



Irene Gomez-Bethke Papers.

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**Inter-race**  
International  
Institute for  
Interracial  
Interaction

**INTER-RACE**

Ms. Irene Gomez-Bethke  
Instituto de Arte y Cultrua  
3501 Chicago Avenue  
Minneapolis, MN 55407

Friday, December 20, 1996

Dear Ms. Gomez-Bethke,

I am writing to invite you to participate in a Youth, Community Leaders, Police and Media Retreat hosted by INTER-RACE and the Minneapolis Police Department. Your participation is needed to generate and implement possible solutions to pressing community problems, and promote community-building and cooperation among the groups and individuals attending.

This retreat (the fifth in its series) will provide an opportunity for you to interact with diverse groups of our community, with the objective of creating workable solutions to community problems based on honest, ongoing and respectful relationships. The upcoming retreat is an continuation of our efforts to create new avenues for multilateral communication.

The retreat will be held **January 7-8, 1997** (Tuesday and Wednesday) at Silver Lake Camp. To get to the Camp, take I-35W north to I-694. Go west on I-694 for 3 miles to Silver Lake Road. Take Silver Lake Road south 1 mile to County Road E. Go right (west) at County Road E, the Camp will be the second gate on your left. This two-day event includes an overnight, as our work will continue through Tuesday evening. The retreat, including food and lodging, is free of charge for all participants.

Registration and a continental breakfast begins at 8:00 AM on Tuesday. The retreat will conclude at 4:00 PM on Wednesday. Space for this retreat is limited so please respond promptly. Please RSVP by 12:00 PM, Friday, January 3 to INTER-RACE at 339-0820. We will send your registration materials and additional information at that time. If need you need transportation to the retreat, please let us know when you RSVP. Thank you for considering attending this retreat.

Sincerely,

  
Vivian Jenkins Nelsen  
President & CEO

600 21st AVENUE SOUTH  
BOX 212 • AUGSBURG COLLEGE  
MINNEAPOLIS, MN 55454  
6 1 2 / 3 3 9 - 0 8 2 0  
F A X 6 1 2 / 3 3 9 - 3 2 8 8

MINNEAPOLIS POLICE DEPARTMENT

350 South Fifth Street - Room 130  
Minneapolis Minnesota 55415-1389

(612) 673-2853

JOHN T. LAUX  
CHIEF OF POLICE



January 4, 1993

Ms. Irene Gomez-Bethke  
Director  
Instituto de Arte y Cultura  
3501 Chicago Avenue  
Minneapolis, MN 55407

Dear Ms. Gomez-Bethke,

I am asking you to join me in the first of a series of conferences to improve police/community relations. Since my appointment, I have met with a wide variety of community groups to foster better police community relations and provide a solid base for our community policing program. A city-wide coalition of agencies, concerned individuals and policy makers have been working with me for the last two years to develop and design youth and adult retreats.

On the 10th of November, a day-long planning conference was held at the MN Arboretum to design our first adult overnight retreat. Enclosed, find a copy of the report from that meeting.

**I am asking you to be a part of a retreat that will meet overnight on February 4-5, 1993, from Thursday the 4th at 8:30 A.M. to Friday the 5th at 3:00 P.M. at the Silver Lake Conference Center, New Brighton, MN to help us address the following issues between community and police:**

- \* The lack of a joint "vision" between the two groups
- \* Mistrust of police
- \* Cultural insensitivity and its impact on policing

**Retreat Objectives:**

- Develop intergroup and interpersonal relationships to humanize relations between police and community members. (Note: "community" is defined multiculturally).

(612) 673-2157

MINNEAPOLIS POLICE DEPARTMENT  
EQUAL OPPORTUNITY EMPLOYER



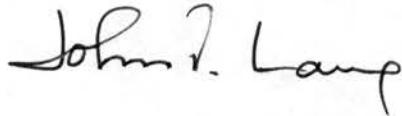
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- Provide community input regarding police training practices and decision-making through a process to develop a network of individuals and organizations to work with the police in dealing more effectively with crisis and on-going community policing issues.
- Develop a community education program to increase awareness about police practices, training and decision-making while simultaneously developing greater understanding of the community by police officers.

I hope that I can count on your help and that you will let me know your decision as soon as possible since participation is limited and **we need your response by January 19th.** If you have questions, please give Vivian Jenkins Nelsen a call at 339-0820.

Sincerely,



JOHN T. LAUX, CHIEF  
MINNEAPOLIS POLICE DEPARTMENT



*February 4-5, 1993*  
*Silver Lake Conference Center*  
**AGENDA**

8:30	<b>REGISTRATION &amp; CONTINENTAL BREAKFAST</b> Put Luggage in Lower Level of Lakeview on East Wall	
9:00	<b>CONFERENCE OPENING/WELCOME</b>  Goals/Objectives Housekeeping	Vivian Jenkins Nelsen & Francine Chakolis
9:15	<b>INVOCATIONS</b> Mr. Clyde Bellecourt & Mr. Darwin Cook Rev. Richard Coleman Rev. Sunthi Paul	
9:30	<b>WELCOME &amp; OPENING REMARKS</b>	Chief John Laux
9:45	<b>THE CONTEXT FOR THIS EVENT</b>	Vivian Jenkins Nelsen & Francine Chakolis
10:00	<b>ASSIGN SMALL GROUPS</b> Introductions in the Groups	Vivian Jenkins Nelsen Facilitators
10:15-11:15	<b>IDENTIFICATION OF PROBLEMS</b>  <b>GROUPS A,B &amp; C (Meet in separate groups)</b> "Specific Police Practices & Their Negative Consequences within Diverse Communities"	
10:15-10:30	<b>GROUPS D,E &amp; F (Combined)</b> "Understanding How Minneapolis Police are Trained re Human Confrontation in Diverse Communities"	Chief Laux
10:30-11:15	<b>GROUPS D, E &amp; F (Meet in separate groups)</b> "Specific Police Training & Negative Consequences with Diverse Communities"	
11:15-11:50	<b>GROUPS A,B &amp; C (Combined)</b> <b>GROUPS D,E &amp; F (Combined)</b> Report problem statements, develop a unified list of problems	

<b>12:00</b>	<b>LUNCH</b>	
<b>1:00</b>	<b>LARGE GROUP ACTIVITY</b>	Dave Moriah & Staff
<b>2:00</b>	<b>PLENARY/LARGE GROUP DEBRIEFING</b>	Dr. John Taborn
<b>2:15</b>	<b>PLENARY/ANALYSIS OF THE PROBLEMS</b>	Taborn
<b>2:30</b>	<b>GROUPS A, B &amp; C (Meet in separate groups)</b> "Why are particular practices problems to diverse communities?"  <b>GROUPS D, E, &amp; F (Meet in separate groups)</b> "What is missing, what is problematic with current training from the perspectives of diverse communities?"	
<b>3:00</b>	<b>BREAK</b>	
<b>3:15</b>	<b>ALL GROUPS MEET SEPARATELY</b> Problem Solving: Brainstorming Session	
<b>3:45</b>	<b>GROUPS A, B &amp; C (Combined)</b> Report Suggested Solutions to Police practices and make unified list (Pick a reporter to summarize the group's progress at the Plenary)  <b>GROUPS D, E &amp; F (Combined)</b> Report Suggested Solutions to Police Training and make unified list (Pick a reporter to summarize the group's progress at the Plenary)	
<b>4:30</b>	<b>PLENARY: Progress Reports</b>	
<b>5:00</b>	<b>DINNER</b>	
<b>6:00</b>	<b>FREE TIME</b>	
<b>7:00</b>	<b>"MALCOLM X"</b>	(Penumbra Theatre)
<b>7:45</b>	<b>INTERMISSION</b>	
<b>8:00</b>	<b>"MARTIN LUTHER KING, JR. "</b> (Mixed Blood Theatre)	
<b>8:45</b>	<b>RECEPTION</b>	(Oak Manor Lounge)

## **DAY II, FRIDAY, FEBRUARY 5, 1993**

8:00	<b>BREAKFAST</b>	(Oakview)
9:00	<b>PLENARY</b> Overview of the Day's Activities	Taborn/Nelsen
9:15	<i>20 min</i> <b>GROUPS A, B &amp; E (Combined)</b> <b>GROUPS D, E &amp; F (Combined)</b> Group Decision Making/Choosing The Three Best Solutions	
10:15	<b>BREAK</b>	
10:30	<b>ACTION PLAN FORMAT</b>	Taborn/Nelsen
10:45	<b>ALL GROUPS MEET SEPARATELY</b> Select a Problem/Solution & Develop a Joint Community/Police Recommended Action Plan	
12:00	<b>LUNCH</b>	
1:00	<b>PLENARY REPORTS/DISCUSSION</b> (20 minutes per group)	
2:55	<b>CLOSING COMMENTS</b> Where Do We Go From Here?	Laux/Nelsen
3:00	<b>BENEDICTION</b>	Rev. R. Coleman

## ***COMMUNITY/POLICE SMALL GROUPS***

### **GROUP A**

#### **FACILITATORS:**

Lucy Gerold  
Rose Escanan

#### **MEMBERS:**

Larry Doyle  
Deborah Farmer  
John Ruoner  
Steve Cramer  
Dan Williams  
Gary Suddeth  
Peter Hayden

### **GROUP B**

#### **FACILITATORS:**

Alisa Clemons  
Karen Meyer

Robert Allen  
James Bender  
Sandra Hilary  
Richard Coleman  
Yusef Mgeni  
Michael Hurth  
Marcea Bland Staten

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### **GROUP C**

#### **FACILITATORS:**

Charles Adams  
Violet Carter

#### **MEMBERS:**

Dan Wells  
Brad Sporny  
Joan Campbell  
James Vue  
Baron Lewis  
Jim Cook

### **GROUP D**

#### **FACILITATORS:**

Charles Bates  
Brett McNeal

Donald Banham  
Richard Zimmerman  
Jackie Cherryhomes  
Clyde Bellecourt  
Sunthi Paul  
Guillermo Rojas  
Hattie Bond

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### **GROUP E**

#### **FACILITATORS:**

Linder Lachner  
Charles Williams

#### **MEMBERS:**

Jesse Garcia  
Bruce Johnson  
Carol Johnson  
Albert de Leon  
Brian Herron  
Anne Long  
Lee Cook

### **GROUP F**

#### **FACILITATORS:**

Alfred Babington-Johnson  
Irene Gomez-Bethke

Michael Kjos  
Darryl Mia  
Richard Jefferson  
Vincent Herald  
Nancy Vang  
Marlon Moore  
Charlene Cole

# **G**roundrules

Use "I" statements

Each person speak for no more than 2 minutes  
at a time

No put-downs

No arguing with other's feelings

Own your own feelings

Use problem-solving behaviors

Be honest, but tactful

Keep group confidences in this room

Be present/take responsibility for yourself

Listen well

Be respectful of others

Feel free to change to change your mind

# **COMMUNITY AND MINNEAPOLIS POLICE PLANNING RETREAT**

November 10, 1992  
University of Minnesota  
Landscape Arboretum

With support from the Minneapolis Police Department, The McKnight Foundation, *INTER-RACE*, the Minneapolis Public Schools, Augsburg College, Community and Youth Serving Agencies and the Police Officers Federation of Minneapolis



## **BACKGROUND**

Minneapolis Police Chief John Laux has made building better relationships between communities of color and his department a major priority. Since his appointment, the Chief has expanded cultural awareness training for department members. Multicultural training is now part of all training sessions, with separate sessions for supervisors.

Attempts at building a positive relationship between the community and police began in January 1989 by members of the Community Police Retreat Planning Committee (previously known as the Police/Community Working Group). Committees were established to address police training and media coverage of issues. Mort Ryweck, former executive director of the JCRL Anti-Defamation League, suggested the idea of a community retreat to Chief Laux.

Many events in recent years have brought periodic but intense media attention that has heightened community focus on the police and race interactions. Chief Laux has recognized the escalating tensions and requested assistance to develop positive relationships that deal with community crises.

A series of retreats are planned with youth, police and adults. Youth retreats have been held in 1991-1992, with the first adult overnight retreat scheduled for February 4-5, 1993. With support from the McKnight Foundation, INTER-RACE, a non-profit agency dedicated to fostering good race relations, was selected to work with the Chief and the

community. ("Community" is defined multiculturally.) INTER-RACE, and its president and founder, Vivian Jenkins Nelsen, have an extensive history in police and community relations.

## **RETREAT ASSUMPTIONS**

Following the model established by the Police, Youth and Community Retreat held in 1991, the committee chose the overnight retreat as a practical strategy aimed at dealing with the issues between police and people of color. Distrust exists between the two groups. Experts in conflict resolution have found that trust can be rebuilt through breaking down the existing conflicts into small, manageable areas of conflict between groups.

## **PLANNING RETREAT**

A retreat planning committee met a number of times to define objectives, nominate persons to be invited and map out strategies. The November 10th meeting included a wide range of community-based organizations and agencies in addition to the Police Department, the Office of the Mayor, the City Council and various business, religious and educational agencies.

The February Police and Community Retreat will be the first in series of adult retreats planned for the next several years. It was agreed that an effective group size would be 70 participants, with 50 community members and 20 officers attending the event.



## RETREAT ACTIVITIES

Participants talked freely about the problems between the police and the community raising various issues throughout the day in small groups. Mutual disrespect and a lack of understanding on both sides was often cited as a major barrier.

Often, during this planning session, different groups had the same ideas about the barriers between community members and police. Other problems identified included: a lack of required cultural diversity training; lack of leadership from the City Council, the Mayor, and the Chief of Police regarding problem police officers; officers not "buying into" community life, coupled with a community that often feels unempowered; and a perception that there is little police accountability.

Other barriers to good relations between police and the community included stereotyping on both sides; police brutality; racial tensions; and different definitions of the term "law and order." As discussions continued, even more barriers were cited, including perceptions that media coverage often exacerbates frustrations between the police and community.

Participants prioritized the key obstacles between police and community as follows: 1) a need for a joint "vision" between the two groups, 2) mistrust of police, and 3) cultural insensitivity by some officer. At the next retreat, the issues identified will be discussed in greater detail.

Participants at the planning retreat also contributed names of potential attendees to the next retreat, focusing on persons who could help move the

group from discussion to action. Criteria for those attending this session included "stakeholders" or people with an interest in solutions to the problems because it affects them; knowledge of the issues and the community; a constructive outlook; service to the community; and agents of change. It was also determined that youth, and people at the "grassroots" level be included. All participants must reflect diversity, which includes, but is not limited to race, gender and economics.

