



# A Minneapolis Model for Community Safety & Accountability

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Office of Minneapolis Mayor Jacob Frey

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## Introduction

Minneapolis Mayor Jacob Frey's vision for safety in Minneapolis is clear, focused, and actionable. It bolsters demonstrated work underway and accelerates a push for new programs that will usher in the unprecedented change so deeply needed in communities across the city.

The mayor and his team have worked with community to advance structural changes in and beyond the Minneapolis Police Department throughout his term. This work has included overhauling the department's use of force policy, implementing an outright ban on warrior-style training, instituting the state's most progressive policies governing body camera use, and taking public health-based violence prevention and intervention models further.

Following the murder of George Floyd, Mayor Frey expedited these local priorities, issuing numerous policies to shift the culture of the department and deepen accountability for officers trusted with protecting Minneapolis residents.

The mayor has made tough decisions, listened to community, and stuck to his values, taking a steady, principled approach to reforming the MPD and pursuing racial justice work while building new systems and alternative response models. While some local officials have fought to abolish or defund the police, the mayor has pushed back and prioritized a data-driven approach to community safety, criminal justice reform, crime prevention, and new policing policies. It remains a top priority to deliver the resources and support Chief Arradondo needs to reshape the culture of MPD, ensure effective response, and require greater accountability from the entire department.

Safety and security are not singularly upheld by police. The mayor has dedicated local government resources and attention to tackling the root causes of crime head on and strengthen the city's overall approach to public safety. His administration and City leadership have worked alongside community to invest record-setting amounts in affordable housing and economic policies designed to break cycles of violence and poverty, to ultimately build a more inclusive and safer city for all.

None of this work will happen in a vacuum. The mayor and his team have been developing complementary initiatives based on values and data to strengthen the city's approach to community safety. Four key priority areas will guide and inform a comprehensive community safety and accountability model:

- Summer of 2021 safety response
- Targeted resources and investment
- MPD accountability and culture shift
- Safety beyond policing and alternative response

## Summer of 2021 safety response

In the recent days, weeks, and months, Minneapolis has experienced too many instances of senseless, tragic violence. Unequivocally, this City and community will not tolerate it. Working in coordination with the City's community safety leaders and community partners, the mayor has built a plan to curb crime and break the cycles of violence devastating Minneapolis neighborhoods.

### Immediate Actions

- Mayor Frey and Chief Arradondo are and will continue working with County, State, and Federal partners to crack down on the violent offenders who harm Minneapolis and its people.
- The chief is in conversations to bring in additional Minnesota Bureau of Criminal Apprehension (BCA) investigators to increase the MPD's investigative capacity particularly for gun crimes.
- Mayor Frey and Chief Arradondo will be tapping federal agencies, such as the Federal District Attorney's Office, the Federal Marshalls, the Federal Bureau of Investigation, and the Bureau of Alcohol, Tobacco, Firearms, and Explosives, for aid in the prevention of violence and the arrest of individuals who perpetrate violence.
- The mayor will prioritize funding for MPD officer overtime so that the department may efficiently and safely increase its patrol presence.
- Mayor Frey will also dedicate significant funding to the Office of Violence Prevention. In coordination with the Office of Violence Prevention's director, Sasha Cotton, Mayor Frey will prioritize increasing community-based models, including, but not limited to the Minneapolis Violence Interrupter program, the Community Safety Specialist (CSS) Apprenticeship pilot launched by the Northside Residents Redevelopment Council and Service Employees International Union (referenced further herein), among others.
- The mayor and chief will work to develop a specialized, multi-jurisdictional violent crime task force that will focus on "hot spots" and times when violent crime is more frequent, which will result in increased officer and civilian presence.
- The mayor will prioritize funding for several additional cameras for MPD to place in high-crime areas and to add civilian personnel who can review footage in real time to relay to MPD officers where violent crime is occurring more quickly.
- Mayor Frey will support hiring additional MPD civilian staff to reinforce the department's internal units.
- Additional funds will be placed towards expanding OVP's GVI program to specifically work with youth who have been involved or are susceptible to group-related violent crime.
- The mayor will work in collaboration with OVP to establish trauma response supports and protocols for victims and witnesses of violence.

- Mayor Frey will work with the City's public safety components to track and coordinate outreach resources to ensure that victims, witnesses, and those susceptible to violent crime receive the supports they need.

