

UNIVERSITY OF MINNESOTA

UNIVERSITY OF MINNESOTA, TWIN CITIES REVIEW AND RECOMMENDATIONS TO STRENGTHEN UMPD ALIGNMENT WITH CAMPUS COMMUNITY EXPECTATIONS AND VALUES

“When any part of the American family does not feel like it is being treated fairly, it is a problem for all of us.”

The President’s Task Force on 21st Century Policing Final Report

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ABOUT CL ALEXANDER CONSULTING LLC



Cedric L. Alexander Psy.D. is a law enforcement expert with over 40 years of experience in public safety. He has appeared on national media networks to provide comment on police-community relations and as a CNN law enforcement analyst has written numerous editorials including “How to Build a Sensitive Cop;” “Police and Communities of Color Need to Build Trust;” and “Attacks on Police are an Attack on Community.” He has served as Deputy Commissioner of the New York State Division of Criminal Justice Services, Deputy Mayor of Rochester, New York, and as an assistant professor and former practicing psychologist at the University of Rochester, School of Medicine, Department of Psychiatry, Rochester, New York. He also served as the Deputy Chief Operating Officer and Director of Public Safety for DeKalb County Georgia. He is a former National President for the National Organization of Black Law Enforcement Executives (NOBLE). He has lectured on police stress and burnout and currently trains on topics of implicit and explicit bias, management and leadership, centered around 21st Century Policing. He is the author of *The New Guardians: Policing in America's Communities for the 21st Century* and *In Defense of Public Service: How 22 Million Government Workers Will Save Our Republic*.

ACKNOWLEDGEMENTS

The CL Alexander Group would like to acknowledge the hundreds of students, parents, alumni, faculty, staff and administration as well as UMPD officers and leaders who shared their experiences, stories, insights, hopes and fears during interviews, focus groups and meetings; who submitted written comments, draft resolutions and recommendations to inform and create an inclusive and comprehensive view of the challenges and opportunities facing the Twin Cities and the unique aspects of the UMN campus system.

A summary of the listening sessions are provided in the report. All meetings and listening sessions were conducted by Dr. Cedric Alexander with support from the CL Alexander Consulting team.

The observations and recommendations in this report are the responsibility of CL Alexander Consulting LLC based on over 40 years of law enforcement expertise, national leadership in policing venues and currently as a national commentator on police reform efforts nationwide.

CHARGE TO CL ALEXANDER CONSULTING LLC

The University of Minnesota, Twin Cities (“UMN”) contracted with CL Alexander Consulting LLC for the consulting services of Dr. Cedric Alexander. Dr. Alexander is a consultant with experience in helping government entities and community groups address issues of safety including fostering dialogue over matters of security, social justice, policing, and policymaking. Dr. Alexander will assist the University in facilitating conversations with students, faculty, and staff regarding the interaction of the University’s Police Department with the University campus community.

Dr. Alexander has been charged by the University to meet regularly with student and faculty representatives as well as members of the University of Minnesota Police Department (UMPD). He will organize and facilitate broader conversations and meetings between stakeholder groups. His work and timeline will be coordinated with the University, which will include weekly meetings to review progress of the ongoing consulting work. Dr. Alexander will assist in developing and drafting recommendations for the University based upon information gathered during the consulting engagement.



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GLOSSARY

| | |
|---------------|--|
| <u>ABLE</u> | Active Bystandership for Law Enforcement |
| <u>BFSA</u> | Black Faculty and Staff Association |
| <u>BIPOC</u> | Black, Indigenous and People of Color |
| <u>BSAC</u> | Black Student Action Committee |
| <u>COGS</u> | Council of Graduate Students |
| <u>CIGS</u> | Council of International Graduate Students |
| <u>CPTED</u> | Crime Prevention Through Environmental Design |
| <u>DCoP</u> | Diversity Community of Practice |
| <u>DPS</u> | Department of Public Safety (within the UMN, not state function) |
| <u>FCC</u> | Faculty Consultative Committee |
| <u>GSC</u> | Gender and Sexuality Center |
| <u>HEAPR</u> | Higher Education Asset Preservation and Replacement funding |
| <u>IACLEA</u> | International Association of Campus Law Enforcement Administrators |
| <u>LGBTQ+</u> | Lesbian, Gay, Bi-sexual, Trans-gender, Queer, Plus |
| <u>MPD</u> | Minneapolis Police Department |
| <u>MSA</u> | Minnesota Student Association |
| <u>NOBLE</u> | National Organization of Black Law Enforcement Executives |
| <u>OED</u> | Office of Equity and Diversity |
| <u>PSECC</u> | Public Safety Emergency Communications Center |
| <u>PSG</u> | Professional and Graduate Student Government |
| <u>SCC</u> | Senate Consultative Committee |
| <u>SCC</u> | Student Cultural Centers |
| <u>SDS</u> | Students for a Democratic Society |
| <u>UMAA</u> | University of Minnesota Alumni Association |
| <u>UMN</u> | University of Minnesota, Twin Cities |
| <u>UMPD</u> | University of Minnesota Police Department |



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Photos provided by the University of Minnesota; used with permission January 2021.



Photo provided by Canva; January 2021.

EXECUTIVE SUMMARY

The University of Minnesota, Twin Cities (“UMN”) seeks to provide a safe and secure environment for students, faculty, staff and administration through the University of Minnesota Department of Public Safety (“DPS”) and University of Minnesota Police Department (“UMPD”). For many university stakeholders, crime is a growing concern on and near the campus. The breakdown in relationships between the UMPD and the UMN campus community is also a significant concern.

The key challenge facing the UMN campus community and the UMPD is the tension between those who see the police as protectors who help to ensure their safety and those who fear the police and view the presence of law enforcement as a threat to their physical safety and civil rights. This report seeks to understand both concerns and to find proactive solutions to both.

A campus policing agency should be very different from an urban city police department. Policing styles and tactics are not the same. UMPD is not the Minneapolis Police Department (“MPD”), they are focused on the UMN Twin Cities campus, have far fewer complaints and use of force incidents. But UMPD is viewed as being closely tied to MPD, their uniforms and vehicles are very similar, and UMPD does some policing off campus in nearby neighborhoods.

In the wake of the death of George Floyd, there have been a wide range of responses including calls to defund the police, disband the police, demilitarize the police, and reimagine policing. This provides the broader UMN campus community an opportunity to co-create and envision a philosophy and practice of policing and the provision of public safety that is more widely shared.

Public safety and community safety go hand in hand. Community engagement that is inclusive and truly offers a voice for all segments of the UMN campus community on an ongoing basis in defining how they want to be policed is the foundation for improved alignment between UMPD and the constituencies they serve. Strengthening the mechanisms that build trust and communication, problem solving and shared ownership are essential.

The UMPD has evolved over the years into a department that aims to establish national best practices in their standards of policy and practice, having used the Task Force on 21st Century Policing¹ and Campaign Zero’s “8 Can’t Wait” program² to implement policies and practices aimed at improving trust and legitimacy. Yet, according to many campus stakeholders who reflected on the role of UMPD during the listening sessions, there are areas of nonalignment, particularly for marginalized populations.

UMPD actions and community engagement efforts have not yet achieved the level of alignment desired between UMPD and the UMN campus community more broadly. There is a strong desire to re-imagine and co-create the future of UMN campus policing philosophy and practice to ensure that ALL campus community stakeholder groups feel they are being fairly and equitably treated and policed.

1 President's Task Force on 21st Century Policing. 2015. Final Report of the President's Task Force on 21st Century Policing. Washington, DC: Office of Community Oriented Policing Services, Retrieved January 3, 2021, <https://cops.usdoj.gov/RIC/Publications/cops-p311-pub.pdf>.

2 8 Can't Wait. (n.d.). Retrieved January 03, 2021, from <https://8cantwait.org/>.

EXECUTIVE SUMMARY

Recommendations:

The recommendations and action steps were developed based on the consultative listening sessions, a review of the University of Minnesota Police Department and of best practices nationwide. They are designed to help the UMPD and the UMN campus community develop a platform to co-create a genuinely shared philosophy of public safety and practice of policing.

Recommendations fall into those that should be implemented by UMPD and those that involve UMN and campus community stakeholders. The following pillars and recommendations summarize the major areas of focus:

● PILLAR 1: STRENGTHEN TRUST AND LEGITIMACY

- o Establish a mechanism responsible for implementation of recommendations
- o Create a committee or mechanism to address historical trauma
- o Re-imagine policing for UMN, Twin Cities

● PILLAR 2: EMBRACE PROCEDURAL JUSTICE

- o Fully implement internal and external procedural justice practices
- o Review UMPD stops, arrests and complaints
- o Establish an Active Bystandership for Law Enforcement program (ABLE)

● PILLAR 3: DIFFERENTIATE AND REALIGN POLICING RESPONSIBILITIES

- o Develop a clear MOU for UMPD role in contiguous neighborhoods
- o Develop a differentiated response using mental health and other services
- o Review UMPD staffing levels
- o Align recruitment and hiring practices to co-created policing structure

● PILLAR 4: ENGAGE UMN CAMPUS COMMUNITY IN UMPD TRAINING

- o Develop joint scenario-based training exercises with UMN stakeholders
- o Engage UMN campus community members in UMPD trainings
- o Post UMPD training content
- o Add trauma-informed care to training requirements

● PILLAR 5: MEASURE OUTCOMES AND IMPACTS THAT MATTER TO ALL

- o Develop new measures for procedural justice outcomes
- o Officers to provide their cards to people involved in every interaction
- o Audit police performance periodically
- o Create an open forum for UMN campus community to process UMPD feedback

EXECUTIVE SUMMARY

- **PILLAR 6: USE OF EQUIPMENT AND TECHNOLOGY**

- o Demilitarize UMPD
- o Expand Blue Phone system
- o Deploy body worn cameras
- o Use ID desks instead of security stopping individuals
- o Conduct lighting review of campus
- o Ensure all officers have less than lethal weapons options
- o Implement a 'virtual escort' safety app
- o Test new apps to improve service for those with mental health conditions and disabilities

- **PILLAR 7: COMMUNITY ENGAGEMENT IN ACCOUNTABILITY AND TRANSPARENCY**

- o Make the UMPD complaint process more accessible
- o Review community engagement systems for transparency and accountability
- o Implement critical incident review mechanism to identify system changes

- **PILLAR 8: ROLE OF UMN AS A ROLE MODEL ADDRESSING POLICE AND SOCIETY REFORMS**

- o Review UMN criminal justice programming
- o Utilize UMN internal assets to help advise UMN efforts
- o Provide national leadership and engagement on co-creating campus policing

(The recommendations and action steps with explanatory text can be found on page 31. A summary of the pillars, recommendations and action steps, without commentary or findings is provided in Attachment #1 as a stand-alone resource.)



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METHODOLOGY

CL Alexander Consulting LLC, led by Dr. Cedric Alexander, conducted a scan and assessment between the end of September and the first half of December 2020. The assessment was done in consultation with the Board of Regents and the administration under the leadership of UMN President Joan Gabel.

Scanning and Assessment (Sept. 29-Dec. 12, 2020)

Dr. Alexander facilitated a comprehensive set of listening sessions supported by CL Alexander Consulting staff members. The exercises produced the following results:

- Conducted over 70 meetings, calls, and interviews with diverse University stakeholders
 - Held second and third meetings with groups that needed more time for more people to process and provide input
- Met with and listened to over 200 individuals and 30+ organizations and stakeholder groups
- Reviewed written submissions and draft resolutions
- Conducted a review of traditional and social media
- Conducted a review of relevant UMPD policies, practices, and training
- Researched best practices from other universities and emerging best practices in police reform and racial equity
- Reviewed crime trends affecting the UMN Twin Cities campus

Review and Analysis (Oct. 15-Dec. 30, 2020)

Interviews, meetings and articles identified common themes, data, problems, barriers, and solutions or suggestions for actions that UMN and UMPD can implement. The review and analysis focused on the following areas:

- Reviewed the full continuum of responses for problems and solutions to address the role and function of UMPD in today's environment, post-George Floyd
- Updated the research on the latest evidence-based solutions for recommendations
- Developed resources to support the effort to implement recommendations
- Analyzed effective crime reduction strategies while addressing concerns about increasing UMPD footprint

Recommendations and Report (Dec. 1-Jan. 20, 2021)

The recommendations found in this report seek to reflect both the input from the listening sessions and the review of best practices and emerging solutions addressing the trust and legitimacy of policing nationwide with specific focus on higher education.

- Development of the major themes or pillars for the UMN response framework
- Validation of preliminary draft of recommendations
- Final report with recommendations and action steps

Key Stakeholder meetings, interviews, written submissions

Between September 29-December 12, 2020, Dr. Cedric Alexander met either in person, by virtual platforms, teleconference or submitted written input with over 200 individuals in 70+ meetings in the following key stakeholder groups:

METHODOLOGY

Total number of meetings- 70+

- a. Meetings with Administration/Staff- 38
- b. Meetings with Faculty- 7
- c. Meetings with students- 18
- d. Meetings with UMPD- 5
- e. Meetings with Alumni- 2

30+ Key Stakeholder Groups including examples such as:

- Black Faculty & Staff Association (BFSA)
- Chancellors (Twin Cities, Morris, Rochester, Crookston and Duluth campuses)
- Chief Clark & Public Safety Command Group
- Civil Service Consultative Committee (CSCC)
- Council of International Grad Students
- Deans (Twin Cities)
- Disability Issues Committee
- Diversity Community of Practice and Equity Lens Policy Committee
- Equity, Access, & Diversity (EAD)
- Faculty Consultative Committee (FCC)
- Graduate & Professional Student Government Leadership
- International Student & Scholar Services (ISSS)
- Minnesota Student Association (MSA)
- Minoritized and Indigenous Faculty Group
- Office for Equity & Diversity Leadership
- Office for Student Affairs Unit Leads
- Office of Student Affairs Leadership
- Office of the General Counsel
- OSA Student Mental Health Committee
- Professional & Administrative Consultative Committee (PACC)
- Professional Student Govt
- Social Concerns (SoCON)
- Sociology of Law, Criminology and Deviance faculty
- St. Paul UMN campus representatives
- Student Cultural Centers
- Students for a Democratic Society (SDS)
- UMN Board of Regents
- UMPD frontline officers
- University of MN Alumni Association Affinity Network Leaders
- University of MN Alumni Association Board of Directors
- University Research and Outreach Center (UROC)
- University Senior Leadership Team

INTRODUCTORY STATEMENT

The goal of this report is to provide a roadmap for the UMN campus community and UMPD to ensure the safety and wellbeing of all the students, faculty and staff that they serve. Over 70 listening sessions with more than 30 groups on campus, including UMPD provided a wide range of perspectives. The analysis from more than 200 participants takes into account that respondents are reflecting their own knowledge, experience and perceptions.

OVERVIEW

The murder of George Floyd was a catalyst for many communities and law enforcement agencies across the country to re-examine their assumptions and expectations about the role of law enforcement agencies in providing fair and equitable public safety for all segments of the population. Nationally, communities have begun asserting their right to determine the type of policing they want. This movement to democratize policing is empowering the dialogue between local governments, law enforcement agencies and all components of society, especially those most marginalized, to jointly shape the future of policing in the 21st Century.

Because it is part of the wider Minneapolis and St. Paul communities, the University of Minnesota, Twin Cities ("UMN") was particularly affected by the aftermath of George Floyd's death. The University of Minnesota Police Department ("UMPD") was involved in responding to related protests on campus and in the City of Minneapolis. President Gabel cancelled the UMN contract with the Minneapolis Police Department ("MPD") to provide special event support. The University also indicated that the UMPD would "limit their involvement with Minneapolis police to joint patrols and investigations that directly enhance the safety of our community or that allow us to investigate and apprehend those who put our students, faculty and staff at risk."³

UMPD also came under scrutiny for their response to protests on campus and off campus. A UMN regents board member reported being present during a protest on campus last summer when, "UMPD came out dressed pretty heavily at the end of a peaceful protest. That was the escalation. It was students chanting at a brick wall. Once UMPD officers came out and there became a confrontation I was genuinely scared something would happen."⁴

Regardless of the University's actions, the effects of UMPD's prior relationship with MPD appear to be significant and enduring. A faculty member from the Sociology of Law, Criminology, and Deviance program noted, "Honestly, it was a gut punch to realize that some of our own were involved in this horrific killing and then we watched them on the video..."

³ Guerry, Matthew. 'UMN cuts ties with Minneapolis police in light of George Floyd case.' Twin Cities Pioneer Press. May 28, 2020. <https://www.twincities.com/2020/05/28/umn-cuts-ties-with-minneapolis-police-in-light-of-george-floyd-case/>.

