



National Initiative for Building Community Trust and Justice Implementation Plan

Minneapolis Police Department
Janee Harteau, Chief of Police

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Letter to Minneapolis Police Department

Dear Chief Janee Harteau,

The National Initiative for Building Community Trust and Justice (NI) is a consortium of researchers and social scientists comprised of Tom Tyler and Tracey Meares of the Justice Collaboratory at Yale Law School; Philip Atiba Goff of the Center for Policing Equity at UCLA; David Kennedy of the National Network for Safe Communities at John Jay College of Criminal Justice; and Jocelyn Fontaine of the Urban Institute. We are tremendously excited to begin our partnership with the Minneapolis Police Department (MPD). The NI is charged with improving the relationship between law enforcement and the communities it serves through interventions grounded in three key bodies of theoretical and empirical work: procedural justice, implicit bias, and reconciliation. This is the first time that interventions in these three areas have been implemented in a coordinated and comprehensive fashion.

The overall goal of the project is to develop and implement intervention strategies aimed at enhancing procedural justice, reducing implicit bias, and encouraging reconciliation processes, as well as to test the impact of these strategies in Minneapolis to determine whether this combined approach yields measurable changes in metrics relevant to community trust, public safety, and criminal justice practice. The evidence generated from this pilot will provide the foundation for an evidence-based model that can be further tested and replicated nationwide. Over the next three years, we will assist you in employing strategies, examining policies, and developing evidence through research to enhance procedural justice, reduce implicit bias, and promote reconciliation. As a result of our partnership, we are confident that the MPD will serve as an example for the rest of the country on how communities and their partners in the criminal justice system can work together to build and restore trust.

What follows is the initial set of steps and interventions for the MPD to begin to examine concrete ways to build community trust. This is not a complete plan: much of the work will be influenced by the ongoing data collection and collaboration with the MPD, its officers, the community, researchers, and other criminal justice partners. Contained in the appendices you will find your implementation timeline, a logic model, and an implementation “to do” list. If you have any questions after reviewing the document, please contact me. We look forward to a successful partnership that will help shape the future of community-police relations not only in Minneapolis but nationally.

Sincerely,

Tracie L. Keese, PhD
Project Director
National Initiative

National Initiative Team

The responsibility for guiding the implementation, development, and evaluation of the National Initiative for Building Community Trust and Justice interventions will be divided among the project team as follows:

David Kennedy, National Network for Safe Communities, John Jay College of Criminal Justice

- Reconciliation: development
- Technical assistance: development
- New interventions across all three pillars: development
- Overall implementation

Tracey Meares and **Tom Tyler**, Justice Collaboratory, Yale Law School

- Procedural justice training: development
- Policy and practices review: development
- Additional research: development
- Overall implementation

Phillip Atiba Goff, Center for Policing Equity, UCLA

- Implicit bias training: development
- Climate survey: development
- National Racial Profiling Database: development
- Additional research: development
- Overall implementation

Jocelyn Fontaine, Urban Institute

- Intervention Evaluation
- Overall Program Evaluation

Minneapolis Implementation and Technical Assistance Team

Dr. Tracie Keesee

Project Director, National Initiative for Building Community Trust and Justice

Amy Crawford

Deputy Director, National Network for Safe Communities

Sue Lin Wong

Director of Strategic Operations and Policy, National Network for Safe Communities

Megan Quattlebaum

National Initiative Project Director for the Justice Collaboratory (Procedural justice)

Chris Moulton

National Initiative Project Director for the Center for Policing Equity, UCLA (Implicit bias)

Jesse Jannetta

Senior Research Associate in the Justice Policy Center, Urban Institute (Evaluation)

Daniel Lawrence

National Initiative Project Director for the Urban Institute (Evaluation)

Shernai Bentley

Program Administrator, National Initiative for Building Community Trust and Justice

Implementation Plan

Training/Workshops

Procedural Justice/Implicit Bias Training

The Minneapolis Police Department (MPD) will receive a customizable procedural justice curriculum based on the Chicago Police Department (CPD) model. Using the train-the-trainer model, instructors from the MPD will travel to Chicago (from October 26th to 30th, 2015) and participate in a training event at which they will learn the content of the procedural justice curriculum and work with experienced trainers, CPD academy instructors, and researchers for the National Initiative for Building Community Trust and Justice to begin to customize a procedural justice curriculum for MPD. The finalized training will be designed to be presented over the course of three days (not necessarily consecutive) and will be given to new recruits and rank-and-file officers.

