

## **SPECIAL MEETING AGENDA**

CITY COUNCIL SPECIAL MEETING  
MONDAY  
APRIL 26, 2021

STAFF CONFERENCE ROOM  
SECOND FLOOR - CITY HALL  
211 WEST ASPEN AVENUE  
5:00 P.M.

### **ATTENTION**

**IN-PERSON AUDIENCES AT CITY COUNCIL MEETINGS HAVE BEEN SUSPENDED UNTIL  
FURTHER NOTICE**

The meetings will continue to be live streamed on the city's website  
(<https://www.flagstaff.az.gov/1461/Streaming-City-Council-Meetings>)

### **PUBLIC COMMENT PROTOCOL**

**The process for submitting a public comment has changed and public comments will no longer be  
read by staff during the Council Meetings.**

All public comments will be taken either telephonically or accepted as a written comment.

**Public comments may be submitted to [publiccomment@flagstaffaz.gov](mailto:publiccomment@flagstaffaz.gov)**

If you wish to address the City Council with a public comment by phone you must submit the  
following information:

First and Last Name  
Phone Number  
Agenda Item number you wish to speak on

If any of this information is missing, you will not be called. We will attempt to call you only one  
time. We are unable to provide a time when you may be called.

All comments submitted otherwise will be considered written comments and will be documented  
into the record as such.

If you wish to email Mayor and Council directly you may do so at [council@flagstaffaz.gov](mailto:council@flagstaffaz.gov).

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### **AGENDA**

#### **1. Call to Order**

#### **NOTICE OF OPTION TO RECESS INTO EXECUTIVE SESSION**

*Pursuant to A.R.S. §38-431.02, notice is hereby given to the members of the City Council and to the general public that, at this work session, the City Council may vote to go into executive session, which will not be open to the public, for legal advice and discussion with the City's attorneys for legal advice on any item listed on the following agenda, pursuant to A.R.S. §38-431.03(A)(3).*

**2. Pledge of Allegiance and Mission Statement**

**MISSION STATEMENT**

*The mission of the City of Flagstaff is to protect and enhance the quality of life for all.*

**3. ROLL CALL**

*NOTE: One or more Councilmembers may be in attendance telephonically or by other technological means.*

MAYOR DEASY  
VICE MAYOR DAGGETT  
COUNCILMEMBER ASLAN  
COUNCILMEMBER MCCARTHY

COUNCILMEMBER SALAS  
COUNCILMEMBER SHIMONI  
COUNCILMEMBER SWEET

**4. Consider and approve this Special Meeting agenda as posted.**

**5. Budgeting and Operational Considerations for Policing and Social Service Alternatives**

**6. Adjournment**

**CERTIFICATE OF POSTING OF NOTICE**

The undersigned hereby certifies that a copy of the foregoing notice was duly posted at Flagstaff City Hall on \_\_\_\_\_, at \_\_\_\_\_ a.m./p.m. in accordance with the statement filed by the City Council with the City Clerk.

Dated this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_  
Stacy Saltzburg, MMC, City Clerk

## **CITY OF FLAGSTAFF STAFF SUMMARY REPORT**

**To:** The Honorable Mayor and Council  
**From:** Stacy Saltzburg, City Clerk  
**Date:** 04/23/2021  
**Meeting Date:** 04/26/2021



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### **TITLE:**

**Budgeting and Operational Considerations for Policing and Social Service Alternatives**

### **DESIRED OUTCOME:**

Council Discussion

### **EXECUTIVE SUMMARY:**

This meeting and topic is in response to the Mayor's calling of a Special Meeting.

Attached to this staff summary is a timeline of the discussions that occurred back in 2020. Also attached are the PowerPoint presentations provided by the Police Department that were given in response to a FAIR item advanced by the City Council.

### **INFORMATION:**

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**Attachments:** [Summer 2020 Discussion Timeline](#)  
[09/08/2020 - Police Practice Presentation](#)  
[10/13/2020 - Alternate Response Model Presentation](#)  
[10/20/2020 - Public Safety Commission Presentation](#)

## Recap of Last Summer's Policing Discussions

**June 15, 2020** – Citizen Petition received for *Flagstaff Police Reform: Use of Force and Funding*.

Scheduled for discussion on July 7, 2020

**June 16, 2020** – Public Hearing for Budget Adoption – 565 public comments were read regarding police budgets (8 hours of comments).

Following this meeting the public commenting protocol was amended to have those who wanted to provide comments to do so verbally by phone. Written comments continued to be accepted, provided to Council, and included as part of the record.

**June 17, 2020**

Councilmember Aslan requested a FAIR

*Logistical discussion for launching an extensive community dialogue that thoroughly and sufficiently explores the Black lived experience in Flagstaff, in our state, and in our nation. I want the Black community from Flagstaff to be leading the way on this, although other black voices from outside are also valuable and should absolutely be invited to participate. I specifically recommend that we partner with Flagstaff's Southside Community Association to have them lead the community dialogue.*

Scheduled for 8/18/2020 Discussion

Councilmember McCarthy requested a FAIR

*Presentation to Council by the police department on their policies and procedures regarding racial profiling, de-escalation training, use of force, rules on the various types of choke holds, how complaints of inappropriate actions are handled, and procedures to prevent hiring officers that took inappropriate actions in other police departments. Presentation should include recommendations regarding procedures recently evolving in other cities where other professionals (e.g. paramedics, counselors, etc.) respond to calls that do not involve possible violence and do not require an armed officer. Also, consideration of creating a Public Safety Commission.*

Scheduled for 8/18/2020 Discussion

At this meeting, the final budget was adopted with Council directing staff to re-allocate more money to police training and funding for the southside neighborhood association community conversations. An additional \$25,000 was directed to the PD training budget and \$49,000 to the Southside for the Black Lived Experience Programming.

