RPD SEXUAL ASSAULT RESPONSE REPORT 2018-2020

Sexual Assault Response



BACKGROUND

February 2016 | SOS Sexual Violence Services sponsors a day-long workshop on trauma-informed interviewing by national expert Russell Strand for members of the <u>Ramsey County Sexual Assault Protocol Team (RCSAPT).</u>

April 2016 | <u>Start by Believing initiative</u> is launched across Ramsey County with leadership from the County Attorney, Public Health, and County Sheriff.

April 2016 | Ramsey County Attorney John Choi commissioned a <u>2-year study of sexual assault cases</u> in Ramsey County to improve reporting and system response.

April 2018 | Ramsey County Attorney's Office released the <u>Ramsey County Sexual Assault Systems Review</u> which resulted in two new advocates for SOS Sexual Violence Services and two new investigators in the Saint Paul PD Sex Crimes Unit.

Summer & Fall 2018 | Major media focus, including Denied Justice series, outlined gaps in the Minnesota criminal justice system.

November 2018 | Meeting held with police chiefs, prosecutors, and advocates of Ramsey County to address shortfalls in response to sexual assault. RCSAPT takes over coordination of these efforts.

December 2018 | The Minnesota Attorney General's Working Group on Sexual Assault released a <u>report</u> on lapses in criminal justice response to sexual assaults.

January 2019 | The Minnesota Board of Peace Officer Standards and Training (POST) releases a <u>Sexual Assault</u> Investigation Model Policy.

April 2019 | Ramsey County leaders make a public commitment to the Ramsey County Sexual Assault Response Collaboration: *Implementation Plan for Systems Change* (discussed on Page 2).

July 2019 | Detective Jamie Baker, who served as Roseville Police Department's Sex Crimes/Family Violence Detective for 10.5 years, is promoted to Patrol Sergeant and former School Liaison Officer, Crystal Jones, takes over the vacant detective position.

August 2019 | Roseville City Council accepts a one-year grant proposal being offered by the Ramsey County Attorney's Office to fund one new full-time Sex Crimes Detective for the department to start January 1, 2020, with continued funding for the position being included in future Roseville Police Department annual budgets.

September 2019 | Detective Crystal Jones is named as the new full-time Sex Crimes Detective effectively creating two separate positions to investigate Sex Crimes and Family Violence Crimes, which is determined by case load recommendations.

January 2020 | Roseville Police Department and other Ramsey County entities begin detailed data collection and implementation plan efforts to improve sexual assault responses and outcomes.

Sexual Assault Response



Ramsey County Sexual Assault Protocol: Implementation Plan for Systems Change

The Implementation Plan for Systems Change is an investment by criminal justice leaders, prosecutors and advocates in Ramsey County to improve outcomes for victims/survivors of sexual violence.

Collaborative Agencies

Ramsey County Attorney's Office Saint Paul - Ramsey County Public Health Maplewood Police Department Mounds View Police Department New Brighton Police Department North Saint Paul Police Department Ramsey County Sheriff's Office Roseville Police Department Saint Anthony Village Police Department Saint Paul Police Department White Bear Lake Police Department

Improvement Efforts

- 1. Initial Report and Patrol Response
- 2. Development and Retention of Investigators
- 3. Cultivating a Victim-Centered Response
- 4. Investigation of Cases
- 5. Collaboration of Law Enforcement and Prosecution
- 6. Prosecution Efforts
- 7. Multi-Disciplinary Collaboration
- 8. Documentation of Commitments
- 9. Continuity of Commitments

Roseville Police Department Highlights

- Trained all patrol officers on sexual assault advocacy services and effective response to sexual assaults
 - ✓ Department wide training completed October 1, 2020
- Provided sufficient staffing levels for investigators to robustly address individual cases
 - ✓ Added full-time Sex Crimes Detective position
- Utilized non-sworn personnel to perform duties that don't require the use of sworn personnel
 - ✓ Researched transcription and dictation software
 - ✓ Training for Investigative Analyst to complete cell phone extractions
- Committed to selecting and sending a representative to participate in Ramsey County Sexual Assault Response Team (RCSAPT) meetings and Law Enforcement Subcommittee
 - ✓ Detective Jones participates in both
- Integrated RCSAPT protocol work into policy
 - ✓ Policy Manual updated in August 2019 to reflect new POST requirements and recommendations expressed by the Ramsey County Attorney's Office
- Improved collaboration between law enforcement and prosecution, advocacy, and hospitals
 - ✓ Participation on RCSAPT, Law Enforcement Subcommittee, and inter-agency list serve
- Involved community advocacy services in interviews, investigations, and prosecution
 - ✓ Strengthened bonds with Sexual Offense Services (SOS) and Standpoint
- Improved data collection on case demographics to assess performance
 - ✓ Sex Crimes Investigator completes data checklists for each CSC case

Sexual Assault Response



CASE LOADS

Though there is no official industry standard for how many cases a detective investigating sexual assault should carry, there are some informal standards that departments across the country have been using. Here are a few examples:

- In Portland, Oregon, an <u>audit</u> was conducted in June 2007 which included a review of data from nine additional cities. They concluded that the five year average of a Portland Detective's median annual caseload was 56 and that these efforts "fall short of a victim-centered approach".
- In a second report titled: <u>Allocation of Personnel: Investigations</u>, author William Prummell identified the industry standard for a detective working major crimes (other than homicide) as 6-8 cases per month or 72-96 cases per year. He then utilized a formula and case assignment criteria from the Charlotte County Sheriff's Office in Florida and determined that detectives in that agency working major crimes (other than homicide) were assigned an average of 6 cases per month or 72 cases per year. This is on the lower end of the industry standard, but otherwise demonstrates consistency between the theory of an industry standard and the practice in at least this one particular agency.
- The International Association of Chiefs of Police (IACP) has indicated an annual case load per detective should range from 120-180 cases in order to maximize effectiveness of the investigator. The specialty of the detective was not identified.

