

City of St. Louis Park

Public Safety Strategic Analysis

January 2013

**Management
Partners**





January 4, 2013

Mr. Thomas Harmening
City Manager
City of St. Louis Park
5005 Minnetonka Blvd.
St. Louis Park, MN 55416

Dear Mr. Harmening:

Management Partners is pleased to transmit the final report on the strategic analysis of St. Louis Park's Public Safety Operations. This report presents our analysis of the current operating and service demand profiles of the St. Louis Park Police and Fire Departments. The report analyzes current and projected land use, population demographics, and transportation systems and networks, and presents recommendations for strategic department initiatives in light of anticipated changes in service demands.

Your Police and Fire Departments staff have been universally cooperative with our project team and very responsive in providing information that we sought for our work.

Sincerely,

A handwritten signature in black ink, appearing to read 'Kevin Knutson', with a long horizontal flourish extending to the right.

Kevin Knutson
Regional Vice President

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Introduction

The City of St. Louis Park is a built-out post-World War II suburb west of Minneapolis. It has recently experienced significant commercial redevelopment. In addition, a light rail transit plan calls for three rail stops to be built in St. Louis Park, with completion of those stops by 2020. Another interstate highway system ramp connecting St. Louis Park is expected to be in place in the near future. Each of these events is expected to have an impact on public safety in St. Louis Park.

The City government feels it is important to anticipate and plan for these impacts by strategically analyzing the current operations of the City's Police and Fire Departments and determining what operational modifications, if any, may be needed as a result. St. Louis Park engaged Management Partners to analyze the current operations of the departments to determine whether strategic modifications in operations are appropriate and to make recommendations concerning such modifications.

Methodology

Management Partners developed a request for information to provide baseline data on St. Louis Park's operations. Management Partners began this analysis by studying the trend of demographic, land use and transportation network profiles of St. Louis Park through 2012, using data supplied by City staff. Our project team researched metropolitan statistical projections of demographics and land use to envision a future demographic, land use and transportation network profile for St. Louis Park through the year 2030.

Public safety service demand drivers were isolated and the current profile of those demand drivers was compared to the envisioned future profile to determine likely qualitative and quantitative changes in demand. The project manager was given a tour of the City by the fire chief to become familiar with the built environment.

Management Partners then developed an understanding of the current organization and operation of the Police and Fire Departments through interviews with department managers and analysis of department operating information supplied by City staff. Management Partners also conducted two focus groups of Fire Department personnel and three focus groups of Police Department personnel to gain an impression of department strengths, weaknesses, future opportunities and threats from the perspective of the service providers. A summary of recommendations is included as Attachment A. Focus group outcomes are included in this report as Attachment B. Information gathered from these efforts was synthesized into an identification of probable strategic impacts on Police and Fire Department services.

Police Department Analysis

Current Operations

Table 1 below shows the current organization and staffing plan for the St. Louis Park Police Department.

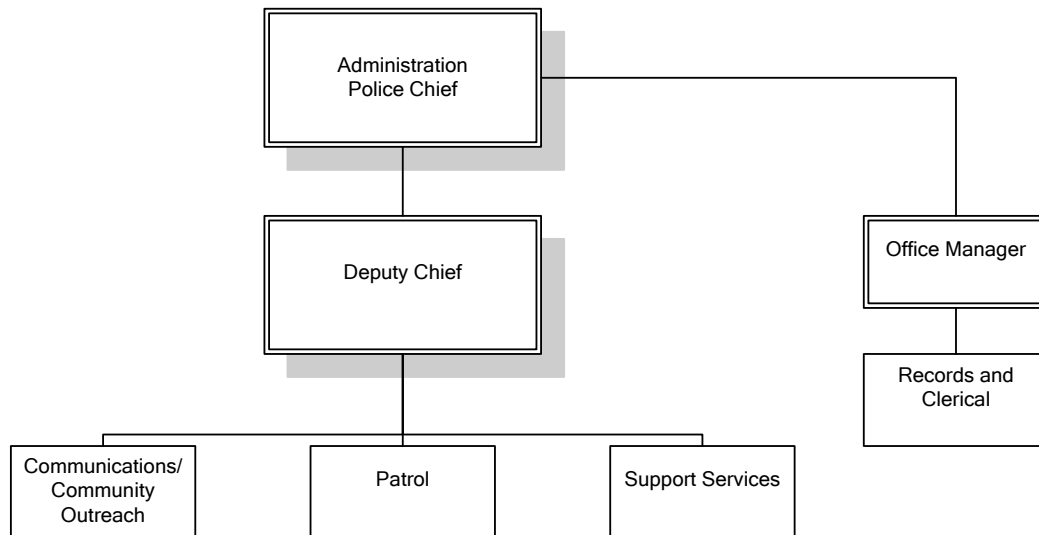
Table 1. St. Louis Park Police Department Staffing by Organizational Unit

Rank	Total Number	Number of Sworn	Number of Civilian
ADMINISTRATION			
Chief	1	1	0
Deputy Chief	1	1	0
Office Manager	1	0	1
PATROL			
Lieutenant	1	1	0
Sergeant	6	6	0
Officer	26	26	0
CSO Coordinator	1	0	1
CSO Cadets	3	0	3
COMMUNICATIONS			
Lieutenant	1	1	0
Dispatchers	7	0	7
Community Outreach Officer	1	1	0
Community Liaison	1	0	1
SUPPORT SERVICES			
Lieutenant	1	1	0
Sergeant	2	2	0
Agent	1	1	0
Officers	6	6	0
School Liaison/DARE	3	3	0
Drug Task Force	1	1	0

Rank	Total Number	Number of Sworn	Number of Civilian
RECORDS/CLERICAL			
Office Assistant III	1	0	1
Office Assistant II	4	0	4
Total	69	51	18

Figure 1 below shows the organizational structure of the department.

Figure 1. St Louis Park Police Department Organization Chart



The Police Department has a deputy chief and three lieutenants who oversee operations of the department including patrol, support services, and communications and community outreach. Police records and department clerical support are supervised by an office manager who has five office assistants.

Patrol

The six sergeants and 26 officers assigned to patrol work overlapping shifts to provide better coverage during shift changes and peak activity periods and also to allocate time for community policing. The schedule arrangement follows.

- Day shift: 6:30 a.m. to 4:30 p.m. and 6:30 a.m. to 6:30 p.m.
- Relief shift: 10 a.m. to 6 p.m.
- Middle shift: 4 p.m. to 2 a.m. and 4 p.m. to 4 a.m.

- Dog Watch: 7 p.m. to 7 a.m. and 9 p.m. to 7 a.m.

Officers work a schedule of 3 days on and 3 days off and 4 days on and 4 days off. Sergeants work 4 days on and 4 days off.

The City is divided into four patrol districts and each patrol district is segmented by the 35 distinct neighborhood areas of the City. The Police Department has adopted the community oriented policing model and emphasizes beat integrity as a means of promoting relationships between officers and neighborhood members and businesses. Officers are trained in SARA (Scan, Analyze, Respond, Assess). Crime analysis on a neighborhood by neighborhood basis is carried out and trends are determined to adjust patrol routines, and implement tactical responses as crime fighting tools.

The department also uses a web-based system, called Request Partner, to track resident complaints/concerns about quality of life issues, such as noise complaints, and to make requests for services, such as premises surveys. A system entry by a resident triggers an automatic email to the appropriate officer and supervisor. Officers record their response and action in the system and stay in touch with the resident by email. The system also can provide a database for site tracking complaints to determine quality of life “hot spots” for remedial action.

The City has implemented a “Crime Free Multi-housing” ordinance. As provided by this law, owners of rental property are required to obtain an annual license to operate rental units. Many quality of life crimes that have their origin in rental housing complexes can be solved more quickly and permanently by intervention of the property owner rather than criminal enforcement. The threat or reality of eviction for lease violations is known to be an effective tool for dealing with quality of life issues in a neighborhood. The ordinance makes it incumbent upon a property owner to work with police to correct quality of life concerns emanating from their property or suffer the loss of their license to rent the offending property. Police Department commanders have praised the impact this ordinance has had on addressing quality of life crimes.

The Patrol Bureau also includes a civilian community service officer (CSO) coordinator and three CSOs working as civilian police cadets. CSOs provide various department support services that do not require the use of police powers, such as writing citations for non-moving violations, monitoring prisoners, simple report taking and other duties. CSO cadets are employed part-time while in an accredited program of university study in law enforcement. Cadets are hired with the intention

that they may someday be employed as a sworn officer, either in St. Louis Park or another law enforcement agency.

The department also uses uniformed police reserves. The reserves patrol with sworn officers, assist with crowd control at emergencies and special events, and can be assigned special duties such as bicycle patrol. Reserve officers are not paid for their service. The department reports that 1,950 reserve officer hours were used in 2011.

Support Services

The Support Services Bureau is staffed by a lieutenant, two sergeants, and eleven police officers in various special assignments.

The lieutenant or a sergeant reviews all field reports and applies solvability factors to each case. Cases meeting the solvability factor threshold are assigned to one of six officers in the unit (usually based on geography) for follow up. Officers are assigned on a geographical basis in order to develop working relationships and trust with businesses and neighborhood groups. Geographical assignments also enhance crime analysis and facilitate partnerships with patrol officers assigned to neighborhood beats. Officers are responsible for taking statements from victims, suspects, witnesses, and persons of interest, and collecting evidence on the case. The officer works with the City or County Attorney if the case is taken to adjudication.

One of the ten officers is assigned to the Southwest Hennepin Drug Task Force. Working with law enforcement elements from other jurisdictions, the Task Force conducts undercover operations aimed at suppressing drug trafficking.

Three of the ten officers are assigned to schools as resource officers during the school year. One officer is assigned to the high school. One officer is assigned to the public junior high school and also teaches the seventh grade DARE (Drug Abuse Resistance Education) program. The third officer teaches fifth grade DARE and serves as resource officer to three primary/elementary schools.

