

Minneapolis

2018 INTERIM STATUS REPORT

MINNEAPOLIS, MINNESOTA IS ONE OF SIX PILOT SITES FOR THE NATIONAL INITIATIVE FOR BUILDING Community Trust and Justice (NI), a project designed to improve relationships and increase trust between communities and the criminal justice system, while also advancing public understanding of the issues contributing to those relationships. In collaboration with the U.S. Department of Justice, the National Initiative is coordinated by the **National Network for Safe Communities at John Jay College of Criminal Justice**, in partnership with the **Justice Collaboratory at Yale Law School**, the **Center for Policing Equity at John Jay College and UCLA**, and the **Urban Institute**.

The National Initiative's work involves trust-building interventions with police departments and communities based on three pillars:

- Enhancing **procedural justice**: the way police interact with the public, and how those interactions shape the public's views of the police, their willingness to obey the law, and their engagement in co-producing public safety in their neighborhoods.
- Reducing the impact of **implicit bias**: the automatic associations individuals make between groups of people and stereotypes about those groups, and the influence it has in policing.
- Fostering **reconciliation**: frank engagements between marginalized communities and law enforcement to address historical tensions, grievances, and misconceptions that contribute to mutual mistrust and misunderstanding and prevent police and communities from working together.

At a Glance: Key highlights for Minneapolis, Minnesota

Procedural Justice

- All 874 of MPD's sworn officers have undergone trainings on the theory of procedural justice ("PJ1") and operational techniques on how to apply it ("PJ2"). New recruits continue to receive the training.
- MPD has established a full-time Procedural Justice Unit to weave the principles of procedural justice throughout the department's training efforts.
- MPD created an in-service PJ refresher course and delivered it to all 874 sworn officers in 2018.

Implicit Bias

- All 874 of MPD's sworn officers have undergone the 8-hour training on implicit bias (PJ3), and new recruits continue to receive the training.
- MPD launched a community-facing implicit bias training ("PJ3—Community") in October 2017.

Reconciliation

- Minneapolis was the first pilot site to begin on-the-ground reconciliation work in June 2016 through facilitated meetings ("listening sessions") between former Chief Janée Harteau and influential leaders from a variety of communities. These are continuing under Chief Medaria Arradondo.
- MPD has hired civilian Community Navigators to liaise between marginalized communities and the police department. So far, Navigators have been hired for the Native American, Latinx, African American, East African, LGBTQ, and Intimate Partner Violence survivor communities.

Minneapolis was selected as a pilot site for its demonstrated willingness and capacity to engage in the National Initiative's research, intervention, and evaluation process, as well as its jurisdiction size and demographic composition. The National Initiative partners with public safety officials to develop, implement, and assess each intervention, which is tailored to the needs of the Minneapolis community. The successes and lessons learned in Minneapolis and each pilot site will set the city on a trajectory beyond the project's formal end date and help to build a base of knowledge, policy, and practice to transform communities everywhere.

This status report comes as Minneapolis nears the end of its fourth year of work with the National Initiative. The Minneapolis Police Department is continuing to institutionalize each component of the NI to ensure sustainability and longevity.

Enhancing Procedural Justice

The Justice Collaboratory at Yale Law School and the Chicago Police Department created a comprehensive curriculum on procedural justice (PJ) that was adapted by the National Initiative and the Minneapolis Police Department (MPD) to address Minneapolis's unique history and police practices. Research demonstrates that procedural justice can increase public willingness to obey and cooperate with the police ("police legitimacy") and ultimately lead to stronger police-community relationships, increased safety, and reduced crime.

The PJ curriculum includes several modules that do the following:

- Define the concept of legitimacy and highlight ways to increase police legitimacy;
- Explain procedural justice and how it is necessary for advancing public safety goals;
- Review the present-day relationship between the police and the community; and
- Help MPD officers understand the role that history has played—from the Fugitive Slave Act of 1793 through the Civil Rights Movement for the African American community, and from 1492 to the present for the Native American community—in undermining legitimacy in some communities.

It also features modules that thoroughly explore the real-life application of procedurally just policing principles, thus helping officers to recognize when, where, and how those principles should be applied.