In 2018, the average yearly case load per Roseville detective was 211 cases (a 12% increase from 2016). This is well above the unofficial industry standards.

Common Case Types for Sex Crimes/Family Violence Investigator

Primarily "Sex Crimes"

- Child Pornography
- Criminal Sexual Conduct
- Human/Sex Trafficking
- Indecent Exposure
- Lewd/Lascivious Behavior
- Predatory Offender Violations
- Prostitution
- Other Sex-Related Offenses
- Solicitation

Primarily "Family Violence"

- Child Abuse
- Domestic Assault
- Harassment/Stalking
- Maltreatment of Vulnerable Adult
- Terroristic Threats
- Protective Order Violations
 - No Contact Order (NCO)
 - Harassment Restraining Order (HRO)
 - o Order for Protection (OFP)

Sex crimes and family violence crimes may be co-occurring in one report. In these cases, the incident is often titled based on the more severe crime committed (e.g. the co-occurrence of a felony level criminal sexual conduct and a misdemeanor OFP violation will likely be titled a Criminal Sexual Conduct and assigned to the Sex Crimes Detective).

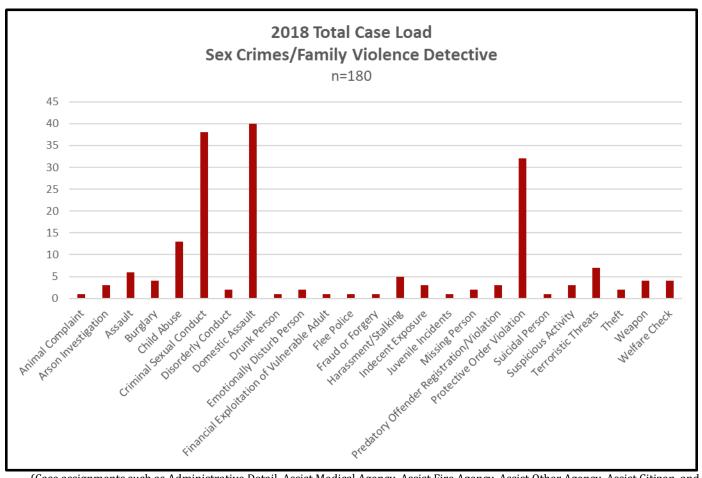
Sexual Assault Response



2018 | Sex Crimes/Family Violence Detective Case Load (Detective Baker)

Total 2018 Case Load: 180

(25% Sex Crimes, 54% Family Violence, 21% Other)



(Case assignments such as Administrative Detail, Assist Medical Agency, Assist Fire Agency, Assist Other Agency, Assist Citizen, and Informational were removed from the data set for this figure.)

Detectives may conduct limited follow-up investigation on incidents without the incident officially being assigned to their case load. These cases may never be officially "assigned" to an investigator due to lack of probable cause. In addition, detectives with a specialized focus (i.e. sex crimes, family violence, fraud forgery, narcotics) may be requested to conduct follow-up investigation on types of cases outside their specialty due to case load management, staffing levels, on-call responses, etc.

Prior to 2020, Detective Jamie Baker served as the Roseville Police Department Arson Investigator due to her specialized training, which for the purpose of this data resulted in three Arson Investigation assignments in 2018 and one Arson Investigation in 2019.

Additionally prior to 2020, General Detective Mark Ganley served as the department's Internet Crimes Against Children (ICAC) investigator, which primarily consisted of investigating incidents of child pornography and solicitation. ICAC cases were re-allocated to the full-time Sex Crimes Detective case load in 2020.

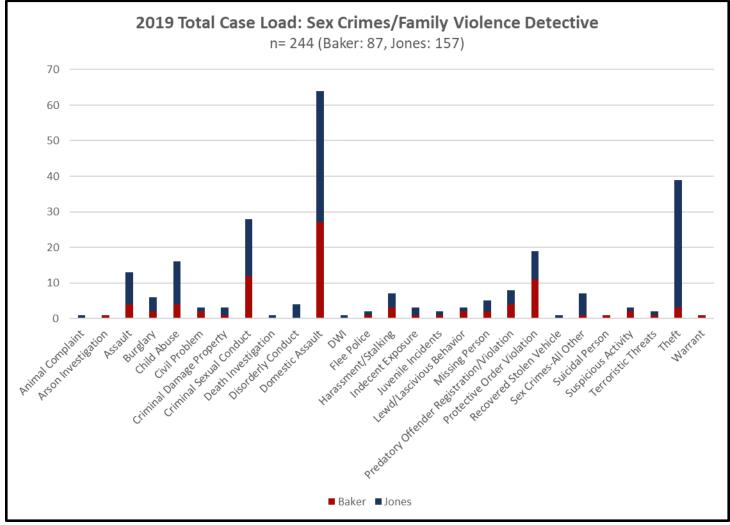
Sexual Assault Response



2019 | Sex Crimes/Family Violence Detective Case Load (Detectives Baker & Jones)

In May 2019, Detective Jamie Baker was selected to be promoted to Patrol Sergeant effective July 1, 2019. School Liaison Officer Crystal Jones was selected to fill the vacancy of Sex Crimes/Family Violence Detective effective July 1, 2019. The figure on this page reflects the joint efforts of Detective Baker's case load between January 1, 2019 and June 30, 2019 and Detective Jones' case load between July 1, 2019 and December 31, 2019. Some cases were coassigned but are only counted once in the graph below.

Total 2019 Case Load: 244 (20% Sex Crimes, 44% Family Violence, 36% Other)



(Case assignments such as Administrative Detail, Assist Medical Agency, Assist Fire Agency, Assist Other Agency, Assist Citizen, and Informational are not shown nor included in the total of 244 cases.)