**July 7, 2020** – The Citizen Petition to discuss *Flagstaff Police Reform: Use of Force and Funding* was presented to Council. The Council did not support going forward with the petition because Councilmember McCarthy's earlier FAIR request covered many of the points within the petition.

**August 18, 2020**

Councilmember Aslan withdrew his FAIR because funding had been allocated to the Black Lived Experience project.

With regard to Councilmember McCarthy's FAIR – Council requested a series of presentations by the Police Department and asked that it be timely in getting back before Council.

**September 8, 2020** – First of three presentations by FPD and covered POLICIES AND PROCEDURES

No specific direction given. Council feedback was that it was a good discussion.

**October 13, 2020** – Second of three presentations by FPD and covered ALTERNATE RESPONSE MODELS

Direction of Council was for staff to move forward and develop options and recommendations for alternative response models that include an identification of community partners, and possible funding sources.

**October 20, 2020** – Third of three presentations by FPD and covered PUBLIC SAFETY COMMISSIONS

No specific direction given. Council feedback was that it was a good discussion.



# How we Police







# Discussions

- What we are doing now
  - Policy, Procedure, Statistics
- Alternate Response and Resource Models
- Public Safety Commission



# Tonight's Discussion

- Racial Profiling Policy
- De-escalation Training
- Use of Force/Choke Holds
- Community Complaints
- Background Investigations



# Racial Profiling

## *Lexipol Policy 402 – Bias-Based Policing*

- The American Civil Liberties Union (**ACLU**) defines **racial profiling** as “the discriminatory practice by law enforcement officials of targeting individuals for suspicion of crime based on the individual’s race, ethnicity, religion or national origin”.
- According to the National Institute of Justice (NIJ) “Racial profiling by law enforcement is commonly defined as a **practice that targets people for suspicion of crime based on their race, ethnicity, religion or national origin**”.



[https://www.flagstaff.az.gov/DocumentCenter/View/63480/Flagstaff\\_PD\\_Policy\\_Manual-Release-Date-04-17-20](https://www.flagstaff.az.gov/DocumentCenter/View/63480/Flagstaff_PD_Policy_Manual-Release-Date-04-17-20)



# *Bias-Based Policing Policy*



- Bias-based policing is strictly prohibited and every member of this department is required to perform his/her duties in a fair and objective manner and is responsible for prompt reporting of any suspected or known instances of bias-based policing to a supervisor; and should intervene to prevent any bias-based actions by another member.



# How do we know we are not profiling:

- Our officers address behavior, driving behavior and criminal behavior
- Arrests are based on probable cause and the elements of the crime
- Arrest numbers are not part of our performance metrics
- We allocate our limited resources to geographical areas where crime is being committed, collisions are occurring, or the public is requesting
- Appropriate discipline measures are taken when officer are not abiding by our values, mission and policy
- One or two officers leave our agency every year for policy violations
- We are not getting founded complaints



# Checks and Balances

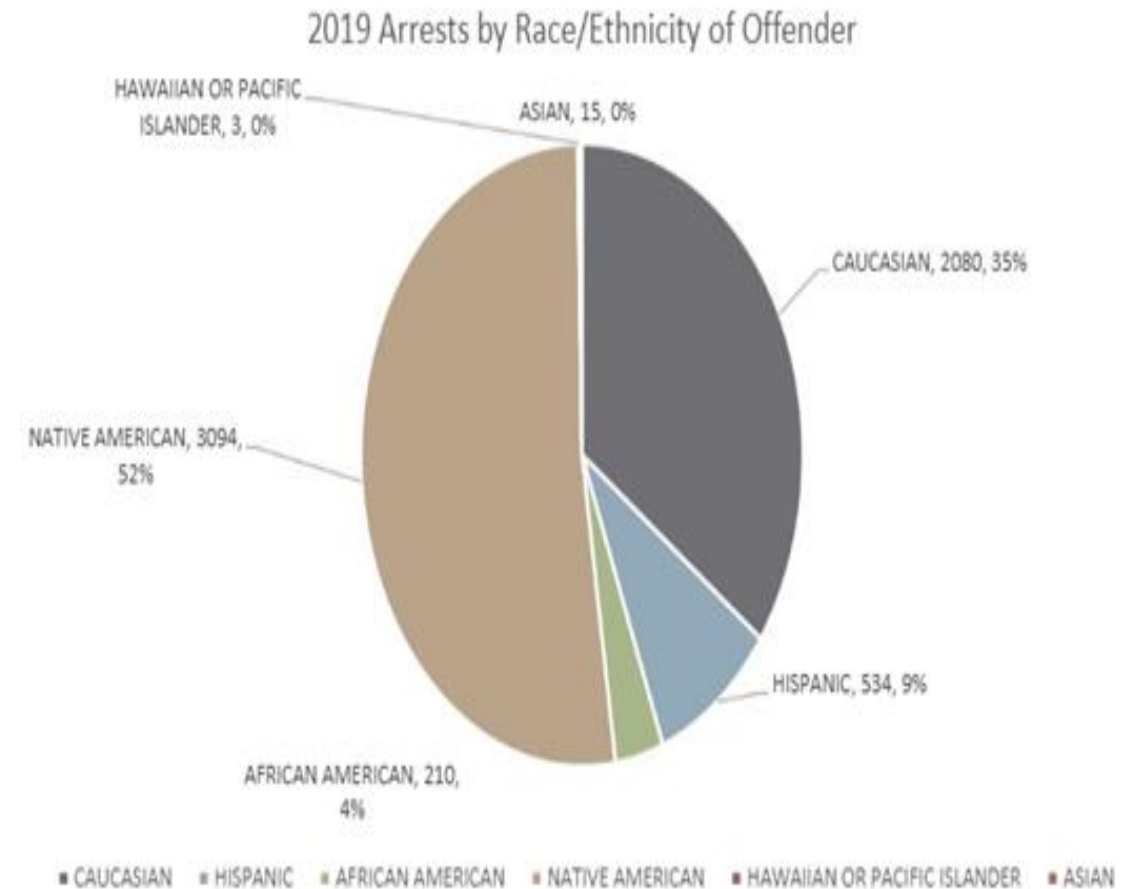
- Body Camera Program and Audits
- Supervisory review of police reports
- Probable Cause and elements of crime must be included in the police report
- Review by prosecutors and public defenders
- Few Civil Litigation Claims
- Red Flag Warning System
- Use of force reviews by deputy chief and legal counsel





