Minneapolis Safe and Thriving Communities Report

A Vision and Action Plan for the Future of Community Safety and Wellbeing

Contents

The Minneapolis Safe and Thriving Communities initiative brings a transformational vision and comprehensive plan for new and improved services in community safety and wellbeing, aspiring to answer community demands for a new public safety operating model that delivers fair, equitable, transparent, and valued outcomes. The North Star, and definition, of transformation in this report is to achieve an entirely new level of value, legitimacy, and trust in how Minneapolis fosters and sustains *safe and thriving* communities. Foundational in this North Star are two understandings:

1 **The safety of every person, in every community,** is integral to the wellness and social and economic mobility that makes for a vibrant and thriving city.

2 **The levels of public health, social order, and economic opportunities** in a city determine how safe and secure people feel to reach their individual and community-wide potential.

A renewed focus on this North Star also acknowledges that the social contract between Minneapolis government and many of its communities needs to be rebuilt. Restoring trust in not only public safety services but also health and wellbeing services is imperative for *safe and thriving* communities and the future of Minneapolis.

The concepts of justice and public value are foundational to the North Star of transformation in this report.
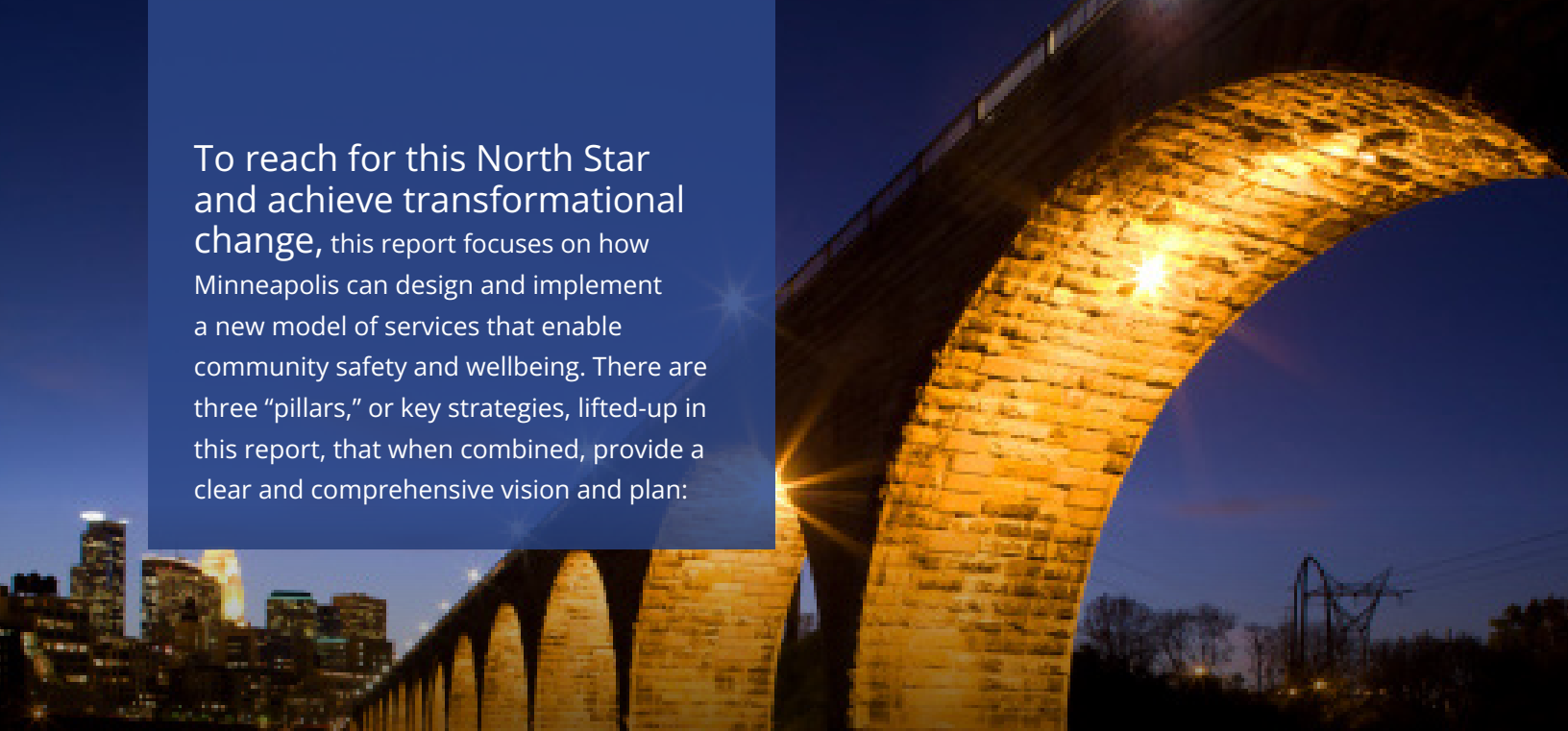
The City of Minneapolis is reexamining what *being just* looks like and acts like. In today's world, the concept of justice is by most accounts expanding. In the United States, for example, courts have broadened the scope of the 14th Amendment to the Constitution which reads in part, "nor shall any state deny to any person within its jurisdiction the equal protection of the laws." Thus, we're in an environment with a larger and more complex set of issues and challenges requiring "equal protection" by public institutions – particularly law enforcement and public safety organizations.

Compounding the challenge of achieving justice is the degree to which changing societal conditions impact what community members and stakeholders view as "just" and "valuable." As crime and safety trends shift, as public sentiment changes, and as society expands the scope of equal protection, the nature and definition of "value" shifts accordingly.

For public safety leaders, this means that achieving justice, and the resulting value and legitimacy of policing and public safety institutions, is based on three interdependent demands: One, equally protecting people from increasingly complex crime. Two, equally protecting access to ever more robust rights, freedoms, and liberties. And three, engaging with communities to continually define *value* and co-create solutions that build trust.

The resulting imperative is that public safety leaders and stakeholders must continually adapt their policing organizations to new value propositions and methods of producing that value. To accomplish this, Minneapolis public safety organizations must increase organizational capacity – the structures, systems, processes, and people that enable an organization to meet goals effectively and efficiently. And this capacity needs to not only be activated in real-time, but also dynamic – able to grow and adapt over time.

The *Safe and Thriving Communities* report provides a pathway to this future of enhanced justice, value, and legitimacy.

To reach for this North Star and achieve transformational change, this report focuses on how Minneapolis can design and implement a new model of services that enable community safety and wellbeing. There are three "pillars," or key strategies, lifted-up in this report, that when combined, provide a clear and comprehensive vision and plan:

1. Build the Capacity for Safety and Wellness

Minneapolis must design and build a robust continuum of services and solutions that work "upstream" to prevent social challenges from manifesting as crime and disorder; "midstream" to respond to acute law, order, and safety incidents; and "downstream" to help heal trauma and build resilience for communities. The service continuum in this report is grouped in three categories:

- Preventive: Services such as peacemakers, violence prevention, diversion, etc., that address near-term social, health, and economic challenges before they manifest as criminal behavior.

- Responsive: Services that address community safety incidents in real-time through virtual response, civilian response, multi-disciplinary co-response, and sworn officer response.

- Restorative: Services that over the long-term heal trauma from violence, address the root causes of community safety challenges, and help build the capacity for community resilience.

2. Transform Services into an Ecosystem

To improve community wellbeing, as well as reduce crime and disorder, a key strategy for the service continuum will be integrating the services over time to ensure coordination and collaboration; modernizing 911 and communication systems to prioritize speed, information sharing, and community wellbeing; and deploying services in ways that holistically and equitably "wrap-around" individuals and families to generate sustainable outcomes. As the report will show, this new way of service delivery will be enabled by *an ecosystem approach – a network of organizations, services, and programs that collaborate and coproduce new solutions to solve the root causes of individual, family, and community safety challenges and foster thriving families and communities.*

3. Advance Operations, Analytics, and Learning

The partners in the Minneapolis ecosystem of services must collectively become a learning organization. The entire ecosystem – all the people and organizations behind it – will need to become more focused on the outcomes and impact of services and develop the ability to continuously improve, coordinate across programs and services, and innovate in real-time. This will require advancing the use of data and analytics to better understand what services and solutions are most effective, gaining a deeper understanding of how services impact racial equity and disparity, and leveraging insights to advance equity, transparency, community engagement, and overall learning.

The Minneapolis Community Safety ecosystem approach comprises a network of organizations, services, and programs that collaborate and coproduce new solutions to solve the root causes of individual, family, and community safety challenges and foster thriving families and communities.

Services such as peacemakers, violence prevention, diversion, etc., that address near-term social, health, and economic challenges before they manifest as criminal behavior.

Services that address incidents in real-time through virtual, civilian response, multi-disciplinary co-response, and sworn officer response.

Preventive

Responsive

Individuals & Families

Restorative

Services that over the long-term heal trauma from violence, address the root causes of community safety challenges, and help build the capacity for community resilience.

The sightline of the *Safe and Thriving Communities* initiative and report is future-oriented, in that it paints a picture of what Minneapolis can build with intentional resoluteness and investment, and what new outcomes that transformation can yield over the coming years. The report learns from and amplifies the innovations and advances that Minneapolis government and community leaders have launched and piloted recently, paying particular attention to how the innovations can be shaped and scaled for greater impact. The report also includes findings and recommendations on challenges and weaknesses that have limited progress in Minneapolis and documents the advancement levers city and community leaders can utilize to sustainably implement new services and solutions and realize improved outcomes.

It is important to note that while this report provides a comprehensive vision and action plan for services that support *safe and thriving* communities, it intentionally does not address the core law and policy that upholds constitutional and lawful policing. Those laws and policies, such as how police use force, methods for stopping and detaining people, or what tools sworn officers use in their day-to-day work, are governed by federal, state, and local law and policy. In addition, this report does not directly address recruitment, hiring, training, or accountability systems of public safety executives and/or sworn officers. These areas, while vitally important to lawful and constitutional policing, are currently being addressed by city leadership in coordination with the United States Department of Justice and the Minnesota Department of Human Rights. The *Safe and Thriving Communities* report is, however, complementary to constitutional reforms of the Minneapolis Police Department, as the report provides a pathway to comprehensive transformation. The large-scale innovation and change around public safety services and organizational design, when combined with foundational reforms in law and policy, will restore the social contract, trust, and legitimacy of public safety between the City of Minneapolis and its communities.

To develop *The Minneapolis Safe and Thriving Communities* report, a team of researchers and experts (Please see Acknowledgments for team members, as well as the organizations and individuals interviewed) leveraged academic research and nationwide insights on emerging practices and worked with key city officials, city council members, and community stakeholders to identify gaps and opportunities in their efforts around innovation in health and human services, public safety services, and their vision for the future. The report contains six main sections:

Section One:

An Ecosystem of Services for *Safe and Thriving* Communities

This section provides an overview of this report's framework for designing a comprehensive ecosystem of community services. The overview discusses strategic approaches to this transformative work and establishes how the subsequent sections provide phased action steps and performance metrics to guide implementation and ongoing management of the ecosystem to improve community outcomes.

Section Two:

Governance, Management & Accountability for a New Ecosystem

This section focuses on how Minneapolis can build the necessary governance and management structures to implement this plan and improve outcomes and accountability in its service ecosystem. Strong governance and management are a necessary foundation for building the new ecosystem and improving community outcomes.

Section Three:

Preventive Services – Transforming Upstream Services and Capacity

This section explains how Preventive Services such as violence prevention, diversion, etc., can be better coordinated and scaled to address near-term social, health, and economic challenges to improve community wellness and reduce criminal behavior.

Section Four:

**Responsive Services –
Ensuring Vital Public Safety**
This section builds out the
Responsive Services that
address community safety
incidents in real-time through
virtual response, community
officer response, multi-
disciplinary co-response, and
sworn officer response.

Section Five:

**Restorative Services –
Fostering Healthy and
Resilient Communities**

This section explores how
Restorative Services can be
designed to heal trauma from
violence, address the root causes
of community safety challenges,
and help build the capacity for
community resilience.

Section Six:

**Building the Ecosystem of Services
for *Safe and Thriving* Communities**
The final section of the report
synthesizes recommendations into
one comprehensive plan, integrates
the action steps spanning this
plan, and lays out a "roadmap"
for phased implementation . This
section also provides a "Launch
List" (also included graphically on
page 12) highlighting key steps
Minneapolis can take to begin
implementing this comprehensive
plan.

Upon reaching the North Star in this report, Minneapolis will be the first city in the nation – if not the world – to achieve such a dramatic transformation. Progress will necessitate strong adaptive leadership from city executives and lawmakers, along with steadfast engagement by the community. As you read this report you will be struck by the level of innovation, pace of change, and duration of work required to achieve the transformation, particularly given that Minneapolis will also be reforming core policing policy and practice at the same time. Yet near-term policing reform and long-term community safety transformation can coexist. This underlying dynamic, and tension, of fixing the present while building the future is inherent in realizing entirely new and better outcomes – and it should be embraced.

The Minneapolis city seal has read "An evant" – "Forward"- since 1878. This is the time to move forward on building the next generation of services that truly help individuals, families, and communities realize a *safe and thriving* future.

Minneapolis *Safe and Thriving Communities*
Launch List

To affirm the vision in the *Safe and Thriving Communities* plan, set the degree of customization, and ensure successful implementation, the following five actions should be taken within the first twelve months:

ACTION 1
Establish an Executive Leadership Team and Community Advisory Board.

- Establish an Executive Leadership Team composed of city executives who span the policy areas and agencies implementing the plan.

- Establish a Community Advisory Board composed of government executives, community partners, stakeholders, and community members.

- Create a law and policy agenda for executive and legislative policy changes that enable the ecosystem services in the *Safe and Thriving Communities* plan.

ACTION 2
Develop a Multi-Year Implementation and Financial plan.

- Determine the degree of adoption and pace of implementation and synchronize with overall human resource and financial capacity.

- Identify and allocate sources of federal, state, local, and philanthropic funding for plan implantation.

- Commit to a set number of development goals and completed pilots within the first year of plan implementation.

ACTION 3
Design a Governance and Operations Plan.

- Build a matrix and plan for the cross-agency and cross-sector collaboration that enables and sustains progress on plan implementation.

- Develop a law and policy framework for enabling the information sharing and privacy parameters that support cross-organization collaboration.

- Anticipate and plan for cross-initiative work between innovation (within the *Safe and Thriving Communities* plan) and core reform (within consent decrees).

ACTION 4
Initiate Policy and Practice Committees and Workgroups.

- Establish clear executive sponsors for each section of the *Safe and Thriving Communities* plan along with reporting requirements on progress.

- Implement committees focused on the core areas Preventive, Responsive, and Restorative Services as well as 911 and Computer-Aided Dispatch.

- Implement a cross-functional team focused on alignment of ecosystem approach and co-creation of the supporting structures, systems, and processes.

ACTION 5
Implement a Community Communications Plan and Progress Dashboard.

- Develop a multi-year community engagement plan which supports co-creation of ecosystem services with communities most affected.

- Hire community ambassadors who are tasked with actively engaging with community to gain ideas and insights on service design and delivery.

- Produce an online dashboard to track progress on the development and implementation of key services in the *Safe and Thriving Communities* plan.

Overview:
An Ecosystem for Safe and Thriving Communities

Minneapolis is poised for a major transformation in its capacity to build safe and thriving communities. This transformation will not only prepare the City to more efficiently respond to and decrease crime over time, but also more effectively provide solutions that foster healthier and more equitable communities.

The execution of a "strong mayor" form of government, as approved by the November 2021 charter amendment, requires greater emphasis on governance and infrastructure and the need for an actionable roadmap to improve city services to the Minneapolis community. This plan provides a blueprint to build a governing structure and a delivery system around violence prevention, responsive services, and restorative services for the City. The report was created with the Mayor's new governance structure in mind, including the creation of the new Office of Community Safety led by the Community Safety Commissioner who can be tasked with collaboratively executing this vision in partnership with the Office of the City Operations Officer.

The first step in this transformation is to put people at the center of services and programs that enable *safe and thriving* communities. Viewed from this person-centric lens, Minneapolis can ask the question: *What capabilities do we need to help individuals and families gain confidence and trust in the services and organizations that prevent and mitigate crime and disorder, as well as experience the social and economic mobility that leads to thriving communities?*

Historically, Minneapolis has built this capacity within "silos" – with resources, processes, and systems embedded within an organization or operational unit. While this historical approach has seeded new innovations in areas such as violence prevention, it has failed to meet the increasingly complex challenges at hand. Individuals, families, and communities have multifaceted needs that cannot be met by a single program, department, or organization. As society's challenges have grown more complex, silo-based, single-service, and stand-alone organizational models lack the ability to collaborate and mature in supporting *safe and thriving* communities. As a result, Minneapolis, like many other cities, has struggled to address complex social problems and must work toward transformation to realize a better future.

As we look to the future, *safe and thriving* communities will be enabled by **an ecosystem approach – a network of organizations, services, and programs that collaborate and coproduce new solutions to solve the root causes of individual, family, and community safety challenges and foster thriving families and communities.**

This ecosystem approach allows capabilities to wrap around a person, family, and community, and offers services and solutions that work "upstream" to prevent social challenges from manifesting as crime and disorder; "midstream" to respond to acute law, order, and safety incidents; and "downstream" to help heal trauma and build resilience for communities. This approach aligns with goals laid out in Mayor Frey's Work Group Report from June 2022.[1]

Ecosystems in organizational theory certainly aren't new – virtually every organization operates within a complex web of actors and factors. Yet now new digital platforms and management methods enable more intelligent and robust integration of organizations, people, and services. In this ecosystem-driven future, instead of silo-based organizations attempting to fix one particular community challenge, a "hub organization," such as the Office of Community Safety, can coordinate an array of organizations and services that holistically address an individual's or family's needs. This "wrap-around" approach to services improves the ability to solve complex, inter-related problems driven by social determinants of health and wellbeing[2]. For example, an ecosystem that aligns housing, nutrition, mental health, and career planning services will improve the ability of a family to sustainably increase their health and overall social and economic mobility - and, in so doing, prevent crime.

In this future Minneapolis ecosystem, the Office of Community Safety can work with services across government and the community to coordinate an array of public, private, and social sector services. With a foundation based on social determinants of health, service providers can bring unique capabilities, or "components," that augment each other's capabilities, and that are additive – meaning that the whole is more than the sum of the parts. The ecosystem can also exceed a single service organization's ability to innovate, as partners can co-create, experiment, and invest in more service-design innovations than a single organization generally is able.

Phased Implementation Approach

This plan provides guidance to help the City establish a clear plan for developing a service ecosystem to support the health and wellbeing outcomes of city residents. Implementing this vision will take time, resources, and sustained effort. **Recognizing the need for sustained effort over time to realize this vision, this plan presents a phased approach to implementation, breaking recommendations into near-term, mid-term, and long-term time horizons.** To enable the phased approach proposed by this plan, the City will also need to establish a strong foundation for innovation and improvement by fully embracing and bolstering the newly implemented organizational structure, as discussed in the **Governance** section of this plan.

Below is a description of our proposed phases for the recommended action steps that follow throughout this plan:

Phase One: Near-Term. Recommendations will focus on improvements to the current prevention, response, and restoration services menu, as well as establishing the necessary foundation for deeper, long-term transformation. Phase One is mostly focused on planning for long-term transformation, enhancing programs currently operated by the City, and improving service coordination and integration within the current system of care. Our analysis has shown that, in certain areas, the City's biggest challenge is not a lack of services and initiatives but instead a lack of coordination and systems for monitoring and continuous improvement. This phase will also speak to how the City can prepare to leverage enhanced systems, partnerships, and funding in Phase Two.

Phase Two: Mid-Term. Recommendations will focus on implementing plans developed during Phase One, expanding the service ecosystem, and leveraging partnerships and funding with the County and State. This phase includes growing the services and programs that the City operates or provides in partnership with Hennepin County, various state departments, and other community providers. These additional services will focus on responding to the needs of individuals and families in the community, in alignment with the ecosystem service framework endorsed throughout this plan. This phase also builds upon the internal systems of integration, monitoring, and continuous improvement developed in Phase One.

Phase Three: Long-Term. Recommendations will focus on building upon and improving the services developed in the first two phases. This work will include expanding the service ecosystem further toward addressing root causes, such as poverty, racism, and other forms of oppression and trauma. In this phase, additional services will not only be focused on responding to needs but also address underlying conditions that can lead to a lack of safety and wellbeing.

The sections that follow present recommendations broken out by these phases to guide the development of

Minneapolis' new ecosystem over time. Certain recommendations that apply to multiple sections of this report are included wherever they apply to foster a full understanding of the recommendations for each individual section, connecting them to the overall strategy detailed in this report. All recommendations are then synthesized in an overall action plan in the **Designing the Future** section later in this report.

Action Step Categories

In addition to providing a time horizon for the action steps in this report as described above, this report also categorizes action steps across several domains where work will be necessary to improve outcomes. The following action step categories appear throughout this plan:

Governance and Leadership: Governance encompasses the systems by which an organization is controlled and operates and the mechanisms by which it, and its people, are held to account. Leadership speaks to the effective management and oversight of the organization, in alignment with the governance system. Due to the critical value of effective governance and leadership for the implementation of this plan and achieving a better future for Minneapolis, the next section of this report focuses specifically on governance and management approaches Minneapolis can adapt for advancing innovations throughout the service ecosystem. Most of the governance and leadership recommendations fall within this specific section on governance but apply to the implementation of recommended action steps throughout this plan and the various sectors of services.

Policy and Practice: Policy includes the principles or rules that guide decisions by which public and private service organizations define how they will achieve desired outcomes, while practice speaks to how organizations deliver services, monitor and report results, and achieve intended outcomes.

Systems and Infrastructure: The way public and private delivery systems design, organize, and implement work processes to achieve policy and practice goals. Infrastructure includes both physical infrastructure as well as technology and other tools that enable transformative work.

Human Capital and Collaboration: The way in which public and private organizations recruit, hire, train, and support staff, as well as how organizations work collaboratively to achieve greater impact than any organization could generate on its own.

Transformation of any community or system is predicated upon the development and seamless integration of work across these domain areas. Recognizing the interrelations between the above domains, certain action steps could be placed in multiple domains, and Minneapolis may recategorize the action steps in this report as helpful to the City's implementation of this extensive vision.

Performance Metrics to Support Data-Driven Management of the Ecosystem

To implement these recommendations and improve its delivery of holistic services to the community, Minneapolis will need to embrace integrated data-driven management spanning its ecosystem of services and focus on maximizing positive impacts for the community. This report provides considerations for developing and implementing performance measures spanning the ecosystem of services, and the recommended performance metrics are summarized in the **Designing the Future** section toward the end of this plan.

As a baseline of where we are and where we can go for data-driven management of the proposed ecosystem, let's first look at the "value chain" of measurement as:

- **Inputs:** The factors of production such as human capital, technological capital, and general materials that are put into the development of a program or service.

- **Outputs:** The service delivered – such as community protection, nutrition assistance, mental health evaluation, etc. – that serves a stakeholder, constituent, or client.

- **Outcomes:** The result – such as a crime prevented, incidents resolved, a person diverted to human services, etc. – of the service for an individual stakeholder, constituent, or client.

To date, most services in Minneapolis have been held accountable primarily for measures such as the level of inputs that flow into the organization and the resulting outputs. **But in the future, the city must develop the ability to**

measure outcomes and impact more robustly. The new capacity for measuring results proposed by this plan will be enabled by the intersection of networks, improved data storage, and enhanced data analysis methods (both in terms of personnel capacity and analytical software to support what often are referred to as "big data" and "analytics") that allow better measurement across the entire value chain of inputs, outputs, and outcomes. When these measures are put together, managers and community members can assess the performance of a system from a wider perspective – across departments, agencies, and jurisdictions – as well as a more granular perspective – deeper within programs and operating units.

As city leaders and community gain a more comprehensive view of the system, they can learn what practice models, case management methods, interventions, and incentives are most effective in achieving improved outcomes. Further, this newfound analysis can be used as a lever to flow what works backwards through the ecosystem: by knowing what leads to the best outcomes, Minneapolis can mobilize to adopt new business models, innovate operating methods, and reform organizational culture.

To this end, the sections that follow include recommended performance metrics to facilitate the implementation and management of Minneapolis' new ecosystem over time. All performance metrics are then synthesized in the **Designing the Future** section later in this report. The **Governance** section, as well as other sections in this report, proposes processes for developing performance metrics and instituting data-driven management mechanisms to improve ecosystem operations and accountability.

Strategic Approaches to Building an Ecosystem to Support *Safe and Thriving Communities*

Finally, before we discuss the many opportunities for Minneapolis to improve its services to its communities, it is important to reflect on strategic approaches to transformational change. We recommend that Minneapolis embrace the following strategic approaches as it embarks on this process to build an ecosystem of supportive services. Minneapolis has already demonstrated strong adherence to many of these strategic practices, and we encourage the City to build upon these practices to embed strategic approaches throughout its pursuit to improve community wellbeing. Important strategic approaches include:

Be driven by data

In considering any systems change, one must first examine the landscape of need, and consider when and how the current system is able to address these needs. Minneapolis is well-positioned to analyze certain segments of services using the wide variety of 911-related and other program data it already collects, but, as this plan discusses, Minneapolis will need to expand its analytics to grow its insights and management of the expanded ecosystem endorsed by this plan. Indeed, Minneapolis has already conducted important analysis in this area to generate its innovations to date. This analytical process should be continuous and facilitate ongoing data-driven management of Minneapolis' innovations in public safety and community services. Exploring as-yet unexamined features of the 911 system and other programs and their connections to the larger public health and public safety ecosystem may require gathering new data not currently being collected. We make numerous recommendations throughout this plan on how the City and the Community Safety Commissioner can build upon Minneapolis' strong foundational efforts in this area to continue to drive change.

Consider peer learning

Cities across the country are currently experimenting with many forms and iterations of public health initiatives, 911 reform efforts, and alternative response strategies, and Minneapolis can connect with other cities to learn from their experiences in building the right ecosystem of services for the Minneapolis community. For example some locations, like [Houston, TX](#), and [Tucson, AZ](#), are experimenting with embedding clinicians in Emergency Communications Centers and/or providing additional training to their 911 call takers, as Minneapolis is. These might be important relationships to pursue to share lessons learned. Other communities are implementing layered alternative responder programs, some including trained police. Still other jurisdictions are building networks of crisis stabilization centers and other subacute medical and mental health facilities in their communities as alternative destinations. While many of these initiatives remain in early stages, much can be learned from their operational successes and challenges.

This social laboratory presents a great opportunity to learn and share strategies across cities, identifying what has been tried, and how and where particular approaches prove feasible and effective. This is exactly what happened in the Carolina Cohort of Cities project conducted by RTI International, as described to the right. Representatives from each of the seven cities met monthly to share updates as they began implementing alternative response pilots, and the meetings served as a forum for shared learning and advice, especially among cities piloting the same strategies. They raised points from navigating political realities to enumerating staffing roles that allowed peer cities to improve their own pilot implementations. This collaboration can be particularly helpful for identifying what can go wrong. Acknowledging that programs must be tailored to operate somewhat differently in different contexts, cross-city learning can help Minneapolis avoid mistakes that a peer city may have made. If readers would like to learn more about initiatives around the country in the domains of 911 and alternative response, for example, they can visit the Transform911 initiatives map available at Transform911.org.

Tailor programs to community needs and circumstances

Each city has its own history, context, and culture. The most successful programs and interventions are tailored to these specific factors. No program from one location can be simply lifted and replicated wholesale in a new locale; each iteration of a model requires specific attention to local detail to promote success. For example, communities differ in the types and frequencies of calls to 911 and related hotlines, the types of community resources available, the types of responses that are expected, and the preferences of agency leadership in terms of training modalities and approaches. It is important that any proposed interventions or systems change account for these realities.

Data-Driven Innovations in Practice

In their Carolina Cohort of Cities project, RTI, a research institute, partnered with seven cities in the Carolinas. For each city, RTI examined two years of 911 call data and presented those findings to multidisciplinary leadership teams of that city's law enforcement and governing bodies. The cities then decided which alternative response pilots to implement, based on the landscape of need as shown in the call data.

Though it is imperative to examine police data on calls for service and other relevant data sets, these data points alone cannot paint the full picture. Supplement this knowledge by proactively engaging community representatives and other stakeholders who understand the need for community services in order to understand their expectations and preferences. Examples include neighborhood associations, homeless service providers, group homes, and other social service agencies. Retail business are another important source of information, particularly those that may be the site of frequent 911 calls, such as convenience stores or gas stations.

Engage stakeholders and frontline personnel in decision-making at the outset

To find out what is important to the people of Minneapolis and incorporate their input in any efforts to re-design and build the City's ecosystem of services, Minneapolis should engage representation from all involved agencies, community groups, and frontline personnel in program planning from the start. This has the two-pronged benefit of garnering buy-in *and* strengthening the program. It may be helpful to interview representatives from all city agencies and community-based organizations with a stake in the various focus areas described in this plan, in addition to the community representatives discussed above. For example, nonprofit staff may interact with both first responders and individuals who interface with the 911 system; this is also true for hospital emergency department staff, representatives from local transit authorities, as well as advocacy groups. Insights from this inclusive group of involved stakeholders can be engaged to inform pilot decisions as well as in ongoing reviews of program implementation, critical incident reviews, and related issues.

It is especially important to include diverse representation from involved agencies that bring operational expertise and tactile knowledge of the landscape of need. For example, in the police services domain, police data analysts as

well as patrol officers can both lend their expertise in their respective domains. Both should be involved in discussions from the beginning, including conceptualization and planning. The same holds true for emergency medical services, clinical staff, and 911 professionals, who all offer subject matter expertise regarding 911 and responsive services. Incorporating these lessons from the beginning can help avoid unnecessary oversights and missteps. For example, when implementing a new program or initiative, agency IT can help flag technology-related issues that can otherwise go unnoticed.

Link all responders and applicable services through a service ecosystem

Transform911 enumerated the concept of a comprehensive "first responder ecosystem" that can be deployed by 911, 311, or can exist outside of city infrastructure for people in crisis to contact directly through alternative hotlines (such as 988) or other means.[3] In addition, we recommend that preventive and restorative services be available through 911 and related hotlines as appropriate. The first responder ecosystem approach facilitates improved access to emergency services and relief from distress for *all* members of the community, including those who do not feel comfortable calling 911 or interacting with police. Consistent with the macro-level ecosystems framing of this report, we recommend that Minneapolis take an ecosystems approach when it comes to 911-specific systems reform to provide community members with safer, more-individualized pathways to assistance. This topic is discussed in greater depth in the **Responsive Services** section later in this plan.

Fund innovation to increase impact

Undoubtedly, the calls for innovation in this plan are extensive, and resources to execute these innovations are finite. As discussed elsewhere in this plan, the City will have to dedicate resources to innovations, maximizing available funding streams and closely analyzing how to generate the greatest impact from available resources. As Minneapolis considers which initiatives to pilot, it will need to assess the full costs of piloting and scaling innovations and project the impact of these innovations when determining the most effective path forward.

Pilot and rigorously document

After examining the landscape of need, learning from engaged stakeholders and frontline personnel in decision-making, and capturing lessons learned from peer cities, Minneapolis will be in a strong position to build upon existing efforts and choose promising approaches for expanding its service ecosystem. At this stage, Minneapolis can implement short-term, small-scale pilots to learn about key operational lessons, implementation processes, and the likely impacts of such interventions. Minneapolis is already in the process of implementing several 911-related pilots to improve the city's behavioral health response[4]. Piloting requires time, money, and human capital and can often be viewed as a luxury not afforded in city government, but it is crucial to enabling innovation and ensuring program effectiveness. Executing these pilots should include detailed documentation of the planning and implementation process, including specifics about staffing, training, program operations, the nature and intensity of services offered, how partners collaborated, how decisions were made, challenges and successes along the way, funding opportunities and challenges, and characteristics of the communities in which the interventions were delivered. Answering these questions will allow Minneapolis policymakers and involved agencies to develop critical operational insight to enable partners to identify and resolve potential challenges before determining whether to the programs should be implemented at-scale.

Analyze pilot impact and scale-up effective pilots

Rigorous implementation studies of Minneapolis' current pilots (or any others planned for the future) would help strengthen these efforts. Such studies can be conducted by agency staff or by an independent research organization. Proper advance planning for these analyses will allow Minneapolis to generate understanding of potential program impacts on identified goals. For example, quasi-experimental analyses—such as pre/post comparison of pilot areas or comparison of pilot locations to similar non-pilot areas—can generate valuable insights and hypotheses for subsequent program design and evaluation at-scale. Qualitative information gleaned from stakeholders is also valuable in determining if a pilot should move to full implementation. As decisions are being made to expand or enhance pilots, care should be taken to initiate and scale programs in ways that allow for rigorous evaluation. The expansion of pilots

will not only benefit Minneapolis' future operations but also contribute to the evidence base for cities across the nation to learn from.

Embed equity analyses in all planning and assessments

As emphasized in the introduction to this plan, equity should be a fundamental commitment in moving forward with improving community services in Minneapolis. For all of the planning, implementation, and management processes throughout this plan, we encourage Minneapolis to ensure that there is substantive equity analysis, planning, and evaluation built into processes wherever applicable. The City's Division of Race and Equity can play a pivotal role in these efforts to embed equity advancement throughout operations in this ecosystem approach.

Having provided an overview of this report and the topics to come, the report now turns to how Minneapolis can work to build the necessary governance and management structures to improve community outcomes.

Ecosystem Growth Strategy

Expanding and improving outcomes

A central strategy in the *Safe and Thriving Communities* plan is the intentional growth in the ecosystem of cross-sector organizations, services, and programs that collaborate and coproduce new solutions to solve the root causes of individual, family, and community safety challenges and foster *safe and thriving* families and communities. Over time, the services and solutions improve their capabilities and contribute to ever-improved outcomes.
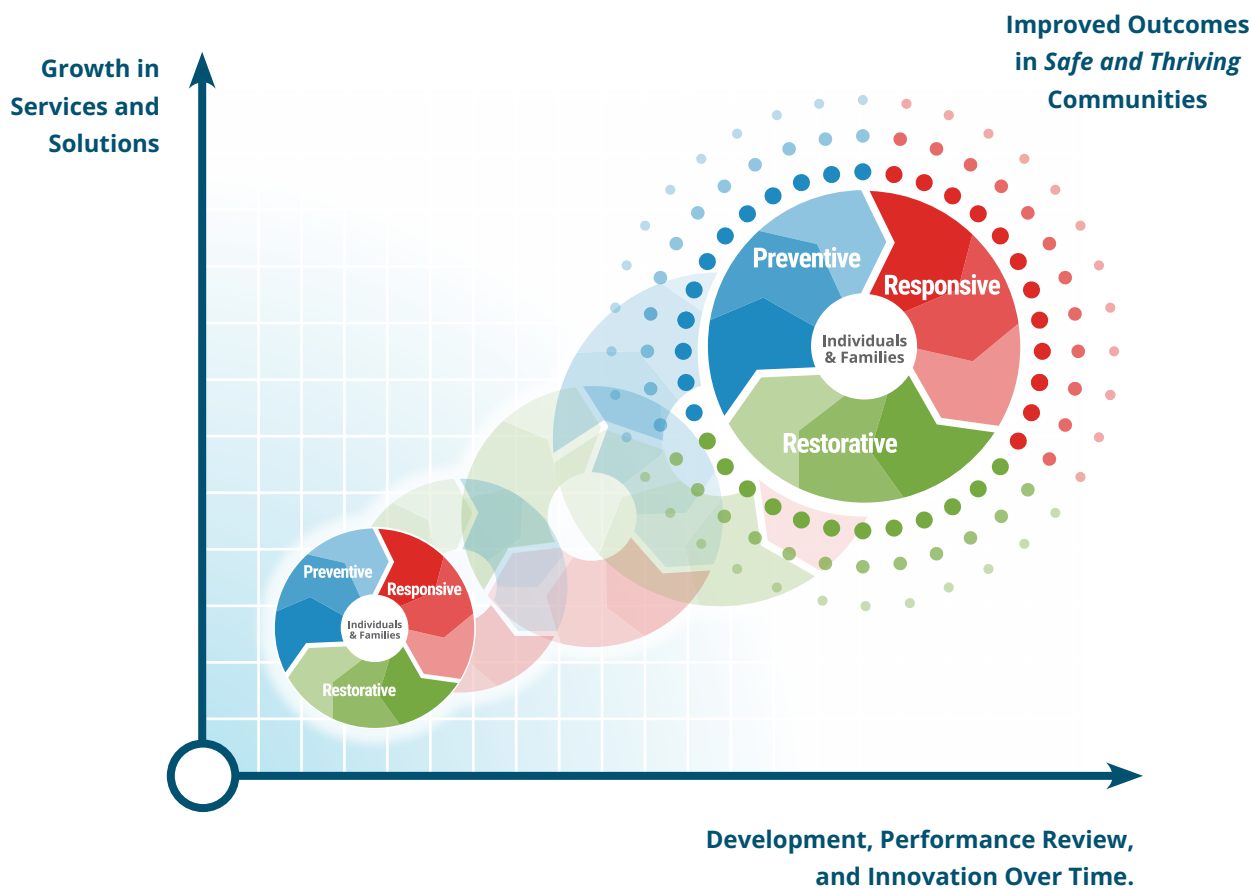
Governance, Management & Accountability for a New Ecosystem

Given the foundational importance of governance and management in successfully implementing the wide-ranging initiatives in this plan, we now present a focused discussion on establishing effective governance structures and data-driven management mechanisms to support transformation and greater operational accountability. Minneapolis must establish a strong governance and management foundation to build up the complex ecosystem envisioned in this plan and foster safe and thriving communities.

Importantly, Minneapolis has already taken a pivotal step in reorganizing its government structure to advance a more holistic public safety approach. As of this writing, the City of Minneapolis is in the early stages of implementing an updated organizational structure. This structure is meant to embrace the Mayor's newly granted authority through the passage of the charter amendment in November 2021. A central aspect of the restructuring is the creation of the Office of Public Service, led by the City Operations Officer, and the Office of Community Safety, led by the Community Safety Commissioner. These new departments and roles are crucial to the successful implementation of the vision outlined in this report. Given their importance, we have outlined several governance and policy recommendations that we believe are critical to the success of the new organizational structure and the collective commitment to address equity and social justice within the City and improve safety and wellbeing outcomes for all residents.

In particular, the new Community Safety Commissioner and the Office of Community Safety will play a central role in implementing the vision outlined in this report. Per Executive Order, the Office of Community Safety will oversee "all activities related to the City's community safety departments, including Police, Fire, 911, ECC (Emergency Communications Center), Emergency Management, and Office of Violence Prevention (Renamed Dept. of Neighborhood Safety)."[5] All of these facets of government will play an integral role in delivering the transformation outlined in this report, alongside other city government entities providing important community resources.

The recommendations in this section focus on supporting this new government structure's success, including establishing a collaborative relationship between the Office of Public Service and the Office of Community Safety to advance holistic community services, and instituting effective management practices to provide close direction and oversight to the myriad service areas that must work in harmony to meet the community's complex needs.

