Innovations Suite: Researcher-Practitioner Fellows Community of Practice

Community Based Crime Reduction Safe Communities of United Tribes Roberta Gibbons Sarah Greenman Shelly Schaefer April 2021

Introduction to the INV Suite

The Bureau of Justice Assistance (BJA) Innovations Suite (INV Suite) refers to a series of BJA grant programs that follow a data-driven approach to support the effective implementation of evidence-based practices to reduce crime, enhance public safety, improve the delivery of justice, and support community revitalization. The INV Suite includes a training and technical assistance (TTA) component to support BJA grantees. A key element of the INV Suite TTA is the <u>Researcher-Practitioner Fellows Academy</u>. The School of Criminal Justice at Michigan State University leads this TTA program working with BJA and partners from the Association of Prosecuting Attorneys, Center for Advancing Correctional Excellence at George Mason University, Justice Research and Statistics Association, the Center for Public Safety Initiatives at the Rochester Institute of Technology, and subject matter experts drawn from both the community of practice and research.

Michigan Justice Statistics Center

The School of Criminal Justice at Michigan State University, through the Michigan Justice Statistics Center, serves as the Statistical Analysis Center (MI-SAC) for the State of Michigan. The mission of the Center is to advance knowledge about crime and justice issues in the state of Michigan while also informing policy and practice. The Center works in partnership with the Michigan State Police, Michigan's State Administering Agency (SAA), as well as with law enforcement and criminal justice agencies serving the citizens of Michigan. For further information see: http://cj.msu.edu/programs/michigan-justice-statistics-center/

This case study was developed by the researchers and practitioners working in one of the INV Suite grant programs. The case study is one of a series produced by the Michigan Justice Statistics Center.

About the Authors

The following Authors are graduates of the Innovations Suite Researcher-Practitioner Fellows Academy. The one-page summary and case study were submitted through a selective mini-grant process offered to Fellows Academy graduates.

Roberta Gibbons is a professor and chair of the Human Services Department at Metropolitan State University where she teaches classes in violence prevention, program evaluation, and research methods. Dr. Gibbons has been designing and implementing program evaluations and action-research projects for non-profits and government agencies for fifteen years and spent over a decade as the principal investigator of a Department of Justice Violence Against Women Act grant at the University of Minnesota. She specializes in survey design, implementation, and analysis, focus group facilitation, participatory action research, and qualitative data analysis. Dr. Gibbons led the participatory action research team at Little Earth of United Tribes for four years as part of the Byrne Criminal Justice and Community-Based Crime Reduction grants sponsored by the Bureau of Justice Assistance at the U.S. Department of Justice.

Sarah Greenman is currently an Associate Professor of Criminology and Criminal Justice at Hamline University. She has expertise in community crime prevention and risk factors for violence and victimization.

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Shelly Schaefer is an associate professor of criminology in Hamline's Department of Criminal Justice and Forensic Sciences. Dr. Schaefer is also the Administrative Head for the Justice, Advocacy, Civic Engagement unit, Chair of the Criminal Justice and Forensic Science department, and the Peace Officer Education Coordinator at Hamline. Most recently, Dr. Schaefer was appointed by Governor Tim Walz to the Minnesota Peace Officer Standards and Training Board. Professor Schaefer specializes in juvenile delinquency, juvenile justice, community-based crime reduction initiatives, and policy evaluation. Before joining Hamline's faculty, Dr. Schaefer worked for the Fourth Judicial District as a research analyst, and prior to completing graduate school, she worked for Hennepin County Community Corrections as a juvenile correctional officer, and later as a transitional case manager working with youth reentering the community after a period of confinement. She graduated summa cum laude with a Bachelor's Degree in psychology from the University of Minnesota and received her PhD from the University of Minnesota in Sociology with a focus in Criminology. She has co-authored articles related to policy changes in the juvenile justice system, juvenile reentry, and the impact of confinement on the transition to adulthood. Dr. Schaefer is currently the Principal Investigator on a Department of Justice grant focused on Community-based Crime Reduction in partnership with a south Minneapolis community, the City of Minneapolis Attorney's Office, and the Minneapolis Police Department.

This project was supported by Grant No. 2016-MU-BX-K001 awarded by the Bureau of Justice Assistance. The Bureau of Justice Assistance is a component of the Department of Justice's Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, the Office for Victims of Crime, and the Office of Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking. Points of view or opinions in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice

One-Page Summary:

Community Based Crime Reduction Safe Communities of United Tribes

Name of the Project/program: Safe Communities of United Tribes (SCOUT)

Grant Period: October 2017-December 31st, 2020

Contact Information: Dr. Shelly Schaefer (Principal Investigator, Smart Suite Fellow), Dr. Roberta Gibbons (CBCR Research Team, former Smart Suite Fellow), Dr. Sarah Greenman (CBCR Research Team)

Website/Social Media Links: https://littleearth.org/scout

Brief Description: Safe Communities of United Tribes (SCOUT) is an initiative that includes a peacemaking program to resolve conflicts and improve relationships with Police, a focus on youth programming and keeping kids in school, efforts to improve care for residents in recovery, a team of 12 residents (from 14 years old and up) who serve as Safety Champions of United Tribes, and a cross sector team made up of project partners overseeing the initiative.

Partners: Minneapolis City Attorney's Office, Minneapolis Police Department, Little Earth Residents Association, Little Earth United Tribes Corporation, Hamline University

Evaluation/Outcome Measures:

 <u>Problem Statement</u>: High crime, coupled with low collective efficacy and low trust of police. <u>Outcomes</u> <u>Measures</u>: Community survey and Police survey, CPTED Analysis, cases diverted to Peacemaking Program.
 <u>Problem Statement</u>: Youth Involvement in and exposure to Crime. <u>Outcome measures</u>: Increased emotional intelligence through Conflict Resolution Training, referral to Peacemaking Program, wraparound case management, and creation of student success pathway

3) <u>Problem Statement:</u> High level of substance abuse/ drug-related crimes and drug dealing in community. <u>Outcome Measures:</u> Hire aftercare consultant, two residents complete prevention specialist training certificate, SCOUT team community interventions and trainings.

Challenges	Successes	Changes
Delay in Funding	Implemented Peacemaking Program	Change from trespassing to housing violations for Peacemaking Program
Change in Leadership at Community Site-leading to lack of buy-in for grant	Created Partnership with Minneapolis Park Police and Park District	Inability to fund gym renovations for peacemaking space (DOJ denial)
George Floyd and burning of 3rd Precinct (our police partner)	Engaged with youth in community 1:1	Implemented Police Survey to mirror community survey for comparison of results
Staffing Issues, exacerbated by COVID	Strengthen relationship with Minneapolis School District	Movement from in-person community events to virtual platforms
Change in leadership at MPD, lack of buy-in and decreased presence at cross-sector meeting	Completed community survey, police survey, and continued collaboration with MPD crime analysts.	

The Fellows Academy attended and how the Academy supported your efforts:

Our CBCR site attended the February 2017 Smart Suite training in Denver, Colorado. We were one of the only sites at the Fellows Academy that had a resident who lived in the community attend the program. The fellows academy supported our efforts by 1) validating our Participatory Action Research model, 2) encouraging the collection of primary data (which we did in through three separate inquiries), 3) instructing us to be "historians of the project" while simultaneously implementing the plan, 4) focusing on the importance of fidelity of implementation, and 5) providing guidance on how and when to adjust implementation strategies. These final two points became especially important to our work after Covid and the killing of George Floyd two miles from our study area.

Case Study:

Community Based Crime Reduction Safe Communities of United Tribes

Community Based Crime Reduction Case Study: Minneapolis – Little Earth of United Tribes Executive Summary

The Safe Communities of United Tribes (SCOUT) Community Based Crime Reduction (CBCR)¹ project is a cross-sector collaboration between the Little Earth Residents Association (LERA), Hamline University (fiscal agent), Minneapolis Police Department (MPD), the City of Minneapolis Attorney's office (MCAO), and the research team, Drs. Shelly Schaefer and Sarah Greenman (Hamline University) and Dr. Roberta Gibbons (Metropolitan State University). The grant focuses on the Little Earth (LE) community in South Minneapolis, which has been a hotspot for crime for 25 years.

The grant utilized a participatory action research model focused on community engagement to build trust, be as transparent as possible, and work with the community through the (previously established during the planning grant) Safety Champions/SCOUT team. The implementation grant included funding for two full-time positions at Little Earth: The Grant Coordinator and the Pathway Advocate, and also funded the Safety Champion/SCOUT Team. These positions were directly tied to the grant goals and strategies outlined below:

- To increase collective efficacy and trust in police, we developed a <u>Peacemaking Program</u> based on the alternative dispute resolution model created by the Center for Court Innovation in New York. Originally the program was designed to address trespassing and other low-level criminal citations; however, due to changes in LE administration, this goal pivoted from a diversion program for trespassing citations to accepting referrals for housing violations from LE Housing Management.
- 2) To address high levels of youth exposure to crime and low involvement in programming, as well reduced involvement by parents in school once children enter kindergarten, the Pathway Advocate

¹ The Bureau of Justice Assistance Community Based Crime Reduction (CBCR) program has also been referred to as the Byrne Criminal Justice Innovation (BCJI) program in other funding cycles. This project was supported by Grant No. 2017-AJ-BX-0011 awarded by the Bureau of Justice Assistance.

implemented evidence-based youth programming and provided outreach, programming, and case management for preschool graduates and their parents.

- 3) To increase collective efficacy and build trust in the grant process, the SCOUT team served as a critical link between the Grant Coordinator, Pathway Advocate, research team, the cross-sector team and the community; conducted the community safety survey, and provided leadership and outreach to the community.
- To address drug use and the lack of on-campus recovery services, we hired an aftercare consultant to leverage existing resources and bring services to Little Earth.
- 5) To identify micro-hotspots and contributing structural factors, we conducted a Crime Prevention through Environmental Design (CPTED) analysis.

There were numerous challenges to grant implementation including the delay of approval of the plan and budget, numerous changes in leadership at Little Earth and within law enforcement, complications related to Covid-19, and the murder of George Floyd and subsequent social upheaval, including the burning of the police precinct building that served LE and the surrounding area. Despite the challenges and the changes in implementation that ensued, the grant was successful in completing a Peacemaking Training that prepared 34 people to lead Peacemaking Circles, accepted 21 case referrals, and held 21 circles. SCOUT team members held numerous community outreach events related to safety, crime reduction, and building relationships with the police, and also administered a community safety survey door-to-door. The Pathway Advocate collaborated with the Conflict Resolution Center to implement a <u>Words Can Work</u> program with youth, strengthened relationships with the local pre-school and high school, met one-on-one with 450 youth, and instigated a kindergarten readiness program. The cross-sector team, including researchers, MPD, MCAO, and LERA continued to meet twice a month to review grant progress and strategies. The research team completed data collection and analysis of crime reports, led the SCOUT team in the implementation of the community survey, and administered a survey of police in the 3rd Precinct.