The Support Services Bureau is also responsible for managing the property and evidence room, monitoring pawn shops, managing and monitoring the predatory offender registry, and enforcing liquor and tobacco laws and regulations.

Communications and Community Outreach

The Communications and Community Outreach Bureau is staffed by a lieutenant, a community outreach officer, a community liaison person and seven dispatchers. In addition to operating the E-911 center around the clock, this bureau is responsible for working with the City's 35 neighborhoods and helping them become stronger.

E-911 Center

The St. Louis Park E-911 center is one of eight public safety answering points (PSAP) in Hennepin County. The center provides call taking and dispatch service to the Police Department as well as the St. Louis Park Fire Department. The center has shared technology for call taking and dispatching with the City of Minnetonka and an automatic aid agreement with that facility. This provides back-up reciprocity for both agencies. The department's 2011 annual report indicates the center received 34,539 911 calls and approximately 70,000 non-emergency calls. This averages nearly four 911 calls per hour and approximately eight non-emergency calls per hour.

Community Outreach

The community outreach officer, a sworn police officer, coordinates city-wide programs such as Neighborhood Watch, Operation Identification and National Night Out. This position also coordinates the Crime Free Multi-housing program, prepares neighborhood surveys, attends neighborhood meetings, and addresses groups on personal safety. The community outreach officer also works with the community liaison on other outreach programs.

The community liaison, a civilian position, plans and facilitates the three additional outreach programs:

- Neighborhood Grants Program
- Annual Neighborhood Leaders Forum
- Monthly Outreach Connection Meeting

The 2011 Annual Report of the department indicates the following outreach efforts were conducted that year:

- Neighborhood Watch
- National Night Out
- Bicycle Patrol

- Police Sub-stations
- Home and Business Premise Surveys
- Neighborhood Surveys
- I-394 Virtual Block Club
- Citizens Police Academy
- Chaplains Program
- Crime Free Multi-Housing Program

Records and Clerical Support

The Records Division is staffed by an office manager and five office assistants. The primary mission of this division is to maintain department records in conformance with federal, state and local requirements. The 2011 Annual Report of the department cites the following activities as division responsibilities.

- Providing information and assistance to the public
- Data entry
- Typing/transcription
- Preparing case files for prosecutor and court
- Scanning police records into document management system
- Notifying officers of court appearances and cancellations
- Processing invoices for payment
- Maintaining office equipment
- Ordering supplies and forms
- Assisting with the storage, retrieval and disposal of records and evidence
- Preparing crime and incident statistics and activity reports
- Assisting with the preparation and management of the department budget

Information Management

The St. Louis Park Police Department has a computer-aided dispatch (CAD) system, mobile computer terminals (MCT) in patrol vehicles that connect wirelessly to the CAD, and a records management system (RMS) used by offices and clerical staff to enter information on operations and incidents. St. Louis Park has been working with many other Hennepin County jurisdictions to develop a regional integrated CAD, MCT, and RMS so that information can be transmitted seamlessly and with little or no data re-entry. Department command staff reports that after nearly eight years of regional efforts, satisfactory outcomes have yet to be achieved. Consequently, St. Louis Park has decided to evaluate the

viability of its own integrated information management system and has prepared initial specifications for bid.

Police Department Service Demand

This section of the report provides a profile of the type of calls for service experienced by the Police Department using data furnished by department staff.

Current Demand Profile

In 2011 the department responded to 30,205 calls for service. This call volume averages 3.45 calls for service per hour. Table 2 below shows the top 20 calls for service.

Table 2. Calls for Service by Type of Call in 2011

CALL TYPE	NUMBER	% of Total
Traffic Stop	5,362	17.75%
Medical	3,100	10.30%
Directed Patrol	2,684	8.89%
Suspicious Activity/Person/Vehicle	1,281	4.24%
Alarm	1,218	4.03%
Property Damage Accident	980	3.24%
Theft	840	2.78%
Check Welfare	758	2.51%
Parking Complaint	744	2.46%
Follow Up	678	2.24%
Motorist Assistance/Lock Out	660	2.19%
Noise/Loud Music	652	2.16%
Other Incident	585	1.94%
Disturbance/Noise/Party	582	1.93%
Property Damage Vandalism	541	1.79%
Fire Call	474	1.57%
Theft from Auto	415	1.37%
Extra Patrol	389	1.29%
Trespassing/Unwanted Person	386	1.28%
Animal Call	385	1.27%
Driving Complaint	344	1.14%
Total Top Twenty Calls	23,058	76.34%

CALL TYPE	NUMBER	% of Total
Total All Other Calls	7,147	23.66%
Total All Calls	30,205	100%

Table 2 indicates a demand profile that is heavily oriented toward service rather than crime enforcement or response to criminal activity. Theft is the highest count of a crime that is reported to the FBI on the Uniform Crime Report at 2.78% of total calls for service. The only other type of call for service in the top 20 that is reported on the Uniform Crime Report is Theft from Auto at 1.37% of all calls for service.

The Police Department uses a proactive policing model that is oriented to quality of life issues. Department management believes such an approach is key to maintaining a low crime rate. Calls for service data support this viewpoint. Of the 30,205 calls for service in 2011, 1,478 (4.9%) pertained to Part 1 crimes and 1,642 (5.4%) pertained to Part 2 crimes. In other words, nearly 90% of calls for service were for something other than Part 1 and Part 2 crimes. Table 3 below shows the trend in Part 1 crime rates in St. Louis Park.

Table 3. Crime Rate Trend 2007 through 2011

Year	2007	2008	2009	2010	2011	Trend
Violent Crime – Part 1	72	57	52	50	59	-18.1%
Murder/Non-negligent Manslaughter	0	2	0	2	1	NA
Robbery	40	35	30	27	23	-42.5%
Aggravated Assault	32	20	22	21	35	9.4%
Property Crime – Part 1	1,515	1,438	1,455	1,473	1,405	-7.3%
Burglary	273	248	239	188	228	-16.5%
Larceny Theft	1,155	1,121	1,166	1,227	1,110	-3.9%
Motor Vehicle Theft	87	69	50	58	67	-23.0%
Arson	7	3	8	6	2	-71.4%
Total Part 1 Crimes	1,587	1,495	1,507	1,523	1,464	-7.8%
Population	44,126	44,126	44,126	45,250	45,882	4.0%
Violent Crimes Per Capita	0.002	0.001	0.001	0.001	0.001	-50%
Property Crimes Per Capita	0.034	0.033	0.033	0.033	0.031	-10.8%
Total Part 1 Crimes Per Capita	0.036	0.034	0.034	0.034	0.032	-11.3%
Number of Patrol Officers	26	26	26	26	26	0
Total Crimes per Patrol Officer	61.04	57.5	57.96	58.58	56.31	-7.8%

Table 3 indicates that over the last five years, Part 1 crime in St. Louis Park has generally been decreasing. While population has increased by approximately 4%, Part 1 crime in 2011 was 7.8% less than in 2007. This information reinforces the conclusion drawn from information in Table 2 that quality of life issues are the predominant service demand types for the St. Louis Park Police Department.

Service Demand Drivers

Police service demand drivers applicable to St. Louis Park relate to population sets including overall population count, age distributions and income. Population also must be segmented by daytime and overnight (resident) population. Household count and owner/renter occupancy distribution also are known demand drivers. Police service demand is also driven by traffic volume and the street grid pattern. The ratio of commercial land use to residential land use also impacts police service demand.

Projected Changes in Demand Drivers

Population

Table 4 shows population and household count information for St. Louis Park.

Table 4. Population and Household Count 2000 to 2020

Year	Population	Percent Change	Households	Percent Change	Persons per Household
2000 ¹	44,102	NA	20,773	NA	2.12
2007 ²	45,216	2.5%	22,032	6.0%	2.05
2010 ²	45,250	0.0%	21,743	-1.3%	2.08
2011 ³	45,882	1.4%	21,890	0.6%	2.10
2020 ⁴	49,300	7.4%	23,000	5.1%	2.14

¹U.S. Census

²Metropolitan Council Estimate

³2012 U.S. Census State and County Quickfacts

⁴Metropolitan Council Forecast

Projections are that St. Louis Park's population in 2020 will increase by 7.4% over the 2011 population count of the U.S. Census. Information

obtained from the Metro Stats report published by the Metropolitan Council also provides the following guidance:

- Migration into the Minneapolis/St. Paul region will lead to greater ethnic diversity;
- Higher birth rates among Hispanic, Black or African-American and Asian populations will contribute to a more diverse population in terms of ethnicity and age;
- An aging baby boomer population, longer life expectancies and aging in place will result in a larger senior population; and
- The presence of international immigrants with children will increase.

Household Type

St. Louis Park is traditionally a bedroom community of detached single-family residential units dating back to the 1930s. Over the years, the City has transitioned from a single-family community to one that is a mix of single and multi-family residential units. Based on the Comprehensive Plan for St. Louis Park in 2008 the majority of the City's households lived in single-family detached residential units.

As of 2012, the total number of housing units is 20,751 with 51% (10,663) of the housing stock comprised of single-family units and 49% of (10,088) multi-family units. It is important to note that much of the existing multi-family and mixed use development is situated in 17 of the City's 35 neighborhoods as listed in Table 5.

Table 5. St. Louis Park Neighborhoods with Multi-family and Mixed Use Development

Neighborhood	Mixed Use	Medium Density	High Density
Amhurst		X	
Aquila	X		
Birchwood	X		
Blackstone	X		
Cedarhurst		X	
Eliot	X		
Elmwood	X		
Fern Hill	X		
Meadowbrook			X

Neighborhood	Mixed Use	Medium Density	High Density
Minnehaha	X		
Oak Hill	X		
Shelard Park			X
Sorensen	X		
Texa Tonka	X		
Triangle			X
Willow Park	X		
Wolf Park			X

Metropolitan Council data indicates that another 1,110 housing units are expected to be developed in St. Louis Park between 2020 and 2030. The data project that 60% of the units will be condominium development and 40% will be rental units.