# 2019 Arrest Data

- Includes multiple arrests of same person (repeat offenders)
- Includes non-residents
- Does not include warrant arrests, those with unknown race, or those who identify with more than one race

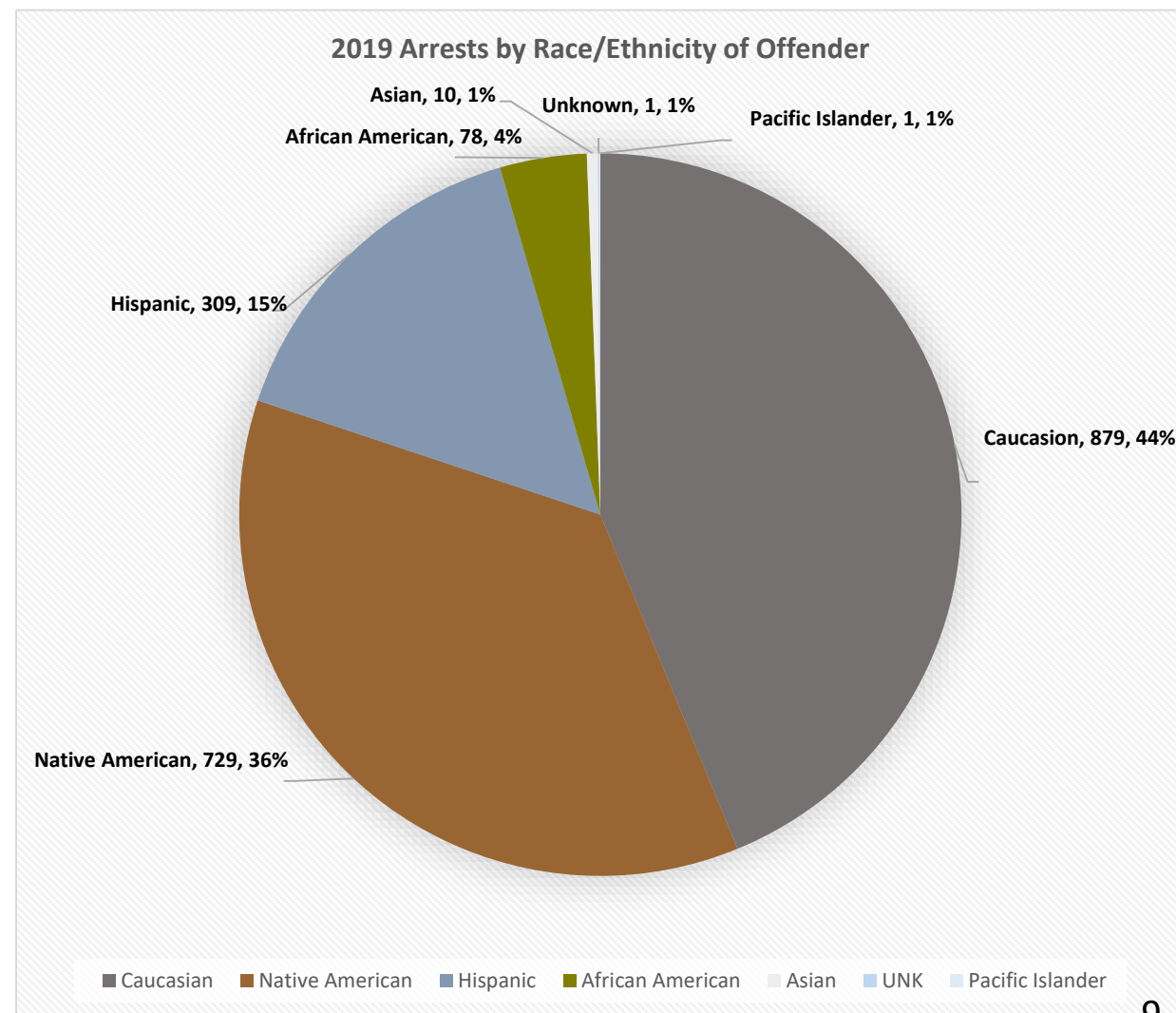




# 2019 Arrests of City Residents



- Does not include warrant arrests, non-city residents, those with a Flagstaff P.O. box or shelter address
- Does not include those with unknown race or who identify with multiple race/ethnicity