⁴ UMN regents. Listening Session. November 18, 2020.

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Professors are questioning themselves as teachers and they took this personally. It is making them reexamine what they teach and how they teach. They are making some curriculum changes.”⁵

In order to ensure alignment between the UMN campus community and UMPD and to improve the provision of policing services more generally, the University asked Dr. Cedric Alexander, former President of the National Organization of Black Law Enforcement Executives (NOBLE) and former chief of police in Rochester, New York and head of public safety for Dekalb County, Georgia, to assess the public safety landscape on the UMN campus through the lenses of **“security best practices, impacts of race, social justice, training and policing, and policymaking.”**⁶ The University indicated that the assessment and recommendations should also **“consider where our police department values and practices and our campus community’s values and experiences are aligned, and where we can make improvements to bring expectations and actions even closer to each other.”**⁷

Based on this charge, Dr. Alexander convened and met with diverse stakeholders from across the University to discuss a series of questions exploring the current status of policing and public safety within the UMN system and how UMN should relate to surrounding jurisdictions.

UMN campus community concerns about public safety

Two major concerns emerged from the listening sessions and the review of the UMPD. The first concern is that of the increasing amount of crime on campus and in the immediate neighborhoods surrounding UMN. Numerous interviewees expressed concern about physical harm to themselves or their property. The belief among these community members is that crime is increasing, especially related to assaults, burglaries, and robberies. UMPD and comments from the listening sessions identified the need for increased visibility and presence of officers on campus and the immediately surrounding neighborhoods. Here crime is seen as the threat and expanded police presence is seen as the solution.

Throughout the listening sessions parents, alumni, faculty, and staff raised concerns about the increasing crime alerts from robberies to car thefts. Several examples include:

- A University of Minnesota Alumni Association (“UMAA”) board member and UMN parent noted that, in terms of safety, their college student is nervous and asked for pepper spray to protect themselves. The individual went on to share that their student has seen six different incidents of assaults, often at the close of a bar when students are approached by criminals, punched, and subsequently have their cell phones, wallets or other personal items taken.⁸

⁵ Sociology of Law, Criminology, and Deviance Program. Listening Session. November 3, 2020.

⁶ Rinelli, Alyssa. ‘UMN taps Obama task force member for review of campus police.’ Minnesota Campus Correspondent, September 24, 2020. <https://www.campusreform.org/?ID=15731>.

⁷ Ibid

⁸ UMAA Board of Directors. Listening Session. November 19, 2020.

Report to Strengthen UMPD Alignment with UMN Expectations

- Numerous University stakeholders shared examples of fear of the growth in crime on and near campus. They shared concerns that UMPD is not present enough on campus, students hardly ever see UMPD officers on campus. There is no visible presence of campus police on foot or bicycle patrols which would elevate police visibility and build relationships and decreases incidents of crime. University stakeholders affirmed that it does not feel safe walking at night with all of the robberies that have occurred and when they get crime alerts, they are frequently hours after the incident and lack necessary details to ensure the reader's safety. The escalation of crime on and or near campus has created grave concerns across all stakeholders, especially with, as reported by some on campus, the use of guns to effectuate the crime.

The second significant concern reported is that many students, faculty, and staff members fear being harmed by police, viewing the UMPD as a threat to their physical safety and civil rights. These University stakeholders expressed concerns about the threat that police pose to Black, Indigenous, People of Color ("BIPOC"), Lesbian, Gay, Bisexual, Transgender, Queer, Plus ("LGBTQ+"), undocumented students, international students and individuals with disabilities and mental health conditions. For many in the UMN campus community, the police are seen as the problem, not the solution. They perceive that the more police presence on campus, the greater the risk of harm to these populations. For these community members, police interactions are associated with trauma and, as they reported, can result in emotional and/or physical harm.

Deepening the divided perspectives on campus was a strong viewpoint that expanding UMPD presence was not the solution to making everyone in the UMN campus community feel safe. In fact, many of those in the listening sessions had a counter-balancing call to go so far as to eliminate a police presence on the UMN campus, or at the very least, to cut back funding and redirect it into a differentiated response model that would address mental health crisis calls with non-law enforcement first responders trained to address mental health situations. Additionally, many stakeholders felt that the university should also invest in treatment and support.

Addressing the tensions between 'police as the solution' and 'police as the problem' is the principal issue that this report will seek to address through our recommendations to the University President and Board of Regents. This opposition between public safety and law enforcement practices/ presence/ response is not unique to UMN during this critical time in history. It must be addressed by any institution or City facing these challenges in order to address public safety as a community driven entity both in its services and practices. Addressing these challenges requires an inclusive approach to ensure that all aspects of the UMN campus community are heard and feel supported as the University maps its own course to re-imagine public safety.

Report to Strengthen UMPD Alignment with UMN Expectations

About UMPD

The UMPD is a part of the Department of Public Safety (“DPS”) within the UMN structure. The DPS consists of UMPD, University Security, and the Public Safety Emergency Communications Center (“PSECC”). UMPD currently has 55 law enforcement officers and staffs 3-4 officers per shift for both Twin Cities campuses combined. In addition, University Security provides ‘Advisors’, informal security who offer safe escorts and monitor buildings. The PSECC manages 911, dispatch functions and monitoring cameras.⁹

UMPD

- 55 officers total (Command staff, special assignments, 42 are patrol officers)

University Security

- Building patrols and escorts, 10 Advisors averaging 2 per night shift
- 10 Advisors for Health Science District

PSECC

- 2 dispatchers per shift, 2-3 camera monitors per shift

DPS Annual Response

- 20-25K calls for UMPD and University Security response
- 100K calls to 911 and PSECC
- Monitoring Center
- 4,000 cameras, 5,000 access points, 30K alarms calls, system-wide responsibility

DPS added dedicated investigators to three priority areas, sexual assault, mental health and bias crimes. Each of these dedicated investigators focuses on being responsive and available to all campus community members. In addition, they provide personal service to members of marginalized groups and are able to focus on well-rounded resolutions with our many campus partners.¹⁰

Community engagement efforts

One of UMPD’s efforts to build stronger relationships with all campus community stakeholders is through the Community Engagement Team (“CET”) which is made up of UMPD officers. UMPD leadership shared that the CET participates in special events, meets with parents, faculty, students and staff groups to share crime prevention ideas, and in an effort to build open lines of communication and trust with all University stakeholders.



Photo provided by Canva January 2021

9 Report by Chief Clark to the Board of Regents meeting in December 2020.

10 Additional information provided to CL Alexander Consulting by Chief Matt Clark on January 12, 2021.

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Report to Strengthen UMPD Alignment with UMN Expectations

In 2018 and 2019, over 500 community engagement-related events were recorded, with the CET meeting with more than 50 student groups.

Examples of CET activities 2018-2020¹¹

Types of Presentations

- o Active Threat/ "Run, Hide, Fight"
- o General and Focused Safety Presentations
- o Zoom distance meetings
- o Parent Orientation (First Year/Transfer)
- o International Student and Scholar Service Safety Presentation

Other Events

- o International Student and Scholar Service Resource Fair
- o Late Night Breakfast
- o National Night Out
- o Ronald McDonald House/Cooks For Kids/ Donations
- o Restorative Justice Meetings
- o Gopher Plunge
- o Homecoming Week Events
- o Farmer's Market
- o Summer Camp Presentations
- o Family Relocation Assistance
- o Student Orientation Safety Video
- o Toys for Tots
- o Nerf Games
- o Welcome Week Trivia
- o Welcome Week Leadership Training
- o PEACE Mentoring Events
- o Cops 'N Coffee
- o Cops 'N Cones
- o Coffee Stops
- o Safety Walk-Throughs

Agency Partnership Events

- o Badges for Baseball
- o Menuudo 5k
- o Welcome Back Students
- o Hmong Prep Academy
- o K-9/Motorcycle demo summer camps
- o Wounded Warrior
- o Special Olympics: Law Enforcement Torch Run, LETR Final Leg, Polar Plunge, Gopher Plunge
- o Drive Sober, DWI Roadshow with MN DPS
- o SPPD Youth Engagement Gopher Sports

Initiatives

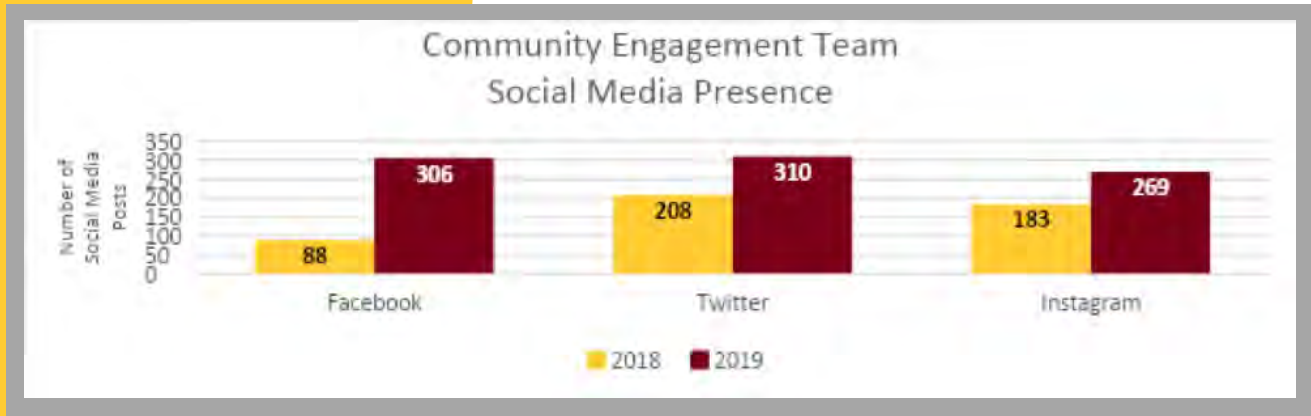
- o ISSS Internship (International Students)
- o Secure TCF Bank Funding for Coffee Stops
- o Social Media Alignment (Facebook/Instagram/Twitter-UMN public safety)
- o Self Defense Workshops
- o Bicycle safety camps (Como/CTC Housing)
- o Bicycle Donation (FreeBike4Kids)
- o Target and Blue Grant Acquisition (Homecoming and Bike Camp Items)
- o Theft Prevention Campaign
- o Stay Alert, Stay Safe Campaign
- o Lights On Campaign
- o Bait and Device Deployment/Maintenance
- o National Latino Police Officer Association-International Conference

The CET also manages UMPD's social media presence, sharing regular updates and alerts to improve awareness and public safety.

¹¹ UMN Department of Public Safety. DPS 21st Century Policing Practices. October 19, 2020.

Photos provided by the University of Minnesota; used with permission January 2021.

Chart 1. CET Social Media Presence.¹²



UMPD training record

Department sponsored training includes 36-55 hours per year per officer. This does not include off-site trainings. A detailed list of UMPD training requirements, state mandated trainings and optional trainings that UMPD has engaged in are provided in Attachment #4.

State mandated training was provided in the following topics:

- Use of Force
- Crisis Intervention
- Conflict Management
- Implicit Bias
- Community Diversity

UMPD provided training includes:

- Fair and Impartial Policing
- Procedural Justice

- Mental Health Crisis Training for First Responders
- Active Diffusion Strategies
- Forensic Experiential Trauma Interviewing
- Force and De-escalation
- Mental Health and Emotional Wellness for Law Enforcement
- True North Constitutional Policing
- Medical Training

Crime data for UMN and immediate vicinity

During a meeting with various UMN Deans, it was observed that the St. Paul and Minneapolis Campuses are vastly different. Most of the increase in crime is on the Minneapolis Campus and that due to the unique footprint of the campus it can be very challenging to draw a boundary between what is the surrounding community and what is campus. It was noted in the interviews that most of the University leadership and UMPD staff feel UMPD and City Police have worked well together despite the geography, that often causes confusion between the campus boundary and community boundary.¹³

University leadership noted:

“.... the greatest challenge is the border of the campus to off campus. With MPD facing major reductions in its officer ranks, this leaves off campus less covered. UMN students living off campus, [85% of them - 43,000], still feel like they are 'part' of campus and don't understand what UMN is responsible for vs. Minneapolis. Yet, expanding the University's border of responsibility would be both complicated and expensive.”¹⁴

¹² Data provided by UMPD during Board of Regents meeting in December 2020.

¹³ UMN Deans. Listening Session. October 28, 2020.

¹⁴ Ibid.

Report to Strengthen UMPD Alignment with UMN Expectations

“A crime data analysis was conducted by the UMN Director of Clery Compliance in the Office of the General Counsel to compare UMN crime data in comparable cities with similar universities in an urban context, comparable university officer staffing rates and crime rates, and Clery Act crime data that includes university campus and immediately surrounding neighborhoods [as designated by the Clery Act]. FBI UCR crime data and Clery Act data were used to compile the following three charts. Note: The Clery Act is a federal law that aims to provide transparency around campus crime policy and statistics.¹⁵

Crime data provided in Table 1 compares the victimization rates for crime in the cities that surround similar universities. This table demonstrates that the Twin Cities have a comparatively higher rate of crime than most of the comparison university cities. That higher crime rate demonstrates the impact of crime on the neighborhoods surrounding the UMN Twin Cities campuses. The data used in Table 1 is based on FBI UCR data from 2016.

Table 1. Comparison of crime and victimization rates in communities surrounding universities (2016 FBI UCR crime data).¹⁶

| City | University | Population/ Enrollment | Violent Crime | Victim Ratio | Property Crime | Victim Ratio | Combined | Victim Ratio |
|-----------------------|------------------------------|---------------------------|------------------|-----------------|-------------------|-----------------|----------|-----------------|
| Minneapolis/ St. Paul | University of Minnesota | 741,279 | 5,742 | 1 in 129 | 30,677 | 1 in 25 | 36,419 | 1 in 20 |
| Austin | University of Texas- Austin | 986,062 | 3,953 | 1 in 249 | 36,588 | 1 in 26 | 40,541 | 1 in 24 |
| Columbus | University of Ohio | 906,120 | 4,561 | 1 in 198 | 29,974 | 1 in 30 | 34,535 | 1 in 26 |
| Pittsburgh** | University of Pittsburgh | 302,443 | 57 | 1 in 5306 | 9,868 | 1 in 31 | 9,925 | 1 in 30 |
| Urbana/Champaign | University of Illinois | 130,971 | 951 | 1 in 138 | 3,293 | 1 in 40 | 4,244 | 1 in 31 |
| Madison | University of Wisconsin | 261,270 | 940 | 1 in 278 | 6,464 | 1 in 40 | 7,404 | 1 in 35 |
| East Lansing | Michigan State University | 47,913 | 88 | 1 in 544 | 840 | 1 in 57 | 928 | 1 in 52 |
| Iowa City | University of Iowa | 77,390 | 167 | 1 in 463 | 1,252 | 1 in 62 | 1,419 | 1 in 55 |
| Chapel Hill | University of North Carolina | 61,457 | 58 | 1 in 1060 | 926 | 1 in 66 | 984 | 1 in 62 |
| State College | Penn State University | 58,633 | 54 | 1 in 1086 | 548 | 1 in 107 | 602 | 1 in 97 |
| Lincoln | University of Nebraska | 291,128 | 1,115 | 1 in 261 | 8,008 | 1 in 36 | 9,123 | 1 in 32 |
| New Brunswick | Rutgers | 55,995 | 262 | 1 in 214 | 1,111 | 1 in 50 | 1,373 | 1 in 41 |
| University Park | University of Maryland | 2,651 | 0 | 0 | 31 | 1 in 86 | 31 | 1 in 86 |
| Ann Arbor | University of Michigan | 122,893 | 309 | 1 in 398 | 2,124 | 1 in 58 | 2,433 | 1 in 50 |
| West Lafayette | Purdue | 49,154 | 32 | 1 in 1536 | 357 | 1 in 138 | 389 | 1 in 126 |
| Evanston | Northwestern | 74,047 | 115 | 1 in 644 | 1,937 | 1 in 38 | 2,052 | 1 in 36 |

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¹⁵ Clery Center: At the Heart of Campus Safety. Retrieved on January 14, 2021 from <https://clerycenter.org/policy-resources/the-clery-act/>.

¹⁶ Crime analysis performed by the Director of Clery Act Compliance for UMN using FBI crime data, Clery Act Data, comparing City, University and Clery Act Geographic areas [campus and surrounding neighborhoods as mandated by the Clery Act] and submitted to the CL Alexander Consulting on January 14, 2021.