INDIVIDUALS ATTENDING SILVER LAKE ADULT POLICE RETREAT

OM=OAK MANOR GSD=GIRL'S STAFF DORM MVD=MEADOW VIEW DORM

<u>NAME</u>	<u>ROOM ASSIGNMENT</u>	<u>ORGANIZATION</u>
1. Charles Adams	OM-C	Officer, Minneapolis Police Department, 5th Precinct
2. Robert Allen	GSD	Officer, Minneapolis Police Department, 5th Precinct
3. Alfred Babington-Johnson	OM-I	President, Stairsteps, Inc.
4. Donald Banham	OM-D	Sgt., Minneapolis Police President, Minneapolis Black Police Officers Association
5. Charles Bates	OM-O	Consultant, INTER-RACE
6. Jacquelyn Belcher, Ph.D.	OM-G	President, Minneapolis Community College
7. Lewis Belcher	OM-G	Commercial Realtor
8. Clyde Bellecourt	OM-W	Director, AIM Patrol, Inc.
9. James Bender	GSD	Officer, Minneapolis Police Department, 3rd Precinct
10. Hattie Bond	OM-K	Administrative Assistant, Elementary and Secondary Minneapolis Public Schools
11. Joan Campbell	OM-R	Member, Minneapolis City Council
12. Violet Carter	OM-K	Assistant Principal, Edison High School
13. Francine Chakolis	OM-K	Professor, Augsburg College/ Vice President, INTER-RACE
14. Jackie Cherryhomes	OM-E	Member, Minneapolis City Council

Attending

15. S. Paul Chookiatsirichal OM-C	Director, SE Asian Chemical Dependency Institute Pastor, ELCA
16. Alisa Clemons OM-R	Officer, Minneapolis Police Department, 4th Precinct
17. Charlene Cole OM-E	Director, Pilot City Regional Center
18. Richard Coleman OM-N	Pastor, St. Peter's AME Church
19. Darwin Cook (Day Only)	AIM Patrol
20. Jim Cook OM-B	Director, The Sabathani Community Center
21. Lee Cook OM-Q	Assistant to President, Augsburg College
22. Steve Cramer OM-A	Member, Minneapolis City Council
23. Albert de Leon, Ph.D. OM-D	Executive Director, Council on Asian-Pacific Minnesotans
24. Larry Doyle GSD	Officer, Minneapolis Police Department, 2nd Precinct
25. Rose Escanan OM-S	Youthline Mentor, Minneapolis Recreation and Park Board
26. Deborah Farmer OM-T	Officer, Minneapolis Police Department, 3rd Precinct
27. Jesse Garcia OM-W	Officer, Minneapolis Police Department, 5th Precinct
28. Lucy Gerold OM-F	Director, Community Service Bureau, Minneapolis Police Department
29. Irene Gomez-Bethke OM-Y	Director, Instituto de Arte y Cultura
30. Peter Hayden OM-J	Executive Director, Turning Point, Inc.
31. Vincent Herald GSD	Director of Security, AIM Patrol, Inc.
32. Brian Herron OM-A	Staff, CCP/Safe

Attending

33. Clarence Hightower GSD	Director, North Community YMCA
34. Sandra Hillary OM-U	Commissioner, Hennepin County Board
35. Michael Hurth GSD	Principal, Henry High School
36. Richard Jefferson OM-Q	Representative, MN House of Representatives
37. Otis Jenkins (Day Only)	Executive, Boys Scouts of America
38. Carol Johnson OM-T	Member, Minneapolis City Council
39. Bruce Johnson GSD	Officer, Minneapolis Police Department, 4th Precinct
40. Michael Kjos GSD	Officer, Minneapolis Police Department, 3rd Precinct
41. Linda Lachner OM-U	Officer, Minneapolis Police Department, 4th Precinct
42. John Laux OM-I	Chief, Minneapolis Police Department
43. Baron Lewis OM-B	Community Crime Prevention Minneapolis Police Department
44. Dick Little GSD	Staff, INTER-RACE
45. Anne Long OM-X	Director, Institute for Advancement, Plymouth Youth Center
46. Brett McNeal OM-P	Staff, Minneapolis City Council, Office of Jackie Cherryhomes
47. Karen Meyer OM-X	Staff, Minneapolis City Council, Office of Steve Cramer
48. Yusef Mgeni OM-V	Executive Director, Urban Coalition of Minneapolis
49. Darryl Mia MVD	Officer, Minneapolis Police Department, 2nd Precinct

Attending

50. Marlon Moore OM-J	Student, North High School
51. Vivian Jenkins Nelsen OM-M	President/CEO, INTER-RACE
52. Guillermo Rojas, Ph.D. (Day Only)	Professor, Chicano Studies Department, University of Minnesota
53. John Ruoner MVD	Officer, Minneapolis Police Department, 3rd Precinct
54. Brad Sporny OM-V	Officer, Minneapolis Police Department, 2nd Precinct
55. Marcea Bland Staten OM-F	Counsel, Medtronics Corporation
56. Gary Suddeth OM-W	Director, Minneapolis Urban League
57. John Taborn, Ph.D. (Day Only)	Taborn Associates
58. Nancy Vang OM-Y	Staff, Sumner Olsen Residents Council
59. Sally Velick OM-S	Staff, INTER-RACE
60. James Vue MVD	Director, Hmong Mutual Assistance Association
61. Dan Wells MVD	Officer, Minneapolis Police Department, 4th Precinct
62. Charles Williams, Ph.D. OM-P	Faculty, Minnesota Extension Service, University of MN
63. Dan J. Williams MVD	Pastor, Grace Resurrection Ministry
64. Richard Zimmerman OM-N	Officer, Minneapolis Police Department, 5th Precinct

S.F.72 was subsequently signed into law as Chapter 269, 1983 Session Laws and is now being implemented by the P.O.S.T. Board).

- 15) THE LEGISLATURE SHOULD CHANGE THE P.O.S.T. LAW TO CREATE A UNIT WITHIN THE BOARD TO INVESTIGATE ALL COMPLAINTS BROUGHT TO THE BOARD'S ATTENTION. THIS WILL, IN EFFECT, DECREASE THE ROLE OF I.A.U.'s IN THE MINNEAPOLIS AND ST. PAUL POLICE DEPARTMENTS AND ANSWER THE COMPLAINTS OF CITIZENS THAT THE I.A.U. WHITEWASHES COMPLAINTS AGAINST FELLOW OFFICERS. THE P.O.S.T. BOARD INVESTIGATIVE UNIT WOULD BE A FULL-TIME, PROFESSIONAL SQUAD AND ITS MEMBERS WOULD NOT BE FACED WITH PROBLEMS SUCH AS RETURNING TO WORK WITH OFFICERS THEY INVESTIGATED OR INVESTIGATING THEIR OWN RELATIVES (BROTHERS) OR FORMER PARTNERS.

Mr. Shields responded that this is, for one, a funding problem. Current funds are not adequate for such a project and are not likely to materialize. He added that the new law (S.F 72) should address this problem to a degree. He also pointed out that P.O.S.T. would still take certain complaints but not all. Non-criminal complaints would be referred back to the local level and the police chiefs would follow the due process required by S.F. 72. Then P.O.S.T. would look at the complaint to determine: 1) was it handled, 2) was it whitewashed; and 3) was the citizen accorded the due



process established by the local law enforcement agency? P.O.S.T. Board would monitor 1) whether there is a process, and 2) whether it is being followed.

#### Minneapolis Police Department

At about the same time that the task force was appointed by the commissioner of the Minnesota Human Rights Department, Mayor Don Fraser appointed his own committee to review the practices of the police department. That committee made a number of recommendations to address some of the areas also of concern to this task force. For example, the Mayor's Task Force also recommended the establishment of a Police Review Panel to serve as the appeal/review board on decisions made by the Internal Affairs Unit.

Negotiations with the Minneapolis Police Department took place on April 12, 1983 and included Chief of Police Tony Bouza, Mayor Don Fraser and Ellie Colburn, as well as the following members of the task force: Bob Dodor, Chair; Irene Gomez-Bethke; Barbara Shin; Donna Folstad; and Curman Gaines.

Before the negotiations began, Chief Bouza informed the task force of several developments within the Police Department. He indicated that 40 to 50 police officers would be needed over the next two years. Because of the expanded certification rule, he will be able to pick women and minorities from among those certified as eligible by the Civil Service Commission. He has already used that authority in hiring 39 officers, 29 of whom were women



REPORT OF THE TASK FORCE ON POLICE

CONFIDENTIAL

AND COMMUNITY RELATIONS

Background

DRAFT

In July, 1981, the Minnesota Advisory Committee to the U.S. Commission on Civil Rights concluded and published a two-year study on police practices in the Twin Cities. The committee examined policies and practices by Minneapolis and St. Paul police departments which were of particular concern to minority communities, including the use of force in making arrests, the employment of minorities and females, and the training of police officers.

The committee's report was critical of the relationship of both police departments to their minority communities, citing a general tension and distrust, often revolving around accusations of excessive use of force and the operation of Internal Affairs Units (I.A.U.) in both departments. Training of police officers did not include cultural diversity and women and minorities were obviously underrepresented in both departments.

At the time the study was released, officials from both cities and their police departments stated that conditions in both cities had changed considerably between the time of the study and its publication. A new chief of police had been appointed in Minneapolis and in St. Paul and the educational and training divisions had been reorganized. In Minneapolis, the chief of police had already taken some positive measures to improve the

credibility of the Internal Affairs Unit. In St. Paul, the city's affirmative action plan enabled the police department to increase the number of women and minorities on the force, particularly in supervisory positions.

#### Mobilization on Police Practices in the Twin Cities

Suspecting that the problems cited in the report of the U.S. Civil Rights Commission still existed, members of the Minnesota Department of Human Rights Advisory Committee joined forces with the Minnesota Advisory Committee to the U.S. Civil Rights Commission. They sponsored a day-long community meeting for the purpose of designing solutions to the problems outlined in the Civil Rights Commission study. Thus, on Friday, August 21, 1981 the Mobilization on Police Practices in the Twin Cities took place, with approximately 45-50 concerned citizens meeting at the Earle Brown Continuing Education Center.

The participants reviewed the report of the U.S. Civil Rights Commission. They decided to request that the commissioner of the Minnesota Department of Human Rights, Marilyn E. McClure, appoint a task force to promote and establish lines of communication between police departments and the community. Those appointed by Commissioner McClure to the Task Force on Police/Community Relations were Curman L. Gaines, Chair, St. Paul; Julia Cherry, Minneapolis; Robert Dodor, Eagan; Donna Folstad, Minneapolis; Irene Gomez-Bethke, New Hope; Richard Iffert, St. Paul; Alberto Miera, Jr., St. Paul; Raymond Presley, Minneapolis; and Barbara Shin, St. Paul.

### Task Force on Police/Community Relations

The Task Force on Police/Community Relations ("the task force") once again thoroughly analyzed the report of the U.S. Civil Rights Commission. In view of criticism that the report was biased, outdated, and inaccurate, the members decided to re-examine current police practices in the following major areas: 1) the Internal Affairs Units; 2) Education and Training Divisions; 3) Use of Force policy; 4) the role of the Minnesota Board of Peace Officers Standards and Training ("P.O.S.T. Board") in regulating police misconduct; and 5) the function of the Minneapolis Police Advisory Councils.

Between September, 1981 and October, 1982 the task force examined the policy/procedure manuals of both police departments, interviewed police officers, conferred with P.O.S.T. Board representatives, and consulted representatives of community organizations to assess current police practices in the Twin Cities.

The task force found that the problems cited in the report of the U.S. Civil Rights Commission generally still existed. Citizens still lacked confidence in the ability of the Internal Affairs Units to conduct impartial investigations of police misconduct; police officers still were not trained adequately to deal with the cultural diversity of the population they serve; the P.O.S.T. Board's limited authority to investigate complaints of police misconduct minimized its role in overseeing the way complaints were handled at the local level; and the P.O.S.T. Board was not

yet effectively monitoring and recruiting women and minorities for law enforcement training programs.

The task force members decided to draw up a list of changes in policy and practice which they would suggest that the police departments make in order to improve the way they dealt with the minority community. The task force would then negotiate individually with the Minneapolis Police Department, the St. Paul Police Department, and the P.O.S.T. Board to encourage adoption of as many of the proposed changes as possible. In the spring of 1983, the task force conducted a series of negotiations with representatives of the Minnesota P.O.S.T. Board, the Minneapolis Police Department, and the St. Paul Police Department. Following is a report of those negotiations.

#### Minnesota Board of Peace Officer Standards and Training

On April 11, 1983 members of the task force met with Mark Shields, Executive Director of P.O.S.T. Board, William R. Carter III, staff of P.O.S.T. Board, and Dick Hodsdon, Attorney General's staff to P.O.S.T. Board.

When the task force came into being, in 1981, the Minnesota Board of Peace Officer Standards and Training ("P.O.S.T. Board") was in its early stages of development. By the time of the negotiations, the P.O.S.T. Board had made considerable progress in several areas of concern to the Task Force: affirmative action plans in law enforcement programs at institutions; functions related to investigation of complaints; and establishment of



written procedures for handling of misconduct complaints.

Background: Purpose and Function of P.O.S.T. Board

Since the P.O.S.T. Board was established relatively recently, it may be helpful to review its purpose and function.

The P.O.S.T. Board licenses peace officers, part time officers and constables employed in the state of Minnesota. The board regulates peace officers' pre-service training and their continuing education while in service, and establishes standards of professional conduct. Minnesota is the only state which licenses peace officers.

There are three routes to licensure as a peace officer: the traditional police academy, an educational program followed by skills training, and a combined academic and skills program conducted by a vocational-technical institute.

**Traditional route.** The traditional police academy is the only program leading to certification in most other states. The candidate is hired by a law enforcement agency without necessarily having had any prior education or training. A basic training course is conducted either by the employing agency or by some other certified training agency. Only the St. Paul Police Department still follows this traditional route in Minnesota, but a number of peace officers move to Minnesota from other states after completing a traditional law enforcement academy. There is a special licensing test, the reciprocity examination, for offi-

cers from another state. The standard licensing test is taken by candidates who complete the St. Paul Police Academy.

**College-plus-skills-training route.** The candidate completes a two-year (or longer) program in law enforcement or criminal justice studies. He/She passes the academic portion of the licensing test upon successful completion of the skills training. The candidate must also complete a POST-certified program in first aid before he/she is eligible to be licensed.

**Vocational-technical route.** The candidate completes a certified two-year program in law enforcement in a vocational-technical institute. These programs combine academic studies with practical skills training including first aid. The candidate is eligible to attempt both the academic and skills tests upon successful completion of the combined program.

Regardless of the route which the candidate has followed, he/she must be hired by some state, county or municipal law enforcement agency before he/she can be licensed. (There is no longer a requirement that the candidate must also complete a year of probation.) Licensure is for a period of three years, one third of the licensees renewing their licenses each year. The licensee must complete a minimum of 48 hours of P.O.S.T.-approved continuing education or training within the period of licensure. The licensee does not have to be employed as a peace officer at the time of renewal.

The P.O.S.T. board will receive and process a citizen's complaint about unprofessional conduct by peace officers, but the board's jurisdiction is limited to the violations that are specified in the board's agency rules. These violations are that the officer has:

- 1) been convicted of a felony;
- 2) used deadly force in a manner not authorized by law;
- 3) made a false material statement while under oath;
- 4) made a false material statement while obtaining or renewing his/her license;
- 5) failed to complete the continuing education requirements for renewal;
- 6) failed to pay the licensing fee; or
- 7) violated one of the board's other rules.