Beginning in May 2019, Jones was assigned and/or co-assigned several criminal sexual conduct and domestic/family violence cases to investigate under the supervision and guidance of Detective Baker. Shadowing or mentoring by an experienced detective is one of the criteria recommended in the Ramsey County *Implementation Plan for Systems Change* for new assignment as a sex crimes investigator due to the complex nature of these crimes.

Sexual Assault Response



2020 | Sex Crimes and Family Violence Become Separate Positions

Beginning January 1, 2020, the City of Roseville entered into an agreement with the Ramsey County Attorney's Office to assign one new full-time Sex Crimes Investigator for the purpose of investigating reports of criminal sexual conduct (CSC) and sex trafficking crimes for a period of one year. This allowed the Roseville Police Department to allocate the case assignments of Sex Crimes and Family Violence separately, with the intent of appropriately managing the growing case loads specific to these types of crimes.

Detective Crystal Jones was selected to fill the Sex Crimes vacancy and Detective Joseph Cox was selected to fill the Family Violence vacancy beginning January 1, 2020.

As part of the agreement, the Roseville Police Department was tasked with providing quarterly reports to the Ramsey County Attorney's Office that included various information pertaining to the position and case load. Specific data provided in this document includes the number of cases investigated, the number of cases referred for prosecution, and demographics of victim(s) and suspect(s).

As part of the larger *Ramsey County Sexual Assault Protocol: Implementation Plan for Systems Change*, similar information was also requested from every individual agency in Ramsey County that conducts investigations on Criminal Sexual Conduct (CSC) cases. This information was collected through the completion of a checklist pertaining to each CSC investigation initiated, referred, or closed in 2020. This information is being compiled by the Ramsey County Attorney's Office and will likely be reported in 2021.

The agreement also contained a subsection related to the "emergency recall" of the position – meaning the detective's duties could be temporarily reassigned in extenuating circumstances. This subsection was called into effect during the emergence of the COVID-19 pandemic to allow the Roseville Police Department to assign non-sex crimes cases to the investigator holding this position in an effort to appropriately manage staffing needs and case loads. In March 2020, several investigators were re-assigned to patrol duties to manage the minimum staffing needs of patrol operations in the anticipation of officer and family illness related to the COIVD-19 pandemic. The investigators that were temporarily re-assigned to patrol functions from mid-March to early July included the Fraud and Forgery Detective, Family Violence Detective, and General Crimes Detectives. You will note the effect on the case load specifically for the Sex Crimes Detective in Quarter 2 (April 1 – June 30). The COVID-19 pandemic continues to have unpredictable impacts on police staffing levels.

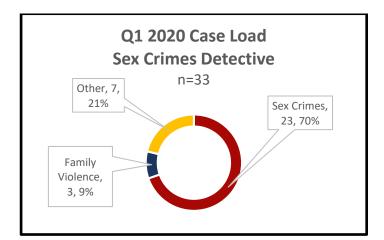
Sexual Assault Response



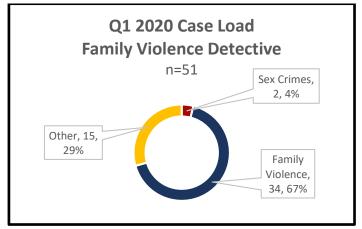
Quarter 1 (January 1, 2020 - March 31, 2020)

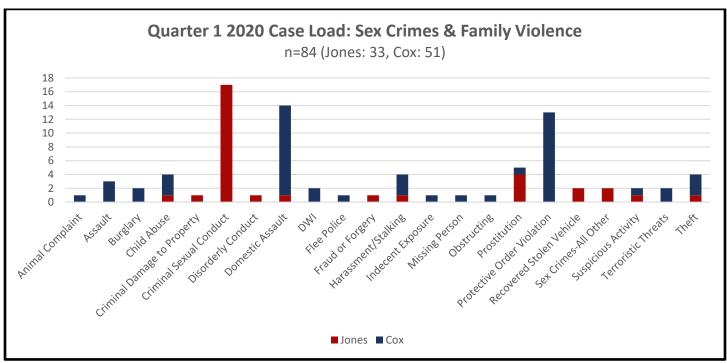
Total Quarter 1 2020 Case Load: 84

Sex Crimes Detective Case Load: 33



Family Violence Detective Case Load: 51





(Case assignments such as Administrative Detail, Assist Medical Agency, Assist Fire Agency, Assist Other Agency, Assist Citizen, and Informational were removed from the data set for these figures.)

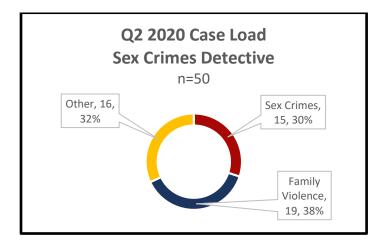
Sexual Assault Response



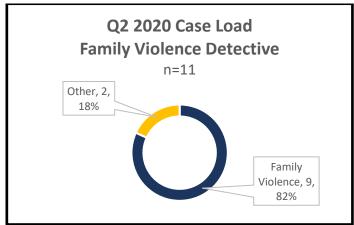
Quarter 2 (April 1, 2020 - June 30, 2020)

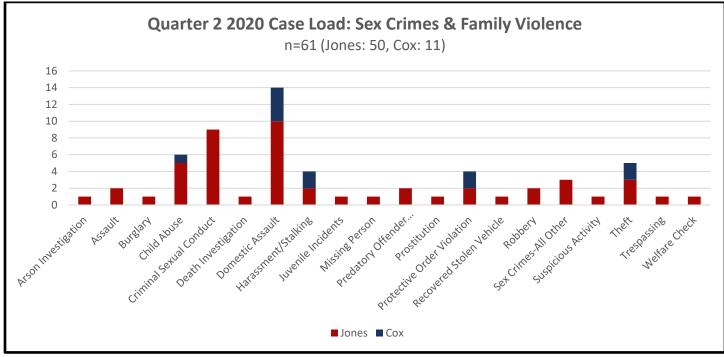
Total Quarter 2 2020 Case Load: 61

Sex Crimes Detective Case Load: 50



Family Violence Detective Case Load: 11





(Case assignments such as Administrative Detail, Assist Medical Agency, Assist Fire Agency, Assist Other Agency, Assist Citizen, and Informational were removed from the data set for these figures.)