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Table 2. UMN staffing and crime data in comparison to other major universities (2018 data)

| University | Enrollment | # of Officers | Officer Ratio | Violent Crime | Victim Ratio | Property Crime | Victim Ratio | Combined | Victim Ratio |
|------------------------------|------------|---------------|---------------|-------------------|--------------|----------------|--------------|----------|--------------|
| University of Minnesota | 64,115 | 58 | 1 to 1,166 | 32 | 1 in 2,004 | 667 | 1 in 96 | 699 | 1 in 91 |
| University of Texas - Austin | 55,097 | 100 | 1 to 551 | 8 | 1 in 6,887 | 449 | 1 in 123 | 457 | 1 in 121 |
| Michigan State | 55,423 | 82 | 1 to 676 | 23 | 1 in 2,410 | 492 | 1 in 113 | 515 | 1 in 121 |
| Penn State* | 50,920 | 51 | 1 to 998 | 60 | 1 in 849 | 327 | 1 in 156 | 387 | 1 in 132 |
| University of Maryland | 44,052 | 79 | 1 to 558 | 8 | 1 in 5,507 | 296 | 1 in 149 | 304 | 1 in 145 |
| Ohio State University | 64,924 | 66 | 1 to 984 | 16 | 1 in 4,058 | 378 | 1 in 172 | 394 | 1 in 165 |
| University of Iowa | 35,876 | 35 | 1 to 1025 | 26 | 1 in 1,380 | 178 | 1 in 202 | 204 | 1 in 176 |
| University of Illinois | 52,986 | 65 | 1 to 815 | 21 | 1 in 2,523 | 244 | 1 in 217 | 265 | 1 in 200 |
| University of Pittsburgh* | 31,947 | 89 | 1 to 359 | 3 | 1 in 10,649 | 155 | 1 in 206 | 158 | 1 in 202 |
| University of Nebraska | 28,642 | 36 | 1 to 796 | 6 | 1 in 4,774 | 180 | 1 in 159 | 186 | 1 in 154 |
| Rutgers | 55,698 | 76 | 1 to 736 | 32 | 1 in 1,741 | 345 | 1 in 161 | 377 | 1 in 148 |
| University of North Carolina | 32,180 | 67 | 1 to 480 | 9 | 1 in 5,798 | 151 | 1 in 213 | 160 | 1 in 201 |
| University of Michigan | 47,543 | 65 | 1 to 731 | 15 | 1 in 3,170 | 523 | 1 in 91 | 538 | 1 in 88 |
| Purdue | 45,685 | 45 | 1 to 1015 | 13 | 1 in 3,514 | 293 | 1 in 156 | 306 | 1 in 149 |
| Northwestern | 21,946 | 47 | 1 to 467 | No Data Available | | | | | |
| Indiana University | 46,723 | 47 | 1 to 994 | 31 | 1 in 1,507 | 257 | 1 in 182 | 288 | 1 in 162 |

“The data in Table 2 shows that UMN has the highest number of students per officer ratio compared to 15 other universities of comparable size. The table also shows the crime rate based on violent crimes, property crimes and a combined average ratio of crimes experienced by students as reported to all sources on campus [beyond UMPD, other offices also receive reports of crime that are included in the University crime data]. UMN has one officer for every 1,166 students and a combined crime ratio of 1 student out of every 21 students who experience some kind of crime on campus.

The additional data on crime in and around the UMN campus is provided in Attachment #2. Table 7 in Attachment #2 uses the Clery crime data [includes neighborhoods immediately adjacent to the university]. UMN is highest for robberies across the comparison schools and ranks higher overall for crime based on averages across types of crime.

Feedback from a meeting with the Diversity Community of Practice (“DCoP”) speaks to the importance of improving communications with the UMN campus community, not only on sharing crime alerts as required by the Clery Act, a consumer protection program designed to require transparency around campus crime policy and statistics, but also the need to provide updates on what happened to those crimes. University stakeholders shared, what is often a struggle for campuses nationwide, there is a need to address campus safety more urgently than the Clery Act emails and texts often provide. Stakeholders said that, these electronic warnings were good, but students, staff, faculty need more insight into what is being done to make the campus a safe place to be. They stressed that although they might learn of a crime in progress or an investigation underway, there is rarely any update on the situations leaving many to wonder what happened, was it resolved, is the area now secure. Stakeholders felt that perhaps using social media or the UMPD website to, “close the loop” on the situations would help to alleviate campus community safety concerns.

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In addition, questions were raised about the use of race as an identifier in mandated public crime alerts. UMN does not use racial descriptors for the crime alerts. As noted on the UMN website:

“It is the University’s practice to not publish the race of a suspect in SAFE-U e-mail and text notifications. SAFE-U notifications are not intended to identify a suspect, but to alert students, faculty, and staff of danger, and enable the campus community to make informed decisions about how to protect themselves from the occurrence of similar crimes.”¹⁷

Status of UMPD use of force and public complaints

The UMPD publishes the annual use of force data that covers the full range of use of force actions. In addition, the number of public complaints filed with UMPD Internal Affairs.

Table 3. Public internal affairs complaints 2018-2020¹⁸

| 2018 | 2019 | 2020 |
|------|------|------|
| 2 | 2 | 3 |

The number of public complaints filed with Internal Affairs is very low. Based on the number of less than positive experiences shared during the listening sessions, there seems to be a disconnect between what many UMN campus community stakeholders are experiencing or perceiving about their interactions with UMPD. This may also indicate the need to look at the complaint process and strategies to improve dialogue and feedback to UMPD.

This data may also suggest that UMPD is being mistaken for actions of MPD and other nearby jurisdictions. It may be important to dig deeper when developing new uniform and vehicle requirements for UMPD.

Table 4. UMPD use of force data 2018-2020¹⁹

| Type of Force Used | 2018 | 2019 | 2020 |
|---------------------|------|------|------|
| Lethal Force | 0 | 0 | 0 |
| Taser | 1 | 2 | 0 |
| Baton | 0 | 0 | 0 |
| Punch/Kicks/Strikes | 0 | 0 | 0 |
| Take Down | 13 | 15 | 6 |
| Hold Down/Push | 6 | 6 | 2 |
| Chemical | 0 | 0 | 0 |
| Totals | 20 | 23 | 8 |

Based on the data in Table 3 the total number of incidents is fairly low given the number of citations and arrests and calls for service during the same time frame.

¹⁷ University of Minnesota. Safe Campus, Emergency Notifications. Retrieved January 14, 2021, from <https://safe-campus.umn.edu/emergency-notifications>

¹⁸ Ibid.

¹⁹ UMPD data provided by Chief Matt Clark to CL Alexander Consulting on January 12, 2021.

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Table 5. UMPD citations and arrests 2016-2020²⁰

| 2016 | 2017 | 2018 | 2019 | 2020 |
|------|------|------|------|------|
| 786 | 645 | 679 | 782 | 467 |

The number of citations and arrests represents both on-campus and off-campus data.

Table 6. Location of UMPD calls for service 2019-2020²¹

| | On-Campus | Off-Campus |
|------|-----------|------------|
| 2019 | 79% | 21% |
| 2020 | 84% | 16% |

The percentage of calls for service off-campus and on-campus demonstrates the level of effort that UMPD is committing to answering first responder calls that are the jurisdiction of MPD.

UMPD 2018 satisfaction survey²²

UMPD has conducted a satisfaction survey since 2001. Compared to the last survey in 2015, the overall ratings increased for 18 out of 29 survey items in 2018. The following are a few examples of items that had the highest mean rating since the beginning.

- Quality of interactions with students, staff and faculty
- Fairness and consistency in enforcing the law
- Respectfulness of privacy and confidentiality
- Quality of interactions with persons from diverse ethnic and cultural backgrounds
- Public outreach and education

UMPD perspective and recommendations

Chief Matt Clark submitted six goals and recommendations for the DPS on October 19, 2020 to the Board of Regents. They include the following:

1. **Goal:** Support a safety-based direction by focusing on legal and ethical standards as opposed to decision making through a lens of competing operational directions and political influences. Lessen risk and improve safety by establishing a clear chain of command and decision-making process for emerging threats, safety issues and concerns, to ensure timely decisions and direction.

Recommendation: Realign the reporting structure by removing the Department of Public Safety from University Services. Improve decision making and direction for campus safety by directing the Chief of Police to report to a senior administrator who is a direct report to the UMN President. Cost: \$0

²⁰ Ibid.

²¹ Ibid.

²² OMS Measurement Solutions. 2018. UMPD Comprehensive Report 2018

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2. **Goal:** Remove barriers that distract from the efficient management of safety infrastructure processes. Improve public safety operations, response and planning by supporting public safety professionals in the managing of safety initiatives, critical safety systems and responding to safety concerns; create pathways for empowering public safety experts in system-wide systems.

Recommendation: Realign physical campus safety infrastructure, investment and planning under the Department of Public Safety and a senior UMN administrator. Improve focus, direction and planning for safety operations and functions on campus with a clear decision-making process and management of essential safety systems. Cost: \$0

3. **Goal:** Ensure UMPD meets professional standards for documenting police actions and activities. Ensure that the campus community is informed on police incidents and campus leadership is prepared and able to readily responds to concerns through greater video evidence of police incidents

Recommendation: Purchase, deploy and support a body worn camera program for UMPD officers, University Security personnel and Traffic Enforcement members. Cost: \$140,000

4. **Goal:** Ensure campus is adequately covered by first responders who are able to manage multiple calls for emergency services and provide a visible presence to deter crime. Meet the minimum standard for campus police services when compared to all other BIG 10 campus police departments.

Recommendation: Staff UMPD at 71 officers to allow for a minimum of 5 officers on-duty at all times. Cost: \$123,000 x 13 officers= \$1,600,000.

5. **Goal:** Improve safety for the campus community by providing greater safety services along the campus borders and just off campus. These areas are traditionally higher crime locations and are commonly traveled by campus community members.

Recommendation: Invest in blue phone 911 call stations equipped with video cameras along the campus border and just off campus. Ensure these cameras are constantly monitored and the campus border is frequently patrolled by DPS staff. Purchase and promote a campus safety and escort phone app. Cost: \$1,300,000 Blue Phone System, Cost: \$60,000x 5 operators = \$300,000, Cost: \$10,000 Rave Safety App

6. **Goal:** DPS needs to continue to grow strong leaders to support legitimacy in the community. These leaders need to understand university dynamics, the diverse community and changes to the public safety and law enforcement profession.

Recommendation: DPS should invest in a robust succession plan and leadership strategy. Hiring, promoting and supporting a competent and diverse set of leaders will benefit the department and campus community. DPS needs to support command positions through appropriate salaries, training and command structure. Cost: TBD

In his request to the Board of Regents, Chief Clark laid out a rationale to expand staffing to allow for 5 officers on duty for every shift instead of the 3-4 officers now available. Several comments from listening sessions bear out a concern regarding the limited visible presence of UMPD officers on campus and the increasing level crime.

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UMPD Strengths

DPS has added dedicated investigators to three priority areas, sexual assault, mental health and bias crimes. Each of these dedicated investigators is specially trained and focuses on being responsive and available to all campus community members. They are also able to work closely with members of marginalized groups and work with strategic partnerships to develop balanced solutions to persistent problems on campus.

Table 7. Mental health cases handled by the Behavioral Consultation Team 2018-2020.²³

| | 2018 | 2019 | 2020 |
|-------|------|------|------|
| Cases | 220 | 240 | 300 |

On mental health issues, UMPD works with the Behavioral Consultation Team to address mental health situations on campus. In addition, one officer has received additional training on how to manage and de-escalate mental health calls for service. BCT reports that mental health cases have tripled over the last several years.²⁴

Table 8. Sexual assault cases handled by UMPD 2018-2019.²⁵

| | 2018 | 2019 | 2020 |
|-------|------|------|------|
| Cases | 2 | 13 | 7 |

Sexual assaults on campus have also been a priority for UMPD. In partnership with the Gender Sexuality Center (GSC) and the Office of Equity and Diversity (OED), UMPD has reviewed the language in their investigative approach to sexual assault and is available on the DPS website. In addition, UMPD has hosted trainings on **Forensic Experiential Trauma Interviewing**. This training brought in a multidisciplinary group of people. The audience included police investigators, patrol officers, counselors, and advocates.²⁶

UMPD has implemented a number of Crime Prevention Through Environmental Design (CPTED)²⁷ solutions that reduce the use of armed officers through the use of cameras for surveillance (Blue Phones), securing buildings using controlled access, improving lighting, creating bike paths and other traffic changes. UMPD is proposing to add to those by expanding the Blue Phone network, securing more buildings on campus, and testing a new safety app (virtual escort).

UMPD role in neighborhoods surrounding campus

One of the requests from the UMPD, is to address the question of UMPD's role and responsibilities for the neighborhoods in immediate proximity to the UMN campus. Chief Clark wants recommendations and guidance from UMN regarding taking calls off campus. "The University needs to be clear. What is the policy; give me the direction. Are we going to accept the liability or not?"²⁸

²³ Ibid.

²⁴ UMN Department of Public Safety. DPS 21st Century Policing Practices. October 19, 2020.

²⁵ UMPD data provided by Chief Matt Clark to CL Alexander Consulting on January 12, 2021.

²⁶ UMN Department of Public Safety. DPS 21st Century Policing Practices. October 19, 2020.

²⁷ Gelb, M., Staff, T., & News, C. (2020, November 27). Myriad Ways to Reduce Violence Without Police: Report. Retrieved December 28, 2020, from <https://thecrimereport.org/2020/11/25/myriad-ways-to-reduce-violence-without-police-report/>

²⁸ Chief Matt Clark. Interview. December 2, 2020.

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In the past, UMPD officers have taken calls from Minneapolis Police Department. For instance, 2nd precinct had a situation that tied up all of their officers for a couple of hours. UMPD began taking priority 1 calls for service off campus for MPD. UMPD believes they do a good job at balancing Minneapolis calls for service with campus responsibility. It is extremely difficult for UMPD to turn a blind eye to calls for service in Minneapolis, especially for priority 1 calls.²⁹

Regarding the UMPD challenge with policing the UMN campus perimeter and the crime that goes on adjacent to the university, one of the officers noted, “We responded to that hotel which is way outside of our perimeter... a person with a gun... shots at the hotel. That’s the reason why our cops responded to that, because Minneapolis did not have anyone. Our responsibility is our campus community. I am so shocked we have not been involved in a shooting, especially the last year... because we are taking more violent calls that Minneapolis can’t respond to. UMPD does a good job of perimeter control and keeping the bad things from coming in.”³⁰

UMPD listening session

During listening sessions with UMPD, officers expressed pride in the fact that they are recognized as “a real police department” with this chief [Chief Matt Clark]. The front-line officers described that community engagement is much more challenging than six months ago, people have left the table. Officers also described an uptick in harassment while doing simple traffic stops. “People are jumping to conclusions as to why we are stopping people and trying to get involved.” There has been a real shift since the George Floyd incident by the campus toward UMPD, before they were liked. Now they order their food online before they go to pick it up to avoid being exposed to the public. “No more ‘we love you, thank you for what you do.’”³¹

Officers felt that in terms of community, it’s hard to make a lasting impact because they [the students] don’t live there long enough or stay there long enough.³²

The listening sessions were meant to be a platform to air all viewpoints about how best to improve policing as it is experienced on the UMN campus. In addition to the concerns expressed through the rest of the report, there were also many comments of support for the overall performance of UMPD. A number of participants in the listening sessions noted that the police are a key to keeping the University of Minnesota campus safe and that the UMPD is well trained and is sensitive to the unique nature of the campus.



Photo provided by Canva: January 2021

29 UMPD front line officers. Listening Session. November 19, 2020.

30 Ibid.

31 Ibid.

32 Ibid.



FACTORS IMPACTING UMPD RELATIONSHIP WITH UMN CAMPUS COMMUNITY

This section addresses the factors that impact the current status of the relationship between the UMPD and the UMN campus community based on feedback from the listening sessions, interviews and shared documents. It is important to note at the beginning of this section that the examples shared are meant to provide insight into the areas of nonalignment between the experiences of students, alumni, parents, faculty, staff and administration and UMPD. They reflect the direct knowledge and experiences of many of those who participated in the listening sessions and the perceptions, feelings and concerns of others who may have observed or heard experiences from their peers or colleagues.

It is also important to acknowledge that in addition to the concerns raised about the nonalignment of these examples between UMPD and key stakeholder groups within the UMN campus community, there is also a strong body of support for the UMPD and the importance of maintaining the safety of all members of the UMN campus community. It is possible for both viewpoints to be true at the same time and goes back to the initial finding that there is a real disparity between those who view police as a protector and those who view and experience the police as the ones they need to be protected from.