Grant outcomes include findings related to crime, collective efficacy, police legitimacy, and alignment of police and community perceptions. During the planning and implementation period (2014-2019), overall crime in the LE study area decreased. There was a statistically significant greater decrease in LE for trespassing, drug, and alcohol related crimes relative to the area immediately surrounding LE. In general, juvenile exposure to crime within LE followed the same trend as the juvenile exposure to crime outside of LE. This is notable because often, when other areas of the city experience decreases in crime, LE does not experience the same decrease. Comparing community survey data from 2016 to 2019, nearly all items related to the constructs of collective efficacy, procedural justice, and police legitimacy trended in the desired direction, showing an increase in informal social control and an increase in trust in the police. The police survey identified areas of alignment between police and the community and also areas where there is significant disagreement. The survey also found that as officers respond to more 911 calls, their attitudes are less favorable of the community and more favorable of the police; and officers that are in the community for something other than a crime report are more likely to have favorable opinions of the community.

SCOUT and Little Earth Background Information

The Safe Communities of United Tribes (SCOUT) Community Based Crime Reduction (CBCR)² project is a cross-sector collaboration between the Little Earth Residents Association (LERA), Hamline University (fiscal agent), Minneapolis Police Department (MPD), the City of Minneapolis Attorney's office (MCAO), and the research team, Drs. Shelly Schaefer and Sarah Greenman (Hamline University) and Dr. Roberta Gibbons (Metropolitan State University). The grant focuses on the Little Earth (LE) community in South Minneapolis, which has been a hotspot for crime for 25 years.

Founded in 1973, Little Earth of United Tribes is an American Indian community designed to provide its residents with the skills and experience to assist on their journeys toward economic stability and

² The Bureau of Justice Assistance Community Based Crime Reduction (CBCR) program has also been referred to as the Byrne Criminal Justice Innovation (BCJI) program in other funding cycles. This project was supported by Grant No. 2017-AJ-0011 awarded by the Bureau of Justice Assistance.

self-determination. The only Native-preference, HUD-subsidized, Section 8 housing community in the United States, the LE campus is comprised of 212 units of townhomes and apartments in Minneapolis, MN, and is part of the East Phillips neighborhood, which is a sector of the 3rd Precinct of the Minneapolis Police Department (MPD). The total LE campus is equivalent to four square city blocks.

Little Earth residents are 98% American Indian with representation of over 30 tribal nations. LE reports 650 individuals on lease (60% female; 40% male; 52% under the age of 18), but community self-report estimates suggest a population over 1,000. Of the 212 households, 60% receive public assistance and 79% are unemployed. The average annual household income is \$14,269, with an estimated 74% of LE residents below the poverty threshold compared to 11% in Hennepin County. LERA reports that students attend 20 different schools and the MN Department of Education reports that Native American students have the lowest graduation rates in the state (51% compared to the state average of 83.2%).

The LE community has been a hotspot for crime for 25 years. Original identification of LE as a crime hotspot for the BCJI planning grant relied on police data from 2000 to 2014. During this time period, there was a 16% drop in Part I crimes in the city of Minneapolis, and an even larger decrease in the third precinct (24%); however, the reduction of Part I crimes in LE only decreased by 6%. In addition, larceny increased by 138% from 2000 to 2014 and robberies by 100% in LE. Another telling and startling statistic is that narcotics crimes increased 163% in LE from 2000 to 2014, while they decreased 41% in Minneapolis, 53% in the 3rd Precinct and 66% in the Phillips neighborhoods.

Officers in the 3rd precinct have spent a great deal of time and resources addressing crime at LE. Officers on the Community Response Team, which conducts undercover details targeting narcotics, weapons and prostitution offenses, have conducted several operations at Little Earth. Youth and gang related violence are an ongoing issue in LE that the MPD has been working to address. In addition, domestic violence is ongoing but the unwillingness to involve the criminal justice system (reflected by comments from the community) is a concern. In addition to the above noted crime data, there are also correlating social conditions that contribute to LE as a hot spot. These include: poverty, historical trauma, cultural trauma, inter-generational poverty, hopelessness, and physical and cultural genocide. Furthermore, there is a significant heroin and opiate addiction problem, three Native-based gangs that are active, and juvenile exposure to and involvement in crime at Little Earth is higher compared to the surrounding area (28% of all incidents involve a juvenile in any role within LE compared to 20.3% in the adjacent area).

Purpose Statement/Grant Goals/Summary of Strategic Plan

The purpose of the CBCR Implementation grant was to reduce crime and build trust between communities and law enforcement where crime is concentrated. We developed our implementation strategies based on thorough data analysis and research on best practices. Because our process focused on community engagement from the start, using a participatory action research (PAR) model, a focus of our implementation grant was to continue to build trust and be intentional about transparency, and work with the community through the Safety Champions team to implement strategies. Our strategic plan focused on the following goals³. Table 1 outlines the goals and key milestones and accomplishments for our strategic plan.

1) Peacemaking Program. Prioritized problem statement: Little Earth residents show a low level of collective efficacy and high levels of distrust in police, questioning both police

legitimacy and procedural justice. To increase collective efficacy, decrease the use of trespassing citations, and resolve community disputes, we instituted a Peacemaking Program. The Peacemaking Program is a restorative justice program created by the Center for Court Innovation in New York and used by justice and

COLLECTIVE EFFICACY

Collective efficacy refers to the sense of social cohesion within a neighborhood and the willingness to improve the neighborhood and intervene at signs of trouble. Neighborhoods characterized by high levels of collective efficacy have lower levels of crime and disorder. See Uchida et al., 2015.

Uchida, C.D., Swatt, M.L., Solomon, S.E., and Varano, S. P. (2015). Community, Crime Control, and Collective Efficacy. Lanham, MD: Lexington Books.

³ Our implementation plan proposed repurposing and renovating the existing LE gymnasium to The Pendagayosh Community Space to support community events, the peacemaking program, and youth programming, Renovation of the existing gym, included sound proofing, and renovation of the heating and cooling system was not approved as a budget item.

tribal organizations throughout the country to provide a conflict resolution model based in native culture. At the inception of the implementation grant, the Peacemaking Program focused on criminal citations (e.g. trespassing) and noncriminal residential disputes; however, as outlined below, disagreement and changes in executive leadership led to a revised implementation plan. The goal of the Peacemaking Program pivoted from a diversion program for trespassing citations to accepting referrals for housing violations from LE Housing Management.

2) Pathway Advocate. Prioritized problem statement: Little Earth youth show high levels of exposure to crime and low involvement in programming. Parents of preschool-aged children show reduced involvement in children's school once children enter kindergarten. To address these problems, the implementation plan included the following: 1) a full-time Pathway Advocate to provide wrap around case management for both Baby Space preschool graduates throughout their school years, and LE school-age youth to increase successful completion of their educational goal; and 2) the Pathway Advocate implemented evidence-based youth programming to match the needs of the LE youth.

3) SCOUT Coordinator and SCOUT Team. Prioritized problem statement: Little Earth residents show a low level of collective efficacy, specifically a low level of willingness to intervene on behalf of each other. The planning grant utilized a Participatory Action Research (PAR) approach. A PAR approach to knowledge-making posits that knowledge is generated from lived experience as much as it is from scientific inquiry. Because of its focus on community participation and action, PAR is a natural fit for crime reduction strategies that require the engagement of the community in well-defined crime prevention efforts. Led by Dr. Roberta Gibbons, the planning grant created the Participatory Action Research Team (PAR-T), composed of Little Earth residents, that established methods for community engagement; collection of data related to community opinions, experiences, and ideas; and shared data with the community and solicited community feedback. During the implementation grant, the PAR-T morphed into the SCOUT team, included grant-funded paid positions for the SCOUT Coordinator and SCOUT Team. The SCOUT Team not only continued to be a critical link between the Grant Coordinator, Pathway Advocate, research team, the cross-sector team and the community; they also provided leadership and outreach to the community. With the intention of building collective efficacy and improving community-led initiatives, the SCOUT Team supported community events, such as Police Pop Ups (meet and greets), Kitchen Table Talks, Peacemaking, and other community safety initiatives during the implementation grant.

4) Chemical Health and Aftercare Planning. Prioritized problem statement: The community has identified drug use and drug dealing as significant problems and notes a lack of on-campus recovery care for LE Residents. To leverage the existing resources and the cross-sector partnership, the grant funded an aftercare consultant to build and bring community-based aftercare services to LE. In addition, the Grant Coordinator and consultant had a goal to identify and fund training to certify two LE residents to become alcohol prevention specialists making them eligible to apply for SAMHSA funding to further support alcohol and drug counseling services.⁴

5) Crime Prevention through Environmental Design (CPTED). Prioritized problem statement: LE has micro hotspots for crime. The implementation plan proposed to further analyze the physical structure and layout that could be creating opportunities for crime. The proposed plan included using a CPTED-analytic approach to better understand how structures are related to sustained opportunities for crime. The Principal Investigator, Dr. Shelly Schaefer, secured external funding to complete the 40-hour CPTED training and completed a CPTED site analysis with recommendations for implementation.

CRIME PREVENTION THROUGH ENVIROMENTAL DESIGN

Crime Prevention Through Environmental Design (CPTED) proposes that it is possible to reduce the fear and incidence of crime through environmental and proper design and effective use of a built environment.

See:Crowe, T., and D. Zahm (1994). "Crime Prevention Through Environmental Design." Land Development, Fall: 22–27; Jeffery, C. R. (1971, 1977). Crime Prevention Through Environmental Design. Beverly Hills, Calif.: Sage. National Crime Prevention Council (1997). Designing Safer Communities: Crime Prevention Through Environmental Design Handbook. Washington, D.C.: NCPC.

⁴ Due to executive leadership issues, this goal was not achieved.

