

Racial Equity Impact Analysis (REIA)

PURPOSE OF THIS TOOL: To facilitate consideration of racial equity and examine how Black, Indigenous, and People of Color (BIPOC) could be affected by a proposed action or decision of the City. The questions are designed to lead to strategies that will prevent or mitigate impacts and unintended consequences on BIPOC communities. For resources and support in completing this analysis, visit the Division of Race & Equity’s SharePoint site at minneapolis.mn.gov/sites/c00003/SREAP/REIA

SECTION 1: BACKGROUND

SUBJECT:

Charter Amendment to Section 7.3 Creating a New Department of Public Safety

WHO PARTICIPATED IN COMPLETING THIS ANALYSIS?

Councilmember Cunningham, Councilmember Fletcher, and Councilmember Schroeder

IS THIS ANALYSIS FOR A NEW OR UPDATED: (Select only one per analysis process)

- ORDINANCE
- CHARTER AMENDMENT
- CITY ENTERPRISE POLICY

DOES THIS IMPACT ONE OF THE [CITY’S GOAL AREAS?](#) (Select all that apply)

Policy Goals

- Public Safety
- Housing
- Economic Development
- Public Services
- Environmental Justice
- Built Environment & Transportation
- Public Health
- Arts & Culture

Operational Goals

- Workforce
- Spending
- Data
- Community Engagement

WHAT IS THE DESIRED OUTCOME FOR THIS ORDINANCE, AMENDMENT, OR POLICY?

This Charter Amendment aims to achieve the desired outcome of increasing safety for all residents of Minneapolis in ways that maximize strategies that sustainably disrupt cycles of crime and violence while also minimizing harm in the implementation of those strategies. If included on the November 2021 ballot and successfully passed, it will result in a new charter department, the Public Safety Department, which will be responsible for integrating the various public safety functions of the City of Minneapolis and remove the Police Department as a standalone department.

SECTION 2: DATA

LIST THE SPECIFIC GEOGRAPHIES THAT WILL BE IMPACTED AND THE RACIAL DEMOGRAPHICS OF CONSTITUENTS IN THOSE AREAS:

As a charter department, the Department of Public Safety will be responsible for providing public safety services to all residents of Minneapolis.

According to 2019 Census data, Minneapolis racial demographics breakdown as follows:

63.6% White

19.2% Black/African American

1.4% American Indian or Alaska Native

5.9% Asian

9.6% Hispanic or Latino

4.8% Two or more races

(<https://www.census.gov/quickfacts/minneapoliscityminnesota>)

WHAT DOES AVAILABLE DATA TELL YOU ABOUT HOW CONSTITUENTS FROM BIPOC COMMUNITIES CURRENTLY RELATE TO THE DESIRED OUTCOME COMPARED TO WHITE CONSTITUENTS?

Negative outcomes related to public safety are not evenly distributed geographically or racially.

In 2020, demographics of shooting victims break down as follows:

- 86% Male and 14% Female
- 81% Black
- 10% White (Includes Hispanic based on RMS Methodology)
- 4% Native American

When compared to citywide racial and gender demographics, Black and American Indian men are disproportionately victimized in crime and violence in Minneapolis. Forty-five percent of violent crime in the last three years occurred in just three wards - Ward 4, 5, and 9 - all of which are communities in which they are majority BIPOC or are racially pluralistic in their demographics. This translates to a concentration of individual, family, and community trauma that is then transmitted intergenerationally and most often intra-communally through this exposure to violence. This transmission leads to more community and family violence further entrenching racial and geographic disparities. For racially equitable outcomes to be achieved in public safety, data-driven decisions will have to be made about the allocation of public safety services and resources to ensure they are invested where they are needed most urgently.

Our current system of public safety that centers the institution of policing not only fails to keep BIPOC communities safe, but it has actively caused harm disproportionately in those same communities. Of the 17,235 reported use of force incidents since 2008, 62.5% of the subjects of that use of force were Black (per MPD data). Further, Black and East African drivers accounted for 78% of police searches that started as stops for moving or equipment violations from June 2019 through May 2020 (Star Tribune) For example, over the last seven years, 50% of complaints about police misconduct and abuse have been made in precincts 3 and 4, which serve the wards that experience the highest concentrations of violence.

The City of Minneapolis' current public safety system plays a role in the criminal justice system that has resulted in the endemic of mass incarceration that has broken up families and communities, permanently disenfranchised Minneapolis residents, and actually decreased safety overall in our city.