Based on the charge for this report and concerns raised during the listening sessions and interviews, the following section addresses:

- UMPD ties to MPD
- The militarization of UMPD
- Understanding and acknowledging historical trauma
- Examples of Nonalignment of UMPD with UMN campus community
- Importance of officer interactions with University campus community



UMN ties with MPD

Numerous concerns were raised throughout the assessment about the influence and impact of the MPD on UMPD culture and the practice of policing on the UMN campus. Contributing factors to the closeness between MPD and UMPD that came up during discussions include the following:

- *Staffing*—A number of UMPD officers and chiefs have come from MPD.
- *Proximity*—UMN Twin Cities campus is bordered by the City of Minneapolis. UMPD is technically responsible only for campus locations. But in the past, UMPD has responded to requests for back up or support involving a wide range of calls for service at the request of MPD in the bordering streets and neighborhoods of the university.
- *Large-scale events*—Prior to George Floyd's death, the Minneapolis Police Department (MPD) was contracted by UMN to provide additional security at large-scale events on campus.
- *Multi-agency response to protests, mass gatherings on campus*—MPD and other nearby law enforcement agencies have responded to calls for assistance from UMPD to events such as Somali Night.
- *Similar uniforms and vehicles*—UMPD and MPD uniforms and vehicles are similar and it is difficult for the public to differentiate or tell them apart.

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The militarization of UMPD

The arming of MPD and UMPD with military grade weapons, vehicles, tear gas and other weapons of war raised great alarm among UMN campus community groups. Many questions were raised during the listening sessions about the need to eliminate the possession and use of military equipment and tactics by police, period. The presence of such equipment and the use of a hard enforcement presence was viewed as a key component of escalation in the level of violence during protests by MPD in Minneapolis and very nearly on UMN's campus based on UMPD's hardened response.

Numerous student groups, including the Student Cultural Centers and MSA advanced resolutions or proposals that; (1) Direct UMPD to divest from any equipment acquired as military surplus; (2) Funding for UMPD to acquire military-grade equipment be redirected to OED [Office of Equity and Diversity]; (3) Office for Internal Audit shall create a UMPD equipment inventory and recommend further divestment of military equipment; (4) President, OED and other stakeholders create guidelines for gradual disarmament of UMPD, to be implemented by U-Services.³³

Feelings from those who provided statements and interviews around the disarmament of the UMPD felt that the use of military equipment, especially assault rifles, by the UMPD has aided in suppressing community voices and in intimidating the UMN student body on multiple different occasions. From intimidating students at a peaceful protest to assisting MPD officers in defending the third precinct, there is a consensus that there should be no reason why a University-funded police force would need military equipment. Many student groups and faculty are calling for the removal of all assault rifles, armor, batons, tear gas, rubber bullets, stun grenades, long-range acoustic devices, and riot helmets from the University of Minnesota property.

Faculty have suggested that UMN facilitate a discussion of appropriate weapons for the UMPD with the broader campus community.³⁴ Reflecting on the voices of concern that have been raised around disarming the UMPD and what that might mean for emergency incidents such as a campus shooter. This conversation could address, as the FCC suggests, a better understanding of why certain weapons are necessary and it may identify why others, such as semiautomatic or automatic weapons may be excessive. The FCC shared concern that many students, faculty, and staff are looking for action from University leadership and the UMPD, to have these public dialogues that would also include data from experts in the field to create an academic understanding of the tools necessary for campus safety in an urban community such as Minneapolis.


Uniforms and vehicles were also identified during many of the listening sessions as a concern. Most were concerned that the UMPD appeared to be too militaristic or overly menacing. In addition, UMPD officers are difficult to distinguish from other nearby law enforcement agencies, including MPD because their uniforms and vehicles look very similar. This causes confusion over which law enforcement agency a student or faculty member is dealing with.

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33 Advocacy Summary provided by SSCC and MSA to Dr. Alexander.

34 Letter from the FCC and SCC submitted to CL Alexander Consulting.

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Understanding and acknowledging historical trauma

Throughout the listening sessions, concerns were raised by students, faculty, staff, and the administration about the reality and impact of historical trauma on how policing is viewed today. The Minoritized and Indigenous faculty raised the importance of addressing the impact of colonization and race on the current discussion of police reform as it relates specifically to UMN. They shared that for these community stakeholders, mitigating the harm of more than 500 years of indigenous displacement and death and the impact of slavery over the last 400 years must be the foundation of reform.³⁵ Faculty also noted that policing has been all about protecting settlers at the expense of indigenous people. This is the culture of policing and how it has trickled down to the present day. Their feeling is that UMN cannot talk about police reform until there is talk about the culture of indigenous people and issues resulting from colonization. This is a continuing historical and a contemporary issue for indigenous people. This University was founded by a land grant from lands taken from the indigenous people of Minnesota.³⁶

As part of that process, Minnesota Student Association (“MSA”) participants recommended that UMPD and the University need to have a truth telling process documenting the ways in which they’ve contributed to systemic racism and white supremacy, since the University is a land-grant institution founded in 1850. American policing is a system that is rooted in enforcing Jim Crow laws and Black Codes. Understanding police reform requires recognizing systemic failures embedded within the institution of policing itself.³⁷

Another suggestion was for UMPD to look at the University of Wisconsin at Madison Police Department statement posted on their website acknowledging the impact of historic racism on the current challenges facing policing today and their commitment to engage in that discussion with their campus community.³⁸



Examples of Nonalignment of UMPD with UMN campus community

UMPD has already taken significant steps to implement nationally recognized, forward-looking practices aimed at improving the performance of police and enhancing the relationship between community and police, based on the findings of the UMN DPS 21st Century Policing Practices Report, including:

- Created a scorecard using the 100+ recommendations and action steps from the Task Force on 21st Century Policing.
- Addressed the criteria recommended by Campaign Zero’s 8 Can’t Wait.
- Established a Community Engagement Team that meets with a wide range of campus groups and participates in numerous campus and community events.
- Trained in de-escalation, implicit bias, procedural justice, cultural sensitivity, use of force, crisis intervention and mental health, fair and impartial policing, and True North Constitutional Policing.³⁹

³⁵ Minoritized and Indigenous Faculty. Listening Session. October 1, 2020.

³⁶ Ibid.

³⁷ Minnesota Student Association (MSA). Listening Session. September 30, 2020.

³⁸ A Message from UMPD. (n.d.). Retrieved December 28, 2020, from <https://equity.umpd.wisc.edu/>.

³⁹ 21st Century Policing Report. (n.d.). Retrieved October 16, 2020, from <https://www.stpaul.gov/departments/police/21st-century-policing-report>.

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But those efforts appear not to have yet resulted in a strong sense of trust and legitimacy in a significant portion of the UMN campus community. In fact, things are reportedly more challenging now than in the recent past, especially since the death of George Floyd. The listening sessions detailed numerous individual examples that have disrupted the communication and working relationships with UMPD.

Several themes emerged in the review of the listening sessions that are summarized here and will be addressed in the recommendations and action steps to bring greater alignment between UMPD and the greater UMN campus community.

Note: It is important to again state that examples shared here are meant to provide insight into the areas of nonalignment between the experiences of students, alumni, parents, faculty, staff and administration and UMPD. They reflect the direct knowledge and experiences of many of those who participated in the listening sessions and the perceptions, feelings and concerns of others who may have observed or heard experiences from their peers or colleagues.

The major events that have undermined student trust in UMPD include Somali Night 2018 and UMPD response to protests on campus and in Minneapolis since the death of George Floyd. Several examples of those and related experiences are shared here.

- Somali Night 2018 was an on-campus event where numerous police cars including MPD responded to a fight that broke out at the event. Students reported that they felt the response targeted them because they were Somali and was excessive. ***While a review of all video of the event with the organizers of the event showed that no force was used, no takedowns and did not show police brutality, students said that the presence and actions of the officers was experienced by students as extremely threatening.***⁴⁰
- Students and a university official discussed a reportedly peaceful student protest with a small group of 100 people on campus. As the students were disbanding at curfew, the UMPD came in full armor with batons and shields. They [students] decided to leave the protest, but as they were trying to leave, police stood there in a line with their batons.⁴¹ Administration leadership also observed the military gear and behavior of the UMPD in this situation and found it concerning.⁴²
- On May 29, 2020 Students for a Democratic Society held a peaceful protest against police brutality and rally in honor of George Floyd. They marched down to the UMPD office. UMPD emerged in riot gear and openly carrying assault rifles and batons. They believed UMPD was there to intimidate them and blocked them from leaving. There were roughly 500 students at this protest.⁴³
- Student observers reported being on the I-35W bridge during the time of the semi-truck incident, when they saw the MPD pepper spraying people trying to flee the bridge and UMPD officers were blowing kisses and mocking students.⁴⁴

40 Cultural Centers and Commuter Connection and Student Organizations who Historically Serve Black or African American Students. Listening session. September 30, 2020.

41 UMN student leader. Interview. October 1, 2020.

42 President's Cabinet. Listening session. October 15, 2020.

43 Students for a Democratic Society (SDS). Listening session. November 12, 2020.

44 Minnesota Student Association (MSA). Listening session. September 30, 2020.

Photos provided by the University of Minnesota; used with permission January 2021.

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- On November 4, 2020, a protest related to the election led to the protestors closing I-94, resulting in a response from the Minnesota State Police. UMPD officers responded to the scene where over 600 protestors were arrested. Students were upset to see UMPD officers present as part of the protest response.⁴⁵

Concerns about UMPD behavior during interactions with UMN campus community members included a number of examples such as:

- Comments from the Diversity Community of Practice which included, “Campus police do not appear to be concerned about safety, and are sometimes condescending, blaming, and judgmental instead of helpful, useful, or focusing on reducing harm. It seems like they are more interested in protection of property and behavioral control than safety for people, particularly for the most marginalized.”⁴⁶
- UMPD showing up to a student event, (50-60 students at this event) majority students of color, in 4-5 squad cars just to see what was happening. They pulled up on the grass close to the students. This event was supervised by staff at the University and not just students who were present at this event.⁴⁷
- Numerous examples of racial profiling that involved University Security stopping BIPOC faculty, staff and students to check their ID and question their presence in their own work spaces, when that does not happen to their white colleagues.⁴⁸
- Several individuals shared personal examples of being targeted by police on the UMN campus. In terms of safety issues, black employees reported being pulled over on campus by campus police and questioned as to why they are on campus and whether or not they work there.⁴⁹
- A BIPOC faculty member stated that she has been treated very poorly by the police as a student and then as a faculty member. But she believes that this is an opportunity to reimagine what public safety looks like.⁵⁰



45 Students for Democracy (SDS). Listening session. November 12, 2020.

46 Diversity Community of Practice (DCoP). Listening session. September 29, 2020.

47 UMAA Affinity Network Leaders. Listening Session. Held November 11, 2020. Note: this event occurred 4-5 years ago.


48 UMN Deans. Listening session. November 11, 2020.

49 Black Faculty and Staff Association (BFSA). Listening Session. October 1, 2020.

50 Faculty Partners and Key Constituent Group. Listening Session. October 1, 2020.

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- An African American alumnus leader stated that he had been targeted a number of times on campus. He was in Walgreens on campus and 10 cop cars came and thought he was trying to rob Walgreens because he was wearing a black hoodie. He also indicated that black athletes are often stopped on campus for things like not wearing a helmet, not having a license plate on their moped as compared to his Caucasian classmates who were rarely stopped.⁵¹
 - Faculty recommended that there should be some kind of explicit statement regarding how known implicit bias will be addressed in routine UMPD and security officer encounters. When a person of color is approached, what purposeful steps will the officer take to address this known inclination to be suspicious? A white faculty member notes that “I’ve passed security officers several times in the evenings and weekends (pre-COVID) and never once been asked why I was in the building.”⁵²
 - Faculty and administration representatives expressed concern about the breakdown in the relationship between students and the UMPD in several meetings. From their perspective, students don’t appear to be open to talking to or working with UMPD and UMPD has been reported by students as being difficult to communicate with over the last several months. Discussions with leadership suggested that perhaps monthly meetings between UMPD and student groups could help to clear the air on a regular basis.⁵³
 - LGBTQ+ advocates on campus shared more general information about the significantly higher rates of arrest and incarceration for LGBTQ+ populations. They called for ongoing education and training for UMPD officers, with particular focus on intersections between race and ethnicity with gender identity, gender expression and sexual orientation. In addition, from an institutional level: A policy on UMPD interactions with transgender, gender non-conforming, and nonbinary community members; and closer coordination between campus constituencies that prevent and respond to hate crimes, sexual violence reports, bias incidents, and related safety issues.
 - A graduate student and student senator noted that most issues are centered around race and policing, but he pointed out that 50% of police involved shootings involve people with disabilities.⁵⁴

Immigration concerns were also raised by students, faculty and staff.

- Numerous concerns were raised about the role of UMPD and the Immigration Response Team, working with ICE. Students and faculty asked the question for both international students and undocumented students. People are afraid to call the police because of potential immigration issues. What are the policies regarding dealing with non-citizens on campus?⁵⁵ For instance, undocumented students being stopped by the police, what are UMPD’s policies regarding these interactions with undocumented students. Undocumented students should know that if a police officer stops me to ask a question about something, that it will not turn into me getting deported.⁵⁶

51 UMAA Affinity Network Leaders. Listening Session. Held on November 11, 2020.

52 Faculty Consultative Committee. Personal Interview with Dr. Alexander.

53 bid.

54 EAC and SoCON. Listening Session. Held on October 1, 2020.

55 Faculty Constituents and Key Partners. Listening Session. Held on October 1, 2020.

56 Ibid.

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Importance of officer interactions with University campus community

Student stories provide very specific examples of officer behavior that illustrate their concerns about disparate policing and unnecessarily traumatizing students in ways that do not meet the standards of the four procedural justice principles of treating people with dignity and respect, giving citizens a voice during encounters, being neutral in decision making, and conveying trustworthy motives.

- Armed police arrived at a class in progress in Blegen Hall, blocked all entrances to the classroom, and removed a student. Police and university officials did not communicate with the students, the instructor, or the department chair before or after the event. The show of force traumatized students and the instructor, who is a person of color. In a subsequent meeting Chief Matt Clark was reported to be dismissive of a request to develop protocols for police actions in campus buildings.⁵⁷
- Examples of students with disabilities having negative experiences with UMPD during interactions were shared during listening sessions. Some students reported feeling intimidated, not listened to, and threatened. One student said they, “would have wanted police to ask how they were feeling and hear what they had to say to determine their state of mind.” More training in mental health issues was recommended.⁵⁸
- It was reported that in 2018, Campus Security officers, who patrol residential halls and knock on the bathroom doors to check on welfare of the students, found an unwell female student in the bathroom early in the morning who would not come out of the stall due to fear. UMPD was called and demanded that this student come out of the bathroom. The female student only had a long shirt on and she requested that she be able to put on pants. UMPD would not let her (put any pants on) and insisted on questioning this female student who felt extremely uncomfortable.” There were no female officers on the scene.⁵⁹
- A female UMN student of color described a traumatic encounter when she was singled out of a group of 4, where the other students were white, crossing the street at an unmarked intersection. Her negative experience with how she was treated by officers was extremely traumatizing and in the end the charges against her were found not to have any standing and were dropped.⁶⁰

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⁵⁷ Ibid.

⁵⁸ OSA Student Mental Health Committee Listening Session. September 30, 2020.

⁵⁹ UMAA Affinity Network Leaders. Listening Session. November 11, 2020.

⁶⁰ Personal Letter from a UMN student to Dr. Cedric Alexander.

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INCREASING ALIGNMENT BETWEEN UMPD AND UMN CAMPUS COMMUNITY

There are two very divergent views and reactions to policing within the UMN campus community. It is clear from the statements provided during the listening sessions, that the tension is between the fear of crime and a fear of the police. The UMN administration is seeking to bring greater alignment between the UMPD and all of the UMN campus communities. The assessment identified the following goals:

GOALS: Based on the series of interviews and listening sessions conducted by Dr. Cedric Alexander during September-December, the following aspirations or goals were expressed by students, staff, faculty and UMPD.

1. Maintain safe learning and work environments by reducing and responding to crime on campus and the surrounding neighborhoods.
2. Reestablish genuine open lines of communication between UMPD and campus organizations (students, staff, faculty) to co-create the kind of policing to be delivered by UMPD.
3. Increase the positive interactions with police experienced by all UMN campus community stakeholders, particularly those that report areas of concern such as BIPOC, LGBTQ+, homeless, international, undocumented, mental health conditions and disabled populations.
4. Improve community and officer safety and wellness through integrated service delivery.
5. Increase alignment between UMPD and the broader UMN campus community through bystandership training, procedural justice, effective de-escalation training and tactics, supervision and accountability.
6. Demonstrate UMN leadership in police and societal reforms to address systemic racism as an institution, mobilizing their assets and strengths.