Land Use

St. Louis Park is “built out.” There are no significant tracts of land within the current political boundaries designated for development that are currently undeveloped. However, the City is undergoing significant redevelopment along heavy vehicular traffic corridors. That redevelopment primarily takes the form of mixed use first floor commercial use with several stories of condominium/rental residential development.

A tour of the redevelopment areas indicates that high value/high density mixed use is replacing low value/low density commercial use. In many of the redevelopment areas it is common to see the high value mixed use redevelopment on one side of the street and low value commercial development and/or single family residential on the other side of the street. It can be anticipated that in the future, the lower value property uses will be replaced by the higher value mixed uses.

The 2030 Land Use Plan for St. Louis Park indicates that the total number of developed acres will remain the same as in previous plans due to current built out status. However, certain use types show an increase. Nearly 200 acres of new redevelopment is included in the 2030 Land Use Plan. Specifically, acreage is projected to increase for medium and high-density housing, mixed use development (commercial/office,

commercial/residential, office/residential) office and business parks. The Comprehensive Plan identifies redevelopment areas adjacent to the proposed Southwest Transit Way Light Rail stops in the neighborhoods of Brooklawn, Elmwood, Triangle and Wolf Park. New residential and mixed use development is planned within close proximity to the Methodist Hospital, the new interchange at MN 7 and Wooddale, and Wolf Park. Table 6 summarizes the differences between the 2008 and 2030 Land Use Plans for St. Louis Park.

Table 6. St. Louis Park Existing and Planned Land Use

Land Use by Category	Zoning	2008 Acres	Percent of Total	2030 Acres	Percent of Total	Difference in Acreage 2008 to 2030
Low Density Residential	RL	2,530.4	36.6%	2,525.3	36.5%	-5.1
Medium Density Residential	RM	383.6	5.5%	384.9	5.6%	1.3
High Density Residential	RH	208.8	3.0%	221.0	3.2%	12.2
Civic Mixed Use	CV-MX	3.5	0.1%	0.0	0.0%	-3.5
Commercial Mixed Use	COM-MX	14.9	0.2%	0.0	0.0%	-14.9
Mixed Use	MX	0.0	0.0%	32.5	0.5%	32.5
Commercial	COM	352.7	5.1%	334.8	4.8%	-17.9
Industrial	IND	416.2	6.0%	254.7	3.7%	-161.5
Office	OFC	205.6	3.0%	224.3	3.2%	18.7
Business Park	BP	0.0	0.0%	122.5	1.8%	122.5
Civic	CIV	213.5	3.1%	225.2	3.2%	11.7
Parks and Open Space	PRK	913.6	13.2%	913.6	13.2%	0.0
Public Right of Way	BOW	1,514.9	21.9%	1518.9	22.0%	4.0
Railroad	RRR	162.0	2.3%	162.0	2.3%	0.0
Total		6,919.7		6,919.7		

Transportation Network

Traffic volume projections for St. Louis Park were not available. However, Table 7 shows the Minnesota Department of Transportation average daily traffic volume count for highways and arterials through St. Louis Park.

Table 7. Average Daily Traffic Volume from 2008 to 2009

Highway/Arterial	West	East
Highway 7	35,000	30,000
Excelsior Boulevard	22,800	20,000
Cedar Lake Road	12,600	13,600
Minnetonka Boulevard	11,000	17,700
36 th Street	7,600	3,500
	North	South
Highway 100	127,000	110,000
Louisiana Avenue	17,400	6,700
Texas Avenue	3,950	8,200

The St. Louis Park Comprehensive Plan notes the following transportation network issues:

- Growing congestion on regional routes such as Interstate 394, Highway 100, Highway 169, and Highway 7 will cause diversion of traffic to county roads and local streets.
- Traffic and infrastructure needs will increase due to specific redevelopments such as the West End Development, Hoigaard Village, Beltline Industrial Park and the currently underutilized Burlington Coat Factory site.
- There is a lack of continuity/connectivity of north/south roadways within the City.
- There is increasing competition for space among transportation modes (vehicles, bicycles, pedestrians).
- The development of three light rail transit stops will create new parking/traffic volume related issues.

In summary, St. Louis Park's population is expected to grow by over 7% by 2020. The population is expected to be older and more ethnically diverse. The number of children is also expected to grow as a result of family migration into the region. Density will increase as a result of population increases within an already built out jurisdiction and as a result of mixed use commercial/residential development replacing single use commercial development. Daytime population is expected to increase

as a result of 200 acres of commercial redevelopment and traffic volume on already congested arterials is expected to increase.

Strategic Modifications to Police Operations

It is not likely that the demand for service pattern will be dramatically altered in the next ten years given current trends and plans. While patterns should not differ, it is likely that volume of demand will grow.

The majority of Police Department resources are located in patrol. The police patrolling model is oriented to responding to or initiating quality of life calls for service. As reported previously, calls for service average 3.45 per hour. Data provided by Police Department staff indicate that average response time to calls for service is 3.8 minutes. There are a maximum of seven to nine patrol units available at any one time and a minimum of three units. This means that there are between three and nine hours of officer time available each hour of the day.

We were not able to ascertain the amount of time consumed by calls for service. But if a rule of thumb average of 20 minutes consumed per call for service is applied, on average 69 minutes of officer time is consumed responding to calls for service each hour of the day. On average, between 1.85 hours and 7.85 hours of officer time is available each hour of the day for tactical deployment. It is important to understand that calls for service do not occur on an “average” pattern throughout the course of a day. There will be times of the day when demand peaks and officers will be fully committed to reactive rather than proactive service. And there are times of the day when calls for service are typically lowest – usually between 2 a.m. and 6 a.m. when proactive service protocols have limited applicability. Nonetheless, it is apparent that Police Department management has adroitly scheduled the patrol force to match resources to demand in order to effectively deploy its proactive policing model in such a manner that a significant percentage of time is spent on quality of life issues.

Medical Calls for Service

In 2011, medical calls for service responded to by the St. Louis Park Police Department totaled 3,100; an average of nearly 8.5 per day. This represents the second highest type of call for service experienced by the department. As we understand the system protocols for a medical response, the Fire Department provides first responder medical care, a private ambulance service provides advanced life support and transport, and the Police Department provides security and assistance on the scene.

Average Police Department response time for all calls for service is 3.8 minutes. The Fire Department reports that it can reach 80% of the City in five minutes or less. Given the projected growth in resident population, aging population, daytime population, young children and growing ethnic diversity, along with building types that will be increasing in height, and increasing traffic volume and congestion, there may be advantages to including the Police Department in first responder medical care responsibility. The primary factor in this consideration would be the potential advantage in quality of care. This is not an indication that the current quality of care provided by the Fire Department is not high. What is important to consider is that the Police Department will generally be able to arrive more quickly to the patient's side for emergency care than the Fire Department.

National Fire Protection Act (NFPA) Standard 1710 calls for emergency medical assistance, including automatic external defibrillator application when needed, to begin within 240 seconds travel time, and, if not at the Advanced Life Support (ALS) level, ALS service must arrive within 480 seconds if ALS needed.

The Standard 1710 key response time for EMS of four minutes zero seconds does not include call handling and dispatch time at the 911/dispatch center (these are outlined in specific NFPA and other standards), nor does it include the "turn out time" at the station, which is assumed nationally not to exceed 60 seconds. Rather, the four minute time is defined as "road/travel/wheels turning" time from fire station ramp to the incident scene. The Standard calls for the travel time to be met for a minimum of 90% of the annual incidents.

The basic research regarding emergency response time and standard of care protocols as they relate to survivability of persons suffering cardiac arrest began in the Seattle-King County, Washington area. Since the early 1990s, the still nationally used Eisenberg Model (*Annals of Emergency Medicine*, Nov. 1993 "*Predicting Survival From Out-Of-Hospital Cardiac Arrest: A Graphic Model*"), serves as a basis for the "Guidelines for Cardiopulmonary Resuscitation and Emergency Cardiac Care" which is updated periodically by the American Heart Association.

Survival rate statistics included in the research, based on arrival time of paramedics, demonstrate that the survival rate of potential survivors increases from 6.9% to 51.0% if CPR begins at 5 minutes, defibrillation at 6, and advanced cardiac life support (ALS/paramedic) at 7, rather than a longer response time producing CPR at 10, defibrillation at 11, and ACLS at 13 minutes ("*Effectiveness of Fire-Based EMS*," IAFF, undated, derived

from the Eisenberg Study). Five minutes faster response time and corresponding care protocols at the scene appear to produce a significant improvement in survivability.

Table 8 is often used in Fire Department/EMS performance studies. It presents a very approximate summary of both heart and severe trauma recovery percentages combined, based on available data.

Table 8. Chance of Recovery from Heart and Severe Trauma Incidents (non-breathing) Statistics from King County, Washington

Chance of Recovery	Contrasted with Response Times in Minutes after Breathing Stops
98%	1
92%	2
72%	3
50%	4
25%	5
11%	6
8%	7
5%	8
2%	9
.05%	10

Because response time is so critical in reducing mortality from cardiac events, as early as 1992 the American Medical Association and the American Heart Association established the following industry standard for emergency response to a cardiac arrest:

For cardiac arrest, the highest hospital discharge rate has been achieved in patients in whom CPR was initiated within 4 minutes of arrest and ACLS within 8 minutes. Early bystander rescue breathing as CPR intervention and fast emergency medical services (EMS) response are therefore essential in improving survival rates and good neurological recovery rates.¹

¹ The Journal of the American Medical Association, "Guideline for Cardiopulmonary Resuscitation and Emergency Cardiac Care," Vol. 268, No. 76; October 28, 1992, p.2184.

Given the significant disparity in potential arrival times between police and fire units, a detailed study of the feasibility and impact of including the Police Department in first responder duties should be undertaken.