Much of the immediate and long-term goals outlined in this plan will be featured in both the mayor's budget proposal and the American Rescue Plan funding that Minneapolis will receive. In addition to the immediate safety needs, Mayor Frey will be focusing Rescue Plan funds on increasing affordable housing, advancing inclusive economic growth and recovery, providing employment opportunities, and expanding opportunities and programming for Minneapolis youth.

## Targeted resources and investment

Mayor Frey has contended that an effective community safety system will draw upon community leadership, solutions beyond policing, *and* effective, just enforcement. He's drawn on available national data to guide his policymaking on crime prevention and budgeting for higher, safer police staffing levels, noting that understaffed departments and overscheduled officers are more likely to generate civilian complaints and use unnecessary or excessive force.

The mayor and city council committed city funds to an independent, third-party study to assess staffing levels for the MPD and issue recommendations for policymakers. The mayor is committed to taking that data into account in developing his staffing proposals. He is also pressing to enhance data collection and integrity within the department to strengthen accountability and support supervisor decision-making.

### Launching new community safety funding and strategies

Mayor Frey will propose a new multi-million-dollar fund constituted of the recently-released federal funding through the American Rescue Plan. The new fund will be dedicated to community-backed and community-driven groups with expertise and community relationships. Goals will include outcomes like preventing and interrupting violence in Minneapolis and effectively responding to human trafficking and commercial sexual exploitation in the City. With Minneapolis neighborhoods, and especially North Minneapolis, experiencing a staggering increase in shots fired and violent crime, the mayor will make the case for expediting the release of this funding and bringing as many partners to the table as possible to develop new solutions. The new fund would be administered by the Health Department in partnership with the Office of Violence Prevention and come online this summer.

As a key element of this funding, the mayor will work with grassroots community safety organizations to develop and implement targeted community safety solutions. These solutions will include community-based and trained safety specialists who are specifically trained in de-escalation, mediation, conflict resolution, and other non-violent methods. One such promising program is the Community Safety Specialist (CSS) Apprenticeship pilot launched by the Northside Residents Redevelopment Council and Service Employees International Union. Mayor Frey will propose using federal funding to bolster on-going community safety efforts and fold those organizations into the public safety operations of MPD and OVP.

### Safe staffing levels

Mayor Frey has consistently advocated to maintain adequate staffing levels within the Minneapolis Police Department, noting that overworked and fatigued officers are more likely to generate civilian complaints and use excessive force. Despite increased levels of attrition in the department, the mayor successfully pushed council members to preserve the targeted sworn staffing level of officers at 888, effectively avoiding a permanent, drastic cut to the department's capacity. The mayor's budget also added another recruit class to help accelerate the push to bring in new officers.

Under the mayor's proposal, the MPD will replenish its ranks by bringing on two more recruit classes by the end of this year. To bring the department back to the full sworn compliment, the mayor has set an aggressive timeline so that the department will have over 700 officers by the end of next year and will be back to full strength (888 officers) by the end of 2023.

The increased staffing levels will also be crucial to the sustained success and expansion of public-health based violence prevention and interruption work like the Group Violence Intervention (GVI) initiative, which relies on law enforcement as a part of the work.

Longer term, the mayor has urged policymakers to wait for -- and follow -- the results of an independent, third-party staffing study that both the mayor and city council agreed to fund as part of the 2019 budget. The staffing study will offer an objective analysis of how the MPD's staffing levels measure against other major cities and offer recommendations as to the optimal level for Minneapolis. If the results of the staffing study support increasing the number of officers beyond 888, the mayor will fight to make it happen with the ultimate goal of building a more just, more community-oriented, and more accountable police department.

#### *Implement a state-of-the-art early intervention system*

In his 2021 budget proposal, the mayor attempted to bring in a state of the art early-intervention system, an effort supported by George Floyd's family and rejected by a slim majority on the City Council. The new system would feature a series of predictive models and algorithms that can more precisely identify high-risk conduct and allow supervisors to intervene earlier. The mayor's commitment to the new program's success needs to be cemented in policy.

That's why we are strengthening our use-of-force reporting requirements to consistently feed more data points into the new system. Our officers are now required to report, among other things, when they draw or point a firearm, manipulate an individual's joints, or use escort holds. The new data collected coupled with the new system will help supervisors see in real time which officers need early intervention to get them back on track and which officers should no longer be police.