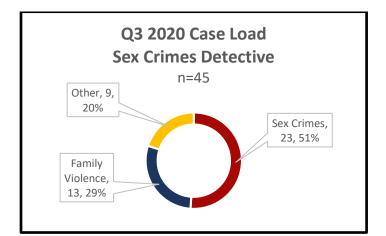
Sexual Assault Response



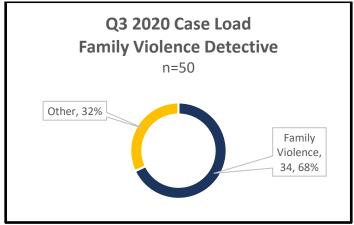
Quarter 3 (July 1, 2020 - September 30, 2020)

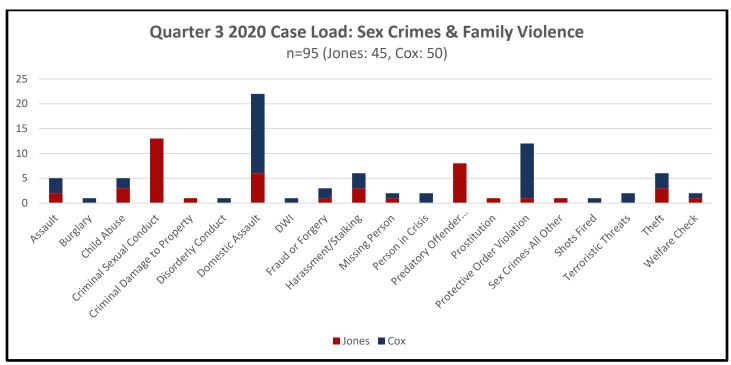
Total Quarter 3 2020 Case Load: 95

Sex Crimes Detective Case Load: 45



Family Violence Detective Case Load: 50





(Case assignments such as Administrative Detail, Assist Medical Agency, Assist Fire Agency, Assist Other Agency, Assist Citizen, and Informational were removed from the data set for these figures.)

Sexual Assault Response



CRIMINAL SEXUAL CONDUCT DATA COLLECTION

Beginning January 1, 2020, the Ramsey County Attorney's Office requested all agencies in the county to complete a "CSC Checklist" for any Criminal Sexual Assault case that was reported, submitted, or closed. In an effort to determine progress over a greater period, the Roseville Police Department also internally gathered this data for all 2018 and 2019 CSC cases. The 2018 and 2019 data were not provided to the Ramsey County Attorney's Office unless the case was submitted or closed in 2020.

CSC Checklist:

- 1. Case Report Information
 - a. Immediate vs. Delayed Report
 - b. Report Source
- 2. Victim/Survivor Demographics
- 3. Suspect Demographics
- 4. Investigation Information
 - a. Follow-Up Interview
 - b. Advocacy Services
 - c. Sexual Assault Forensic Examination
- 5. Disposition Information

Summary of Reported Sexual Assaults in Roseville

2018 | Total Sexual Assaults reported in 2018: 50*

- There were 46 case numbers generated; 3 cases contained multiple victims and/or suspects
 - » 1 case remains an open investigation
- 38 of the cases were assigned to Detective Baker
- 2 of the cases were assigned to another officer/detective
- 6 cases were not assigned to an officer/detective due to lack of probable cause

2019 | Total Sexual Assaults reported in 2019: 36

- There were 32 case numbers generated; 3 cases contained multiple victims and/or suspects
- 9 of the cases were assigned to Detective Baker
- 25 of the cases were assigned to Detective Jones
- 1 case was assigned to another officer/detective
- 1 case was not assigned to an officer/detective due to lack of probable cause

2020 | Total Sexual Assaults reported as of 9/30/2020 in 2020: 41*

- There were 39 case numbers generated; 2 cases contained multiple victims and/or suspects
 - » 8 cases remain open investigations
- All cases were assigned to Detective Jones

The detailed data provided in the following pages are reported by assault than case number due to the individual characteristics of each victim/suspect relationship.

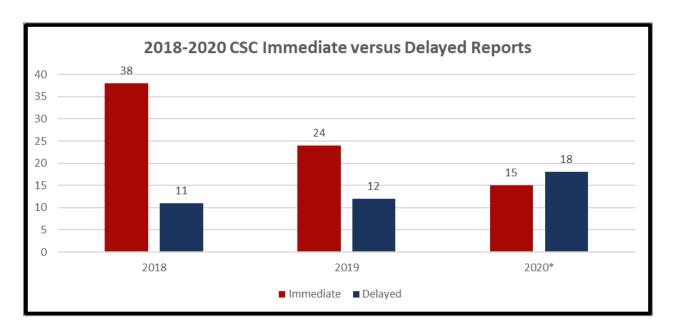
^{*}Open investigations have been excluded from the following data and figures.

Sexual Assault Response



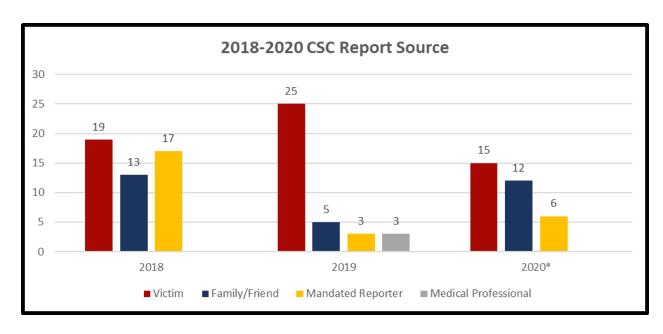
Immediate Versus Delayed Reports

Immediate reports are considered reports made within 10 days of an incident occurring. Delayed reports are any reports made after 10 days. Delayed reports can pose challenges to investigations and prosecutions such as deterioration or destruction of evidence, memory recall, and suspect apprehension.



