including CPF) are shown. If the CFP is eliminated in future years the County cost shares will be lower (but there will be less funds available for capital expenses after 2026).

2. DCC members received a one-time credit in 2021. Dakota County's share was \$28,695. This credit is not reflected in the 2021 numbers above.

3. The County net cost to assume 100% of fixed includes an offset for the portion of fixed costs (about 7.5%) that the County now pays based on the current cost allocation formula. Figures shown here reflect that adjustment.

To: DCC Board of Directors

From: DCC Financial Funding Task Force

CC: Tom Folie, Executive Director

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## RECOMMENDATION

Allocate [50%-100%] “Fixed Costs” of DCC Budget to Dakota County while *maintaining current three year rolling average CAD event cost allocation to remaining “Variable Costs”* to each party in the Joint Powers Agreement beginning in the 2022 budget cycle. The nonmember small cities’ and townships’ would receive an appropriate DCC budget cost allocation.

### Basis of Support

- DCC is a county-wide physical asset existing regardless of County size or call volume.
- DCC provides a service, measurable as a CAD event, similar to a utility charge for members.
- DCC fiscal agent (City of Lakeville) conducted an analysis of the current annual budget with a draft categorization of “Fixed” or “Variable” cost identifying 21% of fixed costs, totaling \$1,997,043. *Exhibit 1*
- Fixed Costs provides the County the best opportunity at this time to increase its contribution as an acknowledgement that the DCC is a County-wide physical asset.
- Membership fee scenario at County paid [50%-100%] of “Fixed Costs” results in a [11.4%-22.8%] reduction in city fees. *Exhibit 2*
- A 2021 Budget implementation, while possible, was considered burdensome to County budget goals and staff to fully absorb [ 50%-100% \$1,997,043]. The 2022 Budget [or phased timing] appears to be more obtainable.

### Investigation and Other Possible Recommendation Discussion

1. Maintain current funding allocation. (Not supported)
  - a. Recognition the DCC is a county-wide physical asset and an adjustment is reasonable.
  - b. Establishment of the Financial Funding Task Force to provide a recommendation change.
2. Move current DCC budget and operation to County. (Not supported)
  - a. General belief cities would support but County Board does not support full budget impacts and operations.
  - b. Phased transition plan available (Executive Committee recommendation)
    - i. Three year transition option available
    - ii. Five year transition option available
  - c. Investigated multiple funding arrangements.
    - i. Property valuation assessment to county residents-similar to County run PSAPs
    - ii. Public Service Levy – See # 3 below for additional findings
3. Public Service Levy by County (funding of County costs, not full operation - Open)
  - a. Funding of County allocated costs-open for County to pursue on its own.
  - b. Requires State Legislation
    - i. Current use by Anoka County is for a fixed time and specific equipment

- ii. Dakota County request could be for ongoing operational and capital expense
- 4. Public Service Levy by County Hybrid (DCC budget and operation to County - Open)
  - a. Option I Funding of all DCC costs
    - i. Requires State Legislation
    - ii. Open to County to pursue with member city agreement
  - b. Option II Funding of County costs with member city fee to County
    - i. Requires State Legislation
    - ii. Open to County to pursue with member city agreement funding
- 5. Member Fee Allocation – Call Volume Formula alternatives (Not Supported)
  - a. DCC location analysis indicated CAD event distribution Exhibit 3
    - i. 58% Other-Public building, traffic stops, parks
    - ii. 28% Residential
    - iii. 14% Business
    - iv. Other allocation able to be assigned to members by GIS location or CAD Events.
  - b. Tax Capacity Exhibit 2
    - i. 2019 Taxation information for members
    - ii. Reallocation based on working copy of proposed 2021 budget
    - iii. Not tied to CAD events
  - c. Population Exhibit 2
    - i. 2018 estimate information for members.
    - ii. Reallocation based on working copy of proposed 2021 budget
    - iii. Head count allocation, slants toward residential over business
    - iv. True up of counts occurs with census every 10 years

## **Acknowledgement**

The Financial Funding Task Force acknowledges and appreciates the information, efforts and assistance from the County's Office of Performance and Analysis, Dakota County GIS, DCC Fiscal Agent-City of Lakeville, Chief Bill Messerich and the DCC staff including Executive Director Tom Folie.