All 874 of MPD's sworn officers have undergone both 8-hour trainings on the theory and framework of procedural justice ("PJ1") as well as operational techniques on how to apply this framework in practice ("PJ2"). MPD is in the process of creating and implementing individual PJ strategic plans for each precinct.

The NI is working closely with MPD leadership to institutionalize the PJ curriculum and sustain it as a core part of MPD's future policies. These efforts include:

- Establishing a full-time training cadre of five trainers, led by Lieutenant Kelvin Pulphus, to weave the principles of procedural justice throughout the department and to prepare officers to address local challenges. Through a phased approach, MPD will train all staff, sworn and civilian; develop continuing education for officers; train community members; and help review the policy and practice documents and the continued reconciliation rollout of the NI.
- Cultivating "PJ representatives" in each precinct and on each shift, in an effort driven by Sergeant Deitan Dubuc, to represent the concepts and review practice in accordance with PJ.
- Adapting PJ training for MPD civilian staff. All civilian staff have been trained in PJ1 and an adapted version of PJ2.
- Creating a specialized class in PJ for new supervisors, which is delivered to newly promoted sergeants and lieutenants.
- Promoting internal PJ by reinstating an Officer Advisory Committee, Street Supervisor Advisory Committee, and Civilian Advisory Committee, each of which meets bi-monthly with Chief Arradondo.

- Developing a 4-hour in-service PJ refresher course, delivered to all members of the department in 2018 and certified by the Minnesota Board of Peace Officer Standards and Training (POST).
- The Youth PJ Project: a twofold, youth-centered PJ training effort led by Officer Yolanda Wilks. The project aims to develop an age-appropriate PJ curriculum to teach local youth. Trainings will also provide a forum for input from youth participants on how law enforcement can use PJ to improve their interactions with police.
- Supporting neighboring jurisdictions that continue to reach out to MPD for support in adopting the PJ 1-3 training cycle. Additionally, representatives of the PJ team have met with the state POST board to discuss statewide adoption—as a result, MPD is working on getting the PJ training certified through P.O.S.T as a first necessary step towards statewide requirement.
- Presenting an overview of procedural justice, as well as historical trauma training modules, to local community members, including the Victory Neighborhood Association.
- Working with members of Minneapolis's large Native American community through Little Earth of United tribes to develop a procedural justice historical training module that introduces officers to indigenous culture and educates them on trauma experienced by the local Native community.

Reducing Implicit Bias

As part of the National Initiative's work to address and reduce implicit bias, Minneapolis police trainers worked with NI staff to adapt the implicit bias training developed by the Center for Policing Equity—and, in exciting news, Minneapolis was the first NI site to implement this type of training. Implicit bias training works to ensure that law enforcement is aware of implicit biases Americans hold and how they form, and the circumstances under which implicit biases are most likely to manifest in ways that jeopardize good judgment and safety. With this information in hand, officers and departments are far better equipped to work through police training, policy, and practice to

identify and mitigate the scenarios in which implicit bias has significant negative impacts.

All MPD's 874 sworn officers have undergone the 8-hour training on implicit bias, and all new recruits will be cycled through. In 2018 MPD on-boarded three new trainers in order to ensure continued capacity to deliver the implicit bias curriculum.

In October 2017 MPD launched a community-facing implicit bias training ("PJ3—Community"). PJ3—Community teaches the public about implicit bias, and it is designed to be co-facilitated by police and members of the public. It also provides a crucial forum for police and members of communities with low levels of confidence in the police to discuss issues of legitimacy, trust, bias, and history with greater nuance and common ground.

If you're interested in attending a training or becoming a facilitator, please reach out to the National Initiative's Minneapolis Multi-Strategy Project Site Coordinator Glenn Burt at Glenn.Burt@minneapolismn.gov.

Fostering Reconciliation and Building Trust

Reconciliation, or "Collective Healing" as it is known in Minneapolis, is a process that opens communication between community members and the police, allows both parties to acknowledge past and present grievances, and begin to build (or rebuild) trust. MPD has worked with the NI team to design a robust reconciliation framework that promotes neighborhood policing as well as active outreach to the city's most vulnerable communities.