Source of Report

Reports may be made to law enforcement by victims, family/friends on behalf of a victim, mandated reporters, or medical professionals. Mandated Reporters include social services, law enforcement, education professionals, direct care providers, licensed health and human services workers, employees of licensed facilities, and medical examiner/coroners. Regardless of the report source, the cooperation of a victim is essential for the investigation/prosecution.



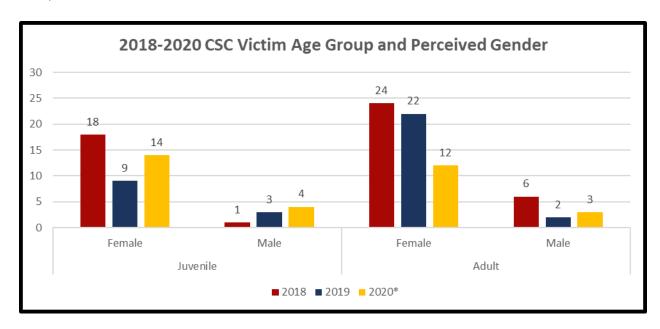
^{*2020} data only includes reports made between January 1, 2020, and September 30, 2020.

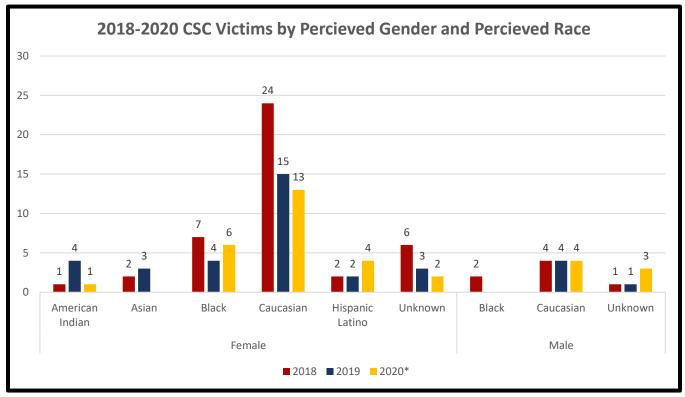
Sexual Assault Response



Victim/Survivor Demographics

Race and gender designations are primarily determined by the victim and/or reporter. In situations where that information is unavailable, the responding officer or investigating detective will attempt to locate the missing information using government records such as driver's license files. In all other cases, the responding officer or investigating detective uses their perception to assign a race and/or gender to a specific individual. There are more "Unknown Race" designations applied to juvenile victims because there are limited government records containing race data of juveniles accessible to law enforcement.



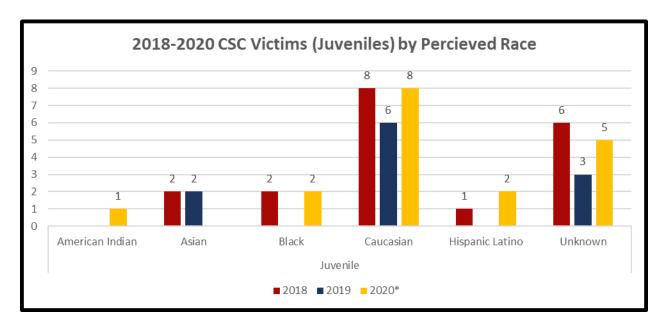


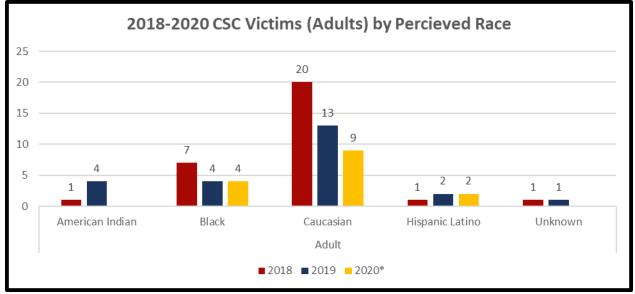
^{*2020} data only includes reports made between January 1, 2020, and September 30, 2020.

Sexual Assault Response



Victim/Survivor Demographics (Cont.)



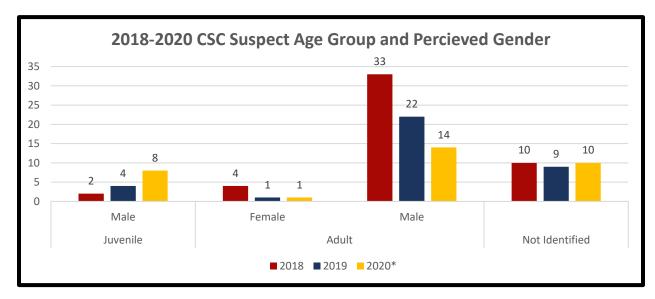


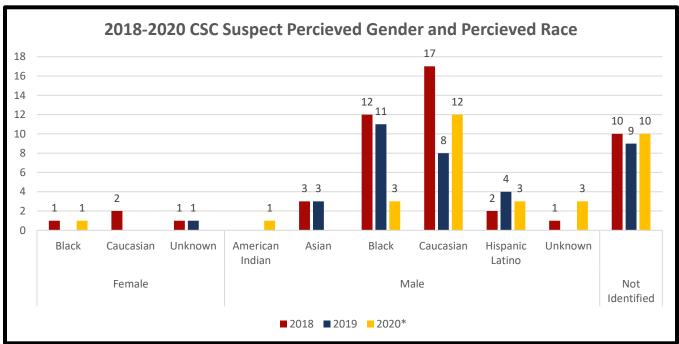
Sexual Assault Response



Suspect Demographics

Race and gender designations are primarily determined by the victim and/or reporter. In situations where that information is unavailable, the responding officer or investigating detective will attempt to locate the missing information using government records such as driver's license files. In all other cases, the responding officer or investigating detective uses their perception to assign a race and/or gender to a specific individual. There are more "Unknown Race" designations applied to juvenile victims because there are limited government records containing race data of juveniles accessible to law enforcement.