The mayor will continue fighting to bring this crucial technology to Minneapolis.

## MPD accountability and culture shift

Mayor Frey has acted swiftly and decisively to implement department-level changes that are possible under State and federal law. In the months since the murder of George Floyd, the mayor has marshalled staff and resources from across the MPD, Civil Rights department, City Attorney's Office, and Internal Affairs Unit to enhance investigative capacity for police misconduct cases. He has also collaborated with community partners to cement Minneapolis values in the recruitment process and staff the department with guardian-minded officers.

Additionally, the mayor has issued ten unique policies, adopted new training initiatives, and worked to enhance transparency in the department. Working with the City's Internal Audit Department, Mayor Frey and Chief Arradondo have implemented several process and structural improvements within the MPD. Moving forward, he will continue adopting immediate measures geared toward shifting the department's culture, fostering accountability, and restoring trust. The mayor and chief will continue refining policy, training, and procedure as needs and opportunities are identified. They have also identified several items they are poised to move forward this year, including adding further crowd safety precautions for MPD use of less-lethal weapons.

A list of department-level and City changes is available at the end of this document.

### *Building stronger internal investigations for police misconduct*

The mayor has worked with the City's Civil Rights Department, Internal Affairs (IA) unit, and City Attorney's Office (CAO) to improve both efficiency and thoroughness of Minneapolis' internal disciplinary processes. In his 2021 budget, Frey doubled the Civil Rights Department's investigative capacity by adding two full-time investigators along with another full-time body camera analyst.

In February, he embedded an Assistant City Attorney with valuable legal expertise in the disciplinary process. In the intervening months, the CAO has helped streamline communications across departments and helped ensure that investigative work, including witness interviews and evidence collection, is as thorough as possible prior to the case reaching Chief Arradondo for a disciplinary decision. The City has implemented and is honoring a commitment to turn around all final disciplinary decisions within 30 days of a case file reaching the Chief's desk for a decision.

Mayor Frey and Chief Arradondo have also prioritized accountability in practice: of the 64 disciplinary decisions issued since 2014, 36 – or more than half – have been issued in the last 12 months.

Under the Minnesota Data Practices Act (Minn. Stat. §13.43 subd. 4.), officials are barred from discussing the details of those decisions until they reach final disposition. Final disciplinary decisions are posted to the City's website. Disciplinary decisions become final only after the arbitration process. Local government leaders and experts across the country have identified the arbitration process as a systemic barrier to change—which demands a systemic solution.



### Force Investigation Team

The Mayor and MPD are committed to limiting the use of force and embedding procedural justice in every interaction an officer has. To support that commitment, the City is beginning the work of building a dedicated Force Investigation Team: a specialized group of investigators tasked with reviewing significant use of force incidents. Team members will conduct thorough and objective investigations to determine what factors led up to the use of force and what happened during the incident.

The investigators will oversee the collection of physical and video evidence and interview witnesses, including the subject involved in the use-of-force when possible. These comprehensive force investigations will increase capacity to find and address training issues and improve overall performance while identifying potential misconduct to be addressed in the disciplinary process.

### Recruitment as a vehicle for shifting the culture

In February, the mayor and chief worked with the City's Human Resource Department to establish new recruitment standards with an emphasis on Minneapolis residency and social services. The move came amid a historic recruitment push as the department works to build back toward past staffing levels. Last year's recruitment classes featured higher levels of officers of color and female candidates than past years, and the mayor and chief will continue emphasizing diversity in both personal and professional experience who will be tasked with helping rebuild trust with community.

### Ending traffic stops solely for low-level offenses, working with the State on reassigning expired tabs

Interactions between community and law enforcement that start with a minor traffic violation should never end in tragedy. The mayor is committed to reducing both unnecessary roadside interactions and the entrenched disparities in traffic enforcement.

The mayor revised the department's pursuit policy, centering on a shared commitment to people over property. Similarly, Mayor Frey, Chief Arradondo, and the City Attorney's Office will work collaboratively to end traffic stops solely for low-level offenses, such as small objects hanging from rearview mirrors, inoperable license plate lights, and projecting a white light at the rear of a vehicle. Likewise, the mayor, chief, and CAO will be working in coordination with the State to reassign expired tabs violations from a primary reason for a stop to a secondary reason. Using data on vehicle stops and searches, the mayor and chief will target the underlying causes of statistical racial disparities and ensure equitable policing while still prioritizing public safety on Minneapolis roadways.

