

LOCATION: Minneapolis, MN

REQUESTOR: Minneapolis Police Department (MPD)

REQUEST: In November 2013, the MPD Chief of Police requested an assessment of the department's current policies and practices related to the police conduct and oversight process and asked for recommendations to make needed improvements in police accountability. MPD's goal was to integrate model practices into its oversight process that would prevent officer misconduct.

Priorities

- Conduct a data analysis examining complaints against Minneapolis police officers from 2008-2013
- Perform a gap analysis related to police conduct and oversight
- Carry out a review of early intervention systems in MPD and model practices in the literature

Overview

In recent years, Minneapolis has taken a number of steps to proactively address police accountability. In 2012, the Office of Police Conduct Review (OPCR) was created by city ordinance to replace the Civilian Review Authority. MPD Chief of Police Janee Harteau was appointed to the position in late 2012 and promoted organizational change through a strategic plan called MPD 2.0, which focuses on professionalism, transparency, excellence and police accountability. In 2013, the Chief invited the Diagnostic Center to assess the current police conduct and oversight process and to advise the department on best practices in Early Intervention Systems (EIS). MPD developed an EIS in 2009, but it was not well accepted in the department and was not used extensively.

The analysis of citizen complaints from 2008-2013 found serious disciplinary actions against Minneapolis officers occurred infrequently – in 7 to 20 cases per year. During the six-year period, 12 officers were terminated and 64 suspended. Much more often, MPD used coaching as a proactive intervention, rather than discipline, totaling 418 complaint cases.

A gap analysis consisted of interviews with 45 local stakeholders to identify community strengths, gaps and challenges. In addition, the Diagnostic Center reviewed literature on EIS model practices and assessed MPD's existing EIS. The review showed MPD's EIS had significant gaps and the department would benefit from developing a new EIS focused on risk management and prevention of misconduct rather than discipline.

Subject matter experts (SME) in the areas of EIS, police management and oversight and police research were brought in by the Diagnostic Center to assist with the Diagnostic Analysis. Through the data collected and research conducted for the Diagnostic Analysis, the Diagnostic Center identified five recommendations for improving officer oversight and accountability and included a plan for technical assistance and training to help MPD implement the recommendations. In addition, the Diagnostic Center recommended data for MPD to collect and analyze to monitor progress and change moving forward.

**MPD Discipline and Coaching
2008-2013**

Actions	2008	2009	2010	2011	2012	2013	Total
Terminations	3	2	2	2	1	2	12
Demotion	-	-	-	-	-	-	0
Suspension	4	11	18	11	14	6	64
Reprimand Letter	6	14	25	10	12	9	76
Coaching	64	129	79	67	46	33	418

- ▶ Serious disciplinary actions against officers such as terminations and suspensions occur infrequently (approximately 7-20 cases annually)
- ▶ Proactive interventions, like coaching, have been a consistent part of MPD's response to complaints against officers

Early Intervention System Fundamentals

- Focuses on risk management and prevention as opposed to discipline
- Tracks up to 20 officer behaviors – negative and positive – in an automated system
- A first-line supervisor is alerted when an officer is flagged for meeting certain criteria



Diagnostic Center Findings

- MPD’s current EIS is not effective and has not been fully adopted by the department
- Improvements are needed in community relations, involvement and collaboration
- Stakeholders interviewed felt MPD is moving in the right direction
- Stakeholders perceived the new citizen complaint process (called Office of Police Conduct Review) as bringing more accountability and transparency to the citizen complaint process
- Community lacks knowledge in the police conduct and oversight process and its outcomes
- MPD lacks a strategic communications approach that builds connections and trust with the community
- Inconsistencies and confusion exist in police conduct and oversight process and MPD’s coaching process



Diagnostic Center Recommendations

- Develop a comprehensive communications strategy to enhance the public’s understanding of the police conduct and oversight process
- Expand current community engagement practices and integrate model practices in community policing
- Adopt police conduct and oversight model practices to improve transparency and increase community trust
- Develop a new, automated prevention-oriented EIS
- Strengthen and integrate coaching with the new EIS

“Since joining the OJP [Diagnostic] Engagement committee...I’ve come to know the police as human beings. I’ve begun to understand the complexity of policing in an urban area and understand the challenges of changing the relationship from simply enforcement to partnership.”
- Ezra Hyland, Director of African American Read-In

Lessons Learned and Next Steps

There are various models across the nation for police conduct review; no one model fits every community. Monitoring the process and making improvements in transparency, accountability and community trust are important in any model.

Coaching can be an effective tool in improving officer performance.

An effective EIS can help police departments review officer performance, achieve accountability, manage risk and enhance integrity. EIS is a tool for police departments to support and improve officer performance through prevention practices and supportive services.

What is the Diagnostic Center?

The U.S. Department of Justice, Office of Justice Programs launched the Diagnostic Center in Spring 2012 to serve as a technical assistance resource for state, local and tribal policymakers seeking to implement data-driven strategies to combat crime and improve public safety in their communities. The defining characteristic of the Diagnostic Center is its approach to being smart on crime by helping state and local leaders to use local data to apply what works in criminal justice in their communities. This effort ensures that limited local resources are invested wisely, federal assets are leveraged where they are needed most and communities reap better public safety outcomes.

Community’s Response - Minneapolis

In February 2015, MPD began implementing all five recommendations emanating from the Diagnostic Analysis. The MPD established working committees for each of the five recommended areas, each of which will oversee implementation, work with SMEs in law enforcement communications and EIS development and establish peer relationships recommended by the Diagnostic Center. The working committees include command staff, patrol officers and community members, all of whom will plan and oversee implementation of the recommendations.

The Diagnostic Center is providing training and technical assistance to the committees including coordination with SMEs to provide guidance in the development of an EIS and enhancements to the coaching process. A second SME is providing assistance with developing a strategic communications plan and improving community education and outreach.

In addition, a Minneapolis team of two officers and two community representatives attended a peer-to-peer visit with the Las Vegas Metropolitan Police Department (LVMPD). The team learned about the LVMPD’s successful community-police collaboration, which has been in place for more than a decade. The team also learned how LVMPD is integrating community policing into department practices.

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