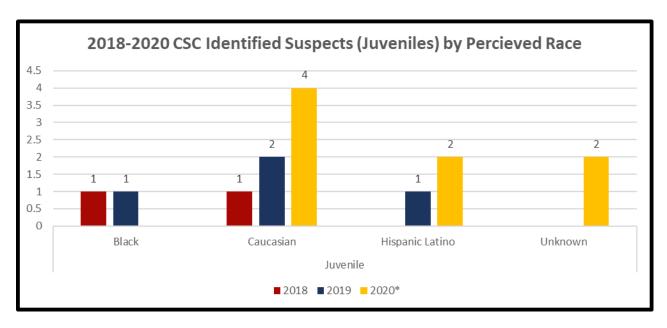


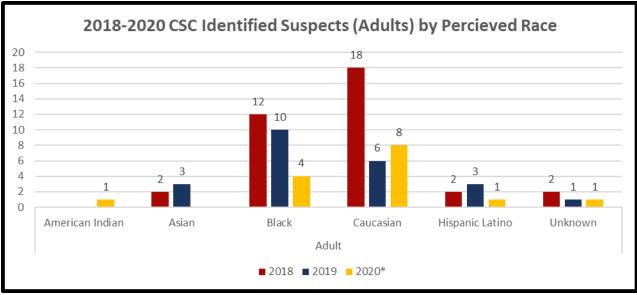


Sexual Assault Response



Suspect Demographics, Continued...





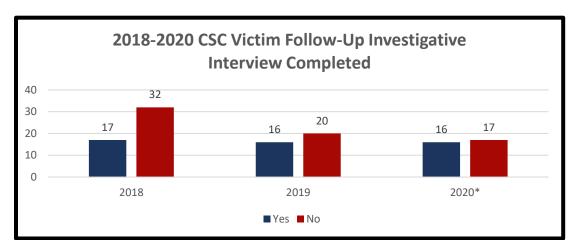
Sexual Assault Response



Follow-Up Investigative Interview

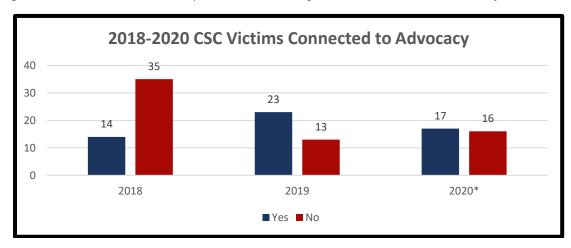
End Violence Against Women International (EVAWI) recommends that professionals strive to minimize the number of times that victim is interviewed in detail about their traumatic experience and to wait several days or even weeks following the victim's experience of the traumatic event to conduct a detailed interview. These traumatinformed and victim-centered strategies limit re-traumatization and reduce the negative effects of trauma on memory and recall. The Roseville Police Department <u>policy</u> on Sexual Assault Investigations incorporates these best practices by requiring responding officers to only conduct a limited interview of the victim on scene and allowing a trained investigator to complete a detailed follow-up investigative interview at a later time.

Often times, victims that undergo a Sexual Assault Nurse Examination (SANE) are interviewed at the hospital regarding their traumatic experience by trained medical professionals. Although the information gathered is intended to facilitate better patient care, the information obtained during the SANE and the initial report to the responding officer may eliminate the necessity of a detailed follow-up investigative interview in some cases. In special cases, the interviews may be conducted by forensic interviewers (e.g. Midwest Children's Resource Center).



Advocacy Services

The Ramsey County Department of Public Health offers free and confidential advocacy services to victims of sexual violence and their families through a group called <u>Sexual Offenses Services (SOS)</u>. The *Implementation Plan for Systems Change* seeks to connect all victim/survivors who report sexual assault to advocacy services.



Sexual Assault Response



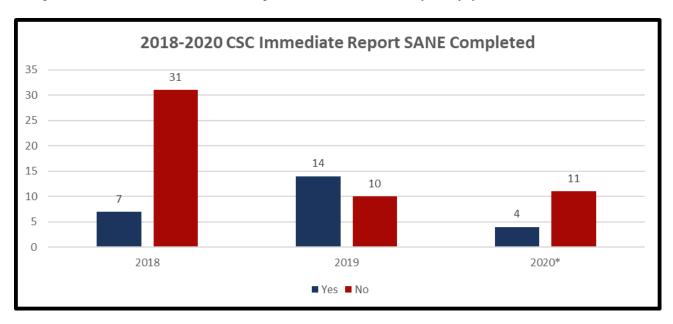
Sexual Assault Nurse Examination (SANE)

Following a sexual assault, victims will often elect to undergo examinations at local hospitals, both for forensic/evidentiary documentation and for their own health. The Minnesota Coalition Against Sexual Assault & Rape (MNCASA) provides a succinct description of the exam process:

"Many hospitals in Minnesota are trained and equipped to conduct sexual assault evidentiary exams. The exams are designed to capture any physical evidence, such as hair, fibers, bodily fluids from the assailant, as well as to note any observable injury or trauma. The goal of the evidentiary exam is to locate and preserve anything that will prove an assault occurred and identify a suspect. The kit may be processed by the Bureau of Criminal Apprehension (BCA) at the time the victim decides to make a report to law enforcement. At the time of an evidentiary exam, medical personnel will also screen for and provide treatment for medical conditions that may require treatment, such as sexually transmitted infections, pregnancy, and physical trauma."