Strengths and Weaknesses of Current Governance and Approach to Public Safety

Before providing recommendations for Minneapolis' governance and management moving forward, it is important to evaluate Minneapolis' recent approaches and capacity for innovation and improvement in public safety and health. The following list reflects on the strengths and weaknesses of both the City's approach to governance and management overall as well as certain programs that have been integral to the City's approach to community safety.

In order to produce this list, as well as other elements of this plan, we conducted a rigorous engagement process including interviews with staff across numerous city departments, political leaders, and partner institutions such as the county government and school district. We also facilitated interviews with community members as well as leveraged recent community engagement efforts conducted by various city departments to serve as the foundation of our findings. Based on this broad engagement and supplemental research, we were able to identify key strengths and weaknesses of the current violence prevention efforts and approaches to public safety and wellness. Outlined below, these strengths and weaknesses serve as important context to understand the circumstances that are limiting transformational change and inform key actions that could advance efforts to improve the health and wellbeing of communities throughout Minneapolis. It should be noted that while some of these findings speak directly to the City's violence prevention efforts, they all have broader implications for Minneapolis' path forward.

Strengths

The following areas represent building blocks toward developing a comprehensive ecosystem of community services, though many of these areas also present opportunities for growth, as discussed in the next section.

Strong Commitment to Violence Prevention Across Departments and Agencies

The City of Minneapolis – writ large – has shown a sustained commitment to addressing violence prevention. Although related efforts date back further, Minneapolis named youth violence a public health issue in 2006 and created the *Blueprint for Action to Prevent Youth Violence*[6]. Framing violence as a public health issue – while increasingly common now – was a more novel concept in the mid-2000s and speaks to Minneapolis' proactive approach to addressing violence. The Minneapolis Health Department has been at the forefront of this approach and has expanded its focus to include all violence, not just youth violence. This ultimately led to the creation of the Office of Violence Prevention (OVP) in 2018, which has recently been renamed the Department of Neighborhood Safety (DNS) reporting to the Community Safety Commissioner. Beyond the Health Department, violence prevention efforts exist across the City enterprise. While in many ways this is a positive development, it has also led to duplication of effort and inefficiencies in the service delivery system. We discuss DNS's work in greater depth during the **Preventive Services** section of this plan.

Understanding of Key Issues and Solutions

Stemming from this long-term commitment to violence prevention, as well as the many individuals, departments, and systems working to address issues of violence, the City has established a solid understanding of many of the key issues, as well as promising solutions. *The 2008 Minneapolis Blueprint for Action to Prevent Youth Violence*, which was subsequently updated in 2013, as an example, outlines many important primary, secondary, and tertiary prevention goals/objectives that would advance youth violence prevention – and violence prevention more generally. While research on best practices has evolved since that time, this document, and similar documents/reports developed throughout the years, reflect an understanding of key problems and potential solutions and a commitment to ongoing learning. In addition, the 2022 Mayor's Community Safety Workgroup provided recommendations on improving public safety in Minneapolis[7], which will help direct future efforts. Overall, while advancements have been made over this time, they have been uneven and insufficient to meet the needs of the community. The challenge has not been identifying these problems or solutions, but more so the ability to enact the transformative change needed to advance large-scale violence prevention efforts.

Focus on Addressing Disparities

City departments – individually and collectively – have stated their commitment to addressing disparities experienced by certain communities within the City, most glaringly along racial and ethnic lines. These commitments have been strengthened in the aftermath of the murder of George Floyd and the COVID-19 Public Health Emergency. Stated commitments are different than sustained action, however. While the Department of Neighborhood Safety has demonstrated its commitment to addressing disparities through its work, it is unclear whether other departments – individually and collectively – are committed to the challenging work that is advancing equity over the long term. Throughout this report we recommend that the City embed equity as a core planning, evaluation, and management principle in advancing the City's services to the community.

Personal Relationships Drive Change

While interdepartmental relationships can be frayed, strong personal relationships have formed between individual leaders and staff, and these relationships have been used to advance collaboration. Many of the best examples of interdepartmental and cross-jurisdictional partnerships stem from individual leaders leveraging their personal relationships to initiate an innovative program that centers collaboration. While this is a strength in many ways, it also represents and reflects limitations in the current system. While advancements can be made through this relational approach, systemic problems require systemic collaboration and solutions.

Strong County Governance

The City of Minneapolis operates within Hennepin County, which has demonstrated its commitment to addressing disparities and promoting upstream violence prevention. This is an enormous asset for the City and its services, and best practices should be leveraged to improve service provision for the residents of Minneapolis. While partnerships exist, they are somewhat fragmented and could be deepened and better coordinated. They represent an opportunity to access additional expertise, services, and funding.

Network of Community Partners

The City has cultivated a strong network of community partners (nonprofits, funders, faith leaders, private businesses, etc.) and created mechanisms to support and invest in emerging community-based programs and organizations. While more can and should be done, these efforts are a strength of the City and reflect an understanding that community-based partners are often best positioned to address the needs of their local community.

Community Involvement

The community – including the partners referenced above as well as residents more broadly – is actively engaged in discussions related to violence prevention, intervention, and restoration. Community input is critical to designing responsive systems and collaboratively addressing the seemingly intractable issues that feed cycles of violence. A vision of Minneapolis in which all communities thrive will require active community engagement and support, and it is clear that the community is at the table and advocating for change, though there is always more that can be done to maximize community engagement and direction of the City's future.

Weaknesses

Lack of Enterprise-Wide Direction

The City's approach to public safety and violence prevention – or more accurately the response to increased violence – has been a regular topic of discussion by leaders and residents of Minneapolis over the past few years. Despite this, there has been a lack of vision internally regarding how the City will address violence prevention. For example, while the Department of Neighborhood Safety is clear about its mandate and has developed a public health approach to its work, this has not been fully embraced by City leadership nor has its integration with other departments/efforts been made a priority. This lack of vision has also led the Department of Neighborhood Safety to be tasked with the

administration and oversight of a wide array of different programs and initiatives, which are more or less aligned with the Office's service model. As the City moves forward, it will need to establish a clear vision, detailed plans to achieve the vision, and close management structures to support the implementation of this vision in practice across relevant entities to improve services to the Minneapolis community.

Fractured Governance Leading to Weakened Collaboration and Accountability

Until the passage of the "strong mayor" charter amendment in November 2021, the City of Minneapolis operated under what is often referred to as a "weak mayor, strong council" system. Under this structure, the Mayor and City Council essentially shared operational oversight of the City enterprise. Interviewees have noted that this led to confusion amongst city staff, partners, and the community regarding, "who's really in charge?" As a 2020 report to the Charter Commission[8] noted, "…department heads expressed unanimous belief that the current structure lacks strong accountability, is overly complex and highly inefficient, and is significantly influenced by personalities of individual elected officials. The highly diffused governance structure makes it difficult to determine who is in charge and who is accountable for any given policy, project, or proposal."

The governance structure has also limited true accountability. The shared authority through the Executive Committee created a situation where departmental leaders simultaneously had multiple bosses to report to and yet no one boss to provide clear direction. As noted above, this has led to departments charting their own course, with limited ability of the Mayor and Council to hold departments to account for their work. We believe the new structure, with effective coordination and accountability mechanisms, can significantly address these issues and increase the City's ability to improve services to the community.

Relational vs. Institutional Collaboration

As noted in the strengths section, some city staff and leaders have formed strong, cross-departmental relationships that have been leveraged to advance collaboration. While this has led to notable innovative cross-departmental, cross-jurisdictional projects, those examples of collaboration happen despite the governance system, not because of it. As the 2020 report to the Charter Commission outlining findings from interviews with City Department Heads notes, "The current governance structure is heavily dependent upon interpersonal relationships; thus, when these work relationships are strained or break down, the enterprise can suffer as well, ranging from minor inconveniences to major disruption." Currently, collaboration primarily occurs when partners have the preexisting relationship and identify an opportunity for a "win-win-win" result, and even then, collaboration can be slow. Restricting collaboration to staff-identified "win-win-win" opportunities severely limits what is possible and makes addressing the complex and intractable issues that feed cycles of violence through a large-scale, highly coordinated response seem all but impossible. Because systemic problems require systemic solutions, collaboration must be institutionalized (e.g., shared goals, funding, policies, etc.) to create transformational change.

Gaps and Duplication of Efforts

Due to the governance structure of the City and the culture that it has created, departments are not properly coordinating efforts to maximize impact and efficiency. In discussions with city staff and leaders, clear areas of duplication arose. One such area was community engagement, where various departments employ staff with titles such as Community Outreach Workers, Community Ambassadors, Community Liaisons, and Community Navigators, amongst others. While each role is nuanced, the core function is the same. Through better coordination, it's likely that outreach efforts could be streamlined, which would not only improve the flow of information between city and community members but also reduce the burden of what has been described as "over-engagement fatigue." Beyond duplication, this lack of institutional collaboration creates the opportunity for gaps in services and limits the ability of the City to meet the holistic needs of individuals and communities.

Limited City-County Collaboration

While Minneapolis and Hennepin County work closely on several key initiatives, the collaboration is somewhat fragmented and decentralized. Improved communication and coordination would improve existing partnerships and present opportunities for new areas of collaboration. The City of Minneapolis – in particular – should look for opportunities to further leverage the experience, expertise, and resources of Hennepin County before replicating programs or going their own way. In key areas of behavioral health crisis response and 911 system development, the City has chosen to chart its own course instead of collaborating with the County. While this approach has some benefits for the City, such as greater autonomy and oversight, and we recognize the unique needs of Minneapolis as the largest city in the County, the approach has many if not more drawbacks. Instead of building toward a more unified ecosystem of service delivery, going it alone can add complications and challenges. The City should work to increase its level of collaboration with the County and leverage the best practices that have been developed.

Lack of Community Trust

A theme throughout our discussions has been the importance of community trust in advancing public health and safety services, and a recognition that trust is currently frayed. Trust must be built over time through authentic engagement that leads to real change. As one interviewee put it, "we need to listen to what people say, and then actually act on it."

Defining the Vision and Implementing Management Structures to Support *Safe and Thriving* Communities

A theme throughout this report is the need to improve collaboration, coordination, and accountability across currently siloed or insufficiently integrated services to build out an ecosystem of supportive community services to improve community outcomes. To that end, before discussing the many recommendations regarding building an enhanced, expanded service ecosystem, we begin with a set of governance and management recommendations to provide the necessary foundation and structures for implementing the extensive recommendations in this plan. The discussion that follows is also reflected in the Action Steps grid later in this section.

Figure 1. Possible Committee Structure

The recommendations in this plan are undoubtedly expansive in meeting the extensive needs for transformation in Minneapolis. To facilitate the implementation of this plan and achieve Minneapolis' public safety and health goals, we recommend that Minneapolis institute a change management infrastructure to coordinate initiatives and ensure proper planning, implementation, management, and accountability across Minneapolis' services ecosystem. To that end, we recommend the City consider instituting a management structure such as the following to execute this plan and achieve the City's vision over time.

1. Executive ownership, coordination, and accountability will be essential to the City achieving its vision. To facilitate high-level coordination in transforming the City's services, we recommend that the City consider leveraging the new government structure to create an **Executive Steering Committee** to guide the implementation of the extensive recommendations in this plan. The Executive Steering Committee would be comprised of the Community Safety Commissioner, agency leads within the Office of Community Safety, the City Operations

Officer or designee, other representatives as determined by the Mayor and Community Safety Commissioner (including a communications and public engagement leader), and a dedicated project manager to support the wide-ranging initiatives overseen by the committee. We believe this Executive Steering Committee needs to define the City's vision for its future service ecosystem, with the support of this plan, through robust engagement with the community and the governmental committees discussed below. The Action Steps section, which follows this section, provides recommendations regarding the process for defining the City's vision with community input and defining the roles of governmental entities in delivering that vision.

2. To ensure the implementation of this plan aligns with community priorities and needs, we recommend that the City create a **Community Advisory Board** to provide direct community input and feedback to the Executive Steering Committee on an ongoing basis. The Board should be composed of government executives, community partners, stakeholders, and community members representing Minneapolis' diverse communities. The Community Advisory Board should be integral to the City defining its vision for the future and ensuring the necessary work is occurring to foster *safe and thriving* communities.

3. The Executive Steering Committee should create **subcommittees**, with the help of the guidance below, approve the composition of the subcommittees, and ensure the subcommittee chairs are included in the Executive Steering Committee to support coordination across the committees. The Executive Steering Committee would use this committee infrastructure to help manage and coordinate the implementation of the wide-ranging initiatives in this plan. The development of this implementation structure also aligns with this plan's recommendation for instituting recurring, data-driven performance management meetings at that executive level to improve coordination and accountability across city services with the goal of improving the impact of city services for the Minneapolis community. Such meetings will be paramount to managing this complex process effectively moving forward, with the subcommittees below regularly reporting to the Executive Steering Committee on progress, roadblocks, and action steps toward achieving the City's vision. We foresee these meetings evolving into CitiStat-style meetings over time where executive leadership holds various agencies and/ or committees accountable for meeting performance standards and community needs across government areas.[9] To support the development of comprehensive performance measures and data-driven management mechanisms, we recommend that the Executive Steering Committee include a performance management and analytics lead, with subordinate analytics personnel involved in each of the subcommittees below to support the development of relevant performance metrics across the ecosystem.

4. We recommend that this Executive Steering Committee consider establishing the following work groups/ subcommittees to advance the vision in this plan, mirroring the broad sectors of work in this plan:

   - The **Preventive Services Subcommittee** would oversee the development of preventive services, including violence prevention efforts, and the implementation of action steps recommended in the **Preventive Services** section of this plan.

   - The **Alternative Responses Subcommittee** would oversee the development and expansion of alternative responses to community needs, building upon the City's work in this area in close partnership with the Performance Management and Innovation Department. This subcommittee would oversee the implementation of action steps in the Providing the Right Response to Optimize Community Outcomes section of this plan.

   - **The 911, Communications, and Technology Subcommittee** would oversee the development of innovative emergency and non-emergency communications and technology practices to connect the community to the broadened ecosystem of services recommended in this report. This subcommittee would oversee the implementation of the action steps in the Connecting Community to the Right Response: Transforming 911 and Communications section of this report, which includes extensive technology modernization and integration initiatives. Minneapolis may consider splitting off a separate IT subcommittee dedicated to these extensive technology initiatives. The Executive Steering Committee may want to host dedicated meetings, or create other oversight mechanisms, specifically on technology and analytics given the extensive work

required in these areas to realize the vision in this plan. The Technology Modernization section later in this report during the 911 discussion provides additional granularity regarding structures and processes for implementing technology modernization initiatives.

- The **Restorative Services Subcommittee** would oversee the implementation of improved services to help community members after they experience a traumatic event or crisis. This committee would oversee the implementation of the action steps in the Restorative Services section of this plan.

We recommend that the City consider this structure and define its structures and processes in a Governance & Operations Plan to guide its operations moving forward implementing this plan.

For this structure to succeed, it will be important to recognize that all existing employees that would serve on these committees already have existing roles. The City will have to be mindful of capacity constraints in constructing these committees and will need to add project management and other capacity to support their operations and look to offset other duties of participants, where possible, to allow for meaningful participation in these transformative efforts. Committees without capacity and focus will be stymied, undermining the achievement of this plan's objectives while also hampering the everyday job duties of participants.

One approach would be to dedicate staff to this effort from the Performance Management and Innovation Department or another unit to support the operations and management of these committees. Adding personnel in this fashion would provide centralized coordination and capacity across these committees, allowing committee members to provide vision and direction with sufficient dedicated capacity to carry out the significant planning and execution work necessary to advance the array of innovations recommended in this plan. The City could consider having this team report directly to the Community Safety Commissioner to foster continuous direction and feedback between the executive leader of this effort and the team coordinating day-to-day implementation activities across city government. These options are included in the *Human Capital & Collaboration* Action Steps below.

This team could also play another vital role in this ecosystem: dedicated problem solving that spans services in the ecosystem. This report recommends implementing continuous data-driven management mechanisms, including a CitiStat-style management program, to closely monitor and manage the implementation of this plan and the provision of services related to public safety and health. In those analytical meetings, problems will inevitably arise that span service domains (for example, crime occurring in a certain area that also suffers from a lack of community services, drug abuse, behavioral crisis, and sanitation issues). Having a dedicated team to facilitate the identification of these issues and the development and execution of plans across governmental agencies would greatly enhance Minneapolis' ability to implement holistic, agile solutions to address complex problems which individual governmental units struggle to address in their current silos.

Having discussed this foundational topic, we now distill this discussion into recommended Action Steps for the City to help maximize the impact of its new government structure and better serve the Minneapolis community.

Action Steps: Building the New Governance Structure

Based on the above analysis and the central importance of Minneapolis' governance in transforming its services to the community, we offer the recommendations below to support effective governance and management as Minneapolis works toward effectively advancing this massive change process. These recommendations focus on building capacity, increasing coordination and collaboration, and implementing data-driven management and accountability systems across the ecosystem of services. As discussed in the Overview section of this report, these recommendations are categorized in the following domain areas: Governance and Leadership; Policy and Practice; Systems and Infrastructure; and Human Capital and Collaboration.

While the rest of the report recommends Action Steps across three temporal phases (near, mid, and long term), we recommend that the City attempt to implement, or at least initiate, the following governance Action Steps during Phase One (Near Term) given the fundamental importance of improved governance, collaboration, and accountability in advancing this plan and elevating the City's services to the community. A foundational Action Step recommends the creation of a phased implementation for realizing this plan's vision, translating the extensive recommended Action

Steps in this report into reality. In creating these phased implementation plans, the City may determine that certain Action Steps are more appropriately addressed during Phase Two (Mid Term) after prerequisite work during Phase One (Near Term). In the end, these recommended Action Steps on governance and management are fundamental to the success of Minneapolis' improvement, and we encourage the City to act on these Action Steps imminently and urgently.

We now turn to the governance action steps broken out by domain area (Governance and Leadership; Policy and Practice; Systems and Infrastructure; and Human Capital and Collaboration):[10]

Governance and Leadership

The following Action Steps will foster collaboration across government entities to build the ecosystem envisioned by this plan. While the Office of Community Safety brings together multiple public safety related units within one structure, government entities that are instrumental to achieving the City's future public safety goals remain outside of the Office of Community Safety. For example, diverting report-only 911 calls to 311 has been one important initiative to date, and 311 is not within the Office of Community Safety, where 911 resides. This is not inherently an issue but emphasizes the need for intragovernmental collaboration to improve operations. Likewise, the Office of Community Safety will need to coordinate with the Health Department on implementing the City's public health approach to public safety and will need deep coordination with the Department of Information Technology to implement the technological modernization initiatives to support the ecosystem approach recommended in this plan.

Governance and leadership action steps for the near term include:

Governance & Leadership	Recommendations

Create a Collaborative Practice Model	• Develop a practice model that will govern the collaborative work of the Offices of Public Services and Community Safety. The practice model should define the following, amongst other items:
	  o A vision for the future and integration of services, as discussed below in the *Defining the Vision for the Future* Action Step
	  o Rules of engagement
	  o A regular cadence for meetings
	  o How disputes are resolved and escalated (as needed)
	  o Coordination with external partners (including the County and community-based organizations and recruiting members from BIPOC communities)
	  o A template for resource sharing
	  o Collaborative training
	  o Accountability and continuous improvement processes, as described below
	  o Investments in trust building

	• Engage departmental heads in the development of the collaborative practice model.
	• Regularly review the practice model to identify areas for improvement.
	• Instill equity as a core goal and evaluation criteria for all initiatives discussed in this plan.

Define the Vision for the Future	• With the collaborative practice model described above, develop a vision for the future to provide overarching direction for the City's efforts to transform its public safety and health services.
	• The City should consider submitting this vision for public feedback and conducting community engagement sessions around this vision and preliminary plans for implementing the vision.
	• The City should post this vision on its website and allow for continuous community feedback on the vision and the City's implementation efforts.
	• The City should revisit this vision on an annual basis to ensure it continues to meet the direction of the City and needs of the community.
Define Leadership Roles	• Create clarity regarding roles/responsibilities and decision-making authority throughout the system, operating under the Collaborative Practice model.
	• Ensure people in leadership "own" their role in implementing an accountable system.
	• Monitor leadership activities for fidelity to their roles.
Institute Management Structures to Implement the Vision	• Create an Executive Steering Committee to oversee the implementation of this plan.
	• Create subcommittees to advance the vision in this plan, mirroring the broad sectors of work in this plan. Potential subcommittees are discussed below:
	• Create a Preventive Services Subcommittee to oversee the development of preventive services, including violence prevention efforts.
	• Create a Responsive Services: Alternative Responses Subcommittee, which will oversee the development and expansion of alternative responses to community needs, building upon the City's work in this area in close partnership with the Performance Management and Innovation Department.
	• Create a Responsive Services: 911, Communications & Technology Subcommittee, which will oversee the development of innovative emergency and non-emergency communications practices to connect the community to the broadened ecosystem of services recommended in this report.
	• Create a Restorative Services Subcommittee to oversee the implementation of improved services to help community members after they experience a crisis or traumatic event.
	• Include analytics personnel on the Executive Steering Committee and subcommittees above to support the development of relevant performance metrics to monitor and manage ecosystem performance.
	• Establish a recurring meeting schedule for these committees.

Create a Community Advisory Board	• Create a Community Advisory Board to provide direct community input and feedback to the Executive Steering Committee on an ongoing basis regarding plan implementation.
Conduct A Government Capacity & Services Gaps Analysis	• Building upon Minneapolis' previous work and this report, the City should undertake a government capacity and services gaps analysis to identify existing barriers and opportunities for advancing its public safety goals. This analysis should focus, amongst other areas, on opportunities to improve city services and efficiency, address equity issues, and improve the integration of resources into a holistic ecosystem. This analysis will be fundamental to the next recommendation.
Develop a Phased Implementation & Funding Plan to Achieve the City's Vision	• Using the City's previous work and this plan as a starting point, the City should develop a phased implementation plan to implement initiatives toward achieving the vision defined through the Action Steps above. This phased implementation plan should include processes to address gaps in government capacity and services, identified through the analysis above, to better meet community needs. The aforementioned committees would be responsible for developing the phased implementation plans for their sections, with the support of this report and a template for creating the action plans provided by the Office of Community Safety. The Community Safety Commissioner and Executive Steering Committee would provide oversight for this process.
	• The City should engage with the Community Advisory Board on this plan, submit the plan for public feedback, and conduct community engagement sessions around the plan.
	• Analyze overall human resource and financial capacity and synchronize with the anticipated degree and pace of plan implementation.
	• Identify and allocate sources of Federal, State, Local, and philanthropic funding for plan implantation.
	• Commit to a set number of development goals and completed pilots within the first year of plan implementation.
	• The City should post this plan on its website and allow for continuous community feedback on the plan and the City's implementation efforts. The City should ensure any modified versions of the plan are promptly posted on the website.
	• The City should review this plan for potential revisions on an at least annual basis to ensure it continues to meet the direction of the City and needs of the community. The recommendations for ongoing management practices in this plan would likely produce ongoing tailoring of this plan as the City works to implement its vision.
Educate and Train Staff, Partners, and the Community	• Develop materials to explain the new governance structure and practice model to staff and community, including the value proposition.
	• Develop staff trainings to support understanding of the new governance structure and practice model, including the value proposition.

Institute a Data-Driven Management System for Continuous Coordination & Accountability	• With the performance metrics and elevated analytical capacity generated through the recommendations in this plan, the Office of Community Safety should institute a CitiStat-style performance management system spanning the operations of the Office of Community Safety and beyond, as appropriate and helpful, within a Results Based Accountability (RBA) framework. This meeting should be used as a collaborative problem-solving and accountability forum for all of the entities involved in the implementation of this plan.
Implement a Community Communications Plan	• Develop a multi-year community engagement plan which supports co-creation of ecosystem services with communities most affected. • Hire community ambassadors who are tasked with actively engaging with community to gain ideas and insights on service design and delivery.
Progress Dashboard, Transparency & Accountability	• Produce an online dashboard to track progress on the development and implementation of key services and performance metrics in the *Safe and Thriving Communities* plan.

Policy and Practice

Policy & Practice	Recommendations
Establish a Governance & Operations Plan	• The Community Safety Commissioner should create a governance and operations plan/ standard operating procedure for how the new government structure will function collaboratively within the Office of Community Safety, across government units, and with community groups. • Develop a protocol for the committee structure described under the *Governance & Leadership* section above. This protocol should spell out the procedures and operations for the committees to ensure operational clarity and consistency in pushing this vision forward.
Create Confidentiality, Privacy & Data Sharing Policies Amongst Partners	• Develop a coherent policy on confidentiality, privacy, data sharing, and data security for all partners across the enterprise with a strong consent management process. • Develop data sharing practice protocols at the individual, system, and population levels across all ecosystem partners.
Develop Resource Sharing Protocols	• Develop a resource sharing protocol that is committed to all partners in the ecosystem in an equitable way.

Systems and Infrastructure

Systems & Infrastructure	Recommendations
Project Management Software	• The City should consider implementing an enterprise project management software that can help manage the wide-ranging initiatives proposed in this plan.
IT Infrastructure & Analytics Software	• Minneapolis should assess available resources to institute effective data-driven management practices and address any IT and analytics needs to deliver the necessary management analytics and dashboards spanning the ecosystem of services described in this report.
	• The *Human Capital & Collaboration* section below speaks to the need to invest in sufficient IT and analytics personnel to manage and deliver the necessary analytics products for this ecosystem transformation to occur.
	• Later sections of this report discuss IT and analytics needs in greater depth. One key recommendation for moving forward is initiating a technology gaps analysis and planning process to address barriers to ecosystem integration and build an innovative system for dispatch and records management integration across the ecosystem.

Human Capital and Collaboration

Human Capital & Collaboration	Recommendations
Project Management Capacity	• Add dedicated project management capacity within an existing city office or the creation of a dedicated unit to support the implementation of this plan and the effective functioning of the recommended committees. This group would need consistent communication directly with the Office of Community Safety.
IT and Analytics Capacity	• Ensure the City has sufficient IT and analytics personnel to support the wide-ranging technology modernization efforts and data-driven management initiatives recommended by this plan. The City should consider how it wants to organize its growing analytics capacity as it moves forward.
Problem-Solving Capacity	• Ensure the City has sufficient problem-solving capacity to work across entities to address complex issues. Dedicated problem-solving capacity personnel would support the CitiStat-style meetings described above and facilitate various City entities in collaborating to diagnose and address problems. Problem-solving activities should be an ongoing topic of discussion, management, and accountability in the CitiStat-style meetings.
Continuous Capacity Monitoring	• Continually monitor capacity gaps in the implementation of the City's plan and ensure any gaps are addressed to support the effective implementation of the City's plan.

Next, this report turns to discussing opportunities for advancement in core service sectors in this plan, starting with Preventive Services, then Responsive Services, and finally Restorative Services. Effective governance and management systems, with the support of the Action Steps above, will be foundational to growth across these service sectors in supporting *safe and thriving* communities in Minneapolis.

Preventive Services:
Transforming Upstream Services and Capacity

Preventive Services are upstream programming and services that can help build resilience in individuals, families, and communities and prevent adverse downstream impacts such as incarceration, homelessness, school dropouts, etc. Examples could be as "upstream" as Maternal and Child Nurse Family Home Visiting, an evidence based program to support parent-infant bonding and healthy family beginnings, or after-school programming for at-risk youth that supports social and educational development.

The prevention services outlined in this plan span tiers which encompass preventing harm at the individual and family levels, preventing the recurrence of harm to individuals and families, and preventing collective trauma when a community is impacted. These three tiers are described below:

1. **Primary:** Approaches that take place before violence has occurred to lay groundwork that can prevent violence from emerging. Often these approaches are universally directed.

2. **Secondary:** Early intervention, often at the first sign of risk or as a response to an immediate threat of violence. Often these approaches are directed toward a smaller group of people who are at heightened risk.

3. **Tertiary:** Responses after violence has occurred to help mitigate the negative impact, deal with the lasting consequences, and promote healing and restoration. These approaches are narrowly focused toward small groups of people who experience the impact of violence most directly.

This section lays out prevention approaches across these three tiers. The Restorative Services section of this report also includes certain services that overlap with prevention, given both Preventive and Restorative Services aim to prevent future adverse events.

An Overview of Current Preventive Services

Before making recommendations on moving forward with building out preventive services in Minneapolis, it is instructive to first review current offerings. We produced this list through the aforementioned rigorous engagement process including interviews with staff across numerous city departments, political leaders, community members, and partner institutions such as the county government and school district.

The majority of these services fall under the Office of Violence Prevention (OVP), recently renamed the Department of Neighborhood Safety reporting to the Community Safety Commissioner. The Department of Neighborhood Safety (DNS) programs represent the clearest examples of city services that are focused on prevention, restoration, and resilience to address the priority of preventing violence and assuring the safety of all residents.

The Department of Neighborhood Safety uses a community-focused, public health approach that takes not just an individual or family lens but also applies a population health focus with an epidemiological data-driven approach to service provision. Their current programming falls under three primary approaches: Evidence-Informed Strategies, Capacity Building and Innovation, and Youth-Centered Prevention and Intervention (described further below). These programs fit into three stages of work: UpFront, In the Thick, and Aftermath. These three stages fit well into our sector approach of preventive, responsive, and restorative services. We have included services best aligned with our preventive framing here, with other, more responsive-oriented DNS services included in the Responsive Services section of the report.

DNS's budget in 2021 was $11.3 million, funded through the City General Fund ($6.7M) and state and federal grants comprising the remaining $4.5M. The Office develops and manages its strategic initiatives, monitors projects, convenes stakeholders, and provides training and technical assistance, but much of the work of DNS is administered through contracts with community-based organizations. In 2021, 76 percent of its budget went toward contracts with more than 70 different community partners. For many of the program areas below, we included the partner agencies and contract totals. DNS's 2021 Budget Report[11] provided much of the following information, with additional information provided by DNS staff. This review of budgetary and contractual data highlights the opportunity to expand partnerships with human services organizations to improve public health violence prevention outcomes.

Currently, the capacity within the DNS system to track outcomes is largely limited to output/input measurement. For example, programs can track the number of people served or wait lists but are not able to track outcomes or recidivism information effectively. Moving to track outcomes represents a maturity progression and will take time over the course of implementing this plan.

Evidence-Informed Strategies:

Project Life/Group Violence Intervention

Overview: Group Violence Intervention (GVI) works to reduce street group-involved homicide and gun violence. Research suggests that a large percentage of gun violence that occurs in cities is driven by a relatively small number of people organized into groups. The GVI strategy focuses on those groups to reduce group-involved homicide and gun violence. The program's strategy is to reduce peer dynamics in the group that promote violence, create accountability, foster internal social pressure that deters violence, and set clear community standards against violence, utilizing best practices outlined by the National Network for Safe Communities and John Jay College[12].

GVI brings together community, social services, and law enforcement. Together, the partners help people who are involved with group violence to understand the moral and legal consequences of continued engagement in violence. GVI providers also work with group members to help keep them safe, alive, and free; offer needed resources; address trauma; and create offramps away from cycles of violence. The outreach providers are credible messengers from the community with lived experience with group violence.

Impact and Effectiveness: Between 2017 and 2022, GVI served more than 430 people who are facing the highest levels of risk for involvement with gun violence. Before GVI implementation, there were 93 group-member involved non-fatal shootings in Minneapolis between May 4 – September 21, 2016. In 2017 (the first year of implementation), there was

a 55 percent drop in the number of group-member involved non-fatal shootings between May 4 – September 21 (93 down to 42). In 2018, the number dropped again to 25 for the same period—a 40 percent drop compared to 2017 and a 73 percent drop compared to 2016. In 2019, the number of group-member involved non-fatal shootings was 27, a slight increase from 2018, but a 71 percent drop compared to 2016. The May – September timeframe is used for analysis because GVI activities are largely focused on the summer months when community violence is historically higher.

Minneapolis Strategic Outreach Initiative (MinneapolUS)

Overview: The MinneapolUS Strategic Outreach Initiative is a coordinated, public-health-driven strategy that treats violence as a contagion and works to prevent and reduce community violence by stopping its spread. DNS contracts teams of Violence Interrupters to implement this work. Interrupters are people who already have strong relationships and credibility with young adults, neighborhood members, community leaders, and service providers. They detect potentially violent events and use informal mediation, non-physical conflict resolution, and interruption expertise to de-escalate situations before they become violent. Interrupters also support behavior change for people at risk for violence by connecting them with jobs, housing, mental health and chemical dependency services, and other resources to support them toward a positive path.

In alignment with the GVI initiative goals, Interrupters also work to change community norms, mobilizing entire communities to reject violence, and healing communities through activities like awareness building, community gatherings, and peace walks. DNS provides training and technical assistance on the program model, which is modeled after the evidence-based Cure Violence models, to support fidelity.

Impact and Effectiveness: In 2021, seven organizations were contracted to implement teams of Violence Interrupters. To support program evaluation, each organization was asked to complete a survey regarding their work from May 15 – December 31, 2021. Based on these survey responses, there were 151 Violence Interrupters dedicated to the MinneapolUS initiative. The survey captures output and input data only. They completed 854 outreach shifts, with coverage between 4:00 – 11:00pm on various days of the week. There were 8,955 reported contacts with individuals at high risk of being either a victim or perpetrator of violence, with 3,934 (44 percent) of those engaged receiving services, resources, or referrals. Over this same period, there were 1,505 reported conflict mediations. Mediation involves active engagement to de-escalate conflicts and can include working with groups and individuals to reach a mutually acceptable truce, short-term relocation, mediation sessions with group leadership, and conflict resolution efforts with individuals.

Youth-Centered Prevention and Intervention:

Inspiring Youth

Overview: Inspiring Youth is a City-funded early intervention resource for young people (and their families) ages 10-17 experiencing factors that may put them at risk of involvement with violence. Young people are referred by schools and diversion partners and matched with a Youth and Family Worker. That person serves as an additional pro-social adult in the young person's life while also using deep knowledge of resources to navigate systems. The goal of that work is to promote protective and resiliency factors that can help buffer against risk factors associated with involvement with violence.

Impact and Effectiveness: In 2021, DNS contracted with Tubman, a Minneapolis-based nonprofit servicing individuals and families impacted by trauma, to administer the program. Tubman was awarded $361,000. Pre- and post-surveys of youth who participated in the program for 12 months reflect the following improvements:

- 88 percent of participants had a decrease or leveling of behavior problems at school
- 74 percent of participants had a decrease or leveling in school truancy
- 79 percent of participants had a decrease or leveling of violent behavior incidents
- 89 percent of participants report that the program has given them positive adult role models
- 62 percent of participants report that the program has helped them plan ahead and make good choices

During the last reporting period (April 1 – June 30, 2022), 39 individuals received services. The bullets below reflect the number of services provided in total (duplicative count):

- 233 individual mentoring sessions
- 126 non-therapeutic parent meetings
- 37 parent coaching sessions
- 14 advocacy sessions with schools or courts
- 10 participants received employment support
- 8 participants accessed mental health services
- 5 homework help sessions
- 5 classes/field trips were provided
- 3 job skills training sessions

Youth Connection Center

Overview: Formerly called the Juvenile Supervision Center, the Youth Connection Center (YCC), provides supportive services, needs assessments, resources and referrals, and community-based aftercare for young people ages 10-17 who encounter law enforcement for truancy, curfew, and low-level offenses. The YCC is a 24/7 resource shared by the City of Minneapolis, Minneapolis Public Schools, and Hennepin County. The YCC is located in downtown Minneapolis near City Hall.

Impact and Effectiveness: In 2021, the YCC partners (City of Minneapolis, Hennepin County, and Minneapolis Public Schools) contracted with The Link to administer the program, with DNS serving as the lead contracting entity. The Link is a Minneapolis-based nonprofit organization that provides housing and support services, youth advocacy, and safe harbor services for youth. The Link was awarded $315,841 in 2021 to operate the program.

In 2021, the YCC served 301 unduplicated young people. Among youth who reached active status with YCC case management in 2021, 92 percent did not have any further status offenses or criminal offenses within six months of completion. Among youth who were not enrolled in school at the time of their referral, 100 percent enrolled in school during case management with the support of their case manager.

Coaching Athletes Into Leaders

Overview: Through Coaching Athletes into Leaders, the Department of Neighborhood Safety partners with high school coaches to use a curriculum to talk with athletes about healthy relationships. This evidence-based model is designed to help prevent dating violence and relationship violence. They have worked with coaches at North, Henry, Edison, and Cooper high schools and community settings.

Impact and Effectiveness: Between 2016 – 2021, DNS trained more than 60 coaches who, collectively, oversee programs with more than 350 athletes. Following program participation, surveys of athletes captured the following results:

- 98 percent of athletes reported meeting the goal for recognizing abusive behavior.
- 47 percent reported an increased likelihood to intervene in unhealthy relationship behavior.
- 90 percent felt connected to caring adults (Connection to a caring adult is a key factor that can protect against youth violence).

Youth Violence Prevention Week

Overview: The Department of Neighborhood Safety observes Youth Violence Prevention (YVP) Week annually. During YVP Week, they sponsor a diverse array of community-driven, youth-oriented activities including sports tournaments, art and theater performances, healing circles, and educational activities focused on youth empowerment. The goal of this weeklong campaign is to raise awareness about violence as a public health issue and to educate youth, parents, teachers, and the community on effective ways to prevent or reduce youth violence.

Impact and Effectiveness: In 2021, 15 organizations received funding to support YVP activities, each receiving between $1,000 - $2,000. Grantees included: Brothers EMpowered, Change Equals Opportunity, Change Starts With Community,

Confederation of Somali Community In Minnesota, Corcoran Neighborhood Organization, Emerge Community Development, Hennepin Theater Trust, Hopewell Music Cooperative – North, Innovative SOULutions, Legal Rights Center, Phumulani Minnesota African Women, Restoration, Inc., The Doorstep Foundation, Urban Youth Conservation/Ferome Brown, and We Push for Peace.

Capacity Building and Innovation:

Violence Prevention Fund

Overview: The Violence Prevention Fund invests in community-led strategies that address multiple forms of violence in diverse ways. It is built on the understanding that a successful citywide approach to violence prevention must incorporate strategies that are rooted in the experience and wisdom of community-based practitioners. Violence Prevention Fund activities have included community building, space activation, youth skills training, youth-led programming, leadership development, street outreach, trauma awareness and resilience work, restorative justice events, partnership development across organizations and systems, community meals, resource referrals, and more.

Impact and Effectiveness: In 2021, 32 organizations received funding. The total award amount was $1,104,967, with grants ranging from $10,000 - $65,833. In total, grantees completed more than 180 events or activities and engaged an estimated 9,820 individuals. Sample projects include providing stipends and skills training to young people, teaching co-parenting skills, providing a reading and cultural literacy program, supporting youth-led neighborhood engagement and safety planning, and creating an anti-violence PSA.