The citizen's complaint will be referred to the law enforcement agency which employs the officer(s) whose conduct is in question, unless the board's committee on complaints determines that some other agency should investigate the complaint. When the local investigation is completed, the committee will review the report and determine whether or not there are grounds for a hearing by a state hearing examiner. The final disciplinary action, if any, is the responsibility of the full board. The full hearings procedure may take several months to complete.



Some of the task force's recommendations had been implemented already by the time of negotiations with representatives of the P.O.S.T. Board. Generally, the task force was pleased with the actions already taken and with the direction that has been established.

Following is a list of the task force's recommendations and the responses to them.

- 1) COLLECTION OF DATA ON RACE AND GENDER SHOULD BE ALLOWED FOR AFFIRMATIVE ACTION PURPOSES.

P.O.S.T. Board has already promulgated a rule (4 MCAR 13.024) requiring an educational institution whose program is P.O.S.T.-certified to file a semi-annual affirmative action plan. Failure to comply with this requirement will result in disciplinary sanctions by the board.

This effort by P.O.S.T. was highly commended by the task force as an important step in the recruitment of women and minorities for law enforcement positions.

- 2) IN THE EVENT NO MINORITIES ARE AVAILABLE UNDER P.O.S.T. RULES, THOSE RULES SHOULD BE SUSPENDED AND THE CITIES REQUIRED TO RECRUIT AS THEY HAD BEEN DOING WITH MORE AND MORE SUCCESS BEFORE ESTABLISHMENT OF THE P.O.S.T. BOARD.

Mr. Shields opposed this recommendation because P.O.S.T. is producing minority and women graduates of law enforcement programs and it should be allowed some time to demonstrate that it can continue to do so. Minneapolis and St. Paul could gear up their training programs if P.O.S.T.-certified institutions are not producing enough, but training is imperative.

- 3) THE P.O.S.T. BOARD SHOULD HAVE AN AFFIRMATIVE ACTION PLAN IN ITS RULES AND REGULATIONS.

This recommendation has already been accomplished as already noted (4 MCAR 13.024). It is specific and was done with input from this task force. The board's recruitment team is monitoring this requirement, as well.

- 4) THE P.O.S.T. BOARD MUST MONITOR THE LEARNING INSTITUTIONS' AFFIRMATIVE ACTION EFFORTS TO MAKE SURE THAT THE INDIVIDUAL INSTITUTIONS ARE PRODUCING GRADUATES WHO ARE MEMBERS OF PROTECTED CLASSES.

The above-cited rule provides for this type of monitoring.

- 5) THE P.O.S.T. BOARD SHOULD HAVE ACTIVE LIAISON WITH CERTIFIED INSTITUTIONS SO THAT IT CAN MONITOR AFFIRMATIVE ACTION EFFORTS. REPORTS SHOULD BE SUBMITTED QUARTERLY BY THE INSTITUTIONS.

Reports are required every six months, which the task force found acceptable. At present P.O.S.T. has the staff to monitor closely, but the recruiting team will be lost from full-time status in the near future. (Cf. Recommendation #8 following.)

- 6) THE P.O.S.T. BOARD SHOULD REQUIRE THAT THE INSTITUTIONS CERTIFIED BY P.O.S.T. HIRE MINORITY AND FEMALE LAW OFFICERS AS INSTRUCTORS.

The P.O.S.T. Board strongly encourages the utilization of minority and women law enforcement officers as instructors and will continue to do so. However, the task force accepted the explanation that collective bargaining agreements and academic freedom prevent P.O.S.T. from exerting total control over hiring of instructors.

- 7) The P.O.S.T. BOARD SHOULD LOOK CLOSELY AT THE OFFERINGS OF LAW ENFORCEMENT COURSES AND MAKE SURE THAT THEY INCLUDE A SECTION ON CROSS-CULTURAL COMMUNICATIONS.

Mr. Shields agreed that cross-cultural communications are covered somewhat in course offerings but concluded that more specific guidelines for this topic are needed. He requested that the task force assist by outlining a specific request, including a list of instructors who can supply cross-cultural instruction. It was pointed

out that police officers may be educated in the street by contact with certain minority members of a certain class but that this learning cannot be used by police officers in dealing with all minorities in all economic classes. There are different socio-economic strata in each minority class and these differences may have an impact on how the police officer handles specific situations involving minority members.

- 8) A STAFF PERSON SHOULD BE HIRED WHO WOULD HAVE SOLE RESPONSIBILITY FOR ALL OF THE FOREGOING ACTIVITIES MENTIONED IN THE TASK FORCE'S RECOMMENDATIONS. THIS PERSON WOULD REPORT DIRECTLY TO THE EXECUTIVE DIRECTOR OF THE P.O.S.T. BOARD.

The Affirmative Action Recruitment Team was initially active for 6 months, from October 1982 to May 1983. Members of the team were selected from the larger law enforcement agencies and were loaned to the P.O.S.T. Board to do the start-up work on affirmative action. The team consisted of a black, Hispanic, Indian and a female peace officer. A media presentation was developed as well as the outline for the affirmative action plans for educational institutions.

Each year a new Affirmative Action Recruitment Team will be established and will function for 6-8 weeks, usually in January - February. Members of the team will visit every school's law enforcement program, will review

affirmative action plans, and will discuss problems with school officials.

Budgetary limitations prohibit the hiring of a new staff person for affirmative action responsibilities, but a current staff member is assigned to tracking the affirmative action efforts and progress of each law enforcement training program.

- 9) THE P.O.S.T. BOARD SHOULD WORK TO HAVE THE CURRENT LAW CHANGED SO THAT MORE MINORITIES AND WOMEN CAN BE APPOINTED TO THE BOARD.

Mr. Shields informed the task force that the law specifies who can sit on the board. Members of the board are appointed by the governor, so far, but there are indications that the legislature wants the appointing authority. Mr. Shields recommended that the task force use the legislative process to effect a change in the composition of the board. The task force decided to meet with the P.O.S.T. Board to discuss this issue and to make this recommendation to the governor.

- 10) THE PROPOSED RECRUITING TEAMS FROM THE MINNEAPOLIS AND ST. PAUL POLICE DEPARTMENTS AND THE MINNESOTA HIGHWAY PATROL SHOULD BE ESTABLISHED TO AUGMENT THE COLLEGES' AFFIRMATIVE ACTION EFFORTS, NOT REPLACE THEM.

Mr. Shields agreed.



- 11) THE P.O.S.T. BOARD SHOULD INITIATE A SYSTEM TO TRACK AN APPLICANT THROUGH RECRUITMENT, EDUCATIONAL EXPERIENCE, TESTING AND HIRING, AND THE RESULTS OF THIS TRACKING SHOULD BE AVAILABLE IN TABULATED OR SUMMARY FORM.

After discussion the words "AND HIRING" were deleted. Participants discussed how data could be gathered without violating the Data Practices Act.

- 12) THE 1985 MINNESOTA LEGISLATURE SHOULD ASSESS THE SUCCESS SHOWN BY THE P.O.S.T. BOARD IN PRODUCING WOMEN AND MINORITY POLICE OFFICERS.

The task force agreed to strike this recommendation since it is clear that the P.O.S.T. Board is making good faith efforts to recruit women and minority police officers.

#### B. INVESTIGATIVE FUNCTIONS

- 13) THE P.O.S.T. BOARD SHOULD PROVIDE ASSISTANCE TO CITIZENS WHO WISH TO FILE A COMPLAINT OF POLICE MISCONDUCT.

Mr. Shields explained that this assistance is currently provided through referrals. The problem is, however, that many law enforcement agencies do not have written and firm policies with which to handle police com-

plaints. What is needed is that every law enforcement agency have written rules and regulations for handling complaints and follow them. If they are not followed, the P.O.S.T. Board would then have the authority to scrutinize the license of the police chief.

The P.O.S.T Board was successful in persuading the legislature to pass a law (S.F.72) allowing P.O.S.T. Board to promulgate an administrative rule requiring every law enforcement agency to have written procedures established by October 1, 1984.

The task force commended Mr. Shields for the good progress made on this topic of concern. However, it was pointed out that individual police chiefs would still be able to mete out sanctions at their own discretion. This new administrative rule simply requires the establishment of a due process for considering complaints of police misconduct.

- 14) THE BOARD MUST DO A BETTER JOB OF MAKING THE PUBLIC AWARE OF THE BOARD'S EXISTENCE AND ITS POWER TO OFFER A REMEDY TO PEOPLE WHO HAVE COMPLAINTS ABOUT THE CONDUCT OF LAW OFFICERS.

This concern should be taken care of by S.F.72 requiring establishment of written policies by local law enforcement agencies. The task force decided to draft a letter to the governor encouraging him to sign the bill. (Note



the day-to-day speech of the police officers and the fact that among minorities there are many differences such as socio-economic strata differences. Chief McCutcheon responded that these were not problem areas.

### III. Use of Force Policy

1) IN ADDITION TO THE USE OF FORCE POLICY IN THE POLICE MANUAL, THE CHIEF OF POLICE SHOULD PROVIDE POLICE OFFICERS WITH A WRITTEN COPY OF THE CHIEF'S POSITION ON THE USE OF FORCE IN EFFECTING AN ARREST.

Discussion of this proposal touched on the fact that there is a "gray area," which leaves to the discretion of the individual police officer how much force should be used. Chief McCutcheon also noted that use of force is better monitored now that the ranking supervisor officer reviews the arrests. Also, now that there is a new policy of arresting "domestics," more misdemeanor arrests will mean more resistance and hence, more use of force.

Chief McCutcheon stated that the individual police officer does know the department's policy. He further stated that he would try to fire an overly violent police officer because there are too many eligible police officers who are out of work.

Mayor Latimer also re-affirmed that there is no pattern of brutality that is allowed to go unaddressed. Individual

cases are given attention.

2) ~~SUPERVISORS~~ SHOULD BE REQUIRED TO SUBMIT PERIODIC REPORTS TO THE CHIEF OF POLICE ON WHAT THE UNIT IS DOING TO INSURE THAT POLICE OFFICERS ARE ADHERING TO THE CHIEF'S POSITION ON THE USE OF FORCE.

Chief McCutcheon stated that he is satisfied with the police manual's interpretation of the use of force policy. Curman Gaines stated that he does not think that the policy is clear and Chief McCutcheon then offered to visit with police officers at roll call to get a feel for their interpretation of the policy, to see if it differs significantly from his own.

3) ~~POLICE OFFICERS' CONTINUING EDUCATION/TRAINING COURSES WILL INCLUDE UNITS ON:~~

- (2)
- a) HOW TO COPE WITH VERBAL ABUSE;
  - b) PUBLIC PERCEPTIONS OF EXCESSIVE USE OF FORCE; AND
  - c) REVIEW OF THE POLICE DEPARTMENT POLICY ON THE USE OF FORCE.

All of these topics had already been addressed in the in-service training just completed.

4) ALL REPORTS OF EXCESSIVE USE OF FORCE BY POLICE OFFICERS SHOULD BE INVESTIGATED BY I.A.U.

Chief McCutcheon stated that he requires the person alleging to be the victim of excessive force to get an immediate personal interview, with photographs, if necessary. He also said that all complaints coming across the mayor's desk and those received by the watch commanders receive prompt attention. He went on to cite one case under investigation in which the victim has not complained but may have been brutalized. In all, he feels that the department is doing a decent job.

#### IV. ~~Promotion and Retention of Women and Minority Officers~~

1) THERE IS A NEED FOR AN EXPANDED CERTIFICATION LIST TO ENHANCE THE UPWARD MOBILITY OF MINORITIES AND WOMEN WITHIN THE POLICE DEPARTMENT. THE RULE OF THREE SHOULD BE CHANGED TO PUT PROTECTED CLASS MEMBERS IN A MORE FAVORABLE POSITION FOR PROMOTION AND RETENTION.

Mayor Latimer agreed with this recommendation.

2) ~~PROTECTED CLASS~~ MEMBERS SHOULD BE REPRESENTED ON ALL ORAL BOARDS AT THE ENTRANCE AND PROMOTIONAL LEVELS WITHIN THE DEPARTMENT.

The chief noted that there already has been minority representation on every board. The mayor also pointed out that a minority person has never failed due at the oral exam stage.

~~3) THE CITY SHOULD~~ CONSIDER SANCTIONS OF ITS POLICE DEPARTMENT FOR FAILURE TO MEET AFFIRMATIVE ACTION GOALS. FOR EXAMPLE, BUDGET LINE ITEMS COULD BE WITHHELD UNTIL AFFIRMATIVE ACTION GOALS ARE MET.

Chief McCutcheon stated in response to this suggestion that he has no control over this issue and that there is no easy way to achieve this goal. Civil service rules prohibit it since it interferes with union agreements. Chair Dodor pointed out that it may be within the authority of the City Council to consider sanctions of this type.

~~4) CIVIL SERVICE RULES REGARDING VETERANS' PREFERENCE~~ MAY NEED TO BE CHANGED SO THAT THEY DO NOT WORK AGAINST THE PRINCIPLES OF AFFIRMATIVE ACTION.

Chief McCutcheon pointed out that veterans' preference has to be changed by the state legislature. Furthermore, Mayor Latimer revealed that he will announce publicly that if affirmative action is not passed this time by the city council, he will not touch it again. City council may face the threat of legal action.

~~5) RACE AND GENDER DATA SHOULD BE COLLECTED~~ FOR AFFIRMATIVE ACTION PURPOSES.

Mayor Latimer stated that the department has that data.

6) ~~CURRENTLY CIVIL SERVICE~~ ELIGIBILITY LISTS FOR PEACE OFFICERS ARE CLOSED. ANY MEMBER OF A PROTECTED CLASS WHO GRADUATED FROM A LAW ENFORCEMENT PROGRAM AND IS ELIGIBLE TO BE LICENSED BY THE P.O.S.T. BOARD SHOULD BE INCLUDED ON THE EXISTING CIVIL SERVICE LIST.

The mayor agreed with this recommendation.

7) IF NO MINORITIES ARE AVAILABLE UNDER P.O.S.T. RULES, THE RULES SHOULD BE SUSPENDED AND THE CITY SHOULD RECRUIT MINORITIES AS IT HAD BEEN DOING WITH INCREASING SUCCESS BEFORE THE P.O.S.T. BOARD WAS ESTABLISHED.

Chief McCutcheon agreed, stating that it is a good parachute to leave in.





