

Inclusive City Quarterly Report May 2021

MAY 11, 2021

City of Bozeman
Inclusive City Project Team



City Manager Update

In July of 2020, staff came before the City Commission with the Inclusive City report. This internal report has 24 actions describing how we can continue to strive towards a more equitable and inclusive organization and community.

This is the third quarterly report and we are excited about the work that has been done both internally, and externally with our stakeholders. To view all previous reports visit our website at www.bozeman.net/equityandinclusion. This report includes a list of completed actions along with updates on newly completed items, updates on actions that are in progress, and a detailed timeline and associated budget for all actions. Words matter in this work, and it's important to point out that many of these items may never be "complete" but will be "ongoing" efforts that the City is dedicated to incorporating as a part of routine work.

There are many areas of progress in this report but I'd like to highlight the **ongoing engagement process for the equity indicators and gaps analysis project** that is currently underway. As mentioned in previous reports, this project is the key prerequisite to any steps the City can take towards creating an Equity and Inclusion Plan. Equity Indicators are living data points that the City will use to measure our progress to become a more inclusive city. Staff and consultants have begun an extensive engagement process that includes focus groups, one on one interviews, a community-wide survey, community forums, as well as a thorough dive into the data on how race, ethnicity, ability, and identity affect people's lived experiences and ability to access services. We are grateful for the continued partnership of organizations working to support the needs of our community, and just as importantly, we are excited to build relationships with new partners and organizations working to make Bozeman an equitable and inclusive place for all to live, work, and visit.

We **continue to encourage leadership and staff to continue their learning** as we prepare for a city-wide training through the National League of Cities' Race, Equity and Leadership (REAL) program. As we lay the groundwork to normalize this work in our organization, staff from the City's core team will attend the Government Alliance on Race and Equity's annual conference and the Bozeman Police Department are scheduling training on de-escalation. The learning is never done and we are committed to doing this work!

Finally I'd like to highlight a project that is in very early stages; a **community roundtable on equity and inclusion in Bozeman**. Planning for this event is now in progress and we are being very intentional about developing a stakeholder team that will help build a space that ensures that everyone feels safe coming to the table. I'm excited to say that Montana State University and Bozeman Health have committed their support and look forward to seeing the team that starts to come together.

In the simplest terms, our goal is to ensure that every resident, visitor, and City of Bozeman employee feels welcomed and valued, and has the opportunity to thrive no matter their race, identity, or life circumstance. – Jeff Mihelich

Completed Actions

For further detail on completed actions please review previous reports on our website at www.bozeman.net/equityandinclusion

City Manager Recommendations

1. Provide a quarterly progress report to the City Commission and interested stakeholders

The next report will be delivered in May 2021.

6. Become a member of the Government Alliance on Race and Equity (GARE)

The City of Bozeman was accepted into GARE in November 2020. Bozeman is now the first organization from Montana to be a part of GARE! As a part of the City's membership there are opportunities to learn from leaders in the space as well as share successes. Several staff have already completed the GARE Foundations training course "Advancing Racial Equity: The Role of Government" and are utilizing the network to ensure the City's actions are in line with best practices.

Diversity, Inclusion and interaction with Minorities – Bozeman Police Department

2. Augment existing policies and update to "Bias-free Policing"

The Bozeman Police Department has reviewed its existing policies against the [model policy of "Bias-Free Policing"](#) and updated the department's existing policies where necessary to be in line with this national best practice (**See Appendix A.**) The final policy has now replaced the prior policy and staff have completed a training program which highlighted the changes and the key points.

Use of Force – Bozeman Police Department

1. Policy Changes

The Bozeman Police Department has made revisions to the current policy which includes providing additional policy direction concerning de-escalation and use of force. The goal of the updates is to address community concerns and provide clarity for officers. As a result, a new and updated "Use of Force" policy (**see Appendix B**) has been finalized and approved. The updated policy has been implemented and staff have completed a training program to familiarize them with the changes.

Citizen Appeal Process – Bozeman Police Department

2. Clearly distinguish inquiries from complaints

After distinguishing inquiries from complaints, Bozeman Police Department staff began the lengthy process of formulating workflow stemming from each category, which has now also been completed. The workflow clearly separates and defines "inquiries," "minor complaints," and "major complaints." After that, it distinguishes

which major complaints will require an administrative investigation and which will require an external investigation.

In Progress Actions

City Manager Recommendations

2. Identify anti-discrimination, implicit bias and systemic racism training for elected officials and department heads.

The project Training Team has recommended the [National League of Cities' Race, Equity And Leadership \(REAL\)](#) training program as the partner to deliver REAL 100: Normalizing Racial Equity in Local Government Training to all city staff, including elected officials and department heads. It is very important that everyone in our organization, regardless of position, experience this base-line training. The process includes an employee assessment that will take place leading into the training that will assist in identifying follow-up training needs after this 100-level course. Staff are currently putting together the questions for the pre-training assessment that we plan to have employees complete in May.

With the hiring of our Human Resources Director and the upcoming work with the REAL Program, staff believe that a more formalized training calendar will be complete in the coming quarter.

3. Develop a City Equity and Inclusion Plan to engage stakeholders and identify gaps community wide and to implement policies that help all persons in Bozeman thrive regardless of economic, racial, cultural, or gender identity.

Staff are continuing work with Thomas P. Miller & Associates to develop equity indicators and conduct a gaps analysis to better understand inequities that exist in our community across race, ethnicity, gender identity and other socioeconomic factors. The process includes characterizing the disparities faced by underrepresented groups, evaluating the capacity of existing services in the community to address those inequities; and developing a set of equity indicators that will allow the City to establish a baseline and track change over time.