Grantees included: American Indian OIC, Art is My Weapon, Black Family Blueprint, Center for Multicultural Mediation, Chinese American Chamber of Commerce, CLUES, Conflict Resolution Center, Dynamic Family Solutions, Elliot Park Neighborhood Association, Emerge Community Development, Encouraging Leaders, Greater Minneapolis Council of Churches, Growing North Minneapolis, Hennepin Theatre Trust, HIRED, Kente Circle Training Institute, Lao Assistance Center of Minnesota, Lutheran Social Services, Neighborhood HealthSource, Northside Residents Redevelopment Council, Phumulani Minnesota African Women, Pillsbury United Communities - Brian Coyle Center, Restorative Justice Community Action, Sanctuary Covenant Church, Inc., SEWA-AIFW, Somali Community Resettlement Services, St. Olaf Lutheran Church, The Anika Foundation, The Banyan Foundation, The Man Up Club, Webber Camden Neighborhood Organization, and We Push for Peace.

Stable Homes Stable Schools

Stable Homes Stable Schools, while not operated by the Department of Neighborhood Safety, is a strong example of City-funded violence prevention programming. This program offers housing assistance to families of students impacted by the Mckinney-Vento Program. The premise is that providing housing to families contributes to student success and improved long-term health and wellbeing and socioeconomic mobility outcomes.

Overview: Stable Homes Stable Schools is a pilot program with funding to provide rental assistance to 320 families of elementary students experiencing homelessness. Families who are currently homeless, as defined by the McKinney-Vento Act, receive up to 3 years of rental assistance and support. Families who are facing eviction, or at-risk of becoming homeless, receive one-time emergency funds and wrap-around support as needed. School district social workers identify eligible families, the City and Public Housing Authority fund rental assistance with additional emergency funds provided by the Pohlad Family Foundation, and Hennepin County and the YMCA provide support services to families.

Impact and Effectiveness: Minneapolis Public Schools identifies approximately 2,500 families who are experiencing homelessness annually, half of which would not qualify as being homeless under the U.S. Department of Housing and Urban Development's definition. In the first year of the program (2019), 250 families were served, including 700 children. The program has now grown to serve 320 families annually. In 2019, 90 percent of families served remained in their same school, which was higher than the district average of 86 percent and much higher than the average for families experiencing homelessness who were not enrolled in the program (65 percent).

Assessing Current Department of Neighborhood Safety Efforts

While the landscape review spoke to the broader factors supporting and hindering violence prevention efforts, this section speaks more directly to current Department of Neighborhood Safety programs. Our high-level assessment is provided below, with more specific recommendations included in the Action Steps recap later in this section.

Policy and Practice

- As noted above, DNS has been pulled in many different directions. As a result, the service menu is somewhat piecemeal. Greater investment in a fewer number of programs to increase laser-like focus on impact would be our recommended strategy. As the City and DNS build further capacity in Phases Two and Three of this work, the City can expand and scale its efforts in this area as appropriate.

Systems and Infrastructure

- There has been limited investment in Continuous Quality Improvement (CQI) staff and systems as evidenced by a lack of outcomes data and staffing shortfalls in supporting CQI efforts. Additional resources are needed to assess fidelity and inform continuous improvement efforts. It should be noted that policymakers are responsible for allocating FTEs, so their support will be required to expand this capacity.

- CQI systems should be connected to a larger, enterprise-wide effort to create common goals and accountabilities. Many jurisdictions across the country are using a Results Based Accountability framework to build out dashboards and track performance. The RBA framework enables monitoring entities to tell the story behind the curve and better explain the pace of progress and outcomes achieved. The development of common goals and metrics for the youth services and violence prevention programming across the City enterprise will help with managing implementation, adjusting operations as necessary, and transparently reporting progress to the public.

Human Capital and Collaboration

- Collaboration externally is strong as DNS programs are largely administered through contracts with community-based organizations. Contract monitoring needs to be improved, however, in support of CQI. Currently, there is only one contract manager overseeing all DNS contracts. It should be noted again that policymakers allocate the FTE counts, so their support will be required to expand this capacity.

- Internal collaboration has been challenging. Programs are not fully integrated across departments. They are siloed. The new governance structure offers an opportunity to improve this.

Action Steps: Building the Preventive Services Ecosystem

To support city leadership with achieving their vision, the following recommendations provide a phased approach to enhancing preventive services in Minneapolis.[13] Each phase represents an expansion of the core violence prevention work that is currently underway. It should be noted that developing a service ecosystem that is responsive to the evolving needs of the community is an ongoing effort. To enable this phased approach, the City will also need to fully embrace the newly implemented organizational structure. As such, the report also includes a section outlining recommendations for the new Office of Public Service and the Office of Community Safety.

Phase One: Near-Term Recommendations

Phase One recommendations will focus on improvements to the current violence prevention services menu. Phase One is focused on programs currently operated by the City and speaks to improvements in service coordination and integration. Our analysis has shown that the City's biggest challenge is not a lack of services and initiatives, but instead a lack of coordination and misalignment of systems for monitoring and continuous improvement. This phase will also speak to how the City can prepare to leverage partnerships and funding in Phase Two.

Preventive

Policy and Practice	Recommendations
Prioritize Core DNS Programs	• Review current DNS programming and identify those with the best outcomes and closest alignment to the mission of the Office.
	• Revise the DNS budget to further invest in select, high-impact programs and divest from programs with low return on investment.
Create a City Service Inventory	• Catalog all violence prevention programming in the City, not just DNS services, including populations served, referral sources, and fund sources.
	• Analyze results to identify additional opportunities for collaboration and how to best leverage existing programs.
Improve Internal Collaboration	• Work closely with the Community Safety Commissioner, City Operations Officer, and department leadership to identify opportunities for further collaboration and points of friction.
	• Develop plans to capitalize on opportunities and address points of friction.
	• Develop regularly scheduled cross-departmental meetings to discuss collaboration efforts and progress. Properly staff and support meetings to ensure clarity of purpose, agenda setting, and effective facilitation.
	• Build better alignment between DNS programming, crisis response, and aftermath supports.

Systems and Infrastructure	Recommendations
Build Capacity of the Department of Neighborhood Safety	• Ensure sufficient IT, HR, and other administrative resources are in place to support DNS. DNS recently transitioned from reporting to the Health Department (and receiving Health Department infrastructure support) to operating as a standalone department.

Enhance Continuous Quality Improvement Infrastructure	• Hire a DNS staff member who will be dedicated to the development and implementation of a robust continuous quality improvement (CQI) program.
	• Develop a performance metrics plan for Preventive Services, with guidance from the performance metrics recommended in this plan below.
	• Consult with other departments and the Performance Management and Innovation Department to align output and outcome tracking across departments and programs. We recommend using the Results Based Accountability model.
	• Invest in a data collection system to capture outputs and track outcomes.
	• Train staff and community partners on the new CQI program and data system.
	• Conduct regular, cross-departmental meetings to review results and identify opportunities for improvement.
	• Develop a public dashboard to report data to the community.
Improve External Service Navigation	• The City should work with United Way 211 to streamline and improve its online and warm handoff navigation for residents. • This resource directory should link across programs and services to offer whole family/ whole person solutions that match the needs to services. Currently, the search for youth violence prevention programs may not result in housing or income support or employment resources but rather only out-of-school time or diversion activities.
	• The City should explore contracting with 211 (the universal nationwide human services information and referral call number) to build out Minneapolis navigation services and ensure the alignment of 211 with 311 (the public services information and referral call number).
	• Train staff across the enterprise to utilize 211 as a tool to connect individuals and families to services. Work with the United Way to support this training.
Human Capital and Collaboration	**Recommendations**
Train Community-Based Staff/ Contractors	• Identify all community-based staff/contracted positions (e.g., Community Outreach Workers, Community Ambassadors, Community Liaisons, Community Navigators, Community Health Workers, etc.). It is important to assess roles and responsibilities across these multiple functions to understand the landscape and to reduce redundancies and expand coverage of services.
	• Develop a unified training program to build competencies and capacities to navigate cross-sectorally to meet the needs of residents reaching out for help. Include utilization of the United Way's 211 system in the training.
	• Assess the effectiveness of the training program.

Enhance the Contracting Process with Community-Based Organizations	• Implement performance-based contracting, building on existing practices and leveraging County expertise.
	• Build contract monitoring competencies for program staff.
	• Build incentives for good performance.
	• Create opportunities for greater collaboration between like service providers. E.g., require contract partners to attend sessions where DNS shares updates and opportunities for collaboration.
	• Increase access to capacity-building opportunities for small, emerging nonprofits to engage in public sector contracting and support the City's equity goals (i.e., Blueprint Approved Institute).
Contract Monitoring	• Invest in additional staff capacity to enhance contract monitoring with community-based organizations in support of CQI.
	• Consider splitting administrative and programmatic contract oversight.

Phase Two: Mid-Term Recommendations

Phase Two focuses on expanding the service ecosystem and leveraging partnerships and funding with the County and State. This phase will focus on growing the services and programs that the City operates or provides in partnership with Hennepin County, various state departments, and other community providers. These additional services will focus on responding to the needs of individuals and families in the community, in alignment with the service framework described above. This phase builds upon the internal systems of integration, monitoring, and continuous improvement developed in Phase One. Phase Two can begin concurrently with Phase One, but given the focus and attention each phase needs, it could also be sequenced in a more linear fashion.

Policy and Practice	Recommendations
Expand State and County Partnered Programs	• Purposefully engage with County and State partners to leverage and expand available programming and service array.
	• Capture program partnerships through MOUs, data-driven analytic capabilities, and shared tracking of outcomes. • *Agreements should be modeled after the interagency commission on homelessness and the shared outreach and supportive housing efforts that currently exist between City and County.*
Expand City-Led Programs	• Continuously assess emerging and unmet city needs.
	• Select 3 to 4 areas each budget cycle where multiple fund sources can be leveraged to address the identified needs and to keep innovating toward a seamless and responsive system of care.

Develop a Youth Drop-in Center	• Fund the development of a youth drop-in/community center in downtown Minneapolis. • Note: While the YCC serves as a drop-in center of sorts, due to its close association with law enforcement we recommend the creation of a separate center where youth and community members can engage in activities, connect to services, and build community.
Develop Strategies to Disseminate Service Information to Members of the Community	• Develop materials to share information about available services and information about eligibility and access protocols in easy-to-understand language. • Translate all promotional and marketing materials into multiple languages to address the language access needs of minority and immigrant populations. • Ensure that all materials are 24/7 accessible.
Systems and Infrastructure	**Recommendations**
Assess Program Fidelity	• Develop protocols for all partners within the ecosystem.
	• Evaluate and publicly share the results on the findings of impact, in support of the CQI process.
Develop Collaborative Spaces	• Create safe, trusted, physical spaces for collaboration and community-centric service delivery to occur, including a location for youth downtown where youth tend to congregate. The availability of a center and structured activities downtown will mitigate risk of youth engaging in unlawful or at-risk behaviors.
Human Capital and Collaboration	**Recommendations**
Improve Coordination and Partnership with Hennepin County	• Develop a liaison function to improve City-County relationships and collaboration.
	• Empower the liaison to work with the City Operations Officer and Community Safety Commissioner to improve coordination and collaboration at the policy and delivery levels.
Enhance Partnership Formation and Management	• Develop model MOUs for data sharing, resource sharing, joint training, case management protocols, and shared dashboarding across the ecosystem.
	• Monitor progress and areas needing adjustment and be nimble to adjust strategies and outcomes.
	• Report on progress and manage accountability throughout the ecosystem using the new City governance model.
Expand Community-Based Staff, Contractors & Partners	• Continue to invest in trusted, community-based staff/contract positions across the enterprise to help residents access the services they need.
	• Expand the service navigation training program described in Phase One (*see Train Community-Based Staff/Contractors*) to include individuals in trusted positions within the community (e.g., teachers, librarians, bus drivers, etc.).

Phase Three: Long-Term Recommendations

Given the immediate need to stabilize service delivery systems and to leverage state and county partnership opportunities, Phases One and Two were focused more on strengthening the operational framework around the existing service array. Identifying funding opportunities to address immediate and critical response needs was also an important task in the early phases. However, system transformation requires a multi-dimensional response including an intentional, focused, and purposeful effort to improve outcomes for all residents and address the root causes of poverty, racism, and inequitable resource allocation. Phase Three involves the methodical and time-intensive effort of rebuilding trust and resilience in the community. It requires the Government to reinforce its social contract with all residents. Phase Three requires building upon the efforts of Phases One and Two and continuously engaging the community to identify gaps and needs to tailor the ongoing development of the ecosystem. It is predicated upon continuously addressing accessibility, supporting more responsive contracting tools that build community capacity and multi-sectoral approaches, further pushing prevention into the community response space. This effort will require many years of hard work, investments, partnerships, and transparency.

Policy and Practice	Recommendations
Create an Expanded Ecosystem Map	• Create an expanded ecosystem map that includes organizations addressing root causes to better understand existing assets and opportunities to create new ones. • Identify strategies to close gaps in services and service accessibility.
Implement an Expanded Service Menu	Expand services to address root causes of violence, working collaboratively with the County and other service providers. Service areas may include: 　o　Workforce Development 　o　Economic Development 　o　Community Wealth Building 　o　Addressing Social Determinants of Health 　o　Two-Generation Family Self-Sufficiency (e.g., Head Start and workforce development being offered at the same location) 　o　Fatherhood and Re-entry Program Investments *The City will need to work closely with the community and partners to prioritize the expansion of services.*
Develop a Practice Model	• Develop a practice model that describes the City's approach to service provision. The practice model should be multi-tiered and support coordination activities that range from simple information referral to intensive case planning and supports. • Make case management and care coordination resources available at various tiers of intensity to support the practice model. • Ensure that all services are individually guided and person-centric while supporting the achievement of individual, system, and population-level outcomes. • Embed equity and social justice principles throughout the program model. • Develop protocols for all partners within the ecosystem.

Systems and Infrastructure	Recommendations
Invest in an Enterprise-wide IT System	• Partner with the Greater Twin Cities United Way to enhance their 211 system to enable virtual referrals, case management, tracking of outcomes, and a credible dashboard.
	• Train city staff, contractors, and other partners (as necessary) on system use.

Human Capital and Collaboration	Recommendations
Invest in Staffing	• Map the staffing needs within the ecosystem.
	• Resource the system to meet that need.
	• Collaborate with academic institutions and employers to ensure robust recruitment and retention efforts to build the necessary workforce to support the ecosystem.
	• Ensure that the diversity of staff reflect the demographics of the City.
	• Provide competitive wages and safe working environments that promote an equitable workforce framework.
	• Engage community organizers, peers, and community health workers as a part of the staffing complement.
Support Community-Based Partners	• Invest in ongoing capacity building for organizations to support the successful achievement of performance-based contracts that are outcomes and impact driven and move beyond merely capturing outputs and inputs. Over time this performance-based contracting effort will improve efficiency and effectiveness of all multi-sectoral delivery pathways.
	• Support contracted provider agencies in providing competitive wages, safe working environments, and resources to support wellbeing.
Support Staff and Partner Development	• Train staff and partners in evidence-based and evidence-informed practices.
	• Build a trauma-competent system of care and train staff and partners in critical trauma competencies.

Performance Metrics for Preventive Services

As Minneapolis builds out its preventive services ecosystem, it will need to develop and implement ongoing performance metrics to gain insights into what is happening, what is working, and how the system can improve to better meet the community's needs. The **Governance** section earlier in this plan discussed the need for Minneapolis to embed analytics and CQI personnel within its committees to help generate meaningful performance metrics and data-driven management mechanisms spanning the ecosystem. We recommend that Minneapolis embark on an in-depth process of creating a comprehensive performance metrics plan and then implement this plan expeditiously in phases, as resources and data become available, to support data-driven management across the ecosystem. The list of recommended metrics below is only intended for consideration by the City. The City should pick a short list of impactful measures that they are able to track and gradually grow over time with the phased implementation of this plan.

We recommend that Minneapolis consider incorporating the metrics below and others identified by its Preventive Services subcommittee into a real-time dashboard to facilitate close management of these services and public

transparency. This dashboard would help the City proactively identify and address operational issues and embed data-driven decision-making practices into its operations. This in turn will prepare the City to nimbly respond to mitigating the risk of violence and strengthening community resilience.

Individual & Population Outcomes

To provide insights into the City's efforts and impact improving outcomes for community members, we are proposing a set of measures for consideration. These measures have been proposed based on our collective experience working in the area of policy and program delivery for children and youth and their families. We recommend considering the following metrics, broken out by age group:

Ages 0-3

- Prenatal
- Birth to Three
- Early Childhood Education
- Early Childhood Mental Health
- Food Security
- Housing Security
- Strong Parenting

- Two-generation (2Gen) approaches that marry job placement of parents with early childhood services
- Infants and Toddlers
- Nurse Home Visiting
- Healthy Families
- Affordability and Accessibility of Childcare Services Available, including access, quality, wait lists, and gaps

Ages 3-8

- Pre-K
- Children Entering Kindergarten ready to learn
- Parental Resilience and Whole Family Approaches, especially around truancy in young children
- Early Childhood Mental Health
- Tracking suspension and expulsion data from pre-school to elementary
- Food Security

- Housing Security
- Strong Parenting – child abuse and neglect reporting
- Parental Economic Self-Sufficiency/Stability
- Healthy Families
- Parental Behavioral Health Needs
- Services Available, including access, quality, wait lists, and gaps

Ages 8-12

- 3rd Grade Reading and Math Proficiency
- Out-of-School Time Activities
- Truancy
- Suspensions
- Expulsions
- Behavioral Concerns
- School Performance

- Social Determinants of Health impacting educational achievement – poverty, health, behavioral health, child abuse and neglect reporting, housing, and food insecurity
- Services Available, including access, quality, wait lists, and gaps

Ages 12-21

- Early Warning indicators of academic failure and youth disengagement – grades, suspensions, expulsions, behavioral issues, suspected and proven gang involvement, parent disengagement, or pleas for assistance
- Out-of-School Time Activities
- Truancy

- Runaway Status
- Child Abuse and Neglect Reporting
- Juvenile Justice System Involvement
- School Dropout
- Alternative Programs, including vocational education
- Higher Education Access Support
- Graduation Rates

- Career Planning and Access
- Teen Pregnancy
- Fatherhood
- Family Support

- Connection to a Responsible Adult
- Services Available, including access, quality, wait lists, and gaps

Ages 21-26

- Gang and Criminal Activity and Reduction
- Re-engagement in Society and Community – jobs, education, vocational training, fatherhood, restorative services, housing, health and behavioral health services, healthy parenting, and re-entry programs

- Services Available, including access, quality, wait lists, and gaps

Ages 26+

- Gang and Criminal Activity
- Engagement in Society and Community, including jobs, education, vocational training, fatherhood, restorative services, housing, health services, behavioral health services, healthy parenting, and re-entry programs

- Public Safety Diversion and Crisis Intervention Programming
- Services Available, including access, quality, wait lists, and gaps

Whole Family Approaches

Anti-poverty efforts
- Career Development and Jobs
- Education
- Housing
- Income Supports
- Mental, Physical, and Spiritual Supports
- Childcare
- Food
- Supports for Aging out of Foster Care

Family Resiliency efforts
- Health
- Behavioral health
- Strong Parenting and Prevention Programming
- Domestic Violence and Other Treatment Services
- Two-generation approaches
- Support for Kinship Caregivers
- Outreach and Wrap around for Children, Youth and their Families
- Services Available, including positive youth development activities

Programmatic Outputs and Outcomes

Potential performance metrics to consider across the Preventive Services ecosystem include the following, many of which are used by existing programs. Minneapolis should strive to implement meaningful performance metrics spanning the diverse programs in this area, while recognizing that not every metric may apply to each unique program.

Youth Programs

- Total Engagement Events and Participants:
    - Mentoring sessions
    - Skill training events
    - Parent engagement sessions
    - Mediations
    - Other specific engagement categories as helpful
- Case Management: active support cases versus capacity for case management
- Educational Assistance Provided

- Job Training and Employment
- Housing Assistance
- Resource Connections and Referrals, including to behavioral health, housing, and other services
- Number of Meals Served
- Graduation Rates
- Frequency of Behavior Problems at School / In and Outside of School Suspensions
- Frequency of School Truancy
- Frequency of Violent Behavior Incidents
- Number of summer jobs for youth / youth employment rates
- Percentage of participants reporting that the program has given them positive adult role models
- Percentage of participants reporting that the program has helped them plan ahead and make good choices
- Participant Satisfaction, by survey
- Community Awareness of Resources, by survey

Violence Prevention

- General Engagement Activities
- Number of Individuals Engaged
- Outreach and Intervention Contacts
- Number of Community-initiated Violence Prevention Interventions co-existing in the community without public sector funding
- Caseloads
- Provision of Support Services:
    - Behavioral health
    - Job training
    - Job placement
    - Education
    - Housing
    - Childcare assistance
    - Financial assistance
    - Peer support
- Frequency of Petty and Violent Crimes Amongst Participants
- Frequency of Victimization Amongst Participants
- Percentage of participants not engaging in violent crime over a given time period
- Participant Satisfaction, by survey
- Community Awareness of Resources, by survey

Responsive Services:
Ensuring Vital Public Safety

A primary responsibility for the City of Minneapolis is to address the real-time crime and social order issues that inhibit the development of safe and thriving communities. Even with the best prevention-oriented services, crime and disorder will occur. Beyond that, Minneapolis can build and grow community safety services that are people-centered and uplift human rights, dignity, and equity.

The growth of the community safety ecosystem is imperative to not only meeting current demands for equity in safety, but also future needs for ensuring the social compact between the City of Minneapolis and its residents. More holistically, Minneapolis is not an island unto itself, but rather a visible and pivotal city in the nation's movement to prevent and respond to multiple forms of crime and disorder while ensuring the human rights and equal protection for all people.

In addition, building new community safety solutions and ensuring the social compact between the City and its residents addresses the underlying demands that drove the Minneapolis ballot initiative in 2021, which would have established a new and multi-disciplinary public safety initiative. And although the initiative failed, at the core of the debate and vote was the question of how Minneapolis could form a new, more expansive, and equitable model of public safety while ensuring the continuity of vital policing services, and this plan helps address those concerns and choices.

To meet these demands, as well as set a course for the future, this section of the report covers the Responsive Services that address incidents in real-time via virtual methods, civilian responders, multi-disciplinary co-responders, and sworn officers. This mix of capabilities and new methods of service delivery further builds out the **community safety ecosystem model** (*a network of organizations, services, and programs that collaborate and co-produce new solutions to solve the root causes of individual, family, and community safety challenges and foster thriving families and communities*) developed throughout this report.

This section first provides background on defining and contextualizing methods of response. The section then focuses on building out response options to develop a 360-degree response to build a *safe and thriving* community for all residents in Minneapolis. These response options include not only services that Minneapolis is already piloting, but also new response strategies that we believe are among the most promising. Lastly, the section provides insight on how to redesign 911 and communications systems to connect the community to the expanded response options ecosystem.

Key questions in this section include: What does Minneapolis want community safety to be? What other services does Minneapolis want created or enhanced to respond to the community's needs, instead of or in tandem with police? What will it take to realize this expanded ecosystem of services? And how can Minneapolis seamlessly connect its community to an expanded ecosystem of services to support *safe and thriving* communities? These and other questions of vital public interest are explored throughout this section.
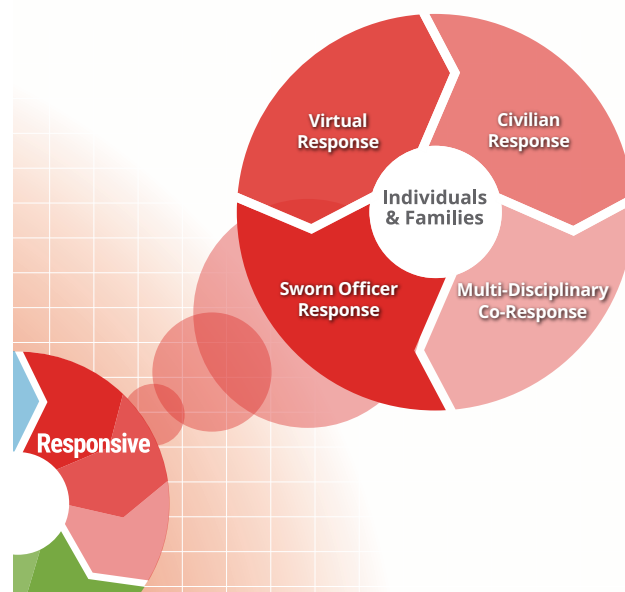
Background: Providing the Right Response to Optimize Community Outcomes

In an ideal community safety system, calls for service will be met with the right response, by the right responder, at the right time. Police response is necessary in cases of immediate danger or some crimes in progress, but many 911 calls are of a non-criminal or non-urgent nature and do not require a sworn officer response. In practice, when a 911 call is made, a police response has historically been the default. This places a strain on police resources, increases odds that problems will be met with an enforcement-oriented response, and has the potential to exacerbate racial disparities.

Multi-disciplinary responses, or alternative responses, are services that provide people with appropriate medical, social-service, or community-based resources in lieu of or in addition to a police response. Diversified response options to police services exist across a spectrum of possible service areas. Such strategies are sometimes used in cases where a police response is not the best fit for the situation, including but not limited to mental health, substance use, animal control, traffic calls, and noise complaints. Responses may be in-person or virtual and include non-law enforcement government actors (such as EMS), mental health clinicians, or staff of contracted community-based organizations and collectives.

Communities across the country are exploring novel solutions for delivery of community safety services, including upstream support for housing or food insecure individuals; proactive mental health, medical, and addiction/recovery services; alternative response to and diversion of low acuity crime; *and* alternative responses to individuals in crisis. Some studies have found that 23 to 39 percent of 911 calls were low priority or non-emergent and therefore potentially eligible for diversified response; in contrast, 18 to 34 percent of calls were life-threatening emergencies.[14] As discussed below, while there is appeal to determining risk based on call assignment by 911, most jurisdictions have continued to be cautious about assuming too much about a call based on initial classifications. This is because many calls have a final disposition or outcome that varies considerably from what was believed at the inception of the call.

Responsive Services

Virtual Response
Civilian Response
Individuals & Families
Sworn Officer Response
Multi-Disciplinary Co-Response

Responsive

However, the overall point here is that there is significant opportunity to rethink what resources could be deployed for call response, and many jurisdictions are exploring opportunities for alternative responses.

Fundamentally, the development of alternative responses depends on defining what police should handle, what civilians can handle, and what police and civilians should handle together. When offloading responses to alternative response entities, the City will need to conduct a workload-based analysis to identify the necessary staffing and resources to meet the desired demand for alternative response provision. Throughout this process, the City will need to grapple with how it can build and integrate services and develop new and deepening partnerships across services to generate new levels of effectiveness, efficiency, and equitable outcomes for the community.

This fundamental analysis and decision-making process is vital as empirical evidence about alternative response effectiveness is limited. While many strategies are being piloted, data from rigorous impact or outcome evaluations are generally not yet available. While we would prefer to be able to base the recommendations outlined in this report on such evidence, we recognize that Minneapolis needs change now, not several years from now. As a result, Minneapolis in many respects is positioned to lead innovations in public safety nationally and help establish the evidence base for what works in reimagining policing.

As Minneapolis works to expand its diversified response ecosystem, it is important to recognize the potential limitations of various alternative response areas, the funding impacts of scaling alternative responses, and the potential ecosystem impacts of shifting resources from one service to another. This statement in no way recommends that policing remain the default response for all incidents; rather, efforts toward the ecosystem approach endorsed in this plan need to be implemented with clear consideration of the potential impacts, limitations, and consequences of future initiatives. As a study by Cynthia Lum et al. in this area concluded, "We find that the amount and types of incidents for which people call the police are voluminous, with the vast majority not obviously transferable to other organizations or government sectors without significant resource expenditures or adjustments. However, if the police retain these responsibilities, they also need to reconsider how they can more effectively address community concerns."[15]

As Minneapolis works toward expanding alternative responses, it will need to maintain the ability to respond to the vast array of calls received by the community. Minneapolis will need to consider the availability and capability of future alternative responses in meeting call demand and whether to staff them 24/7 or just during peak demand. Public safety has defaulted to the police for decades as the capacity of other human services has declined. As a result, the default is to send police officers – all hazard responders – to a wide variety of social service and emergency calls without distinction. **We posit here, and throughout this report, that capacity – the ability to manage a situation – is not the proper metric. Instead, determining the best resource with the highest likelihood of generating positive outcomes should be the goal of a high functioning community safety system.**

To significantly reduce police call volume, Minneapolis will need to greatly expand its ecosystem of alternative response options. While alternative responses to behavioral health crises have garnered most of the attention in reimagining efforts and are an important innovation in this area, behavioral crisis calls represent roughly three percent of calls for service in Minneapolis and five-10 percent of time spent by officers on calls for service, and Minneapolis is unlikely to divert all these calls to solely civilian responses, as discussed below. **Alternative responses to behavioral crises are certainly an important area for innovation, but clearly Minneapolis will have to advance alternative responses for other incident types as well to significantly reduce police response to calls for service.**

Where Minneapolis does deploy civilian responders in its efforts to expand alternative response, it obviously needs to do so in a safe manner. To implement successful services and appropriately staff alternative response units, potential candidates will need confidence that their roles can be effective and conducted safely. To this end, it is imperative that the City recognizes that call intake does not always result in comprehensive, accurate information regarding the event to properly inform dispatch and scene response. Indeed, the initial call classification frequently changes to a different call type, as previously discussed. For example, a behavioral crisis call can turn into nothing at all, and a behavioral crisis call can turn into an incident with an assault. As Minneapolis continues with its expansion of alternative response initiatives, it will need to continue to grapple with the potential for risk not articulated during call intake, including defining the risk thresholds for sending a civilian without police to certain calls.

With these considerations in mind, we recognize the barriers to concurrently implementing all strategies outlined

In 2020, the Minneapolis Office of Performance & Innovation conducted a survey of Minneapolis residents about their concerns and preferences on mental health response and reporting of non-emergency crimes. Overall, the survey found that community members were uncomfortable and unsatisfied with traditional responses and desire autonomy and choice in the form of response they receive.

In situations where residents were experiencing or witnessing a mental health incident:

► Respondents reported protection of self or others, particularly BIPOC, as a reason that issues were not reported, or police presence was not desired.

► This dynamic has contributed to many people NOT calling the City of Minneapolis when experiencing or witnessing a mental health crisis.

► Respondents prefer a mental health professional or social worker who has de-escalation and mental health training to respond to a mental health crisis.

In situations where residents were experiencing or witnessing a non-emergency crime, regardless of crime type:

► The majority do not request police presence because police make them feel unsafe, are unhelpful in resolving the situation, or are unnecessary for the type of incident.

► The majority reporting property damage or non-violent theft contact 911 whereas most people reporting traffic or parking concerns contact 311. In addition, fewer people report crimes via 311 online options despite high levels of comfort with reporting option.

► People value a customer service approach that does not include a sworn officer response when reporting their non-emergency crime to the city.

► A major inference from these surveys is that many Minneapolis community members feel underserved regarding equity and availability of response options. Thus, a redesigning of services and investment is required for optimal outcomes and community satisfaction.

here. We suggest applying the strategic approaches described in the **Overview** section of this plan to decide which of the approaches presented in this section provide the best fit for Minneapolis, and to let these strategic principles guide their implementation.

Toward implementing these strategies, this section proceeds as follows:

1. A review of current Minneapolis advancements in multi-disciplinary and alternative responses;
2. Considerations for expanding the response options ecosystem in Minneapolis;
3. A discussion on the role of the police in this expanded ecosystem of services;
4. Performance metrics that facilitate the implementation and management of this ecosystem; and
5. Action steps toward expanding the ecosystem as considered in this plan.

Building on Minneapolis' Alternative Response Strategies

We begin this section by outlining promising response strategies that Minneapolis is already testing. These are strategies that we support the City in piloting and expanding as appropriate to better serve the Minneapolis community.

To support the implementation of these strategies, the City has already conducted in-depth analyses of potential alternative responses and has begun piloting selected strategies. This foundational work presents significant value to Minneapolis' current work in this area and can serve as a model for supporting the City's expansion in building a stronger ecosystem of response options to meet community needs. This work involved identifying opportunities for alternative responses, the resources required for individual response alternatives, and important steps toward implementing various alternative responses. We recommend that the new executive structure review this quality analysis to inform the path forward, using this model for continual analysis of opportunities for improving public safety and health in Minneapolis.

Minneapolis has taken meaningful steps to implement the recommendations from this analysis, though certain initiatives identified as of interest in 2020 still remain in the planning or evaluation stages in 2023. This work is challenging and complicated, and Minneapolis will need to dedicate the necessary planning and project management resources to execute these initiatives on a swifter timeline. Minneapolis should consider adding capacity to support the implementation of these pilots – and future pilots – to accelerate the implementation of initiatives to improve performance, as discussed in the **Governance** section above.

Minneapolis initiatives either under consideration or in the implementation phase in this area include:

Training 911 dispatch to identify and assess behavioral health calls

For this pilot, a small group of call takers, dispatchers, and supervisors are receiving behavioral health dispatch training. This training seeks to equip 911 professionals with the necessary tools to assess behavioral health calls, dispatch an appropriate response team, and provide responders with useful information on behavioral health. Importantly, the city will evaluate this pilot before training all responders. Increasing the accuracy of call intake classification and dispatch is an important element of expanding alternative response and promoting successful outcomes for community and responders.

Embedding mental and behavioral health clinicians in 911 emergency communications center

When a member of the public is experiencing a mental health crisis, an embedded clinician in the 911 call center is well-placed to provide immediate and appropriate support to 911 professionals and first responders.[16] Minneapolis is planning to have two mental health professionals working alongside call takers and dispatchers to improve behavioral health triage, divert calls from the police department, and identify the best response for such calls. This practice has shown promise in Houston, Texas, where mental health professionals answer calls alongside 911 professionals. Preliminary evidence suggests that many 911 calls that were handled without police involvement were resolved by these clinicians.[17] Minneapolis can also consider connecting 911 to available hotlines to expand this remote clinician capacity, as discussed later in this plan.

Deploying Mobile Behavioral Health Crisis Response (BCR) teams

Responding to community calls to reduce the police role in responding to behavioral health crises, many cities have pushed to develop alternative approaches. Mobile integrated response models are one such approach. The most well-known iteration of this strategy is CAHOOTS (Crisis Assistance Helping Out on the Streets) in Eugene, Ore. In this model, emergency calls for service are triaged through the city's 911 center, and a CAHOOTS team consisting of a medic and experienced crisis worker is dispatched to respond.

Minneapolis is undertaking a similar approach with its Mobile Behavioral Health Crisis Response Teams citywide pilot, launched in December 2021.[18] The program is staffed by the nonprofit Canopy Roots, dispatched from the 911 center, using equipment provided by the city of Minneapolis and funding re-allocated from the Minneapolis Police Department by the City Council. Teams of two behavioral health responders arrive in unmarked vans stocked with outreach supplies, aiming to resolve callers' needs on scene or refer them to additional supports as needed. Currently,

these unarmed teams can be dispatched by the ECC to low-level, non-violent incidents.[19] Research on mobile crisis response is sparse but suggests that they can provide a better match between callers' needs and the response, and that such approaches can simultaneously reduce public safety costs.[20] Alternative responses to behavioral health calls is discussed in greater depth below.

Embedding social workers within each police district

The City is working to embed social workers within each of its five police precincts to support behavioral health response and connect individuals to available services. This program is in coordination with Hennepin County.

Training non-police civilian staff to respond to some non-urgent/non emergency calls, including taking theft and property damage reports

In an optimized and equitable 911 system, every call that does not pose a public safety threat could theoretically be handled by non-sworn personnel or via online reporting. This would bring the dual-benefit of preserving police resources to focus on violence and other immediate public safety threats, while providing more-appropriate responses to non-emergent service calls.

In Minneapolis, non-police city staff are being trained to take theft and property damage reports from residents. Thus far, the City has built the capacity to take such reports through 311, and the City reports is taking more than 500 such reports per month on average via 311 between April and June 2022. This is a meaningful development. To support the pilots and the city's efforts to eventually expand them, we recommend continual analysis of this initiative to identify opportunities for expansion and to determine its impact on alleviating police or other resources across the ecosystem. As has been mentioned throughout, these are promising new ideas that have not yet garnered much research, and Minneapolis could make key contributions to the emerging evidence base with evaluations of these pilots.

Summary of Progress and Future Opportunities

Taken together, Minneapolis' current pilot strategies represent a strong start in transforming the city's crisis response capacities. In many respects, Minneapolis is already doing more than many other cities to spark this transformation. We applaud and strongly support Minneapolis' efforts on these innovative initiatives, while recognizing the potential for expanded alternative response programming, especially beyond behavioral health crisis response. Diverting behavioral crisis calls and low-acuity crime calls represent some of Minneapolis' greatest advancements in its reimagining efforts. According to City data, Minneapolis is on track to divert more than 4,000 report-only calls per year from 911 to 311 report taking. These efforts are encouraging and establish prototypes for expanding alternative responses into unique areas moving forward.

Importantly, Minneapolis has already demonstrated the incorporation of strategic principles endorsed by this plan in data-informed decision making in advancing alternative response. For example, a Minneapolis workgroup which produced valuable, foundational work to advance the City's efforts in this area aptly identified important considerations when evaluating alternative response options, including:

- Whether there are financial, time, and/or personnel efficiencies to be gained in responding to those calls by individuals other than Minneapolis police officers.
- What types of de-escalation training mechanisms are in place or could be in place in responding to calls for emergency assistance, and whether responding to certain calls by non-police personnel will decrease likelihood of escalation.
- What the stakeholder and resident experience is for those on the receiving end of emergency call interventions, whether by police officers or non-police personnel.
- Whether certain calls must, by state law or other legal requirements, be responded to by POST Board- certified law enforcement officers.
- Whether a new alternative emergency number for more specialized triage related but not limited to mental health crises, domestic violence, and substance abuse could improve outcomes.

- What resources, if any, would be required if any portion of the calls currently dispatched to the Police Department were diverted elsewhere, including the cost of hardware and software required to integrate dispatch functionality into other departments.[21]

Through this analytical process, the City previously identified the following issues and challenges with alternative response:

- The call capacity needs to be met, regardless of responder, so ideas tend to be either cost neutral or could save some personnel costs, though savings would be moderate.[22] This report encourages the City to consider whether certain types of complaints (such as bias-based calls) merit any response. For example, this plan encourages the City to strive toward screening out bias-based calls.

- Most initiatives would require increasing the staffing of a non-police agency and providing the necessary resources for that agency to succeed in its mission. Additional expenses could include additional office space, technology, and vehicles, etc.[23]

- The impact on police staffing should be projected and factored into future plans. The City's preliminary analysis in this regard previously concluded that these efforts would likely not result in 'immediate capacity savings' for MPD. This is discussed in greater depth in the **Role of Police in the Ecosystem** discussion later in this section.