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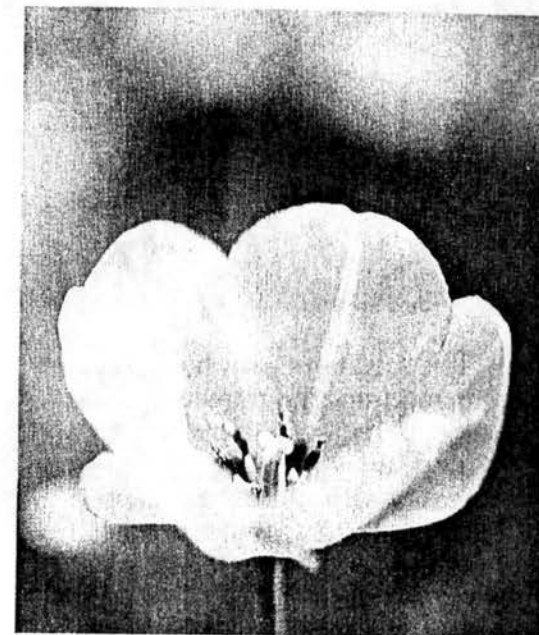
Silver Lake Camp and Conference Center is located one mile south from the Silver Lake Road exit of I-694. We are at the corner of Silver Lake Road and County Road E.



The Salvation Army  
Silver Lake Camp  
and Conference Center  
2950 West County Road E  
Minneapolis, Minnesota 55421  
Telephone (612) 788-9048



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*Welcome to  
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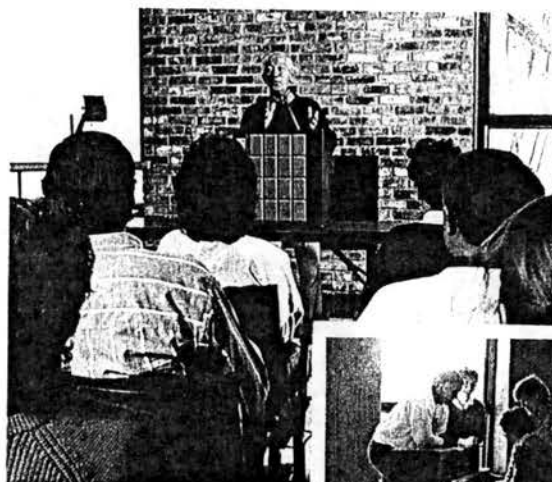


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For more information, mail this to:



The Salvation Army  
 Silver Lake Camp  
 and Conference Center  
 2950 West County Road E  
 Minneapolis, Minnesota 55421

Or call us at: (612) 788-9048

County Road E

Stinson Blvd. NE

NORTH  
↑

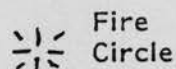
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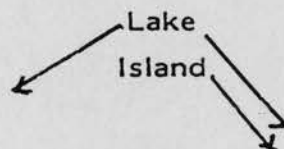
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MINNEAPOLIS POLICE DEPARTMENT  
350 South Fifth Street - Room 130  
Minneapolis Minnesota 55415-1389

(612) 673-2853

JOHN T. LAUX  
CHIEF OF POLICE



January 24, 1993

## **MEMORANDUM**

**TO:** All Community/Police Conference Participants  
Silver Lake Camp  
Thursday, February 4th & Friday, February 5th, 1993

**FROM:** Chief John Laux and Vivian Jenkins Nelsen

**SUBJECT:** Conference Information

### **Where to Go:**

Silver Lake Conference Center (see enclosed brochure/map)  
2950 West Country Road E Minneapolis, MN 55421  
Parking in the front parking lot only.  
(Room Assignments will be made at Registration)

### **When to be There:**

Registration will be on Upper Level of Lakeview  
Registration Promptly at 8:30 AM Thursday, February 4th,  
Bring your luggage to the lower level of Lakeview.  
Through closing 3:00 PM Friday, February 5th, 1992

### **What to Bring:**

An Alarm Clock  
Casual/Warm Clothes, Boots  
An extra pillow (if you need one)  
Musical instrument, Poetry or Reading

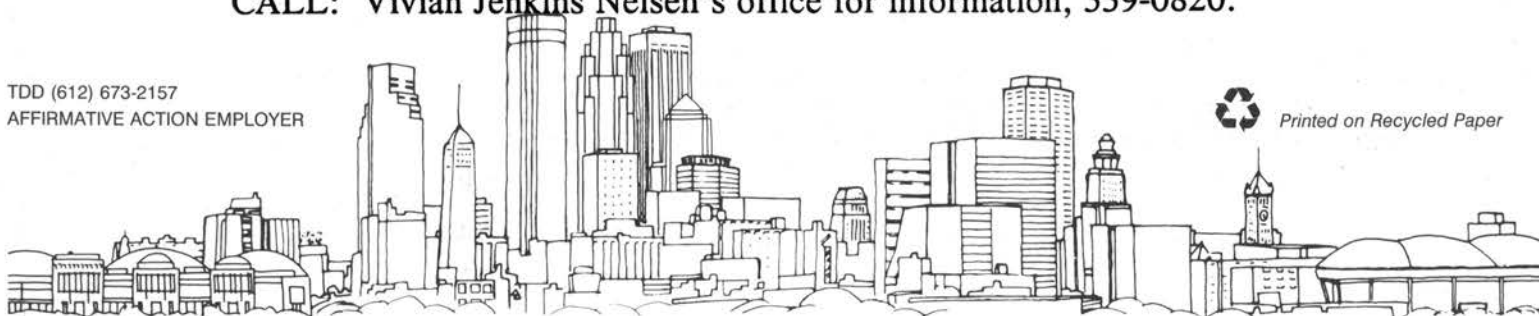
### **What Not to Bring:**

Radios, TVs, Alcohol, Weapons  
**CALL:** Vivian Jenkins Nelsen's office for information, 339-0820.

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**COMMUNITY/POLICE RETREAT**

February 4-5, 1993  
Silver Lake Conference Center

Complete Small Group Recommendations and Action Plans



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**PART I:  
POLICE PRACTICES AND THEIR CONSEQUENCES  
WITHIN DIVERSE COMMUNITIES**

Participants were preassigned to six (6) small groups designated "A - F". Groups A-C discussed police practices that hinder police-community relations; groups D-F reviewed police training and administrative policies that influence these practices. Each group consisted of eight (8) persons led by a trained facilitator. The Nominal Group Technique (NGT) was used as the model for small group discussion and as a process for selecting the highest priority issues. The NGT is a structured small group discussion process which facilitates efficient group decision-making through consensus instead of traditional debate and majority vote. The small-group meetings and plenary sessions were working sessions in which, with the aid of a facilitator and a recorder, discussion focused on problems, analysis and solutions. The following is a composite outline of retreat participants' conclusions.

**Section 1: IDENTIFIED PROBLEMS AND PROPOSED SOLUTIONS**

**Issue #1: PROFESSIONAL DEMEANOR**

**PROBLEM:** Lack of professional demeanor and failure to impose consequences for unprofessional behavior.(A,B,C) Failure to convey an image of fairness and justice to communities of color through appearance, language and use of force.(A) Police manifest behaviors, attitudes and fears that aggravate an already hostile relationship with the community.(F)

- I. *Cultural and gender insensitivity* -- culturally inappropriate responses
  - A. Approaching the nearest English-speaking Asian person, rather than communicating with the eldest (C)
  - B. Handcuffing -- perceived the same as being guilty in some cultures (C)
  - C. Intervening in Southeast Asian families in situations that might not be considered abuse by the family but are considered abuse by American standards (A)
  - D. Not allowing family or friends to visit with or get close to arrested suspects -- not "family friendly" (A)
  - E. Not exhibiting effective skills in de-escalating tense or sensitive situations in minority communities -- e.g., not grasping culturally specific meanings (D,E,F)
  - F. Showing an inability or unwillingness to be multi-cultural or multi-lingual (C)

- II. *Disrespect and insensitivity shown through inappropriate language and behavior*
- A. Using derogatory, demeaning, inappropriate and/or foul language (A,B)
  - B. Showing disrespect, talking down to people (A)
  - C. Failing to use courteous/respectful titles (A)
  - D. Making comments like "Get your ass out of the car." (A)
  - E. Transporting detainees in the trunk of a squad car\*

\*Event which occurred subsequent to the retreat

- III. *Use of excessive force and overuse of force, especially in minority communities -- aggressive and abusive approaches which incite similar behaviors in response*
- A. Putting people on the ground (A)
  - B. Handcuffing (A,B,C)
    - 1. Excessive force used on handcuffed individuals
    - 2. Handcuffs that hurt or break the skin
    - 3. Unnecessary handcuffing in domestic disputes/issues
    - 4. Some racial groups (suspects) handcuffed more than others
  - C. Patting down -- making black males spread their legs unnecessarily wide (A,B)
  - D. Using an extra shove in putting someone in the car (A)
  - E. Using dog patrols for riot control (C)
  - F. Showing an "Urban cowboy" mentality; "occupation force" style of law enforcement; the "take charge" complex (See City Pages, February 3, 1993, Pp. 9-13) (B)
- IV. *Superior attitudes and rude behavior -- officers' attitudes, appearance, stance, body language and how these are perceived (A)*
- A. Acting as if they, the officers, are judge and jury (C)
  - B. Displaying superiority in attitude toward others -- a negative superiority complex (B)
  - C. Showing insensitivity to suspects as well as by-standers -- e.g., laughing and saying, "That Indian was sure drunk." (C)
  - D. Making "shoot-from-the-hip" comments; unfounded or unwarranted statements by on-scene officers (B)
- V. *Negative expectations and assumptions; prejudgment, followed by inconsistent enforcement of the law (B)*
- A. Showing negative attitudes when approaching suspects -- exhibition of superiority (C)
  - B. Presuming that a person is guilty based on age, racial complexion, language (C)
  - C. Assuming that the persons calling the police are the perpetrators (C)
  - D. Not giving the benefit of the doubt to suspects; not "innocent until proven guilty" -- giving punishment that courts may not (C)



VI. *Stereotyping*

- A. Assuming that all black males belong to gangs (B)
- B. Assuming that black males have contraband, such as drugs, stolen goods, etc. (C)
- C. Assuming that black males can have no legitimate business in certain areas or neighborhoods (C)
- D. Stereotyping and displaying racist attitudes -- comments like "What do you expect when you live in this kind of neighborhood?" (A,B,C)

VII. *Misuse/abuse of authority* as it relates to the law and *harassment of people in the community* -- over-responding to situations

- A. Making illegal, questionable drug searches; using drug raids indiscriminately (A,B)
- B. Conducting unwarranted interrogations and making questionable or unfounded arrests of persons of color (A)
- C. Arbitrarily stopping vehicles and persons to investigate (A)
- D. Arresting and detaining people without charging them -- authority to detain in Hennepin County Jail (A,C)

IIIX. *Unequal/preferential treatment* -- perception that officers work more diligently in some cases than others depending on the race(s) of the individuals involved (A)

IX. *Poor communication practices*

- A. Resisting having to explain what they're doing and how they do it (C)
- B. Failing to notify neighbors or block clubs of the purpose of a call in their neighborhood -- too little dialogue with the community -- too much reliance on the media (B)
- C. Not explaining what happened at the scene of an incident; little or no post-investigation comment on incidents (A,B)
- D. Making public statements concerning apprehended African American suspects, which tend to make the community believe they're guilty (e.g., the Haaf case) (B)
- E. Doing a poor job of following up with victims on the status of cases (A)
- F. For emergency calls, not providing adequate service or respect (A)

### **WHY OR HOW ARE THESE PROBLEMS?**

- I. Disregards universal standards and values of human dignity (B)
- II. Fails to recognize cultural differences and leads to a failure to convey an image of fairness and justice to communities of color (A,C)
- III. Perpetuates racial stereotyping and racist attitudes (C)
- IV. Fosters hostile feelings toward all police officers and the perception in communities of color that abuse is the rule rather than the exception (A,C)
  - \*The facts are that 90% of the time, officers respond appropriately, and six (6) officers are responsible for 60% of all complaints
- V. Impedes more appropriate and effective police procedures and community responses to fighting crime (B,C)
- VI. Works against a professional partnership between police and the community (B)

### **PROPOSED SOLUTIONS**

- I. Expand cultural diversity and sensitivity training (A)
  - A. Add training in cultural diversity at the precinct level on a monthly basis, using scenarios and discussions
  - B. Increase cultural diversity training in recruiting school
- II. Encourage supervisors to be supportive of this training and take a leadership role in making it happen (A)
- III. Reinforce good training so that bad habits don't set in (A)
- IV. Involve individuals from the community in curriculum development, policy formulation and evaluation (B)
  - A. Select trainers who reflect the diversity of the community (cultural, ethnic, racial, socio-economic, gender, familial or marital status, sexual preference, age) (C)
  - B. Utilize community resources on the training staff (F)
  - C. Develop a formal relationship between the police department and community-based organizations to work on training and volunteer activities (A)
- V. Provide joint education for police officers and community residents about police practices and cultural differences (C)
  - A. Educate police about the communities they are serving (A)
  - B. Educate community about police practices (C)
- VI. Automatically refer an officer for appropriate training after three (3) formal complaints have been filed (B)



## **Issue #2: PEER ACCOUNTABILITY AND DEPARTMENT ENVIRONMENT**

**PROBLEM:** Lack of an internal environment that fosters peer accountability and departmental responsibility for police officer conduct.(A,C) Failure to impose consequences for police misconduct and brutality.(B)

- I. Not punishing excessive use of force; no accountability shown for "thumpers" (e.g. officers who routinely use excessive force) (A)
- II. Failing to impose consequences for police misconduct or brutality (B)
- III. Failing to self-police within the force -- lack of consequences for inappropriate behavior and lack of positive peer support for appropriate and exemplary behavior (C)
- IV. Seeming to protect their fellow officers at any cost, even when they do something wrong (A)

## **WHY OR HOW ARE THESE PROBLEMS?**

- I. Fails to impose consequences for inappropriate or unprofessional behavior, erodes confidence in law enforcement institutions and perpetuates mutual disrespect (B)
- II. Compromises the ability to encourage, recognize and reward appropriate behavior (B)
- III. Erodes capacity to effectively supervise and manage (B)
- IV. Heightens stress for both officers and civilians (C)
  - A. Officers who do report fellow officers get a negative reputation
  - B. Officers and citizens who report abuses may be endangered by not having support when it's needed
- V. Contributes to inconsistent enforcement of the law (A)
- VI. Doesn't provide the feedback officers need to maintain or improve their performance (A,D)

## **PROPOSED SOLUTIONS**

- I. Peer accountability
  - A. Change the internal culture and make it acceptable to report infractions and aberrant behavior (C)
  - B. Allow anonymous reporting (C)