### **The DCC Funding Task Force**

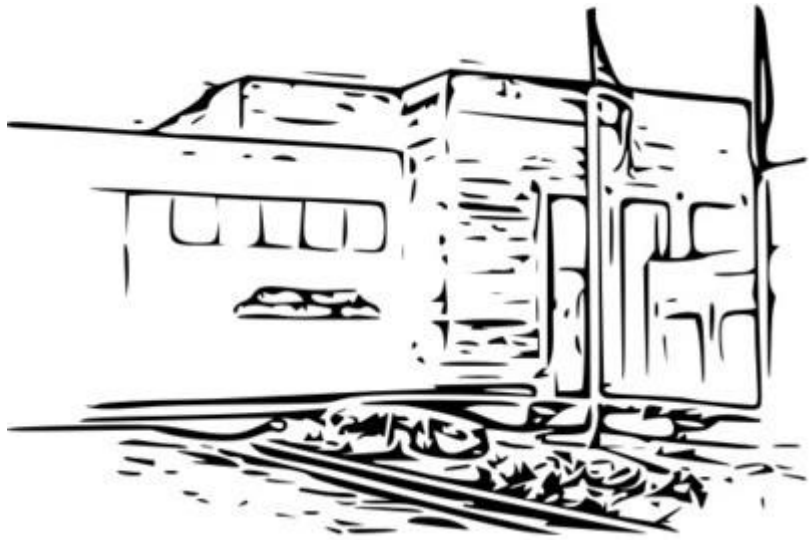
- Commissioner Mike Slavik (County Board)
- Commissioner Mary Liz Holberg (County Board)
- George Tourville, Inver Grove Heights (DCC Board)
- Jeff Weisensel, Rosemount (DCC Board)
- Michelle Volk, Lakeville (DCC Board)
- Logan Martin, Rosemount (DCC Exec Comm.)
- Matt Smith, Dakota County (DCC Exec Comm.)
- Justin Miller, Lakeville (DCC Exec Comm.)
- Sheriff Tim Leslie (Law & Fire Ops)
- Chief Bill Messerich (Law & Fire Ops)
- Chief Justin Elvestad (Law & Fire Ops)