# 2019 Arrests by race



Charge	Total	Native	%	Caucasian	%	African American	%	Asian	%
DUI	381	157	42	215	56	9	2	0	0
Agg. Assault	254	146	57	97	38	10	4	1	1
Assault	603	332	56	247	41	21	2	3	1
Disorderly Conduct	761	423	56	306	40	31	4	1	0
Domestic Violence	829	423	51	381	46	20	3	5	0
Public Consumption	398	348	87	44	11	6	2	0	0
Sexual Assault	7	2	29	5	71	0	0	0	0
Shoplifting	444	242	55	172	39	28	6	2	1



# Homicide Data 2015-2019

OFFENSE	REP_DATE	ADDRESS	RACE OF SUSPECT(S)	RACE OF VICTIM	NATURE	DV
MANSLAUGHTER	20150222	5005 E MARKETPLACE DR	BLACK	NATIVE	BLUNT FORCE TO HEAD (HIT BY CAR)	N
HOMICIDE, FIRST DEGREE	20171008	951 E SAWMILL RD	WHITE	WHITE	STABBED/BLUNT FORCE TRAUMA	Y
HOMICIDE, SECOND DEGREE	20170303	2403 N IZABEL ST	HISPANIC	WHITE	GUNSHOT	N
HOMICIDE, SECOND DEGREE	20170725	202 S AGASSIZ ST	HISPANIC	WHITE	STABBED	N
HOMICIDE, SECOND DEGREE-EXT INDIFF	20170907	121 S MILTON RD	NATIVE/BLACK	NATIVE	BLUNT FORCE TO HEAD	N
HOMICIDE, SECOND DEGREE	20171102	2300 E SIXTH AVE	NATIVE	NATIVE	STABBED	N
HOMICIDE, SECOND DEGREE-EXT INDIFF	20171225	2209 E CEDAR AVE	NATIVE	NATIVE	BLUNT FORCE TO HEAD/NECK	N
HOMICIDE, FIRST DEGREE	20180228	1920 E. ARROWHEAD	HISPANIC	BLACK	GUNSHOT	N
HOMICIDE, FIRST DEGREE	20181118	1809 N SECOND ST	NATIVE	WHITE	BLUNT FORCE TO HEAD/NECK	N
MANSLAUGHTER	20190120	FS867 / LAKE MARY	HISPANIC	WHITE	BLUNT FORCE TO HEAD (HIT BY CAR DUI)	N
HOMICIDE, SECOND DEGREE	20190329	3480 E ROUTE 66	WHITE	WHITE	STABBED	



# De-Escalation Training

- Taking action or communicating verbally or non-verbally during a potential force encounter in an attempt to stabilize the situation and reduce the immediacy of the threat so that more time, options, and resources can be called upon to resolve the situation without responding to the resistance, or with a reduced response
- De-escalation may include the use of techniques such as command presence, advisements, warnings, verbal persuasion, and tactical repositioning





# De-Escalation and Inclusion

- January 2013: Native American Cultural Awareness training by the Navajo Nation Human Rights Commission (8 hours)
  - Also presented in 2014, 2016, 2017. The trainer cancelled in 2019 and we are hoping to reschedule soon
- 2014 to Current: Crisis Intervention Team Training (32-40 hours)
  - November 2014, November 2015, December 2017 & February 2020
- 2015: What You Do Matters, Lessons from the Holocaust by the Anti-Defamation League (8 hours)
  - Twice in 2015, June 2017
- Fall of 2016: Unconscious Bias (Yvette Johnson) the Booker T. Wright Project (4-hours)
- November 2016: Defensive tactics (3 hours)
- 2016 to current: Mental Health First Aid class for officers (8 hours)
  - Multiple classes every year since 2016, currently suspended due to COVID
- 2016 to current: Response to resistance and taser- recertification (3 hours)
- January 2017: Defensive Tactics Control Holds (4 hours)
- May and June 2017: Implicit Bias, by Dr. Frederick Gooding (2 hours)



# De-Escalation Continued

- June 2017 Calming the Fire: De-escalation (2 hours)
- January 2018: Defensive Tactics and scenarios (5 hours)
- April 2018: De-escalation Training presented (2 hours)
- February 2018: Hate Crimes: Sponsored by the Navajo Nation Human Rights Commission (14 hours)
- April 2019: Defensive tactics (3 hours)
- February 2019: Search and seizure training (2 hours)
- May 2019: Frontline to the Homefront: Responding to Service Members & Veterans (3 hours)
- June 2019: Miranda Rights for Patrol (2 hours)
- July 2019: Hate Crimes and symbols for Law Enforcement by the Anti-Defamation League (2 hours)
- December 2019: Fair & Impartial Policing (Implicit Bias) Training (8 hours)
- January 2020: Fair & Impartial Policing (Implicit Bias) for community members and FPD Administration (4 hours)

# Response to Resistance

## Policy 300



- Why do we have laws?
- What happens if we don't enforce the laws?
- When an officer has probable cause to arrest how should he/she accomplish that arrest?
- What should the officer do if someone refuses to be arrested?
- Who decides how the arrest will go and if force will be necessary?