- II. Recognition and rewards
  - A. Offer financial incentives for professionalism (A)
  - B. Publicly recognize and reward officers who display high professional standards (B)
  - C. Provide community "kudos" for officers meeting police-community standards and reinforcing professional demeanor (A)
  - D. Recognize and reward good conduct by both officers and community members (C)
- III. Sanctions and disciplinary action
  - A. Impose and enforce sanctions for inappropriate actions and behaviors (B)
  - B. Reassign officers with complaints against them for a "cool-down" period (A)
  - C. Create a credible action team that recommends sanctions for violations and assures that they are carried out (A)
- IV. Supervision and leadership that promotes accountability
  - A. Hold supervisors accountable for investigation, documentation and resolution of complaints (B)
  - B. Support supervisors who take strong leadership and disciplinary roles in promoting high standards (A)
- V. Policies and standards
  - A. Develop standards for what is and what is not acceptable conduct, and recognition for achieving higher standards (A)
  - B. Adopt a "zero-tolerance" policy (with procedural safeguards) from the police department administration and the police officers federation (A)
- VI. Resolution of complaints
  - A. Demand accountability for investigation and resolution of complaints of unprofessional conduct from the employee's immediate supervisor and proceed up the ranks (B)
  - B. Discipline supervisors if they mishandle investigations or resolutions of complaints (B)
  - C. Provide appropriate and timely feedback to the person who made the complaint (B)
  - D. Send complaints to the chief first; look at alternatives or improvements to the present Civilian Review Authority (A,B)

### **Issue #3: POLICE RESIDENCY AND INVOLVEMENT IN THE COMMUNITY**

**PROBLEM:** Police officers are not living in or identifying with the community in which they work.(A) Absence of incentives or requirements for officers to live and become involved in the community they serve.(B,C)

- I. Not interacting with the community to foster more respect and rapport (C)
- II. Displaying negative attitudes toward the city, suggesting that residents move out of the city or that they ask for bad things to happen when they choose to live in certain urban neighborhoods (B,C)
- III. Exacerbating the problem through a lack of officers of color on the police force (A,B,C,D,E,F)

### **WHY OR HOW ARE THESE PROBLEMS?**

- I. Minimizes the opportunity for positive interactions between police officers and the community (B)
- II. Reduces officers' stake in the city; they don't feel as connected or committed to the community they serve, and vice-versa (C)
- III. Reinforces residents' perception that the police don't feel affected by city crime and even presume that the residents aren't concerned (B)
- IV. Perpetuates officers' negative perceptions of the community (B)
- V. Denies positive role models when officers move out (C)
- VI. Contributes to the diminishing middle-class population in the central city (C)

### **PROPOSED SOLUTIONS**

- I. Residency incentives and support
  - A. Award points in recruiting, hiring and promotions for living in the city (A,B,C)
  - B. Offer incentives in pay, position, perks, etc. (C)
  - C. Offer mortgage assistance and housing rehab credits
    - 1. Assistance with mortgage and housing options (A)
    - 2. Low interest mortgage rates for home ownership and occupancy in the city for police officers (B)
  - D. Provide scholarship assistance for employees and their dependents (B)
  - E. Adopt a department take-home car policy (B)
  - F. Provide retail discounts (B)
  - G. Create community "Adopt a Cop" programs (B)

- II. Mandates -- legislated residency requirements (C)
- III. Required community involvement
  - A. Require community involvement and make it part of each officer's evaluation (A)
  - B. Make officers available to communicate with the community -- increase community-oriented policing (E)
  - C. Build in non-policing, community-based assignments for officers to enable more positive interaction between officers and residents and strengthen bonds between police and community (F)
- IV. Involvement programs
  - A. Provide community-based internships; place cadet interns in community agencies and neighborhood centers (C,F)
  - B. Provide opportunities for officers to become involved in park, school and church programs (A)
  - C. Sponsor "Officer-in-Residence" programs (e.g., in public housing projects) (D)
  - D. Hold more community/police retreats and workshops (A)
- V. Central city and minority recruitment
  - A. Expand minority recruitment effort -- increase number of city minority officers through recruitment efforts (E)
  - B. Involve more minority officers and officers living in the central city in recruitment efforts (C)



## Section 2: DESIRED OUTCOMES

- I. Ideally:
  - A. *Officer Demeanor*: No complaints about any officer's language, attitudes, or use of force (A,F)
  - B. *Standards of Conduct*: An accepted code or standard of conduct throughout the department (A)
  - C. *Training*: POST-mandated gender sensitivity and cultural diversity classes required at the community college level for law enforcement students (POST = Police Officers Standards Training board) (C)
  - D. *Training Reinforcement*: Training reinforced by the Field Training Officers (FTO's) and supervisors working together (A)
  - E. *Accountability*: No further need for an Internal Affairs Division (IAD) or the Civilian Review Authority (CRA) (B)
  - F. *Equal Treatment*: The community feels like it is treated fairly and justly, and recognizes and values police professionalism (A)
  - G. *Citizen Input*: Police procedures and practices reflect the input of the community (B)
  - H. *Cultural Diversity*: The police force is representative of the community it serves (B)
  - I. *Police-Community Relations*: A trusting relationship exists between police and community (B)
  - J. *Inclusion and Partnership*: Cultural diversity is no longer a problem because we are a multi-cultural and inclusive society in which police and community are partners (C)
- II. Minimally:
  - A. Police demeanor
    - 1. Policies, procedures and practices reflect community input (B)
    - 2. The police force is representative of the community (B)
    - 3. A trusting community-police relationship is built (B)
    - 4. There is no longer a need for IAD or CRA (B)
  - B. Training/education: POST-mandated classes in gender and cultural diversity provided at the community college level for law enforcement students (C)



### Section 3: BARRIERS TO SUCCESS

- I. Standards of Conduct
  - A. Lack of shared understanding of police officer role and what constitutes an acceptable standard of conduct (B)
  - B. The department culture's limited willingness to support standards (A)
- II. Training
  - A. Departmental resistance -- department is a closed culture vis-a-vis training, curriculum, policies, standards (B,C)
  - B. Lack of support for change from FTO program supervisors, particularly with regard to women and protected classes, and promotion of "business as usual" (A,C)
  - C. Inexperienced FTO's and lack of FTO training (A)
  - D. Inadequate resources and facilities (C)
- III. Discipline and Accountability
  - A. Lack of "progressive discipline" -- departmental and supervisory reluctance to discipline officers (A,B)
  - B. Restrictions imposed by the Police Federation, the Civil Service Commission, the Data Privacy Act, the POST Board and Officers' Bill of Rights (B)
  - C. "Good ol' boys" mentality and network (B)
- IV. Community Support
  - A. Lack of public information about existing police policies and training procedures (B)
  - B. Lack of community input -- no systematic feedback from the community -- and no process in place to facilitate citizen input (B)
  - C. Climate of mistrust between police and community
    - 1. Lack of respect that supervisors, etc., may have for the community and various racial/cultural groups (B)
    - 2. Suspicion and non-acceptance on the part of the community (C)
  - D. Media exacerbation of divisions between police and community (C)
- V. Police Residency: Police "urbophobia", and the perception that the city would benefit more than the officers themselves (A,B,C)

## **Section 4: RECOMMENDED ACTIONS**

### **I. Training**

#### **A. Upgrade training resources**

1. Routinely review and update training materials with the participation of outside agencies (A,C)
2. Create a police library of readily accessible resources such as books, tapes and videos for self-training at any time (A,C)
3. Add police training materials to law and public libraries (C)

#### **B. Overhaul Field Training Officer (FTO) program and process**

1. Research other FTO models (A)
2. Form a committee representative of all levels and specialties in the department (A)
3. Change leadership in the FTO program; base appointments (selection and retention) of FTO's on experience, not years on the job (A,C)

### **II. Standards and Performance**

#### **A. Strengthen the performance review process to focus on maintaining standards for all ranks (C)**

#### **B. Create a group including citizens and officers to translate existing standards into understandable behaviors (C)**

#### **C. Have an "Officer of the Month" chosen by the community for upholding high standards and make this public (A)**

### **III. Police-Community Involvement**

#### **A. Involve police in the community**

1. Make community activity and service part of an officer's job assignment (A,C)
2. Assign more officers to walking beats (on foot, bike, horseback or motor scooter) on a rotating basis each month (C)
3. Include officers in town forums and community events -- offer as optional job assignment (C)
4. Focus on policing needs of specific cultural/minority groups (e.g., Southeast Asians, Native Americans, battered women) (C)
5. Establish police-community subprecinct stations in selected neighborhoods (C)

B. Community involvement with the police

1. Hold more town forums such as those done by CCP/SAFE (Community Crime Prevention program) -- do quarterly
  - a. Ongoing citizen forums (B)
  - b. Public hearings to develop policy and training (C)
2. Create a community relations roundtable for regular feedback between the community and police (A)
3. Expose more people from all ethnic groups who hold responsible community positions to city policing problems by inviting them to ride with the police-- i.e., promote the Ride-Along Program (C)
4. Sponsor police-community recognition and commendation ceremonies (A)

## **PART II:**

### **POLICE TRAINING AND ADMINISTRATION AND THEIR CONSEQUENCES WITHIN DIVERSE COMMUNITIES**

#### **Section 1: IDENTIFIED PROBLEMS AND PROPOSED SOLUTIONS**

##### **Issue #1: WHITE MALE ROLE MODEL**

**PROBLEM:** The current model of what a police officer should be is based on a culturally narrow and faulty white male role model, which is not relevant in today's culturally diverse circumstances. The white male model is inappropriately used as the standard for all officers and for all testing, training, administrative and personnel policies of the police department.(D)

- I. Recruiting and outreach
  - A. Recruiting teams lack diversity (D,E)
  - B. Recruiter training lacks diversity (C,E)
  - C. There is a need for a recruiting strategy with a support system and recruitment and employment incentives (e.g., job support, tuition assistance, etc.) (C,E)
- II. Hiring and selection practices -- entrance requirements and testing/ assessment procedures
  - A. Entrance requirements and standards (set at state level) do not reflect urban realities and perspectives (D)
  - B. A hiring/selection model based primarily on entrance exams, psychological testing, etc., is by definition biased toward a white male standard (D,E)
  - C. Psychological assessments used in the hiring process are culturally biased, outdated and not always relevant to prospective employees of color (D)
  - D. Test requirements allow people who have little or no multicultural exposure or experience to work in multi-cultural communities (D)
  - E. Testing for job selection does not provide for reevaluations or assessments of attitudes (D,E)
  - F. The "Rule of the List" should be used (i.e., why should a new test be given for every class?) (D)
- III. Performance assessment, retention and promotion
  - A. There is a need for diversity-oriented psychological testing not only for new cops but also for veteran officers and upper administration (E)
  - B. Promotion orals need to be applied consistently and reflect the diversity of the work force (E)



- IV. Job position guidelines and performance standards
  - A. There is no broad definition of "what a cop should be" that is current and reflective of today's community needs (D)
  - B. Police practices and behaviors too often exhibit cultural insensitivity, discrimination and preferential treatment, negative superior attitudes, abuse of authority, harassment, fear, stereotyping, mistrust and biased perceptions without consequences -- guidelines and standards for enforcement need to be reassessed to address these concerns (A,B,C,D,E,F)
- V. Composition/diversity of the police force
  - A. Police force personnel do not reflect the diversity of the communities they serve (A,B,C,D,E,F)
    - 1. Lack of officers of color in general and especially above the rank of sergeant in precincts
    - 2. Insufficient complement of officers of color to fill specialized and "street" assignments representatively
  - B. The police department has historically and is currently dominated by white males, some of whom choose not to respect others who are different from themselves (B)
  - C. The homogeneous make-up and culture of the police department discourage dissent and diversity; one result is that departmental norms tend to be perceived negatively in the community, and vice-versa (B)
- VI. Forms and data/information systems: "Authority-to-Detain" form has outdated name choice of "Negro" rather than "African-American" (C)

#### **WHY OR HOW ARE THESE PROBLEMS?**

- I. Leads to a police force that is not representative of or responsive to the community it serves (D)
- II. Affects department training, accountability and community relations (D)
- III. Affects officers' value judgments, roles, responsibilities and decisions such that the complexity of the entire multi-cultural community is not taken into account (D)
- IV. Results in behaviors and attitudes that aggravate an already hostile relationship with the community, especially communities of color (A,B,C)



## **PROPOSED SOLUTIONS**

- I. Recruiting
  - A. Review entire training process for recruiters and recruits to ensure a minority presence and awareness in field work and recruiting efforts (E)
  - B. Form a diverse recruiting team -- continue and expand the number of minority officers involved in recruiting (C,E)
  - C. Provide incentives to both recruiters and recruits for follow-through (such as job support, testing, etc.) (E)
  - D. Set in place a support system for recruiters, recruits and diverse recruiting efforts (E)
  - E. Make diverse cultural experience and field work two of the principle criteria for recruiting (E)
- II. Testing, interviewing and selection
  - A. Review entire assessment process -- re-evaluate the MMPI (Minnesota Multi-phasic Personality Inventory) as a valid tool for psychological assessment
    - 1. Change to different tests with no or varying cultural biases, and/or renorm MMPI (E)
    - 2. Replace testing and assessment tools with other instruments that measure a candidate's ability to perform in a multi-cultural environment (D)
  - B. Re-evaluate entrance requirements to assure more urban influence (D)
  - C. Use "Rule of the List" in selecting candidates for interviewing and hiring (E)
  - D. Revise employment interview format to include questions about biases (E)
- III. Job descriptions and performance expectations
  - A. Rewrite "what a police officer should be" -- the model for a police officer needs to be redefined to return to the notion of "peace officer" instead of "law enforcement officer" (i.e., officers as teachers, counselors, mentors, mediators, etc.) (D)
  - B. Reflect the feelings and make-up of the community, especially communities of color -- the community needs to participate in defining the model of a police officer through dialogue with appropriate parties, e.g., political, law enforcement, other officials (D)
  - C. Based on the new model, create consistent, quality job descriptions that can be evaluated based on measurable outcomes (F)
  - D. Annually discuss stated goals and measurable objectives among supervisors and employees (F)
  - E. Institute quarterly or annual performance review (F)
  - F. Make clear the consequences if behavior is unacceptable (E)

- IV. Hiring, promotion and union representation
  - A. Create a good diversity plan for the department (D)
  - B. Hire more officers of color in all positions (E)
  - C. Reflect diversity in upper level management (E)
  - D. Place women and officers representative of diverse cultural groups on the Police Officer Federation Board (E)
  - E. Diversify membership on the promotion committee (gender, race, ethnicity, sexual preference, age, etc.) (F)
- V. Officer deployment and distribution of assignments
  - A. Expand the racial and cultural diversity in precinct patrol units to benefit both the officers and the community (B,E)
  - B. Continue to involve non-uniformed, community-oriented employees in problem-solving and conflict resolution activities (E)
  - C. Make officers specifically available to communicate with the community and increase community-oriented policing (B,E)
- VI. Forms and information: change the language on the Authority-to-Detain form (C)

## Issue #2: TRAINING

PROBLEM: Training is not inclusive in meeting the needs of all staff and lacks administrative flexibility, responsiveness to the changing community, and orientation toward racial and cultural diversity.(D) Citizens and police officers are critical of the demeanor and performance of many officers, indicating that some of the basic and ongoing training is not achieving the level of excellence that officers and the community expect.(E) Training is not always flexible enough to account for group differences (racial, ethnic or gender), which further distorts the perceptions that citizens and officers hold about one another.(D,E,F) The lack of positive interaction between community and police -- which is caused by cultural differences, lack of trust, misinformation, present negative contact, lack of commitment and negative attitudes -- could be "turned around" through an active training program that focuses on police-community relations in a multi-cultural society.(F)