- **Procedural Justice I.** The goal of the first day will be to make training participants aware of concepts of procedural justice and how to incorporate those ideas into their daily activities, particularly during their interactions with the public. Also included in the first iteration of training is a segment on policing in historical perspective, which has been identified by the National Network for Safe Communities (NNSC) as a critical first step in the development of the reconciliation process.
- **Procedural Justice II.** The second day of training will build upon the first, incorporating a greater number of simulation exercises. The goal is to teach officers advanced techniques for applying procedural justice concepts in the field.
- **Procedural Justice III: Implicit Bias.** The final day incorporates implicit bias training into an overall procedural justice/implicit bias training program. This type of integrated training has never been done before. There have been training programs in both areas, but each has been distinct. The researchers anticipate that the joint program will be greater than the sum of its parts, providing benefits above and beyond what procedural justice and implicit bias training are able to offer when the material is presented separately.
- **Command Level Workshop.** In addition to the training for rank-and-file officers, we will organize a specialized workshop for the MPD command level staff. These workshops, designed by the National Initiative principles, will enrich executive appreciation in the areas of procedural justice, implicit bias, and racial reconciliation. In addition, the command staff will be encouraged to participate in the training given to rank-and-file officers.

Climate Assessment and Attitude Behavior Matching

Christopher Moulton, the National Initiative Project Director for the Center for Policing Equity (CPE), will conduct the MPD officer/civilian surveys to measure individual officers' perceptions, opinions, and biases. These surveys are an opportunity for employees to share their perceptions of and experiences in their agency. Topics addressed in these Climate Assessment surveys will provide insight into potential implicit bias trends at both the officer and law enforcement agency level. The survey will be conducted electronically and take about 30 minutes to complete. A determination should be made in advance whether the officers/civilians will be expected to complete the survey during on- or off-duty hours.

A complementary, more detailed Attitude Behavior Matching survey will be administered to a subset of MPD officers (approximately 250), enabling us to match officer attitudes (e.g., "I like/dislike a particular group") with their individual behaviors via performance data (e.g., number or ratio of Latino

and White civilians stopped). This survey is designed to compare officers' psychological profiles with their performance history in order to understand what relationship, if any, officer attitudes have to officer behavior.

Both sets of surveys completed with MPD will enable the project team to understand departmental climate as well as the relationship between attitudes, biases, and policing behavior. Results provided in periodic reports will help guide the development and implementation of new policies, programs, and practices. For example, if prejudiced attitudes are associated with racially disproportionate stops, then this reveals an issue for the department to address. Thus, these surveys will guide our tailored intervention pertaining to implicit bias, which will include training of officers to raise awareness of implicit bias, how to recognize it, and ways to minimize its impact on unfair and inappropriate interactions with community members.

The National Justice Database (NJD)

Under the supervision of Dr. Philip Atiba Goff, CPE will collect and submit data from the MPD into the National Justice Database (NJD). CPE will coordinate with the MPD and the information technology bureau to collect data on use of force, pedestrian stops, and vehicle stops. The data collected will be standardized across all of our National Initiative pilot sites and law enforcement agencies that have already joined the NJD project. The goal of the data collection is to facilitate the identification of those areas where intervention is needed and to provide MPD with periodic written results of these findings. That intervention may include training, changes in written policies, and/or changes in the policies and practices that the police are trained to use during the course of their daily work.

Policies and Practices Review

A key component of our work to enhance both internal and external equity and procedural justice is an integrated, in-depth analysis of the MPD administrative data (as captured in the NJD); results from the Climate Assessment and Attitude Behavior Matching surveys; and MPD policies, rules, and procedures. Research teams from CPE and Yale, including law students and legally-trained scholars, will undertake the review to identify ways that may enhance procedural justice, reduce implicit bias, and foster reconciliation with communities. The MPD will be asked to provide the National Initiative team with an electronic copy of all existing policies, rules, and procedures. Key areas of interest when reviewing the policies will include, but are not limited to, those involving interactions with the community (e.g., engagement policies and use of force guidelines) and internal policies within the department (e.g., what officer activities and behaviors are fostered and rewarded) such as the identification of exceptional work complaint processes. After carefully considering the data collected by CPE and Yale, we will compile a resource list of model policies that have been adopted across the country as leaders in the key interest areas. The NNSC technical assistance team will work with the MPD and its partners to examine the need to adopt and adapt the model practices.

Reconciliation and Truth-Telling Process

The National Initiative team will develop the component parts of a reconciliation and truth-telling process tailored specifically to the MPD and marginalized communities of Minneapolis, including an acknowledgment of historical harms, narrative sharing, and a commitment to reform. The process will begin with small-group reconciliation meetings between MPD leadership and influential community leaders, who engage with MPD in a variety of ways.