Recommendation 1. Study the impact on quality of care and potential survivability from including the Police Department as a first responder medical service resource.

This does not mean that the Fire Department should be totally divested of first responder duties. Rather, if the Police Department is equipped to provide the primary first responder service, St. Louis Park could implement a “closest available unit” protocol in its CAD system so that whichever of the police or fire units were closest would be called to respond. In effect, this would be a force multiplier in terms of first responder medical service to the residents of the City.

The study should be certain to include an analysis of the workload impact on the Police Department including the potential negative impact on other police services, especially outreach activities such as premise surveys.

Bike/Walking Patrol

The 2030 Comprehensive plan projects 200 acres of redevelopment for business parks, mixed commercial use and higher density residential use. This equates to more intensive land use based on square footage of improvement. The types of uses projected suggest that it will become more important for patrol officers to be out of cars and either on bicycle or foot. Command staff reports that patrol units are currently encouraged to park the unit and be visible on the street. With higher density development it is likely to be even more important to develop patrol protocols that include bike and foot patrol as critical elements.

Recommendation 2. Develop patrol protocols that include bicycle and foot patrols as embedded elements.

Crime Cameras and Environmental Design

With growth in higher density commercial retail square footage it is likely that petty theft such as shoplifting and theft from automobiles will increase in the future. The industry has learned that crime control cameras and environmental design that includes “target hardening” can play a significant role in preventing/controlling this type of crime.

Consideration should be given to requiring installation of cameras to monitor high value/high use redevelopment. Given the degree of anticipated redevelopment, camera coverage requirements, especially of retail uses and parking facilities should be a factor in approval of redevelopment plans. Redevelopment that includes higher density residential use should include security monitoring of entrance/reception areas. For redeveloped areas that do not already have crime cameras installed, the department should develop a plan for installing movable cameras under its control depending on trends and patterns.

The implications for the Police Department are that it will have to beef up camera review resources and train staff in crime prevention through environmental design. It would also mean that the City must develop a protocol for having the Police Department review and comment on redevelopment plans regarding use of crime control cameras and appropriateness of crime prevention design.

Recommendation 3. Develop a requirement for the use of crime cameras when reviewing redevelopment plans for approval.

Recommendation 4. Train appropriate Police Department staff in crime prevention through environmental design.

Recommendation 5. Include crime camera and crime prevention through environmental design requirements in the development review process.

Recommendation 6. Survey the City to determine recommended locations for crime control cameras and develop an operations plan for monitoring output.

Police Reserve

The Police Department has an active police reserve that provides support for ongoing operations in a variety of ways. The 2011 Annual Report notes that there were nearly 2,000 hours of police reserve volunteer time available in that year. With the service demand profile of the Police Department oriented heavily to outreach and quality of life complaints, it would appear that a more robust use of police reserves is possible. Doing so would involve several initiatives. The department should be more aggressive in recruiting and retaining police reserve members. The department should also review its response protocols for quality of life

complaints to see how police reserves could be used for those issues that do not require police powers for appropriate response and then develop appropriate training for police reserves to handle such matters.

Recommendation 7. Develop a more aggressive recruitment and retention program for police reserve membership.

Recommendation 8. Review quality of life response protocols for assignment to police reserve members and train police reserves for appropriate response.

Projections show that the population of St. Louis Park will be more ethnically diverse in the future. For example, Management Partners' project team members learned that one of the elementary schools in St. Louis Park has a student population that speaks 31 different languages. The department should target some of its police reserve recruitment efforts from the various ethnic groups living in St. Louis Park. There would be many benefits to having a police reserve profile that mirrors the ethnic composition of the City. Not only would communications be better on an incident-to-incident basis, but entrée into those communities for outreach efforts should be enhanced.

Recommendation 9. Develop targeted police reserve recruitment efforts to ethnic groups living in St. Louis Park.

Recommendation 10. Develop outreach programs targeted to specific ethnic groups living in St. Louis Park using ethnically appropriate police reserve membership.

If an ethnically diverse police reserve force can be created and retained, the department should identify legal methods to provide preferred status for hiring to permanent sworn positions. Over the long run, this would bring the ethnic composition profile of the department closer to the ethnic composition profile of the City.

Recommendation 11. Identify legal methods to give preference for police reserve service when hiring permanent sworn positions in the department.

Information Technology

As noted earlier, the department is preparing specifications and bid documents for technology that will integrate the computer-aided

dispatch, mobile data terminals, and records management systems. This is an important strategic initiative for a police department that is heavily oriented to the acquisition and application of timely and accurate information to deploy its resources tactically.

Department management believes there are software systems already developed and on the market that will give it the technology that it needs. The risk is that implementation of an existing technology could be delayed as a “perfect” system is sought. It is likely that each system proposed by a vendor will have some element that does not quite fit the “perfect” model. The department should commit to selecting and implementing the technology that “best” emerges from its bid process even though it may not be perfect.

During our review, without drilling deeply, it became apparent that the technology “work-arounds” being used were resulting in more labor intensity, slower turnaround of information, and, in some cases, questionable accuracy.

Recommendation 12. Proceed diligently with the plan to acquire a unified information software/hardware system.

Command Staff Turnover

During our interviews the police chief and deputy police chief both indicated the strong likelihood of their retirement within the next two years. If these positions are filled from within the department there will be six total promotions for supervisors and commanders. Given that there are a total of 13 sergeants, lieutenants, deputy chief and chief, this represents nearly a 50% new assignment factor within the supervision and management element of the department.

The time to begin developing and implementing a succession plan is now rather than when the retirements become effective. It will likely take two years to develop appropriate training for promotional candidates; train the pool of candidates; select the promotees; provide opportunities to “shadow” incumbents; and provide for overlap time. The plan should be specified and approved by the city manager, transmitted to City Council and communicated to department staff by February 1, 2013. It should be understood that this does not mean the actual selection of personnel to be promoted by that date but rather the documentation of the steps in the succession process in order for there to be transparency about how the process is to work.

Recommendation 13. Develop a plan by February 1, 2013 for replacing the police chief and deputy chief upon their retirement to provide overlap in those positions for an appropriate period of time.

Fire Department Analysis

Current Operations

The St. Louis Park Fire Department is responsible for the following duties:

- Suppressing fires;
- Responding to medical emergencies and car accidents;
- Mitigating hazardous materials spills;
- Responding to natural disasters, terrorist incidents and pandemics;
- Preventing fires through inspection of commercial and multi-family structures;
- Enforcing fire code compliance; and
- Investigating fire causes.

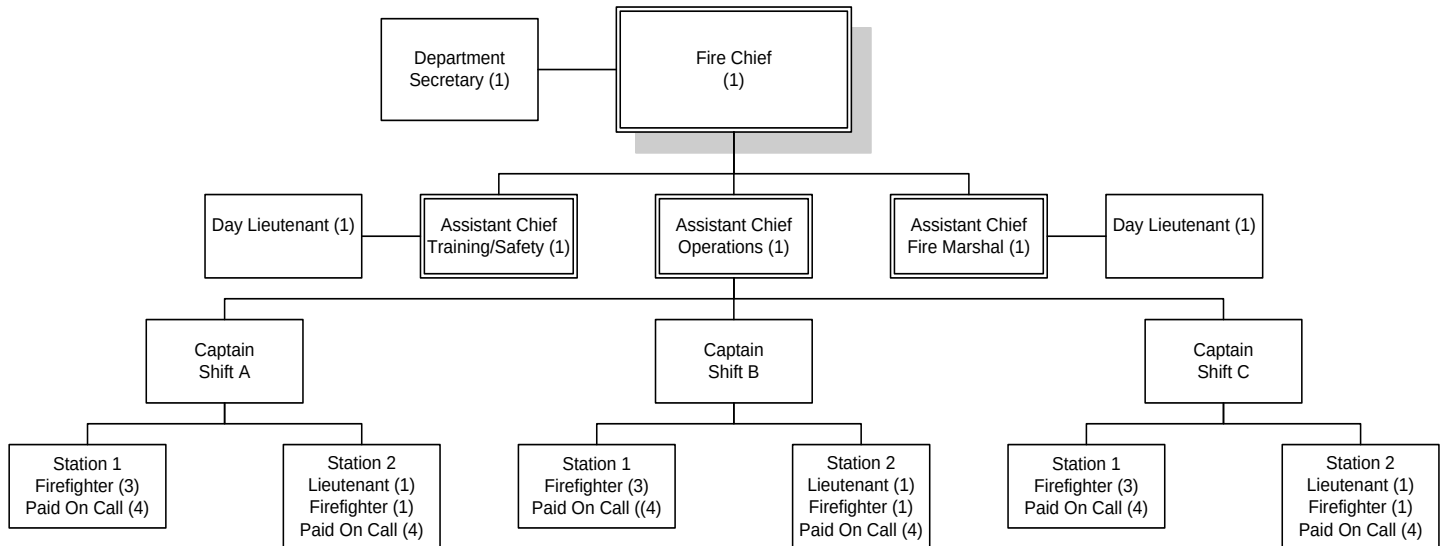
The Fire Department operates from two recently constructed fire houses. There are 24 full-time fire fighters and 25 paid on-call (POC) fire fighters. The POC staff acts as a ready reserve that is called into service as needed to support the on-duty full-time staff. Table 9 shows the authorized personnel complement for the Fire Department.

Table 9. St. Louis Park Fire Department Authorized Personnel Complement

Position Title	Authorized Number
Fire Chief	1
Assistant Chief	3
Captain	3
Lieutenant	5
Firefighter	12
Firefighter (Paid on Call)	25
Department Secretary	1
Total	50

Figure 2 shows the organization chart for the Fire Department.

Figure 2. St. Louis Park Fire Department Organization Chart



Operations Bureau

The Operations Bureau provides fire suppression, emergency medical, HazMat mitigation, disaster response, and rescue services. The division is managed by an assistant chief. Personnel are equally divided among three shifts working 24 on, 48 off. Each shift is led by a captain and has one lieutenant, four career firefighters, and eight paid on call fire fighters staffing two fire stations.