List of Innovative Strategies	Key Activities/Milestones Accomplished
Peacemaking Program	 34 trained Peacemakers completed 26-hour training in partnership with the Center for Court Innovation, Red Hook Peacemaking, and Tribal Representatives from Navajo Nation. 21 cases referred to Peacemaking between Feb. 2020-December 2020 from Little Earth Housing Management (9), Little Earth Residents Association (10), Minneapolis Police (2). 21 Peacemaking Circles Held
Pathway Advocate	 Held 26 Thursday teen groups with an average of 11 youth per group. Provided 448 individual youth check-ins Developed on-site Friday school drop-ins in partnership with South High's All Nations (Native American Center School Program) to bridge community and school (see Appendix 1: MPS Letter of Recommendation)
Kindergarten Readiness (Pathway Advocate)	 Goal: To identify LE families with children ages 4-6 years old and assist with Kindergarten registration and readiness Strengthened partnership with BabySpace (neighborhood learning center) Created Programming Bridge from BabySpace to Little Earth Youth Development Center Implemented Kindergarten Readiness Camp: served 16 pre-k youth, 1 hour sessions bi-weekly for four weeks. Implemented Kindergarten Distance Learning to 44 LE households with youth between ages of 4-6 Distributed Kindergarten readiness remote learning packets that included cultural-specific learning tools, writing, reading, and numbers.
Words Can Work Youth Group (Pathway Advocate)	 Goal: Implement evidence-based strategy to teach youth to utilize conflict resolving skills to reduce involvement in and exposure to crime and violence. Pathway Advocate partnered with the Minneapolis Conflict Resolution Center to offer the Words Can Work Curriculum (12 session curriculum) to youth at Little Earth Engaged 16 youth between the ages of 12-20. Developed partnership between Center for Conflict Resolution and Nawayee Center School for continued programming.
Police Pop Ups (SCOUT Coordinator and team)	 Goal: To increase positive relationships with Minneapolis and Park police through community engagement. The SCOUT Coordinator developed three monthly police pop-ups held at the Cedar Park Field (park adjacent to Little Earth). Held three police pop ups in the community totaling 105 residents in attendance.
After Care Consultant & SCOUT: Chemical Dependency NARCAN Training	 Hired aftercare consultant to improve chemical dependency resources to LE residents. Trained 142 residents to administer Narcan Created Community Wellness Fair on Oct. 15th, 2020

Table 1. SCOUT CBCR Strategies and Key Activities/Milestones Accomplished

Safe Communities of United Tribes (SCOUT) Team (See Appendix 2 for photos of SCOUT led events during the implementation grant).	 Hired 4 Jr. Safety Champions (ages 9-13), Employed 36 safety champions age 14+, 3 SCOUT Coordinators over course of the grant Coordinator served as voice of community at Cross Sector meetings Provided circle time Monday and Friday during the months of May and June of 2019 as bus patrols for children, ensuring children's safety for bus transportation, including Native drumming. Supported Reclaim the Park Efforts in Cedar Field each month during the summer of 2019 Sponsored and facilitated Narcan trainings Supported Light up the Night events in December of 2019 and December of 2020 (see Appendix 2 for pictures) Held six separate Drive-In Movies during the summer of 2019 as part of Reclaim the park Completed door-to-door community survey, Co-coordinated, administered, and completed data entry, Presented community survey findings back to community in community meeting Coordinated and facilitated Kitchen Table Talks
Kitchen Table Talks (Researchers, SCOUT Coordinator and Team)	 Eights KTTs were held between 3/11/20 and 12/11/20 (Four of them virtual) 41 people participated in the KTTs Food for participants was paid for through a separate funding stream Feedback/Findings in Appendix 5 A survey completed by 21 participants (51%) All respondents rated the experience "excellent" or "very good" All respondents indicated that they would like to participate in such a forum for community discussion regularly 13 participants (62%) wrote-in on the survey a comment related to KTTs being a good forum "to hear the voice of the community"
Crime Prevention Through Environmental Design (CPTED)	 Completed CPTED evaluation and recommendations. Report sent to LERA, LEUTCH, and LEM. LEUTCH and LEM made landscaping improvements, increased lighting to park, re-striping of parking lots. Park Police provided additional lighting and cameras in Cedar Park from April-October 2019 and May-November 2020. Minneapolis Public Works installed speed bumps to slow traffic, closed one-way intersections to reduce drive-by shootings at Cedar park, and replaced street lights along 18th Ave. S and Ogema Place. See Appendix 3 for CPTED analysis/findings

Obstacles or Challenges to Overcome

The following outlines significant issues that impacted program implementation, including changes

in strategies/priorities. The process evaluation outlines how we overcame some of these challenges.

Delay of Implementation and Budget Approval. The Department of Justice notified Hamline University in

October, 2017 that it was awarded the CBCR Implementation grant; however, the plan and budget were not

approved until September, 2018. The eleven-month delay significantly impacted the momentum achieved

from the planning grant, including community buy-in and leadership turnover within partnering agencies.

Despite the delay to approve the CBCR implementation plan, the cross-sector team continued to meet

monthly and quickly began implementation when funds were released in September 2018.

LERA Executive Leadership Changes. One of the most significant issues affecting program implementation was the lack of LERA executive leadership and support during the implementation phase. Over the period of the implementation grant, LERA had three different Executive Directors, including one who was openly hostile to the goals and processes of the grant. The lack of leadership and buy-in contributed to underrepresentation of LERA leadership and community members at cross-sector meetings, delays approving funding for implementation strategies, barriers to full implementation of Peacemaking, and little supervision of grant-funded staff. In an effort to reverse course, the PI reached out to the TTA provider, LISC, requesting the site be placed on a formal TTA plan to prioritize implementation strategies, establish consistent communication with cross-sector team, and provide oversight to grant-funded staff.

Peacemaking Program Changes. The CBCR implementation grant application proposed implementing a Peacemaking Program to reduce trespassing citations in the Little Earth community for both new and chronic trespassers. The planning grant identified that a majority of trespassing citations originated with LE off-duty officers (95% of the arrests made by off-duty officers were for trespassing). Because off-duty officers are employed by Little Earth United Tribes Housing Corporation (LEUTHC), we needed to have agreement from LEUTHC to direct its off-duty officers to use the Peacemaking Program as a diversion in lieu of citation. Despite agreement, support, and signatures from LEUTHC, Little Earth Management (LEM), and LERA during the writing of the implementation grant proposal, new leadership did not support Peacemaking as a diversion program for trespassing. In an effort to continue to implement the Peacemaking Program in LE, the cross-sector team proposed the Peacemaking Program pivot and be used to resolve housing violations in lieu of "strikes" on a household's section 8 voucher (three strikes lead to eviction). The Grant Coordinator and PI worked with the housing manager of LEM to create eligibility criteria for referral to the Peacemaking Program. The grant coordinator was able to create a process and criteria for housing referrals, but the delay in finalizing MOUs led to a low number of housing referrals to the program. *Minneapolis Police 3rd Precinct Changes.* During the planning grant, the cross-sector team included active participation by the Inspector of the Minneapolis 3rd Precinct, a lieutenant of the 3rd Precinct, and three MPD officers. Over the time of the implementation grant, the Inspector of the 3rd Precinct changed two times, and the lieutenant who was actively involved in both the planning and implementation grant was reassigned, the beat officers changed, and MPD reassigned the community engagement officers to a different unit. Furthermore, the Grant Coordinator did not prioritize reestablishing an active working relationship with the new Inspectors at the 3rd Precinct. Together, the changes in MPD leadership and Grant Coordinator oversight decreased active participation with the cross-sector team and understanding of community needs and issues.

COVID-19. As with many CBCR implementation sites, COVID-19 significantly affected the LE community, including the ability to implement crime reduction strategies. The Peacemaking Program requires in-person participation via circle by numerous individuals (peacemakers, peacemaking coordinator, peacemaking client, community members) that could not be held beginning March of 2020. In addition, one of the main methods of communication in the LE community is door knocking, which also was suspended due to COVID-19, making it difficult to communicate with residents. Furthermore, Kitchen Table Talks, which began in January 2020, were postponed and moved online. The shift to a virtual platform for peacemaking and youth programming was plagued by significant barriers such as lack of stable internet, and lack of available technology. When possible, the Grant Coordinator and Pathway Advocate did utilize outdoor space during the summer of 2020 for youth programming and peacemaking circles, but this could not make up for the lost ground due to COVID-19.

Murder of George Floyd. The murder of George Floyd on May 25th (2020) significantly impacted the LE community. George Floyd was murdered 2.6 miles from the LE community and the officer charged with Floyd's murder, Derek Chauvin, was involved in an officer-involved shooting in the <u>Little Earth community</u> in 2011 and previously worked in LE as an off-duty officer. The subsequent protests and riots, including the

burning of businesses, residential property, and the 3rd Precinct, occurred within 1 mile of the LE community, leaving the community without power, public transportation, police protection, and a lack of food and supplies.

Process Evaluation

Despite the many challenges mentioned above, we were able to keep systems in place to continue to make progress on the grant. Our process included: 1) Bi-weekly cross sector team meetings with MCAO, MPD 3rd Precinct representation, Minneapolis Park Police, the research team, Principal Investigator (PI), Pathway Advocate, and the SCOUT Coordinator to track progress of grant goals and reform where necessary; 2) Weekly check-ins between the PI and the grant coordinator to ensure fidelity of implementation; 3) Technical Training Assistance Plan to ensure sustainable programmatic activities were in place to address chronic and persistent violent crime challenges, and 4) the Research team continued to meet regularly to monitor progress and strategize next steps, and also persistently engaged with MPD leadership (including Chief Arradondo) to present community and police survey findings. Together, it was this strong review and oversight process that gave us regular opportunities to review grant progress and strategies and helped our site have positive outcomes despite the challenges previously discussed.

Outcome Findings

Crime Data. During the planning and implementation period (2014-2019), overall crime in the LE study area decreased. There was a statistically significantly greater decrease in LE for trespassing, drug, and alcohol related crimes relative to the area immediately surrounding LE. There was a statistically significant increase in domestic related incidents during the same time period for LE relative to the surrounding area. During the project, there were two other major domestic violence policy changes within LE that may have had an impact on the reported domestic incidents within LE: the local advocacy agency did not have their advocate at LE for the entirety of the grant project and the MCAO was conducting a new outreach program to residents when the police were called.

A descriptive outcome analysis of the juvenile data found that in general, juvenile exposure to crime within LE followed the same trend as the juvenile exposure to crime outside of LE. This is notable because as mentioned above, this is not always the case in LE. Often, when other areas of the city experience decreases in crime, LE does not experience the same decrease (e.g., from 2000-2014 there was a 24% decrease in Part I crimes in the third precinct, but only a 6% in LE). See Appendix 4 for figures and results of crime data.

Kitchen Table Talks. Although the goals of the KTT had to change over the course of the grant, they were very important to building community connections during COVID and gathering important information from community members to aid in future programing, such as whether community members were aware of programing, gathering community suggestions for improving community safety, and suggestions of other programing. (See appendix 5 for KKT findings).

Community Survey. The follow-up community survey (2019) was a way to assess changes in feelings of safety, collective efficacy, police legitimacy and procedural justice. Comparing community survey data from 2016 to 2019, nearly all items related to the constructs of collective efficacy, procedural justice, and police legitimacy trended in the desired direction, showing an increase in informal social control and an increase in trust in the police. Neither of these items is yet at a desirable level, but the direction is promising (See appendix 6 (2016) and 7 (2019) for community survey findings).

Police Survey. The research team conducted a police survey to answer community requests for such a survey and to improve police-community relations and police effectiveness. In general, the survey results showed areas that the police and the community agreed, but there were many areas that the police and community did not agree and should be the focus of future relationship building (see appendix 8 for a full list of results). Most striking, the survey found that as officers respond to more 911 calls, their attitudes are less favorable of the community and more favorable of the police; and officers that are in the community for something other than a crime report are more likely to have favorable opinions of the community.

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Sustainment

The sustainment of the Peacemaking Program is contingent on three factors: 1) LERA hiring a Peacemaking Program Coordinator (LERA did not continue to fund the position); 2) LE leadership fully embracing the Peacemaking Program as an alternative dispute resolution program for the use of trespassing and housing violations, and 3) ongoing training for Peacemakers, and development of a diversion program with MCAO.

The community response to the Pathway Advocate position was positive and LERA chose to continue to fund the position. This position has expanded to coordinate all youth programming and will continue to offer conflict resolution training with youth, in hopes to expand to the public school system.

Conclusion

Lessons Learned

Persistence. Given the changes and challenges described above, many of the grant goals continued to be met due to the persistence of the PI, research team, and the commitment of core cross sector team members. For example, the PI took on the role of effective supervisor of the Grant Coordinator and Pathway Advocate, another research team member made contact after contact with police leadership to set up meetings, and core members of the cross-sector team showed up twice a month to review the work of the grant, even when no members from LE, outside of the Grant Coordinator, were present at the meetings. Many SCOUT team members stayed active in safety work after leaving their positions on the SCOUT team.