- Many ideas are about allocating the right resources to the right calls for improved outcomes.[24]
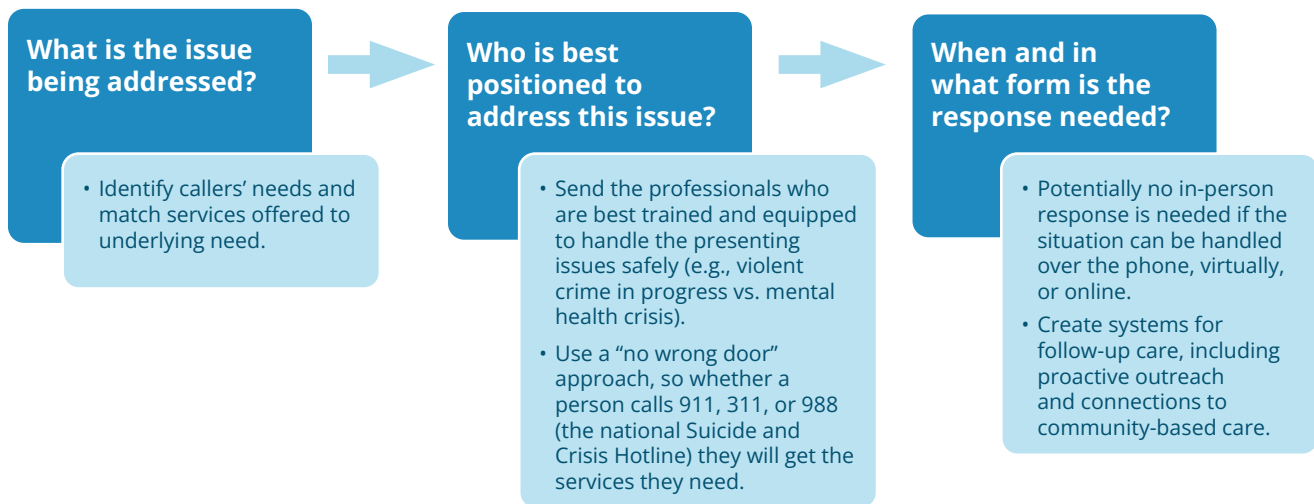
Building upon Minneapolis' foundational work in this area, we offer several additional approaches and considerations below that can expand the ecosystem of response options in Minneapolis. Our recommendations include re-engaging the quality, data-informed planning process described above. The following subsection discusses strategic approaches to expand and improve response options for the Minneapolis community before moving on to specific opportunities for expanding alternative response options.

A Strategic Approach to Building the Response Options Ecosystem and Modernizing 911

Before discussing Minneapolis' opportunities for expanding its alternative response ecosystem in greater depth, it is important to discuss the strategic approach Minneapolis can take in advancing its reimagining public safety efforts, building upon the foundational strategies discussed in the **Overview** section of this plan. Minneapolis has already demonstrated a strategic, thoughtful approach in implementing the alternative response pilots discussed above, and it is worth discussing important strategic approaches to exploring further alternative response options and implementing them to improve Minneapolis' ecosystem of response options to address community needs.

The North Star and guiding principle for this report is to ensure that each person who calls 911 is met with the *right response*, from the *right responder*, at the *right time*. Figure 1 below offers a framework for policymakers in planning for alternative response and 911 systems change; it can also be used by 911 call takers themselves when deploying response teams.

Figure 2: Key Questions for a Strategic Approach

What is the issue being addressed?

- Identify callers' needs and match services offered to underlying need.

Who is best positioned to address this issue?

- Send the professionals who are best trained and equipped to handle the presenting issues safely (e.g., violent crime in progress vs. mental health crisis).
- Use a "no wrong door" approach, so whether a person calls 911, 311, or 988 (the national Suicide and Crisis Hotline) they will get the services they need.

When and in what form is the response needed?

- Potentially no in-person response is needed if the situation can be handled over the phone, virtually, or online.
- Create systems for follow-up care, including proactive outreach and connections to community-based care.

With this framework in mind, the City should conduct the following planning process to produce a phased implementation plan toward expanding its response options, building upon its previous analytical and planning work in this area, and in alignment with strategic approaches outlined in the **Overview** section of this plan:

1. Analyze police, fire, and EMS calls for service data to identify: 1) current drivers of calls and first responder response times; 2) associated outcomes; 3) barriers and facilitators to effective responses to 911 calls. In addition to 911, the analysis should also include alternatives such as 211, 311, 988, and other community-run hotlines. It is also important to identify blind spots: what information is not currently being captured or tracked? Where could that information come from? To this end, we recommend Minneapolis re-engage in its quality 2020 analysis and planning in this area as it advances its reimagining efforts. As part of this analysis, Minneapolis should review its calls for service data to identify whether it is responding to calls that may not merit any response and may drive inequitable outcomes for the public.

2. Conduct a comprehensive gap analysis in the nature and extent of emergency response service demand and the current community capacity to meet this demand. Asset mapping should include non-city resources available in the community. During this process, Minneapolis should strive to identify gaps in its current service provision as well as inefficiencies in its current operations that could be addressed to improve overall service provision.

3. Assess the city's workforce for all response options and 911, including the necessary staffing to meet demand, attrition rates, vacancy levels, shift analysis, overtime rates, and comparative pay rates. This data should be used to identify and enact policies to support these critical professionals. Minneapolis will need to determine whether it wants various alternative response options to be available 24/7, only during peak demand times, or during other service times and staff the response option accordingly.

4. Involve experts familiar with the city's particular context (e.g., current alternative responders, police officers, 911 telecommunicators, and crime analysts).

5. Engage communities to define alternative response scenarios and preferred responses; ensure that marginalized groups are prioritized.

6. Build on existing community resources through information-sharing agreements and the development of standardized tools such as data protocols and implementation guidance.

7. Plan for the necessary budgetary and resource demands across the ecosystem.

8. Pilot selected initiatives and rigorously document inputs, outputs, and outcomes to support program management and efficacy analyses.

9. Institute ongoing management systems to assess the implementation of these initiatives and continually tailor operations to improve the city's response to community needs.

10. Analyze the impact of pilots and scale up alternative response as effective and feasible.

In the process, Minneapolis will ensure it has a current understanding of call for service demand, what alternative response options might be viable and effective, what it would take to appropriately resource alternative response entities to meet community demand, and how to manage the process in an agile manner as it moves forward iteratively toward achieving its vision of a more robust, integrated system of community resources.

As Minneapolis works to expand its alternative response ecosystem, we encourage the City to engage in ongoing peer learning to consider how other cities are approaching the challenges and opportunities of alternative response. A sophisticated approach to determining appropriate response options is ongoing in Seattle, for example. The Seattle Police Department (SPD) initiated a Risk Managed Demand project to "to develop a risk assessment matrix to help determine which calls can be safely off-loaded to an alternative response."[25] SPD identified that a significant percentage of calls received at dispatch resolve differently than they were initially classified, which has been found elsewhere. When police and EMS calls are linked and analyzed, there are thousands of possible permutations for a call. When the analysis is complete, decision-makers will be presented with a decision matrix to determine the risks predicted based on specific scenarios. The risk matrix, shown below, will rate incidents based on both potential severity and the likelihood of that severity occurring. This risk calculation can then be matched to available resources to determine whether to send a police officer, co-responders (and providing some initial guidance on who should take lead), or a civilian responder for a lower acuity call.

Figure 3: Seattle Risk Managed Demand Matrix (Draft)

		CONSEQUENCE				
		Negligible 1	Minor 2	Moderate 3	Major 4	Catastrophic 5
LIKELIHOOD	5 Almost certain	Moderate 5	High 10	Extreme 15	Extreme 20	Extreme 25
	4 Likely	Moderate 4	High 8	High 12	Extreme 16	Extreme 20
	3 Possible	Low 3	Moderate 6	High 9	High 12	Extreme 15
	2 Unlikely	Low 2	Moderate 4	Moderate 6	High 8	High 10
	1 Rare	Low 1	Low 2	Low 3	Moderate 4	Moderate 5

Ultimately, there is a critical decision path for every call for service scenario that includes 1) acuity (how emergent?); 2) risk level; 3) optimal resource determination; 4) availability of that resource(s); 5) dispatch of that resource; 6) review of actual in-field state of the event; and then 7) a re-assessment of all prior steps systematically. We recommend that Minneapolis engage with Seattle and other peer cities working in this area to adapt the best emerging practices toward the achievement of Minneapolis' goals in this area.

As recognized throughout this plan, creating the foundation for a comprehensive, integrated incident workflow to support this kind of system requires enhancement and integration of IT source systems, integration of operational

protocols, ongoing performance management, and transparent communication of results. Planning, designing, and implementing these activities takes persistence, dedicated focus and resources, and a collective commitment to not only operationalize but also sustain these changes.

With these considerations and strategic approaches in mind, we now turn to a discussion on the various forms of response to calls for service Minneapolis can consider as it works to grow its response options ecosystem, building upon its ongoing work in this area. We recognize the challenge of concurrently implementing all strategies outlined here. We suggest applying the strategic approach described above and in the **Overview** section of this plan to decide which of the approaches presented in this chapter provide the best fit for Minneapolis, and to let these guide their implementation.

It is worth reiterating that while the reimagining policing conversation has been ongoing, most efforts in this area remain in their infancy and some efforts have appeared to lose momentum. Implementing the vast array of alternative response options would represent uncharted territory in American policing. Minneapolis will need to continue to consider how to proceed most effectively, including considering the overall operational and financial feasibility of staffing up alternative response and the degree to which they would improve community outcomes and reduce reliance on police response. As it moves forward, Minneapolis continues to have the opportunity to lead public safety into the future through piloting and expanding these options as appropriate, contributing to the evidence base for what works and what does not in reimagining public safety approaches.

Four Modes of Response: Calibrating the Response to Community Need

Using the strategic approaches above, Minneapolis can evaluate the menu of alternative response strategies listed in this section as it charts the path forward in expanding alternative response options. We offer a set of options that we consider to be promising and consistent with the other recommendations made in this report, recognizing that a deep contextual knowledge of the city is critical to determining which responses, run by which entities, will be most useful in Minneapolis. Some of these strategies are already underway in the city, while others could be added to Minneapolis' existing innovative practices.

While the response options that follow span a variety of incident types, from behavioral health crises to disorder complaints, the response options themselves fall into four general modes of response:

1. **Virtual Response:** Minneapolis can use phone, online, or video conferencing reporting for incidents not requiring an in-person response.

2. **Civilian Response:** Minneapolis can send trained, skilled civilians without police to certain types of non-criminal, lower-risk events when appropriate and safe to do so.

3. **Civilian & Police Co-Response:** The City can provide a multidisciplinary response to calls that would benefit from the presence of both a trained civilian and an officer. This mode of response should be further differentiated between civilian-led response and police-led response during the City's planning process, which would ultimately be programmed into the City's 911 dispatching processes.

4. **Police Response:** Police will respond to violent crimes, incidents with a high likelihood of arrest, and other incidents as identified through the analytical planning process described above. The important role of the police in this ecosystem is discussed in this section as well as the **Role of the Police in the Ecosystem** section that follows.

We now turn to discussing opportunities in each one of these modes of response. As previously discussed, Minneapolis is piloting or has evaluated opportunities in some of these areas, and we encourage Minneapolis to consider all of these opportunities in developing a phased implementation for augmenting its diversified response ecosystem.

Virtual Response

It's important to recognize that not every 911 call requires an in-person response. Some calls are best resolved over the phone or online without sending anyone in person, and providing self-reporting or remote response options can make the process easier for community members and reduce the resource impact on responders. Some of the lowest-level

issues may be resolved easily over the phone, through video conferencing, or through an online reporting form (for example, for minor property damage).

In addition, certain calls, such as lower-level behavioral crisis calls, may be addressed through phone hotlines that provide support services over the phone and can connect the individual to helpful in-person follow-up services as appropriate. Such services need the ability to elevate any incident to a civilian response, co-response, or police response through 911 when needed. While community members do have access to behavioral health hotlines, this team is unaware of a current mechanism to transfer a 911 call to these hotlines when appropriate. We encourage Minneapolis to explore this option. Baltimore, amongst others, is piloting this approach and can provide insights into the process.

Minneapolis currently provides the opportunity to file online reports for theft, lost property, or damaged property when the situation is a non-emergency and does not involve a weapon, injury, or the loss or theft of a firearm or vehicle. In addition, Minneapolis has worked toward routing report-only calls away from 911 to 311 for a civilian to take the report, expediting the process for the reporting individual and reducing the need for an in-person response from an officer or civilian responder.

When the City re-engages in its data analysis of calls for service demand and current response options, it should evaluate the usage of the virtual reporting options and whether there are opportunities to expand or improve their usage to meet community needs and reduce demands on response resources. In addition, the City should evaluate the current operations for these options to identify if there are any gaps or inefficiencies in addressing all applicable calls.

To support maximum impact of these reporting options, Minneapolis should ensure it is effectively messaging these options to the public in a variety of ways. When a community member contacts 911 for an issue eligible for virtual reporting, 911 should route the call to the appropriate option and explain the opportunity to directly access these reporting options in the future.

Civilian Response & Co-Response of Civilians and Officers

When an in-person response is appropriate, Minneapolis can work to determine whether it can send civilian responders or a co-response involving civilian and police responders to address the call effectively. Civilian response alone and co-response are clearly different response options, but we have grouped their discussion here since many of the incident types that are potentially eligible for civilian response may merit an evaluation of whether a co-response is also appropriate in various circumstances. We certainly encourage Minneapolis to maximize the use of civilian response where effective and appropriate.

Civilian responses typically focus on non-emergency, non-criminal incidents. We discuss multiple opportunities for civilian responses below. Peer learning will be instructive as Minneapolis works to expand civilian responses. For example, Albuquerque's new Community Safety department requires that two civilian responders are sent to any of the behavioral crisis and low-acuity calls it responds to in order to support effective and safe responses to these events. Minneapolis should consider this approach when determining response protocols and necessary staffing to meet demand.

Co-responses involve both civilian-led and police-led responses, an important distinction discussed throughout this section. Civilian-led co-response typically involve situations where the civilian's skill set and training are tailored to the incident at hand, but there may be some level of risk or potential enforcement that merits police support. The officer might simply play a secondary support role or conduct a safety check at the initiation of the encounter before turning leadership of the scene over to the civilian responder. On the other hand, police-led co-responses involve the police leading the response for security or enforcement reasons, with a civilian supporting the response to the event.

As discussed in the 911 section that follows, it will be important for Minneapolis to distinguish when co-responses will be led by a civilian or by the police. This distinction should be considered across co-response options as part of the data-driven analysis recommended above. Decisions on which responder leads the response to specific incident types should be programmed into 911 dispatch protocols, as discussed in the 911 section that follows. These determinations should be made based on in-depth engagement of potential alternative response scenarios for the various call types potentially meriting an alternative response. These discussions shall be both driven by data, the experiences of those

who have responded to such incidents, and, critically, the experiences of community members receiving responsive services. Minneapolis should pilot its response determinations and modify as necessary to ensure optimal responses to the incidents receiving a multidisciplinary response.

A note on providing both civilian and co-response options

Behavioral crisis response, as discussed below, presents an insightful example for how both civilian response and co-response options can be appropriate. As previously mentioned, Minneapolis is currently testing Mobile Behavioral Health Crisis Response (BCR) teams. These are staffed by Canopy Roots and consist of crisis responders that meet state requirements as mental health clinicians. Non-police teams are important for meeting the needs of residents of Minneapolis, including those who may be reluctant to engage with police. In addition to non-police responses to mental and behavioral health calls, Minneapolis should consider implementing multidisciplinary response teams (MDRT)—also known as co-response teams—consisting of trained mental health/crisis response professionals responding alongside Crisis Intervention Team (CIT) trained police officers. These teams also often include EMS or community paramedics.

One might wonder why we recommend the inclusion of police in these responses. There are substantive reasons why we make this recommendation. In our work with other cities, we have learned that non-police teams are often constrained in the types of calls to which they are permitted to respond. This is particularly true for calls potentially involving violence, weapons, or crimes in progress—or those in which the propensity for these features is unknown—as non-police teams are often consigned to responding solely to low-risk calls. Policymakers and 911 professionals are understandably concerned about sending unarmed civilians into dangerous or unpredictable environments. It is important to note that behavioral health clinics do call for police response when necessary, so the police will maintain some level of involvement in crisis response. The question is to what degree and in what combination with civilian response options.

Many calls to 911 are about someone that the caller does not personally know. Imagine, for example, that a caller states that someone is walking down the street, yelling incoherently, appearing to be experiencing a behavioral health episode. Now imagine that the caller does not know the individual in crisis personally. In trying to assess the safety of the situation, a 911 call taker will often be tasked with asking questions like, "is the person acting violently?" This question brings inherent ambiguity, even when 911 professionals go through specialized training. Some will define any event involving yelling as having potential for violence. A person described as "waving their arms around" may also be interpreted as having the potential for violence. This nuance can make the difference between sending civilian responders or sending a squad car, even if civilian responders are available.

Defining weapons can be equally challenging. Again, imagine a call regarding someone in crisis in a public place. Perhaps it's a person that appears to be unhoused and acting incoherently. The call taker may be required to ask if the person possesses a weapon. Does policy require that the caller must *affirmatively* state that there are no weapons present? Callers who do not know the subject of the call are rarely positioned to offer such a definitive statement.

Beyond call taker risk assessments, in many cities, calls about crime—any crime—require a police response. However, in at least some circumstances, sending a traditional police response seems out of sync with evolving community expectations. An example of this can be found in cases where someone in crisis commits a low-level crime, say trespassing or petty theft. Perhaps an unhoused individual is occupying an abandoned building or has committed a survival crime, such as minor retail theft. In our experience, many people would agree that trained mental health professionals should respond to these types of calls, notwithstanding the fact that a minor crime is involved. MDRT teams that involve police can often be effectively deployed in these "gray area" types of situations.

The types of calls described above always involve some level of judgment and discretion, both for policymakers when deciding on the rules of engagement and for 911 professionals who are executing these rules. As these examples demonstrate, limited information may lead 911 professionals to err on the side of caution, and elicit corresponding deployment of traditional police responses, especially when the only alternatives are non-police teams. In those borderline cases, call takers may think twice about sending non-police teams, and it is often the case that 911 professionals and policymakers alike feel more comfortable sending a team that includes a CIT trained police officer who can help to ensure team safety. (To be clear, we believe that trained clinicians should be handling the majority of

such interactions on-scene, if possible).

All calls deserve the deployment of appropriate responses in the least restrictive means possible. In some cases, this may mean deploying multidisciplinary response teams that involve trained officers in addition to clinicians and/or paramedics. Having response options that include specially trained police can enable alternative responses to deploy to higher-risk calls or calls with unknown risk elements, particularly in the early stages of an alternative response strategy. **In turn, co-response with police expands the potential impact of civilian responders.**

No matter what alternative strategies Minneapolis implements, police, in some sense, will inevitably remain important within the overall ecosystem of response, a topic we discuss in greater depth in **The Role of Police in the Ecosystem** subsection that follows. Regardless of whether police are the primary responder, they will nonetheless continue to be part of the ecosystem of responders. This, at a minimum, will require planning for street-level collaboration between police and alternative responders. We believe there is a benefit to training officers and assigning them a role—one that better matches their training—in such calls. This may be to secure the scene and then step back to let the trained alternative responders step in. This may mean that police are available in the background but do not intervene unless the situation demands it or they are specifically called upon. It is possible to—and we think cities should—define responders' roles to ensure that the best available and appropriate responses are deployed by those best trained to do so.

Potential opportunities for diversified response

With these considerations in mind, we now turn to incident types that merit consideration for civilian and/or co-response approaches. Potential areas to consider include:

1. Behavioral health crisis response
2. Wellness checks
3. Medical calls
4. Low-acuity crime and disorder complaints
5. Traffic
6. Parking
7. Property crime
8. Incidents with individuals experiencing homelessness
9. Domestic violence
10. Sexual assault
11. Animal incidents
12. Requests for violence interrupters

The rest of this section will discuss these potential opportunities in greater depth before providing overarching recommendations on action steps toward enhancing alternative response options.

Behavioral Health Crisis Response

As previously discussed, alternative crisis response has been a primary focus of reimagining policing efforts. Skilled, trained civilians can significantly support the safe resolution of these calls, and crisis calls make up a disproportionate number of officer shootings nationally. Clearly, providing the right response to these calls is of great interest to the community. At the same time, it is important to recognize that crisis calls only account for "three percent of call volume" and "five-10 percent officer time spent on calls."[26] Given the ambiguity and potential risk of some of these calls, it is likely Minneapolis will continue to dispatch co-response teams to a percentage of these calls, meaning Minneapolis is unlikely to offload the full three percent of calls or five-10 percent of officer time solely to civilian responders. Nevertheless, increased civilian response in this area is an important advancement that can lead to improved outcomes and a reduction of police workload in this area, and we encourage Minneapolis to continue advancing its initiatives in this area while also continuing to innovate in building a robust ecosystem for meeting community needs beyond behavioral crisis calls.

Diversified mental health response options have historically included training the police in crisis intervention; providing mental health support for incidents after the police have stabilized the incident; co-responder models where mental health providers are paired with police and arrive simultaneously; and mental health responders dispatched independently of police altogether. All of these approaches share the goal of addressing a mental health incident appropriately and recognizing that a person in crisis is a fundamentally different public safety/public health risk than a person engaging in criminal activity.

Importantly, these models often include the police in providing comprehensive intervention services. In fact, the

most common approach to behavioral crisis involves Crisis Intervention Team (CIT) training for police.[27] This aspect of a public safety ecosystem remains important even with the development of a diversified response model as officers must remain capable and continually develop and refine their abilities to engage with persons in crisis for those times when non-law enforcement resources are not available. As a default responder, police must not lack sophistication for crisis response.

Co-responder models[28] send both a mental health resource – clinician or social worker – alongside police. This model provides flexibility as both potential responders arrive simultaneously, and the team can determine whether a mental health professional (MHP) or police-first approach best suits the situation on the ground. Those roles can also modulate to accommodate changing circumstances. Like CIT, co-responder models have existed in policing for decades and are dependent on the quality and availability of local mental health systems and resources. Even the most flexible and appropriate intervention with a person in crisis will not be effective long-term unless there are adequate services to preserve the intervention through restoration and resilience.

Mental health resources can also be dispatched on their own, such as the CAHOOTS[29] model and the Denver STAR[30] programs that have received much national attention and shown promising results. The Albuquerque Department of Community Safety dispatches Behavioral Health Responders (in person and by telephone) "to requests for assistance with individuals experiencing issues with mental and behavioral health, inebriation, homelessness, addiction, chronic mental illness as well as other issues that do not require police, fire or EMS response."[31]

Denver STAR responds to seven call-types, which are screened to ensure that there is "no evidence based on the call received through Denver 911 of criminal activity, disturbance, weapons, threats, violence, injuries, or serious medical needs," including:

- Assist
- Intoxicated Person
- Suicidal Series

- Welfare Check
- Indecent Exposure
- Trespass Unwanted Person

- Syringe Disposal[32]

During the STAR six-month pilot, the program responded to 748 calls for service during its service hours of Monday through Friday, 10:00a – 6:00p, and within the limited geographic area of the pilot.[33] However, Denver 911 recorded all STAR-eligible calls even if the call "did not qualify for the pilot because of location, time of day, or availability of the van."[34] This analysis provided data on what the program could look like if scaled to include all geographic areas, a 24/7 response, and sufficient resource capacity overall. Based on this analysis, there were 2,546 eligible calls during the pilot, representing possible diversion of 2.8 percent of the total 911 call load.[35] STAR responded to 2,837 calls over a six- month period in 2022 that would otherwise have been responded to by Police or EMS.[36]

Similarly, an internal analysis of CAHOOTs in Eugene, Ore., which responds to similar call types, but operates city-wide 24 hours a day, seven days a week, identified potential diversion rates of five to eight percent of calls that police normally respond to, but this analysis importantly identified that the program was not only responding to traditional police calls but also filling previously unfulfilled areas of service as well.[37]

Minneapolis has made gains in diversifying its response to behavioral health calls. As Minneapolis has worked to develop diversified responders for crisis or mental health events through its CANOPY program, it has appropriately grappled with answering the question of what kinds of crisis incidents should be assigned to its Behavioral Crisis Response, a co-response model pairing trained civilians with sworn officers.

Minneapolis established the following dispatch criteria for CANOPY, which is similar (but perhaps more restrictive) to the screening for STAR and CAHOOTS:

1. Seems to be a behavioral or mental health crisis
2. No weapon involved
3. No physical violence has occurred/is occurring

4. No medical emergency
5. Drugs/alcohol are not escalating the situation
6. Police request (must still meet criteria 1)

These protocols aim to maximize safety but likely miss some calls that may be appropriate for reassignment. One of the primary challenges is how to use data from prior events, assess the event in real-time at dispatch, and modulate the response based on the information provided to accurately assess the risk associated with calls. This will be an

important, ongoing process as Minneapolis moves forward with diversified response to behavioral health calls and other incident types.

One complication with dispatching alternative responses to behavioral crisis calls is discerning whether the call is a behavioral crisis and the level of potential risk in the call. As previously mentioned, it is not always clear whether a call is crisis-related at the outset, and calls for service frequently change classifications over the course of the response – both from a crisis to non-crisis call and vice versa. Additionally, behavioral health crises are inevitably present in calls that are not coded by 911 as crisis-related, such as violent crime calls coded for the suspected offense instead of simply as a behavioral health crisis, though the crisis is potentially a driving factor for the call. To this point, it will be important for Minneapolis to analyze data regarding both calls coded as crisis as well as calls not coded as crisis that may in fact involve underlying crisis elements. This approach will produce a more holistic analysis of crisis scenarios and potential response approaches.

Wellness Checks

Police receive numerous calls to conduct welfare checks on individuals. Such calls may be related to behavioral health or an individual who simply has not been seen or heard from in some time. Such calls may benefit from a co-response or a civilian response when there is no apparent emergency. As discussed above, Denver STAR responds to wellness checks. If Minneapolis dispatches civilian responders to the scene without police response in certain circumstances, the civilian responders could elevate the response to police as necessary. If MPD conducts any sort of follow-up wellness checks after a call for service, Minneapolis could offload those follow-ups to trained civilians.

Medical Issues

The City can evaluate its dispatch practices for medical-related calls to ensure police only respond when necessary. For example, Minneapolis identified that MPD could save the equivalent of 1/12 of all police resources by sending EMTs to opioid calls and only sending police when requested by EMTs.[38] Minneapolis can evaluate all medical-related calls that MPD currently responds to and determine if an EMT-only response is appropriate.

Low-Acuity Crime and Disorder Complaints

Low-acuity crime responders have been created in multiple jurisdictions and are typically uniformed civilians that are directed to safe or "cold" calls and public disorder issues. While CAHOOTS in Eugene, Ore., is typically lauded for mental health response, the program responded to a large number of incidents and calls that were not mental health related (at least as identified by the 911 call classification) and would likely be termed public disorder calls. These included welfare checks (discussed above), disorderly or intoxicated persons, criminal trespass, and other non-violent disputes.[39] The Denver STAR program similarly responds to such calls as intoxicated persons, trespass, syringe pickup, and indecent exposure. Seattle is expanding its use of Community Service Officers, and Albuquerque invested significantly into Community Responders, which respond to "minor injuries or incapacitation, abandoned vehicles, non-injury accidents, needle pickups, or other calls for service in the community."[40]

Traffic

Minneapolis should explore opportunities to use civilian response or virtual response to traffic accidents not presenting public safety issues to reduce unnecessary police-community interactions and redirect police workload to necessary activities. Minneapolis could consider deploying civilian employees or a contracted, third-party service to handle such incidents. For example, New Orleans is working to offload this responsibility to a third-party civilian responding entity, reducing officer response burdens while also providing an in-person civilian response to these incidents.

Parking

Minneapolis has already identified parking complaints as an area for civilian response, depending on staffing availability. If Minneapolis builds up civilian capacity to respond to the variety of incidents potentially eligible for civilian response, the City could have additional civilian capacity to address parking complaints and offload this responsibility from the police.

Property Crime

When the virtual response options discussed above are not eligible for addressing property crimes, Minneapolis should consider deploying civilian responders in non-emergency property crime situations. This could include embedding civilian investigators within MPD to provide consistent, dedicated capacity in this area while reducing staffing demands on MPD sworn personnel for these types of crimes.

Incidents with Individuals Experiencing Homelessness

When the City receives calls related to individuals experiencing homelessness, it can consider dispatching civilians focused on helping this population. Trained civilians could handle non-emergent events and could support officers responding to higher-acuity calls with individuals experiencing homelessness. When not responding to calls for service, these civilians could proactively work with this community to connect individuals to available services and supports.

Domestic Violence

A civilian MPD investigator, community service officer, and/or domestic violence advocate may be able to lead the response to non-emergency domestic violence incidents, meaning there is an allegation of domestic violence and the victim is not currently in a dangerous position which would merit a police response. In these situations, a civilian responder could respond, provide victim-centered support and/or connect the victim to available resources, and document the incident to further the investigation, in partnership with sworn officers as necessary.

Minneapolis can also consider providing a multidisciplinary co-response in a safe manner to more dangerous, emergency situations. When the victim is in a dangerous situation, police should be dispatched to address that danger and provide for physical safety. The police could respond in tandem with appropriate civilian resources, to provide support to the victim and/or support the investigation into the offense, if the City determines it is safe and appropriate for the civilian to do so. In considering this option, it is important to recognize the potential volatility and danger of domestic violence calls, and it would be necessary to consider how to integrate non-sworn civilians into emergency domestic violence calls in a safe and effective manner.

MPD's domestic abuse policy already requires that officers inform victims of available services and connect them to the Cornerstone victim advocate hotline, if desired. This policy requirement is an important element of connecting victims to additional Responsive and Restorative services to help the victim with these traumatic incidents.

Minneapolis already provides access to a variety of resources to domestic violence victims, including:

- Hennepin County Domestic Abuse Service Center (DSAC), which provides "services such as, advocacy, filing order for protections, connecting with a prosecution team, and seeking legal consultation and representation from pro-bono attorneys in one centralized location."[41]

- 24-Hour Metro Crisis Line

- 24-Hour Domestic Violence Line for Counseling and Shelter

- Minnesota Day One Crisis Hotline

Minneapolis could consider whether there are opportunities to integrate these services or expansions of these services directly into its 911 responsive ecosystem for non-emergency calls for service, with a focus on ensuring there is a timely response to the victim that is trauma-informed and properly addresses the incident. Minneapolis already advertises some of these services as available to victims in non-emergency situations and could consider taking an additional step in integrating such resources, or similar resources, into its 911 ecosystem. In addition, Minneapolis can review these available services to identify any potential service gaps and consider opportunities for public messaging to ensure victims are aware of these important resources.

Some cities have integrated their domestic violence investigative police unit into a Family Justice Center advocacy center to foster improved coordination between police and advocates in supporting both the emotional and legal needs of domestic violence victims. Minneapolis may want to consider furthering this approach to support domestic violence victims.

Sexual Assault

The City may want to consider sending civilian investigators and/or advocates to delayed, non-emergency reports of sexual assault. In addition, Minneapolis may want to send a civilian as a co-responder, in a safe fashion, to emergency sexual assault reports to provide victim support and/or facilitate the investigation. If allowable by relevant laws and regulations, civilian investigators and advocates in this area could provide specialized skills to these traumatic investigations, which must be victim-centered and trauma-informed.

In addition, the City may want to provide the opportunity for victims to walk in or schedule an appointment at a sexual assault victim services center, such as a Family Justice Center, to report crimes and receive appropriate services and follow-up support and investigation.

Animal Incidents

The City has already identified this as a possible opportunity for alternative response. Minneapolis should consider sending civilian responders to this type of call when available and appropriate. Based on the frequency of such calls, civilian response may only be practical during the regular working hours of the city or via applicable community agencies. Staffing up civilian responders across the alternative response ecosystem may grow the City's ability to send civilian responders to animal-related incidents, if enough civilian responders have the right training.

Requests for Violence Interrupters

The **Preventive Services** section of this report discusses violence interrupters as an area of interest in preventing violence. The **Restorative Services** section also speaks to its potential value after a violent incident in helping the community prevent future violence. They can also play an important responsive role to intervene in tense situations that arise that may benefit from dispatching a violence interrupter. While violence interrupters are primarily positioned as preventive or restorative services in this plan, they should be available through dispatch as a responsive service when needed and available. Community members may not know how to contact a violence interrupter organization directly, and the City should consider providing the opportunity to connect communities in need to this resource through 911 when appropriate.

Officer Response

The final mode of response in the responsive ecosystem is a police-only response. Police will continue to play an important role in the responsive services ecosystem, focusing on violent crime and incidents where civilian response is not feasible or appropriate. Based on the data-driven analysis recommended at the outset of this section to facilitate the determination of who should respond to what incidents, Minneapolis will need to determine what it wants policing to be and what police respond to in this ecosystem approach. Given the importance of this topic, we now turn to a discussion on policing's role in this ecosystem.

The Role of the Police in this Responsive Services Ecosystem

Building up this Responsive Services ecosystem will take time, and reductions to police workload may not be immediately feasible. Yet as the service ecosystem gains capacity, it may reduce demands on police staffing. Over time, the balance of services should be evaluated.

A recent research study entitled "Police Force Size and Civilian Race" found the following regarding the impacts of police staffing on crime and disparate outcomes:

> Each additional police officer abates approximately 0.1 homicides. In per capita terms, effects are twice as large for Black versus White victims. Larger police forces also make fewer arrests for serious crimes, with larger reductions for crimes with Black suspects, implying that police force growth does not increase racial disparities among the most serious charges. At the same time, larger police forces make more arrests for low-level "quality-of-life" offenses, with effects that imply a disproportionate impact for Black Americans.[42]

To foster *safe and thriving* communities, Minneapolis will need to maximize the beneficial impact of policing, using evidence-based strategies, while implementing systemic reforms, including those required by the Minnesota Department of Human Rights and the United States Department of Justice, to build constitutional and lawful policing and minimize any community harm. For whatever role police will fulfill in the future, it will be essential to provide sufficient officer wellness supports to address the ongoing trauma of their roles, support their mental health, and help officers maintain a productive mindset and approach to community-oriented policing.

Minneapolis should forecast and explore future levels of police staffing, recognizing that policing recruitment and retention remains a challenge nationally. As Minneapolis alleviates police workload burdens for calls for service, it could explore many options for police staffing including but not limited to:

1. Reducing police staffing to meet whatever role the City envisions for policing and redirecting freed resources to other functions.

2. Increasing investigative staffing to improve clearance rates to prevent future crimes by repeat offenders.

3. Increasing patrol staffing to provide additional time for proactivity, community policing, and collaborative problem solving.

4. Investing available staff to advance public safety goals.

When considering the impacts of alternative response on police staffing, the City needs to remain mindful that a reduction of police call response volume equivalent to one full time officer overall will not translate neatly to needing one less patrol officer since the workload reduction will be distributed across many officers working across five precincts and multiple shifts. Absent other policy changes, to effectively arrive at a place where offset call response workload directly results in the opportunity to downsize police staffing or shifting police officers, the reduced call volume would have to equate to at least one full officer by shift and by precinct, factoring in staffing relief variables. Of course, the City can consider reducing policing staffing through other approaches, but the City will need to consider the overall impact on operations in making such a decision.

MPD's recent staffing plan provides guidance regarding police staffing considerations. We encourage the City to analyze the available data and consider its ideal police staffing within this ecosystem environment, projecting the impacts of its phased implementation of alternative response options and the desired allocation of police time to various functions such as proactivity, community policing, and investigations. The staffing plan does not speak to specific recommendations for staffing investigative units, and we encourage the City to seek out applicable case load benchmarks for various types of incidents to support appropriate staffing for investigations. Whatever role policing plays in Minneapolis' future vision, policing will continue to play an important role in investigating violent crimes and attempting to stop repeated violent offenders.

As the City works toward its future police staffing model, it should be mindful of the impacts of consent decrees. As the City moves forward on reform, it will need to plan for the following likelihoods, in addition to other operational impacts:

- Dedicating capacity to support reform implementation.

- Investing in additional training capacity.

- Increasing the amount of time spent in training for officers, which pulls officers from their typical functions.

- Increasing staffing for internal affairs functions.

- Building performance management and quality assurance capacity.

- Increasing documentation workload for officers and supervisors.

As MPD works to fulfill its future roles and responsibilities, it should consider where it can civilianize positions to maximize the impact of sworn officers in providing for public safety, especially considering the recruitment and retention issues in policing nationally.

Considering the impact of the changing role of police on the mindset of officers

One school of thought exists that warrants additional discussion when addressing any type of community and public safety response system is the ideological belief that police officers should not be included in the public safety ecosystem at all as they are armed responders and therefore inherently dangerous to the community. Some believe as a "necessary evil" that police should only be dispatched to potentially violent calls. These beliefs lead to calls for defunding or minimizing investment into police departments, including training and development. There are several potential risks with this approach.

First, diversified responders may not be readily available and may only operate during discrete hours. As such, police officers remain the default for emergency calls until other systems can be brought to scale. Police need to retain high capacity to problem-solve, de-escalate, and manage all situations with a continued investment in crisis intervention training. If divestment leads to a less sophisticated police service, the people of Minneapolis will receive a lower quality of service in these circumstances. High-quality training in topics such as crisis intervention will remain important to providing MPD officers a foundation for responding to a variety of calls effectively and reinforcing their role in society.

Second, only sending officers to violent calls may only exacerbate the already high level of vigilance that officers have historically been trained to maintain. This could reinforce a mindset where officers are continually primed for violent encounters, potentially increasing the likelihood that officers will use force.

Third, a corollary to the above, is that officers who spend more time in a hypervigilant state experience trauma and mental and physical degradation far more than those provided an opportunity to "refill their tank." Research has shown that individuals who operate in conditions of hypervigilance will, without adequate time to reset neurophysiologically, experience cognitive, physical, and performance deficiencies driven directly by stress and fatigue, sometimes with tragic results.[43] This concern is not unique to police officers and is an issue for all first responders, but the potential acuity of calls for police in such a limited role would exacerbate this issue.

Finally, if police are excluded from public safety systems or devalued within those systems, there is a risk that police are further distanced from their communities and the overall legitimacy of police – and the public safety system – will be negatively impacted.

Crisis Intervention Team (CIT) training to support improved de-escalation and crisis response

To help police effectively fulfill their duties within this ecosystem, policymakers and agency leaders must ensure that police and 911 professionals have the proper training. At a minimum, this means providing a substantial percentage of police with high-quality Crisis Intervention Team (CIT) training, which entails 40 hours of training to provide officers with knowledge about mental and behavioral health issues and crisis resolution skills. The CIT model was created to give officers a working understanding of mental illness and psychiatric crises, thereby improving their attitudes towards, and outcomes, of interactions with people with mental or behavioral health issues, as well as intellectual and developmental disabilities sometimes associated with behavioral health crises.[44] The program offers training to police officers to assist people experiencing mental health crises, including de-escalation and safety skills, that improve both attitudes towards and interactions with these community members.[45] CIT-trained officers then become part of the response options (such as being part of multidisciplinary response teams) for calls known to involve mental health or substance use crisis. When successfully applied, CIT-trained officers will offer alternatives to arrest and divert people in crisis to services instead of jail, when appropriate. The CIT model also relies on strong collaboration between law enforcement, behavioral health providers, hospital emergency services, and individuals with behavioral health disorders and their families, and can help educate officers about services and providers available in the community.