"Most agree that the sooner an exam is conducted, the more likely it is that evidence can be collected. In most cases, hospitals will conduct exams within 72 hours of an assault. In some instances, exams can be conducted after that time. For example, programs in some Minnesota hospitals will conduct exams within 168 hours of an assault (Sexual Assault Resource Service (SARS)), while others have extended this time period to 240 hours (Regions SANE Program and Allina Forensic Nurse program)."

For this report, the definition of immediate report is within 240 hours (10 days) of the assault.



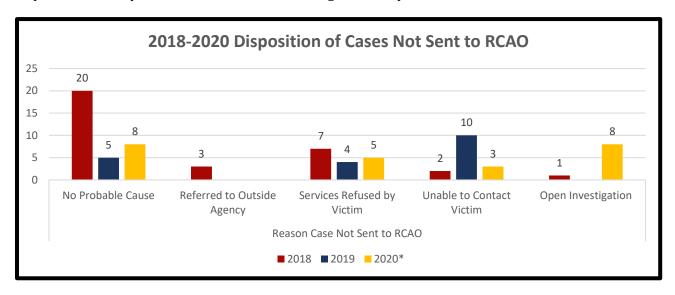
Victims are not required to participate in exams and exams are only conducted with the victim's consent. If they decide to report the assault to law enforcement, examiners will have the victim sign a release form indicating the hospital can share the exam results directly with law enforcement. Exams are done at no cost to the victim, even if the victim decides not to pursue a criminal case. The cost of the exam is covered by the county in which the assault occurred regardless of which hospital the victim chooses to go to for the exam.

Sexual Assault Response

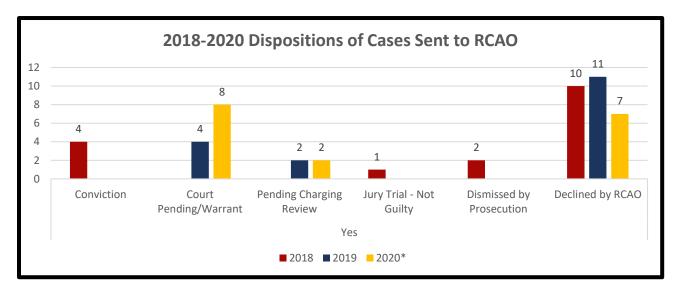


Case Dispositions

Following the completion of an investigation, the Roseville Police Department may send Criminal Sexual Conduct cases to the Ramsey County Attorney's Office (RCAO) for review of criminal charges. Cases that are not sent to RCAO are closed for a variety of reasons, most commonly "No Probable Cause". Probable cause is established when an identified suspect's actions meet the elements of the crime as defined in a Minnesota State Statute. Other reasons cases are not sent to RCAO for review are due to the victim's refusal of services or an investigator's inability to contact the victim after multiple documented attempts. As noted earlier, most Criminal Sexual Conduct cases require victim cooperation for a successful investigation and prosecution.



Cases that are sent to RCAO are reviewed for charges by attorneys and then either charged or declined. Cases that are charged begin court proceedings and may ultimately result in convictions, jury trials, dismissals, etc. Cases that are not charged are deemed "Declined by RCAO". These cases may be declined due to the need for further investigation, lack of probable cause, or lack of victim cooperation.

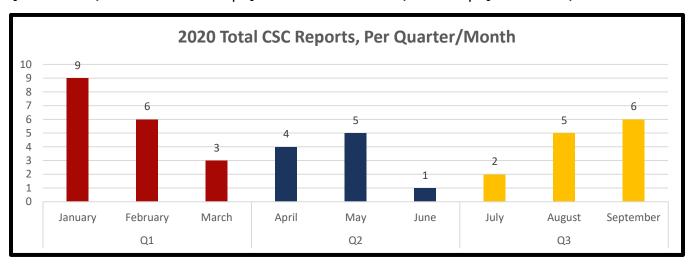


Sexual Assault Response

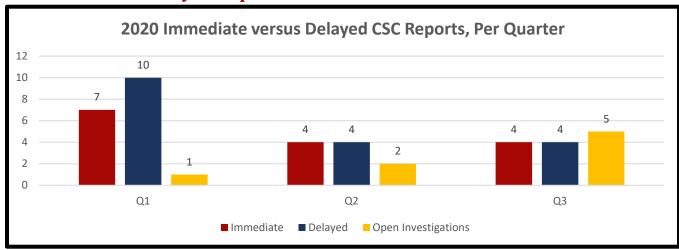


2020 GRANT YEAR QUARTERLY DATA

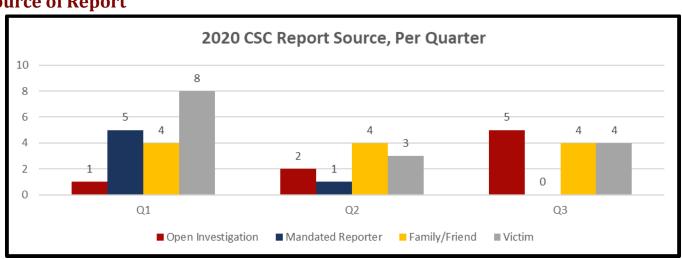
QUARTER 1: JAN 1 - MARCH 31 | QUARTER 2: APRIL 1 - JUNE 30 | QUARTER 3: JULY 1 - SEPT 30