Informed by our work with national and international experts in reconciliation processes, the National Initiative has come to believe that a broad outline toward a concrete reconciliation process would include some combination of the following components:

- A process of systematic engagement between police leadership and key members of affected communities. This will likely begin in small-scale settings, such as face-to-face meetings or small “circles” with key community figures, with expansion over time into larger settings.
- A clear statement by police leadership acknowledging law enforcement’s crucial role in aspects of the nation’s history of racial discrimination; of unintended harms caused by traditional enforcement methods; and of sometimes biased and disrespectful behavior toward the public by law enforcement personnel. Such statements have recently been made by leading law enforcement figures such as Chicago Police Department Superintendent Garry McCarthy; New York Police Department Commissioner William Bratton; and FBI Director James Comey. These sentiments now represent a mainstream view among many of the best figures in the profession.
- A clear statement of the ways in which police leadership intends to change their culture and practices so as to address these issues going forward. These could include concrete steps—many of them explicitly built into the National Initiative process—to produce crime control through strategies such as the Group Violence Intervention that focus on small numbers of standout offenders rather than on entire communities, strengthen community capacity to prevent crime, and offer support to offenders, thereby reducing stops, arrests, and incarceration; to change front-line behavior by addressing implicit bias and procedural justice; to ensure that agencies understand and respect the historical experience of the communities they police; to affirmatively reduce use of force; to address issues and practices that disproportionately affect minority communities such as bail, fines, and warrants; to explore mechanisms such as Project Lead in Seattle and Project Reset in New York that are explicitly designed to avoid the unnecessary use of the criminal sanction; and to structure consultative relationships with communities so as to steadily refine and advance this agenda.
- A process or processes through which both members of the community and police officers can tell their stories and address the experiences that inform the narratives sustaining mistrust across the police-community divide such that each side can share with the other. This could involve traditional approaches such as hearings and circles, and/or innovations that seek to build upon “Story Corps”-like segments and the advantages of social media.
- Over time, a movement toward addressing community issues and behaviors such as promoting conspiracy theories about the police, “stop snitching” norms, and the like.

Unique Interventions

Group Violence Intervention

The MPD will receive technical assistance to implement the NNSC’s Group Violence Intervention (GVI), often known as “Operation Ceasefire,” or a variation of the GVI approach. Pioneered by David Kennedy, director of the NNSC, GVI has repeatedly demonstrated that violence can be dramatically reduced when a partnership of community members, law enforcement, and social service providers directly engages with the small and active number of people involved in street groups—gangs, drug crews, and the like—and clearly communicates a credible moral message against violence, prior notice about the legal consequences of further violence, and a genuine offer of help for those who want it.

GVI has been implemented widely around the country, including currently in the very challenging cities of Chicago, New Orleans, Oakland, and Baltimore, and has acquired a strong formal evaluation record, as presented in the gold-standard Campbell Collaboration Systematic Review. NNSC staff will provide technical assistance to implement these strategies, which are designed to reduce violent crime in the

minority neighborhoods addressed by the National Initiative, particularly amongst youth; to provide support and services to victims of violent crime; and to provide a concrete structure for community outreach work and mentoring. Beyond that, the strategies offer a fundamental starting point for resetting relationships between communities and law enforcement in alignment with the National Initiative principles of procedural justice, implicit bias, and reconciliation.

Subpopulations

The National Initiative team will also implement interventions designed to address specifically targeted subpopulations identified by the project team in collaboration with DOJ. The subpopulations are groups that have historically troubled and/or distrustful relationships with law enforcement. To help inform our decisions for matching subpopulations within MPD we began identifying and meeting with local non-governmental organizations serving these populations, criminal justice partners, and governmental experts. During our initial site visit from June 11 to 12, 2015, we met with youth organizations; community organizations representing the immigrant/refugee populations, community justice, youth and the LGBTQI; and organizations such as the Somali Action Alliance, Youth Care. We heard from organizations representing community justice, specifically Community United Against Police Brutality and Restorative Justice Community Action. For the city of Minneapolis, the specific subpopulation focus will begin with youth, immigrant communities, LGBTQI, and victims of domestic violence. We will work closely with these communities to identify a composition of intervention activities that may include training, facilitated conversations with the community, and technical assistance around policy development and implementation. Additionally, we will continue to review various programs pertaining to implicit bias, procedural justice, and reconciliation to inform further, real-time refinement of the specific type, modality, and duration of training and technical assistance in this area.