Overall, there are stark racially disparate public safety and criminal justice outcomes in Minneapolis.

WHAT DATA IS UNAVAILABLE OR MISSING? HOW CAN YOU OBTAIN ADDITIONAL DATA?

Data that is currently unavailable is racially disaggregated data on who files and prevails in officer conduct lawsuits, as well as disaggregated data on those incarcerated from Minneapolis and those on parole or probation. This data is necessary to more comprehensively understand how local policing is connected to racially disparate outcomes in the broader criminal justice system, particularly the carceral system.

SECTION 3: COMMUNITY ENGAGEMENT

USING THE INTERNATIONAL ASSOCIATION OF PUBLIC PARTICIPATION (IAP2) [PUBLIC PARTICIPATION SPECTRUM](#), WHICH PARTICIPATION STRATEGY(S) WAS USED WHEN ENGAGING THOSE WHO WOULD BE MOST IMPACTED?

- INFORM
- CONSULT
- INVOLVE
- COLLABORATE
- EMPOWER

DESCRIBE THE ENGAGEMENT AND WHAT HAVE YOU LEARNED?

This legislation is unique in how deeply involved the public has been and will be in the development and approval of it. Following the death of George Floyd at the hands of Minneapolis police officers in late May 2020, Minneapolis residents were deeply immersed in a public discussion about public safety in our city. Tens of thousands of residents participated in protests demanding transformation of our city's public safety system. Protest is a form of grassroots engagement. A similar proposed charter amendment was brought forward in 2020. During that process, there were public hearings hosted by the Charter Commission and many public comments submitted to the City Council directly. Comments had trends that included, but were not limited to, wanting a codified requirement for both law enforcement services and non-law enforcement approaches to public safety. Additional engagement at the "collaborate" level of the IAP2 will take place to co-develop the ordinance that will codify the organizational structure, details, and operations.

SECTION 4: ANALYSIS

HOW DOES THE OUTCOME FOR THIS ORDINANCE, AMENDMENT, OR POLICY HELP THE CITY ACHIEVE RACIAL EQUITY?

By coordinating the various public safety functions and services provided by the City of Minneapolis to its residents, the City is better aligned to provide good governance and oversight of the implementation of a comprehensive approach to public safety. This comprehensive approach incorporates both a public health framework and law enforcement frameworks oriented to problem-solving and high-quality services. The public health approach focuses on root causes of crime and disrupts cycles of violence by focusing strategies and resources on those at highest-risk of incapacitation through incarceration or death (Contagion of Violence, 2013). Given such a vast majority of violence is perpetrated intra-communally and concentrated in areas that are majority BIPOC (Kleinman, 2009), the public health approach leverages neighborhood-level assets, such as community members who are credible with offenders and community organizations providing social services, to implement strategies. This concentration of resources and capacity building will result in better outcomes for BIPOC residents across several quality of life indicators. Further, this approach emphasizes empirical evaluation to ensure outcomes are being met and make necessary adjustments to the implementation of strategies.

By orienting law enforcement to problem-solving and high quality services and by using intelligence driven resource decisions, the City will see more equitable outcomes. Problem-oriented policing is

inherently collaborative in nature, so it better bridges the trust gap between disenfranchised communities and law enforcement because it brings community members to the table to have a meaningful voice and role in increasing community safety (Braga, 2010). By targeting the resources and enforcement where they are most needed, police legitimacy is increased because disenfranchised communities are able to see a government system effectively working to protect them (Kennedy, 2011).

SECTION 5: EVALUATION

HOW WILL IMPACTS BE MEASURED? WHAT ARE THE SUCCESS INDICATORS AND PROCESS BENCHMARKS?

Impacts will be measured through local trends in the the Uniform Crime Reporting (UCR) of Part 1 and Part 2 crimes used in the National Incident-Based Reporting System (<https://ucr.fbi.gov/crime-in-the-u.s/2011/crime-in-the-u.s.-2011/offense-definitions>). As the accompanying ordinance is developed, additional success indicators and process benchmarks will be identified.

HOW WILL THOSE WHO ARE IMPACTED BE INFORMED OF PROGRESS OVER TIME?

The City is currently doing outreach through the Office of Violence Prevention and Neighborhood Community Relations and will continue to use these departments to update stakeholders. Additionally, the City Communications Department has created a public facing website devoted to informing stakeholders about the progress of the City's work to transform public safety and information about the charter amendment will be shared there.