The Fire Department has automatic aid agreements with the following jurisdictions: Edina, Hopkins, Golden Valley, Minnetonka, and Plymouth. In addition to this in 2011, the St. Louis Park Fire Department either received or provided mutual aid to the following jurisdictions: Brooklyn Park, Eden Prairie, Excelsior, Hamel, Loretto, Maple Plain, Mound, Minneapolis, Orono, Richfield, Wayzata, and West Metro.

The Operations Bureau provides first responder basic life support emergency medical service in cooperation with the Hennepin County Emergency Medical Service Department. Hennepin County provides advanced life support and transport service to all jurisdictions in the county.

Operations Bureau units are dispatched through the St. Louis Park E-911 center operated by the Police Department.

Fire Prevention Bureau

The Fire Prevention Bureau is managed by the fire marshal (assistant fire chief) who is assisted by a lieutenant. The bureau's duty is to provide fire prevention service and enforce the Minnesota State Fire Code and City ordinances. The bureau reviews plans of new developments, automatic fire sprinkler systems, fire detection systems, smoke control systems, underground storage tanks and commercial kitchen hoods. The bureau is also responsible for site inspections for special events and enforces occupancy codes in public gathering spaces.

Bureau personnel, assisted by on-duty Operations Bureau personnel, also inspect all commercial and multi-family occupancies for fire code compliance on a three-year cycle. As an element of this inspection process, fire crews conduct pre-fire incident planning and familiarization events with commercial and multi-family structures in St. Louis Park.

Training and Safety Bureau

The Training and Safety Bureau is responsible for developing and providing the annual training program for the Fire Department. The bureau is led by an assistant fire chief, who is assisted by a lieutenant. The annual training program is developed based on the needs of the department. In 2011, training was focused on incident command training, basic skills training, and local hazard zone management training.

Planned training events also include quarterly joint operations training with automatic/mutual aid partners. Joint drills focus on fire ground operations and relationships established through the drills have proven valuable at actual working incidents.

Current Service Demand Profile

Fire Calls

Table 10 below shows the history of fire calls by type of call for 2007 through 2011.

Table 10. St. Louis Park Fire Calls from 2007 to 2011

Incident Type	2007	2008	2009	2010	2011	Percent of Total
Fire	166	142	203	134	178	15%
Rupture, Explosion, Overheat (No Fire)	11	8	5	4	4	0%
Rescue	45	47	31	43	40	3%
Hazardous Condition (No Fire)	190	144	135	197	175	15%
Service Call	262	289	353	294	299	25%
Good Intent Call	254	260	231	199	184	16%
False Alarm and False Call	314	293	270	325	288	24%
Severe Weather and Natural Disaster	8	3	1	2	1	0%
Special Incident Type	6	3	4	6	7	1%
Total calls	1,256	1,189	1,233	1,204	1,176	

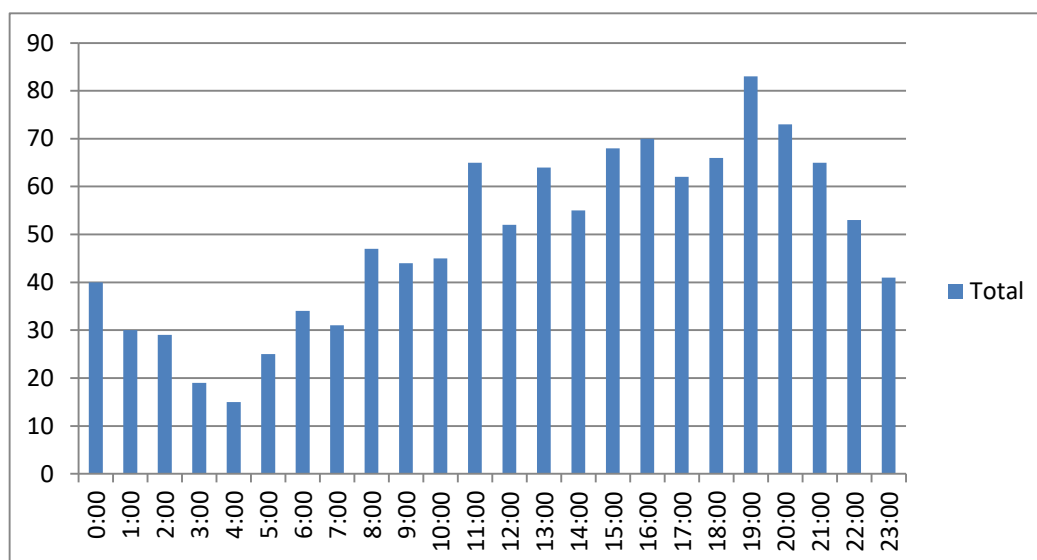
Calls per 1,000 capita decreased from 28.5 in 2007 to 25.6 in 2011, a 10% decrease. From 2007 to 2011, the City's population increased by 4%; however, the increase in population did not impact the calls for service. Table 11 shows the demand on a per capita basis.

Table 11. St. Louis Park Fire Call Demand per 1,000 Capita 2007 to 2011

Incident Type	2007	2008	2009	2010	2011	Average
Fire	3.8	3.2	4.6	3.0	3.9	3.7
Rupture, Explosion, Overheat (no Fire)	0.2	0.2	0.1	0.1	0.1	0.1
Rescue	1.0	1.1	0.7	1.0	0.9	0.9
Hazardous Condition (no Fire)	4.3	3.3	3.1	4.4	3.8	3.8
Service Call	5.9	6.5	8.0	6.5	6.5	6.7
Good Intent Call	5.8	5.9	5.2	4.4	4.0	5.1
False Alarm and False Call	7.1	6.6	6.1	7.2	6.3	6.7
Severe Weather and Natural Disaster	0.2	0.1	0.0	0.0	0.0	0.1
Special Incident Type	0.1	0.1	0.1	0.1	0.2	0.1
Total Calls per 1,000 Capita	28.5	26.9	27.9	26.6	25.6	27.1

Figure 3 shows fire call demand based on hour of the day.

Figure 3. St. Louis Park Fire Call Demand by Hour of the Day for 2011



According to Figure 3, the greatest total demand for the year occurred at approximately 19:00 hours or 7:00 p.m. As shown, the highest volume occurs between 11:00 am and 9:00 p.m.

Emergency Medical Service

The St. Louis Park Fire Department provides first responder service on medical emergencies to City residents and to residents of cities with automatic and mutual aid agreements when necessary. Table 12 shows the volume of emergency medical service calls.

Table 12. St. Louis Park Fire Department Emergency Medical Service Calls for 2007 to 2011

Category	2007	2008	2009	2010	2011	Percent of Total
Rescue, EMS Incident, Other	65	71	58	78	45	1.4%
Medical Assist, assist EMS crew	89	111	134	144	166	5.2%
EMS call, excluding vehicle accident with injuries	2,669	2,894	2,828	2,870	2,748	86.9%
Motor vehicle accident with injuries	83	64	75	63	70	2.2%
Motor vehicle /pedestrian accident	9	14	15	10	9	0.3%
Canceled Enroute - Medical/EMS	91	105	84	94	117	3.7%
Canceled Enroute - Vehicle accident with injuries	13	18	7	12	8	0.3%

Category	2007	2008	2009	2010	2011	Percent of Total
Total	3,019	3,277	3,201	3,271	3,163	100.0%
Population	44,126	44,126	44,126	45,250	45,882	
Calls per 1,000 Capita	68.6	74.5	72.8	72.7	68.8	

The calls for services increased by 4.8% from 2007 to 2011, while the population increased by approximately 4%. During the year 2011, there are no reported transports to medical facilities. The City's transport services are provided by Hennepin County Medical Center which responded to 4,375 calls for services in the City and transported 3,452 residents.

The response time for EMS or the measure of time from tones in station to arrival on the scene averages approximately 04:29 minutes during 2011. Table 13 shows the historical response times.

Table 13. St. Louis Park Fire Department Emergency Medical Service Average Response Time for 2007 to 2011

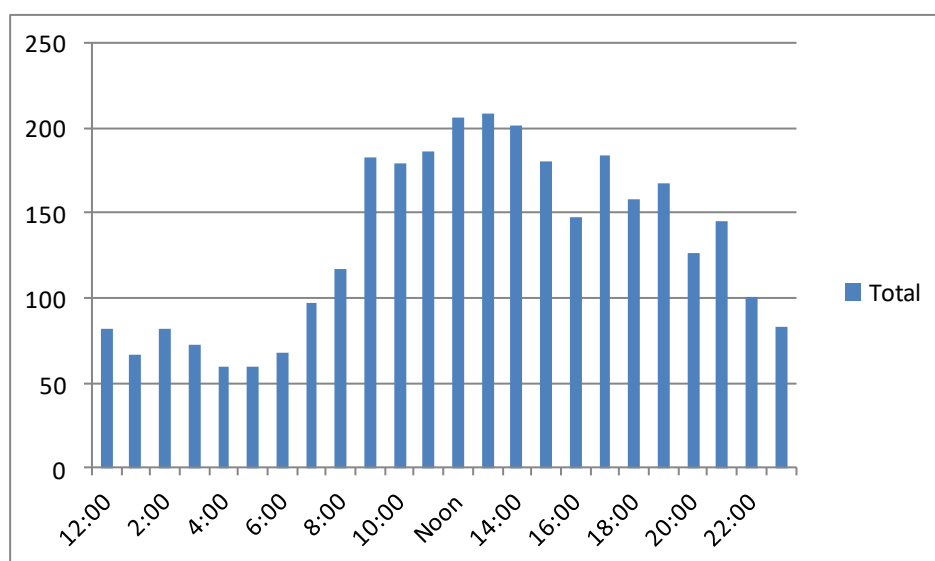
	2007	2008	2009	2010	2011
Average Response Time (minutes : seconds)	04:14	04:15	04:14	04:28	04:29

The average response time for medical emergency service has consistently exceeded four minutes since 2007. As shown in Table 8 of this report, chances of recovery compared with response times drops from 50% at four minutes from when breathing stops to 25% at five minutes from when breathing stops.