Minneapolis was the first pilot site to begin on-the-ground reconciliation work in June 2016 through facilitated meetings ("listening sessions") between Former Chief Janee Harteau and influential leaders from a variety of communities with histories of tension with the police, including the African American, Latino, Native American, Somali, and LGBTQIA communities.

These sessions began with MPD representatives acknowledging historical harm on behalf of the department. This forms a foundation that demonstrates common cause with community members who will be asked to contribute their experiences, time, and effort to the forthcoming process. Moving forward, these listening sessions will

allow for a process of mutual narrative-sharing and, ultimately, allow for the development of a police-community partnership that can collaboratively identify problems and develop solutions to pressing issues of public safety, policy, and practice.

The NI team is assisting site partners in strengthening its collective healing process. To date, these efforts have included:

- Working with former 3rd Precinct Inspector Johnson to host a focused listening session in a 3rd Precinct neighborhood that is experiencing issues with narcotics, sexual violence and human trafficking, and immigration enforcement. This community proactively reached out to MPD in order to build a partnership after learning about the NI listening sessions. In this newly created space for open communication, community members offered to explore ways to provide trauma-informed support for MPD officers, initially focused on officers involved in the listening sessions.
- Creating historical training modules that help officers better contextualize the relationships between police and specific marginalized communities throughout the city. Modules have been developed and used for Minneapolis's African American and Native American communities, and a module about the Latinx and LGBTQIA+ communities are under development.
- Sending Site Liaison Glenn Burt, lead Procedural Justice Trainer Lieutenant Kelvin Pulphus, and Sergeant Catherine Michal of the School Resource Officer Unit to a peer exchange and training in Fort Worth on how to launch conversations with youth grounded in reconciliation and procedural justice.
- Developing a comprehensive Collective Healing strategy for the police department, grounded in understanding and acknowledging both historical and present harm, and working with community navigators and the policy team to host listening sessions where insights will feed into department policy and practice.

Moreover, MPD continues to explore new trust-building initiatives that focus on the needs of focus communities within the city. For example, MPD held

another LGBTQIA+ Community Listening Session in July 2018, and looks forward to continued engagement with this community, especially with the help of its new LGBTQIA Department Liaison.

Additionally, through its Police Athletic League and broader Community Engagement Team, MPD has supported a mentoring program for Native girls, started in 2017 and led by Officers Goodman and Saunby through the Police Athletics League, known as "Oshki-ikwewag Mino-Bimaadizii". In the Ojibwe language, this translates to "Young women leading a good life." Officers Goodman and Saunby expanded the program in 2018 to include a program for young Native men.

Trust building with survivors of intimate partner and sexual violence in Minneapolis has also involved strengthening partnerships with various community agencies, including the Domestic Abuse Project, Sexual Violence Center, Voice for East African Women, and The Bridge for Youth. With these connections, the MPD has expressed interest in hosting a workshop in 2019 with community-based advocates and other practitioners across law enforcement and the local courts, to discuss how to improve the joint community-police response to survivors of intimate partner violence.

With the help of its six new Community Navigators, the MPD has been able to significantly expand its outreach to African American, Native, Somali/East African, Latinx, LGTBQIA+, and Intimate Partner Violence survivor communities. The Community Navigators, who joined MPD in Fall 2018, will play an instrumental role in driving new trust-building and violence intervention efforts with each of these focus communities.

Integrating Policy Recommendations

MPD's policy team, comprised of Quality Assurance Unit Commander Chris Granger, and civilian Research and Policy Unit members Daniel Boody and Kim MacDonald, is tasked with considering opportunities for changing policy and practice so that they align with the NI's core principles. The policy team has been working to assess the recommendations from the Justice Collaboratory at Yale Law School, the Center for Policing Equity, and Community-Oriented Policing Services. Where appropriate, these recommendations will be used to condense and

simplify MPD manuals and standard operating procedures to ensure consistency and improve internal comprehension and, ultimately, accountability.

The policy team incorporates community feedback gathered from listening sessions and from its strong relationship with the local chapter of the ACLU. Transparency has been a priority for Minneapolis, which makes its [policies and procedures](#) available online, along with [extensive data about stops, arrests, and use of force incidents](#).