Consistent check-ins on progress, process and strategy. The cross-sector meetings mentioned above and the regular meetings of the research team provided opportunities to regularly check on grant goals, suggest changes in process, and debate strategy.

Supervision structure. It was a mistake to house the Grant Coordinator outside of the organization that served as the fiscal agent. The Grant Coordinator, at times, struggled to stay focused on the priorities of the grant, received little support from executive leadership, and experienced personnel issues with SCOUT team

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members. Because the Grant Coordinator position fell under LERA's subrecipient budget, the fiscal agent did not have authority to take corrective action. If the Grant Coordinator position were part of the fiscal agent budget, the PI would have had direct oversight and more authority to adhere to project goals.

Increased capacity

PAR Team/Safety Champions/SCOUT Team. Participation on the Participatory Action Research Team increased the capacity of many LE residents and improved community organizing around safetyrelated and other issues. Seven members of the PAR Team/SCOUT ran for and were elected to the LERA Board, including two former members serving as Board Chair. Members of SCOUT testified in front of the Minneapolis City Council (see appendix 1). Further, many members found employment with LERA or other Native-serving organizations such as the Indian Health Board and Native American Community Development Institute. Many PAR-Team SCOUT members continue to be involved in community-building and violence prevention efforts. One account of the action research grant work quotes a PAR Team member saying that "people loved that we were community members involved, that we had youth involved" and notes that another explained "Our goal wasn't just to address the safety issues, but to empower community members and give them the skills and resources to address community safety themselves. We're building more leaders."⁵

Youth Programming. The work of the grant demonstrated the need for, and efficacy of, evidence-based programming targeted at teens and to pre-K students and their parents. The sustained Pathway Advocate position will continue to connect teens to the school system, facilitate conflict resolution training, and work with families to support their youngest learners.

Additional Media and Website <u>SCOUT Website</u> <u>SCOUT Introductory video</u> <u>SCOUT Pathway Advocate video</u> <u>SCOUT Peacemaking Video</u>

⁵ McVicar, Sarah (2021) "Little Earth Partnership Redefines Research" in ICES Bulletin, February, Metropolitan State University. Retrieved 2/21/21 at <u>https://www.metrostate.edu/news/little-earth-partnership-redefines</u>

Appendices:

Community Based Crime Reduction Safe Communities of United Tribes

Appendix 1: MPS Letter of Gratitude to SCOUT Pathway Advocate



Jenny Lind Elementary School 5025 Bryant Avenue North Minneapolis, Minnesota 55430 Phone: 612.668.2020 Fax: 612.668.2030

January 5, 2021

To Whom It May Concern:

I wanted to take a moment to share the positive impact that Harrell Mathieu had on the students and staff at South High School during my time as an assistant principal there (school years 2016-2020.)

When I met Harrell, while holding parent/teacher conferences on site at Little Earth, I had the opportunity to share with him the struggles we were having with attendance and engagement with our students in the All Nations program. I shared with him that when we were able to get students engaged, the students had access to highly relevant, culturally focused programming that often involved project-based learning and experiential learning off-site.

Harrell was able to organize and facilitate both meetings with other stakeholders, as well as meetings with parents and students, that resulted in a weekly plan to support most of the students who lived at Little Earth and attended South, and a few other Native students who didn't live at Little Earth, but were strongly affiliated with Little Earth though sports or their peers. Harrell organized his colleagues to come to South weekly and tutor students and reward them for their performance, while working hard to assist South in maintaining strong communication with families.

Before the COVID-19 pandemic hit, Harrell had created a partnership with South that directly resulted in increased student attendance, performance and engagement. Harrell would come to South, see who was missing and go back to Little Earth to physically bring students to school. He would facilitate parent meetings with South staff that resulted in strengthened relationships. His leadership had a direct result in increasing our On-Track data (grades and attendance) for students in the All Nations program.

It is my sincere hope that South High continues their partnership with Harrell and Little Earth. I would be honored to work with Harrell in the future, as his hard work and strong advocacy skills showed proven results during our time working together at South.

Sincerely,

Mercedes Walker Assistant Principal Jenny Lind Elementary School 612.345.0447

Appendix 2: SCOUT Initiated Community Events

Reclaim the Park







Safe Summer Nights at Little Earth











SCOUT Friday Movie Night in the Park

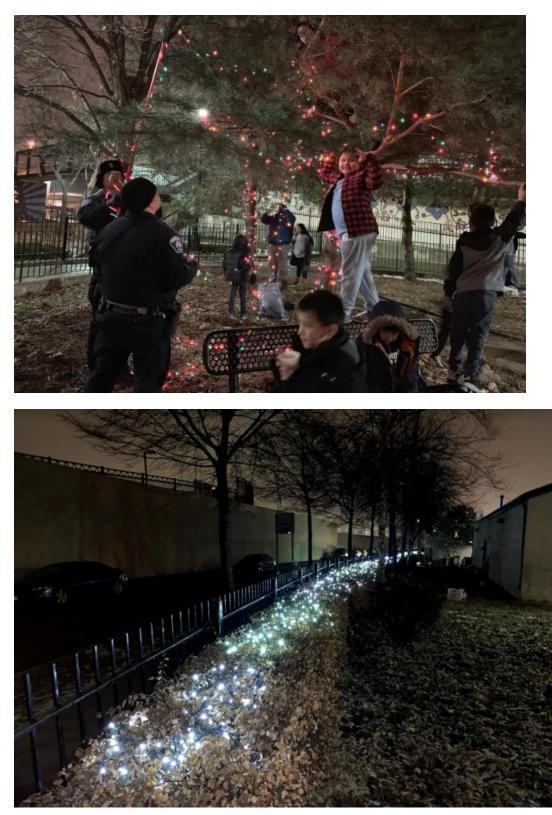


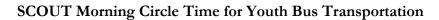


SCOUT Police Pop-Up Meet & Greet



SCOUT Light Up the Night





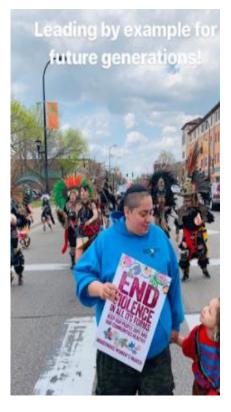


Indian Month Kick Off March with SCOUT









SCOUT Led Narcan Training



Come to Little Earth NARCAN Training by Cluster!!!





SCOUT Community Open House



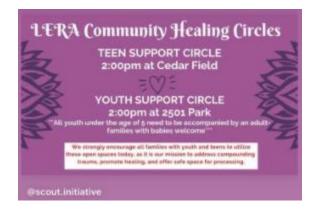








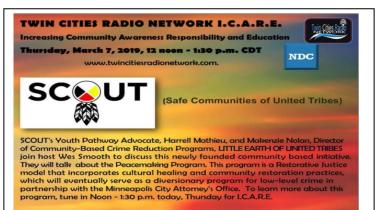
SCOUT Pathway Youth Programming



TWIN CITIES

own.

BLOCK TAKEOVER



TAKING OVER SPACES WHERE GUN VIOLENCE

Join us for fun family friendly activities, community planning, and gun violence education.

LIVES.

Minneapolis

MINNEAPOLIS Thursday, August 13th 5:00 - 7:30 PM 2501 Cedar Ave S, Minneapolis, MN 55404

SAINT PAUL Friday, August 14th Real Life Coffee and Yoga

5:00 - 7:30 PM 870 Rice St. St. Paul, MN 55117





SCOUT Teen Lock In (Pathway Advocate)



SCOUT Youth Violence Prevention Week (Pathway Advocate) Ages 5-10

Topic: Bulling and Exclusion



Youth Violence Prevention Week Teen Group: Cyber Safety, Cyber bullying and Digital Ethics



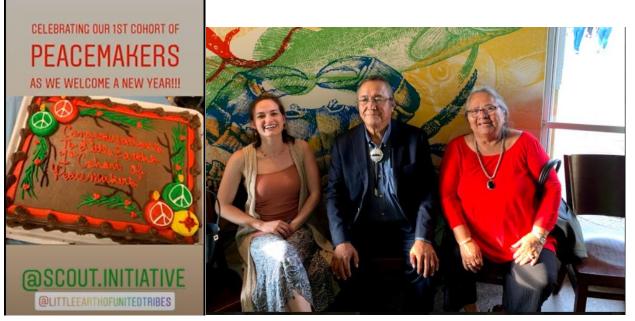
SCOUT Kindergarten Camp (Pathway Advocate)





SCOUT Peacemaking Training at Little Earth





SCOUT Led Community Survey Data Meetings

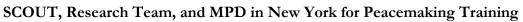




SCOUT Testifying in Front of Minneapolis City Council about Safety Initiatives









SCOUT Youth Safety Champions in New York





Peacemaking Training in Syracuse through the Center for Court Innovation SCOUT Community Outreach after Minneapolis Protests to Provide Food and Supplies









Crime Prevention through Environmental Design

Little Earth of United Tribes Site Audit

Report prepared by Shelly Schaefer, PhD

Crime Prevention through Environmental Design (CPTED pronounced as Sep-ted) is a strategy in which the proper design and effective use of parks, open spaces building(s) and the surroundings lead to a reduction in crime as well as an improvement in the quality of life for citizens of the community. CPTED principals can reduce the opportunity for crime but it also requires that programs are implemented to address root causes of crime in a community, such as the SCOUT initiative. There are four key concepts to CPTED.

1. Access Control. Access control examines the use of sidewalks, lighting, and landscaping in an effort to guide public to and from entrances and exits. In addition, the use of fences, walls or landscaping can prevent or discourage public access to unmonitored areas.

2. **Surveillance.** Surveillance in CEPTED terms examines the placement and design of physical features to maximize visibility. This can include building orientation, windows, parking lots, walkways, guard gates, landscaping, signage, and other physical obstruction.

3. **Territorial Reinforcement.** Territorial reinforcement is the use of pavement treatments, landscaping, art, signage and fences to define and outline ownership or property.

4. **Lighting.** Lighting is important piece of successful CPTED designs. Lighting should provide strategic nighttime illumination in parking lots, walkways, entrances, exits, including individual housing units, and illumination for human activity.

On June 15th, 2020, Dr. Shelly Schaefer, along with the Coordinator of the SCOUT initiative, completed a site audit of the Little Earth property. The following report was prepared by Dr. Shelly Schaefer, who has completed the 40 hour Basic CPTED through the National Institute of Crime Prevention (NICP). Dr. Schaefer has not earned the professional designation, which requires one additional course. The information and recommendations provided in this report is based on training from NICP, following CPTED principles.

1. Access Control

Access control uses the environment, human measures, and hardware to mark borders and transitional zones. A key area of access control includes traffic management and traffic calming. To improve access control to Little Earth property, the following CPTED principals should be implemented.

Parking Lots: One Way Access Control



This picture is the south entrance/exit off of 18th avenue for the 2495 building. This entrance should be closed and become an "exit only" and signs should be posted that clearly states, "Do Not Enter" to create one-way traffic flow.