National Initiative Evaluation

The Urban Institute serves as the National Initiative's independent evaluator to assess site-specific implementation impact and synthesize evaluation findings. The goal of the National Initiative project is to change relationships between law enforcement agencies and the communities they serve along key metrics such as citizen trust of and confidence in the police, internal dynamics of the police department, and departmental policies and practices related to accountability and transparency. It is important that MPD officers understand the metrics the project team will use to evaluate the department's progress as well as recognize that their level of involvement and commitment will have a direct impact on the availability of a measured response.

Analysis of Administrative Data

Analysis of administrative data provided by MPD to the CPE, Yale, and the NJD will allow Urban to analyze changes in key metrics such as crime measures; the number and type of police contacts with the public and the outcomes of those contacts; the number and rate of police shootings and other uses of force, if measures are available; civilian complaints; calls for service; and any other extant indicators of the nature of police-community relations. We will also aim to gather data on clearance rates, particularly for violent crimes including shootings and homicides. To complement these data, we will also identify and collect objective metrics of officer well-being (research with human subjects protections permitting). These include the number of sick days, medical leave days, and any indicators of the use of mental or physical health treatment opportunities, such as officers referred to counseling for stress-related problems.

Evaluation Design

The Urban team will assess MPD implementation and success by collecting baseline, ongoing, and post-intervention data on outcomes of interest (e.g., community views of/satisfaction with the police, surveys of criminal justice actors on implicit bias, surveys of officers on procedural justice, data on police-citizen contacts and associated outcomes, citizen complaints, charging and diversion decisions by race, etc.), as well as quantitative and qualitative measures of implementation fidelity.

Community Survey

Trust and confidence related to procedural justice will be measured using community surveys that assess the views of community residents in Minneapolis about the police. The sample selection for the community survey will focus on specific street segments that represent areas of high crime and intensive policing. MPD has provided Urban with crime data for 2013 and 2014 linked to addresses and locations. These data, in conjunction with publicly available census data, have been used to identify the street segments that are most prone to crime and social difficulties. Urban will hire locally-based field interviewers to conduct a baseline wave of the survey in the fall of 2015 and a follow-up wave in the spring of 2017. The GVI or other gang violence interventions will be evaluated using a pre-/post-test design. For jurisdiction-wide interventions, impact analyses will be conducted employing difference-in-differences analyses as well as treatment-only interrupted time series/structural break analyses for those measures that are collected over time (administrative data).

Implementation “To-Do” List: Minneapolis Police Department

In preparation for the National Initiative implementation team please identify and prepare the following documentation, scheduling or resource identification for the following areas:

Internal/External Communications

- Produce a letter from the chief to the organization announcing site visit and implementation timeline.
- Coordinate external media with your public information officers, the National Initiative team, and DOJ regarding site visit and implementation.

Climate Assessment/Attitude Behavior Matching

- Produce a letter from the chief encouraging the organization to participate in the climate assessment/attitude behavior matching survey, emphasizing anonymity and the opportunity for voice. This should be for police only.
- Organize a phone conference with CPE to discuss any IT protocols for internal climate assessment.
- Review Climate Assessment questions and provide feedback.
- Provide a schedule of roll call/briefing times.
- Identify whether officer participation will be permitted during on- or off-duty hours and make notification of the process.
- Coordinate a schedule for informational sessions with sergeants.

Baseline Community Survey

- Coordinate external communications with MPD public information officer regarding the survey, start date, and the identification of the Urban Institute supervising the data collection.
- Provide contact information for survey team.

Training/Workshop

- Identify six (6) individuals to attend the procedural justice/implicit bias train-the-trainer workshop.¹
- Identify which representatives from command staff will attend the workshop and work with the National Initiative site liaison to coordinate the workshop in conjunction with the scheduled implementation team site visit.
- Prepare training calendar for department-wide training.

Policy and Practices Review

- Coordinate with Yale and CPE in preparation for policy and practices review.
- Discuss with Yale and CPE a process for collecting the necessary documents for the policy, procedure, and rules review process.

Group Violence Intervention

- NNSC team is already engaged in the implementation process with GVI leads at MPD.

Reconciliation and Truth-Telling

- Begin to identify influential community leaders with a range of engagement with the MPD for participation in the initial small-group reconciliation meetings.

¹ Train-the-trainer workshop will take place October 26-30, 2015 in Chicago at the Chicago PD training academy. All travel and accommodations will be provided by the National Initiative.