Tables 12 and 13 indicate that emergency medical service demand is increasing almost proportionately with population and that average response times are getting longer.

Figure 4 shows emergency medical service average demand by hour of the day.

Figure 4. St. Louis Park Fire Department Emergency Medical Service Demand by Hour of the Day



Peak demand time of day for emergency medical service begins at 9 a.m. and begins to taper off at 6 p.m.

Combined Fire and EMS Service Demand

Table 14 shows the combined demand for fire and EMS for the years 2007 through 2011.

Table 14. St. Louis Park Fire Department Combined Fire and EMS Demand for 2007 to 2011

	2007	2008	2009	2010	2011	Average
Number of Fire Calls	1,256	1,189	1,233	1,204	1,176	1,211
Fire Calls (Percent of Total)	29%	27%	28%	27%	27%	27%
Number of EMS Calls	3,019	3,277	3,201	3,271	3,163	3,186
EMS Calls (Percent of Total)	71%	73%	72%	73%	73%	73%
Total Calls	4,275	4,466	4,434	4,475	4,339	4,397
Average Number of Calls per Day	12	12	12	12	12	12
Average Number of Calls per Hour	0.5	0.5	0.5	0.5	0.5	0.5

Combined fire and EMS demand calls for service have averaged 12 per day over each of the last five full years, or approximately one call every two hours.

Fire Prevention

Fire prevention activities include reviewing plans for new and redevelopment for compliance with the fire code and reviewing plans for fire alarm systems. Fire prevention also is carried out through inspection of commercial properties and multi-family housing. Table 15 shows the number of plans reviews by type of review from 2007 to 2011.

Table 15. St. Louis Fire Department Plans Reviews by Type from 2007 to 2011

Review Type	2007	2008	2009	2010	2011	Average
Fire Alarm Plan Review	40	39	44	61	50	46.8
New Construction Plan Review	233	225	331	292	271	270.4
Sprinkler System Plan Review	131	135	108	139	134	129.4
Tank installation	4	14	4	2	4	5.6
Total Reviews	408	413	487	494	459	452.2

Overall, the demand for plan reviews has increased from 408 in 2007 to 459 in 2011 – a 12.5% increase. Much of the increase can be traced to the significant increase in redevelopment experienced in the City.

Table 16 shows fire inspection activity from 2007 to 2011.

Table 16. St. Louis Park Fire Department Inspection Activity from 2007 to 2011

Inspection Type	2007	2008	2009	2010	2011	Average	Percent of Total
Company Inspections	332	373	395	272	200	314.4	84.5%
Complaints	7	3	3	13	3	5.8	1.5%
Certificate of Occupancy						0	0%
Hydrostatic Test	2					2	0.4%
Alarm Test						0	0%
Tent Inspections	1					1	0.2%
Key box (Stand-alone)	2	1	16	6	4	5.8	1.5%
Property Maintenance	12	8	6	15	6	9.4	2.4%
Fire Inspections	6	46	13	15	13	18.6	4.9%
Final		4	1	1	1	1.75	0.4%
Permit	1	8	6	14	41	14	3.5%
Day Care			1		2	1.5	0.3%

Inspection Type	2007	2008	2009	2010	2011	Average	Percent of Total
Pre Incident Survey			2			2	0.4%
Total Inspections	363	443	443	336	270	371	100%

As shown in Table 16, company inspections decreased from 332 in 2007 to 200 in 2011, a decrease of 25.6%. Fire Department management cites the construction of new fire stations in 2010 and 2011 as the primary reason for a decrease in company inspections. The Fire Chief believes that since the move to the new stations are complete regular inspections can resume. Fire fighter personnel expressed the belief that inspections have decreased due to the replacement of career service personnel with paid on-call personnel.

Fire Department Service Demand Drivers

There are two different type of services provided by the Fire Department, fire calls and EMS, that share some common demand drivers as well as differences. Fire call demand drivers are related to land use types, geographic area served, density, aging population and traffic volume. EMS demand drivers include daytime population, the age of the population, and traffic volume.

Changes in Fire Department Service Demand Drivers

The demand driver related to the geographic area served will remain relatively constant. As previously mentioned, St. Louis Park is built out and the Fire Department already has automatic and mutual aid agreements with neighboring jurisdictions that would indicate that little to no likelihood of a need to serve an expanded geographic area. Geographic area is an important factor in demand in that fire suppression planning is primarily driven by standards based on the time that it takes from when a tone is received in the fire station to the time when fire suppression operations begin. Industry standards aim for that time element to be four minutes for 90% of the calls received.

Using response time standards for suppression planning requires that fire stations be located within that four minute proximity to most areas of the City. The St. Louis Park Fire Department has two fire stations that, according to fire department staff, can reach over 80% of the City in less than five minutes. Since there is no expected geographic service area

growth, two fire stations serving ten square miles provide adequate coverage for fire suppression.

Building density can have an impact on fire call demand. Higher density can take the form of buildings that reach several stories in height or buildings that are relatively closer together. St. Louis Park density has been increasing and that trend is likely to continue. As shown earlier in Table 6, low density residential development is projected to decrease by 5 acres and high density residential development is projected to increase by 12 acres. Business park development is projected to increase by 122 acres and mixed use development to increase by 32 acres. Industrial land use is projected to decrease by 161 acres.

The most common type of fire call is for cooking fires. An aging population is likely to have more of this type of incidents than a population that is maintaining a relatively stable average age. Information in Metro Stats indicates that an aging baby boomer population, longer life expectancies, and aging in place will make St. Louis Park's population older.

Traffic volume and daytime population in St. Louis Park are both expected to increase significantly due to higher density mixed use redevelopment that is taking place and projected to continue through the year 2030. Increases in traffic volume are likely to lead to more traffic accidents which in turn lead to greater demand for emergency medical service and for vehicle extractions.

Metro Stats research indicates that just as the population of St. Louis Park gets older, the number of young children will also increase, primarily as a result of more ethnic diversity due to regional migration and a higher birth rate among ethnic groups migrating into the region. These population changes are likely to result in increased calls for service.

Strategic Modifications to Operations

Fire Inspections and Plans Review

Fire call volumes in St. Louis Park have been trending downward, which is similar to the rest of the nation. This downward trend is the result of stricter fire codes and higher quality plans reviews. Systematic fire inspection programs have also played a major role in abating fire hazards. As discussed previously, St. Louis Park is likely to continue experiencing redevelopment of lower density into higher density land uses. Strategically, it is important to continue to adopt and use state-of-

the-art fire codes and to continue the Fire Department's role in plans review.

The data indicate, however, that fire inspections are trending downward. This is a cause for concern given the likelihood of more intensive and higher value land use that combines commercial and residential development in a single building. The Fire Chief believes the trend is a temporary aberration due to construction of the two new fire houses. Careful monitoring and reporting on the volume of inspections is important in order to assure that inspection volume is trending upward.

While automatic detection, alarm and suppression systems installed in newer buildings go a long way toward state-of-the-art fire protection, timely inspection of these systems to ensure proper working order is essential. Moreover, timely inspections for abatement of hazardous conditions assume even greater importance with higher density developments. Rather than trading off inspection capacity for training capacity, the City should use paid on-call firefighters to maintain inspections on schedule.

Recommendation 14. Redesign the current system of inspection and enforcement of the fire code for high density land uses on a regular, timely cycle.

Recommendation 15. Require close monitoring and timely reporting of fire code inspection operations by the fire chief to the City Manager to remain on schedule.

Recommendation 16. Examine the need to use paid on-call firefighters to maintain timely inspections.

Emergency Medical Service

It is very likely that the demand for EMS will continue to grow due to an aging population, larger daytime population, and higher traffic volume resulting in more traffic accidents. Increasing ethnic diversity will also contribute to an increase in demand due to the fact that many members of ethnic groups do not have health insurance. Currently, the Fire Department averages between eight and nine EMS calls per day, an average of one every three to four hours. This would indicate that the department has capacity to absorb an increase in demand. However, as also noted, the average response time for EMS calls is in excess of four minutes and is trending longer. We have touched on this subject in the section analyzing the Police Department and mention it briefly here to reinforce the point. Growing demand and longer trending response times

indicate it would be prudent to include police resources in first responder emergency medical service protocols. This initiative would act as a force multiplier in the deployment of resources for emergency medical service without increasing cost. (See Recommendation 1 in this report).

Potential Light Rail Traffic Conflicts

Fire Department staff expressed concern over the frequency of light rail operations through the City and a proposed location for a light rail station. The Fire Department understands that for most of the day, light rail trains will be running every eight minutes. Railroad beds are apparently proposed to all be at grade rather than separate from grade. Fire station 1 is located near the proposed light rail line station at Wooddale

Fire Department staff are concerned that the frequency of light rail operations will cause conflicts with fire and EMS response time standards, resulting in slower overall response times since rail traffic is to have right-of-way. Fire Department staff is also concerned about one proposed light rail station that is to be located near a major north/south east/west intersection used by one of the fire stations. Concern is that light rail trains loading and unloading at that station will block Fire Department access to that section of the road network.

These are legitimate concerns for a service where high quality is measured in response time. However, it also seems that these concerns would not be limited to St. Louis Park, and that solutions are reachable with the application of technology and careful planning and design that includes input and analysis by the various stakeholders. Solutions such as employing technology to control the flow of rail traffic or utilizing design criteria such as grade separation at critical traffic junctions seem suitable for reducing or eliminating potential conflicts between rail traffic and emergency response vehicles. As applied to St. Louis Park, the Fire Department should take the initiative by conducting a thorough objective analysis of historic response patterns to pinpoint the site and degree of potential conflicts with rail traffic and work with regional rail stakeholders to develop solutions for such potential conflicts.