To be at its most effective, CIT training should not be limited to officers; 911 professionals who are answering and dispatching calls should also receive the training. Even in an ECC (Emergency Call Center) with crisis response professionals ready to handle relevant calls, all members of the workforce are fielding calls and will encounter individuals experiencing a behavioral health crisis, so this training can benefit both officers and 911 professionals.

Performance Metrics for Responsive Services

As Minneapolis builds out its responsive services ecosystem, it will need to develop and implement ongoing performance metrics to gain insights into what is happening, what is working, and how the system can improve to better meet the community's needs. The **Governance** section earlier in this plan discussed the need for Minneapolis to embed analytics personnel within its committees to help generate meaningful performance metrics and data-driven management mechanisms spanning the ecosystem. We recommend that Minneapolis embark on an in-depth process of creating a comprehensive performance metrics plan, considering the options below, and then implement this plan in phases, as resources and data become available, to support data-driven management and transparency across the ecosystem. We recommend that Minneapolis incorporate selected metrics below and others identified by its Alternative Responses Subcommittee into a real-time dashboard to facilitate close management of these services and transparency with the public regarding operations and performance.

Virtual Response: Telephone and Online Reporting

Potential performance metrics include:

- Number of reports initiated
- Number of reports completed
- Percentage of reports initiated that are completed
- Time to report completion
- Average contact time
- Percentage of call for service volume decreased through telephone and online reporting
- Percentage of reports routed from 911 versus direct access through online portal or a direct telephone reporting number

- Service connections or referrals
- Clearance rates for received reports
- Community satisfaction with response, based on surveys
- Incident-type breakdowns for the above metrics
- Demographic breakdowns for the above metrics as appropriate

We encourage the Office of Community Safety to closely manage this area to identify opportunities for expanding phone and online reporting and ensuring the efficient and effective management of these services to maximize community benefit and reduce the impact of eligible calls resulting in a less efficient in-person response.

Virtual Response: Hotline Response

Potential performance metrics include:

- Number of calls received
- Percentage of calls disconnected before the hotline responds
- Percentage of calls completed versus disconnected
- Average speed of answer
- Average contact time
- Call outcomes
- Service connections, referrals, or transports
- Frequency of repeat callers over time
- Incident-type breakdowns for the above metrics
- Percentage of call for service volume resolved through hotline

- Percentage of calls routed from 911 versus taken directly from the hotline number
- Percentage of calls elevated from hotline to in-person response by civilian responders, co-disciplinary response, or police
- Community satisfaction with response, based on post-call survey
- Number of repeat callers and changes over time
- Incident-type breakdowns for the above metrics
- Demographic breakdowns for the above metrics as appropriate

Civilian Response

Potential performance metrics include:

- Number of calls received
- Average and median dispatch times

- Average and median response times
- Average and median call completion times

- Call outcomes
- Percentage of total calls resulting in a civilian response
- Percentage of calls originating as civilian response but ultimately resulting in a co-response or police response
- Service connections, referrals, or transports

- Community satisfaction with response, based on post-call survey
- Number of repeat callers and changes over time
- Incident-type breakdowns for the above metrics
- Demographic breakdowns for the above metrics as appropriate

Co-Response

Potential performance metrics include:

- Number of calls received
- Average and median dispatch times
- Average and median response times
- Average and median call completion times
- Percentage of calls that started as a civilian response with no police response that resulted in a co-response
- The percentage of calls led by the civilian responder versus led by the police and the percentage of calls that switched call leads after initial dispatch.

- Call outcomes
- Service connections, referrals, or transports
- Community satisfaction with response, based on post-call survey
- Number of repeat callers and changes over time
- Incident-type breakdowns for the above metrics
- Demographic breakdowns for the above metrics as appropriate

Police Response

Potential performance metrics related to managing the role of policing in the responsive services ecosystem include:

- Number of calls received
- Number of calls police responded to and requested a civilian responder
- Number of calls a civilian responder initially responded to and requested a police response
- Average and median dispatch times
- Average and median response times
- Average and median call completion times
- Call outcomes
- Service connections, referrals, or transports

- Use of force frequency across call types
- Clearance rates for crimes
- Conviction rates
- Community satisfaction with response, based on post-call survey
- Number of repeat callers and changes over time
- Incident-type breakdowns for the above metrics
- Demographic breakdowns for the above metrics as appropriate

The above metrics pertain specifically to monitoring police response within an expanded response options ecosystem, and we certainly encourage the City to continue to build out its analytics and public-facing data and dashboards regarding policing operations more broadly, such as quantitative and qualitative metrics pertaining to topics of great community interest, including but not limited to use of force; stops, searches, and arrests; impartial policing; crisis intervention; internal affairs investigations; and community policing.

Action Steps: Building the Response Options Ecosystem

Note that recommended action steps pertaining to technology and records management for building out response options are discussed in the next section on 911 given the need for deep integration between 911 and responder technology.

Responsive

Policy & Practice	Recommendations
Piloting & Scaling Alternative Responses	• Continue ongoing pilots, scale these pilots as appropriate, and implement planned initiatives in this area.
	• Develop policies where necessary for any alternative response pilots.
Maximizing Virtual Response Options	• Analyze current usage of online and phone reporting to identify any opportunities to expand the usage of these systems to improve efficiency and service for community members and reduce field responder workload. This analysis should include what incident types are eligible for virtual responses, whether eligible calls are consistently handled through virtual response, and how these programs are managed to maximize impact.
	• Ensure analytics and management mechanisms are in place to consistently monitor the usage and impact of these systems to ensure appropriate functioning and impact on the overall ecosystem.
	• Review the current public communications strategy regarding these services and, as needed, work toward greater community understanding and usage.

Systems & Infrastructure	Recommendations
Community and Data-Driven Process for Advancing Alternative Response	• Revisit the previous analysis regarding call for service workload, update it as helpful, and re-engage in discussions regarding potential alternative response options, building upon ongoing work in this area.
	• Produce a refreshed, phased data-driven plan for moving forward with an expanded diversified response ecosystem, planning for desired availability of alternative response options and the required staffing, resources, and funding to deliver the desired response. Please see the body of this plan for more detail regarding conducting this analysis. This plan should be developed and approved through the committees and governance structures and processes discussed in the **Governance** section of this plan and include public engagement.
	• The City should hold public engagement sessions in the development of this plan.
	• As part of this process, the City should plan for effectively managing piloted alternative responses moving forward, including the development of performance metrics and management mechanisms for continual, close management of all services.
Connecting Hotlines to 911	• Minneapolis should explore connecting applicable hotlines, such as a behavioral health crisis line, to its 911 operations so that dispatchers can connect callers with certain low-risk calls to the applicable hotline when appropriate.

Develop Performance Metrics for Responsive Services	• Using the guidance above in the Performance Metrics for Responsive Services subsection, develop a plan for building out performance metrics spanning responsive services.

Human Capital & Collaboration	Recommendations
Staffing Plan for Alternative Response	• Develop a staffing plan in conjunction with the phased approach to expanding alternative response. Ensure necessary job descriptions exist to support planned alternative response initiatives. Plan for the projected budgetary requirements for hiring and resourcing this staff for success.

Phase Three: Mid-Term Recommendations

Policy & Practice	Recommendations
Policy Guidance for Alternative Response	• Develop and implement any necessary policy and training to support the implementation of new alternative response practices, in accordance with the City's phased plan for implementing alternative response initiatives.

Systems & Infrastructure	Recommendations
Community and Data-Driven Process for Advancing Alternative Response	• Conduct public engagement sessions on the roll out of the phased implementation plan.
	• Implement the plan created during Phase One, described above, and work toward scaling impactful initiatives.
	• Institute management mechanisms to manage the implementation of the plan closely with executive oversight, as discussed in the **Governance** section of this plan.
Develop Performance Metrics for Responsive Services	• Implement the plan for building out performance metrics spanning responsive services.
	• Develop a performance management dashboard with these metrics to support analytical insights and data-driven management of responsive services.
Transparency Regarding Responsive Services	• Post a public dashboard with these metrics to support public transparency and accountability regarding responsive services.
	• Conduct public engagement meetings regarding this dashboard to maximize community input in its design and support community comprehension of available analytics.

Human Capital & Collaboration	Recommendations
Staffing Plan for Alternative Response	• Implement the staffing plan for alternative response, hiring the requisite staff to deliver the alternative responses planned for this phase, within budgetary constraints.
	• Provide training to support staff fulfilling alternative response roles

Phase Three: Long-Term Recommendations

Policy & Practice	Recommendations
Policy Guidance for Alternative Response	• Develop and implement any necessary policy and training to support the implementation of new alternative response practices, in accordance with the City's phased plan for implementing alternative response initiatives.

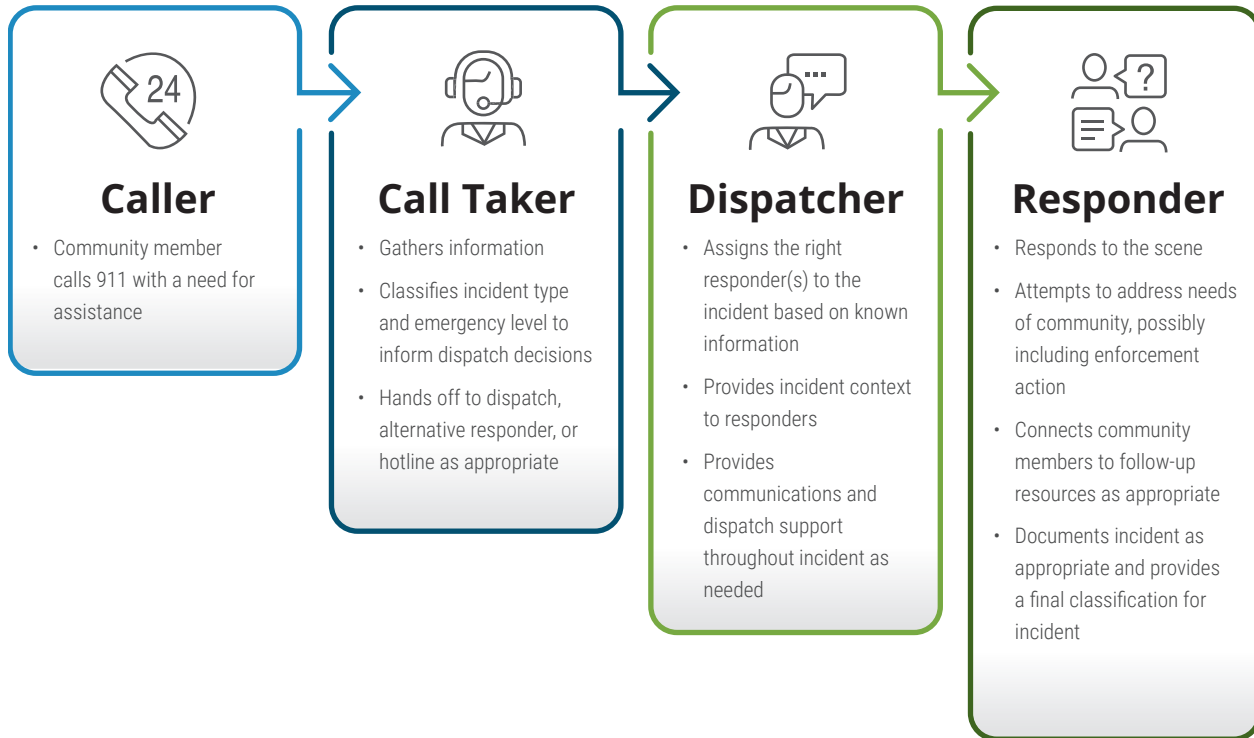| Systems & Infrastructure	Recommendations
Community and Data-Driven Process for Advancing Alternative Response	• Evaluate the implementation of alternative response programs to make modifications to the programming where beneficial.
	• Continue build out of internal and external analytics dashboards to support city management and community transparency and accountability.
	• Continue regular public engagement sessions regarding the responsive ecosystem to gather public feedback to improve the system.

Human Capital & Collaboration	Recommendations
Staffing Plan for Alternative Response	• Continue implementing the staffing plan for alternative response, hiring the requisite staff to deliver the alternative responses planned for this phase, within budgetary constraints. Address emerging staffing and capacity issues impacting success of alternative response initiatives.
	• Provide training to support staff fulfilling alternative response roles.

Connecting Community to the Right Response: Transforming 911 and Communications

Since its inception, the 911 system has paired care with enforcement. Minneapolis dispatches officers to more than 300,000 calls for service to 911 per year,[46] and police officers spend a significant portion of their time responding to these calls for service. While this operational posture makes possible lifesaving interventions, there are missed opportunities to connect community members to services that may better meet their needs, and in the worst cases only sending law enforcement can contribute to avoidable tragedies. Recent public dialogue on the topic has seemed to vacillate between calls to reduce police and the role they play in 911 response and calls to amplify police responses in the name of public safety. Accompanying debate often fails to specifically consider the 911 system itself, which is an essential connector between community needs and responsive services. This section of the plan focuses on how Minneapolis can implement innovative 911 practices to build a comprehensive, equitable response system that provides the right response to whatever community need has arisen.

The process map below merges the typical 911 call-taking process with elements of the integrated ecosystem approach endorsed by this plan.

Figure 4: 911 Call-taking Process

Caller
- Community member calls 911 with a need for assistance

Call Taker
- Gathers information
- Classifies incident type and emergency level to inform dispatch decisions
- Hands off to dispatch, alternative responder, or hotline as appropriate

Dispatcher
- Assigns the right responder(s) to the incident based on known information
- Provides incident context to responders
- Provides communications and dispatch support throughout incident as needed

Responder
- Responds to the scene
- Attempts to address needs of community, possibly including enforcement action
- Connects community members to follow-up resources as appropriate
- Documents incident as appropriate and provides a final classification for incident

911 remains our nation's most accessed public benefit and should be considered separately from police and enforcement. Beyond serving as the gateway to public safety, it is also the starting point for physical and mental health care for many, though it is not widely viewed that way. What if we instead decoupled care from enforcement, where appropriate, while trying to match the service offered to the underlying need, maximizing the community benefits of the response options detailed in the previous section? What would a 911 system structured in this way look like?

A foundational principle in the development of this Responsive Services section is the need to focus on improving the quality, safety, and humanity of our nation's 911 systems so that people in all communities feel safe to call it. "Don't call 911" is a familiar refrain in some Black neighborhoods and other marginalized communities because of fear that, rather than addressing their needs, calls to 911 will result in yet more violence and trauma at the hands of armed police. Yet at the same time, research indicates communities of color most impacted by crime can be looking for sustained or increased police presence toward improving community safety.[47] Minneapolis will need to work toward systemically improving its police response alongside building out its responsive services to provide concerned community members the response they need – and that they can trust – in a time of need.

The cornerstone of a well-functioning 911 system is that anyone should be able to use it with confidence that their needs will be addressed effectively and without fear of inequity and injustice. Police will continue to play an important role in this growing ecosystem of services connected to 911, and clearly there is much work to do toward improving policing in Minneapolis and rebuilding trust with the community.

This section provides a series of opportunities and considerations for 911 response innovation to advance the ecosystem approach spanning this plan. Many of the strategies outlined in this plan are adapted from Transform911's Blueprint for Change, developed by the University of Chicago Health Lab along with its partners and collaborators, published in June 2022.

In addition to connecting community members to needed responsive services, we also envision that 911 and associated hotlines will be able to connect community members to relevant preventive and restorative services as Minneapolis builds out its ecosystem of preventive, responsive, and restorative systems and community members have a growing set of resources that can be accessed for support outside of a call to 911.

We recommend the following overall strategies to advance this ecosystem approach, which are enumerated in

greater detail below:

1. Build on Minneapolis' current alternative response pilots, as discussed in the previous section.
2. Invest in Minneapolis' Emergency Communications Center (ECC)[48] to ensure Minneapolis has the necessary systems to connect the community to this report's proposed ecosystem of services.
3. Invest in further support of 911 professionals who are essential to connecting the Minneapolis community to needed services.
4. Develop alternative destinations and pathways for follow-up.

The following subsections of the report discuss these strategies in greater depth before the recommendations herein are summarized in the Action Steps subsection.

Investing in Minneapolis' Emergency Communications Center (MECC)

Minneapolis should consider the following topics as it ensures Minneapolis' Emergency Communications Center has the resources and capacities it needs to seamlessly connect the Minneapolis community to the City's expanded ecosystem of responsive services.

Ensure that the Minneapolis ECC is Fully Independent and Equal to Lateral Public Safety Agencies

Over the past 50 years, ECCs have evolved from simple information transfer stations to critical parts of the public safety system, where resource deployment and tactical decisions are made. Leaders of these agencies need autonomy and resources to address issues that affect their jurisdiction's greater public safety mission. Experienced emergency communications leadership should be in an equal position to fully inform elected officials, governing bodies, and the public without fear of recourse or concerns about being minimized or questioned by other public safety agencies. We note here that the ECC in Minneapolis is independent from other first responder agencies and a part of the Office of Community Safety. City leadership should work to ensure that Minneapolis 911 remains independent and has an equal voice in matters related to public safety.

One other important point about Minneapolis 911 is that very little information appears to be available publicly online. To that end, we recommend that more information about the MECC's governance, governing board, practices, and procedures be made available. This transparency can improve both community relations and the ECC itself.

Invest in ECC Technology and Interoperability

Modern emergency management relies on the deployment of advanced technology, not only to manage specific emergency responses, but to also ensure that the public is able to access emergency services through technological means that work best for them. This includes the ability to dispatch and communicate with the variety of alternative response options detailed in the previous section.

Today's ECCs must be able to offer all advanced communications services, including text-to-911, and have the ability to receive enhanced location and multimedia data in compliance with i3 standards.[49] This is particularly important for people with disabilities and those for whom English is not a first language.

The public expectation of what services are available in our nation's ECCs has greatly outpaced reality. ECCs that have upgraded the infrastructure and now offer true Next Generation 911 (NG911) services enjoy a more secure, redundant (system design in which a component is duplicated so if it fails there will be a backup), flexible, and accessible system. While Minneapolis is in early phases of this process, NG911 services are not yet fully operational. With cybersecurity being a top priority for ECCs and other government entities, funding is often available through federal and state sources. We recommend that Minneapolis explore the implementation of this technology as part of the **Technology Modernization** process discussed below.

Implement Tiered or Criteria-Based Dispatching

Criteria-Based Dispatching (CBD) was developed in King County, Wash., as a method for triaging emergency medical services.[50] While traditional call-taking focuses on collecting as much information as possible, CBD instructs 911 professionals to focus on here-and-now questions, prioritizing the necessary level of care and the urgency of that need.[51] It categorizes multiple call types together and provides 911 professionals with guided instructions and questions to inform and to routinize associated coding. When optimally functioning, the CBD protocol can assist 911 professionals in accurately capturing pertinent information, sorting incoming calls, and dispatching a response that matches the situation and its level of urgency. Indeed, studies support the potential of CBD systems to obtain more accurate information from 911 callers and improve the fit between the caller's needs and the dispatched response.[52]

We are aware that some years ago Minneapolis experimented with ProQA, which is call-taking software created by the Priority Dispatch Corp. We understand that the implementation was widely criticized and thought to be unsuccessful. It may be possible to find current software that better fits the city's particular needs, including being more flexible and allowing for customization based on Minneapolis' practical needs. For example, the National Institute for Criminal Justice Reform developed a tiered dispatch system to be used by call takers in Berkeley, Calif.[53] This system instructs assignment to one of the four following tiers, similar to the modes of response discussion in the previous section:

Tier 1: Alternative response only – non-criminal incidents that do not require a police response. Dispatchers are guided to send a trained team of community responders to the scene.

Tier 2: Co-response led by community responder – misdemeanors with a low potential for violence or arrest. Both a community responder and an officer will be dispatched, but if the community responder arrives on scene and determines that there is a low potential for violence, officers leave.

Tier 3: Co-response led by officer – non-violent felonies with a low potential for violence or arrest. Officers and community responders are dispatched together, with the officer first conducting a safety check. If the officer determines that there is a low potential for violence, they remain on scene but step back and allow the community responder to take the lead.

Tier 4: Officer response only – serious violent felonies or high likelihood of arrest.

These categories closely align with the four modes of response discussed in the previous section, with two differences. First, there is no "Tier 0" where there is no physical response by any responder and the caller is directed to phone, virtual, or online reporting response to address their issue. We would recommend incorporating a Tier 0 to track such calls which are diverted to non-physical responses. Secondly, Tiers 2 and 3 differentiate between co-responses led by community responders or officers, an important dispatch distinction which was also discussed during the previous section.

We recommend that the City conduct peer learning to learn practices from other jurisdictions in this regard, including Seattle's risk-managed demand process which was discussed previously, and consider implementing its own criteria-based dispatch protocols in a data-driven and collaborative manner. If the City opts to implement criteria-based dispatch, we recommend that the City develop a plan for implementing criteria-based dispatching, leveraging the data-driven analysis discussed during the previous section of this report which calls for an analysis of historical calls for service data and response experiences from a variety of perspectives to identify the appropriate classification, priority level, and default response for distinct incident types. We recommend that Minneapolis explore the implementation of criteria-based dispatching technology as part of the phased technology modernization process discussed below and continually monitor the effectiveness of any future criteria-based dispatch system to make adjustments as necessary to promote safe, effective responses to community needs.

This type of protocol must seamlessly incorporate Minneapolis' current and future innovations in response options. For example, such a system should help with both the mental health call type identification and appropriately dispatching Behavioral Crisis Team response pilots in Minneapolis based on programmed criteria determined by the City through the processes recommended in this plan.

Implement Smart911

Many cities have adopted a system called Smart911.[54] Residents of jurisdictions utilizing Smart911 have the option to create a free Safety Profile for their household. They can include any information that they would like 911 professionals and first responders to have in the event of an emergency, including but not limited to medical history, medications, disabilities and accompanying limitations and triggers, whether there are pets or children are in the house, and especially important - preferred language. For example, in the event that a call to 911 comes from a person who speaks a language other than English and requires an interpreter, the 911 professional can use Smart911 to see from the start of the call that a interpreter is required, saving valuable time in what could be a critical emergency. This also applies with equal relevance to the deaf and hard of hearing community.[55] When time is of the essence it is important to treat all callers equitably, including those who cannot relay all of the requisite information efficiently without additional tools like Smart911.[56] We recommend that Minneapolis explore the implementation of this technology as part of the **Technology Modernization** process discussed below.

Integrate Diversity, Equity, and Inclusion Principles into all Support and Reform Efforts

The 911 system does not exist in a vacuum. Just as societal biases exist in all other aspects of life, they also impact the 911 system. The way in which 911 professionals interpret, record, and dispatch calls has implications for how responders perceive the level of risk and the nature of an incident, and in the worst-case scenario, this information may inadvertently prompt unnecessary force or activate racial or other biases.[57,58] We recommend that Minneapolis consider protocols for identifying bias-based calls early in the 911 process to screen out bias-based complaints that merit no formal response.

We recommend that Minneapolis deeply consider equity in the planning and implementation of all of the initiatives in this plan. Minneapolis should ensure that training instructs 911 professionals to minimize the impact of racial biases—their own as well as those of callers—on their work. Hiring professionals who demographically reflect the communities in which they serve can also help address these issues. Along the way, consider the ways in which societal bias will impact every reform that is enacted.

Technological Modernization and Innovation to Deliver and Manage Agile Response

Technological modernization and integration across 911 and responder technology will be essential to building the expanded response services ecosystem. In turn, this section discusses not just processes for modernizing 911 but also considerations for integrating alternative responders into a comprehensive records management environment that supports documentation across the ecosystem to support proper record keeping, integrated analytics, data-driven management, and accountability across the ecosystem.

Key Questions for 911 Directing Responsive Services

Before discussing considerations and processes for moving forward with technology modernization for 911 and communications operations, it is important to discuss key questions and areas where information will need to be collected, evaluated, and communicated to facilitate the right response at the right time. These questions align with core questions to be addressed in the City's ongoing analysis of appropriate response options to the spectrum of calls for service.

What is happening?

When 911 receives a call from the public, a call-taker, guided by intake protocols, asks the caller questions to ascertain the risk and urgency – the acuity of the call – as well as the type and nature of the call to help determine what resource would best suit the circumstances.

The call should then be dispatched according to City-determined settings or, as is planned in Seattle, based upon comparisons to a risk matrix based on analysis of prior similar calls, including how they were initiated and how they were resolved.

The following questions may prompt additional information that may impact which response option is dispatched to the incident.

What do we know about the person?

If a specific person is identified during the intake process, all prior information about the person should be factored into the response decision. All first responders should have equal access to behavioral and resource information, including: 1) previous response history with the individual; 2) what triggers should be avoided; 3) what approaches have been successful; 4) what resources – family, mental health, case worker, mentor, etc. – are available to assist in resolution of the event. Such factors would be particularly helpful in connecting individuals in crisis to the most effective response option and available resources to safely resolve the event and connect the individual to support services as appropriate.

Having all of this information available to responders requires having integrated and updated information spanning relevant information systems in the ecosystem. The process for integrating these systems and ensuring appropriate access and security is discussed below.

What do we know about the location?

911 should consider information about the location, both by specific address and apartment, and a local perimeter/radius search for known variables or hazards when determining the appropriate response option(s) for the incident. Based on the location data history, the call could be mitigated or exacerbated. The location call history could also provide pivotal information in promoting safety and optimal outcomes for all involved in the event.

What resources are available to respond to the situation?

The system must be able to dispatch the ecosystem of responsive services which the City establishes, with the support of the previous section. 911 will need to know what resources are available at all times and have the ability to communicate in real-time with these responsive services to dispatch these services when needed and available.

Once the event has ended, follow-up resources should also be provided, as available. Minneapolis should map and incorporate restorative services into its response continuum, as discussed in the **Restorative Services** section that follows.

How will the incident response be documented?

With this ecosystem approach increasing the number of entities responding to 911 calls, Minneapolis will have to implement an integrated reporting and documentation system to be able to track, manage, and evaluate activities across responders. Addressing this need is discussed below.

With these fundamental questions and flows within the 911 process in mind, we now turn to planning and executing technology modernization across 911 and responsive services.

Phased Implementation for Technology Modernization

For a system overhaul of this scope and scale to be successful, a robust, phased implementation plan must be put into place. To manage project workstreams and staffing needs, the City may wish to divide the work into three phases of approximately 12 to 18 months each. Phase One would consist largely of planning and needs assessment activities; Phase Two would involve discrete implementation activities, such as system implementations that do not rely upon broader network or infrastructure changes, and critical hires; lastly, Phase Three would involve long-term implementation, governance, networking, and maintenance of the integrated, multi-agency ecosystem. This third phase also involves the upkeep of each individual system deployed in Phase Two. This section walks through considerations for each of these phases as the City moves toward integrating technology systems to support innovative 911 practices and integrated response services.

Phase One: Project Planning

The first tranche of work should be centered on identifying the current state of the technology underlying this work, conducting a gaps analysis, and developing a blueprint for an integrated future state. It is critical that this work be conducted up front, rather than in a piecemeal or siloed fashion, to ensure that the different data systems required to address the City's responses to public safety are compatible and can work together as appropriate.

Gap Analysis

The City must first consider the relevant functions that it is seeking to impact through this technology transformation project. A truly integrated and responsive public safety model will require collaboration and information sharing across city agencies. As such, a key first step in this process is to map out the current state of data and systems across relevant agencies and to identify the gaps between the status quo and the future state imagined for this ecosystem approach to succeed. This review of the status quo is not solely an assessment of the IT infrastructure, but also an analysis of key business processes.

For each relevant agency and policy goal being targeted by this initiative, the City and project leadership should be able to answer:

- What information related to these goals is currently being collected?
- What systems are being used to collect and store these data?
- Is the data in each system accessible, analyzable, and/or sharable?
- What data security measures are currently in place, and are they sufficient?
- What are the shortcomings and/or inefficiencies of the current systems?

In addition to documenting the current state, the project leadership must also be able to clearly articulate the goals and priorities of the new system. For example:

- What information needs to be collected in order to achieve the goals identified?
- What are key features of a system needed to effectively collect and store the required data?
- What types of data access, analysis, and sharing abilities are needed?
- What security and auditing measures should be in place?
- What are the critical workflows that must be performed for the new approach to be successful?

Finally, the project team must assess the current state against the goals and priorities of the new system. For any gaps identified, the team must develop and track a strategy and timeline to address each shortcoming. Many commercial, off-the-shelf (COTS) software systems will come with suggested workflows. While these may be sufficient to address the identified needs in many cases, it is important that the plan developed does not allow these new and competing systems to create unnecessary inefficiencies or inhibit the full integration of needed systems to advance a comprehensive ecosystem approach.

System Integration

For the above gaps analysis and this phased implementation plan, Minneapolis should ensure it integrates the necessary systems to support operations across the ecosystem. Systems Minneapolis should consider for integration include:

Computer Aided Dispatch (CAD) and Records Management System(s) (RMS): The Computer Aided Dispatch (CAD) and Records Management Systems (RMS) are two critical operational systems for policing and for the expanded ecosystem proposed in this plan. While there is a lot of nuance to the workflow, the CAD and associated protocols assist dispatchers to manage events in real time by consolidating and communicating critical information, while the RMS records all data on past events (and typically incorporates some data elements provided by CAD). Properly designed, the two systems work hand-in-hand as dispatchers and first responders have access to known data about previous events and investigations, persons (including past behaviors), locations, and vehicles. Many major city agencies rely upon modern, integrated CAD/RMS systems that are housed on a single cloud platform or integrated cloud platforms, providing first responders with seamless, real-time information that can be shared and analyzed.

A primary goal is to have pre-incident planning information available for *all* first responders to ensure right-sized and scoped response, as well as historical information for debriefings, after-action analysis, and management of the ecosystem of responsive services. Providing the same information to all first responders in real time can be achieved through a cloud-native system that allows each entity its own tenant, with varying degrees of permissions or restrictions around accessing other entities' data (i.e., a multi-tenant system). Concerns around HIPPA/CJIS restrictions can be resolved in the system by providing all first responders with behavioral information and resource recommendations but not criminal information or health diagnoses, which are rarely necessary. knowing someone can act violently and

experiences hallucinations is important while knowing the diagnosis is typically irrelevant for first responders.

In a multi-tenant system where multiple agencies or departments have access to enter information, an effective data governance structure is critical. This structure would support ongoing policy reconciliation and change management, including processes for adding new fields or processes in consistent ways across departments.

Use of Force Reporting and Review: Use of force incidents need to be reported, reviewed, and tracked comprehensively. While use of force will continue to occur primarily with police response, force could occur in non-police response situations and would need to be tracked in those situations as well. Information regarding use of force events will help inform the City's dispatch programming and continual assessment of the programming of responsive services for various types of events. For example, when trying to determine which calls may be amenable to a diversified response, examining the rate of force used in certain situations and linking that information back to the initial call classification is an important step in determining risk and whether to send a community responder or multidisciplinary response. While dispatch does not need visibility into past uses of force (a flag in CAD that the individual or location has demonstrated violent propensities would suffice), the back-end analysis of calls for risk analysis purposes requires linking force to CAD event outcomes.

Human Resources Information System (HRIS): Next, the source system for employee demographics, training, qualifications, certifications, and resources needs to be integrated into the dispatch decision-making. Reporting structures and shift assignments should also be included. Different departments tend to keep such information in a variety of places. Ideally, the information is incorporated into Minneapolis' Human Resources Information System (HRIS) so that it is continually updated with transfers, promotions, and assignments within the departments operating in the responsive services ecosystem. Some departments place that data into CAD or RMS systems, and there are varying levels of sophistication concerning the depth and accuracy of the information. A CAD/RMS platform with an open application programming interface (API) that allows an agency to integrate its dispatch and HR systems can help keep this critical information up to date, improve data accuracy, and significantly reduce the potential manual work required to maintain the information. The critical issue here is that dispatchers need to know the capabilities of police resources – CIT? EMT? CEW? – and other resources in order to properly assign the correct resource. In an integrated system, the CAD would be able to assist the dispatcher in real-time with that assessment.

Body-worn cameras are an important tool for quality control, auditing, and review in policing, and also provide valuable evidence post-incident. As body-worn cameras are typically considered a police accountability mechanism, it is only recently that EMS services have considered using body worn cameras.[59] If Minneapolis identifies a need to deploy body cameras beyond police, it should do so in an integrated fashion. Minneapolis could consider conducting review sessions of body camera footage to evaluate how the responsive services are playing out in meeting community needs and modify the approach as necessary with the insights of these reviews.

Identifying Key Stakeholders and Establishing IT & Data Governance

Key stakeholders, and ultimately decision makers, must be identified at the outset to facilitate the proper planning in Phase One and the execution of all initiatives in this area. These may include representatives from the police and fire departments, agencies providing alternative response options, IT, and labor as well as city partners in the mental health, homelessness, and/or other social service spaces. Representatives from each of the entities participating in the integrated system will be able to help articulate current workflows and their shortcomings, as well as what they would like to see in the future state. Additionally, as a full system-wide transformation is likely to be a years-long undertaking, stakeholders will also play an important role in developing short-term plans for gathering data in critical areas while the implementation is still underway. To direct and oversee this complex technology modernization process, the City can consider instituting an Executive IT & Data Steering Committee, as an extension of the recommendations in the **Governance** section of this plan. This steering committee could oversee the establishment of strong governance protocols to support informed, collaborative decision making for moving the city forward with technology modernization and expanded analytical capabilities to support the achievement of the City's goals.

Identifying, Procuring, and Integrating Systems

As the current state, goals, and gaps are identified and analyzed, the City must also develop a comprehensive plan for procurement. As a robust, cross-agency system is likely to require the acquisition and integration of multiple software systems – which may include CAD, RMS, health records or case management information – it is important that each component be selected and implemented with the broader network in mind. Additionally, as new or additional systems are introduced, the City must ensure that it has the IT and hardware infrastructure to support it, ranging from servers and data warehouses to the devices that will be used as points of data entry. **Due to the complexity of this type of implementation and the numerous entities within Minneapolis that must be able to functionally work together, the City should strongly consider hiring an independent system integrator (SI) to facilitate key activities (e.g., implementation, data migration, interface development, and testing) and oversee project management.** The City's integrated public safety data system should be anchored by robust RMS, CAD, and data analysis systems. These may take the form of COTS software that can be highly configured and are typically more cost effective, or a fully customized system built from the ground up.

There are a number of key considerations during the procurement process:

Total Cost of Ownership

As the City implements technology modernization initiatives, it will need to plan and account for the total cost of ownership (TCO) of new technologies. TCO considers both the direct and indirect costs of owning and operating a hardware or software system. Direct costs typically take the form of software licenses and subscriptions. For on-premises systems, this can include large upfront purchases of licenses, with annual maintenance fees. For cloud-based software, the initial setup fee is typically lower, with recurring annual subscription payments. Indirect costs typically take the form of hardware purchases, installation, security measures, and product upgrades and updates. TCO indirect costs can vary extensively, depending on whether the technology is on-premises or cloud-based. For example:

- **Hardware:** on-premises hardware purchases can be significant, and require additional costs for the agency to store, secure, maintain, and power the system. Conversely, cloud-based systems typically do not require any physical hardware, as the cloud provider site is responsible for server capacity and data compliance and security.

- **Installation:** on-premises systems typically require software to be physically installed directly onto each agency device; cloud-based software can be accessed from any internet-connected device, without requiring any physical installation time or resources.

- **Upgrades:** As with installation, on-premises systems generally involve system downtime and require device updates to be done manually. Many cloud-based providers can provide service upgrades without disruption, and ensure the technology is always up to date with industry requirements (e.g., new NIBRS reporting standards). Reliance on "blue-green" upgrade deployments reduces risk during the upgrade process and can eliminate downtime altogether.

When procuring new systems across the public safety sector, the City must consider the total cost of ownership. This calculus should also include assessments about the lifespan of technology. Is there any risk that mission critical software will be "sunset" or reach an "end of life" in which it can no longer be supported by a provider, or is there a plan in place to ensure reporting, storage, and security standards are constantly improving? Such questions are important in planning for success and to account for the total cost of ownership.

Data Access and Analysis

Another important consideration during the procurement process is what form the information entered into the data systems will take and whether that sufficiently meets the needs of the City. For example, in a data network centered on a public safety mission, access to real-time data that can be distilled into digestible formats such as maps and charts and integrated with data from separate but related systems should be amongst the top priorities. Vendors should be able to produce a well-documented mechanism, such as an application programming interface (API), through which the agency can access its own data in the application in real time, and/or share that data with trusted third parties.

Providing first responders and dispatchers with real-time access to this information can be critical to the safety of professionals and members of the public in emergency situations.

Modern records management systems, such as those built on the cloud, can ensure that agencies have easy access to data anywhere, from any agency-approved device. Some of these systems are "device agnostic," meaning that users can access data from any internet-connected device, without requiring a software program to be installed.

The technology selection process should also include a discussion of which data can and should be shared between agencies, and which data can and should not. For example, it may be beneficial to share personalized response plans for individuals with mental illness who frequently come into contact with emergency services, across the different agencies that may be called on to respond. Conversely, there may be legal or ethical prohibitions for sharing other forms of individual-level data.

The procurement process should also be used to seek out opportunities to leverage data to enhance program effectiveness and agency efficiency. These benefits can be observed in a few ways. For example, an RMS should be designed with users in mind, such that responders can enter data quickly and accurately, freeing up time for core aspects of their mission. Additionally, when data is entered into a modern system with a robust database, the information can more easily be used to generate analytic reports; these findings can be used by supervisors and executives to determine what may or may not be working, identify areas for improvement, and have early insight into potentially burgeoning public safety issues. Certain data elements and reports may also be appropriate to share with the public, which would allow for added transparency, and possibly facilitate trust and buy-in for the initiative.

Lastly, the City should ensure that all vendors have fair data access policies. Throughout the course of their license or subscription, or if the City or specific agency chooses to terminate, there must be a well-defined process by which the agency can retrieve its data from the vendor, without penalty.

Data Security

The City should also make cybersecurity a core tenet of its technology procurement criteria. In recent years, government agencies have been the targets of a large portion of ransomware attacks in the United States. These attacks can bring government operations to a standstill and cost upwards of tens of millions of dollars to return the organization to full capacity. In addition to the monetary costs, these attacks can also create public safety crises, by taking critical communication and information systems offline and compromising the integrity and security of sensitive data.

The cyber and physical security of data systems and networks should be scrutinized during this process. The Criminal Justice Information Services (CJIS) Security Policy "contains information security requirements, guidelines, and agreements reflecting the will of law enforcement and criminal justice agencies for protecting the sources, transmission, storage, and generation of Criminal Justice Information (CJI)."[60] CJIS standards apply to the security of physical servers, networks, and employee security.

In data security audits, CJIS-compliant cloud firms have outperformed agencies with on-premises systems when it comes to system security. For example, Amazon Web Services (AWS) GovCloud and Microsoft Azure, are often considered to be more secure than local resources. Due to the economy of scale, the resources of these commercial vendors ensure that data is protected by the latest security and encryption technology. CJIS-certified cloud vendors also typically further safeguard information through physical security measures and disaster recovery protocols that include layers of redundancy across multiple geographic locations, differing tectonic plates, and flood zones.