- I. Need for *cultural sensitivity and awareness training*
  - A. Officers do not generally exhibit effective skills in de-escalating sensitive situations in minority communities (e.g., culturally specific language, meanings, etc.) (D,E,F)
  - B. Training is not flexible enough to account for group differences in similar situations or circumstances (D,E,F)
  - C. Community-relations training needs to focus on interactions with communities of color (D,E,F)
- II. Need for *training on interpersonal relationships*
  - A. Actions and attitudes of officers in hostile situations do not reflect training and department policies, because such policies are remote and not enforced (F)
  - B. Training needs to be aimed at strengthening professional demeanor and modifying behaviors and attitudes of officers in their responses to specific situations (D,E,F)
  - C. No specific programs exist to train officers in techniques and strategies for building positive relationships with the community (D,E,F)
- III. Need for *training regarding youth needs and behaviors*
  - A. Insufficient training and information, and large scale disinformation, about youth in communities of color result in inappropriate and ineffective police practices (F)
  - B. Police-school liaisons need training in order to manage youth the way the school system does rather than the way a street patrol does (D)
  - C. Lack of training in culture-specific youth socialization practices prevents police officers from adapting their approach to youth (D,E,F)

- IV. Need for *counter-media training* (D,E,F)
  - A. Officers have an inadequate understanding of how mass media influence perceptions of bias within and about various communities
  - B. Training does not address policies and procedures that police officers should use in dealing with the media
- V. Need for *management and supervisory training* related to:
  - A. Correcting negative officer behavior toward and treatment of minority residents (D,E,F)
  - B. Community sensitivity and how to advise officers to act in racially tense situations (E)
  - C. Delegating responsibilities and answering questions (E)
  - D. Providing leadership in building positive police-community relations (D,E,F)
- VI. Need for *training evaluation* to:
  - A. Ensure sensitivity toward communities of color (D,E,F)
  - B. Provide feedback to training staff on their effectiveness and the effectiveness of the curriculum (D,E,F)
  - C. Assure that FTO recruit evaluations of the FTO program and officers are taken seriously (E)
- VII. Need for *a police training center and library*
  - A. Training occurs in a manner, timeframe and place that undermines the ability of officers to absorb and benefit from it (F)
  - B. Existing training facilities fail to accommodate emerging needs or promote the professional development of participating officers (D,E,F)
- IIIX. Need for *community-based training*
  - A. A longer field training program and more field work and practice are needed (A,B,C,E)
  - B. Officers need community mentors to enhance their training (E)
  - C. There is a need for more community internships with placements in community-based organizations (e.g., Urban League) and assignment of officers to out-of-uniform community service or crime prevention activities not directly related to traditional police work (D,E,F)



### **WHY OR HOW ARE THESE PROBLEMS?**

- I. Does not meet the diverse needs of an entire community (D)
- II. Exacerbates communications barriers between police and communities of color (culture, body language, verbal expression, etc.) (D)
- III. Leads to lack of trust and perceptions of citizens and officers about one another that are distorted, incomplete and at odds (D,E)
- IV. Leads to lack of trust and support among the stakeholders (mayor, city council, police chief, officers and the community) (D)
- V. Diminishes the effectiveness of the police officer's job (D)

### **PROPOSED SOLUTIONS**

- I. Culturally diverse and inclusive training
  - A. Make cultural diversity training a priority (D)
  - B. Require a culturally diverse training staff; staff should reflect the diversity of the community (C,D)
  - C. Include citizens, especially from communities of color, in the training, curriculum development and evaluation process (B,C)
  - D. Make "cultural competence" (including gender competence) the norm for police officer competency -- intervention can become relevant only when officers understand family structure, rules, etc., of different cultural groups (D)
  - E. Allocate funds to assure training for all officers (D)
- II. Human relations training
  - A. Provide training that builds partnerships and trust (D)
  - B. Emphasize how to deal with less-than-ideal situations that don't fit the traditional rules (F)
  - C. Provide training on how to cope with verbal abuse (F)
- III. Counter-media training
  - A. Include a training component on bias in the media and stereotyping of certain neighborhoods and ethnic groups (e.g., Near North, Northside) (F)
  - B. Present a balanced profile of city neighborhoods and ethnic groups (F)
- IV. Community input and orientation
  - A. Use community resources in developing and updating officer training (F)
  - B. Assign community interns to non-policing and community-service activities (F)



- V. Training plan with objectives and standards
  - A. Develop a department-wide staff training and development plan; make officer training a departmental priority (D,E,F)
  - B. Review content of training courses and make outcome statements known at the beginning (E)
  - C. Encourage the State POST Board to assure that training standards are relevant to urban needs (D)
- VI. Community relations and internship service initiatives
  - A. Re-evaluate the department's community relations program and training for community relations (F)
  - B. Establish community service internships; hold cadet internships in community agencies and rotate interns through varying assignments (C,F)
  - C. Create incentives for officer participation in community events (e.g., merit medals, comp time, added pay) (F)
  - D. Require some form of community involvement in each officer's in-service training or job assignment and make it part of the officer's evaluation (A)
  - E. Offer instruction in other languages (e.g., Spanish, Hmong, Cambodian, Vietnamese, Lakota, Ojibwe, Sign, Braille) and the vernacular of communities served; assistance could take the form of free tuition or direct training (F)
  - F. Hold police-sponsored neighborhood functions that can also serve as training opportunities to build people-skills (F)
  - G. Focus on youth activities organized or attended by police trainees (F)
  - H. Develop community mentorship programs involving both police staff and community people (E)
  - I. Add foot patrols using interns and trainees as a way to increase police-community connections and reduce negative media perceptions and fear of law enforcement (F)

### **Issue #3: PUBLIC ACCOUNTABILITY AND COMMITMENT**

**PROBLEM:** There is an overriding need for shared leadership, vision, direction, support and accountability by the police force, city officials and the multicultural community.(D) The community must also develop a culture of mutual and reciprocal police-community communication and trust.(D) Without these, positive interaction between police officers and communities of color will continue to be elusive.(F)

- I. Shared community vision
  - A. The stakeholders lack a common vision or image of the city (mayor, city council, state officials, community leaders, police chief, union stewards, precinct captains, immediate supervisors, beat officers, residents, etc.) (A)
  - B. The police force lacks a customer orientation (B)
  - C. The police department appears to have a punitive orientation instead of a positive approach to protection of community (B)
  - D. The police department deals with only what affects it directly, not issues that affect the larger community (e.g., homelessness, truancy, unemployment, etc.) (B)
- II. Mutual accountability
  - A. Enforcement policies are not always clear, consistent or effective; standards and expectations are considered missing or too low (A)
  - B. Disciplinary action is neither consistent nor consistently supported (A)
  - C. Police-community relations and multi-cultural diversity considerations need to be built into the department's employee performance evaluation system (A)
  - D. There is a perception that community complaints about police services are automatically referred to the Civilian Review Authority without going through internal processes; the CRA is used as a delay tactic for many issues which should be taken directly to the police chief (A,B,C)
- III. Positive interaction and communications
  - A. There is a perceived lack of trust between police and City Council; officers feel victimized rather than supported by elected officials. Dialogue between the two groups is missing or inadequate. (A)
  - B. The public is often not being fully informed about what is actually going on, beyond rumor and innuendo (A)
  - C. There is a lack of positive interaction between communities of color and the police department and need for a concerted police community relations campaign (A,B,C,D,E and especially F)
  - D. Cultural differences (e.g., language barriers), misinformation, negative contact and lack of trust contribute to the divisions between police and communities of color (all groups)

## PROPOSED SOLUTIONS

- I. Seek ways to work with City leadership to create a shared vision, to "read off the same page" and set a common and consistent tone of service (D)
- II. Seek additional backing from City and community leadership while providing additional support to them (D)
- III. Create a community body to interact with the city council and police -- trust must be built to enable this to work (D)
- IV. Include citizen input in police department policy formulation, implementation and evaluation (B)
- V. Provide better education and accountability for the police and the community regarding policies and practices of both (E)
- VI. Set enforcement guidelines at the state level (POST) and enforce them -- ongoing reinforcement of policies, values, situation responses (demeanor, best ways to react to situations) is essential to restoring and maintaining accountability (D,F)
- VII. Make clear that there will be consequences if behavior is unacceptable or inappropriate -- discipline must be given and supervisors must be supported for giving it (D,E)
- IIX. Institutionalize community feedback to officers; provide it routinely and build it into performance evaluation -- officers must receive and be impacted by feedback on their job performance (D)
- IX. Set high expectations and provide a high level of respect and pay, then hold officers accountable (D)
- X. Hire police media and community relations specialists to maintain ongoing communication with the public (D)
- XI. Develop and enforce written rules and procedures for handling complaints (B)
- XII. Foster rapport between police and the community through an active public relations campaign and community relations training (D)



## Section 2: DESIRED OUTCOMES

### I. Ideally:

#### A. Training and administration

1. *Diverse community involvement*
  - a. The city includes all people (including communities of color, gays and lesbians, etc.) in all aspects of the training and personnel improvement process -- information, organization, lobby presence, nomination of committee members, providing feedback, etc. (D)
  - b. All community members (with a diverse cross-section from communities of color) are involved in the revision and redesign of plans, follow-up on recommendations and evaluation of all training programs, including in-service training (E)
2. *Ongoing commitment and priority:* Training is an ongoing and routine part of police work for all officers, and sound adult training education techniques are employed in all new, revised and expanded training programs (E)
3. *City representation on state training board:* Recognizing that MSSA (Minnesota State Sheriff's Association) and MPPOA (Minnesota Police and Peace Officer's Association) are "outstate dominated" organizations, Minneapolis has its own representation on the POST (Police Officer Standards Training) Board (D)
4. *Training center/police academy:* A training center for officers is created in Minneapolis to provide video and library resources, basic language skills (Southeast Asian languages, Spanish, Sign, Braille, etc.), cross-cultural communications and diversity training, etc. (D)
5. *Strategic training plan:* A strategic plan for training and FTO (field training officer) program revisions (to be completed in two [2] years) is in place and includes all recommended changes. A task force has been appointed and is working well. (E)

#### B. Police-community relations

1. No major community incidents for a year (e.g., incidents like North Memorial, Smalley/Weisse, Oliver Avenue, Tycell Nelson shooting, etc.) (F)
2. Police-community dialogue has improved significantly (F)
3. MPD sponsors youth activities, including non-athletic events (F)
4. The "number of community contacts" is added to the officer's daily log sheet (F)

C. Minority representation on the police force

1. 60% of the police rookie class (versus cadets) are members of a protected class (D)
2. Protected classes hold positions of authority in the MPD, including one deputy chief and 50% of the inspectors (D)
3. The city benefits from a more diverse police force that reflects and responds to the community it serves (A,B,C,D,E,F)

II. Minimally:

A. Training and administration

1. A full assessment of current training and accountability systems are conducted using a full range of department and community participants (E)
2. Findings and recommendations from the assessment are published and widely disseminated and publicized (E)
3. A task force is appointed within ninety (90) days to carry out the assessment and to follow up on results (E)
4. A diverse cross-section of participants from communities of color are incorporated into the preparation, planning, implementation, and evaluation of the department's training programs and training assessment process(E)
5. Minneapolis has its own representative on POST (D)

B. Minority representation on the police force

1. A minimum of 30% of the rookie class is from a protected class (D)
2. Protected classes hold positions of authority in MPD, including one deputy chief and 50% of inspectors (D)



### Section 3: BARRIERS TO SUCCESS

- A. Resistance to change -- system is made up of people who don't want to change, who want the system to stay closed (D,E,F)
- B. The "no problem" attitude -- perception by many that there are no problems to be overcome or the problems aren't significant (D)
- C. Negative attitudes and contact between police and communities of color; fear, lack of trust or communication between two groups (F)
- D. Limitations on community input -- limited community awareness and involvement; decisions made at time of day when the community cannot be involved (D,F)
- E. Language and cultural differences (D,F)
- F. Lack of diversity in the present system (E)
- G. Politics, bureaucracy, turf and competing interests and priorities (E,F)
  
- H. Morale -- frustration in the police department (D)
- I. Atmosphere -- intimidation, harassment and verbal abuse (D,F)
- J. Money -- budget and funding limitations for salaries and programs (D,E,F)
- K. Inadequate time and insufficient staff (E,F)
- L. Limited incentive options (F)
- M. Lack of supervision and supervisory support -- supervisory staff not disciplined when wrong (E,F)
- N. Training not coordinated with community issues (E,F)
  
- O. No information-sharing structure (E)
- P. Physical facilities and environment (F)
- Q. Civil Service System -- current personnel practices (E)
- R. Police Union -- has a lot invested in the status quo and lobbying power at the legislature (D)
- S. MN State Sheriffs Association (MSSA) and MN Police and Peace Officers Association (MPPOA) -- these groups set up the POST Board (D)
- T. MN Data Privacy Act (D)
- U. State legislature -- does not represent the diverse, urban community but rather the "white male club" (D)

#### **Section 4: RECOMMENDED ACTIONS**

##### **I. Redefining the model police officer (D)**

The MPD will:

- A. Set up a meeting with legislative representatives from Minneapolis (e.g., Rep. Jefferson) to discuss issues relevant to the POST board, which perpetuates the culturally narrow white male role model
- B. Meet with the Civilian Review Authority to discuss alternatives for correcting faulty models and building authentic police-community relations, especially with communities of color
- C. Talk with the mayor and city council leadership about establishing a Minneapolis police training academy similar to St. Paul's
- D. Meet with other associations to talk about representation in professional organizations, such as POST
- E. Hold a follow-up meeting with other interests and organizations; build a coalition for greater urban representation on POST, etc.

##### **II. Training and community relations (F)**

- A. Establish a joint police-community team to evaluate the training program (months 1-3)
- B. Conduct evaluation (months 4-9)
- C. Develop and report recommendations (months 10-12)
- D. Implement recommendations, follow up, monitor results (years 2-3)
- E. Provide training in language and slang (ongoing, quarterly)
- F. Increase the number of pedestrian beats for all new recruits (summer months)
- G. Sponsor community functions (twice a year)
- H. Hold regular community-officer commendation ceremonies -- selection of recipients by a team from community and officers' ranks (annually)

# **MINNEAPOLIS COMMUNITY and POLICE**

## **RETREAT REPORT**

*February 4-5, 1993  
Silver Lake Conference Center  
St. Anthony, Minnesota*

*Prepared by INTER-RACE  
with support from the Minneapolis Police Department, General  
Mills Foundation, Norwest Banks, the Honeywell Foundation, the  
McKnight Foundation, Minneapolis Public Schools, Augsburg  
College, Community and Family Serving Agencies, and the Police  
Officers Federation of Minneapolis*



**"The community and police both assume that each knows what the other wants. Wrong!"**

## BACKGROUND

Long before the Los Angeles riots and the Rodney King episode, Minneapolis Police Chief John Laux made building positive relationships between communities of color and the police department a critical priority.