Restrict entry and access to parking lots to the 2495 18th Avenue South and 2499 Cedar Avenue buildings by creating a one way entry and exit. Entry to the 2495 parking lot should be the north entrance and exit out of the south access. Do Not Enter signs should be posted on the south parking lot entrance location.



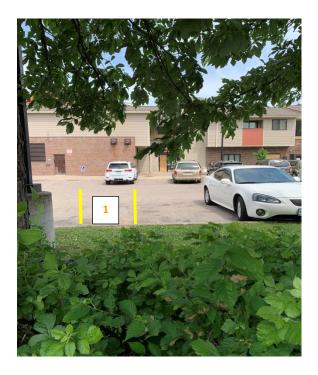
This picture is the entrance to the parking lot off of E.M. Stately to the 2501 building. This parking lot should enforce one-way traffic. Entrance into parking lot from E.M. Stately St. and exit onto Cedar Avenue. Do Not Enter Signs should be placed at the Cedar Avenue entrance and One Way Traffic Signs should be posted at the E.M. Stately entrance to the parking lot. The parking lot should be restriped.

Similarly, for the 2501 Cedar Avenue parking lot, it should require a one way entrance and exit. Entrance should be off of E.M. Stately and exit onto Cedar Avenue. Do Not Enter signs should be posted at the Cedar Avenue parking lot entrance. This will minimize and control traffic, while also creating additional visibility of who is entering and exiting the parking lots.

Parking Lot: Assigned Parking and Clear Signage

This picture is the 2495 parking lot. Currently, the parking lot does not have identifiable parking spots and there is no signage indicating visitor parking or assigned parking for residents. The parking lot should be re-striped to identify parking spots and the spots should be clearly numbered (either by sign or on the pavement) for resident parking, and visitor parking should be clearly marked with signage such as:





<u>Assign parking spaces to residents, using a parking space numbering system in ALL parking lots.</u> This numbering system should be linked to particular units but the numbering should <u>NOT</u> identify a dwelling unit. Visitor parking spaces should be clearly identified by signage, and striping in parking lots should clearly define parking spots. This should be implemented for all parking lots serving the Little Earth community.

Street and Traffic Calming Measures

The purpose of street calming measures is to combine physical measures that reduce negative effects of motor vehicle use, alter driver behavior, and improve the conditions for non-motorized street users (NICP, 2018). Currently 18th Avenue is a one-way street heading south from the corner of E 24th street to E. 25th street. The one-way portion of 18th avenue has speed bumps to decrease the speed of traffic along 18th avenue.



At the southern parking lot entrance to the 2495 LERA building, 18th avenue turns back to a two-way street, increasing traffic along Cedar Park on the west side. To reduce traffic and access to this area, and increase visibility of oncoming cars, additional speed bumps should be installed along 18th Avenue, in particular the Cedar Park area, and 18th avenue should remain a one-way running south. This will direct public traffic in one direction and slow oncoming traffic by the use of speed bumps.

Fencing: Perimeter Definition-Defining Public and Private Property

The Little Earth community has extensive iron fencing both around the perimeter and interior of the housing development. The fencing creates a perimeter indicating to the public that Little Earth is private

property. Within the Little Earth community, there is also fencing that promotes pathways for residents to use, and outlines community spaces. According to CPTED standards, fencing should be 6 foot high and be open view, such as the iron fence currently installed at Little Earth. CPTED does not recommend solid fencing where you are not able to see out as it does not allow for visibility, and can also increase vandalism and graffiti to an area. The purpose of fencing is to define ownership of spaces, both at a community and individual property level.

There are areas, such as the sidewalk to Little Earth Residents Association building that should be closed, using a gate, to keep public traffic in designated areas. Currently, this area is open, no gate. A sign should be placed at the gate indicating a transition zone, moving from public (park) to private (LE) property. The gate should serve as a celebrated entry point, meaning this is the obvious and inviting entry to the LERA property. It could include decorative paving, lighting, or increased landscaping so it stands out from the fencing, creates an access point, but also invites and channels individuals



In addition, on the northeast corner of Cedar Park, there are areas where the fencing runs short of the corner, and additional fencing should be installed along 18th Avenue South to outline the perimeter of the park. This wide opening allows for additional foot traffic to enter the park outside of the designated areas. This fence should be continued, with a gate, and signage of the rules of the park.





Landscaping

Landscaping can be used for both access control and natural surveillance. For access control, landscaping, through the use of plants and bushes, should provide guidance and cue individuals pathways between public and private space. Landscaping should follow the 2 foot rule in maximum height (to ensure visibility), provide aesthetic appeal to the property, and provide boundaries.



The fencing on property creates a walkway through the community; however, the lack of landscaping and overgrown bushes limits visibility and diminishes the welcoming nature and pathways into Little Earth clusters. All of the landscaping should meet the 2 foot/6 foot rule, and areas should remove weeds and create mulch beds to increase aesthetic appeal. Lighting, such as white, cutoff lighting, should be posted throughout the property along the fence line.

Hedges along the perimeter of properties should also be landscaped. The bushes along the sides of the property create a barrier where it is difficulty for individuals to view who is utilizing the space. According to LEM, residents, as part of their lease should maintain their property landscaping. Additional shrubbery could be placed between units to create low hedges but provide privacy between units.



Access Control: Celebrated Entry Points

Currently, Little Earth has two main entrances for the 2495 and 2501 buildings. However, these entrances lack signage, aesthetic appeal, and do not indicate to residents or the public that this is the entrance to be used. A celebrated entryway should be the focal point to demonstrate ownership. The 2501 building should install a light on the back wall of the entryway so that the interior has lighting, a sign representing Little Earth Management, and planters should be placed outside of the entrance to individuals to enter the building at this location.



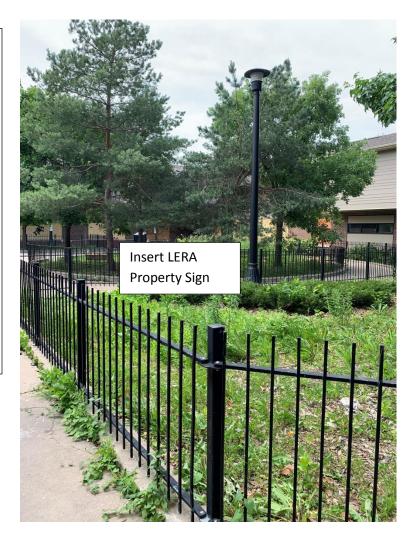




Similarly, the entry to the 2495 building needs to be redesigned to indicate to people (public and residents) that this is the main entrance to the 2495 building. Recommendations include:

- Light the back wall with an LED light so the lobby is bright and welcoming.
- Add white light such as "cutoff" fixtures around the entry point.
- Post a sign indicating this is LERA private property.
- Create access path to building by using permanent sidewalk planters.

This is a picture from Cedar Avenue to the front entrance to the LERA (2495) building. The landscaping (both the trees and shrubbery) are overgrown, creating limited visibility from staff offices to the outside. Trees should be cut up to minimum of 6 feet and all shrubs to 2 feet high. Use of this greenspace should also be reconsidered for its purpose. The space should be revitalized to match the intended purpose. This could be a project for youth at Little Earth to redesign the space. Signage should also be included to indicate to the public that you are moving to private LERA property.



2. Natural Surveillance

Because the design and orientation of buildings is in place at Little Earth, the recommendations regarding surveillance concentrate on landscaping, with special attention to the pedestrian bridge over Cedar Avenue.

Landscaping

All perimeter and interior bushes along the fence line should be cut to 2 feet. If a plant or bush cannot be trimmed to 2 feet, property management should consider removing the plant or bush and replacing with an appropriate vegetation. Currently, the landscaping at Little Earth is creating limited visibility, including dark corners, which diminishes residents' ability to oversee community activity, but also creates opportunities for potential criminal activity.

Based on the site visit, there is already extensive landscaping in place; however, it violates the 2 foot rule, with many bushes and plants actually reducing visibility between homes, within the property, and reducing visibility along the perimeter of the property. The bushes should be trimmed to 2 feet in height and trees should not fall below 6 feet. Residents should maintain landscaping around their property to the 2 foot rule and this should be enforced by housing management.



Bushes, such as these, should be trimmed to 2 feet, and trees should be trimmed up to 6 feet. The current bushes and hedges along the fence create visibility issues for residents to see out of their community. Interior courtyards should be landscaped to provide visibility (following landscaping rule of 2 feet high for bushes/plants, and trees trimmed to 6 feet high). Adequate lighting should be utilized throughout all interior courtyards and seating and benches should be in place to encourage resident use, which in turn provides natural surveillance of a cluster. Bushes and landscaping in the entryway or back patio of units should be maintained to the following standards as outlined above (2 foot/6 foot rule).





Recommendation: Youth programming could design and implement how to use greenspace within each cluster. Youth could survey the community to ask what could be improved to increase the likelihood of the residents to use the space. In addition, youth could be in charge of revitalizing the landscaping (both to create better visibility and create more user-friendly spaces).

The landscaping along the south fence of Cedar Park needs to be removed. The landscaping and vegetation creates areas that are not visible from within the park, in particular the baseball field diamond fence. The vegetation should be removed and replaced with plants, that either deter individuals from walking or hiding along the fence line (such as thorny bushes), or low shrubs or flowering bushes to increase the natural appeal of the park.



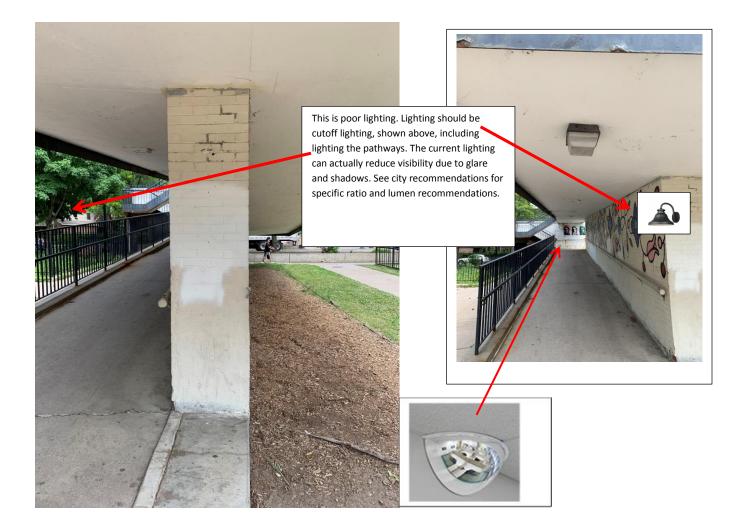
Cedar Avenue Pedestrian Bridge

The current construction of the cedar avenue pedestrian bridge is not open view and has brick walls knifing off clear site lines. The bridge also has inadequate lighting under, in, and over the bridge pathway. If the bridge remains in its current construction, optimal LED cutoff lighting should be integrated to create a pathway on the ramp leading to the bridge, and across the bridge. In addition, rear view mirrors should be installed in the blind corners to reduce individuals using the space for criminal activity and provide users of the bridge the ability to see around corners. Trash receptacles should be placed at each entrance of the bridge to encourage users to deposit trash in specified areas rather than littering.