[https://www.flagstaff.az.gov/DocumentCenter/View/63480/Flagstaff\\_PD\\_Policy\\_Manual-Release-Date-04-17-20](https://www.flagstaff.az.gov/DocumentCenter/View/63480/Flagstaff_PD_Policy_Manual-Release-Date-04-17-20)





# Response to Resistance

## Levels of Resistance

- **COMPLIANT:** A person contacted by an officer who acknowledges direction or lawful orders given and offers no resistance or aggression.
- **PASSIVE RESISTANCE:** The subject is not complying with an officer's commands, is uncooperative, but is taking only minimal physical action (action not directed at officer) to prevent an officer from placing the subject in custody and taking control. **Examples:** dead weight, locking arms with another person or holding onto fixed objects.



# Response to Resistance

## Levels of Resistance continued

- **DEFENSIVE RESISTANCE:** The subject's verbal or physical actions are intended to prevent an officer from placing the subject in custody and taking control but are not directed at harming the officer. **Examples:** walking/running away, refusing to give hands.
- **ACTIVE AGGRESSION:** The subject displays the intent to harm the officer, themselves, or another person and prevent an officer from placing the subject in custody and taking control. **Examples:** Taking fighting stance, punching, kicking, attacking with weapons.
- **AGGRAVATED ACTIVE AGGRESSION:** The subject's actions are likely to result in the death or serious bodily harm to the officer, themselves, or another.



# Response to Resistance

## Levels of Force

- **Low level of force:**

- Officer presence, verbal direction, empty hand control techniques, soft and hard control techniques

- **Intermediate force:**

- Pepper Spray, Impact weapons, Taser, Less Lethal munitions, Hard empty hand techniques

- **Deadly force:**

- Firearms, carotid restraint control hold, improvised means of defense



# Response To Resistance

## Type of Resistance

- Complaint
- Passive Resistance
- Defensive Resistance
- Active Aggression
- Aggravated Active Aggression

## Type of Force Officers can use

- Officer presence, verbal commands, handcuffs, carrying person
- Impact push, pressure points, body strikes, Pepper spray (can point taser but not use)
- Baton, Taser, Head and Neck Strikes, Pepperball gun(to impact), Bean bag rounds
- Firearm, Carotid hold, improvised defense measures





# Carotid Control Hold

**The Carotid Control Technique** is a significant physical control technique designed to subdue an individual by reducing the flow of oxygenated blood to the brain by compressing the Carotid Arteries and rendering a person unconscious. This technique is **NOT A CHOKE HOLD**, which is defined as a physical maneuver that restricts an individual's ability to breathe for the purposes of incapacitation, nor is the carotid hold a technique designed to gain compliance by causing pain.

**Only officers who have received training on how to properly apply the hold may use the technique.**



# Carotid Control Hold

Officers are authorized to use the hold in the following circumstances:

The subject is engaged in **aggravated active aggression** (deadly force) and deadly force would be authorized.

The officer perceives the **subject's actions are likely to result in the death or serious physical injury** to the officer, a third party, or themselves. These actions may include the use of a firearm, a blunt force object, an edged weapon or through the use of physical force.

When the subject is **actively assaulting** an officer or another person and the subject's actions are likely to result in death or serious physical injury to the officer, a third person, or themselves and other control methods have been exhausted, or the officer reasonably believes other methods would be ineffective.



# Response to Resistance

## Graham v. Conner: Objectively Reasonable Force

- United States Supreme Court decision from 1989.
- Court decided that each case is to be looked at individually on its own facts and merits.
- Set forth three factors to consider in each case:
  - The **severity** of the crime
  - Whether the suspect poses an **immediate threat** to the safety of the officer or others
  - Whether the suspect is **actively resisting arrest** or attempting to evade arrest by flight.



# Response to Resistance

## Graham V. Connor

Set forth the standards by which to consider the three factors:

“The Calculus of Reasonableness must embody allowance for the fact that police officers are often forced to make **split second judgments—in circumstances that are tense, uncertain, and rapidly evolving**—about the amount of force that is necessary in a particular situation.”

“The ‘reasonableness’ of a particular use of force must be judged from the perspective of a **reasonable officer** on the scene, rather than with the 20/20 vision of hindsight.”





# Response to Resistance

## Duty to Intercede

Any officer present and observing another officer using **force that is clearly beyond that which is objectively reasonable under the circumstances** shall, when in a position to do so, intercede to prevent the use of unreasonable force. An officer who observes another employee use force that exceeds the degree of force permitted by law should promptly report these observations to a supervisor.



# Response to Resistance

## Use of Force Report Form

Officers must fill out a use of force form in the following circumstances:

- Officer has caused an injury
- Officer has used a less lethal device (Baton, Pepper Spray, Taser)
- Person complains of injury or pain (regardless if it is visible)
- Person is rendered unconscious
- Person is struck or kicked in any manner
- Officer threatens or uses Taser or Firearm



# Response to Resistance

## Review of Use of Force Forms

Form is reviewed by the following individuals to ensure that the use was within our policy:

- Sergeant who supervises the officer
- Lieutenant who supervises the squad the officer is on
- Deputy Chief
- Legal Advisor
- Sergeant Of Professional Standards Division
- All information is then entered into early warning system



# Policy 302

## Use of Force Review Boards

- May be convened when the use of force by an officer results in very serious injury or death to another.
- Chief of Police may convene Board to investigate any use of force incident.
- Made up of representatives from each division, officer's supervisor, a peer officer, certified peace officers from CCSO, DPS and NAUPD, instructor for type of weapon used, and the department Legal Advisor.