Immediate Versus Delayed Reports



Source of Report

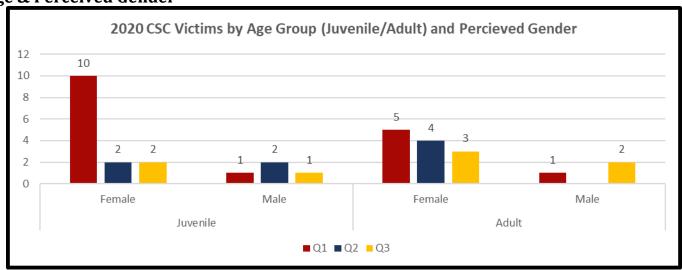


Sexual Assault Response

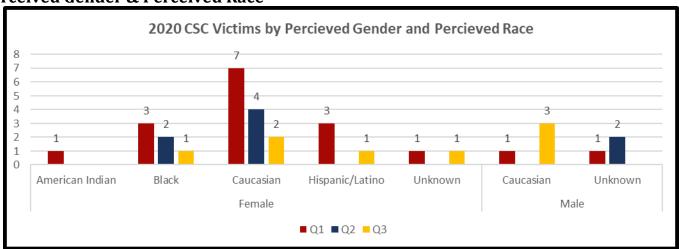


CSC Victim Demographics

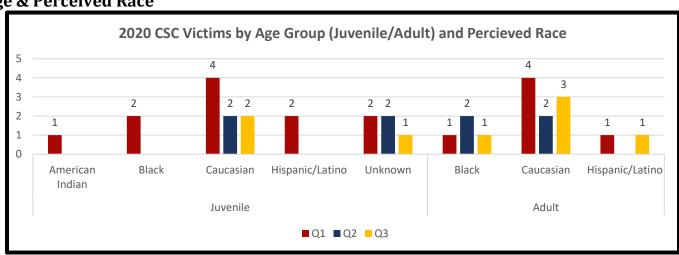
Age & Perceived Gender



Perceived Gender & Perceived Race



Age & Perceived Race



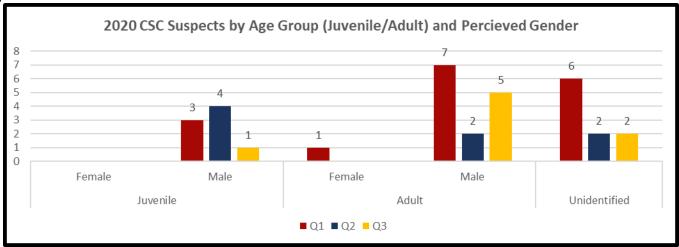
(Note: These figures do not include victim demographics for open investigations.)

Sexual Assault Response

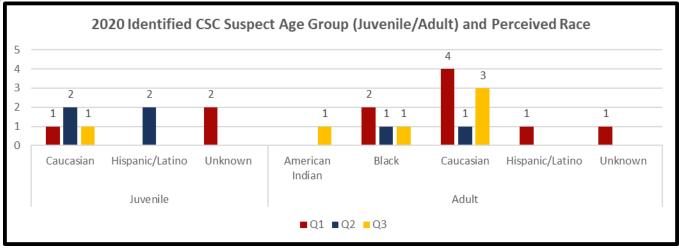


CSC Suspect Demographics

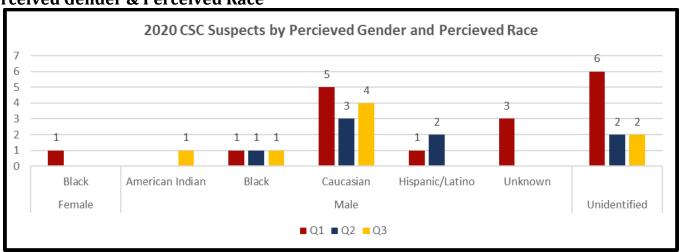
Age & Perceived Gender



Age & Perceived Race



Perceived Gender & Perceived Race

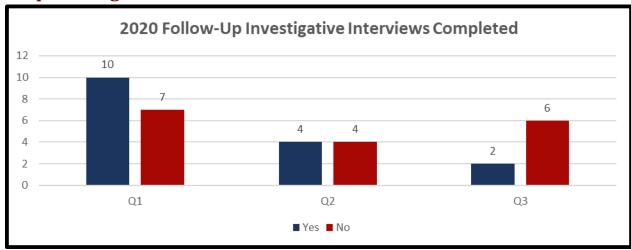


(Note: These figures do not include suspect demographics for open investigations.)

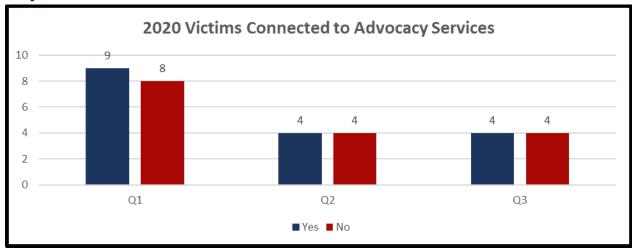
Sexual Assault Response



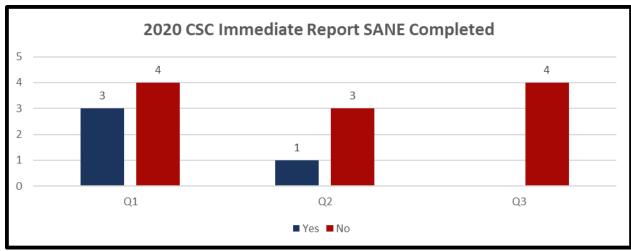
Follow-Up Investigative Interviews



Advocacy Services



Sexual Assault Nurse Exams



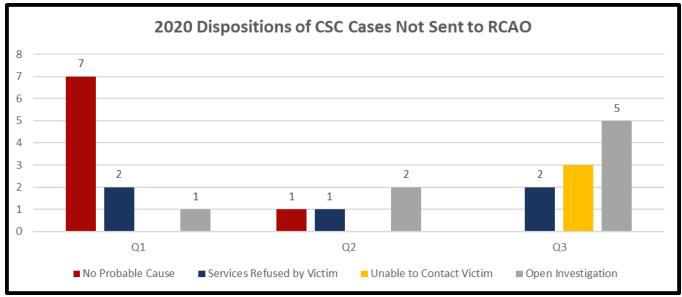
(Note: These figures do not include open investigations.)

Sexual Assault Response



CSC Case Dispositions

Cases Not Sent to RCAO



Cases Sent to RCAO