Capital Improvement Plan															
Ten Year Plan															
Item	Actual 2018	Actual 2019	2020 Adopted	2020 Estimate	2021 Adopted	2022 Estimate	2023 Estimate	2024 Estimate	2025 Estimate	2026 Estimate	2027 Estimate	2028 Estimate	2029 Estimate	2030 Estimate	
Revenues															
Member assessment	394,700	394,700	394,700	394,700	394,700	-	-	-	-	-	-	-	-	-	
Dakota County Funding											5,022,650	765,000	34,000	-	
Sale of Assets	1,572	4,200	-	-	-	-	-	-	-	-	-	-	-	-	
Debt															
Interest on Investments	28,741	32,208	12,700	24,700	31,100	32,500	33,000	30,400	23,400	19,400	19,700	20,100	20,400	20,800	
Total revenues	425,013	431,108	407,400	419,400	425,800	32,500	33,000	30,400	23,400	19,400	5,042,350	785,100	54,400	20,800	
Expenditures															
CAD Equipment:															
CAD Replacement -LOGIS	-		-	-	-	-	-	-	-	-	3,000,000	-	-	-	3,000,000
CAD Replacement - LOGIS (refund)															
CAD PCs and Monitors	20,309	18,183	24,000	24,000	24,000	24,000	24,000	24,000	24,000	24,000	24,000	25,000	25,000	25,000	267,000
Video Display Panels	-		-	-	-	-	-	-	-	-	-	-	-	-	-
CAD Backup Laptops (12)	-	15,828	-	-	-	-	-	24,000	-	-	-	-	24,000	-	48,000
CAD Integration to TriTech	-		-	-	-	-	-	-	-	-	-	-	-	-	-
Dispatching:															
23 Dispatch Radio Consoles	-		-	-	-	-	-	-	-	-	1,897,650	-	-	-	1,897,650
Logging telephone/Radio recorder								342,000	-	-	-	350,000	-	-	692,000
Fire Alerting Control System	567,103	7,460	-	-	-	-	-	-	-	-	-	-	-	-	-
23 Dispatch Work Stations	3,985		-	-	-	-	-	-	-	-	-	325,000	-	-	325,000
Dispatch Chairs	-		-	-	-	-	29,000	-	-	-	-	-	-	-	29,000
Touch Screen Monitors 23	-		-	-	-	24,000	-	-	-	-	24,000	-	-	-	48,000
Dispatch Desktop Radios (2)	-		-	-	-	-	-	-	-	-	9,000	-	-	-	9,000
Emergency Fire Dispatching	-	54,400	-	38,400	-	-	-	-	-	-	-	-	-	-	38,400
Data Display Wall	-		230,000	200,000	-	-	-	-	-	-	125,000	-	-	-	325,000
Telephone Systems:															
E911 Telephone Backbone system	-		-	-	-	-	-	-	500,000	-	-	-	-	-	500,000
Text-to-911	31,337		-	-	-	-	-	-	-	-	-	-	-	-	-
Abandonment Device Switch (Centurylink)		13,800	-	-	-	-	-	-	-	-	-	-	-	-	-
Antenna/Radios:															
Radios - handheld-desktop control	-		-	-	-	-	-	-	-	-	-	90,000	-	-	90,000
RAD	-		5,000	5,000	-	-	-	-	-	-	-	-	10,000	-	15,000
Antenna Replacements	-	7,172	-	-	-	-	-	-	-	-	-	-	-	-	-
Antenna Upgrades	-		-	-	-	-	-	-	-	-	-	-	-	-	-
VHF Welch Site	-		-	-	-	-	-	-	-	-	-	-	-	-	-
Information Technology:															
Cisco 3750 series switch (3)	-	26,087	-	-	-	-	-	20,000	-	-	-	-	21,000	-	41,000
Cisco ASA 5520 (2) Firewall	-	625	-	-	-	-	-	12,000	-	-	-	-	12,900	-	24,900
WiFi Devices and Controller	-	781	-	-	-	-	-	3,000	-	-	-	-	3,100	-	6,100
Exchange & File Servers	-	10,435	-	-	-	-	-	-	-	-	-	-	-	-	-
Fiber expansion	-		-	-	-	-	-	-	-	-	-	-	-	-	-
Servers for Active Directory & Exchange	2,235		-	-	-	11,000	-	-	-	11,000	-	-	-	-	22,000
NEW - Scanner for Laserfiche					5,500										5,500
Administrative:															
Supervisory Office Desktop PCs (4)	1,869	4,080	2,000	2,000	2,000	6,000	-	2,000	6,000	-	2,000	6,000	-	-	26,000
Tech support Laptop PCs (2)	3,737		-	-	4,000	-	-	4,000	-	-	4,000	-	-	-	12,000
Admin Area Laptop/PCs (3)	7,323		-	-	7,500	-	-	7,500	-	-	7,500	-	-	-	22,500
Admin Area Phones	3,456	836	1,000	1,000	-	-	-	-	-	-	-	-	20,000	-	21,000
Building Furniture/Other:															
Training Room Tables (20 & Chairs (40)	8,109		-	-	-	-	-	-	-	-	25,000	-	-	-	25,000
Training Room Chairs (40)	-		-	-	-	-	-	-	-	-	-	-	-	-	-
Exercise Equipment- 5 pieces	-	2,500	-	-	-	2,500	-	-	3,000	-	-	-	3,000	-	8,500
Training room projector-ceiling mount	-		-	-	-	-	-	-	-	-	-	-	-	-	-
Breakroom Furniture - New (4 tables/16 chrs)	-		-	-	-	-	8,000	-	-	-	-	-	-	-	8,000
Office Furniture					21,000										21,000
Lobby Furniture - (4 chairs)	-		-	-	-	-	6,000	-	-	-	-	-	-	-	6,000
Conference tables, Glass Covers & Chairs	-		-	-	4,500	-	5,000	-	-	-	-	-	-	-	9,500
Workstations	-	381,153													
Items moved to GF as Variable Costs						(67,500)	(72,000)	(72,500)	(33,000)	(35,000)	(95,500)	(31,000)	(85,000)	(25,000)	(591,000)
Debt Repayment	-	-	-	-	-	-	-	-	-	-					-
Total expenditures	649,463	543,340	262,000	270,400	68,500	-	-	366,000	500,000	-	5,022,650	765,000	34,000	-	8,581,990
Net increase or (decrease)	(224,450)	(112,232)	145,400	149,000	357,300	32,500	33,000	(335,600)	(476,600)	19,400	19,700	20,100	20,400	20,800	447,386
Fund Balance, January 1	1,685,018	1,460,568	1,017,918	1,348,336	1,497,336	1,854,636	1,887,136	1,920,136	1,584,536	1,107,936	1,127,336	1,147,036	1,167,136	1,187,536	22,207,414
Fund Balance December 31	1,460,568	1,348,336	1,163,318	1,497,336	1,854,636	1,887,136	1,920,136	1,584,536	1,107,936	1,127,336	1,147,036	1,167,136	1,187,536	1,208,336	22,654,800
		-													