As a first step, he expanded cultural awareness training for members of the department in 1989. Multicultural training has since become part of all officer training, with separate sessions for supervisors.

Efforts to build a positive relationship between the community and police began in earnest with the formation of a Community-Police Retreat Planning Committee, which grew out of the work of the Chief's police/community working group. The idea of a police-community retreat was suggested to Chief Laux by a number of community members. Mort Ryweck, former executive director of the JCRL Anti-Defamation League, designed an early retreat process and was active in planning the first retreats. An initial commitment was made by the police and community groups to address issues of police training and coverage of police-community interactions by the media.

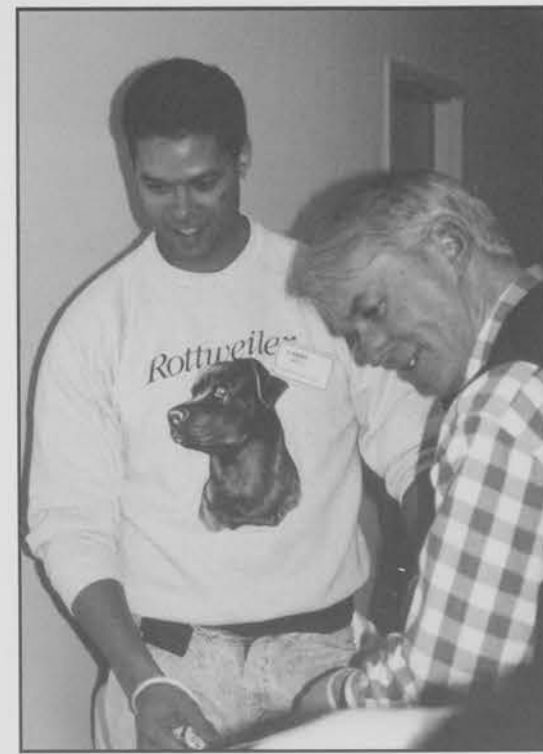
In spite of this commitment and the steps taken, relations between police and communities of color did not improve

significantly and, in fact, became more intense, as one incident followed another in the escalation of racial tensions.

Recognizing that police-community tensions were rising, Chief Laux sought support from the McKnight Foundation and INTER-RACE, a non-profit agency dedicated to facilitating positive race relations. INTER-RACE and its president and co-founder, Vivian Jenkins Nelsen, possessed extensive experience in race-police relations issues, and shared Ryweck's enthusiasm for the community-police retreat concept.

Since its first planning retreat in 1990, the Community-Police Retreat Planning Committee has evolved into an extensive multi-organizational and multicultural network of community representatives, police department staff and city officials.

The first series of retreats focused on police and youth relations, and were held on December 6, 1991, at Camp Ihduhapi in Loretto, Minnesota, and on May 7-8, 1992, at the Silver Lake Conference Center in Saint Anthony. The emphasis of the second series of retreats was relations between police and the adult community. The first of these was held on February 4-5, 1993, and is the subject of this report.



## RETREAT ASSUMPTIONS

The retreat model was chosen as a practical strategy for bringing police officers and persons of color together to discuss issues and conflicts which separate them. A major reason for conflict is the lack of a trusting relationship between these two groups. Research on conflict resolution has demonstrated that trust can be rebuilt by breaking existing conflicts into smaller, more manageable pieces. Subsequent experience has shown that the retreat provides an important opportunity for community members and police officers to begin working on areas of conflict and to start exploring new ways to facilitate two-way communication between police and community. By design, each retreat includes three groups: members of the police department, representatives from communities of color, and representatives of the community-at-large.

## RETREAT PLAN AND OBJECTIVES

The retreat planning committee was responsible for defining retreat objectives, nominating retreat participants, and mapping out specific retreat strategies.

Based on an extensive process of brainstorming and priority setting, the committee identified the following retreat objectives:

1. To humanize relations between police and community members
2. To increase community awareness about police practices, training and decision making
3. To increase police officers' understanding of the communities they serve, especially communities of color

The February 4-5 Community and Police Retreat was the first in a series of adult retreats planned for the next several years. At its planning meeting on November 10, 1992, the Retreat Planning Committee agreed to discuss the following issues or obstacles between police and the community at the February retreat:

1. The need for a joint vision between the two groups
2. Mistrust of police, especially by persons of color
3. Cultural insensitivity by police

These issues were subsequently translated into two specific areas of focus at the full retreat:

1. Police practices and their negative consequences for communities of color

2. Police training and how it negatively affects police practices and police-community relations

At the retreat, the discussion of police training was expanded to cover a range of police administrative and personnel policies and procedures that affect not only training but delivery of all police services in Minneapolis communities and to persons of color.

## RETREAT PARTICIPANTS

The retreat planning committee agreed that an effective group size would be seventy (70) participants with fifty (50) community members and twenty (20) officers attending the events. Members of the planning committee contributed names of potential retreat participants, particularly participants who might help move the group from discussion to action.

Criteria for selection of participants included:

1. "Stakeholders" (people with an interest in a solution to a problem because it affects them)
2. Knowledge of the issues and the community
3. Problem-solvers
4. A record of service to the community
5. 'Agents of change'

The selection criteria also required diversity among participants that reflects the diversity of the community and the police force. This diversity includes but is not limited to differences in race, gender, socio-economic status, ethnicity and cultural background. In addition, participants were expected to have a variety of different experiences with the police and criminal justice system.

Sixty-five (65) persons attended the retreat; fifteen (15) were police department staff and fifty (50) were community members. Participants included a carefully planned mix of male and female African-Americans, Native Americans, Southeast Asian-Americans, Chicanos/Latinos/Hispanics and European-Americans.

## RETREAT DESIGN AND PROCESS

According to the facilitators who created this retreat model, which relies heavily on community input, the process is as important as the content. Vivian Jenkins Nelsen and Dr. John Taborn worked closely with the planning committee to develop a process that would increase participants' sense of respect, appreciation and celebration of diversity.

**"We need the protection of the police. But we want police protection that respects our cultures, languages, peoples and communities."**



**"If sales people aren't sensitive to performance, they don't make sales."**

Through climate setting, group maintenance and task-oriented activities, retreat participants develop shared meanings and perceptions of mutual problems. The retreat process seeks to build communication, trust, active listening skills, mutual respect for competing views, and a deeper appreciation for group decision making and cooperative problem solving.

### Climate Setting

To help set the tone for participants, the retreat began with an opening ecumenical and multicultural invocation delivered by spiritual leaders from the diverse communities that were represented. Members of the Minnesota Ojibwe Band then led the participants in a pipe ceremony.

During the evening of the first day of the retreat, participants were treated to two live-performance renditions (one act plays) of Malcolm X and Dr. Martin Luther King, Jr., provided by the Penumbra and Mixed Blood Theaters.

These events served a crucial role in the retreat process by setting the tone and defining the spirit in which the retreat was being conducted. They also helped to build bonds among participants and motivate them to work together toward a common agenda.

### Group Maintenance

To enable participants to have productive discussions and to build a sense of mutual respect and trust, the retreat groups agreed to abide by a set of "ground rules" to guide discussions.



Group cohesion was also enhanced by fun-filled activities provided by the Moriah Group, which led group exercises designed to teach unity within diversity and help group members to connect with one another.

"Family style" lunches and dinners and sharing of overnight facilities also helped maintain and promote a climate of openness, sharing and communication.

### Task Orientation

Participants were preassigned to six (6) small groups designated "A - F". Each group consisted of eight (8) persons, including at least one officer, led by a trained facilitator. The Nominal Group Technique (NGT) was used as the model for small group discussion and as a process for selecting the highest priority issues. The NGT is a structured small group discussion process that facilitates efficient group decision making through dialogue and consensus instead of traditional debate and majority vote. The small group meetings and plenary sessions were working sessions in which, with the aid of a facilitator and a recorder, discussion focused on problems, analysis and solutions.

### RETREAT FOCUS AND DISCUSSION

Previous retreats had identified three major factors that play a significant role in community/police interactions:

1. Family/youth/community factors (e.g., family disintegration, gangs and drug dealing)
2. "Extra-institutional" factors (e.g., lack of job opportunities, training and mobility programs, or youth recreation and socialization opportunities; role of the media in covering race related issues)
3. Police policies and procedures (e.g., training needed for officers to work effectively with communities of color)

The February 1993 retreat focused attention on the third factor. Three of the six groups discussed police practices; the other three small groups discussed police training. Following a presentation by Chief Laux on "Understanding How Minneapolis Police are Trained re Human Confrontation in Diverse Communities," each group began with a brainstorming session devoted to identification of problems. Then the groups combined to report their problem statements and to develop a unified list of problems for the two areas of attention--police practices and police training.

This was followed by a plenary session and small group analysis of the problems. Each group selected what it considered to be the three most important problems and then discussed why (or how) these problems affect police/community interactions.

Following a break, the groups reconvened to brainstorm possible solutions to the priority problems. The groups then combined to report suggested solutions and make unified lists.

The next day, following a plenary overview, the groups chose the three best solutions or responses to the problems they had identified. The final step was for all groups (meeting separately) to select a problem and its solution and to develop a joint community/police recommended action plan specifically addressed to that problem and solution. Each plan included:

1. A statement of the problem
2. A recommended solution
3. Barriers to be addressed before the solution could occur
4. Ideal outcomes and the minimum level of outcomes necessary for the solution to be considered successful
5. A sequential list of tasks or events with a suggested timetable for implementing the initial phases of the recommended solution

### RETREAT OUTCOMES

The retreat was considered successful in meeting its basic objectives of building positive and ongoing relationships between communities of color and the police, and providing community representatives and police officers the opportunity to discuss and work together on issues of mutual concern.

The retreat also furthered police-community discussions on specific issues affecting community/police interactions, namely:

1. Police practices that hinder community-police relations, especially within communities of color
2. Police training and administrative policies that influence police practices

### Retreat Findings and Conclusions

A review of the findings generated by the participants reveals the extent to which the separate groups came to similar conclusions. In addition, the recommendations of the groups reviewing police practices closely paralleled those advanced by the groups working on training and administration (see charts in Appendix B summarizing retreat participants' conclusions).

The three groups that focused on police practices identified the following as their top three issues, in order of priority:

1. Professional demeanor and lack of consequences for unprofessional conduct
2. Peer accountability and internal departmental environment
3. Police residency and involvement in the community

The small groups assigned to look at questions of police training and administration came up with these major issues:

1. White males used as the model for recruiting, testing, selecting, promoting and training a diverse police force
2. Training that is not administratively flexible, community responsive, or multiculturally inclusive
3. Need for public commitment, mutual accountability and a shared community vision

The two problems cited most frequently by both sets of groups were the lack of professional demeanor by officers and the absence of consequences for unprofessional behavior. The groups also identified a need for reform of training and personnel policies to make police practices more multiculturally appropriate, competent and inclusive. The need to promote positive police-community interactions was also cited as a priority.

The principal antidote to problems of unprofessional demeanor and lack of sanctions was seen as increased and more effective police training and education, along with increased internal accountability and a change in department culture to foster accountability. Proposals to change the 'model' of a professional police officer to be more gender-balanced and multiculturally inclusive were also noteworthy. The new model would have significant implications for departmental recruiting, testing, interviewing, hiring and promotion practices.

Police "urbophobia"—low numbers of police officers residing in the city and the absence of incentives or requirements for officers to live or participate in the communities they serve—was another important issue that was discussed. Although none of the small groups chose to develop a specific action plan for this issue, many ideas were generated in the brainstorming sessions.

One recommendation that received an exceptional amount of attention was community-based policing. This change in

**"It's time to view violence as a public health issue, not just as a criminal justice issue."**



**"You have to understand reality before you can hope to begin to shape and change it."**

approach would place more officers in non-traditional, out-of-uniform functions tied to community service and crime prevention, and assign more officers to foot patrols or neighborhood beats that emphasize opportunities for positive police/community interaction. In this model, police personnel could be paired with other kinds of community and social service professionals. Community residents, in turn, would have a greater role in defining, implementing and evaluating police training, services and administrative programs to help make them family- and citizen-friendly.

A sampling of some of the more promising ideas generated at the retreat includes:

- "Officer of the Month" selected by community representatives
- Promotion of the Ride-Along Program
- Assignment of officers to foot, bike, bus, motor scooter and horse-mounted patrols
- Creation of a Police Community Relations Roundtable
- Police interns and cadets placed with community-based agencies (e.g., Urban League)
- Pairing of officers with other community service professionals
- "Officer-in-Residence" program within publicly assisted housing projects
- 'Storefront' police services; precinct branch stations co-located with n'hood centers
- Neighborhood designated patrols
- Multi-lingual police department
- Neighborhood "Adopt a Cop" programs

A summary of the key ideas of the retreat is included at the end of this report. The problems and solutions identified by the retreat groups are summarized and restated as goals and suggested strategies for achieving positive community-police relations in Minneapolis.

### **Impact on Participants**

The evaluation responses indicate that the retreat experience had a powerful and positive impact for participants. Of the 60% of participants who completed the evaluation, all (100%) felt they were meaningfully involved in the retreat (that they provided the input they wanted, and their ideas were heard by others). 93% felt the group was successful in addressing the important issues concerning police-community relations. 95% felt the experience and process were meaningful, and 100% of the respondents indicated their willingness to continue to work with the Community/Police Retreat Planning Committee. Nominations for future retreat

participants included names of thirty-six (36) individuals and suggestions for representatives from numerous groups that have a stake in the law enforcement and criminal justice system.

Two responses are particularly telling. The first came from a precinct officer:

"The day before this retreat, I called the Chief and expressed to him the fact that I was very apprehensive about this retreat. I wanted to know if we were walking into a 'buzz saw.' He told me to be open-minded.

When I arrived on Thursday, I was confronted by some individuals with whom I had some adversarial positions. Believe it or not, two of these people I came to not only trust but to now respect for their zeal and commitment to the police/community issue. These contacts and new friends will be people I stay in touch with for years to come.

Through this process, I changed some of my viewpoints and found myself looking at issues from an opposite side of the fence. This retreat increased my awareness of community issues and will make me a better supervisor."

The second item, which was offered by an African-American minister, emphasizes the unfinished business yet to be addressed:

"While I think some important issues emerged, it appears to me that a key concern is hanging without resolution. That issue is the officers' feeling physically jeopardized by criminals, misunderstood by the public and fearful that the department will adopt new policies that will further erode their ability to perform on the street.

Clearly, this issue requires more attention than we could allow in this conference, but I believe it should be dealt with soon in a comprehensive manner. If not, the officers will likely feel an unwillingness to cooperate in future efforts to build positive relations between the Police Department and the Community."

At the close of the retreat, participants suggested that future retreats be devoted to looking at family and community roles as well as responsibilities of the police department.