Data Migration and Interface Scoping

As the City procures new technology solutions, it must consider not only what it intends for personnel to enter into the system, but also what information should appear natively. Historical records from legacy systems can often be migrated into the new system's database. However, the cost and time required to conduct a data migration can vary widely, depending on the volume and format of the information being transferred. For example, when migrating information to a new records management system, this process can involve an enterprise scale data conversion involving ETL (Extract, Transform, Load) code that maps directly to the fields in the new system. Other options can include partial migrations (e.g., only transferring some information), or migrating legacy information into the new system as PDF files. When considering data migration options, the City should consider cost, timeline, and usability of the data. While an enterprise level is typically the most expensive and time consuming, often requiring multiple rounds of validation, it can also provide the most immediately usable data.

When scoping interfaces, the City should similarly consider what type of information its users will benefit from having directly in the system. As with data migrations, cost, timeline, and testing will be directly tied to the complexity of the interface. For example, some interfaces may be built directly to the application by the City's own IT personnel, if the vendor provides an open External API. Integrations that involve custom development or data transformation or rely on on-premises integration servers are considered routine but require additional resources. More complex integrations may require multi-directional data transfers between the app and external systems, and as a result be more expensive and/or time-consuming to develop.

Phase Two: Short-Term Implementation

After completing the planning phase above, implementation will occur in at least two phases, with the first implementation phase involving the configuration, testing, training, and cutover of the core systems. These are most likely to include a records management system (RMS), computer aided dispatch (CAD), and a data analysis platform. Depending on how many systems are ultimately identified as providing core functionality, and the number of vendors involved – i.e., some vendors provide all three services on a single platform, whereas a piecemeal procurement would involve integrating multiple independent systems from different vendors – the timeline required can vary greatly. Identifying a single platform solution can offer implementation, timeline, and cost efficiencies by reducing the amount of configuration, integration, training, and vendor and project management required.

Project Team

While Phase One (Planning) included identifying key stakeholders and establishing governance protocols, by Phase Two (Short-Term Implementation) the core project team and personnel should be established to advance the identified technology modernization projects. Minneapolis may consider instituting multiple project teams to implement the selected initiatives, but the City must ensure these efforts are properly coordinated to support the integrated platforms required for this plan's ecosystem approach. These project teams could provide regular updates to the 911, Communications & Technology subcommittee and/or Executive Steering Committee overseeing the implementation of this plan to ensure broad executive knowledge in directing the realization of the new projects. Critical roles for a project team include:

Role	Responsibility
Executive Sponsor	• Executive-level staff representative for the city • Has authority to represent the city and provide or obtain sign-off on major decisions during the project • Assists with change management and potential policy changes within the city • Helps govern relevant project stakeholders / working group leaders
Project Lead	• Primary point of contact for the City • Participates in regular check-ins and status updates with the team • Reviews and approves major milestones • Manages and escalates issues • Has authority to represent the City and get sign-off on major decisions during the project
Business Point of Contact	• Has knowledge of existing workflows, processes, configurations, and systems, or has the resources to find business users needed to provide knowledge • Has authority to represent the agency and get sign-off on business decisions around workflows, configurations, integrations, and data conversions • Helps define scope and requirements for configurations, integrations, and data conversions
Technical Point of Contact	• Has knowledge of existing systems, integrations, and vendors/parties involved • Has authority to represent the agency and get sign-off on major technical decisions • Provides network, data, system, or other access deemed necessary for completion of integration and data conversions development work • Provides documentation and other resources on data, schemas, systems, and as needed
Validation Point of Contact	• Has enough business and technical knowledge to be able to validate and sign-off on acceptance of workflows, configurations, integrations, and data conversions • Has authority to represent the agency and get sign-off on acceptance of integrations and data conversions
Working Group Leads	• Primary points of contact for each affected user group area. There should, at least, be one lead for each involved group – which may include sworn personnel, IT, records, dispatch and/or call takers, and crisis responders, among others – and each major module being implemented.
Training Point of Contact	• Primary point of contact for user training

In addition to these internal resources, the City should also ensure that each vendor has adequate resources dedicated to the project. These would include:

- Dedicated implementation staff, who serve as the primary point of contact, and manage and escalate issues.
- A technical services lead, who scopes, defines requirements, and schedules work related to integrations and migrations; this individual may also communicate with third-party vendors, such as parties developing integrations with other systems.
- A technical services engineer, who develops the integrations and/or migrations, and triages and handles any bugs reported.
- A robust customer support apparatus, to handle general product questions and configurations, both during and after implementation.

Configuration and Validation

Configuring each system within the broader platform will require engaging with the project team and subject matter experts (SMEs) identified by each of the core agencies using the system. It is likely that many of the SMEs would fill the "working group lead" roles defined above, but there may also be specialized situations in which an SME is called upon to weigh in on a narrow aspect of the project. Together, the project team, SMEs, SI, and vendor (or other third party, when appropriate) should commence a system familiarization training in a lightly configured, standalone sandbox environment. Here, the relevant personnel will begin identifying necessary configurations to ensure key workflows and business processes can be performed effectively. The project team and SMEs should participate in recurring configuration sessions with the vendor. This process may require numerous sessions for a complex system such as a public safety RMS, or it may require just a few sessions for systems with narrower scopes.

Validating configurations and workflows occurs during a user acceptance testing process (UAT) in which agency personnel work through sample scripts, cases, or scenarios to determine if the configurations in each system are sufficient to complete necessary workflows. The configuration and workflow UAT may be conducted by personnel who will be using the system regularly once it launches.

Similarly, a validation and acceptance process must also be adopted and executed for data integrations and migration. For data migrations, this process may include running test conversions into a sandbox environment and then testing to determine if all records successfully migrated, identifying and correcting any bugs or data-mapping issues.

Change Management

At the core of any technology deployment are the people who will be adjusting their processes and changing the way they execute their daily tasks. Engaging in activities that address the people-side of change is often overlooked which can have detrimental effects on user adoption and sustainability. However, when change management is effectively addressed, it can facilitate user buy-in, generate excitement, and truly transform operations and outcomes. Using the Prosci ADKAR model, the change management process consists of three phases including preparing, managing, and reinforcing the change. Activities include developing an approach to define success, determining the impact on all affected stakeholders, and outlining the steps needed to achieve success, including assessing risks and identifying potential resistance. When managing the change, focusing on getting relevant stakeholders ready and supporting the change is critical. Regular communications and messaging can be particularly helpful during this phase. Finally, reinforcing the change through performance reviews, celebrating wins, and transferring knowledge and ownership can support sustainment.

Training

The project team should work with the agencies planning to use the system to ensure all relevant personnel have the instruction, access, and reference materials needed to effectively use the software when it launches. Points to consider are whether to exclusively use external trainers provided by the vendor or a third party or whether a train-the-trainer approach, in which a set number of agency personnel receive expert training on the software and workflows and in turn train the rest of the agency, would be preferable. The train-the-trainer approach is typically more cost effective and ensures that there are experts within the agency who can serve as a critical ongoing resource and provide supplemental training over time.

Feedback Loop

When implementing new technology, refining configurations, account management, and workflows are likely to be iterative. While a great deal of planning and testing occurs during the implementation phase, there are likely going to be adjustments made after the launch when the software is regularly used in real situations. Each agency should have a formalized process for collecting feedback from the field. In particular this should include:
- Surveying immediately after training about quality of training and questions/concerns around the transition.
- Surveying all end users shortly after launching the software.

- Establishing a formalized escalation process for reporting bugs, access issues, and other challenges or problems encountered.

The administrators of the new technology should log all issues and document actions to address these issues.

Phase Three: Developing and Maintaining a Sustainable, Integrated Network

Following the short-term implementation and launch of the core system components, the broader network of technology should continue to be developed and implemented. This ecosystem development may include the development of a network that provides limited or restricted access to certain data systems to different agencies within the response ecosystem.

While the networking across systems, beyond linking of core software entities such as CAD and RMS and critical data integrations, is unlikely to occur until Phase Three, this is an area that should be mapped out during the initial planning period of Phase One. Reliance on the expertise of a Systems Integrator from the outset will help to ensure that the City has anticipated the infrastructure needs to support its increasingly complex network, including hardware, data warehouses, support personnel, and ongoing maintenance and security protocols.

Further, it is critical that the City establish standardized IT and data governance processes that are functioning effectively by the time the implementation reaches Phase Three. As the proposed resource and technology ecosystems rely on data being entered and accessed by numerous parties, ensuring that data is secure, trustworthy, and consistent must be a core operating principle. Business processes for how information is entered, stored, and used must be agreed upon, documented, and enforced. Processes must also be in place for how decisions are to be made and changes are processed after systems are formally launched. As key project personnel may shift as the implementation transitions through the three phases detailed here, a strong governance infrastructure must exist throughout and be sustained long after the project is complete to support the ongoing technological modernization required to catalyze Minneapolis' pursuit of *safe and thriving* communities.

Supporting 911 Professionals

It is important to recognize that there can be no 911 transformation without a recognized, supported, and professional 911 workforce. 911 professionals are *true* first responders for calls for service. As such, they serve a critical role in our public safety system and crisis response. 911 professionals, defined in the context of this report as call takers, dispatchers, and related personnel who staff the emergency communications center, serve as the first point of access to response for emergency calls. Day after day, shift after shift, they are asked to comply with a complex and dynamic array of call protocols and policies. They are asked to make crucial decisions under stressful working conditions and execute rapid, yet nuanced judgments with often-incomplete information about high-stakes events. They are asked to provide direct support to callers while simultaneously recording many salient details and ensuring that an appropriate and timely response is deployed.

Despite the critical nature of this work, nationally they are recognized as an administrative role by the Bureau of Labor Statistics, a designation that greatly underestimates their duties and functions. This has contributed to minimal employment qualifications in the field, concomitant low pay, and lack of authority in what are often hierarchical public safety organizations. These patterns contribute to widespread burnout, chronic understaffing, and related recruitment and retention challenges. These challenges may deepen with the July 2022 nationwide initiation of the 988 Suicide & Crisis Lifeline, as 988 centers begin to compete for similar staff.

The way in which 911 professionals interpret and direct responses to calls has direct implications for how field responders perceive the crisis incident and level of risk. 911 professionals' risk perceptions can determine whether a caller in distress is met with a trained professional knowledgeable in behavioral health, care coordination, and de-escalation, or is met with a team of armed police officers with more limited training in these areas. The nature and scope of 911 Telecommunicator training and their subsequent decision-making therefore influence the effectiveness of any conventional or alternative 911 response. It is critical to ensure that 911 professionals possess proper training to make sound judgments, and are appropriately compensated, supported, and afforded career advancement opportunities to ensure their continued professional growth in the field.

These critical first responders, and their impacts on the public safety system, are frequently overlooked when planning for alternative crisis responses. This presents an opportunity to effect positive change through an unexamined channel: understanding and supporting 911 professionals, supporting these professionals in their efforts to facilitate the right response, from the right responder, at the right time, to assist members of the public. With proper support systems in place, 911 professionals can effectively dispatch both traditional and alternative responders, who can directly address immediate needs, and who can help connect people with additional services and supports required to address their underlying needs, and thus perhaps prevent the next 911 call.

To leverage the great potential that 911 professionals possess to improve public safety, we must understand the challenges facing the field. The problems identified below are intersectional – to alleviate one is to improve the outcomes for all challenges – but they are described in separate recommendations to explicitly describe both the discrete challenges facing the field and the ways in which they overlap. They are not listed in any particular order.

The recommended action steps below have been adapted from Transform911, a national initiative to explore how the 911 system can better prioritize health and safety, and ensure the right responder is dispatched at the right time. They were selected for this report because they are actionable at a local and organizational level and are good fits for Minneapolis.

As it strives to transform the city's 911 system, Minneapolis should:

Formally Recognize 911 Professionals as Public Safety Responders

As previously discussed, the job of a 911 professional is occupationally categorized as administrative, a classification that misrepresents the complex nature of their work and that has rippling effects on staff salaries, recruitment, retention, and morale. This administrative classification has been used to justify lower salaries. The median annual salary nationally for a public safety telecommunicator in 2020 was $43,290, which poses clear challenges to recruitment and retention. From both a fiscal and competency standpoint, it is more efficient to retain high-performing staff than to hire and train a new employee. Beyond the lack of appropriate compensation, a lack of appreciation for and recognition of 911 professionals has been linked to low staff morale and challenges to retention.

Legislation has been proposed at the federal level, and passed in some states, to formally recognize 911 professionals as public safety professionals. In addition to supporting the active federal legislative initiative, Mayor Frey or the Minneapolis City Council should consider implementing an executive order or resolution that properly classifies 911 call takers and dispatchers as public safety professionals, and that offers additional supports to these professionals as detailed below. This is not without precedent – in St. Clair County, Ala., the county commission declared dispatchers as first responders; in St. Louis, Mo., the

Educational Pathways to 911

Across the country, colleges and universities are creating courses to recruit and prepare the incoming workforce in the 911 profession. **Here are some examples:**

▶ The 911 dispatcher course at the College of DuPage in Illinois

▶ The 911 professional training program in Middlesex Community College in New Jersey

▶ The Freedom House 2.0 program, which the University of Pittsburgh Medical Center is launching to recruit individuals from economically disadvantaged communities for emergency medical services training. Freedom House 2.0 is modeled after the original "Freedon House Ambulance Service" and associated training program that were designed and operated by Black men and women from Pittsburgh, who served as paramedics. Freedom House Ambulance Service began in 1967 and was disbanded in 1975, when the city took it over.

city council unanimously sponsored and approved a bill declaring people who field emergency calls as first responders; and in Colorado, Arapahoe and Pitkin counties' boards of commissioners approved reclassification of 911 dispatchers as first responders, giving them the same benefits as firefighters and sheriff's deputies.

Invest in Training and Workforce Development

Training empowers professionals with the confidence and skills that they need to do their job. In the case of 911 call takers and dispatchers, this can be the difference between life and death. Their decision-making has decisive impacts on the success of alternative responses. As of September 2021, 911 professionals in Minneapolis were required to undergo an internal training process, but the post of Training Manager has been vacant and is being covered by the Interim Assistant Director. Relying on staff members to pull double duty in this way poses additional strain on an already overtaxed 911 workforce. 911 professionals should be provided culturally sensitive, comprehensive training including, but not limited to, technology, processing behavioral health calls, identifying calls that may be best served by non-sworn response, and learning approaches to recognize and combat racial bias in calls to 911. 911 professionals should also be well-versed in connecting callers with non-traditional forms of crisis response when these exist and are available. Minneapolis identified providing additional training to dispatchers regarding assessing behavioral health calls as a pilot opportunity in its reimagining efforts. An ideal arrangement would include interoperability between 911 and other hotlines, such as 311 and 988. Staff working for each system will be trained together to work collaboratively, as discussed in the next section of this chapter.

Take Active Measures to Foster Career Entry and Development

Emergency communications centers are understaffed across the country; Minneapolis is no exception. One recent study found that more than half of all ECCs have experienced an increase in the number of dispatched calls, while the average 911 center's staffing and professional retention lag behind this rise in call volume. As of September 2021, the Minneapolis ECC had a 21 percent vacancy rate among 911 professionals. High vacancy rates result in mandatory overtime, as is the case in Minneapolis, where staff work 12-hour shifts to ensure 24/7 coverage. This puts staff at increased risk for the mental and physical health risks associated with intense and prolonged shift work, including anxiety, depression, cardiovascular disease, and sleep disorders.

In the immediate term, steps must be taken to ensure that the Minneapolis ECC is fully staffed. Additional resources must be made available to ensure this. Over the longer term, we recommend that 911 centers invest in and partner with local universities and technical schools to create a 911 professional educational track. This would increase awareness of the 911 professional career and funnel trained and qualified people into the workforce. When forming these partnerships, policymakers should invest in schools that reflect the demographic composition of the communities served by 911. Furthermore, consider funding tuition reimbursement and/or loan forgiveness for students who follow the path from the course to the 911 professional workforce. See the associated text box "Educational Pathways to 911," above, for examples of such programs in action.

In addition, the Minneapolis ECC should develop and clearly define a 911 professional career ladder, so that workers have a career path and goalposts to work towards. Successful reclassification of 911 professionals (per the recommendation above) will also help to generate awareness and interest in the profession, and to retain staff.

Invest in the Physical, Mental, and Emotional Wellbeing of 911 Professionals

911 professionals bear witness to their community's most sensitive, stressful, and tragic situations. Such exposure has been associated with fatigue, burnout, moral injury, and secondary trauma. Studies have found that stress levels and rates of post-traumatic stress disorder (PTSD) are higher among 911 professionals than among police officers or the general population.

Despite the mentally and emotionally taxing nature of their work, mental health supports for 911 professionals are extremely limited. This is a problem in and of itself. Unaddressed staff stresses and mental health harms also bring a secondary layer of harm by eroding 911 professionals' ability to proficiently and compassionately support community

residents and by accelerating quit rates among burnt-out employees, leaving the remaining workforce stretched thin with even less support.

A CNA[61] assessment of Minneapolis Police and ECC staffing concluded that MECC personnel would benefit from more health and wellness support. Providing such supports may reduce turnover and thus improve 911 effectiveness. This may also generate accompanying savings by reducing expenditures required to train new employees—funds that can be redirected towards staff development.

Minneapolis might examine many possibilities to address these problems, from counseling to check-ins to promoting a compassionate work environment. MECC should be given adequate resources to provide these supports to their staff. We also note here that the recommendation to embed mental health clinicians in the ECC can also help support these efforts. In the course of our work with other cities, 911 professionals have expressed that they value mental health clinicians being incorporated into their workplace not only because they support callers, but also because the clinicians can offer 911 staff forms of direct support, particularly in the aftermath of traumatic calls. It is also important to de-stigmatize mental health crises, so that those who are suffering—callers and call takers alike—are willing and able to get help. For this reason, the care and supports offered should be culturally sensitive. See the text box "Wellbeing in Practice" for examples of valuable practices Minneapolis might adopt.

Performance Metrics for 911 and Communications

As Minneapolis modernizes its 911 operations, it will need to develop and implement ongoing performance metrics to gain insights into what is happening, what is working, and how the system can improve to better meet the community's needs. The **Governance**

Examples of...
Wellbeing in **Practice**

Best and emerging practices within the ECC related to wellbeing include employee voices, such as peer support, wellbeing, recognition, and diversity, equity, and inclusion. See, for example, a recent legislative bill in New Jersey designed to protect the wellbeing of first responders—including 911 professionals—by prohibiting their employers from discharging or discriminating against them for issues related to experiencing post-traumatic stress disorder symptoms, a risk for many first responders, including 911 professionals.[4] Bills such as this are meant to encourage first responders to seek the help that they need without fear of repercussions.

A strong example of an organization that invests in employee wellbeing is Valley Comm 911 in Washington state, which has an internal peer support and mentor program. They also have a public standard operating procedure on employee wellness that other centers might draw from.

Hiring staff to be responsible for creating and managing the community's wellness approaches can significantly support wellbeing services. For example, Tucson, Ariz., created a Community Safety, Health & Wellness program and hired a director with years of experience working with communities and city government to advance wellness.

section earlier in this plan discussed the need for Minneapolis to embed analytics personnel within its committees to help generate meaningful performance metrics and data-driven management mechanisms spanning the ecosystem. We recommend that Minneapolis embark on an in-depth process of creating a comprehensive performance metrics plan, considering the options below, and then implementing this plan in phases, as resources and data become available, to support data-driven management across the ecosystem. We recommend that Minneapolis incorporate selected metrics below and others identified by its 911, Communications & Technology Subcommittee into a real-time dashboard to facilitate close management of these services.

Potential performance metrics include:

Modernizing 911 Operations

Many metrics from the previous section on response options apply to evaluating 911 operations as well. We do not reproduce those metrics here, though we certainly recommend their consideration for ongoing management to enhance responsive services overall. Other potential metrics include:

- Call volume, overall and by category
- Average time to answer
- Average time to dispatch
- Average time to scene response
- Average time to event closure
- Number and percentage of calls diverted to a non-police response, broken out by responder type

- Ongoing assessment of trends in calls changing incident type, severity/emergency level, and response options type (for example, elevating from civilian response to police response or vice versa)
- Recurrence of events at the same location or with the same event
- Community surveys on quality of 911 services

Supporting 911 Professionals

Potential performance metrics include:

- Percentage of funded positions that are filled
- Average time to fill vacant positions
- Community reflected in employee demographics
- Employee retention rates

- Awareness of support and wellness services
- Employee satisfaction surveys
- Amount of training by topic
- Employee surveys regarding training quality

Action Steps: Building the Future 911 and Communications System

The **Governance** section in the beginning of this plan includes recommendations regarding instituting governance structures and plans for moving forward with all areas of this plan, including 911 and communications operations. These recommendations will be fundamental to implementing the recommendations within this section. Additional recommendations pertaining specifically to 911 and communications follow, in the same three-phase structure found throughout this plan.

Phase One: Near-Term Recommendations

Governance & Leadership	Recommendations
MECC Independence & Governance	• Ensure that Minneapolis 911 remains independent and has an equal voice in matters related to public safety.
	• Ensure there is an effective Executive IT & Data Steering Committee, as discussed in the **Technology Modernization** subsection.

Policy and Practice	Recommendations
MECC Transparency	• Publicly post more information about the MECC's governance, governing board, practices, and procedures to increase transparency.
Screening Bias-Based Calls	• Consider developing a process for identifying bias-based calls and screening them out instead of sending responders.

Systems & Infrastructure	Recommendations
Technology Modernization	• Conduct an IT and data gaps analysis to inform the development of a phased technology modernization plan, with guidance from this plan.
	• Re-evaluate the opportunity to use criteria-based dispatch to facilitate this ecosystem approach to responsive services.
	• Develop a phased technology modernization plan, addressing the following at a minimum:
	o How to address the issues identified in the above gaps analysis.
	o RMS and CAD modernization to facilitate the integrated ecosystem approach.
	o Integrations of various systems to facilitate the integrated ecosystem approach.
	o Implementing criteria-based dispatch if the City decides to implement this system.
	o Ensure that MECC is on track to fully implement its Next Generation 911 plans.
	o Develop a plan to implement Smart 911 capabilities.
	o Seek available grant funding to support the implementation of technology modernization initiatives.

Human Capital & Collaboration	Recommendations
Supporting 911 Professionals	• Embed mental health clinicians in MECC.
	• Classify 911 call takers and dispatchers as public safety professionals to properly recognize them and provide the appropriate resources and compensation.
	• Fill the 911 Training Manager position, if still unfilled.
	• Develop an equity-focused recruitment and hiring plan to increase hiring and fill vacancies at the MECC.
	• Develop a retention plan to identify opportunities to improve employee satisfaction and retention. This retention plan should include the development of a 911 professional career ladder.
	• Review current 911 training and address any training gaps.
	• Conduct listening sessions and a survey with current employees to identify opportunities to improve working conditions and attract and retain employees.
	• Develop an employee wellness plan.

Phase Two: Mid-Term Recommendations

Policy & Practice	Recommendations
Implementing Policies for New Technologies	• Develop or revise policies associated with the implementation of new or updated technologies as part of the phased technology modernization plan.

Systems & Infrastructure	Recommendations
Technology Modernization	• Finalize a project team for implementing the phased technology modernization plan. This project team should have coalesced during Phase One and should be finalized during Phase Two to facilitate coordinated implementation of the plan.
	• Ensure there is a detailed project plan for any significant technological modernization initiative.
	• Implement the phased technology modernization plan.
	• Deliver training to facilitate the implementation of any new systems and conduct other change management initiatives called for in the phased technology modernization plan.

Human Capital & Collaboration	Recommendations
Supporting 911 Professionals	• Provide comprehensive training including, but not limited to, technology, processing behavioral health calls, identifying calls that may be best served by non-sworn response, and learning approaches to recognize and combat racial bias. 911 professionals should also be well-versed in connecting callers with non-traditional forms of crisis response when these exist and are available.
	• Implement the recruitment and hiring plan developed during Phase One to increase staffing at MECC.
	• Implement the retention plan developed during Phase One.
	• Implement the employee wellness plan developed during Phase One.

Phase Three: Long-Term Recommendations

Policy & Practice	Recommendations
Implementing Policies for New Technologies	• Develop or revise policies associated with the implementation of new or updated technologies as part of the phased technology modernization plan.

Systems & Infrastructure	Recommendations
Technology Modernization	• Continue implementation of the phased technology modernization plan.
	• Deliver training to facilitate the implementation of any new systems.
	• Ensure issues with new technological initiatives are identified and addressed in an iterative fashion to continue building out an effective, integrated infrastructure for the ecosystem.

Human Capital & Collaboration	Recommendations
Supporting 911 Professionals	• Create a 911 professional educational track in partnership with local universities or technical schools.

Restorative Services:
Fostering Healthy and Resilient Communities

Creating safe and thriving communities requires strong Preventive Services and effective Responsive Services. *But there's a third component to the ecosystem – services that help restore community health and safety directly after violent or traumatic incidents as well as build resilience over time.*

This third component of the ecosystem – *Restorative Services* – are tailored to an individual, family, or community, and connect affected people to vital programs and services such as mental health, jobs and training, nutrition assistance, housing, etc., after an incident has occurred. Restorative services and resources also support healing from trauma and building resilience to weather future crises at the individual, family, and community levels. They not only help people recover from near-term social and safety challenges, but also bolster Preventive Services as communities become more resilient to social and economic challenges and capable of solving the root causes of community safety challenges.

Take, for example, an incident of a youth-on-youth shooting near a school or community center. Currently, Minneapolis will respond to that shooting, start an investigation, and ideally bring the perpetrator to justice. But what's often missing are services to address the trauma other youth and their families experienced from the shooting, programs that help the micro-community mitigate retaliatory violence, and solutions for connecting people to services that build resilience. As a more individual example, police and mental health providers often respond to people in severe psychological distress with co-factors such as the person experiencing homelessness, malnutrition, and addiction. Generally, the public safety response is designed to mitigate the near-term breakdown of social order or prevent violence. This near-term focus is necessary, but what's missing are "next step" services to move the person into a healthier and safer social response. In these types of incidents, public safety responders need to connect the individual to a location where the person can stabilize, and from there connect to services that address the root causes of the individual's challenges.

It is important to note here that people experiencing low-income are disproportionately perpetrators and victims of crime and disorder. This informs the types of supports that are needed and makes the case for additional investments in preventive and restorative services that help to promote socioeconomic mobility and health and wellbeing.

We should also note that Minneapolis currently has an array of services that help individuals and communities impacted by situations like those outlined in the examples above, but those services and programs are not well coordinated or integrated in ways that maximize results. Thus, the focus of this section is both on designing new

Restorative

services as well as scaling and integrating those that already exist into a comprehensive ecosystem.

For purposes of this report and planning in Minneapolis, we define "community" as a shared geographic area that has experienced a particular set of public safety challenges or individual or collective trauma. When this report talks about "resilience," we define that broadly as the ability to respond to, recover from, and root-out challenges to a *safe and thriving* community. Undergirding this planning is a more formal definition of resilience as "the capacity of a system to absorb disturbance, undergo change, and retain the same essential functions, structure, identity, and feedback."[62] So essentially, we're asking the question: *What services are required to help people in Minneapolis recover from challenges and build an environment that fosters wellness and safety?* In answering this question, the City must consider the structural inequities and injustices that exist and how to address trauma and support healing.

Through a rigorous environmental scan that included key informant interviews and research of best practices around the nation, this report identifies three primary service categories that Minneapolis should develop:

- **Trauma and Healing Services** focused on supporting individuals, families, communities, and first responders in the wake of a traumatic incident.

- **Justice and Reentry Services** to support individuals and families of people returning to the community following incarceration.

- **Resilience-Oriented Services** to build the capacity of individuals, families, and communities through relationship building, investment in local organizations, power sharing, and connection to the Preventive and Responsive services outlined in the previous sections.

A Vision of Future Restorative Services, Service Continuum, and Ecosystem

In the preventive, responsive, and restorative framework, it is often restoration that gets the least amount of focus. This is largely due to competing priorities, with responsive services taking the largest amount of focus and resources due to their immediate and ongoing nature, as well as the stigma associated with being a "victim" and/or committing a crime. Restoration is essential, however, to break cycles of crises (including violence) and allow individuals, families, and communities the opportunity to heal, grow, and prevent future crises from occurring. Restorative services focus on healing following a traumatic event or intervening for and supporting successful community reintegration. The services areas outlined further below include trauma and healing services, restorative justice practices to support individual and community healing, reentry services following incarceration, and resilience-building services.

Trauma and Healing Services

Traumatic events – including violence – impact individuals, families, and communities and must be properly responded to in order to support healing and break cycles of crisis. As the City looks to the future, it must think about how it responds to individual incidents impacting victims, perpetrators, and the community with restorative and healing practices while also simultaneously including supports for first responders experiencing secondary trauma. This section first discusses approaches to individual healing before discussing community-wide healing strategies.

Individual Healing

At the individual level, the City must develop a robust "second-response system," which provides needed services in the hours and days following a traumatic incident. Crisis response—whether traditional or alternative—is really about managing an event. Even the best iteration of first response will still do little to meet underlying behavioral health, trauma, and social service needs. In the aftermath of a 911 call, a key question to answer is who is following up to make sure the impacted people are connected to the social supports they need. Who is following up to make sure that impacted individuals have access to needed prescriptions, or whether they have applied for public benefits, such as housing assistance programs or Medicaid? Again, the answer often is no one. A "second response" model is about intervening after the fact to ensure proper follow-up to prevent subsequent adverse events, ensure proper service linkages to prevention-oriented services, and perhaps reduce the need for subsequent intervention.[63]

In many ways, crisis response represents a breakdown in the traditional support systems anchored in family and

community. "Second response" services seek to provide follow-up to assist crisis-impacted individuals and families but do so when they are past the immediate crisis and in a stabilization phase to make sure the impacted individuals are connected to the services and supports required to meet their needs.

Second response services should be provided to individuals experiencing a crisis (e.g., a health or behavioral health crisis that required a 911 call), as well as to victims of crimes. Being a victim of a crime can be incredibly traumatizing and lead to additional adverse events. By providing outreach, support, and service linkage, the City can help to stabilize the individuals and families impacted. The City should also consider partnering with the Offices of the City and County Attorneys to provide similar second response services to alleged criminals to help them stabilize and reduce the likelihood of additional criminal acts being committed.

Also important for the City to consider is building strategies to support first responders, including prevention and intervention workers, after a traumatic event. This could include trainings on coping skills, offering debriefs of the incident with a trauma-trained professional, individual and group counseling, and time off following traumatic events. Such steps are crucial to supporting the health and wellbeing of the first responder. They also help to directly address secondary trauma impacts leading to negative perceptions and fear of the very communities the employee is serving. Not addressing secondary trauma could lead to avoidance of those geographies altogether or indifference to victim needs or defensive or excessively aggressive responses by first responders to events of violence or crime.

The future vision for individual trauma and healing services is a timely and thoughtful process through which the City, by engaging staff from the Police Department, Department of Neighborhood Safety, or contracted partners, follows up with individuals and families (of victims, perpetrators, and first responders) impacted by traumatic events, to ensure that their needs are being met. This extra outreach and linkage to key services will support stabilization and reduce the likelihood of future crises.

Community-Wide Healing

Moving beyond the individual level, the City must also consider its role in supporting community-wide healing. While the City can take a more proactive and direct role in supporting individual and family healing, community healing is often best when led by leaders from the community itself. It is vital to have trusted intermediaries in the form of informal leaders in the community such as faith leaders, community organizers, advocates, and others with a voice in these impacted communities. The City must invest in and build strong partnerships with these trusted intermediaries, leveraging the relationships that exist and strengthening them.

The City, playing a backbone role through the Department of Neighborhood Safety, should play a vital support role by providing coordination, staffing, and financial support for community-led efforts in the aftermath of a traumatic event. The City can also be an important source of information for individuals and families interested in seeking services – such as counseling – to address the trauma they have experienced.

The response – and the role of the City – should be tailored based on the specific circumstances of the incident. There may be instances, for example, where a more limited role for the City might be required, such as a police shooting, which may require a deeper community-based role. Being nimble and flexible in how the City responds is critical to a successful engagement strategy. The City must proactively develop and maintain relationships with key trusted community leaders throughout Minneapolis from various groups such as faith leaders, advocates, informal leaders, community organizers, and people with lived experience who have credibility in their community so that when a traumatic incident occurs that requires a community-level response, City staff can quickly leverage these intermediaries and determine the level and intensity of support the City must provide in the development and implementation of a healing action plan.

To summarize, as the City looks to the future, it should develop clear plans for how it will support community-wide healing so that it can rapidly implement a response. Plans should include options for levels of support and engagement, which can be tailored based on the specific incident, as well as persons/departments responsible, key community partners and intermediaries, and action steps that will be taken.

Restoration Services also include critical services focused on justice and reentry. Both areas recognize the need for accountability and, just as importantly, the opportunity for healing and a brighter future.

Justice Services

As Howard Zehr, a pioneer in restorative justice describes it, "restorative justice is a process to involve, to the extent possible, those who have a stake in an offense and to collectively identify and address harms, needs, and obligations, in order to heal and put things right as possible."[64] These practices, which must be victim-initiated, have proven effective in supporting healing following a crime or incident. Services may include facilitated restorative justice circles, victim-offender mediation, victim-impact panels, family group conferencing, and community service, amongst others.

As part of building a responsive restorative services continuum, the City should embed restorative justice principles in its work. This could include supporting community-based organizations that facilitate restorative justice activities, as well as participating in restorative justice circles with humility and transparency when the City or a City employee was the cause of harm. The City could also pursue the creation of a restorative justice court. Similar courts have been developed in cities across the county, two examples being New York City and Chicago.[65] The New York court is embedded within its current criminal justice process often offering mandated social services and community service in lieu of incarceration, whereas the Chicago North Lawndale Restorative Justice Community Court operates somewhat more independently. Confidential peace circle discussions between the victim, perpetrator, and invited guests are used to create a Repair Harm Agreement which, if successfully completed, will lead to the case being dropped. While a judge ultimately approves the Repair Harm Agreement, the judge, lawyers, and law enforcement are not involved in the peace circle discussions. Minneapolis should consider the creation of a similar restorative justice court, which has been shown to reduce recidivism and build trust and legitimacy by applying an equity lens for minority communities who are overrepresented in the justice system.

It is important for the City to know when to let the community lead and play a support role and when the City must lead these efforts. Having the intuition and the skills to analyze a situation and mobilize the most appropriate response for the situation is an important skill and competency for city leaders and department directors to build. This approach must be anchored in equity principles to be effective. These practices can support trust, relationship building, and accountability.

Reentry Services

Reentry services support individuals as they reenter the community post-incarceration or post-sentencing. This transitional period is critical to support this impacted individual as they move forward with their lives. Engaging these impacted individuals in effective reentry services is vital to reducing recidivism, breaking the cycles of incarceration that many face, and helping them navigate what's often a costly, dehumanizing return to society. As a City, Minneapolis does not directly provide reentry supervision, however. Under the Minnesota Community Corrections Act of 1973, Hennepin County provides parole and probation services to individuals released in Minneapolis, including reentry and service linkages.

The City must continue strengthening its relationships with the County, given the County's administration of parole and probation services for re-entering residents, but must also explore other ways to support the reentry of residents back into the community. The vision for services would include a wide array of opportunities, including crucial areas such as housing and employment, as well as broader linkage to other prevention-oriented services. The sections below outline several areas for consideration.

Programming such as providing educational resources for formerly incarcerated people to find employment and plan for the future has been shown to reduce the likelihood of returning to prison within three years by 43 percent based on a study by Rand Corporation and the Vera Institute.[66] The City could consider developing a program, modeled after Next Step (described further below), to serve formerly incarcerated individuals and offer expanded free financial education

and credit counseling services through city nonprofits. Completing high school graduation through GED programming and pursuing technical, vocational, or college education all instill hope and opportunity in these residents, which is a critical asset in reducing recidivism.

Eliminating User Fees for Criminal Behavior

People who have been incarcerated frequently encounter financial challenges that are difficult to overcome, which makes it hard for them to build a stable financial future. User fees are a great example of this. These vary by state, but justice-involved individuals are often charged fees for public defense, fees for court-ordered treatment programs, and, incredibly, fees for the time they spend in jail. This debt can be difficult to eliminate and places a heavy financial burden on those who are already struggling to re-adjust. Eliminating these fees can go a long way in helping people get back on their feet.[67] The City should explore which fees it might be able to eliminate itself, as well as work with County and State partners on eliminating others.

Access to Social Services

Residents re-entering the community can have housing, healthcare, mental health, substance abuse, healthy parenting, food and income, and transportation needs, to name a few. As stated throughout this paper, access to these vital health and wellbeing social services, income support services, and housing needs are critical to stabilizing these individuals and their families.

Access to Financial Products

For many returning residents, banking, employment, and access to housing are all daunting challenges. They are often ineligible for many of these services and resources and find themselves frequently using check cashing services and payday lenders. These non-banking alternatives are expensive and expose re-entering individuals to unnecessary risk. The City should explore alternatives such as those outlined in the First Step Alliance white paper[68] on reducing recidivism and partner with financial institutions and non-profits in the city to explore these options for Minneapolis re-entering residents.

Resilience-Oriented Services

Resilience-oriented services are focused on building the capacity for community-led safety and health. This area of work is somewhat unique, as its focus is on integrating the community into the service ecosystem. The City has worked to invest in and support community and community-based organizations through initiatives like the Blueprint Approved Institute, but further investment and partnership are needed to achieve *safe and thriving* communities. The City needs to take a partnership-building orientation to best address community needs. Together the City and its partners can have a larger and more lasting impact. This is because 1) the City, due to resource constraints (and the necessary partnership with Hennepin County as required under state charter), cannot be a full-scope social service provider, 2) community-based organizations are often able to be more flexible, affordable, and responsive in the delivery of social services, due to their close relationships with the community, and 3) these public-private partnerships can ensure that the City is able to more nimbly adapt to address emerging needs.

At the individual level, the City can promote resilience by linking residents and families to prevention-oriented services, especially those described in Phase Three of the Preventive Services section that address root causes such as poverty. While the City will not be a lead social service provider – as noted above – Minneapolis must support the development of a robust service ecosystem and increase accessibility through internal referrals and service coordination, as well as the build-out of tools such as United Way's 211[69].

At the community level, the City can support the development, expansion, and strengthening of community-based organizations and leadership forums, such as neighborhood councils. Neighborhood councils/associations provide a direct voice for the community and can develop and/or support locally focused initiatives. While successfully engaging these organizations can be daunting in a city like Minneapolis with 83 neighborhoods and more than 70 neighborhood organizations,[70] it is crucial. Investing time, energy, and resources into these organizations will support the long-term vision for resilient communities.

Current Capacity, Challenges, and Opportunities

Trauma and Healing Services

The current array of trauma and healing services provided by Minneapolis is somewhat limited. That said, the City does employ Community Navigators and has established programs like Next Step.

Community Navigators, through a cultural and issue-specific lens, work with the Minneapolis Police Department to build community trust and assist affected victims/survivors and underserved communities. Navigators conduct some secondary response activities, working to connect those impacted individuals to resources. There are seven Navigators in total, with each representing a community group that the Police Department recognizes it needs to better serve. Communities represented include: Indigenous American, LGBTQIA+, Latinx, African American, Southeast African/Somali, and Intimate Partner/Domestic Violence. The Community Navigators were initially embedded directly in the Police Department as non-sworn officers but were recently transitioned to the Department of Neighborhood Safety. They continue to serve the same function, however.