RECOMMENDATIONS AND ACTION STEPS

The following recommendations and action steps reflect input from students, faculty, staff, administration and UMPD. Many ideas were shared, including drafts of resolutions and recommendations. These were reviewed, analyzed and summarized by the CL Alexander Consulting team. They are focused on action steps that can be taken to significantly improve the alignment between the expectations of the community with the performance of UMPD.



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PILLAR 1: STRENGTHEN TRUST AND LEGITIMACY

The breakdown in communication and the straining of relationships between the UMPD and the students, faculty, staff and administration of UMN Twin Cities, particularly since the death of George Floyd, is negatively impacting the ability of campus community to trust the actions of UMPD. Events such as the Somali Night in 2018 and other major demonstrations and protests during 2020 are compounded by the past and current individual experiences of BIPOC, LGBTQ+, international, and those with disabilities or mental health conditions when interacting with the police.

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While UMPD is implementing a number of evidence-based practices from training to controlled building access, to community engagement efforts, the dissatisfaction expressed reflects that there is still work to be done to bring UMPD into closer alignment with the entire UMN campus community.

Strengthening trust and legitimacy is based on how people are treated. Procedural justice provides practical tools for officers to use in every interaction they have. The four principles of procedural justice are defined as 1) being fair in processes, 2) being transparent in actions, 3) providing opportunity for voice, and 4) being impartial in decision making⁶¹ can bring meaningful change to police encounters with the UMN campus community.

1.1 Recommendation: Form or adapt an existing platform that reports directly to the President to be responsible for implementation of the recommendations in this report and to serve as a way to reimagine and co-create how the UMN community wants to be policed, what it should be and what it is not, and to get the input from all sectors and affected communities, especially the perspectives of all groups that experience disparate policing outcomes.

1.1.1 Develop a campus-wide philosophy of policing/public safety through broad and open input that examines all the options from decreasing police functions, to restructuring, to expanding UMPD to address crime increases.

1.1.2 Engage the academic and research assets of the UMN campus community to support this effort and to create a community of practice that addresses police reform efforts and the broader efforts of UMN to address systemic racism in all its aspects.

1.1.3 Develop a Sanctity of Life⁶² standard that assures that everyone makes it home alive at the end of the day.

1.1.4 Although UMPD use of force complaints are low, study and adopt examples of best practices like the Camden County Police Department ICAT program⁶³ and their six use of force principles⁶⁴ that reduced citizen complaints against officers. Tactics: slow down, move back, take cover, assess, communicate, find alternative solutions.

1.1.5 Develop a formal review of options to demilitarize UMPD and eliminate the presence and use of military grade weapons, vehicles, and other resources.

1.1.5.1 Address the idea of 'unarmed' policing approach and what is the right level of weaponry for use by UMPD that fits the purpose and philosophy of policing for UMN.

1.1.5.2 Differentiate UMPD from other law enforcement agencies by changing their uniforms.

1.1.6 Conduct a review of UMPD policies and practices through an inclusive, consultative process to reduce risks to all (officers and campus community).

⁶¹ Retrieved December 28, 2020, from

https://cops.usdoj.gov/html/dispatch/042015/a_new_procedural_justice_course.asp).

⁶² The United States Conference of Mayors. Report on Police Reform and Racial Justice. August 2020. Retrieved on January 20, 2021 http://www.usmayors.org/wp-content/uploads/2020/08/20.55.USCM_PoliceReform.Report.MEC_.pdf.

⁶³ Camden UOF Policy. (n.d.). Retrieved December 28, 2020. <https://www.policingproject.org/camden>.

⁶⁴ Guiding Principles on Use of Force [PDF]. (2016). Washington, D.C.: Police Executive Research Forum. Retrieved December 28, 2020. <https://www.policeforum.org/assets/30%20guiding%20principles.pdf>.

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- 1.1.7 Increase transparency in UMPD Standard Operating Procedures/General Orders by posting them online.
- 1.1.8 Conduct a review of current immigration enforcement practices and clarify the role of UMPD with non-citizens on campus based on the new philosophy of policing being developed.
 - 1.1.8.1 Issue a statement outlining the UMN approach to immigration issues for non-citizens on campus and the approach UMPD will take, how students, faculty and staff can safely seek support from UMPD as needed.
- 1.2 Recommendation: Create a dedicated Committee with the responsibility for processing historical trauma related to slavery and colonialism as it relates to the history of UMN and the broader issues of systemic racism.**
 - 1.2.1 Develop and issue an admission of historical trauma and commitment to address systemic racism as an organization (UMN and UMPD/DPS) (see U of Wisconsin Madison example⁶⁵).
- 1.3 Recommendation: Address the unique needs of all UMN campus community stakeholders, particularly those reporting particular concerns such as BIPOC, international, undocumented, students, LGBTQ+, and those with disabilities or mental health conditions as an intentional part of the reimagining policing and strengthening UMN's broader efforts to address institutional and historical racism.**
 - 1.3.1 Convene each of the student cultural centers, international and undocumented students, BIPOC, LGBTQ+, and those with disabilities or mental health conditions and the faculty, staff and groups that advise them to develop a specific set of recommendations for actions by UMPD and UMN to increase their ability to function in a safe and healthy environment.
 - 1.3.2 Present the recommendations to the formal body designated to implement the recommendations of this report to the President. Include progress on adoption of approved recommendations in a report to the President on a quarterly basis.



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Findings: Many in the UMN campus community are concerned about crime on and near campus, and many are concerned about the negative experiences that many of the students, faculty and staff have when interacting with UMPD officers. The issue is how people feel they are being treated. Experiences where people feel intimidated, threatened, disrespected, or profiled deeply undermines UMPD relationships with the people they serve. The experiences faced by different populations within the UMN campus community emerged throughout the listening sessions and were reported, not just by people from within these populations but were also validated by their peers, faculty and staff. White students and faculty indicated that while they may not have personally experienced negative interactions with UMPD or had negative experiences on campus, they have observed those experiences with their peers and colleagues and also want to see them addressed.

⁶⁵ A Message from UMPD. (n.d.). Retrieved December 28, 2020, from <https://equity.uwpd.wisc.edu/>.

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The examples shared in this report provide a picture of the types of specific concerns raised by international, undocumented, LGBTQ+, and students experiencing disabilities or mental health conditions in addition to previous examples from BIPOC communities. Some of these issues go beyond policing to include the broader UMN culture as experienced by these populations.

Students shared that international students have a hard time expressing their experience with racism—specifically they do not know or have vocabulary, experience, or histories to talk about this. When international students try to bring up issues of racism, they are shut down and are being told that they do not have enough history to talk about it at this moment. Their thoughts and feelings are often minimized. It is easy to target international students because they do not speak up. There is confusion about their rights here and fear of reporting situations that could involve the police.”⁶⁶

Recommendations from the international students included the need for a clear representative for international students at the office of Equity and Diversity Department to address International Student needs and to have an officer or expert in UMPD who can address or help international students regarding misdemeanor or legal issues that they could face, a safe place for them to speak. In the past there was a liaison for Korean students in UMPD.⁶⁷



PILLAR 2: EMBRACING PROCEDURAL JUSTICE

Procedural justice is based on four central principles. According to Lorraine Maserolle in *Legitimacy in Policing*: “treating people with dignity and respect, giving citizens a voice during encounters, being neutral in decision making, and conveying trustworthy motives.”⁶⁸ Research demonstrates that these principles contribute to relationships between authorities and the community in which (1) the community has trust and confidence in the police as honest, unbiased, benevolent, and lawful; (2) the community feels obligated to follow the law and the dictates of legal authorities; and (3) the community feels that it shares a common set of interests and values with the police.⁶⁹

According to Tom Tyler in *Psychology of Procedural Justice and Cooperation*, the public is especially concerned that authorities are fair, this is more important than the actual outcome.⁷⁰ That message came out loud and clear during the listening sessions. Tyler goes on to note that procedurally just policing is not the same as traditional deterrence policing, which emphasizes **compliance** as the primary function—usually through formal punishment.⁷¹

⁶⁶ Council for International Graduate Students. Listening Session. Held on November 4, 2020.

⁶⁷ International Graduate Student Group. Listening Session. Held on November 4, 2020.

⁶⁸ Lorraine Mazerolle, Sarah Bennett, Jacqueline Davis, Elise Sargeant, and Matthew Manning, “Legitimacy in Policing: A Systematic Review,” *Campbell Systematic Reviews* 9 (2012): 1.

⁶⁹ Tom R. Tyler, Jonathan Jackson, and Ben Bradford, “Psychology of Procedural Justice and Cooperation,” in *Encyclopedia of Criminology and Criminal Justice*, ed. G. Bruinsma and D. Weisburd (Berlin: SpringerVerlag, 2014): 4014–4033.

⁷⁰ Ibid.

⁷¹ Ibid.

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2.1 Recommendation: Establish a code of behavior/philosophy of policing using the internal and external procedural justice principles of fairness, voice, transparency and impartiality that emphasizes sanctity of life⁷² and the difference between a philosophy of deterrence and compliance vs. procedurally just policing which is a shared commitment to a law-abiding community.

2.1.1 UMPD should fully train, implement, supervise and measure procedural justice practices and their impact on the quality and fairness of officer interactions with the UMN campus community, especially for those populations with higher risk of negative interactions in the past.

2.1.1.1 Implement a practice that every officer provides a card with contact information by which a community member can provide immediate feedback on officer behavior.

2.1.2 Conduct a review of UMPD stops, arrests and complaints to assess the equity, or differences of the impact and outcome of UMPD policing practices in order to identify areas for increased alignment with the philosophy of policing.

2.1.3 Study and implement an Active Bystandership for Law Enforcement (“ABLE”)⁷³ initiative to help police officers stop unnecessary harmful behavior by fellow officers for use by UMPD and offer as a training resource to other law enforcement agencies in Minnesota.

Findings: The National Initiative for Building Trust and Justice has a briefing on Procedural Justice that lays out the following, “Policing based on formal deterrence encourages the public’s association of policing with enforcement and punitive outcomes. Procedurally just policing, on the other hand, emphasizes values that police and communities share—values based upon a common conception of what social order is and how it should be maintained—and encourages the collaborative, voluntary maintenance of a law-abiding community. Research indicates that this latter approach is far more effective at producing law-abiding citizens than the former risk-based deterrence model. This makes intuitive sense—people welcome being treated as equals with a stake in keeping their communities safe, as opposed to being treated as subjects of a justice system enforced by police who punish them for ambiguous, if not arbitrary, reasons.”⁷⁴

Recommendations relevant to procedural justice from a meeting with the Student Cultural Centers included suggestions that UMPD should speak in a tone where the students could feel safe and [should] ask how they can be of service. The students also wanted UMPD to interact with students in more situations where nothing is happening, to build a more positive relationship. They also wanted UMPD to have proper training; bias training; and training how to deal with individuals with disabilities; training on how to talk to people.⁷⁵

⁷² United States Conference of Mayors. Report on Police Reform and Racial Justice. Retrieved on January 17, 2020 from <https://www.usmayors.org/issues/police-reform/sanctity-of-life/>.

⁷³ Active Bystandership for Law Enforcement (ABLE). (n.d.). Retrieved December 28, 2020.

<https://www.law.georgetown.edu/innovative-policing-program/active-bystandership-for-law-enforcement/>.

⁷⁴ National Initiative for Building Community Trust and Justice. 2015. Procedural Justice. Community-Oriented Trust and Justice Briefs. Washington, DC: Office of Community Oriented Policing Services.

⁷⁵ Student Cultural Centers. Listening Session. Held on November 17, 2020.

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Graduate students recommended that the police would benefit from being more engaging and more patrolling on campus. Even walking up to students and saying hello would help. Body language is important as well and the interactions from police with students should be genuine.⁷⁶

A faculty member cited The 21st Century Policing Task Force which strongly recommended starting police interactions by saying, “I am approaching you because...” and it’s been shown to grow mutual safety through mutual trust, but it’s not always common practice. Starting interactions, and making a casual, everyday practice of “Smile and say hi” sounds may sound trite, but it’s well-documented to reduce arousal and to improve safety for all parties. University of California Irvine PD has had positive outcomes from this practice.⁷⁷



PILLAR 3: DIFFERENTIATE AND REALIGN POLICING RESPONSIBILITIES

Reimagining policing and co-creating more responsive and integrated systems to achieve a new definition of public safety present exciting opportunities to dig deeper into what the UMN campus community philosophy of policing is. Differentiating and realigning police responsibilities to fit the unique needs and context of a large campus community requires an interactive and inclusive design thinking process.

As part of this discussion, the role and relationship of UMPD to the MPD, UMPD functions in policing off-campus neighborhoods contiguous to the campus, and responding to broader events off campus require clarification and formal agreement between UMN and Minneapolis and St. Paul.

3.1 Recommendation: The President of UMN should work directly with the mayors of Minneapolis and St. Paul to clearly establish the roles and responsibilities for policing the neighborhoods that are contiguous to UMN campuses and facilities and the role of UMPD in responding the calls for service there.

- 3.1.1 Include Metro Transit and other contiguous police agencies in the discussion.
- 3.1.2 Develop a formal operating memorandum of understanding that clarifies if and when UMPD officers are to respond to incidents off-campus and under what parameters.
- 3.1.3 UMPD should use the same on-campus policing style when policing adjacent campus neighborhoods [as defined by the Clery Act], i.e. bike patrols, walking beats, etc.
- 3.1.4 Coordinate crime prevention and problem-solving efforts with MPD and St. Paul Police Departments (“SPD”) in surrounding neighborhoods.

⁷⁶ Graduate Student Group. Listening Session. Held on September 30, 2020.

⁷⁷ Key Faculty Partners and Key Constituents. Listening Session. Held on November 9, 2020.

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3.2 Recommendation: As part of revisioning the role of UMPD on the UMN campus, take a holistic systems approach to defining the roles for UMPD and ways to better link with and integrate more appropriate responses to social issues such as mental health, welfare checks, domestic violence, sexual assaults, disabilities and homeless situations through an integrated Community Safety or Community Response Team.

- 3.2.1 Establish a study group under the newly charged body to take on the implementation of these recommendations to research, design and recommend a Community Response Team approach that integrates all available resources for student services, mental health, substance abuse, mediation and other services.
- 3.2.2 Design a strategy using existing resources to test new ways to divert dispatch and 911 calls to more appropriate responders building on the Behavioral Consultation Team approach already in place.
- 3.2.3 Launch a multi-jurisdictional teaming approach with policies, procedures, training, monitoring and evaluation measures, and leadership support.
- 3.2.4 Require emergency contact information for all students, staff and faculty to improve alternative responses to calls for service and welfare checks.

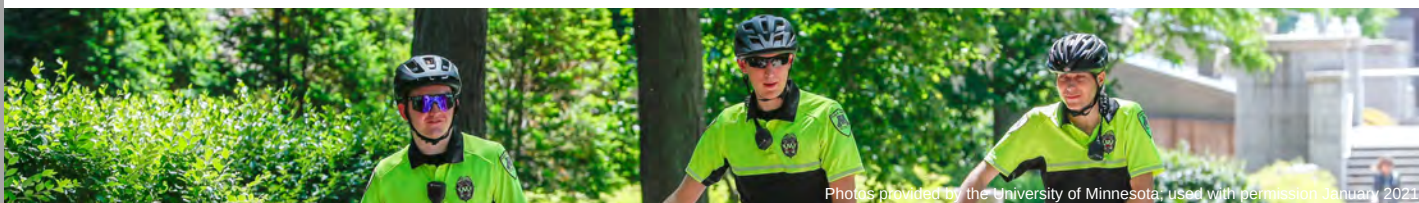
3.3 Recommendation: Complete an analysis and review of UMPD staffing needs to address the revised levels of programming and response to crime on campus as the community safety response team is being designed and implemented.

- 3.3.1 Address the request for additional officers from UMPD based on the redesign of the policing philosophy, tactics, policies and practices.
- 3.3.2 Examine the current use of civilians in University Security and make recommendations to improve their impact and effectiveness as an alternative to fully armed officers.

3.4 Recommendation: Align hiring practices and diversity recruitment strategies to fit the revised policing model and newly clarified roles and responsibilities for UMPD officers and staff.