### **FOLLOW-UP AND FUTURE EVENTS**

At the February 4-5 Retreat, all participants were invited to join the retreat planning



**"Give respect to all citizens and neighborhoods. Give respect! Get respect!"**

committee to plan future events. A number of meetings have subsequently been held to review the results of the retreat and drafts of this report. Based on the success of this first adult retreat, and the commitment of the police department, additional retreats are being planned for the near future. The results of this retreat will also be used to inform the strategic planning process for the Minneapolis Police Department.

### **SUMMARY REPORT OF SMALL GROUPS GOALS**

Require positive professional conduct by all Minneapolis police officers that is:

- Culturally sensitive and appropriate
- Respectful
- Non-abusive
- Based on positive values, standards, expectations and assumptions
- Free of stereotyping, preferential treatment and excessive use of force

Build a culture and system of community-police relations and accountability that fosters:

- Peer accountability and department responsibility for officer conduct
- Mutual sense of ownership in a successful police-community partnership
- More open, respectful and honest police-community communications
- Positive interactions between police and the community, especially communities of color

Encourage active and positive involvement by police officers in the communities they serve, and provide incentives or requirements for police residency in the city

Strive toward building a police force whose composition reflects the diversity of the community it serves

Promote a multiculturally inclusive and pertinent police officer model for guiding police administrative, training and personnel policies through:

- Expanded minority recruiting requirements
- Culturally relevant testing and entrance requirements
- Inclusive hiring and selection criteria
- Consistent, open and inclusive promotion procedures
- Performance standards and reviews that emphasize cross-cultural competencies and a multicultural orientation
- A more diverse police force, more representative of the community it serves

Deliver training that is flexible, inclusive and responsive to the need for:

- Cultural sensitivity and awareness training
- Training in human and interpersonal relations
- Training in conflict management and resolution
- Training in working with the media and building positive community relations
- Management and supervisory training
- Training that is community-based, people-focused and multiculturally rich

### **STRATEGIES Work Force Diversity Plan**

**RECRUITING** - diversify recruiting and outreach

- Assure minority presence and emphasis
- Form a diverse recruiting team
- Emphasize diversity in recruiter training





***"To reflect a diverse community, the department needs to establish a mission to be intentionally diverse in recruiting, retention and promotion—in other words, Walk the talk!"***

- Make experience with diverse cultures a criterion for recruiting
- Use recruiting to diversify the police force

**ENTRANCE REQUIREMENTS AND HIRING PROCESS**—modify testing, interview and selection procedures

- Review or replace traditional psychological assessment tools (e.g., MMPI) to reduce bias against candidates of different backgrounds
- Put more urban and multicultural experience criteria in entrance standards
- Use "Rule of the List" in selecting candidates for interviews
- Expand job interview format to consider racial and cultural biases and ability to perform in a multicultural environment
- Hire more women and persons of color for all positions

**JOB DESCRIPTIONS AND PERFORMANCE STANDARDS**—rewrite the model of "what a police officer should be"

- Emphasize role of "peace officer" (mentor, teacher, counselor, mediator, role model, friend, protector)
- Involve communities of color in defining the new model
- Build in modern, sound management practices that reinforce the new model

**EMPLOYEE PROMOTIONS AND UNION REPRESENTATION**—reflect diversity in supervisory positions, upper-level management, and on the union board

- Create a departmental upward mobility plan
- Diversify membership on promotion committee
- Place women and officers of color on Police Federation Board\* and in management
- Promote more women and officers of color in all position classifications

**OFFICER DEPLOYMENT AND DISTRIBUTION OF ASSIGNMENTS**

- Expand diversity of officers in precinct patrol units
- Involve non-uniformed employees in problem solving and dispute resolution

**Commitment to Accountability**—develop a quality management program that includes:

- Recognition and rewards for professional conduct
- Sanctions and disciplinary actions for inappropriate or unprofessional demeanor

- Clear policies and performance standards that are properly enforced
- Routine performance reviews
- Linkage between promotions and demonstration of multicultural competencies by employees
- Encouragement of positive role models through practices such as "Officer of the Month" and community-police commendation ceremonies
- Involvement of both police department staff and citizens, especially people from communities of color, in the overall performance review of each precinct; use feedback to improve delivery and quality of all police services
- Commitment to a process for resolution of complaints; adopt consistent rules and procedures for expeditiously handling and following up on complaints

**Training**—develop a strategic plan for a department-wide staff training and development program that is culturally relevant, diverse and inclusive

- Make cultural diversity training a priority; make "cross-cultural competence" the norm
- Involve citizens and communities of color in the development and review of training programs and curricula
- Require a culturally and racially diverse training staff
- Include community representatives and community/social service professionals as well as police officers on the training staff
- Build multiple perspectives into the training curricula and content
- Incorporate training that is field-oriented and community-based; establish internships that rotate trainees among various neighborhood and community organizations
- Promote joint community education activities that benefit police officers, community representatives and city officials as "co-learners"
- Allocate funds to assure training for *all* officers
- Overhaul the Field Training Officer program to achieve gender balance and racial/ethnic diversity in training clientele and priorities
- Seek direct city representation on State Training Board to ensure standards and programs that respond to urban needs and demands
- Upgrade training resources — create a police-community educational reference library, and establish a police training academy

**Community-Based Policing**—involve police officers and staff more directly in the communities they serve and involve the community more directly in policing

**POLICE INVOLVEMENT IN COMMUNITY**

- Make community service part of every officer's job assignment
- Build community service and out-of-uniform assignments into police officers' performance evaluations
- Provide community-based internships and training assignments
- Provide programs for officer involvement in community-based and culturally specific organizations
- Pair public safety officers with other community/social service professionals
- Offer instruction in ethnic and foreign languages, community vernacular, and communicating with persons who have

- Focus on policing needs of specific cultural groups
- Review standard operating procedures (e.g., arrest procedures) to make them more culturally appropriate and community responsive
- Reallocate staff hours and officer assignments to times of day and week when community needs, vulnerability to crime, and 'return for the buck' are greatest

**COMMUNITY INVOLVEMENT IN POLICING**

- Hold more town-hall forums (e.g., forums sponsored by CCP/SAFE)
- Create a community relations roundtable for ongoing police-community interchange and feedback at the neighborhood level
- Hold more community-police retreats and neighborhood planning workshops
- Promote neighborhood Block Clubs and apartment clubs city-wide



- emotional disorders or sight and hearing impairments
- Assign more officers to foot patrols and walking beats
- Establish "Officer-in-Residence" teams (e.g., in public housing projects) and assign officers to specific neighborhoods
- Co-locate police services with other related community-based services
- Create neighborhood-based police substations (e.g., adaptive reuse of vacant store fronts)
- Co-sponsor police-community events at the neighborhood level

- Support community mentorship programs
- Involve civilian volunteers in non-uniform staff support roles
- Promote the Ride-Along program

**COMMUNITY RELATIONS CAMPAIGN**

- Re-evaluate and revise the department's community relations program and community relations training
- Offer incentives for officer participation in community events
- Hold community-officer commendation ceremonies (e.g., "Officers of the Year" selected by the community)

***"Good police-community harmony isn't just about race and public relations—it's also about reducing crime and building 'community'."***

***"Why are we here? We've got to figure out what to do for [the sake of] our kids."***

***"We can't be looking to others, outside ourselves. We must do it."***

- Provide police-sponsored neighborhood programs and social events, especially for youth
- Hire police-media specialists and community relations professionals to work with community representatives to overcome past miscommunications and build new partnerships

**POLICE RESIDENCY IN THE CITY** - incentives include:

- Civil service points
- Pay and promotion incentives
- Housing mortgage assistance
- Housing rehabilitation credits
- Scholarships and other educational assistance
- Take-home car policy
- Retail discounts
- Neighborhood "Adopt a Cop" programs



**APPENDIX A  
TERMS AND ACRONYMS**

Authority to Detain	Hennepin County Jail form for arresting officer to fill out at time of arrest
Block Club	Residents of a city block (or blocks) working together on crime prevention and community problem solving
BPOA	Black Police Officers Association
Cadet	New police candidate hired by non-traditional process (no state mandated educational credentials)
CBO	Community-Based Organization
CCP/SAFE	Community Crime Prevention/Safety For Everyone—a program to foster community participation in crime prevention and to promote police and community working together in situations involving neighborhood crime
COP	Community-Oriented Policing
CRB/CRA	Civilian Review Board or Authority (e.g., Minneapolis Civilian Police Review Authority)
Data Privacy Act	State law regulating the release of information
FTO	Field Training Officer
IAD	Internal Affairs Division
MMPI	Minnesota Multi-Phasic Personality Inventory
MPD	Minneapolis Police Department
MPOF	Minneapolis Police Officers Federation
MPPOA	Minnesota Police and Peace Officers Association
MSSA	Minnesota State Sheriffs Association
Officers' Bill of Rights	State law regulating how officers are treated by their employer
PCT (Pct)	Precinct—the geographic boundaries of a patrol area
PO	Police Officer(s)
POST	Minnesota Board of Peace Officer Standards and Training
Progressive Discipline	The disciplinary process on the continuum from warning to termination
Protected Class(es)	Term used to identify people belonging to specific categories who have historically been denied basic rights. These categories vary depending on federal, state or local statutes, but typically include persons who need protection against discrimination based on race, gender, disability, age, religion or national origin in one of the following areas: employment and the work place, banking and lending, public services and accommodations, education and housing. Some states have expanded the definition to include sexual orientation and familial status.
Ride-Along	Opportunity for citizens to ride in a squad car during a regular shift
Rookie	Newly hired, trained police officer on probation during first year of employment
Rule of the List	Opportunity to select any candidate from an eligible list for employment
"Zero Tolerance" Policy	No room for discretion on a particular issue—outcome is certain



## APPENDIX B FINDINGS AND CONCLUSIONS OF SMALL GROUPS

Participants were preassigned to six (6) small groups designated "A-F". Groups A-C discussed police practices that hinder police-community relations; groups D-F reviewed police training and administrative policies and procedures that influence these practices. Each group consisted of eight (8) persons led by a trained facilitator. The Nominal Group Technique (NGT) was used as the model for small group discussion and as a process for selecting the highest priority issues. The NGT is a structured small group discussion process that facilitates efficient group decision making through dialogue and consensus in place of traditional debate and majority vote. The small group meetings and plenary sessions were working sessions in which, with the aid of a facilitator and a recorder, discussion focused on problems, analysis and solutions. The following charts indicate retreat participants' conclusions.

ISSUES IDENTIFIED BY SMALL GROUPS	POLICE PRACTICES			POLICE TRAINING AND ADMINISTRATION		
	A	B	C	D	E	F
Professional demeanor and consequences for unprofessional behavior	X	X	X	X	X	X
Departmental environment	X	X	X			
City residency and officer involvement in the community	X	X	X			
Work force diversity (racial and cultural) and gender balance of police force	X	X	X	X	X	X
Eurocentric model of police officer role and services				X	X	
Police officer training— flexibility, responsiveness, inclusiveness and diversity				X	X	X
Police-community accountability, communication and interaction	X	X	X			X

CHART 1

STRATEGIES EMPHASIZED BY SMALL GROUPS	POLICE PRACTICES			POLICE TRAINING AND ADMINISTRATION		
	A	B	C	D	E	F
Field training and internships	X	X	X	X	X	X
Incentives, rewards and recognition for good performance	X	X	X			
Officer accountability through discipline, sanctions, enforcement standards and guidelines	X	X		X	X	X
Community involvement with police	X	X			X	X
Community-based, multiculturally oriented policing			X	X		X
Residency requirements and incentives	X	X	X			
Diversified police force and multicultural model for police and policing, as reflected by changes in:						
■ Recruiting and outreach			X		X	
■ Entrance requirements, testing and assessment				X	X	
■ Selection, interviewing and hiring					X	
■ Job descriptions and performance standards				X		X
■ Officer deployment and distribution of assignments		X			X	
■ Training and staff development— standards and resources			X	X		X
■ Promotions and upward mobility					X	X
■ Union and management representation					X	X

CHART 2

## **APPENDIX C**

### **CURRENT INITIATIVES FOR STRENGTHENING POLICE-COMMUNITY RELATIONS:**

#### ***On-going activities include:***

- *Forum/panel discussions* that give residents an opportunity to learn why police officers take certain actions including use of force
- *Gay/Lesbian Task Force*
- *Foot patrols and bicycle patrols* by police officers
- *Community and Resource Exchange (CARE)*—city and county resources and police and community representatives working together to resolve problems and create new ways of addressing neighborhood problems (e.g., drug houses, absentee landlords, etc.)
- *Neighborhood Revitalization Program (NRP)*—20 year process for improving neighborhood housing, economic development and city services to neighborhoods in a program using plans developed by residents
- *Direct Dialogue*—three separate groups of citizens and officers meeting to review police operations and making recommendations for improvement
- *Police Explorer Program*—Boy Scout Troop for boys and girls interested in law enforcement and law enforcement careers
- *Youth mentor program* with police officers serving as mentors for young people in their communities (e.g., Elliot Park)
- *Police and community prostitution task force*—part of CARE through which alternative solutions to prostitution are sought involving the intervention of social service agencies, as well as law enforcement procedures
- *Internship program*—Summer program for High School students who work in the police department and become eligible to receive a scholarship to a two-year college law enforcement program when the internship is completed
- Ongoing involvement of police officers in a variety of community, *block club and neighborhood meetings*, and community social events. There are officers at some meeting in the city virtually every night of the year.
- *Police-community resource partnership*—Police officers in training spend time in a non-profit social service agency working with staff of the agency and learning what services the organization provides for the community
- *Precinct advisory councils*—citizens meet monthly or quarterly in each precinct to discuss current issues, provide input and learn about different functions of the police department

#### ***Important one-time events include:***

- The police chief, deputy chiefs, and a number of inspectors have attended services at several inner-city churches and conducted town hall meetings. The visits are sponsored by the Greater Minnesota Association of Evangelicals (GMAE).

- A two-day conference at West River Point, sponsored by the Youth Coordinating Board, the police department, and The City, Inc., that took participants to a variety of places representing different cultures (e.g., The City, Inc., CLUES, Heart of the Earth Survival School). The conference was directed primarily at bridging understanding between cultures, youth and police.

- Some police officer fellowships have invited non-officers and their wives to police retreat meetings.

- Ongoing strategies with the American Indian Movement (AIM) Patrol

- Involvement with Southeast Asian communities, particularly those located on the northside

If there are any other activities involving police-community relations that are not listed, please contact Lucy Gerold at the police department or Vivian Jenkins Nelsen and Dick Little at INTER-RACE (phone#: 339-0820; fax #: 339-3288) and those events will be added to future publications of this report.

***“Power without  
love is reckless  
and abusive and  
love without  
power is  
sentimental and  
anemic.  
Power at its best  
is love  
implementing  
the demands of  
justice. Justice  
at its best is  
power correcting  
everything that  
stands against  
love.”***

***Dr. Martin Luther King, Jr.***

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