While, anecdotally, the Community Navigators appear to be doing phenomenal work, the position is under-resourced. The Navigators are meant to serve as community liaisons, building relationships with the community as well as providing some follow-up support for victims. In conversations with the Navigators, however, several also mentioned supporting investigations, negotiations, and other community-based work. In short, these individuals are too few in number and asked to play too large a role. Having a single Navigator tasked with building relationships with any of these communities – on top of their secondary response and other roles – limits positive outcomes. It also does not account for the importance of intersectionality.

One challenge experienced by Community Navigators and other prevention and intervention workers is the lack of flexible funding available to support victims of crimes. Victims often have material needs that Navigators are unable to meet. At times this is due to a lack of available funds, but it is just as often due to City policies that restrict the use of funds. As an example, a Navigator supporting a victim of domestic violence would be unable to purchase a cell phone or pay to have their locks changed per City guidance. Staff are unable to purchase items like gift cards as well. This interpretation of the Public Purpose Doctrine restricts the work of Navigators and seems out of step with the flexible fund usage of the County and State. This should be reviewed.

In discussion with the Navigators, we also solicited input on how they could be better supported in addressing the secondary trauma that they experience in their roles. They would like to develop more formal processes to debrief and decompress, as well as have access to resources that they can call upon for their own health and wellbeing and to build resilience and perform their job duties effectively in these highly stressful situations.

Another current example of trauma and healing services provided by the City is the Next Step program managed by the Department of Neighborhood Safety. Next Step is a hospital-based program that connects victims of violent injury to resources and support. When someone is treated in the hospital for a violent injury, Next Step works with them on healing from the non-physical aspects of their wounds. Next Step staff provide immediate bedside support for participants and their families. Participants who want further support continue to meet with staff in the community after they leave the hospital. Support may include:

- Job training and employment
- Finding a safe place to live
- Basic needs including food, transportation, clothing, hygiene, and parenting items
- Accessing victim resources, including information about victim rights and financial help for crime victims
- Accessing resources to manage trauma
- Help with graduating from high school, getting a GED, and/or enrolling in post-secondary education
- Help with continuing medical care

Next Step is a partnership with Hennepin Healthcare/Hennepin County, North Memorial, and Abbott Northwestern and is also funded by the Minnesota Office of Justice Programs. It is an excellent example of restorative services for victims of violent crime.

The program has served more than 700 participants since its launch in 2016. An analysis of the period from July 15, 2016 – December 31, 2018, shows that 213 individuals received initial bedside intervention from a Violence Intervention Specialist. 154 (72 percent) of those engaged agreed to post-discharge community-based services. 122 (79 percent) of those who expressed interest received services and achieved progress toward their goals.

In 2021, of the individuals served, only six percent returned to the hospital with a new violent injury. For the 407 individuals who received services between April 1 – June 30, 2022, the most common services were as follows: support groups (340 served / 84 percent of total), child or dependent care assistance (97/24 percent), assistance with crime victim compensation process (68/17 percent), emergency financial assistance (45/11 percent), and crisis intervention/response (44/11 percent).

Hennepin County also provides a set of second response services through the Hennepin County Attorney's office.[71] The County assigns each victim an advocate in their "Victim Services" program to support the individual and their family through the criminal justice process. The advocates "provide case updates, explain court procedures, answer questions, make referrals and offer other forms of assistance." Advocates support families in accessing counseling, crisis management, housing, and other services provided by community and social service agencies.

The City of Minneapolis employs similar Victim/Witness Specialists,[72] but the role could be bolstered to provide more timely and robust support. Individuals and families benefit from immediate support after a traumatic event. Under the current system, a victim is connected to an advocate/specialist once the case is being prosecuted. While supports at this time are still hugely valuable, they would be most effective in the direct aftermath of the event. The City should work to build out this timely support, as well as effectively coordinate any handoff from an individual providing immediate second response – such as a Community Navigator – to the Victim/Witness Specialist who will provide additional support throughout the criminal justice process. The Victim/Witness Specialists could also support the introduction of restorative justice practices to victims/witnesses.

The second response function needs to be strengthened by the City. They have invested too few resources in this area of work. While we are sensitive to staffing and budgetary challenges, second response positions – like the Community Navigators and Victim/Witness Specialists – should be prioritized as ways to better support individuals and families, while also reducing future crime and crises. The City must also look to expand its support for staff following traumatic events. Employees working as first responders or in other intervention-focused positions experience substantial trauma that can negatively impact their lives and their work. Investing in their health and wellbeing will help them better perform their roles and, ultimately, support *safe and thriving* communities.

Justice and Reentry Services

The Minneapolis Police Department operates a police-initiated, restorative-based diversion program called Youth Restorative Justice. A workgroup comprised of Police Officers, Department of Neighborhood Safety staff, and community partners was established to oversee this work. All qualifying misdemeanor arrests and citations for individuals under the age of 18 are reviewed for eligibility. Eligible cases are referred to one of six participating local community restorative justice organizations based on geographic proximity, language and culture capacity, or situational expertise. The restorative justice provider works to enroll referred young people and supports them through the restorative process. Youth are asked to consider how their actions impacted both others and themselves and develop meaningful accountability plans that make right the harm they caused and help address any healing needed to move forward. When diversion is successful, cases are considered resolved and no further actions are taken.

An evaluation of the program conducted by the University of Minnesota showed that youth diverted by police after a misdemeanor arrest between September 2014 and December 2018 were 2.5 times less likely to be arrested in the next year, leading to $1.6M in societal benefits.[73]

As noted previously, Hennepin County provides all probation and supervised release services within the City of Minneapolis under the Minnesota Community Corrections Act of 1973, but there are opportunities for further partnership. The Department of Community Corrections and Rehabilitation (DCCR), which manages this area of work, has approximately 1,000 staff and a budget of $117 million. Their FY 22-23 Comprehensive Plan[74] notes that in September 2021, the Department had 694 active Juvenile probation cases, against a total capacity of 1,030. During

that same time, there were 8,378 active Adult field-based cases, against a total capacity of 16,820. These capacity calculations are based on caseloads, by program, that range from 15:1 to 1,000. See the Comprehensive Plan report for additional information.

The Department provides a variety of Restorative services, outside of its direct supervision of individuals. The services provided are informed by risk and needs assessments conducted by staff. Client services – provided under the Community Based Array of Services team – grew to include mobile mental health assessors, mental health navigators, and mental health case management in 2019. Trauma-based violence prevention, services for preventing sexual exploitation, support for LGBTQIA+ youth, and domestic abuse intervention for transition-aged youth in 2020 were added to the services menu. Additionally, gun violence interrupter services were implemented in 2021. These newer services were brought online in an attempt to eliminate out-of-home placement for youth aged 16-21. Since 2016, out-of-home placements have decreased by 77 percent.

Adult services include traditional supervision for individuals deemed to have higher needs or be at higher risk of re-offending. Probation officers meet with individuals to address their "criminogenic needs and social determinants of health." The Department also manages a Probation Reporting Center which oversees low and medium-risk individuals. Individuals supervised under this unit receive less support, with caseloads of 250:1 for those assessed as low-risk and 80:1 for medium-risk. The Department also created a Neighborhood Probation Unit which utilizes a community-based model, whereby they create partnerships with community organizations, law enforcement agencies, and local leaders to productively address needs and reduce crime. This unit also participates in a Group Violence Intervention program, sponsored by the City of Minneapolis Department of Neighborhood Safety, which focuses on individuals at the greatest risk to use a gun in retaliation to an incident or become a victim of gun violence.

The Department's Client and Community Restoration Division provides an array of services, including the Community Productive Day program. This restorative-focused program allows 16 – 20 participants to earn $15 per hour while learning transferable skills. Participants typically spend six months in the program before attempting to be placed in private sector jobs. The participants also receive wraparound services from community partners. Currently, the program provides construction training, using a union-approved curriculum, with eventual placement in a union position. For young adults, the Department has partnered with the Minneapolis Parks and Recreation Board to renovate the historic Ard Godfrey house. The pilot program provides six individuals, ages 18 to 24, with 32 hours of hands-on skill building and eight hours of classroom activities each week. The goal is to expand the remodel program in future years. The Department is also looking to create additional employment pathways for careers like forestry, as well as a community private sector workplace program.

The Department has launched several housing-focused initiatives as well, although they recognize that their efforts are insufficient to meet the full need of those they serve. DCCR estimates that 1,109 of their clients are homeless on any given day. The Department has partnered with community-based organizations 180 Degrees ($200k) to provide correctional therapeutic counseling and supervision services in a residential setting, Alpha House ($160k) to provide both inpatient and outpatient treatment for adult or Extended Juvenile Jurisdiction clients with sex offenses, Lutheran Social Services ($50k) to provide correctional residential programming to adult males or Extended Juvenile Jurisdiction youth, Network for Better Futures ($200k) to provide transitional housing and employment services to adult African American men, and has contracted with RS Eden to provide supportive housing for up to 16 youth, single adults, and families ($90,000) as well as residential housing for adult men and women at three locations.

In all, the DCCR provides a substantial array of restorative-oriented services, but those services are still insufficient to meet the full needs of the individuals they serve. There's an opportunity for Minneapolis to partner more meaningfully with the Department to improve access to such services – most notably housing and employment support – within the City. Historically, the City-County relationship has been somewhat uncoordinated, and the opportunity exists to strengthen this vital relationship for City residents. While there have been effective collaborations on various initiatives – several outlined in the paragraphs above – this report concludes that there is the opportunity to further leverage the County's experience, expertise, and resources to better impact City residents, instead of the City developing standalone programming. The future of restorative services in the City should include a stronger partnership with both state and county DCCR services and programming.

Resilience-Oriented Services

The City of Minneapolis has developed several resilience-oriented lines of work including the Blueprint Approved Institute and Neighborhood Organizations, described below.

Blueprint Approved Institute

Overview: The Blueprint Approved Institute is designed for individuals and smaller grassroots community organizations doing violence prevention work. Through Blueprint Approved, participants learn skills and build capacity for further development of their organizations, receive funding to provide summer youth violence prevention programming with hands-on support and technical assistance, and join a network of violence prevention provider peers. This work applies to both the preventive and restorative sectors of services.

Inputs: In 2021, 12 organizations participated in the Institute, each receiving $6,000 for youth violence prevention programming. Grantees included: African American Survivors Services, Becoming a Man, Black Army Brigade, Elliot Park Neighborhood Association, Encouraging Leaders, Muhammad Abdul-Ahad/T.O.U.C.H Outreach, Organic Oneness (Gatekeeper Ministries), SEWA-AIFW, Technologist Computers, The Agape Movement, The Seeccaa Group, and We Push for Peace.

Neighborhood Organizations

Operating within the City's 83 neighborhoods are approximately 70 neighborhood organizations.[75] While the organizations vary in terms of their level of activity and focus, they represent an important infrastructure for resilience building. Overseen and supported by the City of Minneapolis Neighborhood and Community Relations Department, the neighborhood organizations serve as an important avenue for community engagement and locally driven initiatives. The organizations submit engagement plans to the City outlining their scope of work, outcomes, goals, and detailed action steps. The City should look to further invest in and engage these organizations. An active, vibrant, and resourced set of neighborhood organizations can improve communications to and from the City, ensure quick, nimble, and locally tailored responses to emerging issues, and support community resiliency.

Violence Prevention Fund

Overview: The Violence Prevention Fund invests in community-led strategies that address multiple forms of violence in diverse ways. It is built on the understanding that a successful citywide approach to violence prevention must incorporate strategies that are rooted in the experience and wisdom of community-based practitioners. Violence Prevention Fund activities have included community building, space activation, youth skills training, youth-led programming, leadership development, street outreach, trauma awareness and resilience work, restorative justice events, partnership development across organizations and systems, community meals, resource referrals, and more.

The Violence Prevention Fund was also included in the Preventive section of this report, as it supports both prevention and restoration-oriented efforts. Please see that section for additional information.

Performance Metrics for Restorative Services

The work of restorative services is often the hardest to measure. It is in many ways predicated on the effectiveness of prevention and intervention services. It is the long game that hopes to measure individual and community health and wellbeing and the practices that lead to healing and resilience and prevent recidivism. The measures outlined below provide a preliminary roadmap to possible metrics. However, it will be critical to continuously review and revise this set as the work progresses to adjust and ensure that the measures are relevant to the journey of violence prevention in the City through a restorative lens.

Possible Metrics Include:

1. Evaluating the strength of relationships and collaborations and delivery of services across state, county, and with multi-sectoral partners
   a. Conduct a qualitative assessment of how well systems are working – annual check-in discussions with partners

    b.   Review of MOUs/Contracts and how well they are working to deliver on the value proposition identified in the community trauma and healing plan

    c.   Respond to individual situations needing collaborative responses

    d.   Monitor each year the number of evidence-based and evidence-informed practices funded and implemented throughout the City – each year propose adding by two so each year this pool should grow

    e.   Monitor the effectiveness of each of those practices using identified metrics in each manualized practice and report them in the public-facing dashboard

2. Monitor the effectiveness of community trauma and healing plan:

    a.   Evaluate best practices implementation with fidelity

    b.   Monitor the metrics provided within each implemented EBP for fidelity and outcomes

    c.   Continuously monitor how grant and flexible funds are spent

    d.   Engage people with lived experiences to understand whether reentry services are meeting their needs

    e.   Evaluate recidivism rates across reentry populations and make adjustments to ensure that desired outcomes for these populations are being achieved across outcome areas of:

        i.   Safety – personal, for their friends and family, and in community

        ii.   Self-sufficiency – employment, housing, training, food security, access to healthcare, transportation, ability to live their full life in their community

        iii.   Health and Wellbeing – living healthy, resilient, and full lives where their health and behavioral health needs are being met

        iv.   Overall reduction in violence for the community and reduced recidivism for the re-entry populations

3. Effectiveness of public-facing dashboards:

    a.   Review with community partners the utility and responsiveness of the newly created public-facing dashboard on an annual basis and add and remove measures as deemed necessary

    b.   Ensure there is adequate analytic and business support capabilities to maintain this robust dashboard across all three recommended areas of this plan

    c.   Evaluate annually the City's data-driven, decision-making practices and bring findings back to key decision makers and partners during budget development season each year

    d.   Evaluate the effectiveness of braiding public, private, and philanthropic dollars annually to ensure the robustness of the service delivery ecosystem

4. Each year monitor workforce effectiveness across multiple sectors:

    a.   Positions hired to ensure programs are delivered with fidelity

    b.   Impact and adequacy of Community Navigators across both public and private partners

    c.   Evaluate shared and individualized training practices for City employees, City contractors, and Community Based Contractors

        i.   Types of Training

        ii.   Number and professions/classifications/community members who attended

        iii.   Evaluations of training as a required practice and collecting information

        iv.   Qualitative assessment of all community engagement activities

        v.   Ensure that all training is grounded in trauma-informed practice and in equity-infused practices

Action Steps: Building the Restorative Services Ecosystem

Phase One: Short-Term Recommendations

Governance and Leadership	Recommendations
State-County Relationship	• Strengthen partnerships with County and State to ensure that the City gets the full benefit of county and state programming for its residents.
	• Leverage County and State services and partnerships and augment them as needed to fill necessary gaps for City residents.
	• Ensure that the City does not duplicate functions that are the responsibility of the State and County.
Multi-Sectoral Partnership	• Leverage existing coordinating entities to annually resource and report on services and programs built into the actionable roadmap around violence prevention.

Policy and Practice	Recommendations
Ensure that services in statute and regulation are identified within the delivery system	• Analyze existing State, County, and City statutes, regulations, and ordinances to identify opportunities to either leverage current permissions more fully or to tweak local ordinances to invest in re-entering populations.
	• Look at fees levied for civil offenses and determine if those can be waived based on poverty or waiving "check the box" for criminal history, etc.
Identify opportunities to address policy fixes, such as to waive user fees for criminal behavior	• Each year tackle one or two policy initiatives to align existing systems intended to support prevention, restoration, and resilience.
	• Identify a core set of national best practices to bring to Minneapolis.
Leverage national best practices	• Include start-up costs and resources for at least two best practices to be implemented in the first 3 years.
Develop community trauma and healing response plan	• Develop a community trauma and healing plan that outlines options, action steps, departments/organizations responsible, resources available, and criteria to trigger plan implementation. The plan should provide a framework that can be quickly tailored and implemented post-traumatic event.
	• Develop and maintain relationships with key community leaders who can be called upon to support the tailoring of the plan following a traumatic event.

Embed restorative justice practices	• Explore the creation of a restorative justice court.
	• Strengthen partnerships with Restorative Justice Community Action and other organizations supporting restorative justice.
	• Participate in restorative justice activities – as invited and appropriate – to support trust-building and legitimacy.
Review flex funding guidance	• Review guidance restricting the use of flexible funds. Engage County and State counterparts to understand their interpretation of the Public Purpose Doctrine.
	• Provide flexible funding to meet the needs of victims of crime and support healing.

Systems and Infrastructure	**Recommendations**
Ensure revenue maximization from state and county fund sources	• Based on the governance, policy, and practice analysis, conduct a review to ensure that City residents are receiving all available services and benefits from Federal, State, and County fund sources.
	• Analyze all current City expenditures to see if there are any cost offsets to help with sustainability.
	• Review grant and philanthropic opportunities to seed new initiatives.
Develop a framework and algorithm for performance-based contracting	• All relevant City grants and contracts should report on performance metrics related to restoration, resilience, and programming.
	• Research and adopt by the end of three years a data platform that can collect all data from grantees and contractors in the violence prevention arena and report on it.
	• Develop public-facing dashboards where the data is meaningful and used to make decisions.

Human Capital and Collaboration	**Recommendations**
Support public and private providers of restorative and resilience services	• Provide training and capacity building for cutting-edge practices.
	• Ensure accountabilities for all practitioners.
	• Incentivize good practice for entities and staff maintaining fidelity to programming.
Continuously check in with the field and with the community and adjust as needed	• Develop a recruitment and hiring plan to increase hiring and fill vacancies within programs serving reentry populations and community healing.
	• Develop a retention plan to identify opportunities to improve employee satisfaction and retention.
	• Conduct listening sessions and a survey with current City and CBO employees to identify opportunities to improve working conditions and attract and retain employees.

Clarify roles and expand restorative services staffing	• Clarify and standardize the roles of the Community Navigators (i.e., are the positions more focused on second response or community relationship building).
	• Expand second response staffing, whether through the hiring of additional Community Navigators, if second response is determined to be within their scope of practice, or other positions supporting this work.
	• Expand staffing for community relationship-building, whether through the hiring of additional Community Navigators, if relationship building is determined to be within their scope of practice, or other positions supporting this work.
	• Explore expanding the number of staff in the Department of Neighborhood and Community relations to better support and engage Neighborhood Organizations.
	• Explore expanding the number of Victim/Witness Specialists and expanding their role in connecting individuals and families to support services.
	• Ensure that second response staff have access to necessary information from the Police Department.
Invest in secondary trauma services and supports for staff	• Develop a robust set of secondary response service options for staff who experience a traumatic incident in the line of work. Services may include trainings on coping skills, incident debriefs with a trauma-trained professional, individual and group counseling, and time off following the traumatic event.

Phase Two: Mid-Term Recommendations

Governance and Leadership	Recommendations
State-County relationship	• Continue efforts to strengthen partnerships with County and State to ensure that the City gets the full benefit of County and State programming for its residents.
	• City becomes adept at leveraging available and needed services and partnerships and enhances them as needed to fill necessary gaps for City residents.
Multi-sectoral partnership	• Continuously evaluate the service continuum to identify those areas where the City can be most impactful.
	• Leverage existing coordinating entities to annually resource and report on services and programs built into the actionable roadmap around violence prevention.

Restorative

Policy and Practice	Recommendations
Ensure that services in statute and regulation are available and expanded within the delivery system	• Continue to evaluate the service menu to ensure that there is maximal leverage of available opportunities each year. • Continuously use a Two-generation (whole family) and anti-poverty approach to addressing gaps in the service menu to support the seamless reentry of formerly incarcerated individuals.
Continue the process of identifying opportunities to address policy fixes, such as to waive user fees for criminal behavior	• Each year tackle one-two policy initiatives to align existing systems intended to support prevention, restoration, and resilience. • Identify a core set of national best practices to bring to Minneapolis and each year roll them out in a planned and intentional way.
Leverage national best practices	• Continue the implementation of best practices selected during Phase One, with modifications and scaling as appropriate. Consider implementing additional practices as capacity permits.

Systems and Infrastructure	Recommendations
Ensure revenue maximization from state and county fund sources	• On an ongoing basis apply a governance, policy, and practice analysis lens to review the existing service menu and ensure that City residents are receiving all available services and benefits from Federal, State, and County fund sources. • On an ongoing basis continue to analyze all current City expenditures to see if there are any cost offsets to help with sustainability.
Develop a framework and algorithm for performance-based contracting	• On an ongoing basis review grant and philanthropic opportunities to seed new initiatives. • On an ongoing basis it will be standard operating protocol for all relevant City grants and contracts to report on performance metrics related to restoration and resilience and programming. • Research and adopt by the end of three years a data platform that can collect all data from grantees and contractors in the violence prevention arena and report on it. • Maintain and report high quality data in public-facing dashboards where the data is meaningful and used to make decisions.

Improve external service navigation	• The City should work with United Way 211 to streamline and improve its online and warm handoff navigation for residents. • This resource directory should link across programs and services to offer whole family/ whole person solutions that match the needs to services. Currently, the search for youth violence prevention programs may not result in housing or income support or employment resources but rather only out-of-school time or diversion activities.
	• The City should explore contracting with 211 to build out Minneapolis navigation services and ensure the alignment of 211 with 311.
	• Train staff across the enterprise to utilize 211 as a tool to connect individuals and families to services. Work with the United Way to support this training.

Human Capital and Collaboration	Recommendations
Support public and private providers of restorative and resilience services	• Strengthen and institutionalize training and capacity-building practices for all parties in the delivery system.
	• Continue to hold practitioners accountable to contract terms within the period of performance.
Continuously check in with the field and with the community and adjust as needed	• Continue to offer incentives for good practice to entities and staff maintaining fidelity with programming.
	• Adjust the recruitment and hiring plan to increase hiring and fill vacancies within programs serving reentry populations and community healing. Maintain equity focus in this and all personnel components of the plan.
	• Adjust the retention plan to identify opportunities to improve employee satisfaction and retention.
	• Continue the practice of conducting listening sessions and surveys with current City and CBO employees to identify opportunities to improve working conditions and attract and retain employees.
	• Reinforce the employee wellness plan to address secondary trauma by ensuring that debriefing and resilience content is embedded in all training.

Phase Three: Longer-Term and Mature System Recommendations

Governance and Leadership	Recommendations
State-County Relationship	• These relationships are mature, strong, and self-sustainable with continuous input and nurturing by City leaders.
	• The City is adept at leveraging available and needed services and partnerships and enhances them as needed to fill necessary gaps for City residents. This is evidenced in data reports and the experience of residents, including the restoration of trust in government.
Multi-sectoral Partnership	• As part of organic workflows, the City continuously evaluates the service continuum to identify those areas where the City can be most impactful.
	• Standard practice includes the process of annually leveraging existing coordinating entities to resource and report on services and programs built into the actionable roadmap around violence prevention.

Policy and Practice	Recommendations
Ensure that services in statute and regulation are available and expanded within the delivery system	• Built into the City's annual budget exercise is the effort to continue to evaluate the service menu to ensure that there is maximal leverage of available opportunities each year. Each year fewer new programs are added but the maturity and effectiveness of existing programs are reported on. New programs are added only based on documented need, and ineffective programs are sunset with clear data to support these decisions.
	• Continuously use a Two-generation and anti-poverty approach to addressing gaps in the service menu to support the seamless reentry of formerly incarcerated individuals.
Continue the process of identifying opportunities to address policy fixes, such as, to waive user fees for criminal behavior	• Embedded in the City's budget building and evaluation workflows will include each year the requirement to tackle one-two policy initiatives to align existing systems intended to support prevention, restoration, and resilience.
	• Evaluate existing best practices and be judicious about adding new programs to ensure that the list of programs is sustainable and responsive as well as has clear outcomes.
Leverage national best practices	• Ensure that any new program to be brought online has sufficient start-up costs built in, outcomes identified, training, fidelity processes, and demonstrates sustainability pathways.

Systems and Infrastructure	Recommendations
Ensure revenue maximization from state and county fund sources	• On an ongoing basis, the City applies a governance, policy, and practice analysis lens to review the existing service menu and ensure that City residents are receiving all available services and benefits from Federal, State, and County fund sources.
	• On an ongoing basis, the City continues to analyze all current city expenditures to see if there are any cost offsets to help with sustainability.
Develop a framework and algorithm for performance-based contracting	• On an ongoing basis, the City reviews grant and philanthropic opportunities to seed new initiatives.
	• On an ongoing basis it will be the standard operating protocol for all relevant City grants and contracts to report on performance metrics related to restoration and resilience and programming.
	• Data collection of all data from grantees and contractors in this mature platform is meaningful and used to make decisions.
	• Maintain and report high quality data in public-facing dashboards where the data is meaningful and used to make decisions.

Human Capital and Collaboration	Recommendations
Support public and private providers of restorative and resilience services	• Strengthen and institutionalize training and capacity-building practices for all parties in the delivery system.
	• Continue to hold practitioners accountable for outcomes as well as inputs.
Continuously check in with the field and with the community and adjust as needed	• Continue to offer incentives for good practice to entities and staff maintaining fidelity with programming.
	• Adjust the recruitment and hiring plan to increase hiring and fill vacancies within programs serving reentry populations and community healing.
	• Adjust the retention plan to identify opportunities to improve employee satisfaction and retention.
	• Continue the practice of conducting listening sessions and surveys with current City and CBO employees to identify opportunities to improve working conditions and attract and retain employees.
	• Reinforce the employee wellness plan (for public and private sector employees doing this work) to address secondary trauma by ensuring that debriefing and resilience content is embedded in all training and operations.

By year 10 demonstrate a high-functioning, integrated community wellbeing plan where preventive, responsive, and restorative services are integrated and working seamlessly to support improved outcomes around safety, wellbeing, and socioeconomic mobility for all residents.

Designing the Future:
A Path Forward

This section summarizes the following in supporting Minneapolis as it moves toward realizing its vision for safe and thriving communities and focuses on foundational activities to launch and support this plan as well as challenges and opportunities in financing the implementation.

1. A launch list of foundational activities to support the implementation of this plan.
2. The challenges and opportunities in financing Minneapolis' future vision.
3. A comprehensive list of the action steps recommended across this plan.
4. A comprehensive list of the performance metrics recommended for consideration throughout this plan.

Minneapolis *Safe and Thriving Communities* Initiative Launch List

To affirm the vision in the *Safe and Thriving Communities Plan*, set the degree of customization, and ensure successful implementation, the following five actions should be taken within 2023:

1. Establish an Executive Leadership Team and Community Advisory Board.
*   Establish an Executive Leadership Team composed of city executives that span the policy areas and agencies implementing the plan.
*   Establish a Community Advisory Board composed of government executives, community partners, stakeholders, and community members.
*   Create a law and policy agenda for executive and legislative policy changes that enable the ecosystem services in the *Safe and Thriving Communities Plan*.

2. Develop a Multi-Year Implementation and Financial plan.
*   Determine the degree of adoption and pace of implementation and synchronize with overall human resource and financial capacity.
*   Identify and allocate sources of federal, state, local, and philanthropic funding for plan implantation.
*   Commit to a set number of development goals and completed pilots within the first year of plan implementation.

3. Design a Governance and Operations Plan.
*   Build a matrix and plan for enabling the cross-agency and cross-sector collaboration that enables and sustains progress on plan implementation.
*   Develop a law and policy framework for enabling the information sharing and privacy parameters that support cross-organization collaboration.
*   Anticipate and plan for cross-initiative work between innovation (within the *Safe and Thriving Communities Plan*) and core reform (within consent decrees).

4. **Initiate Policy and Practice Committees and Workgroups.**
   - Establish clear executive sponsors for each section of the *Safe and Thriving Communities Plan* along with reporting requirements on progress.
   - Implement committees focused on the core areas Preventive, Responsive, and Restorative Services as well as 911 and Computer-Aided Dispatch.
   - Implement a cross-functional team focused on alignment of ecosystem approach and co-creation of the supporting structures, systems, and processes.

5. **Implement a Community Communications Plan and Progress Dashboard.**
   - Develop a multi-year community engagement plan which supports co-creation of ecosystem services with communities most affected.
   - Hire community ambassadors who are tasked with actively engaging with community to gain ideas and insights on service design and delivery.
   - Produce an online dashboard to track progress on the development and implementation of key services in the *Safe and Thriving Communities Plan*.

These and other foundational other topics are discussed in greater depth in the **Governance** section of this report.

Financing Innovation

Developing an ecosystem to support community health and wellbeing will require a substantial investment of time and resources – and a difficult grappling with feasibility and prioritization of initiatives. Undoubtedly, this plan presents serious implications for the future of Minneapolis' budget, and the City administration will have to plan diligently to support its phased implementation. Translating this expansive plan into a feasible, phased implementation plan will require tough decisions regarding budgetary allocations and prioritization of needs. Below are a few key considerations and opportunities that the City should consider as it moves forward with this difficult process.

Maximize Funding Streams

As the City looks to expand efforts across the ecosystem, it is important to first understand the current funding streams and resources available and how to best maximize them. Many localities fail to fully leverage available funds, often due to a lack of knowledge and/or a lack of coordination. As the City works to map internal services and looks for opportunities for collaboration – described in Phases One and Two of this plan – it should also assess whether funds could be further leveraged (either within existing programs or through collaborative efforts across programs/departments). Review of funding opportunities should include Federal, State, and County fund participation for services such as 911, 988, mobile crisis services, children's behavioral health, Temporary Assistance for Needy Families (TANF), Supplemental Nutrition Assistance Program (SNAP), Medicaid, and Workforce Innovation and Opportunity Act (WIOA), amongst others.

Braided Funding

The key to sustainable funding is to successfully braid funds from multiple sources. Braided funding refers to weaving together funds from various Federal, State, County, and private sources that are all focused on accomplishing similar goals. Currently, many city violence prevention programs are funded from a single source, which limits the scope of services and creates the risk of services going away if funding priorities change. Braiding funds requires a more holistic view of the City enterprise to better understand where opportunities might exist. It also requires a certain amount of creativity and flexibility from leadership, finance, and legal counsel.

Performance-Based Contracting

Community-based programs are crucial to effectuating long-term change. These programs must be administered with fidelity, however, and outcomes must be tracked and monitored to show success. The City should pursue more performance-based contracting arrangements with community partners with the goal of incentivizing good practices and creating accountability. Currently, for example, many violence prevention contracts are not sufficiently monitored and rely heavily on output data, if any data is tracked at all. As the City advances work across the ecosystem, it should increase its expectations. It must be careful to balance its increased expectations against community partner capacity, however. To support these expectations, the City needs to expand its capacity to support individualized contract monitoring. Monitors should work closely with organizations to support their achievement of contract expectations and reduce the administrative burden on them, as possible.

The City should engage Hennepin County to support their learning. The County – through its county-wide Disparities Reduction efforts – has developed a robust contracting department that is adept at balancing the needs of the county with the needs of community partners. They have streamlined processes, made applying for funding easier, and worked closely with partners to support their work and achievement of contract expectations.

Leveraging Philanthropy

The City must also continue to leverage philanthropic dollars to support this more holistic service ecosystem. Minnesota and Minneapolis specifically are home to a great number of philanthropic entities that are well-positioned to support these efforts. The City must build and sustain relationships with these funders, utilizing their dollars strategically to advance their work. Funds should be sought and used primarily for one-time costs not allowable under other public contracts and to pilot new and innovative solutions. Pilots funded through philanthropic dollars must include the development of a sustainability plan, however, so that they don't risk ending when the grant period ends. Funding should not generally be used to fill operating deficits in program budgets. Operating deficits should, wherever possible, be addressed through more stable sources of funding. The City should review programs with structural deficits that require annual philanthropic investment, explore other funding sources using the braiding approach and, if necessary, consider reducing/closing programs that are unsustainable.

Advancing Analytics for Performance Improvement, Equity, and Transparency

As discussed in the **Overview** and **Governance** sections of this report and throughout the service sections of this report, generating meaningful performance metrics and actively using these metrics to direct the management and future innovations of this ecosystem will be of paramount importance. The City will need to ensure it has sufficient analytical capacity and systems to develop the performance metrics plans called for across this plan, ensure these metrics are captured across the various IT systems used in the ecosystem of services, and, critically, ensure the metrics are readily analyzable through insightful reports and dashboards to facilitate continuous, real-time data-driven management and transparency across the ecosystem of services. The recommended action steps throughout this report, summarized below, will support Minneapolis in developing and deploying this capacity toward stronger management and improved community outcomes.

Defining Performance Metrics Based on Community Need

While we provide an array of potential performance metrics below as a helpful starting point, we recommend that the City conduct robust, continuous engagement with community members on defining what success looks like for the City overall and across relevant service areas. We recommend that the City adapt these steps in its development and implementation of performance metrics to ensure they align with community expectations:

1. Conduct community engagement sessions at the outset to learn from community members about their expectations and possible performance metrics for assessing city and community services from the community perspective.

2. Draft a preliminary plan for performance metrics based on this community input and the experiences of service providers, city staff, and analytics experts.

3. Conduct engagement sessions regarding the preliminary performance metrics plan and revise the plan based on this input to produce an initial plan the City can use for initial implementation. This plan will surely evolve over time based on implementation experience and continual community input.

4. The City should post this initial performance metrics plan on its website and encourage continual community feedback regarding the metrics.

5. The City should develop insightful reports and dashboards as these metrics become available and publicly post these reports and dashboards, when feasible, and encourage public feedback regarding these tools.

6. The City should conduct engagement sessions on the resulting reports and dashboards to proactively gain public feedback on both the City's performance and how the City can enhance these tools to maximize community insights into City operations. In addition, these sessions can explore what community engagement mechanisms would best help community members actively shape the future of Minneapolis' services and operations.

Comprehensive List of Action Steps Toward *Safe and Thriving* Communities

After the conclusion to this report, a consolidated list of Action Steps for moving forward with building safer, thriving communities is provided. We recommend that Minneapolis review this plan and produce a preliminary list of action items to guide its implementation of this work moving forward, recognizing that plans may evolve as Minneapolis progresses.

Conclusion: A Call to Action

The Minneapolis Safe and Thriving Communities initiative provides a pathway for new and improved services in community safety and wellbeing, and charts action steps for a new public safety operating model that delivers fair, equitable, transparent, and valued outcomes.

This journey is one the City of Minneapolis must make – to not only restore faith in public safety, but also to foster a new level of equity going forward. Minneapolis can lean into this work with two principles in mind: *One, the safety of every person, in every community, is integral to the wellness and social and economic mobility that makes for a vibrant and thriving city. And two, the levels of public health, social order, and economic opportunities in a city determine how safe and secure people feel to reach their individual and community-wide potential.*

To achieve this transformational change, this report elevates three key strategies, that when combined, provide a clear and comprehensive vision and plan:

1. **Build the capacity for safety and wellness** by designing a robust continuum of services and solutions that work "upstream" to prevent social challenges from manifesting as crime and disorder; "midstream" to respond to acute law, order, and safety incidents; and "downstream" to help heal trauma and build resilience for communities.

2. **Transform services into an ecosystem** by building a network of organizations, services, and programs that collaborate in real-time, respond with a holistic focus, coproduce new solutions to solve the root causes of individual, family, and community safety challenges, and foster thriving families and communities.

3. **Advance operations and analytics** to become a learning organization that can determine what community safety services and solutions are most effective, provide improved transparency for stakeholders, assess how services impact racial equity and disparity, and facilitate community co-creation of services.

Progress on this journey will not be easy, but Minneapolitans have always had the capacity to take on big challenges. With fidelity to the vision, strong leadership and governance, and intentionality in resources, Minneapolis will be the first city to not only achieve such a dramatic transformation in community safety, but also – and most vitally – realize the promise of *safe and thriving* communities and a vibrant and flourishing future.

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Hennepin County, Criminal Justice
Coordinating Committee

Hennepin County, Disparity Reduction

Hennepin County, Emergency Communications Center

Hennepin County, Health and Human Services

Hennepin County, Law, Safety, and Justice

Juxtaposition Arts

Lake Street Council

Minneapolis City Council

Minneapolis Department of Community Planning & Economic Development

Minneapolis Department of Health

Minneapolis Department of Regulatory Services

Minneapolis Office of Emergency Management

Minneapolis Office of the City Coordinator

Minneapolis Department of Neighborhood Safety

Minneapolis Department of Neighborhood Safety,
Community Navigators Unit

Minneapolis Parks & Recreation Board

Minneapolis Police Department

Minneapolis Public Schools

Minneapolis Youth Coordinating Board

National Alliance on Mental Health Minnesota

National League of Cities

Seattle Police Department

Powderhorn Park Neighborhood Association

The Joyce Foundation

The Minneapolis Foundation

The Pohlad Family Foundation

University of Chicago Urban Labs

Comprehensive List of Action Steps Toward *Safe and Thriving* Communities

This section summarizes the recommended Action Steps throughout this report to provide a consolidated list of Action Steps for moving forward with building safer, thriving communities. This list presents the action items by phase (near-term, mid-term, and long-term) across the focus areas in this report (Governance, Preventive Services, Responsive Services, and Restorative Services). For these focus areas, the report provides a variety of recommendations spanning the following domains: Governance and Leadership; Policy and Practice; Systems and Infrastructure; and Human Capital and Collaboration. We recommend that Minneapolis review this plan and produce a preliminary list of action items to guide its implementation of this work moving forward, recognizing that plans may evolve as Minneapolis progresses.

Phase One: Near-Term Recommendations

Governance and Leadership

Governance & Leadership	Recommendations
Create a Collaborative Practice Model	Develop a practice model that will govern the collaborative work of the Offices of Public Services and Community Safety. The practice model should define the following, amongst other items: ○ A vision for the future and integration of services, as discussed below in the Defining the Vision for the Future Action Step ○ Rules of engagement ○ A regular cadence for meetings ○ How disputes are resolved and escalated (as needed) ○ Coordination with external partners (including the County and Community-based Organizations and recruiting members from BIPOC communities) ○ A template for resource sharing ○ Collaborative training ○ Accountability and continuous improvement processes, as described below ○ Investments in trust building
	• Engage departmental heads in the development of the collaborative practice model.
	• Regularly review the practice model to identify areas for improvement.
	• Instill equity as a core goal and evaluation criteria for all initiatives discussed in this plan.