- 3.4.1 Include UMN campus community representatives in the design of the hiring criteria and in the selection process for new hires.
- 3.4.2 Require newly hired officers to intern with different student groups as part of their onboarding probationary period.
- 3.4.3 Ensure that the field training officer program (FTO) is realigned to match the renewed philosophy of policing for UMPD.

Findings: There were many suggestions for ways to create a more integrated community safety response that diverts calls for mental health, disabilities, substance abuse, and homelessness to more appropriate systems and organizations, but to do so in close collaboration and coordination with DPS (which includes dispatch and UMPD).



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One participant shared that, “If you got rid of all the functions of the UMPD except the night escort program, and put their funding into policies that actually made our campus safe, such as housing and enrolling the UMN homeless population, and creating evidence-based moderation management drug and alcohol rehabilitation programs at Boynton and needle exchanges, our campus would be many times safer.”⁷⁸

Many University stakeholders felt drawn to the idea of collaborating in the reimagining effort and suggested that UMN provide an opportunity for the campus community to engage with potential police officers as part of the hiring process.⁷⁹

A letter to the editor from a student suggested investing in restorative and transformative justice, mental health, and student advocacy services as an alternative, and expanding the work of the Behavior Consultation Team.”⁸⁰



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PILLAR 4: ENGAGE UMN CAMPUS COMMUNITY IN UMPD TRAINING

Engaging the community being served in the development and delivery of training helps to create a bridge for understanding and cooperation. Using scenario-based training, where real life examples from the experience of the community and policing agency provide opportunities for learning, growth and alignment of values. Transparency about training helps to build trust with the community.

UMPD has participated in many training opportunities in all the right topics, the key is integrating measures that capture and demonstrate the application of the training in practice within the agency. Those include topics such as de-escalation, use of force tactics, constitutional policing, procedural justice, anti-bias training, diversity and cultural sensitivity, and mental health. Some of the trainings are state mandated and the remainder are a commitment by UMPD to improve the quality of policing on campus.

A number of the anecdotes shared by listening session participants address the concern about the level of trauma experienced by many members of the UMN campus community. Officers need to be aware of how they both cause trauma and trigger trauma in their behavior. So, combining the full implementation of procedural justice with a strong trauma-informed care approach can help officers to address this major area of nonalignment in how they interact with the UMN campus community in carrying out their responsibilities.

⁷⁸ Diversity Community of Practice. Listening Session. September 29, 2020.

⁷⁹ Diversity Community of Practice. Listening Session. October 30, 2020.

⁸⁰ La Cassee, M. (2020, June 24). Letter to the Editor: What We Mean By Defund UMPD: Investing in Prevention, Not Punishment. Retrieved January 04, 2021, from <https://mndaily.com/239732/opinion/lte-5ef3a992170d2/>

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4.1 Recommendation: Develop scenario-based training events that involve UMPD and students/faculty/staff that highlight the challenges and experiences on both sides to improve the culture and practice of policing and behavior on campus and in surrounding neighborhoods.

4.1.1 Use examples shared by the UMN campus community about ways they don't want to be policed for joint scenario-based table top exercises between UMPD and the UMN campus community.

4.2 Recommendation: Engage students, staff and faculty in regular UMPD scenario-based training exercises as part of existing training modules or newly developed trainings for UMPD.

4.2.1 Engage with the UMN campus community in the design and delivery of all trainings for UMPD where appropriate.

4.3 Recommendation: Increase transparency in training by sharing the core components of each training module received by UMPD online, where it doesn't violate the safety of officers.

4.4 Recommendation: Add trauma-informed care to training requirements, sensitize officers to understand how their behavior creates trauma, exacerbates or triggers past trauma and how to police in more healthy ways.

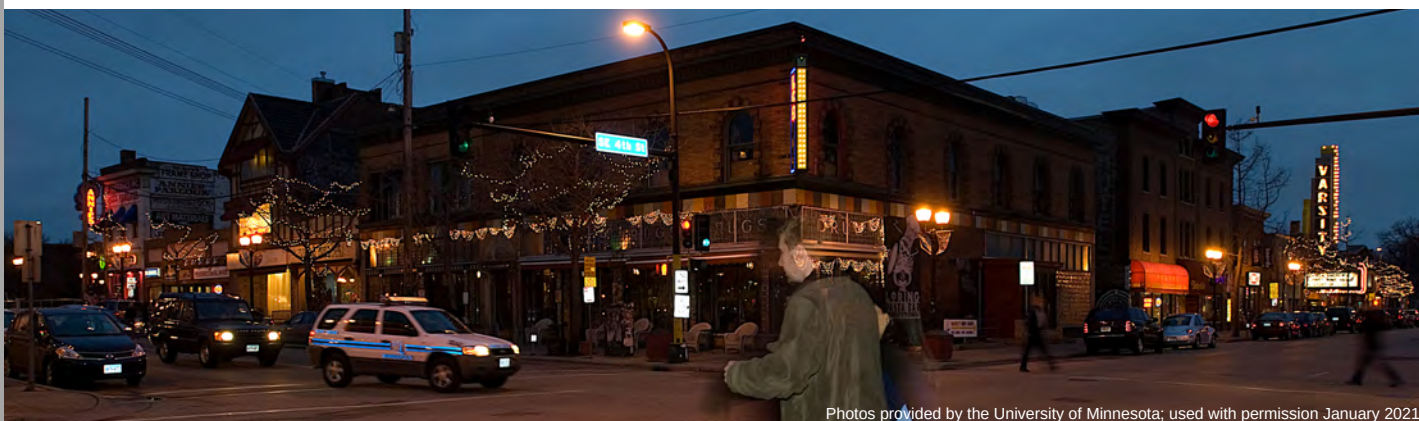
Findings: Training came up as part of the solution many times during the listening sessions with calls for implicit bias training, procedural justice, cultural sensitivity, and de-escalation training. The reality is that UMPD has undergone all those trainings and more. The challenge will be to incorporate accountability and oversight to ensure they are fully realized within the culture of the organization. One of the specific recommendations related to training was to make public the training content that UMPD has been trained on, so that the campus community can see what the expectations are for officer behavior and performance.⁸¹

One strong example of how to integrate new behaviors to change the culture of an organization is the Camden County Police Department. In 2013 they adopted Sanctity of Life as their policing philosophy meaning that everyone goes home alive at the end of the shift, officers and the community they serve. There were six basic principles. They trained the officers, trained their supervisors, and used body worn cameras to monitor the behavior of officers by their supervisors. As soon as supervisors identified a situation where an officer did not follow the new principles or could have done better, supervisors brought in the officer individually. Showed them the body camera footage, and discussed ways in which they could have made other choices or decisions. They then practiced the new behavior using their virtual reality simulator using examples similar to the situation they were trying to correct or improve.

⁸¹ Graduate Student Town Hall meeting. Listening Session. Held on November 4, 2020.

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Based on new practices and policies, Camden County Police Department dramatically reduced complaints about use of force. Part of that shift was to emphasize a new policing approach called Integrating Communication, Assessment, and Tactics (ICAT) that requires officers to slow down, back off, take cover, and look for alternative solutions to de-escalate situations. Their scenario-based training emphasizes and practices how to use critical thinking skills, tactics, and communication to resolve each situation more safely and successfully from a community and policing perspective. But they credit careful supervision to ensure full integration of the training into the behavior of officers as the key to their success.⁸²



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PILLAR 5: MEASURE OUTCOMES AND IMPACTS THAT MATTER TO ALL

It is not enough to measure reductions in crime alone, UMPD also has to evaluate how their policing methods affects the communities they serve. A new culture of policing means measuring and monitoring new behaviors and the impact on the quality of police community interactions. Accountability and transparency are essential to reestablishing trust with the community being served. That means that the community should have easy access to information about the performance of officers and the overall department on priority areas such as procedural justice, de-escalation, implicit bias, and disparate policing. They should also have a clear and simple process to file complaints with a consistent and responsive system in place for processing and learning from complaints filed as a form or organizational quality assurance and improvement.

5.1 Recommendation: Assess the perceptions and experiences of all UMN campus community members of UMPD interactions, particularly international students, undocumented students, BIPOC, LGBTQ, mental health and disabled populations to monitor areas for improvement.

5.1.1 Identify and document better ways to measure the experiences of all campus community members and provide quarterly reports to the new oversight body responsible for implementing the recommendations of this report.

5.2 Recommendation: Officers provide their cards to everyone they interact with to provide feedback on how the interaction went with a system that tracks, monitors, analyzes and corrects behavior.

⁸² Captain Kevin Lutz, Camden County Police Department. Sworn testimony before the Minnesota Task Force on Police Involved Deadly Force Encounters. Held on September 28, 2019.



5.3 Recommendation: Conduct a periodic audit of police performance to monitor disparate policing outcomes and the nature of police community interactions.

5.4 Recommendation: Create a regular forum where students, staff and faculty can process negative and positive experiences with the Department of Public Safety generally and UMPD specifically. Use these forums as a way to identify areas for problem solving and proactive response by the University and DPS.

Findings: Traditionally, police spend a lot of time and energy in measuring crime and the impact of their efforts to reduce crime. In addition, it is important to measure how the community feels about the way it is being policed. This gets at the dissatisfaction of communities within the broader campus community that do not experience policing the same way, who experience policing as traumatic and threatening.

Listening sessions called for significant changes in the quality of police community interactions. That requires an additional set of measures that get at how police behavior is being experienced by the community they serve. UMN has assets within its faculty and programs to help facilitate a dialogue about best practices in measuring community satisfaction with their interactions with officers. This activity should be integrated into the overall responsibility of the body set up to implement the recommendations of this report.

PILLAR 6: USE OF EQUIPMENT AND TECHNOLOGY

The militarization of policing nationally has been an area of concern for communities most impacted by policing practices. The listening sessions brought this issue up across all University stakeholders as discussed earlier in this report. The proposed body organized to implement these recommendations is charged to conduct a dialogue about the nature and necessity of armed police officers on campus as part of the overall philosophy of policing discussion going forward.

UMPD has sought to decrease reliance on armed officers through the use of safer crime prevention strategies such as Crime Prevention Through Environmental Design ("CPTED"). The use of equipment and technology through increased surveillance using cameras such as the Blue Phone system, securing buildings through controlled access, increasing lighting, and make changes to traffic and parking are all examples of effective environmental changes that make UMN safer without the use of officers. A number of specific technology and equipment solutions are proposed to be expanded or added by UMPD.

6.1 Recommendation: Demilitarize the UMPD, eliminate all military grade weapons, vehicles, ammunition, tear gas, except under certain conditions that will be determined through this review process.

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6.2 Recommendation: Expand the Blue Phone system and video monitoring to increase safety while reducing the need for expanded UMPD presence and footprint.

6.3 Recommendation: Deploy the use of body cameras to increase accountability, provide documentation of events, and identify areas for corrective training for officers.

6.4 Recommendation: Use ID center/help desks instead of security to manage building access, and eliminate the risk of disparate treatment.

6.5 Recommendation: Conduct lighting review and Crime Prevention Through Environmental Design (CPTED) assessment of UMN campus locations and contiguous neighborhoods to help reduce crime.

6.6 Recommendation: Ensure officers have less-lethal alternatives and are trained to use them.

6.7 Recommendation: Implement a safety app that can act as a 'virtual escort.'

6.8 Recommendation: Consider testing new apps that allow the voluntary sharing of personal information by students with special needs, disabilities, mental health conditions, or other situations that would be improved by the police responding to calls that involve them with the correct information about their conditions or situations, including emergency contacts.

Findings: Suggestions from the listening sessions included the use of body worn cameras⁸³, expanding the key cards limiting external access to buildings,⁸⁴ and improved lighting.⁸⁵

A caveat about body worn cameras is that the cost extends beyond the purchase of equipment and storage of video to the cost of managing the video, requests for video and the appropriate redactions for protected privacy (i.e., within people's homes), and preparation of video evidence for use in court.

PILLAR 7: COMMUNITY ENGAGEMENT IN ACCOUNTABILITY AND TRANSPARENCY

There is a wide continuum of models for community engagement in accountability and transparency of law enforcement agencies. A number of different alternatives were proposed by students, staff, and faculty during listening sessions to get at the ability of UMN campus community stakeholders at the university to have a mechanism to review police conduct complaints, and have input into hiring decisions, policies, practice, equipment and budgets. The determination of the best community engagement model for UMN should be developed through a consultative process.

⁸³ Deans Group. Listening Session. Held on November 11, 2020.

⁸⁴ Ibid.

⁸⁵ Undergraduate Student Government. Listening Session. Held on September 30, 2020.

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7.1 Recommendation: Review the UMPD complaint process to determine if it needs to be more accessible, transparent, and productive, to identify ways to hold individual officers accountable and improve the UMPD overall performance through changes to policy and practice.

7.2 Recommendation: Form a study group as part of Pillar 1A to review the current accountability structures for UMPD and Department of Public Safety (DPS) and recommend alternatives for greater accountability and transparency in addressing UMN campus community complaints and concerns.

7.3 Recommendation: Develop a Critical Incident Review process similar to Sentinel Event Reviews conducted in transportation and medicine to identify systemic issues that need to be corrected to prevent similar future incidents.

7.3.1 Conduct critical incident (SER) reviews to learn from critical events such as Somali Night 2018 to identify and address systemic barriers to improve policing outcomes, prevent similar situations and improve community alignment.

Findings: Participants in the listening sessions want the police to be held accountable for misbehavior, for causing harm, for officer created jeopardy, for intimidation and unnecessary trauma caused in the performance of their duties. The idea of citizen oversight is a long held standard practice in the United States. The ability to provide transparency in the review of citizen complaints about police behavior is a proven strategy to respond to community concerns. There are many different models and alternatives for citizen involvement that protect officer rights while ensuring accountability to the public they serve. A number of alternatives were raised during the listening sessions. This is in addition to internal affairs processes.

- There was a call to, “Create a transparent process for complaints related to interactions with diverse members of the community that respects legal requirements but also allows for those impacted to feel heard. Report annually on UMPD’s diversity data and climate issues.”⁸⁶ If people want to file a complaint against the UMPD, they have to speak to a supervisor at the department, which is intimidating.”⁸⁷
- University stakeholders suggested that reports [complaints] filed with UMPD should be publicly accessible if requested by the person reporting and the committee described above should be able to speak on what happens with cases and reports that are swept under the rug by UMPD. There needs to be greater accountability for UMPD members, reports and calls from students aren’t taken seriously.”⁸⁸ Students report that this information is public, but that they need to file the state equivalent of a FOIA request (Minnesota Data Practices Request Act). This is a concern for privacy because UMPD will know who put in the request.”⁸⁹

⁸⁶ The Diversity Community of Practice. Listening Session. Held on October 30, 2020.

⁸⁷ SDS and BSAC. Listening Session. Held on September 30, 2020.

⁸⁸ Al-Mdinah Cultural Center. Meeting. November 17, 2020.

⁸⁹ Graduate Town Hall. Listening Session. November 4, 2020.

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- Repeatedly, CL Alexander heard concerns about the idea of police accountability board. The City of Minneapolis accountability board includes police officers. They didn't want the police to be on the accountability board for the University.⁹⁰

PILLAR 8: ROLE OF UMN AS A LEADER FOR ADDRESSING POLICE & SOCIETAL REFORMS

UMN has the opportunity to step into a leadership role in higher education as a result of their close proximity to the death of George Floyd and the impact that has had on their own experience with how communities want to be policed. There are deeper underlying issues of systemic racism that have become more evident in 2020 as a result of the protests over the deaths of Breonna Taylor, Ahmaud Arbery and George Floyd. The COVID pandemic has revealed disparities across many systems as well. UMN can step into this experience in a way that takes the institution to a new level of alignment with its own values.

UMN has a host of internal assets that can be leveraged to help the University on this journey from faculty to programs, to the UMN campus community itself.

8.1 Recommendation: Develop a working group to engage assets within the UMN system to rethink criminal justice training and education, and other areas, to identify ways to reduce and eliminate institutional/systemic racism such as health, education, housing, employment, etc.

8.2 Recommendation: Use the UMN criminal justice related programs and minority and indigenous diversity groups to identify and promote evidence-based best practices in police reform and broader community involvement.

8.3 Recommendation: Participate in national forums or associations to promote higher education reforms in policing on campuses.

Findings: During a meeting with Deans, they noted that UMN is a system of campuses. What would it look like to approach policing as a system, instead of focusing on just one campus? "The idea that just one police department or city is experiencing a problem is a part of the issue - we are not approaching this as an institutional/systemic issue with policing itself. How can we, as the University of Minnesota, rethink public safety in a (University) systemic way that positively impacts us all?"⁹¹

Another perspective expressed that is relevant to the broader vision of UMN is to approach this entire exercise as a way to keep people out of trouble, to make changes that make it easier to abide by the law. "Instead of arresting people for biking through the mall, creating bike lanes through the mall. Instead of dealing with noise complaints because the freshmen are partying again, consulting with acoustic engineers on future dorm constructions, and using HEAPR [Higher Education Asset

⁹⁰ SDS and BSAC. Listening Session. September 30, 2020.