3. Territorial Reinforcement

CPTED defines territorial reinforcement as physical features designed to express ownership and also delineate private and semi-private spaces. Territorial reinforcement includes fences, signage, pavement treatments, and landscaping. By defining the territory of Little Earth, CPTED hypothesizes that people will be more likely to protect their area as their own and increase respect for the territory of others.

As noted in the section one, under access control, signs and landscaping should be placed throughout the Little Earth community to indicate transition zones (zones where a person is moving from a public space (e.g. the park) to a semi-private space (e.g. the sidewalk between the cedar park and the pedestrian bridge), to private property (e.g. the entryway to the LERA building). This will provide reinforcement to the public that they are entering private property.

Little Earth already provides territorial reinforcement through the use of extensive wrought iron fences, and some signage; however, the lack of sufficient lighting and overgrown bushes reduce the positive CPTED effect of the fencing. Youth programming could work with cluster representatives to create territorial projects that will increase collective use of cluster greenspaces (such as landscape projects,

art/mural projects, and benches and/or picnic tables) in the center of clusters; this will not only beautify the space, but with increased use it will also increase natural surveillance in an effort to reduce criminal activity.



Ogema PI is currently a one-way street; however, there is poor territorial reinforcement on the west side of Ogema to indicate Little Earth is private property. The landscaping is overgrown providing poor visibility for residents to see to the street, and there is not a limit on parking along Ogema (such as a two hour parking limit without a parking pass). Little Earth should construct signs along the property to indicate private property. Little Earth should also approach the city to remove the trees and shrubs along the east-side of Ogema as it creates spaces for criminal activity. In addition, a pedestrian walkway, along with speed bumps to slow traffic, should be implemented to access the garden space.

4. Lighting

Lighting has two purposes for CPTED: 1) Lighting for illumination of human activity, and 2) Lighting for security. Little Earth has insufficient lighting for both purposes and recommendations for each is outlined below.

1) Lighting for Human Activity

Cedar Park and the Little Earth Park behind 2501 are areas to promote human activity and sufficient lighting is needed to promote use of this space safely. In addition, illumination is needed for security purposes. The lighting surrounding the park is insufficient and does not follow the standards set for CPTED. Additional light posts should be placed throughout the park to ensure the park has uniform lighting, including lighting the baseball diamond and the basketball court area. Currently there is only one light post near the basketball courts, which is not a sufficient light source for the entire basketball court. Additional lighting should be installed around the basketball court, along with additional benches to specify seating areas for individuals. Additional seating will provide natural surveillance of the area.



Additional lighting should be implemented into cluster green spaces and the entryway to the 2495 and 2501 building. Currently, the walkway and green space into the entry of the building lacks sufficient lighting, creating dark areas with low visibility. LED bollard lighting, as suggested above, should be implemented throughout the pathways in the Little Earth community. The lighting above the overhang of the apartment building does not light the pathway; the lights illuminate the vegetation below. Additional cutoff lighting is required to light the pathway around the building.



The park behind the 2501 building currently does not have any light posts. It is an open space that creates visibility during the day across the park, but beyond dusk, it would be difficult to see in the park. Full cutoff light posts should be placed throughout the park to illuminate the park space in a uniform matter. CPTED recommends LED lights, such as **LED Cobra or Shoebox**.





2. Lighting for Safety

Several areas of the Little Earth property lack lighting for safety purposes. All back entryways to apartments and townhouses should include a light source. In addition, a full assessment of all front entryway lighting should be examined to check if it is working condition, and should be upgraded to cutoff LED lighting fixtures. By using cutoff fixtures, it ensures that light is not diffused towards the sky, rather light is directed downward.





Lighting should also be assessed in all parking lots at Little Earth to ensure that the parking lots around the Little Earth property have adequate lighting to elimiante dark corners and reduce opportunities for criminal activity. Little Earth should consider contacting the City Planning office to request recommendations for additional number of light posts need per measurements of their parking lots and the Cedar Park area.

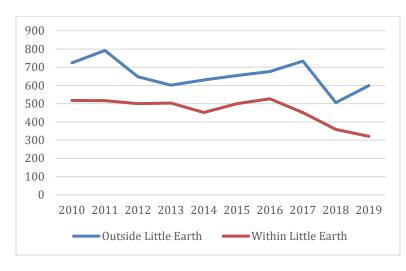
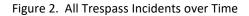


Figure 1. All Incidents over Time



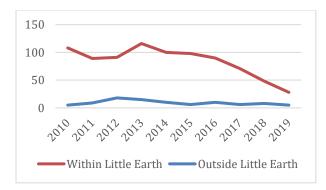


Figure 4. All Domestic Related Incidents over Time

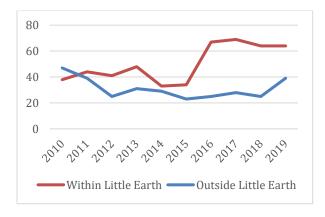


Figure 3. All Drug Related Incidents over Time

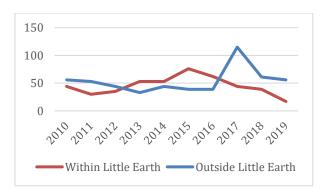
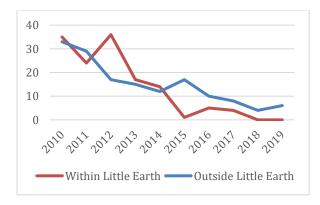


Figure 5. All Alcohol Related Incidents over Time



Incident Type	Difference in Differences	95% Confidence Interval	
All Incidents	-11.55***	-16.53	-6.58
Trespass	-18.93***	-25.80	-12.05
Drug	-16.00***	-20.03	-11.97
Domestic	21.02***	18.63	23.41
Alcohol	-12.29***	-17.41	-7.17

Table 1. Difference in Differences Results: Comparing 2010-2013 to 2014-2019.

***p<.001

JUVENILE DATA

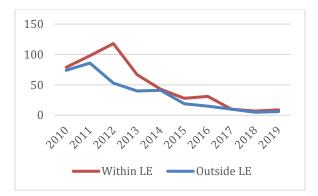
250 200 150 100 50 0 2010 2011 2012 2013 2014 2015 2016 2017 2018 2019 Within Little Earth Outside Little Earth

Figure 6. Number of Incidents Involving a Juvenile in Any Role (Suspect, Arrestee, Victim, Witness, Other)

Figure 7. Number of Incidents Involving a Juvenile Victim



Figure 8. Number of Incidents Involving a Juvenile Arrestee



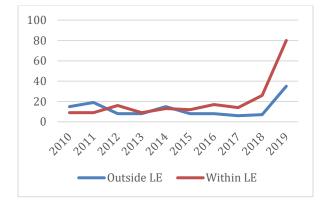
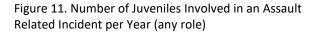
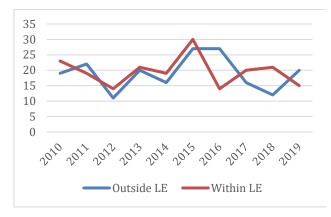
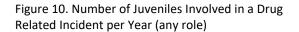


Figure 9. Number of Juveniles Involved in a Domestic Related Incident per Year (any role)







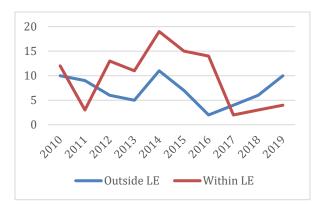


Figure 12. Number of Juveniles Involved in Property or Theft Related Incident per Year (any role)



Appendix 5: Kitchen Table Talk Summary

Community-Based Crime Prevention – Little Earth of United Tribes Kitchen Table Talk Summary February 2021

- Eights KTTs were held between 3/11/20 and 12/11/20 (Four of them virtual)
- 41 people participated in the KTTs, including 10 elders and seven teens
- Food for participants was paid for through a separate funding stream
- A survey completed by 21 participants (51%) found that
 - All respondents rated the experience "excellent" or "very good"
 - All respondents indicated that they would like to participate in such a forum for community discussion regularly
 - 13 participants (62%) wrote-in on the survey a comment related to KTTs being a good forum "to hear the voice of the community"

Findings:

It is important to note that most of the data was collected after the arrival of Covid-19 and the murder of George Floyd (in a neighborhood near Little Earth).

The participants were asked what they liked about living at LE. The following emerged as common answers across the groups:

- Native community
- The available resources, including Native-specific resources
- The cultural events, especially those within LE itself
- The possibility of work opportunities through LERA
- The affordable housing

Participants were asked if they knew about SCOUT, if they heard about or attended any events recently that they thought were encouraging. In general, many, but not all participants had heard of SCOUT. Nearly all participants could name an encouraging event that they attended and enjoyed, but a large majority did not know if the event was a SCOUT event or something else. For example, the SCOUT – sponsored Friday Night Movie event was mentioned in four groups, but only one person indicated that they knew this was a SCOUT-sponsored event. This result is somewhat surprising given the effort to brand SCOUT with bright sweatshirts (worn by team members at all events). Several KTTs also mentioned SCOUT events such as Narcan trainings and the KTTs themselves. Other encouraging community-building events mentioned in more than one KTT (most of which some SCOUT members participated in but did not coordinate or facilitate) include: Elder Bingo, crafts, Full Moon ceremonies, Pop-Up Pow-Wows, Pop-up food shelves, the Youth Development Center, the Boys and Girls Club, the March for

Murdered and Missing Indigenous Women, Get-Out-The-Vote activities and rides to the polls in go-karts, the "Jane Sanders" event, and the Little Earth Protectors (formed in response to the social upheaval after the murder of George Floyd).

Participants were asked what they would like to see happen to improve their community. The themes that emerged are:

- There is a need for parking sticker enforcement and the installation of gates to keep non-residents out of the community
- There is a need for even more programming for children, youth, and adults including gender-specific groups
- Little Earth protectors should be a paid and a continuing group
- The off-duty police are not effective and are not protecting the community
- There is a need for more security measures and paid security/patrol
- There is a need for a new gym
- Housing policies need to be clear and transparent no playing favorites.

Residents were asked what motivates them to attend community events/get involved in their community and what keeps them participating.

Motivating:

- Compensation for my time/ incentives
- Knowing someone I know and like is running the event or will be there
- People with positive energy are running the event
- Knowing resources will be available
- There should be a lot of outreach flyers, door knocking, reminders, etc.
- Food

Keeps me away:

- Belief that organizers will "play favorites"
- Fear that if I speak my voice in public, I will experience retaliation
- Worry that children will be bullied at events or after events
- Worry that cliques will cause problems for my family
- Worry that adults will involve children and teens in family disputes, and this may lead to gang trouble

Resident were asked "What is the best way to communicate with you about upcoming events/opportunities?" Common answers were:

- Flyers
- Door knocking/ personal invitation

- Multiple reminders 4 days before, 2 days before, day before, day of
- LE 411 Facebook page
- Word of mouth

Participants were asked "If you could solve one issue in the community, what would it be and how would you solve it?"