# Sheriff Patrol Services



# Sheriff's Office Patrol Division Staffing Study



January 2020

OFFICE OF PERFORMANCE AND ANALYSIS



## EXECUTIVE SUMMARY

For approximately three decades, the Sheriff's Office Patrol Unit has operated with eighteen licensed deputies. During that time, the population of Dakota County has increased by more than 50 percent. The majority of that growth has occurred in the urban areas of the County. However, rural areas—those where the Sheriff's Office is the primary law enforcement agency—have also grown by 22 percent, or approximately 3,300 residents.

In recent years, the Sheriff's Office has experienced staffing challenges to maintain minimum staffing of at least two deputies during each shift. Three deputies are scheduled per shift—with the exception of Wednesdays, when six deputies are scheduled per shift to increase availability for training. There are three shifts per day:

- Days (6 a.m. to 4 p.m.),
- Afternoons (4 p.m. to 2 a.m.), and
- Midnights (8 p.m. to 6 a.m.).

Using three years of payroll shift data, OPA used the Shift Relief Factor staffing model, which is widely used in law enforcement and similar shift-based professions, to determine whether the current complement of eighteen deputies is adequate for the Patrol Division. This Shift Relief Factor calculation included an analysis of flex time off, comp time used, leave/light duty, and time spent training or otherwise occupied. The results indicate that the Sheriff's Office needs four additional deputies, for a total to twenty-two, to compensate for non-patrol time.

Furthermore, OPA analyzed 2018 call activity to understand the distribution of calls throughout the week as an indication of workload. That data indicates that calls—especially traffic stops—are most frequent during the evening hours (5 p.m. to 2 a.m.) on Wednesdays, Fridays, and Saturdays.

Dispositions of all calls, including traffic stops were examined for day and time as calls involving an arrest are more likely to be time-consuming than other types of calls. Arrests involve one deputy transporting the arrestee to the jail in Hastings, booking the person into the jail, and driving back to their post—a process that can take several hours. In 2018, 51 percent of the calls that ended in an arrest occurred between the hours of 8:00 p.m. to 2:00 a.m.