# Policy 302

## Use of Force Review Board

- Case is presented and reviewed by the board, police reports and videos provided.
- Board has authority to make inquiry and request further investigation including questioning of officer involved.
- Purpose of the Board is to determine if the actions of the officer were within the policy or outside of the policy but not to determine discipline. Majority vote is required to make a recommended finding to the Chief.
- Board also looks at policy itself to determine if the policy is best practice or needs to be modified or clarified.



# FPD Use of Force

## 2019 Statistics

- 104,615 Events for 2019
  - Arrests
  - Field Interviews
  - Traffic Stops
- Officers used force 100 times in 2019
- Officers used force in .095% of the entire contacts in 2019

# Community Complaints

## *Lexipol Policy 1020 – Personnel Complaints*

## *Flagstaff Police Department Reports & Statistics*

- Are taken in writing, by email, in person, by telephone, or online
- Complaints are investigated immediately, and reviewed through the chain of command
- A finding is reported within 30 days to the complainant
- Complaint data and statistics are available in the Flagstaff Police Department's Annual Report which is published each year



<https://www.flagstaff.az.gov/1209/FPD-Statistics-Reports>



# 2019 Community Complaints

## Citizen Complaints by Ethnic Origin of Complaint

Caucasian	34	61%
Hispanic	6	11%
African American	5	9%
Native American	7	12%
Asian	0	0%
Unknown	4	7%
Total	56	100%

## DISPOSITION OF CITIZEN COMPLAINTS

Disposition	Number	Percent
Sustained	9	16%
Partially Sustained	3	5.4%
Unfounded	36	64.2%
Exonerated	5	9%
Not Sustained	3	5.4%
Policy Failure	0	0%
Withdrawn	0	0%
Total	56	100%





# Racial Complaints by year

YEAR	TOTAL COMPLAINTS	TOTAL RACIAL DISCRIMINATION COMPLAINTS	SUSTAINED RACIAL COMPLAINTS
2019	57	7	0
2018	58	3	0
2017	47	3	0
2016	70	3	0
2015	58	4	0

# Background Investigations



- One out of 17 applicants are hired
- Must meet Arizona Peace Officer Standards and Training Board minimum requirements
- Thorough Background Process

<https://www.flagstaff.az.gov/3897/Employment-Process>



# Background Investigations

## AZPOST Minimum Requirements

- 21 years of age
- High School Diploma or G.E.D.
- Pass a medical test
- Not have been convicted of a felony
- Not dishonorably discharged from the military
- Not previously been denied police certification with the State of AZ
- Not sold marijuana or used marijuana more than 25 times in their life
- Not used any marijuana in the past three years
- Not used a dangerous or narcotic drug more than 5 times and not within 7 years
- Take a polygraph examination
- Good driving record within the past three years



# Background Investigations

## Background Process

- Oral board interview which includes questions regarding racial profiling, community policing and ethics
- Comprehensive background interview, polygraph, psychological test, medical physical, and drug screen
- Former employers contacted
- Personal references contacted
- Driving record checked
- Criminal history, military service and social media checked
- Applicants must pass 18-20 week police academy



# Closing



The Flagstaff Police Department has made significant progressive changes over the last few years to build a better a safer, more just and more transparent future, to include:

- Body camera programs
- Early warning intervention programs for officers
- Getting a legal advisor assigned to the Police Department
- Contract with Lexipol for policy administration, updates and daily training bulletins
- Using transparency.com to share critical incidents
- Providing training on Procedural Justice, Implicit Bias and De-escalation
- Creating a Citizens Liaison Committee



# Alternate Response Models







# Alternate Response Models

- The practice of sending a Paramedic, Mental Health or Crisis Specialist with or instead of an Officer on non-emergency calls
- Can include mental health, substance addiction, homelessness related, or medical calls
- To connect the client to the most appropriate services, keeping them safe, and out of the justice system
- Can lessen the strain on emergency services
- Reduce return calls for service on same individuals

# Alternate Response Programs

- Support Team Assisted Response (STAR)
- Anchorage Safety Patrol and Center
- Crisis Preparation and Recovery (CPR)
- Crisis Assessment and Response to Emergencies (CARE)
- Crisis Assistance Helping Out On The Streets (CAHOOTS)





# Support Team Assisted Response (STAR)

- Denver, Colorado
- STAR is being operated by Mental Health Centers of Denver and Denver Health Paramedics in partnership with Denver's 911 Dispatch Center and Police Department
- Six-month pilot program funded by a voter approved grant of \$208,141



# Support Team Assisted Response (STAR)

- Started with a mobile co-response with a Social Worker and Officer
- Now only a Paramedic and Social Worker respond if non-emergency
- Take calls via 911 on substance abuse, mental health crisis or people who just need help connecting to services
- Service provided from 10 a.m. to 6 p.m., Monday through Friday





# Anchorage Safety Patrol and Center

- Anchorage, Alaska
- Managed by the Anchorage Health Department
- Includes the Anchorage Safety Patrol and the Anchorage Safety Center (detox)
- Fully funded by tax dollars
- Active patrol or dispatched to those who appear incapacitated by alcohol or drugs in a public place



# Anchorage Safety Patrol and Center

- Vans operate 24/7 with Security Officers cross trained as EMT's
- Clients are placed in protective custody for transport
- Intakes to the Safety Center for detox monitoring
- Clients can only stay for 24 hours
- Responds to 1,200-1,800 calls per month
- 800-1,000 monthly intakes to Safety Center
- If combative Police are called