Common answers included:

- Homelessness with small sleeping rooms that include bathrooms and shared living area
- Get rid of all the drugs with better patrols and more cultural activities
- Have better patrol for all safety (Replace off-duty officers with LE Protectors)
- Increase sobriety and health in general with more Native traditions and medicines
- Keep non-residents away with parking permit enforcement, gates
- Address many problems through an Elders Council

Little Earth Community Safety Survey 12/15/2016

WHO TOOK THE SURVEY?

- 304 people took the survey
- 68% female
- 32% male
- Ages:

0	18-24	19%
0	25-40	41%
0	41-55	26%
0	56 or older	14%

Neighborhood:

- 77% of people SA or A that they like the people in the neighborhood
- 60% SA or A that people are willing to help each other
- 52% believe that people at LE participate in community activities
 - Participation in activities 5 highest
 - Pow-wow or planning 39%
 - Craft Group 23%
 - Full moon ceremony 19%
 - Historical trauma discussion 17%
 - Elder lunch/bingo 17%
 - Participation in services 5 highest
 - NA/AA, natives against heroine 20%
 - Communication & relationship building
 16%
 - Women's group
 16%
 - Employment program 16%
 - Resident Advocacy
 14%
- 73% believe there is adequate maintenance of buildings AND that the housing rules are fair
- 81% believe they are treated respectfully by housing staff
- 79% believe there is adequate upkeep of grounds

52 percent of respondents agree or strongly agree that people are actively involved in trying to promote safety and prevent crime. 33 percent disagree with this statement.

Response to crime/violence

Percent who said "My neighbors would be very likely to do something if..."

Someone is trying to break into a house 41% • Suspicious people hanging around 25% • A resident being solicited for sex 30% 40% or more said that their neighbors • People having a loud argument 18% would NOT be likely to do anything • Children/youth skipping school 18% about these bottom 6 issues. • Sounds of an argument/fighting inside a home 17% Someone trespassed is living at LE 12% •

Who are you most likely to call if you witness or are a victim of crime/violence?

Police	62% - many people who chose police indicated that they also call dispatch
Dispatch	19%
Neither	18%

36% of residents said they are afraid to report crime due to fear of retaliation.

Beliefs about safety and crime:

- 22% of people believe Little Earth is not safe during the day and 47% believe it is unsafe at night.
- 80% of respondents believe drug dealing is a problem at Little Earth and 85% believe drug use is a problem.
- 48% of respondents believe sex trafficking is a problem.
- 73% believe crime is a problem.
- 69% believe gangs are a problem and 29% believe gangs control things at Little Earth. 23% say they "do not know" about gangs controlling things.

How has fear of crime affected you?

- 38% keep a weapon for self-protection
- 42% limit the places they go by themselves
- 48% stay inside certain hours of the day
- 20% plan to move somewhere else

Thoughts about the police

For the following responses, most people (47%) were thinking about both the regular MPD and the offduty police officers, 28% were thinking solely about regular MPD and 3% were thinking solely about offduty. 22% report that they do not know the difference between the two.

General perceptions

- 52% report they have a positive perception of the police, but only 35% believe that their neighbors have a positive perception.
- About 30% believe the police are honest and that the police provide people with fair outcomes. 21% said they "did not know" about these 2 issues and about 49% disagree that the police are honest and the police are fair.
- 32% believe the police treat LE residents with respect and 68% believe that the way you get treated by police depends on which officer shows up.

Perceptions of people who were accused/suspected of committing a crime/causing trouble

For the following responses, 55% are referring to regular MPD, 10% are referring to off-duty and 35% are not sure which officers approached them.

21% of respondents (61) said they had been approached as if they were suspected of committing a crime or causing trouble in the past 6 months.

- 37% agree and 59% disagree that the officers took time to listen to their story.
- 31% agree and 63% disagree that the police treated them with respect.
- 37% agree and 58% disagree that the police were fair
- 19% agree and 73% disagree that they felt like they could trust the police.
- 34% agree and 56% disagree that the police were trying to do the right thing.

Perceptions of those who have been a victim or witness of a crime/violence.

For the following responses, 60% are referring to regular MPD, 10% are referring to off-duty and 30% were not sure which police responded.

26% (77) of respondent said that they were a witness or victim of a crime/violence in the past 6 months. Of these, 43% (35) reported that they reported the crime to police.

- 45% agreed and 55% disagreed that the police took time to listen to their story.
- 54% agreed and 46% disagreed that the police treated them with respect.
- 41% agreed and 59% disagreed that the police were fair.
- 42% agreed and 58% disagreed that they could trust the police.
- 58% agreed and 42% disagreed that the police were trying to do the right thing.

Appendix 6: Community Survey Results 2016

For those who DID NOT report the crime/violence to police, they gave the following reasons why:

•	Police would not respond in a helpful manner	58%
•	Police take too long to respond	50%
•	Police would not treat me with respect	36%
•	Police would not believe me	31%
٠	It was a family matter	25%
٠	Don't want police snooping around	19%

Several people wrote-in other reasons for not calling the police: warrants, police already there, many other witnesses, didn't know what to say, police use excessive force

Survey participants were asked what they like about Little Earth and how can LE be a more safe, hopeful and vibrant community. These qualitative results will be shared at a later date.

These results were compiled by Roberta Gibbons, PhD

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Little Earth Community Safety Survey 2019 Preliminary Results 10/26/19

Questions about this survey can be directed to <u>roberta.gibbons@metrostate.edu</u> or 651-793-1350

Who took the survey?

- 401 people
- Sex
- o Female 61%
- o Male 39%
- Age
 - 18-24 23%
 24-40 38%
 41-55 26%
 - 56 + 13%

- Years lived at Little Earth
 - Less than 5 37%
 - o 5-10 29%
 - o **11-20** 21%
 - \circ More than 20 13%

Neighborhood

- \circ 90% of people SA or A that they like the people in the LE neighborhood
- o 75% believe that people in the neighborhood are willing to help each other
- o 82% say that adults watch out for children
- \circ 70% SA or A that the neighborhood is a place that they want to stay
- o 77% believe there is adequate upkeep of housing units
- \circ $\,$ 85% believe the housing rules and procedures are fair $\,$
- o 87% say there is adequate upkeep of grounds
- o 88% agree that they are treated respectfully by housing staff

Community Involvement - percent who have participated in last six months (top 5 events)

18%

- Event planning (powwows, etc.) 44%
- Craft Group 23%
- Beading classes 21%
- Drum and dance 21%
- SCOUT events

Participation in services – top three

- NARCAN/ CPR training 43%
 Women's group 13%
- Parent Academy 11%

74 percent of respondents say that they are aware of measures being taken to reduce crime at Little Earth and 66 percent believe that the resources available in the community are actually helping to reduce crime.

Response to crime/violence

Percent who said "my neighbors would be very likely to do something if they saw/heard..."

Someone trying to break into a house	43%	
A resident being solicited for sex	32%	
Suspicious people hanging around	29%	
Outsiders dealing drugs	28%	
A loud argument outside	21%	Over 35% of respondents said their neighbors
Argument/fighting inside a home	19%	 would <u>NOT</u> be likely to do anything if they
Someone trespassed living at LE	17%	witnessed any of these issues.
Children/youth skipping school	15%	

Who are you most likely to call if you witness or are a victim of crime/violence? 84 percent of respondents said they would call the police:

Both dispatch and police	58%
Only police	26%
Only dispatch	7%
Neither police nor dispatch	9%

30% of residents said they are afraid to report crime due to fear of retaliation.

- o 16% of people believe LE is not safe during the day and 53% believe it is unsafe at night
- 77% of people SA or A that <u>drug dealing</u> is a problem at Little Earth and 85% believe <u>drug use</u> is a problem
- 46% of people say sex trafficking is a problem
- \circ 69% of people believe that "overall, crime is a problem" at Little Earth
- o 67% of people say that gangs are a problem, but only 23% say gangs control things at Little Earth.

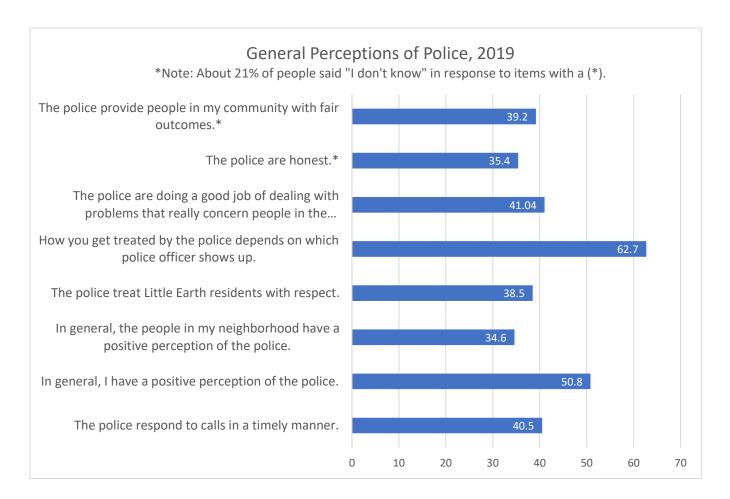
How has fear of crime affected you?

- 43% keep a weapon for self-protection
- 50% limit the places they go by themselves
- 51% stay inside certain hours of the day or night
- 40% say they plan to move somewhere else

How worried are you that:			
	I am not at all worried	somewhat worried	I am very worried
Someone will try to steal things that you might leave outside overnight?	15%	43%	42%
Someone will try to rob you or steal something from you when you are outside?	51%	36%	13%
You will be hurt by someone when you outside your home in the community?	51%	37%	12%
Your will be hurt by someone when you are inside your home?	81%	15%	4%
Someone you care about will be hurt by violence/crime on your community?	32%	42%	26%

Perceptions of police

For the following graph, 29% of people said they were thinking about the regular Minneapolis Police, 3% were thinking about off duty, 48% were thinking about both and 20% reported they do not know the difference.



<u>Perceptions of police interactions by those who said they were approached by police in past 6 months as if</u> they were a suspect of a crime or causing trouble (n= 62 or 16% or respondents).

Of the 56 respondents who answered this question, 63% were thinking about the regular Minneapolis police, 9% were thinking about off-duty and 29% were unsure.

- \circ $\,$ 40% agreed and 57% disagreed that the officer took time to listen to their story $\,$
- o 37% agreed and 63% disagreed that the police treated then with respect
- o 36% agreed and 65% disagreed that they felt they could trust the police
- 44% agreed and 55% disagreed that the police were trying to do the right thing

<u>Perceptions of police interactions by those who report they have been a victim or witness to a crime in the past 6 months (n=90 or 24%).</u>

Of these people, 59% said they reported the crime to the police and 34% said they did not.