Recommendation 17. Conduct a detailed analysis of emergency response patterns to pinpoint potential conflicts with rail traffic.

Recommendation 18. Work with light rail stakeholders to develop technology and design solutions to reduce or

eliminate light rail/emergency response unit traffic conflicts.

Regional Fire Services Planning

Our analysis of St. Louis Park Fire Department operations indicates that a highly sophisticated system of automatic and mutual aid agreements is in place for fire service. It appears that there is a high level of cooperation among fire service agencies that results in joint training and operations for fire and disaster incidents. What is not readily apparent, and beyond the scope of this study, is the degree to which there is joint planning among jurisdictions for fire service issues that entail expensive capital outlays, such as fire stations, rescue equipment and fire apparatus. A modern fire station can cost in excess of \$3 million. An aerial fire truck can cost nearly \$1.25 million and a pumper in the \$750,000 range.

Our experience in the industry indicates that often, as a result of jurisdiction by jurisdiction planning for fire protection service, more fire stations are built than necessary, more/duplicative fire and rescue apparatus is in place than necessary and the staffing of these facilities and equipment leads to labor expense that is not economical. Our interviews with St. Louis Park Fire Department staff and our limited analysis of the intricate details of the resource deployment pattern displayed by automatic and mutual aid lead us to conclude that regional planning for fire service has not been a priority. As a result, it is also likely that a regional analysis of fire protection would conclude that significant cost savings can be found.

We understand that often local pride is involved in providing fire protection services. We also understand that there are differences in career service, paid on call, and volunteer departments. Political leadership is needed to effectuate an objective regional approach to fire protection planning and delivery. It is important to understand that the concept of a regional approach can also be the key to improving fire protection service while also reducing capital and operating expense. The concept of “closest appropriate responder” can be implemented as an element of regional fire protection. (“Appropriate” responder would take into consideration station staffing differences). For example, it is likely that for some areas of St. Louis Park another agency could achieve faster response times than St. Louis Park Fire Department because of the location of its fire station. Using closest appropriate responder protocols, jurisdiction boundaries are not the first filter for determining the response plan for specific incidents.

Recommendation 19. Initiate agreement among area jurisdictions to regionally analyze fire protection needs and current resources being used.

If the regional fire protection analysis indicates the potential for significant capital and operating cost abatement, development of a joint powers agreement or some other form of cooperative governance should be pursued.

Paid On-Call Firefighters

The City has employed paid on-call firefighters for a number of years. During our interviews and focus groups we learned that the inception of this practice was rancorous and not without labor unrest. We understand that Department management has worked to reduce friction among career service personnel and paid on-call personnel. It is reported that time and attention to this matter have indeed resulted in more amicable relations. We would observe that tolerance is not the equivalent of teamwork. Paid on-call staff needs to be fully integrated into all aspects of department operations for the safety of residents as well as the safety of those with whom they serve.

Recommendation 20. Develop a strategy for fully integrating paid on-call staff into all department operations.

Succession Planning

The Fire Chief is eligible to retire at any time. Although he did not express his intention of leaving either soon or at a given point of time in the future, it is nonetheless critical to formulate a succession planning process and begin to implement that process. The succession plan should be formulated by February 1, 2013 so that implementation can begin on a timely basis and produce a significant period of overlap of the new leadership and the current leadership of the department. The objective is to assure a smooth transition to new leadership when the inevitable departure of the current chief occurs. It is important to understand that the development of a process does not mean actual selection of personnel to be promoted by February 1, 2013

Recommendation 21. Develop a succession planning process for the Fire Department by February 1, 2013.

Projected Staffing Impact

In general, the projected changes in demand drivers for the police and fire departments do not suggest significant near term changes in demand, either by type or volume.

Police Department service demand, as measured by the number of calls for service measured 3.45 calls per hour including 0.96 calls per hour for officer initiated activity. This averages out to approximately 69 minutes of officer time per hour. Staffing availability is between three and nine officers per hour depending on time of day. In other words there is between three and nine hours of time available each hour to respond to 69 minutes of demand per hour, including officer initiated activity. This would indicate that staffing level is not currently an issue for concern and given the slow growth pattern projected and the effectiveness of the policing model being used, there should be capacity in the near term to absorb any increase in demand.

Fire Department service demand is divided between 3,163 emergency medical service calls (73% of total) and 1,176 fire calls (27% of total). This averages one service response approximately every two hours. While there are no industry standards established for average number of service responses per hour it is apparent from observation and interviews that there is capacity for additional service within the current staffing level.

Given the slow rate of growth projected for St. Louis Park it is likely that current staffing levels in both departments will be adequate for the near future. It is important to remember that slow growth is cumulative, however, and that periodic assessments

Given the slow rate of growth projected for St. Louis Park it is likely that current staffing levels in both departments will be adequate for the near future. It is important to remember that slow growth is cumulative, however, and that periodic assessment of demand is necessary. It would be prudent to update demand data, such as officer demand time per hour and number of fire department responses per hour each year to determine whether significant changes in demand are occurring.

E-911 Center

There are eight public safety answering points (PSAP) throughout Hennepin County, as indicated earlier in this report. St. Louis Park has its own E-911 center and PSAP. From interviews with police and fire command staff, we understand that they have a distinct preference for being able to manage their own emergency call taking and dispatch center. The Police Department operates the St. Louis Park E-911 center and the staff of that facility also answers and directs approximately 70,000 non-emergency calls for other City agencies.

It was reported during interviews by both police and fire that communications and radio systems among Hennepin County emergency service providers are all interoperable so that in times of regional emergencies communications do not suffer. It was also reported that St. Louis Park has a back-up agreement that allows communications control and service to be easily shifted on a timely basis if its center is not operational. It appears that there is no strategic reason for migrating toward a regional E-911 center.

Given the slow rate of growth projected for St. Louis Park it is likely that current staffing levels in both departments will be adequate for the near future. It is important to remember that slow growth is cumulative, however, and that periodic assessments

However, our experience in the industry indicates that there are significant operating economies to be realized from merging smaller E-911 centers into a regional operation. Potential savings in administration, facilities, hardware and software maintenance are obvious sources of economies.

Recommendation 22. Initiate agreement among stakeholders to analyze the potential costs and benefits of merging PSAPs into a regionalized system of emergency call taking and dispatch.

Conclusion

The St. Louis Park Police Department and Fire Department are both currently well organized and have business models in place for their operation that are appropriate to their service demand environment. In the future, extending out to 2030, changes in land use, demographics, transportation systems and the road network will have an impact on public safety service delivery.

Those changes suggest that several new initiatives in strategy are important in each department. In the case of the Police Department, we would characterize the initiatives as being extensions and refinements of the current business model rather than a wholesale shift of strategy. In the case of the Fire Department, the business model shift could be dramatic if momentum is gained to move toward regionalization of fire protection planning and governance.

When implemented, the recommendations contained in this report should position each department to be better attuned to the service demand profiles that are emerging today and appear to be coming more prominent in the future.

Attachment A – List of Recommendations

- Recommendation 1.** Study the impact on quality of care and potential survivability from including the Police Department as a first responder medical service resource.
- Recommendation 2.** Develop patrol protocols that include bicycle and foot patrols as embedded elements.
- Recommendation 3.** Develop a requirement for the use of crime cameras when reviewing redevelopment plans for approval.
- Recommendation 4.** Train appropriate Police Department staff in crime prevention through environmental design.
- Recommendation 5.** Include the Police Department in the development review process.
- Recommendation 6.** Survey the City to determine recommended locations for crime control cameras and develop an operations plan for monitoring output.
- Recommendation 7.** Develop a more aggressive recruitment and retention program for police reserve membership.
- Recommendation 8.** Review quality of life response protocols for assignment to police reserve members and train police reserves for appropriate response.
- Recommendation 9.** Develop targeted police reserve recruitment efforts to ethnic groups living in St. Louis Park.
- Recommendation 10.** Develop outreach programs targeted to specific ethnic groups living in St. Louis Park using ethnically appropriate police reserve membership.
- Recommendation 11.** Identify legal methods to give preference for police reserve service when hiring permanent sworn positions in the department.
- Recommendation 12.** Proceed diligently with the plan to acquire a unified information software/hardware system.
- Recommendation 13.** Develop a plan by February 1, 2013 for replacing the police chief and deputy chief upon their retirement to provide overlap in those positions for an appropriate period of time.
- Recommendation 14.** Redesign the current system of inspection and enforcement of the fire code for high density land uses on a regular, timely cycle.
- Recommendation 15.** Require close monitoring and timely reporting of fire code inspection operations by the fire chief to the City Manager to remain on schedule.
- Recommendation 16.** Examine the need to use paid on-call firefighters to maintain timely inspections.
- Recommendation 17.** Conduct a detailed analysis of emergency response patterns to pinpoint potential conflicts with rail traffic.
- Recommendation 18.** Work with light rail stakeholders to develop technology and design solutions to reduce or eliminate light rail/emergency response unit traffic conflicts.

Recommendation 19. Initiate agreement among area jurisdictions to regionally analyze fire protection needs and current resources being used.

Recommendation 20. Develop a strategy for fully integrating paid on-call staff into all department operations.

Recommendation 21. Initiate agreement among stakeholders to analyze the potential costs and benefits of merging PSAPs into a regionalized system of emergency call taking and dispatch.

Attachment B – Fire and Police Focus Group Outcomes

In conjunction with the analysis of St. Louis Park safety services, Management Partners conducted focus groups with uniformed and civilian staff in the Fire Department and the Police Department. In total, five focus group sessions were convened. The focus groups provided insightful information from a representative cross-section of employees about strengths, challenges, and areas for improvement necessary to meet future service demands.

Two focus groups were held with Fire Department staff, including command staff, fire fighters, and administrative staff. Similarly, three focus groups of Police Department command staff, patrol officers, investigators, dispatch call takers and clerical staff met with Management Partners. Employees in each staffing group were informed that no direct attribution of comments from any individual would be made; rather, information and opinions from the individual groups were aggregated by department and by general topic and subject area.