Phase One: Governance and Leadership	**Define the Vision for the Future**	• With the collaborative practice model described above, develop a vision for the future to provide overarching direction for the City's efforts to transform its public safety and health services.
		• The City should consider submitting this vision for public feedback and conducting community engagement sessions around this vision and preliminary plans for implementing the vision.
		• The City should post this vision on its website and allow for continuous community feedback on the vision and the City's implementation efforts.
		• The City should revisit this vision on an annual basis to ensure it continues to meet the direction of the City and needs of the community.
	Define Leadership Roles	• Create clarity regarding roles/responsibilities and decision-making authority throughout the system, operating under the Collaborative Practice model.
		• Ensure people in leadership "own" their role in implementing an accountable system.
		• Monitor leadership activities for fidelity to their roles.
	Institute Management Structures to Implement the Vision	• Create an Executive Steering Committee to oversee the implementation of this plan.
		• Create subcommittees to advance the vision in this plan, mirroring the broad sectors of work in this plan. Potential subcommittees are discussed below:
		o Create a Preventive Services Subcommittee to oversee the development of preventive services, including violence prevention efforts.
		o Create a Responsive Services: Alternative Responses Subcommittee, which will oversee the development and expansion of alternative responses to community needs, building upon the City's work in this area in close partnership with the Performance Management and Innovation Department.
		o Create a Responsive Services: 911, Communications & Technology Subcommittee, which will oversee the development of innovative emergency and non-emergency communications practices to connect the community to the broadened ecosystem of services recommended in this report.
		o Create a Restorative Services Subcommittee to oversee the implementation of improved services to help community members after they experience a traumatic event or crisis.
		• Include analytics personnel on the Executive Steering Committee and subcommittees above to support the development of relevant performance metrics to monitor and manage ecosystem performance.
		• Establish a recurring meeting schedule for these committees.
	Create a Community Advisory Board	• Create a Community Advisory Board to provide direct community input and feedback to the Executive Steering Committee on an ongoing basis regarding plan implementation.

Conduct a Government Capacity & Services Gaps Analysis	• Building upon Minneapolis' previous work and this report, the City should undertake a government capacity and services gaps analysis to identify existing barriers and opportunities for advancing its public safety goals. This analysis should focus, amongst other areas, on opportunities to improve city services and efficiency, address equity issues, and improve the integration of resources into an holistic ecosystem. This analysis will be fundamental to the next recommendation.
Develop a Phased Implementation & Funding Plan to Achieve the City's Vision	• Using the City's previous work and this plan as a starting point, the City should develop a phased implementation plan to implement initiatives toward achieving the vision defined through the Action Steps above. This phased implementation plan should include processes to address gaps in government capacity and services, identified through the analysis above, to better meet community needs. The aforementioned committees would be responsible for developing the phased implementation plans for their sections, with the support of this report and a template for creating the action plans provided by the Office of Community Safety. The Community Safety Commissioner and Executive Steering Committee would provide oversight for this process.
	• The City should engage with the Community Advisory Board on this plan, submit the plan for public feedback, and conduct community engagement sessions around the plan.
	• Analyze overall human resource and financial capacity and synchronize with the anticipated degree and pace of plan implementation.
	• Identify and allocate sources of Federal, State, local, and philanthropic funding for plan implantation.
	• Commit to a set number of development goals and completed pilots within the first year of plan implementation.
	• The City should post this plan on its website and allow for continuous community feedback on the plan and the City's implementation efforts. The City should ensure any modified versions of the plan are promptly posted on the website.
	• The City should review this plan for potential revisions on an at least annual basis to ensure it continues to meet the direction of the City and needs of the community. The recommendations for ongoing management practices in this plan would likely produce ongoing tailoring of this plan as the City works to implement its vision.
Educate and Train Staff, Partners, and the Community	• Develop materials to explain the new governance structure and practice model to staff and community, including the value proposition.
	• Develop staff trainings to support understanding of the new governance structure and practice model, including the value proposition.

Institute a Data-Driven Management System for Continuous Coordination & Accountability	• With the performance metrics and elevated analytical capacity generated through the recommendations in this plan, the Office of Community Safety should institute a CitiStat-style performance management system spanning the operations of the Office of Community Safety and beyond, as appropriate and helpful, within a Results Based Accountability (RBA) framework. This meeting should be used as a collaborative problem-solving and accountability forum for all of the entities involved in the implementation of this plan.
Implement a Community Communications Plan	• Develop a multi-year community engagement plan which supports co-creation of ecosystem services with communities most affected.
	• Hire community ambassadors who are tasked with actively engaging with the community to gain ideas and insights on service design and delivery.
Progress Dashboard, Transparency & Accountability	• Produce an online dashboard to track progress on the development and implementation of key services and performance metrics in the Safe and Thriving Communities plan.

Policy & Practice	Recommendations
Establishing a Governance & Operations Plan	• The Community Safety Commissioner should create a governance and operations plan/standard operating procedure for how the new government structure will function collaboratively within the Office of Community Safety, across government units, and with community groups.
	• Develop a protocol for the committee structure described under the *Governance & Leadership* section above. This protocol should spell out the procedures and operations for the committees to ensure operational clarity and consistency in pushing this vision forward.
Create Confidentiality, Privacy & Data Sharing Policies Amongst Partners	• Develop a coherent policy on confidentiality, privacy, data sharing, and data security for all partners across the enterprise with a strong consent management process.
	• Develop data sharing practice protocols at the individual, system, and population levels across all ecosystem partners.
Develop Resource Sharing Protocols	• Develop a resource sharing protocol that is committed to across all partners in the ecosystem in an equitable way.

Systems & Infrastructure	Recommendations
Project Management Software	• The City should consider implementing an enterprise project management software that can help manage the wide-ranging initiatives proposed in this plan.

IT Infrastructure & Analytics Software	• Minneapolis should assess available resources to institute effective data-driven management practices and address any IT and analytics needs to deliver the necessary management analytics and dashboards spanning the ecosystem of services described in this report.
	• The *Human Capital & Collaboration* section below speaks to the need to invest in sufficient IT and analytics personnel to manage and deliver the necessary analytics products for this ecosystem transformation to occur.
	• Later sections of this report discuss IT and analytics needs in greater depth. One key recommendation for moving forward is initiating a technology gaps analysis and planning process to address barriers to ecosystem integration and build an innovative system for dispatch and records management integration across the ecosystem.

Human Capital & Collaboration	Recommendations
Project Management Capacity	• Add dedicated project management capacity within an existing city office or the creation of a dedicated unit to support the implementation of this plan and the effective functioning of the recommended committees. This group would need consistent communication directly with the Office of Community Safety.
IT and Analytics Capacity	• Ensure the City has sufficient IT and analytics personnel to support the wide-ranging technology modernization efforts and data-driven management initiatives recommended by this plan. The City should consider how it wants to organize its growing analytics capacity as it moves forward.
Problem-Solving Capacity	• Ensure the City has sufficient problem-solving capacity to work across entities to address complex issues. Dedicated problem-solving capacity personnel would support the CitiStat-style meetings described above and facilitate various City entities in collaborating to diagnose and address problems. Problem-solving activities should be an ongoing topic of discussion, management, and accountability in the CityStat-style meetings.
Continuous Capacity Monitoring	• Continually monitor capacity gaps in the implementation of the City's plan and ensure any gaps are addressed to support the effective implementation of the City's plan.

Preventive Services

Policy and Practice	Recommendations
Prioritize Core DNS Programs	• Review current DNS programming and identify those with the best outcomes and closest alignment to the mission of the Office.
	• Revise the DNS budget to further invest in select, high-impact programs and divest from programs with low return on investment.
Create a City Service Inventory	• Catalog all violence prevention programming in the City, not just DNS services, including populations served, referral sources, and fund sources.
	• Analyze results to identify additional opportunities for collaboration and how to best leverage existing programs.

Phase One: Preventive Services

Improve Internal Collaboration	• Work closely with the **Community Safety Commissioner, City Operations Officer,** and department leadership to identify opportunities for further collaboration and points of friction.
	• Develop plans to capitalize on opportunities and address points of friction.
	• Develop regularly scheduled cross-departmental meetings to discuss collaboration efforts and progress. Properly staff and support meetings to ensure clarity of purpose, agenda setting, and effective facilitation.
	• Build better alignment between DNS programming, crisis response, and aftermath supports.

Systems and Infrastructure	Recommendations
Build capacity of the Department of Neighborhood Safety	• Ensure sufficient IT, HR, and other administrative resources are in place to support the Minneapolis Department of Neighborhood Safety. The Office of Violence Prevention was recently restructured as the Department of Neighborhood Safety – a standalone department with its own clear mandate.
Enhance Continuous Quality Improvement Infrastructure	• Hire a DNS staff member who will be dedicated to the development and implementation of a robust continuous quality improvement (CQI) program.
	• Develop a performance metrics plan for Preventive Services, with guidance from the performance metrics recommended in this plan below.
	• Consult with other departments and the Performance Management and Innovation Department to align output and outcome tracking across departments and programs. We recommend using the Results Based Accountability model.
	• Invest in a data collection system to capture outputs and track outcomes.
	• Train staff and community partners on the new CQI program and data system.
	• Conduct regular, cross-departmental meetings to review results and identify opportunities for improvement.
	• Develop a public dashboard to report data to the community.
Improve External Service Navigation	• The City should work with United Way 211 to streamline and improve its online and warm handoff navigation for residents. • This resource directory should link across programs and services to offer whole family/whole person solutions that match the needs to services. Currently, the search for youth violence prevention programs may not result in housing or income support or employment resources but rather only out-of-school time or diversion activities.
	• The City should explore contracting with 211 (the universal nationwide human services information and referral call number) to build out Minneapolis navigation services and ensure the alignment of 211 with 311 (the public services information and referral call number).
	• Train staff across the enterprise to utilize 211 as a tool to connect individuals and families to services. Work with the United Way to support this training.

Human Capital and Collaboration	Recommendations
Train Community-Based Staff/ Contractors	• Identify all community-based staff/contracted positions (e.g., Community Outreach Workers, Community Ambassadors, Community Liaisons, Community Navigators, Community Health Workers, etc.). It is important to assess roles and responsibilities across these multiple functions to understand the landscape and to reduce redundancies and expand coverage of services.
	• Develop a unified training program to build competencies and capacities to navigate cross-sectorally to meet the needs of residents reaching out for help. Include utilization of the United Way's 211 system in the training.
	• Assess the effectiveness of the training program.
Enhance the Contracting Process with Community-based Organizations	• Implement performance-based contracting, building on existing practices and leveraging County expertise.
	• Build contract monitoring competencies for program staff.
	• Build incentives for good performance.
	• Create opportunities for greater collaboration between like service providers. E.g., require contract partners to attend sessions where DNS shares updates and opportunities for collaboration.
	• Increase access to capacity-building opportunities for small, emerging nonprofits to engage in public sector contracting and support the City's equity goals (i.e., Blueprint Approved Institute).
Contract Monitoring	• Invest in additional staff capacity to enhance contract monitoring with community-based organizations in support of CQI.
	• Consider splitting administrative and programmatic contract oversight.

Responsive Services: Building the Response Options Ecosystem

Policy & Practice	Recommendations
Piloting & Scaling Alternative Responses	• Continue ongoing pilots, scale these pilots as appropriate, and implement planned initiatives in this area.
	• Develop policies where necessary for any alternative response pilots.
Maximizing Virtual Response Options	• Analyze current usage of online and phone reporting to identify any opportunities to expand the usage of these systems to improve efficiency and service for community members and reduce field responder workload. This analysis should include what incident types are eligible for virtual responses, whether eligible calls are consistently handled through virtual response, and how these programs are managed to maximize impact.
	• Ensure analytics and management mechanisms are in place to consistently monitor the usage and impact of these systems to ensure appropriate functioning and impact on the overall ecosystem.
	• Review the current public communications strategy regarding these services and, as needed, work toward greater community understanding and usage.

Systems & Infrastructure	Recommendations
Community and Data-Driven Process for Advancing Alternative Response	• Revisit the previous analysis regarding call for service workload, update it as helpful, and re-engage in discussions regarding potential alternative response options, building upon ongoing work in this area.
	• Produce a refreshed, phased data-driven plan for moving forward with an expanded diversified response ecosystem, planning for desired availability of alternative response options and the required staffing, resources, and funding to deliver the desired response. Please see the body of this plan for more detail regarding conducting this analysis. This plan should be developed and approved through the committees and governance structures and processes discussed in the Governance section of this plan and include public engagement.
	• The City should engage in public engagement sessions in the development of this plan.
	• As part of this process, the City should plan for effectively managing piloted alternative responses moving forward, including the development of performance metrics and management mechanisms for continual, close management of all services.
Connecting Hotlines to 911	• Minneapolis should explore connecting applicable hotlines, such as a behavioral health crisis line, to its 911 operations so that dispatchers can connect callers with certain low-risk calls to the applicable hotline when appropriate.

Develop Performance Metrics for Responsive Services	• Using the guidance above in the Performance Metrics for Responsive Services subsection, develop a plan for building out performance metrics spanning responsive services.

Human Capital & Collaboration	**Recommendations**
Staffing Plan for Alternative Response	• Develop a staffing plan in conjunction with the phased approach to expanding alternative response. Ensure necessary job descriptions exist to support planned alternative response initiatives. Plan for the projected budgetary requirements for hiring and resourcing this staff for success.

Responsive Services: Building the Future 911 and Communications System

Governance & Leadership	**Recommendations**
MECC Independence & Governance	• Ensure that Minneapolis 911 remains independent and has an equal voice in matters related to public safety.
	• Ensure there is an effective Executive IT & Data Steering Committee, as discussed in the Technology Modernization subsection.

Policy and Practice	**Recommendations**
MECC Transparency	• Publicly post more information about the MECC's governance, governing board, practices, and procedures to increase transparency.
Screening Bias-Based Calls	• Consider developing a process for identifying bias-based calls and screening them out instead of sending responders.

Phase One: Responsive Services

Systems & Infrastructure	Recommendations
Technology Modernization	• Conduct an IT and data gaps analysis to inform the development of a phased technology modernization plan, with guidance from this plan.
	• Re-evaluate the opportunity to use criteria-based dispatch to facilitate this ecosystem approach to responsive services.
	• Develop a phased technology modernization plan, addressing the following at a minimum:
	o How to address the issues identified in the above gaps analysis.
	o RMS and CAD modernization to facilitate the integrated ecosystem approach.
	o Integrations of various systems to facilitate the integrated ecosystem approach.
	o Implementing criteria-based dispatch if the City decides to implement this system.
	o Ensure that MECC is on track to fully implement its Next Generation 911 plans.
	o Develop a plan to implement Smart 911 capabilities.
	o Seek available grant funding to support the implementation of technology modernization initiatives.

Human Capital & Collaboration	Recommendations
Supporting 911 Professionals	• Embed mental health clinicians in MECC.
	• Classify 911 call takers and dispatchers as public safety professionals to properly recognize them and provide the appropriate resources and compensation.
	• Fill the 911 Training Manager position, if still unfilled.
	• Develop an equity-focused recruitment and hiring plan to increase hiring and fill vacancies at the MECC.
	• Develop a retention plan to identify opportunities to improve employee satisfaction and retention. This retention plan should include the development of a 911 professional career ladder.
	• Review current 911 training and address any training gaps.
	• Conduct listening sessions and a survey with current employees to identify opportunities to improve working conditions and attract and retain employees.
	• Develop an employee wellness plan.

Restorative Services

Governance and Leadership	Recommendations
State-County Relationship	• Strengthen partnerships with County and State to ensure that the City gets the full benefit of county and state programming for its residents.
	• Leverage County and State services and partnerships and augment them as needed to fill necessary gaps for City residents.
	• Ensure that the City does not duplicate functions that are the responsibility of the State and County.
Multi-Sectoral Partnership	• Leverage existing coordinating entities to annually resource and report on services and programs built into the actionable roadmap around violence prevention.

Policy and Practice	Recommendations
Ensure that services in statute and regulation are identified within the delivery system	• Analyze existing State, County, and City statutes, regulations, and ordinances to identify opportunities to either leverage current permissions more fully or to tweak local ordinances to invest in re-entering populations.
	• Look at fees levied for civil offenses and determine if those can be waived based on poverty or waiving "check the box" for criminal history, etc.
Identify opportunities to address policy fixes, such as to waive user fees for criminal behavior	• Each year tackle one to two policy initiatives to align existing systems intended to support prevention, restoration, and resilience.
	• Identify a core set of national best practices to bring to Minneapolis.
Leverage national best practices	• Include start-up costs and resources for at least two best practices to be implemented in the first 3 years.
Develop community trauma and healing response plan	• Develop a community trauma and healing plan that outlines options, action steps, departments/organizations responsible, resources available, and criteria to trigger plan implementation. The plan should provide a framework that can be quickly tailored and implemented post-traumatic event.
	• Develop and maintain relationships with key community leaders who can be called upon to support the tailoring of the plan following a traumatic event.
Embed restorative justice practices	• Explore the creation of a restorative justice court.
	• Strengthen partnerships with Restorative Justice Community Action and other organizations supporting restorative justice.
	• Participate in restorative justice activities – as invited and appropriate – to support trust-building and legitimacy.

Review Flex Funding Guidance	• Review guidance restricting the use of flexible funds. Engage County and State counterparts to understand their interpretation of the Public Purpose Doctrine.
	• Provide flexible funding to meet the needs of victims of crime and support healing.

Systems and Infrastructure	Recommendations
Ensure revenue maximization from state and county fund sources	• Based on the governance, policy, and practice analysis, conduct a review to ensure that City residents are receiving all available services and benefits from Federal, State, and County fund sources.
	• Analyze all current City expenditures to see if there are any cost offsets to help with sustainability.
	• Review grant and philanthropic opportunities to seed new initiatives.
Develop a framework and algorithm for performance-based contracting	• All relevant City grants and contracts should report on performance metrics related to restoration, resilience, and programming.
	• Research and adopt by the end of three years a data platform that can collect all data from grantees and contractors in the violence prevention arena and report on it.
	• Develop public-facing dashboards where the data is meaningful and used to make decisions.

Human Capital and Collaboration	Recommendations
Support public and private providers of restorative and resilience services	• Provide training and capacity building for cutting-edge practices.
	• Ensure accountabilities for all practitioners.
	• Incentivize good practice for entities and staff maintaining fidelity with programming.
Continuously check in with the field and with the community and adjust as needed	• Develop a recruitment and hiring plan to increase hiring and fill vacancies within programs serving re-entry populations and community healing.
	• Develop a retention plan to identify opportunities to improve employee satisfaction and retention.
	• Conduct listening sessions and a survey with current City and CBO employees to identify opportunities to improve working conditions and attract and retain employees.

Clarify roles and expand restorative services staffing	• Clarify and standardize the roles of the Community Navigators (i.e., are the positions more focused on second response or community relationship building).
	• Expand second response staffing, whether through the hiring of additional Community Navigators, if second response is determined to be within their scope of practice, or other positions supporting this work.
	• Expand staffing for community relationship-building, whether through the hiring of additional Community Navigators, if relationship building is determined to be within their scope of practice, or other positions supporting this work.
	• Explore expanding the number of staff in the Department of Neighborhood and Community Relations to better support and engage neighborhood organizations.
	• Explore expanding the number of Victim/Witness Specialists and expanding their role in connecting individuals and families to support services.
	• Ensure that second response staff have access to necessary information from the Police Department.
Invest in secondary trauma services and supports for staff	• Develop a robust set of secondary response service options for staff who experience a traumatic incident in the line of work. Services may include trainings on coping skills, incident debriefs with a trauma-trained professional, individual and group counseling, and time off following the traumatic event.

Phase Two: Mid-Term Recommendations

Preventive Services

Policy and Practice	Recommendations
Expand State and County Partnered Programs	• Purposefully engage with County and State partners to leverage and expand available programming and service array. • Capture program partnerships through MOUs, data-driven analytic capabilities, and shared tracking of outcomes. • Agreements should be modeled after the interagency commission on homelessness and the shared outreach and supportive housing efforts that currently exist between City and County.
Expand City-Led Programs	• Continuously assess emerging and unmet city needs. • Select 3 to 4 areas each budget cycle where multiple fund sources can be leveraged to address the identified needs and to keep innovating toward a seamless and responsive system of care.
Develop a Youth Drop-in Center	• Fund the development of a youth drop-in/community center in downtown Minneapolis. • Note: While the YCC serves as a drop-in center of sorts, due to its close association with law enforcement we recommend the creation of a separate center where youth and community members can engage in activities, connect to services, and build community.
Develop Strategies to Disseminate Service Information to Members of the Community	• Develop materials to share information about available services and information about eligibility and access protocols in easy-to-understand language. • Translate all promotional and marketing materials into multiple languages to address the language access needs of minority and immigrant populations. • Ensure that all materials are 24/7 accessible.

Systems and Infrastructure	Recommendations
Assess Program Fidelity	• Develop protocols for all partners within the ecosystem. • Evaluate and publicly share the results on the findings of impact, in support of the CQI process.
Develop Collaborative Spaces	• Create safe, trusted physical spaces for collaboration and community-centric service delivery to occur, including a location for youth downtown where youth tend to congregate. The availability of a center and structured activities downtown will mitigate risk of youth engaging in unlawful or at-risk behaviors.

Human Capital and Collaboration	Recommendations
Improve Coordination and Partnership with Hennepin County	• Develop a liaison function to improve City-County relationships and collaboration.
	• Empower the liaison to work with the City Operations Officer and Community Safety Commissioner to improve coordination and collaboration at the policy and delivery levels.
Enhance Partnership Formation and Management	• Develop model MOUs for data sharing, resource sharing, joint training, case management protocols, and shared dashboarding across the ecosystem.
	• Monitor progress and areas needing adjustment and be nimble to adjust strategies and outcomes.
	• Report on progress and manage accountability throughout the ecosystem using the new City governance model.
Expand Community-Based Staff, Contractors & Partners	• Continue to invest in trusted, community-based staff/contract positions across the enterprise to help residents access the services they need.
	• Expand the service navigation training program described in Phase One (see Train Community-Based Staff/Contractors) to include individuals in trusted positions within the community (e.g., teachers, librarians, bus drivers, etc.).

Phase Two: Preventive Services

Phase Two: Responsive Services

Responsive Services: Building the Response Options Ecosystem

Policy & Practice	Recommendations
Policy Guidance for Alternative Response	• Develop and implement any necessary policy and training to support the implementation of new alternative response practices, in accordance with the City's phased plan for implementing alternative response initiatives.

Systems & Infrastructure	Recommendations
Community and Data-Driven Process for Advancing Alternative Response	• Conduct public engagement sessions on the roll out of the phased implementation plan.
	• Implement the plan created during Phase One, described above, and work toward scaling impactful initiatives.
	• Institute management mechanisms to manage the implementation of the plan closely with executive oversight, as discussed in the Governance section of this plan.
Develop Performance Metrics for Responsive Services	• Implement the plan for building out performance metrics spanning responsive services.
	• Develop a performance management dashboard with these metrics to support analytical insights and data-driven management of responsive services.
Transparency Regarding Responsive Services	• Post a public dashboard with these metrics to support public transparency and accountability regarding responsive services.
	• Conduct public engagement meetings regarding this dashboard to maximize community input in its design and support community comprehension of available analytics.

Human Capital & Collaboration	Recommendations
Staffing Plan for Alternative Response	• Implement the staffing plan for alternative response, hiring the requisite staff to deliver the alternative responses planned for this phase, within budgetary constraints.
	• Provide training to support staff fulfilling alternative response roles.

Responsive Services: Building the Future 911 and Communications System

Policy & Practice	Recommendations
Implementing Policies for New Technologies	• Develop or revise policies associated with the implementation of new or updated technologies as part of the phased technology modernization plan.

Systems & Infrastructure	Recommendations
Technology Modernization	• Finalize a project team for implementing the phased technology modernization plan. This project team should have coalesced during Phase One and should be finalized during Phase Two to facilitate coordinated implementation of the plan.
	• Ensure there is a detailed project plan for any significant technological modernization initiative.
	• Implement the phased technology modernization plan.
	• Deliver training to facilitate the implementation of any new systems and conduct other change management initiatives called for in the phased technology modernization plan.

Human Capital & Collaboration	Recommendations
Supporting 911 Professionals	• Provide comprehensive training including, but not limited to, technology, processing behavioral health calls, identifying calls that may be best served by non-sworn response, and learning approaches to recognize and combat racial bias. 911 professionals should also be well-versed in connecting callers with non-traditional forms of crisis response when these exist and are available.
	• Implement the recruitment and hiring plan developed during Phase One to increase staffing at MECC.
	• Implement the retention plan developed during Phase One.
	• Implement the employee wellness plan developed during Phase One.

Phase Two: *Responsive Services*

Phase Two: Restorative Services

Restorative Services

Governance and Leadership	Recommendations
State-County Relationship	• Continue efforts to strengthen partnerships with County and State to ensure that the City gets the full benefit of County and State programming for its residents.
	• City becomes adept at leveraging available and needed services and partnerships and enhances them as needed to fill necessary gaps for City residents.
Multi-sectoral Partnership	• Continuously evaluate the service continuum to identify those areas where the City can be most impactful.
	• Leverage existing coordinating entities to annually resource and report on services and programs built into the actionable roadmap around violence prevention.

Policy and Practice	Recommendations
Ensure that services in statute and regulation are available and expanded within the delivery system	• Continue to evaluate the service menu to ensure that there is maximal leverage of available opportunities each year.
	• Continuously use a Two-generation (whole family) and anti-poverty approach to addressing gaps in the service menu to support the seamless reentry of formerly incarcerated individuals.
Continue the process of identifying opportunities to address policy fixes, such as to waive user fees for criminal behavior	• Each year tackle one-two policy initiatives to align existing systems intended to support prevention, restoration, and resilience.
	• Identify a core set of national best practices to bring to Minneapolis and each year roll them out in a planned and intentional way.
Leverage national best practices	• Continue the implementation of best practices selected during Phase One, with modifications and scaling as appropriate. Consider implementing additional practices as capacity permits.

Systems and Infrastructure	Recommendations
Ensure revenue maximization from state and county fund sources	• On an ongoing basis apply a governance, policy, and practice analysis lens to review the existing service menu and ensure that City residents are receiving all available services and benefits from Federal, State, and County fund sources.
	• On an ongoing basis continue to analyze all current City expenditures to see if there are any cost offsets to help with sustainability.

Develop a framework and algorithm for performance-based contracting	• On an ongoing basis review grant and philanthropic opportunities to seed new initiatives.
	• On an ongoing basis it will be standard operating protocol for all relevant City grants and contracts to report on performance metrics related to restoration and resilience and programming.
	• Research and adopt by the end of three years a data platform that can collect all data from grantees and contractors in the violence prevention arena and report on it.
	• Maintain and report high quality data in public-facing dashboards where the data is meaningful and used to make decisions.
Improve External Service Navigation	• The City should work with United Way 211 to streamline and improve its online and warm handoff navigation for residents. • This resource directory should link across programs and services to offer whole family/whole person solutions that match the needs to services. Currently, the search for youth violence prevention programs may not result in housing or income support or employment resources but rather only out-of-school time or diversion activities.
	• The City should explore contracting with 211 to build out Minneapolis navigation services and ensure the alignment of 211 with 311.
	• Train staff across the enterprise to utilize 211 as a tool to connect individuals and families to services. Work with the United Way to support this training.

Human Capital and Collaboration	**Recommendations**
Support public and private providers of restorative and resilience services	• Strengthen and institutionalize training and capacity building practices for all parties in the delivery system.
	• Continue to hold practitioners accountable to contract terms within the period of performance.
Continuously check in with the field and with the community and adjust as needed	• Continue to offer incentives for good practice to entities and staff maintaining fidelity with programming.
	• Adjust the recruitment and hiring plan to increase hiring and fill vacancies within programs serving re-entry populations and community healing. Maintain equity focus in this and all personnel components of the plan.
	• Adjust the retention plan to identify opportunities to improve employee satisfaction and retention.
	• Continue the practice of conducting listening sessions and surveys with current City and CBO employees to identify opportunities to improve working conditions and attract and retain employees.
	• Reinforce the employee wellness plan to address secondary trauma by ensuring that debriefing and resilience content is embedded in all training.

Phase Three: Long-Term Recommendations

Preventive Services

Policy and Practice	Recommendations
Create an Expanded Ecosystem Map	• Create an expanded ecosystem map that includes organizations addressing root causes to better understand existing assets and opportunities to create new ones. • Identify strategies to close gaps in services and service accessibility.

Implement an Expanded Service Menu	• Expand services to address root causes of violence, working collaboratively with the County and other service providers. Service areas may include:
	   o Workforce Development
	   o Economic Development
	   o Community Wealth Building
	   o Addressing Social Determinants of Health
	   o Two-generation Family Self Sufficiency
	      (e.g., Head Start and workforce development being offered at the same location)
	   o Fatherhood and Re-entry Program Investments
	
	The City will need to work closely with the community and partners to prioritize the expansion of services.

Develop a Practice Model	• Develop a practice model that describes the City's approach to service provision. The practice model should be multi-tiered and support coordination activities that range from simple information referral to intensive case planning and supports. • Make case management and care coordination resources available at various tiers of intensity to support the practice model. • Ensure that all services are individually guided and person-centric while supporting the achievement of individual, system, and population-level outcomes. • Embed equity and social justice principles throughout the program model. • Develop protocols for all partners within the ecosystem to adhere to.

Systems and Infrastructure	Recommendations
Invest in an Enterprise-wide IT System	• Partner with the Greater Twin Cities United Way to enhance their 211 system to enable virtual referrals, case management, tracking of outcomes, and a credible dashboard. • Train city staff, contractors, and other partners (as necessary) on system use.

Human Capital and Collaboration	Recommendations
Invest in Staffing	• Map the staffing needs within the ecosystem.
	• Resource the system to meet that need.
	• Collaborate with academic institutions and employers to ensure robust recruitment and retention efforts to build the necessary workforce to support the ecosystem.
	• Ensure that the diversity of staff reflect the demographics of the City.
	• Provide competitive wages and safe working environments that promote an equitable workforce framework.
	• Engage community organizers, peers, and Community Health Workers as a part of the staffing complement.
Support Community-Based Partners	• Invest in ongoing capacity building for organizations to support the successful achievement of performance-based contracts that are outcomes and impact driven and move beyond merely capturing outputs and inputs. Over time this performance-based contracting effort will improve efficiency and effectiveness of all multi-sectoral delivery pathways.
	• Support contracted provider agencies in providing competitive wages, safe working environments, and resources to support wellbeing.
Support Staff and Partner Development	• Train staff and partners in evidence-based and evidence-informed practices.
	• Build a trauma-competent system of care and train staff and partners in critical trauma competencies.

Responsive Services: Building the Response Options Ecosystem

Policy & Practice	Recommendations
Policy Guidance for Alternative Response	• Develop and implement any necessary policy and training to support the implementation of new alternative response practices, in accordance with the City's phased plan for implementing alternative response initiatives.

Systems & Infrastructure	Recommendations
Community and Data-Driven Process for Advancing Alternative Response	• Evaluate the implementation of alternative response programs to make modifications to the programming where beneficial.
	• Continue build out of internal and external analytics dashboards to support city management and community transparency and accountability.
	• Continue regular public engagement sessions regarding the responsive ecosystem to gather public feedback to improve the system.

Human Capital & Collaboration	Recommendations
Staffing Plan for Alternative Response	• Continue implementing the staffing plan for alternative response, hiring the requisite staff to deliver the alternative responses planned for this phase, within budgetary constraints. Address emerging staffing and capacity issues impacting success of alternative response initiatives.
	• Provide training to support staff fulfilling alternative response roles.

Responsive Services: Building the Future 911 and Communications System

Policy & Practice	Recommendations
Implementing Policies for New Technologies	• Develop or revise policies associated with the implementation of new or updated technologies as part of the phased technology modernization plan.

Systems & Infrastructure	Recommendations
Technology Modernization	• Continue implementation of the phased technology modernization plan.
	• Deliver training to facilitate the implementation of any new systems.
	• Ensure issues with new technological initiatives are identified and addressed in an iterative fashion to continue building out an effective, integrated infrastructure for the ecosystem.

Human Capital & Collaboration	Recommendations
Supporting 911 Professionals	• Create a 911 professional educational track in partnership with local universities or technical schools.

Restorative Services

Governance and Leadership	Recommendations
State-County Relationship	• These relationships are mature, strong, and self-sustainable with continuous input and nurturing by City leaders.
	• The City is adept at leveraging available and needed services and partnerships and enhances them as needed to fill necessary gaps for City residents. This is evidenced in data reports and the experience of residents, including the restoration of trust in government.
Multi-sectoral Partnership	• As part of organic workflows, the City continuously evaluates the service continuum to identify those areas where the City can be most impactful.
	• Standard practice includes the process of annually leveraging existing coordinating entities to resource and report on services and programs built into the actionable roadmap around violence prevention.

Policy and Practice	Recommendations
Ensure that services in statute and regulation are available and expanded within the delivery system	• Built into the City's annual budget exercise is the effort to continue to evaluate the service menu to ensure that there is maximal leverage of available opportunities each year. Each year fewer new programs are added but the maturity and effectiveness of existing programs are reported on. New programs are added only based on documented need, and ineffective programs are sunset with clear data to support these decisions.
	• Continuously use a Two-generation and anti-poverty approach to addressing gaps in the service menu to support the seamless reentry of formerly incarcerated individuals.
Continue the process of identifying opportunities to address policy fixes, such as, to waive user fees for criminal behavior	• Embedded in the City's budget building and evaluation workflows will include each year the requirement to tackle one-two policy initiatives to align existing systems intended to support prevention, restoration, and resilience.
	• Evaluate existing best practices and be very judicious about adding new programs to ensure that the list of programs is sustainable and responsive as well as has clear outcomes.
Leverage national best practices	• Ensure that any new program to be brought online has sufficient start-up costs built in, outcomes identified, training, fidelity processes, and demonstrates sustainability pathways.

Systems and Infrastructure	Recommendations
Ensure revenue maximization from state and county fund sources	• On an ongoing basis, the City applies a governance, policy, and practice analysis lens to review the existing service menu and ensure that City residents are receiving all available services and benefits from Federal, State, and County fund sources.
	• On an ongoing basis, the City continues to analyze all current City expenditures to see if there are any cost offsets to help with sustainability.
Develop a framework and algorithm for performance-based contracting	• On an ongoing basis, the City reviews grant and philanthropic opportunities to seed new initiatives.
	• On an ongoing basis it will be the standard operating protocol for all relevant City grants and contracts to report on performance metrics related to restoration and resilience and programming.
	• Data collection of all data from grantees and contractors occurs within this mature platform and is very responsive to data needs and feeds.
	• Maintain and report high quality data in public-facing dashboards where the data is meaningful and used to make decisions.

Human Capital and Collaboration	Recommendations
Support public and private providers of restorative and resilience services	• Strengthen and institutionalize training and capacity-building practices for all parties in the delivery system.
	• Continue to hold practitioners accountable for outcomes as well as inputs.
Continuously check in with the field and with the community and adjust as needed	• Continue to offer incentives for good practice to entities and staff maintaining fidelity with programming.
	• Adjust the recruitment and hiring plan to increase hiring and fill vacancies within programs serving re-entry populations and community healing.
	• Adjust the retention plan to identify opportunities to improve employee satisfaction and retention.
	• Continue the practice of conducting listening sessions and surveys with current City and CBO employees to identify opportunities to improve working conditions and attract and retain employees.
	• Reinforce the employee wellness plan (for public and private sector employees doing this work) to address secondary trauma by ensuring that debriefing and resilience content is embedded in all training and operations.

By year 10 demonstrate a high-functioning, integrated community wellbeing plan where preventive, responsive, and restorative services are integrated and working seamlessly to support improved outcomes around safety, wellbeing, and socioeconomic mobility for all residents.
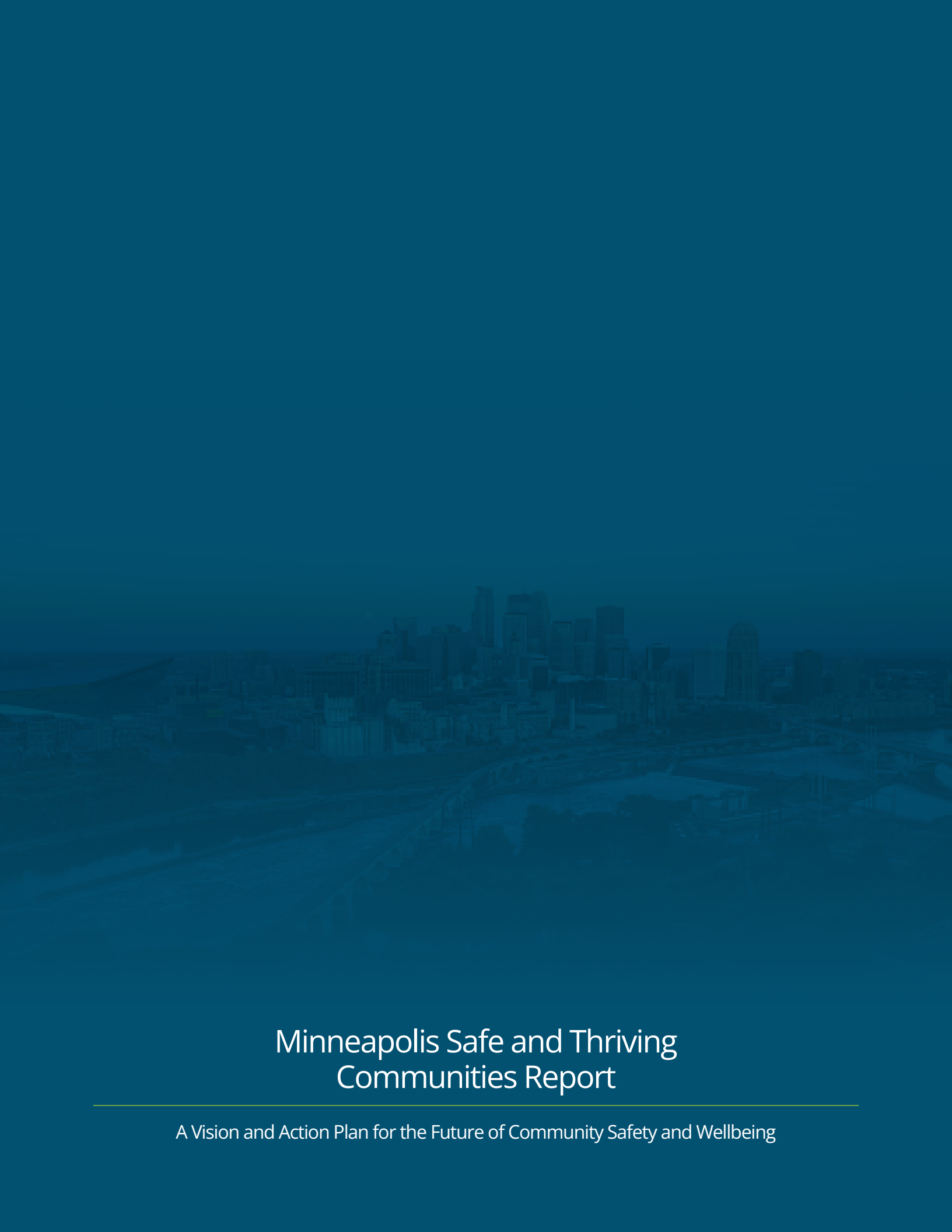
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