⁹¹ UMN Deans. Listening Session. October 27, 2020.

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Preservation and Replacement] funds to modify existing dorms to have better acoustic properties. Instead of arresting people for [defecating] at the train station, putting a public bathroom at the East and West Bank platforms. Instead of constantly giving engineering student project group members traffic tickets for parking illegally near Keller Hall/Shepherd Labs/Mechanical Engineering, reserving a parking space in those areas specifically for student project groups. Not only would these policies just be better for the campus community, but they would also save us money in the long run. It is so much cheaper to just have a parking space "reserved for engineering student project group pick up/drop off" than to have a traffic patrol officer." ⁹²



⁹² Diversity Community of Practice. Listening Session. September 29, 2020.

CONCLUSION

The charge for this report was to identify ways to improve the alignment of the UMPD with the broader UMN campus community. The assessment involved over 70 listening sessions and interviews with more than 30 key stakeholder groups. The major finding of that assessment is the acknowledgement that a significant portion of the UMN campus community experiences policing as the threat, not crime. BIPOC, LGBTQ+, international and undocumented students, and those with disabilities and mental health conditions experience police encounters from both a sense of historical trauma and current trauma that must be recognized, understood and addressed by changes in how UMPD officers engage with civilians in every situation and interaction.

UMPD meets the standards of being a professional organization and has been trained in critical topics such as implicit bias, procedural justice and de-escalation. The challenge comes in fully integrating those practices and principles so that all the community experiences interactions with officers as a positive experience, there to serve and protect, not to be protected from.

The purpose of the recommendations and action steps is to identify specific strategies to bring greater alignment to UMPD relationships within the broader UMN campus community through a cooperative partnership with the key stakeholders.

UMN has the opportunity to emerge as a national leader by addressing the historical and systemic issues in a holistic way that commits to inclusion, continued learning, accountability and transparency in achieving progress of a more unified community that provides a safe and supportive environment for all.

The key to success in implementation of the recommendations and action steps is to ensure the highest level of accountability and support through a dedicated representative body that reports directly to the President of the University. Creating a quarterly accountability report card that updates the administration and the entire campus community on progress toward each of the recommendations will help to keep the energy, focus and commitment of resources necessary for this journey.



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ATTACHMENTS

#1-STAND ALONE VERSION OF RECOMMENDATIONS AND ACTION STEPS

This attachment provides a distilled version of the recommendations and action steps to make them more accessible for review, analysis and implementation purposes.

PILLAR 1: STRENGTHENING TRUST AND LEGITIMACY

1.2 Recommendation: Form or adapt an existing platform that reports directly to the President to be responsible for implementation of the recommendations in this report and to serve as a way to reimagine and co-create how the UMN community wants to be policed, what it should be and what it is not, and to get the input from all sectors and affected communities, especially the perspectives of all groups that experience disparate policing outcomes.

1.2.1 Develop a campus-wide philosophy of policing/public safety through broad and open input that examines all the options from restructuring police function, to restructuring, to expanding UMPD to address crime increases.

1.2.2 Engage the academic and research assets of the UMN campus community to support this effort and to create a community of practice that addresses police reform efforts and the broader efforts of UMN to address systemic racism in all its aspects.

1.2.3 Develop a Sanctity of Life standard that assures that everyone makes it home alive at the end of the day.

1.2.4 Although UMPD use of force complaints are low, study and adopt examples of best practices like the Camden County Police Department ICAT program and their six use of force principles that reduced citizen complaints against officers. Tactics: slow down, move back, take cover, assess, communicate, find alternative solutions.

1.2.5 Develop a formal review of options to demilitarize UMPD and eliminate the presence and use of military grade weapons, vehicles, and other resources.

1.2.5.1 Address the idea of 'unarmed' policing approach and what is the right level of weaponry for use by UMPD that fits the purpose and philosophy of policing for UMN.

1.2.5.2 Differentiate UMPD from other law enforcement agencies by changing their uniforms.



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- 1.2.6 Conduct a review of UMPD policies and practices through an inclusive, consultative process to reduce risks to all (officers and campus community).
- 1.1.7 Increase transparency in UMPD Standard Operating Procedures/General Orders by posting them online.
- 1.2.8 Conduct a review of current immigration enforcement practices and clarify the role of UMPD with non-citizens on campus based on the new philosophy of policing being developed.
- 1.2.8.1 Issue a statement outlining the UMN approach to immigration issues for non-citizens on campus and the approach UMPD will take, how students, faculty and staff can safely seek support from UMPD as needed.
- 1.3 Recommendation: Create a dedicated Committee with the responsibility for processing historical trauma related to slavery and colonialism as it relates to the history of UMN and the broader issues of systemic racism.**
- 1.3.3 Develop and issue an admission of historical trauma and commitment to address systemic racism as an organization (UMN and UMPD/DPS) (see U of Wisconsin Madison example).
- 1.4 Recommendation: Address the unique needs of all UMN campus community stakeholders, particularly those reporting particular concerns such as BIPOC, international students, LGBTQ+, and those with disabilities or mental health conditions as an intentional part of the reimagining policing and strengthening UMN's broader efforts to address institutional and historical racism.
- 1.4.1 Convene each of the student cultural centers, international students, BIPOC, LGBTQ+, and those with disabilities or mental health conditions and the faculty, staff and groups that advise them to develop a specific set of recommendations for actions by UMPD and UMN to increase their ability to function in a safe and healthy environment.
- 1.4.2 Present the recommendations to the formal body designated to implement the recommendations of this report to the President. Include progress on adoption of approved recommendations in a report to the President on a quarterly basis.

PILLAR 2: EMBRACING PROCEDURAL JUSTICE

- 2.2 Recommendation: Establish a code of behavior/philosophy of policing using the internal and external procedural justice principles of fairness, voice, transparency and impartiality**



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that emphasizes sanctity of life and the difference between a philosophy of deterrence and compliance vs. procedurally just policing which is a shared commitment to a law-abiding community.

2.2.1 UMPD should fully train, implement, supervise and measure procedural justice practices and their impact on the quality and fairness of officer interactions with the UMN campus community, especially for those populations with higher risk of negative interactions in the past.

2.2.1.1 Implement a practice that every officer provides a card with contact information by which a community member can provide immediate feedback on officer behavior.

2.2.2 Conduct a review of UMPD stops, arrests and complaints to assess the equity, or differences of the impact and outcome of UMPD policing practices in order to identify areas for increased alignment with the philosophy of policing.

2.2.3 Study and implement an Active Bystandership for Law Enforcement (“ABLE”) initiative to help police officers stop unnecessary harmful behavior by fellow officers for use by UMPD and offer as a training resource to other law enforcement agencies in Minnesota.

PILLAR 3: DIFFERENTIATE AND REALIGN POLICING RESPONSIBILITIES

3.3 Recommendation: The President of UMN should work directly with the mayors of Minneapolis and St. Paul to clearly establish the roles and responsibilities for policing the neighborhoods that are contiguous to UMN campuses and facilities and the role of UMPD in responding the calls for service there.

3.3.1 Include light rail and other contiguous police agencies in the discussion.

3.3.2 Develop a formal operating memorandum of understanding that clarifies if and when UMPD officers are to respond to incidents off-campus and under what parameters.

3.3.3 UMPD should use the same on-campus policing style when policing adjacent campus neighborhoods [as defined by the Clery Act], i.e. bike patrols, walking beats, etc.

3.3.4 Coordinate crime prevention and problem-solving efforts with MPD and St. Paul Police Departments (“SPD”) in surrounding neighborhoods.

3.4 Recommendation: As part of revisioning the role of UMPD on the UMN campus, take a holistic systems approach to defining the roles for UMPD and ways to better link with



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and integrate more appropriate responses to social issues such as mental health, welfare checks, domestic violence, sexual assaults, disabilities and homeless situations through an integrated Community Safety or Community Response Team.

3.4.1 Establish a study group under the newly charged body to take on the implementation of these recommendations to research, design and recommend a Community Response Team approach that integrates all available resources for student services, mental health, substance abuse, mediation and other services.

3.4.2 Design a strategy using existing resources to test new ways to divert dispatch and 911 calls to more appropriate responders building on the Behavioral Consultation Team approach already in place.

3.4.3 Launch a multi-jurisdictional teaming approach with policies, procedures, training, monitoring and evaluation measures, and leadership support.

3.4.4 Require emergency contact information for all students, staff and faculty to improve alternative responses to calls for service and welfare checks.

3.4 Recommendation: Complete an analysis and review of UMPD staffing needs to address the revised levels of programming and response to crime on campus as the community safety response team is being designed and implemented.

3.4.1 Address the request for additional officers from UMPD based on the redesign of the policing philosophy, tactics, policies and practices.

3.4.2 Examine the current use of civilians in University Security and make recommendations to improve their impact and effectiveness as an alternative to fully armed officers.

3.4 Recommendation: Align hiring practices and diversity recruitment strategies to fit the revised policing model and newly clarified roles and responsibilities for UMPD officers and staff.

3.4.3 Include UMN campus community representatives in the design of the hiring criteria and in the selection process for new hires.

3.4.4 Require newly hired officers to intern with different student groups as part of their onboarding probationary period.

3.4.3 Ensure that the field training officer program (FTO) is realigned to match the renewed philosophy of policing for UMPD.



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PILLAR 4: ENGAGE UMN CAMPUS COMMUNITY IN UMPD TRAINING

3.4.5 Recommendation: Develop scenario-based training events that involve UMPD and students/faculty/staff that highlight the challenges and experiences on both sides to improve the culture and practice of policing and behavior on campus and in surrounding neighborhoods.

4.5.1 Use examples shared by the UMN campus community about ways they don't want to be policed for joint scenario-based table top exercises between UMPD and the UMN campus community.

4.6 Recommendation: Engage students, staff and faculty in regular UMPD scenario-based training exercises as part of existing training modules or newly developed trainings for UMPD.

4.6.1 Engage with the UMN campus community in the design and delivery of all trainings for UMPD where appropriate.

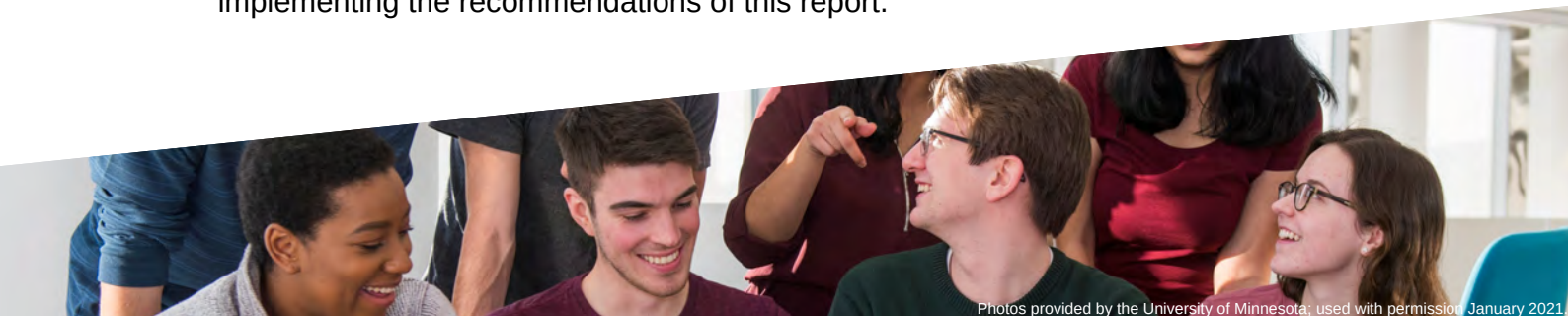
4.7 Recommendation: Increase transparency in training by sharing the core components of each training module received by UMPD online, where it doesn't violate the safety of officers.

4.8 Recommendation: Add trauma-informed care to training requirements, sensitize officers to understand how their behavior creates trauma, exacerbates or triggers past trauma and how to police in more healthy ways.

PILLAR 5: MEASURE OUTCOMES AND IMPACTS THAT MATTER TO ALL

5.5 Recommendation: Assess the perceptions and experiences of all UMN campus community members of UMPD interactions, particularly international students, undocumented students, BIPOC, LGBTQ, mental health and disabled populations to monitor areas for improvement.

5.5.1 Identify and document better ways to measure the experiences of all campus community members and provide quarterly reports to the new oversight body responsible for implementing the recommendations of this report.



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- 5.6 Recommendation:** Officers provide their cards to everyone they interact with to provide feedback on how the interaction went with a system that tracks, monitors, analyzes and corrects behavior.
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PILLAR 6: USE OF EQUIPMENT AND TECHNOLOGY

- 6.1 Recommendation:** Demilitarize the UMPD, eliminate all military grade weapons, vehicles, ammunition, tear gas, except under certain conditions that will be determined through this review process.
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PILLAR 7: COMMUNITY ENGAGEMENT IN ACCOUNTABILITY/TRANSPARENCY

67.1 Recommendation: Review the UMPD complaint process to determine if it needs to be more accessible, transparent, and productive, to identify ways to hold individual officers accountable and improve the UMPD overall performance through changes to policy and practice.

7.4 Recommendation: Form a study group as part of Pillar 1A to review the current accountability structures for UMPD and Department of Public Safety (DPS) and recommend alternatives for greater accountability and transparency in addressing UMN campus community complaints and concerns.

7.5 Recommendation: Develop a Critical Incident Review process similar to Sentinel Event Reviews conducted in transportation and medicine to identify systemic issues that need to be corrected to prevent similar future incidents.

7.5.1 Conduct critical incident (SER) reviews to learn from critical events such as Somali Night 2018 to identify and address systemic barriers to improve policing outcomes, prevent similar situations and improve community alignment.

PILLAR 8: ROLE OF UMN AS A LEADER ADDRESSING POLICE & SOCIETAL REFORMS

8.1 Recommendation: Develop a working group to engage assets within the UMN system to rethink criminal justice training and education, and other areas, to identify ways to reduce and eliminate institutional/systemic racism such as health, education, housing, employment, etc.

8.2 Recommendation: Use the UMN criminal justice related programs and minority and indigenous diversity groups to identify and promote evidence-based best practices in police reform and broader community involvement.

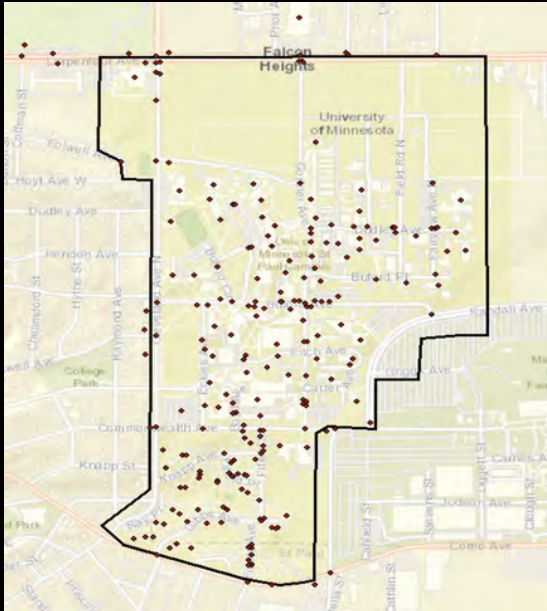
8.4 Recommendation: Participate in national forums or associations to promote higher education reforms in policing on campuses.