In 2017, MPD Chief Medaria Arradondo [participated in a panel discussion](#) titled “Reducing Harm: Shifting Police Culture and Practice” at the National Network for Safe Communities’ 2017 Practitioner’s Conference. During the panel, Chief Arradondo cited MPD’s “Interactions with Transgender and Gender Nonconforming Individuals” policy as an example of how a trusting relationship with a subpopulation (in this case, LGBTQ+) can lead directly to formal policy change within a department.

Improving Public Safety

The National Network for Safe Communities (NNSC) has been working with MPD to implement the Group Violence Intervention (GVI), a strategy designed to reduce gang-related gun violence by focusing on the people at highest risk for violent victimization and offending. A three-pronged approach involving law enforcement, community partners, and social service providers, GVI aims to improve public safety, minimize arrest and incarceration, foster police-community collaboration, and change the narrative in neighborhoods that may have felt both over-policed and under-protected.

Since GVI’s implementation on the city’s North Side in 2016, Minneapolis has seen significant progress in violence reductions. The city’s fourth precinct, the area in which GVI was primarily focused at the start of implementation, has especially seen notable

reductions; as of May 2018, year to date, shootings are down approximately 23 percent in this precinct. Combined with 2016-2017 reductions of approximately 27 percent the area has experienced close to a 50 percent reduction in shootings over the two years of implementation. Later in 2018, Minneapolis began exploring implementation of GVI on the South Side of the city.

In December 2018, Minneapolis GVI partners hosted representatives of the Chicago Police Department for a training on custom notifications and the Community-Police Response to Victims of Violence (CPRVV). This training underscored links between procedural justice and the operationalization of GVI, as well as the importance of supporting all victims of violence, in order to build trust with communities and disrupt cycles of violence and victimization.

To learn more about GVI, [please visit NNSC’s website](#) or contact Minneapolis GVI Project Manager Sasha Cotton at sasha.cotton@minneapolismn.gov.

Evaluating Progress

In order to assess whether the National Initiative is affecting community member perceptions of and attitudes towards crime and police, the Urban Institute has been surveying residents in Minneapolis neighborhoods that have a high incidence of crime.

Their latest round of community surveys will be a follow-up from the baseline survey they conducted in Fall 2015, during which residents expressed support for obeying the law and willingness to partner with police to solve crime, but only 23% supported the police’s actions in the community.

The Urban Institute completed its second round of surveys in July 2017. Data from those surveys will feed into Urban’s final report, which will be a comprehensive assessment of the implementation and impact of the NI and broader trust-building work.

Looking to the Future

The National Initiative commends Chief Arradondo and MPD’s leadership and commitment to a new vision of public safety, which has been essential to the significant progress detailed in this status report. Additionally, we would like to extend our thanks to Mayor Jacob Frey, who has lent his support to the goals and sustainability of the NI in Minneapolis.

The PJ training team continues to work with the MPD training unit to ensure the principles of Procedural Justice are integrated into all MPD training. They will also continue working with leadership throughout MPD, including Unit Commanders and Precinct Inspectors, to design strategies for embedding procedural justice in the daily operations and practice of each precinct and unit of the department.

Along with the Community Navigators, Site Liaison Glenn Burt continues to pursue further collective healing opportunities throughout the city, and trust-building efforts with each of Minneapolis's diverse communities. This will include expanded, culturally competent support to victims of violent crime, related both to gangs and to intimate partner violence.

Over the remainder of the project, the National Initiative will continue the institutionalization of its curricula, facilitate community trust-building efforts through listening sessions, raise public awareness of its activities and increase public engagement, measure the impact of its interventions, and continue to develop local partnerships to sustain and institutionalize this collaborative effort.

If you are interested in getting involved, or have suggestions, questions, or comments about the National Initiative, please reach out to us at ahatch@jjay.cuny.edu or the National Initiative's Minneapolis Multi-Strategy Project Site Coordinator Glenn Burt at Glenn.Burt@minneapolismn.gov. We look forward to hearing from you.