# Crisis Preparation and Recovery (CPR)

- Mesa, Arizona
- Police and Fire each have their own program with a licensed clinician assigned
- City staff funded by base budget
- Originally funded by a \$5.2 million grant
- Tiered response depending on the need
- Primarily mental health calls



# Crisis Preparation and Recovery (CPR)

- Non-emergency mental health crisis calls handled by the crisis hotline
- Mobile crisis (two Mental Health Crisis Workers) are dispatched if the situation cannot be stabilized by crisis line
- Police and Fire make scene safe then Crisis Response Team (CRT) takes over
- CRT includes a Behavioral Health Technician and a Licensed Mental Health Clinician
- 12-hour shift, runs daily, averages three (3) calls per day
- Follow up transitional care team



## Crisis Assessment and Response to Emergencies

- Memphis, Tennessee
- Partnership between Memphis Police, Fire and Alliance Healthcare Services, which operates a crisis assessment center
- Alliance Health Care is full service Behavioral Health provider







## **Crisis Assessment and Response to Emergencies**

- Crisis trained Officer, Paramedic, and Social Worker
- 80% of the calls they handle without ambulance transport or jail entry
- Focus on behavioral health emergencies
- Responds from 7 a.m. to 10 p.m., Monday through Friday



# CAHOOTS



## Crisis Assistance Helping Out On The Streets

- Eugene, Oregon
- Run by White Bird Clinic (non-profit)
- Contracted by the Cities of Eugene and Springfield
- Operating budget \$2.1 million annually





# CAHOOTS

## Crisis Assistance Helping Out On The Streets

- Responds 24/7, 911 dispatch
- Calls that are related to addiction, mental health crisis, homelessness, and non-emergent medical issues
- Mental Health Crisis worker and a Paramedic
- 17-20% of Eugene calls (2018)
- Responded to 24,000 behavioral health calls in 2019
- Estimated savings to Police and Medical was \$8.5 million
- Responds to calls that don't pose a danger to others

# Best-practices for Flagstaff

- White Bird Clinic
- Native American Connections
- Friendship House

Transitional and Long-  
Term





# White Bird Clinic/CAHOOTS

- Federally qualified Health Clinic
- Opened in 1969 as a grassroots free clinic organized by student activists and concerned practitioners
- A medical clinic, 24-hour crisis service, counseling, outpatient drug and alcohol treatment, a human services information and referral center, homeless case management, CAHOOTS mobile crisis intervention, dental clinic, benefits enrollment, and mental health outreach in schools





# Native American Connections

- Central Phoenix
- 21 sites offering affordable housing, behavioral health, and recovery assistance
- Native American Healing
- Residential and outpatient services
- Counseling and case management
- Youth services
- No mobile response



# Friendship House

- Oldest social service organization in the U. S. run by and for Native Americans
- Clients in an 80-bed residential facility in San Francisco for up to 6 months
- They are immersed in both traditional cultural practices and Western approaches for substance recovery and prevention
- Over the last 50 years, helped more than 4,800 residential clients overcome substance abuse
- 90% of clients were sober 6 months later
- “These are not simply ‘clients’ – these are our relatives, our relations.”  
—*Steve Darden, Traditional Counselor*

# Data and Models

- Police and Fire Data
- Police Department
- Fire Department





# Data

- FPD: 43,401 total calls for service in 2019
  - 2,491 mental health related calls (6%)
  - 2,828 lowest priority alcohol related calls (7%)
  - These cohorts are likely responsible for 20-30% of our total call load (assaults, disturbances, domestic violence, robberies, etc.)
  - FPD spent 480 hours at hospital with 346 arrestees 2019 cost: \$24,000
- FFD: 14,750 911 calls for service in 2019
  - 2,618 public intoxicant (man down responses) (18%)
  - 383 behavioral health type responses (2.5%)



# Police Department



- Utilize crisis line for non-emergency mental health calls
- Utilize Terros response if crisis line is unable to help
- Dispatch Alternate Response Team from Fire
- Create a hybrid Police/Fire team





# Fire Department

## **CART Unit with options (all are 7 days a week)**

- 24 hour – FF/EMT & a Social/Behavioral Health (SBH) worker
- 8am-8pm – FF/EMT & SBH worker
- 8am-8pm – FF/EMT, SBH worker & FPD member
- 8am-8pm – FF/EMT & FPD member
- Outsource to a private company to handle these calls



# Closing



- An alternative response model for both alcohol and mental health related calls would greatly benefit our citizens and our most vulnerable
- Addressing the substance abuse issue alone would have the greatest impact on Police and Fire calls
- Mental health, homelessness, and poverty all impact our emergency services
- Additional resources post triage (detox center, day shelter, Native based long-term programs and housing) would ensure the success of any alternate response model



# Council Questions & Discussion





# Citizen Review Boards and Public Safety Commissions







# Tonight's Discussion

- Citizen Review Boards
  - Definitions
  - Initiated by local government
  - Initiated by consent decrees
  - Types of review boards
- Public Safety Commissions
  - FPD Citizens Liaison Committee





# Definitions

- **Citizen Review Board:** A body of civilians dedicated to reviewing and improving police officer conduct. These agencies are an implementation of citizen oversight. This form of police accountability often gives the broader non-police community a medium to voice concerns and provide criticism of law enforcement operations. (Source: Wikipedia)
- **Consent Decree:** If there is substantial evidence of systematic abuse, the Department of Justice then begins the process of negotiating an agreement with the police department, city officials and those communities directly impacted by the abuse. Once the agreement is solidified, it then goes before a federal judge for approval and a federal monitor is assigned to oversee the reform process.
- Sometimes, but not always a civilian oversight board is required by the consent decree.