One contributing factor for the increased activity from 8 p.m. to 2 a.m. is that the afternoon and midnight shifts overlap during these exact hours, which may allow for more proactive policing activities. Even if this plays a role, arrests are more likely during these hours, which affect coverage for the other deputies on duty while the arresting deputy conducts the transportation and follow-up activities. Furthermore, arrests can be an extremely dangerous time for the arresting deputy and back-up is always preferable, but requires enough available staff to do so.

Taking the Shift Relief Factor and 2018 call data into account, data supports the Sheriff's Office hiring four new deputies into the Patrol Division, bringing the total to twenty-two deputies. Specific options about shift coverage and prioritization for these four potential new deputies, using the analyzed data and considering distribution across shifts to reduce minimum staffing, can be found in the Recommendations section on page 5 of this report.

## RECOMMENDATIONS

Based on data collected, which included an analysis of 2018 call activity and three years of shift data, the Dakota County Sheriff's Office Patrol Division needs four additional deputies beyond the current roster of 18 to provide full coverage for the Patrol workload.

As discussed in this report, calls for service, traffic stops and arrests are more heavily concentrated during the evening hours than at other times of day. Additionally, as a whole Wednesdays, Fridays and Saturdays have a heavier percentage of the workload as compared to other days, especially pertaining to traffic stops.

OPA offers three shift options for consideration, which may enable the additional four positions to increase staffing during the busiest workload times and examine workload from different perspectives. The positions within each conceptual option are ranked in order of priority in the event that the Sheriff's Office hires fewer than four new deputies.

The first option keeps the current shift structure, but as there would not be enough people to add another person to all current shifts (six would be needed to achieve that), priority is given to the days and times that have the most activity:

- Option 1:
  1. Team 1 afternoons (4 p.m. to 2 a.m.) – Wednesdays through Fridays and every other weekend,
  2. Team 2 afternoons (4 p.m. to 2 a.m.) – Mondays through Wednesdays and every other (opposite) weekend,
  3. Team 1 midnights (8 p.m. to 6 a.m.) – Wednesdays through Fridays and every other weekend, and
  4. Team 2 midnights (8 p.m. to 6 a.m.) – Mondays through Wednesdays and every other (opposite) weekend.

The second option utilizes the first two positions to augment existing staffing on the afternoon shifts, as that is when a bulk of Patrol activity occurs. However, the afternoon shift already overlaps six hours with the midnight shift and day shifts have no overlap. Positions three and four below would offer some overlap with the day shift to increase coverage to reduce the frequency of minimum staffing during the day shift in the event of flex usage, training, etc. It also offers a different option regarding a consistent set of days worked each week—4 on and 3 off, with having one weekend day off per week and having all staff scheduled for Wednesdays for training, if needed.

- Option 2:
  1. Afternoons Wednesdays through Saturdays (4 p.m. to 2 a.m.),
  2. Afternoons Sundays through Wednesdays (4 p.m. to 2 a.m.),
  3. 12 p.m. to 8 p.m. Wednesdays through Saturdays, and
  4. 12 p.m. to 8 p.m. Sundays through Wednesdays.

The third option is based on the distribution of calls, excluding self-initiated calls. The majority of the workload in 2018 was the result of calls such as traffic stops, which are self-initiated by deputies. When excluding traffic stops and other self-initiated activities, a slightly different picture emerges. External calls for service are still more

concentrated during each evening hour. However, the day shift could benefit from additional coverage, particularly since that shift does not have any double-coverage times whereas the afternoon and evening shifts overlap from 8 p.m. to 2 a.m. The third option provides additional coverage to the day shift.

- Option 3:
  1. Team 2 days (6 a.m. to 4 p.m.) – Mondays through Wednesdays and every other (opposite) weekend.
  2. Team 1 days (6 a.m. to 4 p.m.) – Wednesdays through Fridays and every other weekend,
  3. Team 2 afternoons (4 p.m. to 2 a.m.) – Mondays through Wednesdays and every other weekend, and
  4. Team 1 afternoons (4 p.m. to 2 a.m.) – Wednesdays through Fridays and every other (opposite) weekend.