Management Partners utilized the major themes from the focus groups to inform our analysis, assisted in the development of our understanding of operations, and directed the focus of areas for additional investigation. The following summary contains the results of the fire and police focus groups.

Fire Department Focus Groups

What works well? What are the positives about department operations?

Composition of the Department

- Low staffing; increase in productivity
 - o Six-on shift
 - o Decrease from eight-on shift
 - o Decrease in staffing, but no loss of staff (deaths)
- Diversity and quality of people
 - o Specialists
 - o Group training
 - o Joint operations training and St. Louis Park training
- Combination Department – Full-time and paid on-call (somewhat unique to fire departments)
- Paid on-call – required to work on shift and report for general alarms
- NFPA standards are used

Call Response and Mutual Aid

- The community loves us!
- EMS calls are a top priority; service levels with medical calls are up; our service builds positive relationship with the community.
- EMS firefighters take pride in customer service; a part of our culture!
- We go the extra mile with customer service.
- Excellent work relationship with police, other fire depts. (close working relationship)
 - o Both rely on each other for service support
 - o Non-adversarial relationship
- Mutual (auto aid) –a big help to St. Louis Park due to short staff
- St. Louis Park benefits more from auto aid than its neighbors.
- Increased number of public relations events; number of events request is up

Dispatch

- Dedicated dispatch is a benefit
 - o Better attention
 - o Increased customer service
- Seamless staffing (dedicated + paid on-call; 16 years)

Equipment

- Equipment has improved (gear and safety equipment plan and replacement cycle)
- Group buy and lease air packs was previously performed in-house

What areas need improvement and what are the challenges?

Staffing

- Current staffing complements compounds overtime usage
- Fewer staff
- Over-stressed dispatch is a negative
- Loss/reduction in staffing during disasters outside of SLP
- Full staff is the exception without overtime – minimum staffing is five firefighters 80% of time
- Inspections are down due to staffing issues
- Slow hiring process adds to the has not started
- Lack of succession planning within the organization
- Promotions in the department not based on leadership preparation and development
- Disconnect between chiefs and firefighters; an “us and them” culture

Paid On-Call (POC)

- Not properly managed; opportunity for greater utilization;
- Since POC manager retired, time devoted to effective management has decreased due to lack of time by the assigned supervisor
- POC is voluntary

Internal Improvement Efforts

- Pattern of seeking input from staff and no follow through
- POC focus group enhancement initiative and recommendations from summer 2012 was not implemented
- Fire strategic plan initiative completed five years ago; not implemented
- EMS plan for the City and command center - only one fire fighter is certified to manage the command center

Equipment and IT

- IT support is lacking
 - o No technical equipment on trucks; 2004 grant for fire truck laptops (trucks); 13 months to get one loaded with software
- Dispatch Communication System
 - o Lack of updates for contact information (pre-plan data)
 - o Manual entry data sharing

Training

- Training program
 - o Lots of time devoted to low-use functions
 - o Not enough training time spent on the enhancement of skills used daily
 - o Self-initiated Fire School training is unfunded (own time and own money)
 - o No use of overtime for skills training
- Training budget surplus used for unneeded equipment rather than requested training

What is needed to meet future service needs and anticipated demand and overcome challenges?

- Leadership training
- Succession planning
- Training program/goals
- Size of staff requires greater cross-training (“many hats”)
 - o Fire fighter
 - o Incident command
 - o Drivers
- Operate at or above NFPA/OSHA minimum staffing
- Technology
 - o On-board data – mobile data computers
 - o Dispatch technology interface required
- ALS EMS Engine Company
- Transport services
- Need to plan for increased calls due to an aging population - one senior citizen housing unit increases calls
- Cultural skills and multi-lingual skills needed to address language barriers
- Reduce data input/capture redundancy

Police Department Focus Groups

What works well? What are the positives about the department?

In-house dispatch

- In tune with community
- Knows problems
- More effective
- Smaller coverage allows for more patrol support

Investigations

- Case assignments
- Cohesive culture
- Tracking cases
 - o Log sheets
 - o Data bases
 - o Multiple records
 - o Live folder – increase access
- Active investigations
- Process used to triage cases and solvability factors is strategic
- Ownership of cases
- Three-year rotation by police officers
- Scheduling flexibility

Patrol/Community Outreach and School Resource Officers

- Documenting data tracking
- Easing familiarity
- Larger cases – breaking into tasks
- Officers taking initial investigating step
- Ownership of problems - Established history (10 years) of using Request Partner approach
- Roll call sheet improvements
 - o Increased/ongoing communication
- In-house dispatch
 - o Designed around Saint Louis Park system
 - o Personal first-hand information
- Communication – across departments

- Information sharing
- Community liaison
- Flexibility to bring ideas
- Special assignments
- Sharing of workload among officers
- Explorers Post program
- Community outreach
 - o Reduces work for other sworn officers
 - o Acts as liaison between departments
 - o Formal and informal prevention and counseling and relationship building with youth
- Own shooting range
- Good at updating fleet
 - o Three-year replacement

What areas need improvement and what are the challenges?

Equipment and Technology

- Lack of a good CAD system
- Report writing software company is no longer in business
- Investigator cars not equipped appropriately but used as unmarked cars
- Bicycles – good idea but not effective or value-added benefit
 - o One to two bicycle patrols
 - o Increases load
 - o More effective if bikes can be loaded onto patrol cars to augment coverage
- Only new cars are all-wheel drive
- Grant writing not first priority
 - o Not tapping into grant money

Staffing

- Skeleton crews; still constraints on shift
- Shifts lopsided
- Afternoon shift – flexing prior shifts
- Night watch problematic
- Unmarked car patrol not consistently used
- District response - can respond during the day but night is a problem

- Expected to flex schedule to do proactive work
- Peer evaluation process
- Utilize CSOs better during the night shift
 - o Help with reports / do tows
 - o Help with jail – jail checks
 - o Help take statements
 - o Listen to radios
 - o Till 8 pm
 - o Other cities have more CSOs

Facilities

- Parking lot – garage issues: starting; lost time spent moving cars
- Uses some CSOs but not equipped
- Trouble getting police lot plowed
- Garage budget constraints makes it a non-priority
- Police parking lot security
 - o Patrol and personal cars open to public

What is needed to meet future service needs and anticipated demand?

Aging population

- More medical demands
- Increase in first responder functions

Planned Commuter Light Rail Stops

- Higher daytime population/Increase in daytime calls
- Transient population
- Increased community outreach
- Added need for education about the people visiting and moving through the City
- Increase sensitivity to diversity issues as we represent community
- Transit does not handle calls
 - o Change in demand of department
 - o Increased call volume

Technology

- 2013 new system
 - o Ahead in technology in 2000
 - o Fell below systems
 - o Lost capabilities with downgraded technology
- Fewer system crashes
- Replace band-aid improvements
- Faster web extender
- Electronic field reporting
- An information tracking system for property
- Improved file management
- Automatic license plate reader coming
 - o Shares with Minnetonka
 - o Real time hits
 - o Loads in database

Staffing

- Staff up to meet minimum staffing challenges due
- Reduce the number of sworn officers doing civilian work
- Determine staffing alignment based on new service demands
- Expanded use of CSOs
- Full-time investigators
 - o Judges skeptical of experience
 - o 100 search warrant experience is a factor in the judge's evaluation of search warrants
- Training officers – grooming is needed and opportunity to be leaders. Good job with cross-training
- Crime specific task force – extra support service assignment training is needed for areas such as narcotics

Vehicles and Equipment

- Leverage seized vehicles for investigations
- Garage for police vehicles needed
 - o No security for vehicles
 - o No indoor parking
 - o Only department with no garage

- Frozen computers
- Slow to start when called
- Increase the number of vehicles for investigations; five cars for eight investigators
- Evidence room reorganization

Dispatch and Clerical

What Works Well?

- Responsive department
 - Community perspective is positive
 - Interactions are good
- Provide backup for each other – cross-training/some not cross-trained
- No sharing of administrative duties
- Interactions with officers
- Helpful
- Provide a lot of extra services – assist community
- CAD is good, phone system is not good – but only one person can edit numbers in the system
- Fast with data requests
- Transparency of information data available on website
- Office hours are great

What areas need improvement and what are the challenges?

Technology

- Records Management System
 - Duplicate input
 - Does not populate
 - Inefficient
 - Officers, dispatch and records are entering the same data and reports are duplicated
- Website is antiquated – needs retooling – developing a process to how to navigate the site
 - Frequently asked questions
- Records organization system
 - Difficult to retrieve information

- Excessive time to retrieve records
 - Repository is needed
 - Legal constraints – hard copy must be retained
 - Web extender is not very good
- Pre-programmed speed dials need updating
 - Many disconnected/out of date numbers in the CAD system

Customer Service Issue

- Snow parking – three days to clean streets – or car is towed – no odd/even side of street rotation

Staffing

- Number of dispatchers (7)
 - Other cities have minimum staffing of two dispatchers per shift
- Jail checks
 - Difficult to make checks and dispatch calls when only one dispatcher is working
 - Portable phones don't work in the jail
- Limited staffing often results in one dispatcher to take calls and do jail checks
 - Hard to attend to personal needs such as bathroom and lunch breaks
 - Also perform female searches and urine checks, as needed
- Cameras – city wide systems 24 surveillance – dispatchers will be responsible
- High anxiety
- Lots of overtime
- Antiquated system (8+ years)

What is needed to meet future service needs and anticipated demand?

- Going forward provide online access to reports online
- Nice to have a system that populates and connects to CAD initiation
- Ability to leverage and streamline technology to “make it work for us and not us working for it”
- Need a recording to instruct and inform callers on hold
- Need a better way to handle general calls to the City, especially after hours; currently all are funneled through dispatch
- Core stationary group is needed in support instead of rotation
- Document processes to assist with cross-training