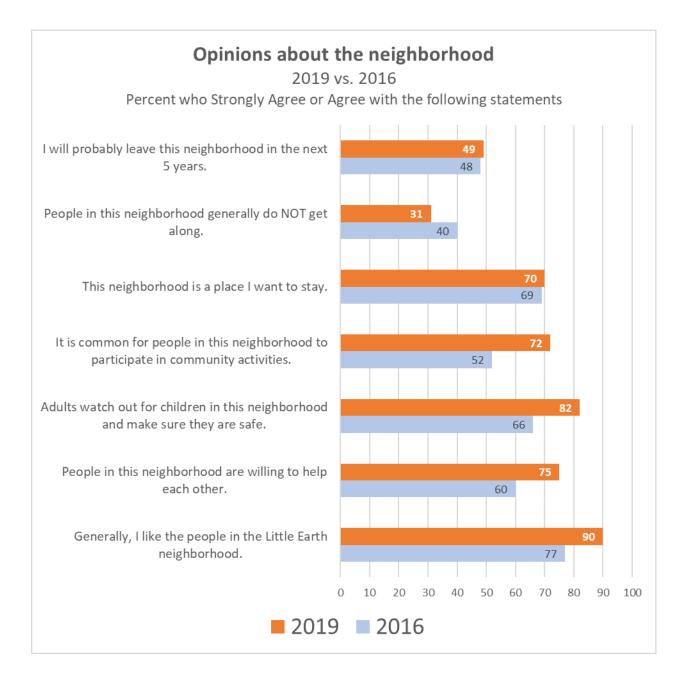
For those who **<u>reported</u>** the crime:

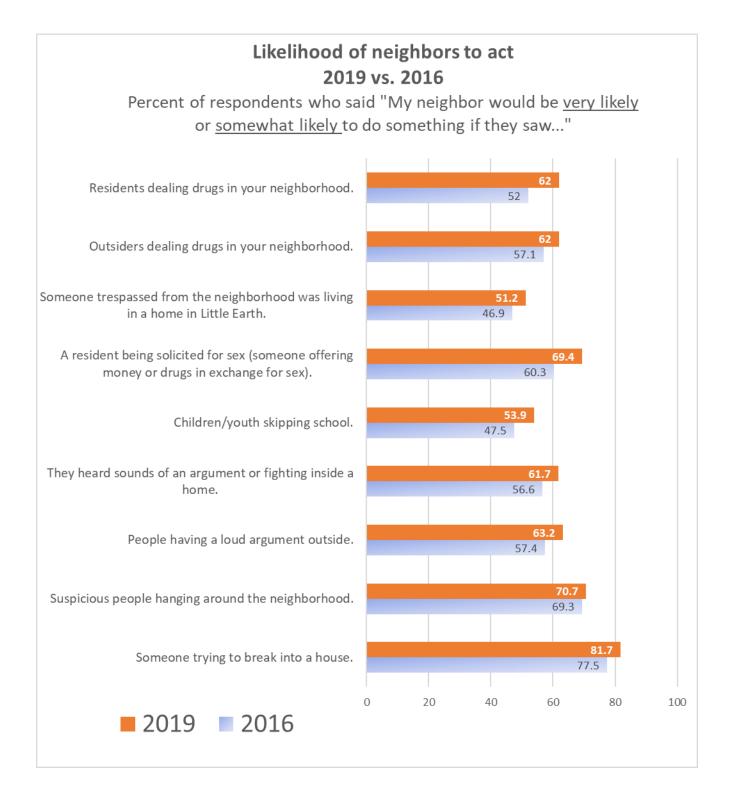
- o 51% said the officers took time to listen to their stories
- o 68% reported that the police treated them with respect
- 59% said the police were fair
- 41% said they could trust the police
- o 63% said the police were trying to do the right thing

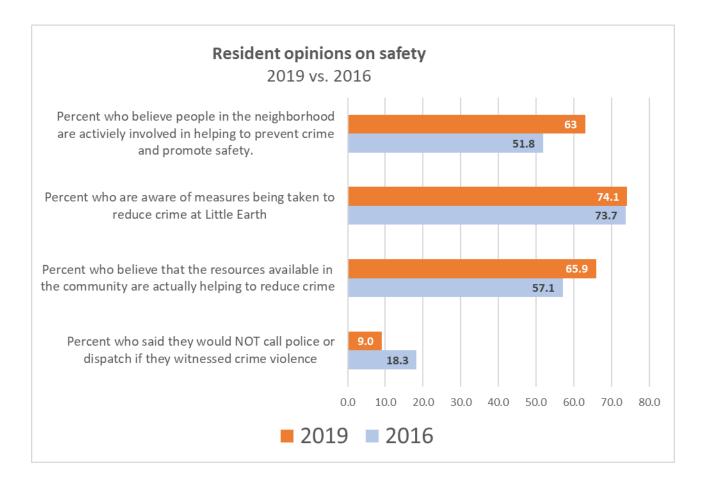
Those who <u>did not</u> report the incident to the police, gave the following reasons why (totals more than 100 because respondents were able to choose more than one reason.

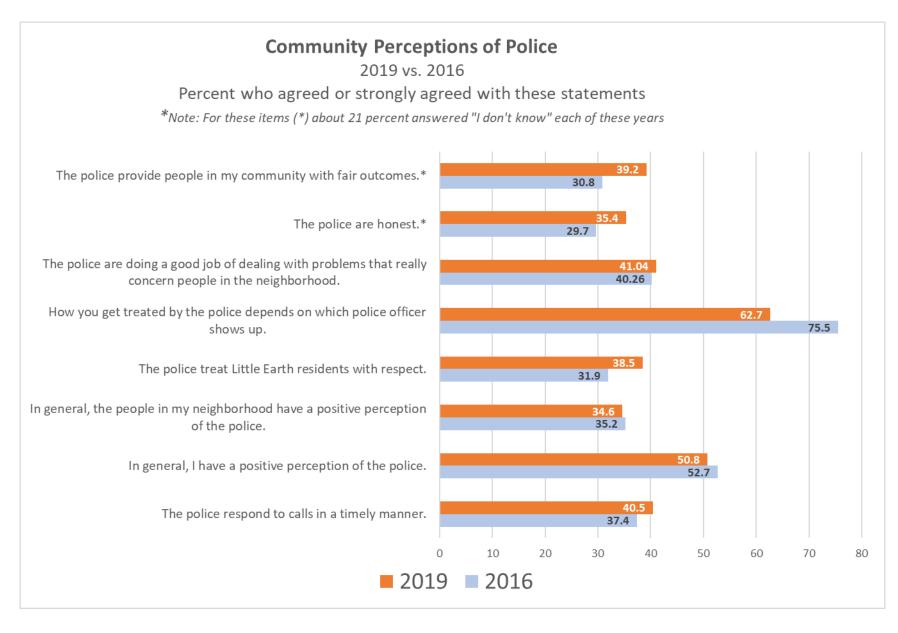
The police take too long to respond to calls.	47%
It was a family matter/handled by the family.	27%
I did not think the police would believe me.	20%
I did not think the police would respond in a helpful manner.	37%
I do not want the police snooping around.	17%
I was concerned the police would not treat me with respect.	37%

20% (6 people) chose "other" and noted that the police were already called (2), they took care it themselves (1), the suspects left (2), and the police used defamatory language (1).









Appendix 7: Community Survey 2019

Appendix 8. Police Survey Results

Table 1. Areas of Agreement and Lack of Agreement between the Community and the Police

Police and Community Agreement	Lack of Agreement between Police and Community
Belief that people in LE get along	Belief that adults at LE make sure children are safe
Belief that it is common for residents to participate in community activities	LE is safe during the day
Belief that people at LE are willing to help each other	Children have a safe place to play
Gangs, crime, drug use, are drug dealing are problems at LE	Sex trafficking is a problem at LE
LE is not safe at night	Belief that residents would do something about suspicious people hanging around the neighborhood, youth/children skipping school.
Belief that residents would do something about someone trying to break into a house, people having an argument outside and outsiders dealing drugs in the neighborhood.	Residents should be worried that they will be hurt by someone when they are inside their home
Residents should be worried that someone they care about will be hurt by violence, someone will try to steal things left outside overnight, and they will be hurt by someone when they are outside	Residents are working to improve the safety of their community.
They are aware of measures being taken to reduce crime at LE.	Reasons why residents may not contact the police include don't trust the police and think police take too long.
Reasons why residents may not contact the police include fear of retaliation, won't do any good, or don't want police snooping around/it is a family matter	

Table 2. Differences between Groups of Officers

As an officer responds to more calls at LE they are

- More likely to agree that police provide LE with fair outcomes
- More likely to agree that police are honest
- Less likely to agree that how a resident gets treated depends on which officers shows up
- More likely to agree that police respond to calls in a timely manner
- Less likely to report that residents do not call the police because they think that the police take too long
- Less likely to agree that a small percentage of people at LE are responsible for most of the crime in the community
- More likely to agree that gangs control things at LE
- Less likely to agree that adults make sure children are safe
- Less likely to think that people in LE are willing to help each other

Officers who go to LE for something other than a crime report are

- Less likely to agree that criminals make up a significant percentage of residents at LE
- More likely to agree that they are aware of crime measures being taken to reduce crime in LE
- More likely to agree that residents are actively working to improve the safety of their community
- More likely to agree that residents will do something if they see children/youth skipping school
- Less likely to agree that overall, crime is a problem in LE
- More likely to agree that people in LE are willing to help each other
- Less likely to agree that people living in LE generally do not get along

Officers with more years of service are

- Less likely to report that residents do not call the police because they do not think that it will do any good to report crime to the police as a reason they do not report crime
- Less likely to report that residents do not call the police because they do not think that consider most crime as a family matter as a reason they do not report crime to the police
- Less likely to agree that criminals make up a significant percentage of the residents at LE
- Less likely to think that residents should be worried that someone that they care about will be hurt by violence/crime in their community
- Less likely to think that residents should be worried that they will be hurt by someone when they are outside of their home in the community
- More likely to report that residents will be likely to do something about outsiders dealing drugs in your neighborhood.
- More likely to report that residents will be likely to do something about someone trespassed from the neighborhood living in a home in LE
- Less likely to agree that drug use is a problem at LE
- Less likely to agree that drug dealing is a problem at LE

Table 3. Statistically Significant Differences between groups of officers (T Test for Independent Samples)

			How many years have you served as a police officer? (0-7, 8- 14, 15+)
The police provide LE with fair outcomes (A/SA)	+***		
The police are honest	+**		
How LE residents get treated by the police depends on which police officer shows up	_*		
the police respond to calls in a timely manner	+*		
Do not call the police because LE residents think the police take too long	_**		
LE residents do not think that it will do any good to report the crime to the police			_*
LE consider most crime as a family matter			_***
criminals make up a significant percentage of the residents at LE		-*	-*
I am aware of measures being taken to reduce crime in LE.		+**	
Residents of LE are actively working to improve the safety of their community		+*	
A small percentage of people at LE are responsible or most of the crime in the community	_*		

Someone they care about will be hurt by violence/crime in their community (should not be, somewhat, very worried)			-*
they will be hurt by someone inside their home			_*
they will be hurt by someone when they are outside of their home in the community			-*
Outsiders dealing drugs in your neighborhood (residents will be very, somewhat, not at all likely to do something)			+*
Children/Youth skipping school		+*	
Someone trespassed from the neighborhood was living in a home in LE			+**
Gangs control things at LE (A/SA)	+*		
Overall, crime is a problem in LE		-*	
Drug use is a problem in LE			-*
Drug dealing is a problem in LE			-*
In LE adults make sure children are safe	-*		
People in LE are willing to help each other	_**	+*	
People living in LE generally do NOT get along.		-*	

*p>.05, **p>.01, ***p>.001