# Levy Implications of Staffing Study Recommendations



2022 LEVY IMPACT		2022 LEVY IMPACT	NOTES
2021 Budgeted Patrol Deputy	1.0	\$ 46,474	\$46,474 of this position was funded with Fund Balance in 2021.
New Patrol Deputy	1.0	\$ 103,275	
New Patrol Deputy	1.0	\$ 103,275	
New Patrol Deputy	1.0	\$ 103,275	
Total 2022 Levy Impact	4.0	\$ 356,299	

\*\*The additional 3 FTEs would have capital costs of \$66,450/FTE (\$199,350 total cost) for squad and equipment. These capital costs would be covered by fund balance.

# Overall Budget and Levy Implications

## Local Public Safety Partnerships: Summary of Potential Fiscal and Levy Impacts

February 16, 2021

### A. Current partnerships and County levy impacts:

	2021 Adopted Budget - Funding Sources				
	County Contribution Paid through Departmental Budgets for Services	Use of County Fund Balance	Contribution from Cities and Townships	Other - Revenues (State, Federal, Local, etc.)	County-wide Levy
CJN-Operations	\$ 20,064	\$ 22,387	\$ 412,081		\$ 472,642
Co-Response		\$ 223,338			
DCC					\$ 696,056
Sheriff Patrol		\$ 46,474		\$ 52,000	\$ 3,220,961
<b>Total</b>	<b>\$ 20,064</b>	<b>\$ 292,199</b>	<b>\$ 412,081</b>	<b>\$ 52,000</b>	<b>\$ 4,389,659</b>

### B. Potential changes and projected County levy impacts (within up to 5 years)

	County Contribution Paid through Departmental Budgets for Services	Additional Use of County Fund Balance	Contribution from Cities and Townships	Other - Revenues (State, Federal, Local, etc.)	Potential new total County-wide levy	County-wide Levy: Potential change
CJN converted to JPO		\$ 2,363,210	NA	NA	\$ -	\$ (472,642)
Co-Response		TBD	TBD	TBD	TBD	TBD
DCC: County pay 100% fixed costs*					\$ 2,112,511	\$ 1,416,455
Sheriff Patrol: Add up to 3 deputies*					\$ 3,577,260	\$ 356,299
<b>Total</b>		<b>\$ 2,363,210</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 5,689,771</b>	<b>\$ 1,300,112</b>

\* Some portion of these costs could potentially be offset by use of a subordinate service district, if authority is granted by the Legislature.

# Subordinate Service District Mechanics & Tax Levy Implications



## **2021 Board Legislative Priority**

Public safety in the county is provided by several different agencies. City police departments serve most incorporated areas, and the sheriff's office operates the jail and provides patrol services in the townships and small cities in rural portion of the county. Costs for the sheriff's office services are now paid for by property taxes levied countywide — meaning that residents of cities are double taxed, for their city police department and for sheriff's office patrol in rural areas. Residents of townships and small cities pay only a small fraction of the actual cost of public safety services received. Rural officials have indicated a willingness to cover a greater percentage of public safety costs in order to increase service levels, but the mechanism to accomplish this — a subordinate service taxing district — is now only available by law to Greater Minnesota counties.

## **Action**

Provide statutory authority to create subordinate service districts by adoption of resolution, thereby amending MN Stats § 375B.04 and 375B.05 and removing the metropolitan county exclusion.

## **Background**

[MN Statute 375B](#) allows for the creation of a Subordinate Service District (compact and contiguous), within a county district authority, for the purpose of providing and financing various government services. The statute, however, exempts metropolitan counties. Dakota County would support legislation to allow for the county to levy only upon specific benefiting municipalities or boundaries (contiguous or non-contiguous) for the purpose of financing a governmental service directly to the benefited area.

## **Impact**

Dakota County provides services that are currently levied countywide, however provide benefit to specific municipalities. Levying for these services directly on a benefited area would cause a tax shift, increasing property taxes levied in the service area and decreasing property taxes outside the service area.