# Agencies Under Consent Decrees

- Baltimore PD
- Newark PD
- Ferguson PD
- Maricopa County SO
- Cleveland PD
- Albuquerque PD
- Los Angeles County SO
- Portland Police Bureau
- Puerto Rico PD
- New Orleans PD
- East Haven CT PD
- Seattle PD
- Warren OH PD
- US Virgin Islands PD



# Citizen Review Board Type 1

- *Citizens investigate* allegations of misconduct by officers and make recommendations to the chief
- Recommendations may be made on the findings, the discipline imposed, or on police policies
  - Most costly: Requires hiring investigators
    - Berkley CA – Average cost per complaint: \$4,864
    - Flint MI – Average cost per complaint: \$555
    - Minneapolis MN – Average cost per complaint: \$3,171
    - San Francisco CA – Average cost per complaint: \$2,237



# Citizen Review Board Type 2

- Police Agencies investigate the complaint and develop findings; *citizens review and recommend* that the chief either approve or reject the findings
  - Less expensive; typically staffed by volunteers
    - Orange County CA – Average cost per complaint: \$444
    - St. Paul MN – Average cost per complaint: \$523
    - Rochester NY – Average cost per complaint: \$4,269
    - Tucson AZ – Average cost per complaint: \$755





# Citizen Review Board Type 3

- *Complainants may appeal findings* established by the police department *to a group of citizens*, who review them and then recommend their own findings to the chief or sheriff
  - May be inexpensive if the review board is made up of volunteers
    - Portland OR – Average cost per complaint: \$361



# Citizen Review Board Type 4

- *An auditor investigates the process* by which the police department investigates complaints and reports on the thoroughness and fairness of the process to the department and the public
  - Mid-level expense range – requires hiring a professional auditor
    - Tucson AZ\* – Average cost per complaint: \$755
    - Portland AZ\* – Average cost per complaint: \$361

\* Portland has a citizen appeals board (type 3) and an auditor who monitors the police bureau's complaint investigation process (type 4); Tucson has both a citizen board that reviews internal affairs findings (type 2) and an auditor (type 4).



# Civilian Review Board Pros:

- Complainants report feeling:
  - “Validated” when the oversight body agrees with their allegations—or when they have an opportunity to be heard by an independent overseer regardless of the outcome
  - Satisfied at being able to express their concerns in person to the officer
  - They have contributed to holding the department accountable for officers’ behavior
- Police Administrators report:
  - Improved relationships with their communities
  - Improved quality of internal investigations
  - Review Boards can make valuable policy recommendations



# Civilian Review Board Cons:

- Unnecessary – Existing internal staff already conduct investigations and hold officers accountable for misconduct
- Costly – Depending on the type of board, the cost per investigation ranges from \$361 to \$4,864 per complaint
- Embarrassing to the officer if held/judged in public hearing
- Current risk of civilian Personnel Boards overturning a Chief's termination of a Police Officer fired for misconduct could be exacerbated
- Undermines Chief's authority – \*Reports suggest that civilians are consistently more lenient on officers than police administrators

\* <https://www.latimes.com/local/lanow/la-me-ln-lapd-discipline-change-20170109-story.html>



# Public safety Commissions

- The City Charter, authorizes the City Council to create commissions and to grant to them duties and powers consistent with the Charter
- Commission members are appointed by and serve solely at the discretion of the City Council
- Commissions are given specific guidelines surrounding its purpose and authority



<https://www.flagstaff.az.gov/994/Boards-Commissions>



# Public Safety Commissions

- Austin Texas Public Safety Commission
  - Makes budgetary and policy recommendations
  - Assists with long range planning
  - Advises on applications for state and federal grants
  - For Police, Fire and Emergency medical services



# Public Safety Commissions

- Town of Castle Rock Colorado
  - Recommendations on levels of service
  - Community public safety issues
  - Funding for Police and Fire Departments



# Public Safety Commissions

- Malibu Public Safety Commission
  - Operating and capital budgets,
  - Strategic planning,
  - Goals and objectives for staffing, facilities and community needs
  - For Police, Fire, Emergency Medical Response, Animal Control and Traffic





# FPD Already has a Culture of Doing It Right:

- Early warning system
- Robust complaint, use-of-force, and vehicle pursuit investigation practices
- Unrivaled dedication to transparency
- Complainant can meet with the chief to review the complaint and body camera footage
- Citizen Liaison Committee (synopsized complaints to them)
- Prioritization of De-escalation, Implicit bias, & Mental Health Crisis training
- Longstanding positive relationships with community stakeholders



# FPD Citizens Liaison Committee (CLC)

- Formed in 2015 to improve the communications process between the Department and community
- Meets monthly and has organized public meetings for our community every quarter since 2015
- Topics: use of force policies, know your rights, know an officer's authority, gangs in Flagstaff, Mental Health resources, etc..
- Made up of members who represent some of the typically underrepresented segments of our community
- To encourage community members to provide information about the police department without any fear of retribution and to act as a forum to address societal concerns
- Contact: [flagstaffpdclc@gmail.com](mailto:flagstaffpdclc@gmail.com)



# Council Questions & Discussion