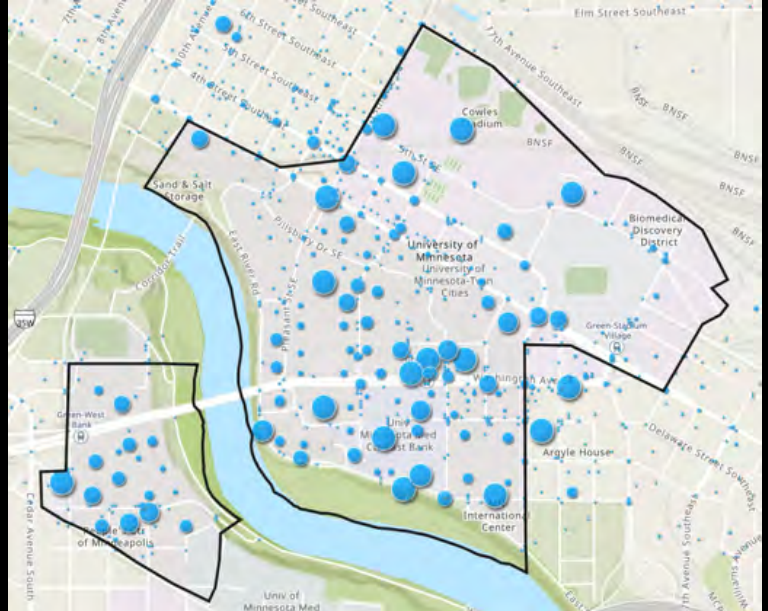
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#2-UMN CRIME DATA FOR 2018-2020

Calls for service on and near UMN campuses



St. Paul Campus 2020 year-to-date

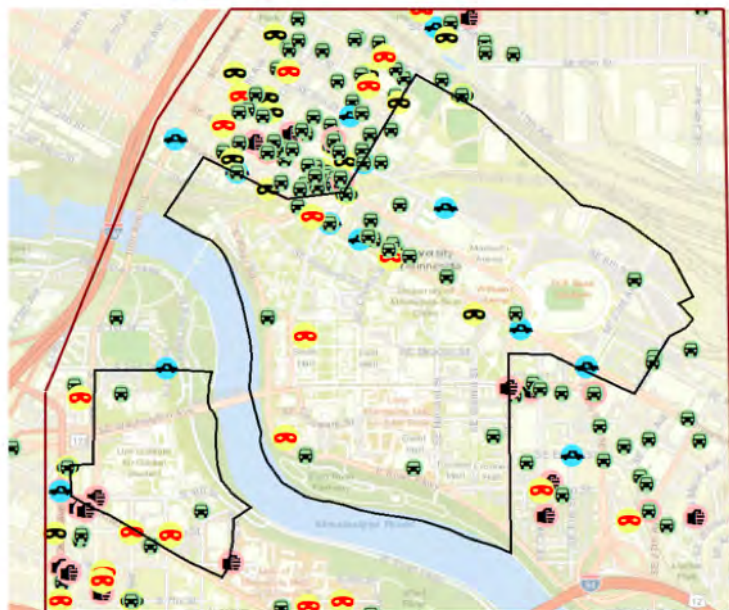


Minneapolis campus 2020 year-to-date

Crimes On-Campus and Surrounding Neighborhoods

- June 1, 2020 to November 9, 2020
- Includes University of Minnesota and neighborhoods immediately adjacent to campus.

| Crime Type | |
|------------|--------------------|
| | Aggravated Assault |
| | Aggravated Robbery |
| | Auto Theft |
| | Flee from Police |
| | Robbery |
| | Area Analyzed |



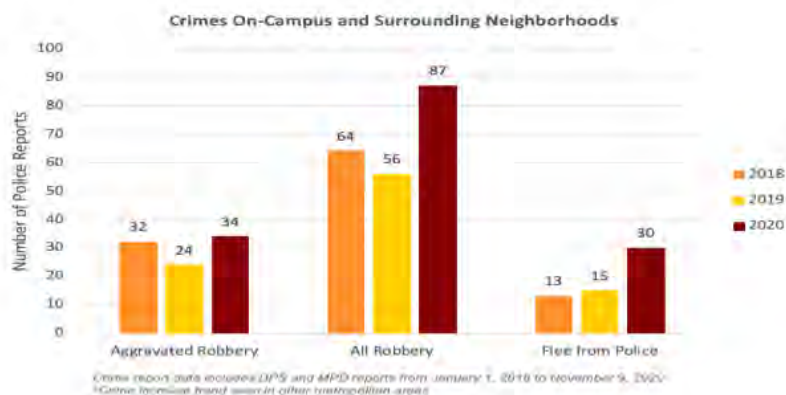
*Includes UMPD and MPD reports

Crime Trends

#2-UMN CRIME DATA FOR 2018-2020

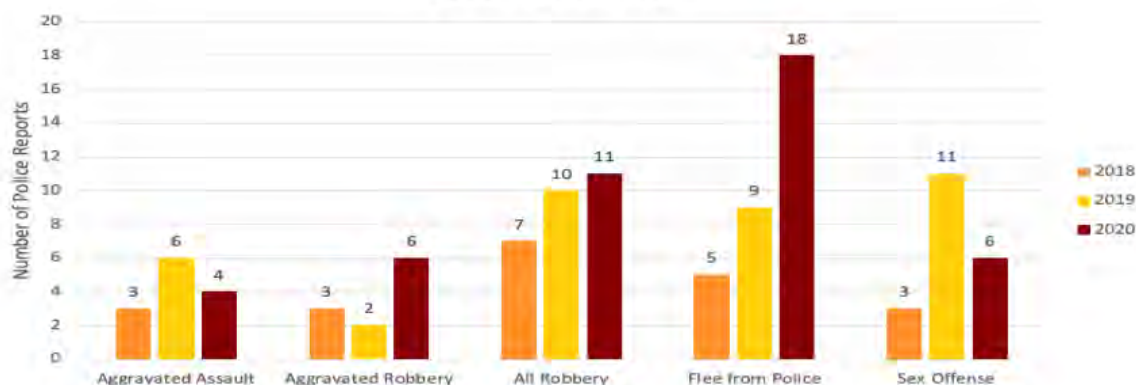
Areas of Increase

- A comparison of the university campus and surrounding neighborhoods (Dinkytown and Cedar Riverside) show an increase of auto theft, flee from police, and robbery since 2018.
- DPS has seen a direct link between auto theft and robbery. Individuals are known to use stolen vehicles to commit robberies and are fleeing when officers conduct traffic stops.
- Auto theft has increased by 77% from 2018 to 2019 and by 16% from 2019 to 2020 YTD.



Campus Crime

DPS Crime Reports 2018 – 2020 YTD



Campus Property Crime

DPS Crime Reports 2018 – 2020 YTD

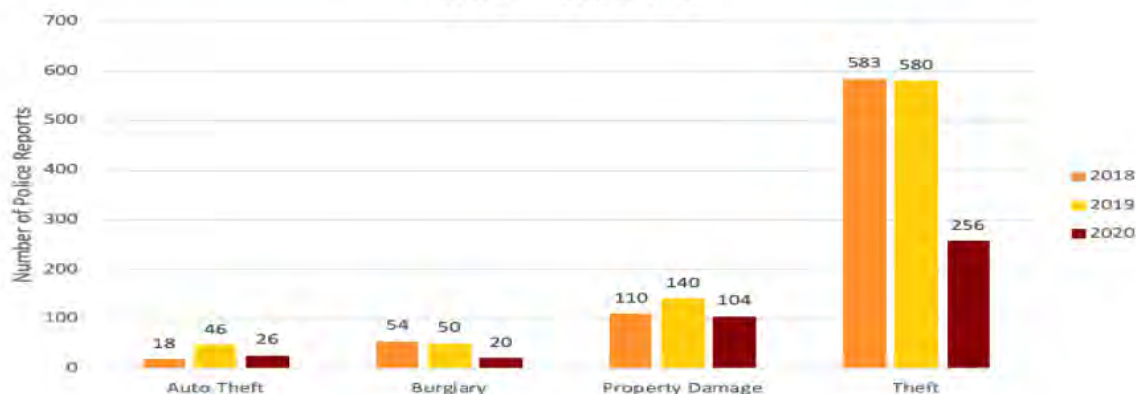


Table 9. Clery Act crime data comparison across universities.

| | UMN | UW | OSU | Illinois | Indiana | Iowa | Maryland | U Mich | Mich St. | Nebraska | Northwestern | Penn St | Purdue | Rutgers | Average | High | Low |
|--|----------|-----------|----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|--------------|-----------|-----------|-----------|-----------|----------|-----------|
| Murder | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 0 |
| Manslaughter by Negligence | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Rape | 30 | 12 | 118 | 19 | 19 | 32 | 23 | 20 | 16 | 13 | 7 | 41 | 17 | 26 | 28 | 118 | 7 |
| Fondling | 29 | 9 | 43 | 10 | 5 | 26 | 7 | 26 | 13 | 1 | 4 | 24 | 6 | 12 | 15 | 43 | 1 |
| Incest | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Statutory Rape | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Robbery | 21 | 7 | 9 | 1 | 2 | 7 | 4 | 2 | 2 | 0 | 0 | 4 | 3 | 6 | 5 | 21 | 0 |
| Aggravated Assault | 17 | 8 | 31 | 7 | 6 | 43 | 6 | 13 | 11 | 5 | 2 | 13 | 1 | 13 | 13 | 43 | 1 |
| Burglary | 57 | 67 | 71 | 10 | 17 | 13 | 22 | 6 | 63 | 5 | 17 | 26 | 22 | 31 | 31 | 71 | 5 |
| Motor Vehicle Theft | 45 | 2 | 13 | 2 | 12 | 7 | 57 | 7 | 37 | 6 | 0 | 0 | 5 | 0 | 14 | 57 | 0 |
| Arson | 2 | 0 | 7 | 5 | 15 | 0 | 6 | 4 | 0 | 0 | 0 | 4 | 0 | 0 | 3 | 15 | 0 |
| Dating Violence | 12 | 1 | 66 | 0 | 13 | 14 | 5 | 13 | 19 | 7 | 4 | 18 | 12 | 0 | 13 | 66 | 0 |
| Domestic Violence | 19 | 12 | 37 | 56 | 4 | 13 | 2 | 18 | 4 | 1 | 2 | 6 | 2 | 66 | 17 | 66 | 1 |
| Stalking | 45 | 48 | 91 | 66 | 30 | 93 | 16 | 49 | 33 | 13 | 16 | 42 | 20 | 7 | 41 | 93 | 7 |
| Hate Crimes | 4 | 3 | 11 | 0 | 3 | 2 | 4 | 8 | 0 | 6 | 1 | 4 | 0 | 2 | 3 | 11 | 0 |
| Total Clery* | 281 | 169 | 499 | 176 | 126 | 250 | 152 | 166 | 198 | 57 | 53 | 182 | 88 | 163 | 183 | 499 | 53 |
| Crime Rate | 1 in 228 | 1 in 326 | 1 in 130 | 1 in 301 | 1 in 371 | 1 in 144 | 1 in 290 | 1 in 286 | 1 in 280 | 1 in 502 | 1 in 414 | 1 in 280 | 1 in 519 | 1 in 342 | 1 in 315 | 1 in 130 | 1 in 519 |
| FBI Violent Crimes Total (Rape, Robbery, Aggravated Assault) | 68 | 27 | 158 | 27 | 27 | 82 | 33 | 35 | 29 | 18 | 9 | 58 | 21 | 45 | 46 | 158 | 9 |
| Crime Rate | 1 in 943 | 1 in 2041 | 1 in 411 | 1 in 1926 | 1 in 1730 | 1 in 438 | 1 in 1335 | 1 in 1358 | 1 in 1911 | 1 in 1591 | 1 in 2438 | 1 in 878 | 1 in 2175 | 1 in 1238 | 1 in 1458 | 1 in 411 | 1 in 2438 |
| FBI Property Crimes Total (Burglary, MVT, Arson) | 104 | 70 | 91 | 17 | 44 | 20 | 85 | 17 | 100 | 11 | 17 | 30 | 27 | 31 | 47 | 104 | 11 |
| Crime Rate | 1 in 616 | 1 in 781 | 1 in 713 | 1 in 3117 | 1 in 1062 | 1 in 1794 | 1 in 518 | 1 in 2797 | 1 in 554 | 1 in 2604 | 1 in 1291 | 1 in 1697 | 1 in 1692 | 1 in 1797 | 1 in 1517 | 1 in 554 | 1 in 3117 |
| FBI Violent & Property Crimes Combined | 172 | 97 | 249 | 44 | 71 | 102 | 118 | 52 | 129 | 29 | 26 | 88 | 48 | 76 | 93 | 262 | 20 |
| Crime Rate | 1 in 373 | 1 in 568 | 1 in 261 | 1 in 1204 | 1 in 658 | 1 in 352 | 1 in 373 | 1 in 914 | 1 in 430 | 1 in 988 | 1 in 844 | 1 in 579 | 1 in 952 | 1 in 733 | 1 in 659 | 1 in 261 | 1 in 1204 |

#3 UMPD TRAINING AND EDUCATION

Training and Education

Train Officers to Address a Growing Variety of Challenges

DPS consistently mandates training to staff members to ensure they are trained in the latest techniques and tactics to provide the best public safety services possible. The department has monitored key issues affecting our community to develop training and improve employee skills. In 2018, the MN POST Board (Police Officers Standards and Training) released new police learning objectives to address officer interactions with individuals with mental illness crises, address diversity, and de-escalation skills. When these objectives were released, the department had many of these training requirements and practices in place. The department currently promotes and

93 University of Minnesota Department of Public Safety, 21st Century Policing Practices,” October 19, 2020.



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provides instruction in Fair and Impartial Policing, Procedural Justice, and Law Enforcement Active Diffusion Strategies.

1. MN POST Mandated In-service Training Objectives

- In-service Use of Force Learning Objectives
- Crisis Intervention and Mental Illness Crises In-Service Learning Objectives
- Conflict Management and Mediation In-Service Learning Objectives
- Implicit Bias, Community Diversity, Cultural Differences In-Service Learning Objectives

Fair and Impartial Policing

- Instructor Training in 2016
- Department training in 2016
- All new officers receive training during orientation

Procedural Justice through the Center for Public Safety and Justice (CPSJ)

- Instructor Training in 2018
- Department training in 2018
- All new officers receive training during orientation

First Responders and Mental Health Crisis through People Incorporated

- Department training in 2019

Law Enforcement Active Diffusion Strategies Training

- Instructor training in 2019
- Department training October 2020
- Added to new officer Use of Force training

The department believes hosting training is not only beneficial to area law enforcement partners but also our community partners. Offering training to a multidisciplinary audience allows for consistent information between groups and collaboration.

In 2017 and 2019, the department hosted Senior Special Agent (Retired) Russell W. Strand. Mr. Strand presented a one-day training on Forensic Experiential Trauma Interviewing. This training brought in a multidisciplinary group of people. The audience included police investigators, patrol officers, counselors, and advocates.

In early February 2020, the department hosted a Threat Assessment Systems Training. Participants gained an understanding of the threat assessment process that included the history and background of threat assessment, threat assessment research principles, risk factors, and behavioral indicators. In addition, there was a discussion of the concepts and advantages of a community-based, multidisciplinary threat assessment system, team dynamics, threat assessment process, and management principles. The audience included members of threat assessment teams across the state.



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Members from the University of Minnesota's teams were in attendance.

2. Additional Training All Officers are enrolled with PATROL Online through the League of Minnesota Cities.

Training topics include:

- Force and De-escalation
- Mental Health
- Emotional Wellness for Law Enforcement
- Training on timely issues affecting Law Enforcement

True North Constitutional Policing

The Minnesota POST Board has approved this training for five (5) credit hours, in partial satisfaction of the requirements of Minn. Stat. § 626.8469, relating to the following learning objectives: Recognizing and Valuing Community Diversity and Cultural Differences to Include Implicit Bias Training: Objectives 1, 2, and 3 inclusive; and Conflict Management and Mediation: Objectives 1(A) and (B); 2(C) and (D), and 3(D).

- Completed by all UMPD personnel in 2020

Preventing and Responding To Sexual Misconduct

- Completed by all DPS personnel in 2019

3. Combating Implicit Bias, Verbal Defense, and Influence

All University Security employees receive training to enhance their effectiveness as DPS and University representatives. Employees complete a 4 hour Combating Implicit Bias course led by UMPD. This course prepares employees to recognize their own racial and cultural biases and to limit the role these biases play in shaping their actions. The course includes instructor-led dialog which explores scenarios common to security employees. Employees also complete a 5.5-hour Verbal Defense and Influence course led by University Security trainers. This course, which uses materials published by Vistelar, provides employees with a general framework for making public contacts in addition to strategies for de-escalation. The course includes instructor-led dialog which explores scenarios common to security employees.

4. PSECC Training

Prior to hire, The PSECC requires completion of a training program that meets the standards of the National Emergency Number Association (NENA) or the Association of Public-Safety Communications Officials (APCO) for 911 Telecommunicators. These standards require training on various 911 technologies, call classification and processing, the Incident Command



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System (ICS), and liability issues. After hire, new team members then complete additional training that is specific to the University systems and environments.

Since it is impossible to be too good or too knowledgeable regarding any task or subject, after completing on-the-job training PSECC team members are encouraged to practice, to be prepared, and to plan for the next level of their careers. This includes participation in advanced call-processing training on subjects such as active assailant, crisis negotiation, and tactical dispatch.



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