### Peer intervention & enhanced de-escalation training

Mayor Frey is working with the department leadership team to pursue new, state-of-the-art training standards emphasizing the importance of intervention in the line of duty. Built on years of research and

real-world experience, Active Bystandership for Law Enforcement (ABLE) training has been pioneered by experts at Georgetown Law. ABLE prepares officers to intervene and has been shown to help foster a culture that not just supports but expects peer intervention. The overriding goals are to prevent police misconduct, avoid costly mistakes, and promote officer health and wellness. In the months ahead, the Minneapolis Police Department will begin requiring ABLE training for all sworn personnel. The mayor and chief will also be doubling down on the department's state-leading de-escalation standards with new Integrating Communications, Assessment, and Tactics (ICAT) training later in 2021.

### Mindfulness training

There is a clear connection between the performance of law enforcement officers in the field and the lack of training rooted in behavioral sciences and trauma-informed care. Mindfulness is skills training in attention and compassion. This is the humanitarian component of any trauma profession, more well known in emergency medicine. Compassion is a sustainable skill that with practice, enhances performance- as leaders, as operators in the field of law enforcement, and as community members. Investing deeply into mindfulness training at every level of the organization will take time.

The MPD began incorporating mindfulness training into MPD cadet training in early 2019, and then into our in-service training modules. The goal will be to integrate such training across all ranks of the MPD and embody this fully as we move forward to transform the department at every level.

### Elevating Field Training Officer standards

There should be no disconnect between what is taught in the police academy and what a new officer learns in the field. The mayor and chief have put in place safeguards to help ensure consistency with the values at the heart of MPD academy training and the Field Training Officers (FTO) who are entrusted with onboarding new officers.

Effective later this year, the Deputy Chief for Professional Standards and Chief will begin quarterly reviews of FTO performance and requiring additional trainings like Adaptive FTO which focus on adult-learning and cognitive aspects of being an FTO and how to train in the best way possible for those who serve as FTOs in the MPD.

This work would be supported by a new Quality Assurance Unit in the MPD that proactively ensures departmental policies and standards are being upheld.

### Targeted arbitration reform

In Minnesota police departments, roughly 50 percent of all disciplinary decisions – including termination – are overturned by an arbitrator. Mayor Frey has been outspoken on disciplinary challenges and worked alongside other local government leaders to press for targeted arbitration reform by changing State law so that the disciplinary decisions of Chief Law Enforcement Officers cannot be overturned through arbitration for proven instances of egregious misconduct, like lying on a police report or excessive use of force. The ability to remove personnel whose values and conduct are inconsistent with

a local government's failure will be an essential component to shift a department's culture. Without the ability to fire officers who violate community trust, local governments will continue to be limited when it comes to instilling accountability in law enforcement.

#### *Creating a Federal database: use of force, misconduct complaints*

The mayor has been in close touch with the family of George Floyd and met with Congresswoman Karen Bass and local and national NAACP leadership to discuss the George Floyd Justice in Policing Act. The mayor fully supports the bill's provision to create a national database of police misconduct. The new database would represent a major step forward for transparency in policing and help ensure that problematic officers are unable to simply move across state lines to start fresh after racking up complaints. Stronger documentation of police-community counters through a federal database would also be critical to identifying trends in law enforcement across the country.

#### *PTSD Prevention and Treatment*

In addition to having a dedicated Health and Wellness coordinator, the City's Finance and Human Resources Department initiated Mental Health Provider Access Expansion Pilot to provide for barrier-free access mental health and treatment program at 100% coverage, whether in or out of network.

The pilot provides a seamless program for employees and their covered family members with options for point of access to care. It eliminates current barriers of deductible, out of pocket and out of network costs under the current health plan benefits. The pilot also provides confidentiality for employees, easy access to care without a referral requirement and access to all mental health specialists regardless of network status or plan affiliation.

Quarter one preliminary outcomes for the pilot are promising and so far indicate that removing the cost and access barriers produces an observable impact in mental health (and specifically PTSD) diagnosis and treatment.

## Safety beyond policing and alternative response

Year over year, Mayor Frey has taken investments in violence prevention work to new levels and centered a public health-based approach to interrupting cycles of violence. Effective community safety strategies require that expertise is applied where and when it is needed, and the mayor's piloted initiatives that do exactly that.

He has consistently worked with community partners to advance community safety work independent of, or complimentary to, policing. As in-person work continues to ramp up, the mayor is working with the Office of Violence Prevention, City Attorney's Office, and the Minneapolis Police Department to renew proven violence prevention and interruption work and enact new public-health based programming.

### Supporting the Mental Health Crisis Unit & Co-responder models

Respected experts and leaders like the National Association of Mental Illnesses have been clear in supporting the mental health co-responder model, which pairs a mental health professional and law enforcement partner, to respond to calls for help for those in crisis. But we collectively understand that not every call requires a response from an officer with a gun.

The City has also invested in a tailored alternative response initiative through a dedicated mental health crisis unit. The Request for Proposals for providers closed in April with the City receiving three proposals. The City is moving full speed ahead with contract negotiations and anticipates sharing additional details upon selection of a provider and a timeline for rolling out the new initiative.

### Cash bail alternative

The amount of money a person has should not determine how the criminal justice system treats them. But the sad reality is it often does. Though cash bail requirements are set in state law, Mayor Frey as part of his 2020 budget proposal laid out a plan to provide an alternative to cash bail for Minneapolis cases. Under the mayor's proposal, county social workers would work with people charged with nonviolent misdemeanor offenses to ensure they show up for court dates without the requirement of posting bail.

Additionally, the City Attorney's Office under Frey's direction will stop asking for bail in cases where people cooperate with the program. Modeled on a successful program in New York City, the mayor believes the initiative will reduce the amount of time people unnecessarily spend in jail (cost estimates show that each additional day a person spends in jail costs roughly \$144.00 per individual) and save taxpayers' dollars by reducing the number of days spent in jail.

### Non-sworn City staff responding to "report-only call" via 311

Last year as part of the mayor's budget proposal, the city began the process of transitioning targeted, non-emergency response work like theft report-only calls, vandalism, or parking violations to qualified

City staff. Under the mayor's proposal, three full-time staff members were added to 311 to help more effectively triage these calls, and make sure residents are getting the right response.

The shift will help the city achieve two key priorities: freeing up more sworn officer time for more serious offenses and helping foster a sense of comfort for residents by sending civilians to address minor, clearly safe circumstances. City staff anticipates the new initiative will be operational by later this summer.

#### *Expanding and renewing Group Violence Intervention (GVI) program*

As the pandemic converged with deep attrition in the police department, proactive work like the Group Violence Intervention Initiative (GVI) have been slowed and hamstrung. In each of his budgets, the mayor made investments to expand GVI across the city and saw gun fire decrease and recidivism rates decrease among participants. GVI takes a public health-based approach to interrupt group violence, get support to those who want it, and deter people from shooting in the first place. The initiative also relies on effective and strategic enforcement. As staffing capacity is returned to the department and in-person activity resumes, the mayor is committed to successfully reconstituting the program under Director Sasha Cotton's leadership and taking the strategy further where possible.

## Additional changes made before and after the murder of George Floyd

- Ban on warrior-style training for MPD officers
- Amended MPD body-worn camera policy to require that cameras be on in almost all situations, adding a discipline matrix to the body-worn camera policy, and bring the compliance rate from 55% to 95%
- Overhaul of MPD use of force policy, specifically requiring that officers use the lowest level of force needed to safely engage a subject and that officers first consider all reasonable alternatives before using deadly force
- Requiring stronger use of de-escalation tactics and reporting
- Revised MPD vehicle pursuit policy, ensuring that dangerous chases are avoided where possible
- More stringent critical incident standards
- Banning neck restraints and chokeholds
- Overhauled the sexual assault policy to make it victim-centered and trauma informed
- Commitment to turn around all final disciplinary decisions within 30 days of a case file reaching the Chief's desk for a decision
- Tightened restrictions on usage of less-lethal munitions for purposes of crowd control
- Banning officers from shooting at moving vehicles
- Requiring officers of any rank to intervene and interrupt inappropriate or unreasonable use of force
- Banning "no-knock" warrants outside of limited, exigent circumstances
- Prioritizing Minneapolis residency and social service experience for new recruits