The project is expected to be complete in July 2021. Phase 1 is underway through the end of May 2021 and includes initial stakeholder identification and engagement as well as background research and outreach to community organizations and agency partners to determine data availability and collect existing data. Equity indicators will be informed by available data and the input provided community members in Phase 1 focus groups, interviews, a community-wide survey, as well as a community forum on May 26th where all are welcome. Phase 2 in April, May, and June 2021 will include data analysis and completion of the gaps analysis portion of the project to synthesize available or missing services in our community to address inequities found during community engagement and data collection. Phase 3 will occur in June and July 2021 and will focus on the development and finalization of equity indicators based on data collection, analysis, and stakeholder input.

4. Sponsor a diversity, equity and inclusion summit with community partners.

Staff have begun the very initial conversations with key stakeholders to plan for a community roundtable to share the results of the Equity Indicators Project and hold space for learning and dialogue around how we can continue this work together to make Bozeman a place where all can thrive. Montana State University and

Bozeman Health have committed to providing their support and staff will begin to pull together a group of stakeholders including Montana Racial Equity Project to intentionally plan for what this event could look like.

5. Accelerate the implementation of body worn cameras for the Bozeman Police Department.

After narrowing the field of vendors to three in February, the Bozeman Police Department selected Getac Video Solutions as the department’s body worn camera vendor in early March. Getac was chosen in part because they offer patrol car video systems and interview room video systems that integrate with the body worn cameras, and they offer a robust digital evidence management system. Features of this system should help ensure appropriate activation and categorization, reduce user error, ensure appropriate retention, and provide for organized case submission to prosecutors. Later in March, specifications were finalized so the new interview room systems would be included in the Bozeman Public Safety Center. Within the next month, the department will install a trial patrol car video system and will receive initial training on the overall system. Upon receipt of the requested funding, the patrol cars will be changed over to Getac later this year. Additionally, plans have tentatively been made to hold a robust community engagement process regarding the body worn camera portion of the project early in 2022.

Anti-discrimination

1. Implement additional training for all city staff.

As mentioned above under City Manager’s Recommendation Action 2, the project Training Team has recommended the National League of Cities’ Race, Equity And Leadership (REAL) training program as the partner to deliver [REAL 100: Normalizing Racial Equity in Local Government](#) Training to all city staff, including elected officials and department heads. Implementation is expected to be complete by the end of the summer.

Additionally, the team will establish a 12 month training calendar for all employees by Summer 2021 which will include quarterly trainings and annual/semi-annual workshops or speakers. We will be relying on our work with the REAL Program, and the hiring of our Human Resources Director to aid in creation of the calendar.

In December, the Human Resources Department deployed an introductory Workplace Diversity training to all staff through the new learning management system. As of April 30th, 97.72% of employees completed the training. Leadership will continue to prioritize completion of this training with their staff. This training is part of the City’s new hire orientation and completed by new staff as they come in to the organization.

Lastly, as a member benefit through GARE, staff within the Inclusive City Team have begun training through GARE Foundations. Several staff completed training in Advancing Racial Equity: The Role of Government and we will continue to train staff in as space with GARE allows.

Training	Date Completed	Length	# Staff Trained	Comments
Workplace Diversity	Started December 2020, Ongoing	1 hour	97.72% of all employees	Cultural diversity can strengthen an organization’s values and enhance community awareness. Due to our country’s rapid growth and ever-changing diverse populations,

				organizations are realizing strength in the marketplace is linked to their ability to attract a culturally diverse workforce. Unfortunately, discrimination still occurs on many levels. The goals of this program are to promote awareness and encourage acceptance, describe strategies to create a positive and accepting work environment, and to highlight the steps to take should discrimination occur in the workplace.
GARE Foundations Advancing Racial Equity: The Role of Government	Started December 2020, Ongoing	6 hours	7	This course provides an introduction to the role, responsibilities and opportunities for government to advance racial equity. Participants gain awareness of the history of race and of implicit and explicit bias and individual, institutional, and structural racism and how it impacts the workplace. The course also focuses on normalizing racial equity as a core value with clear definitions of key terminology, operationalizing racial equity via new policies and institutional practices, and organizing, both internally and in partnership with other institutions and the community. Participants also become skilled at identifying and addressing institutional and structural racism.

4. Review best practice recommendations, including the THRIVE index and the Municipal Equality index

City staff had initial discussions on the City’s current scores in the THRIVE index (**Appendix C**) and the Municipal Equality Index (**Appendix D.**) Based on the City’s scores from 2019, the team has identified several key areas where additional progress can be made:

1. THRIVE Index: We believe that we may be able to improve our Paid Parental Leave policies to assist employees. The Human Resources Department is researching the issue and will make recommendations to the City Manager within the coming months.
2. Municipal Equality Index: The City of Bozeman worked hard to serve as a leader in the area of Pro-Equality Legislative Efforts during the current Legislative Session, by opposing Anti-Transgender and other anti-equality legislation. We also believe that we may achieve the Index’s goals towards an Inclusive Workplace with expanded workplace training and targeted recruitment efforts within the LGBTQ community.

Diversity, inclusion and interaction with minorities – Bozeman Police Department

1. Training

This item will be an ongoing effort by the Bozeman Police Department to explore additional training opportunities on topics including recognizing implicit bias, anti-racial profiling and Bias-Free policing.

Training	Date Completed	Length	# Staff Trained	Comments
Implicit Bias	November 2020	2.5 hours	64 (all officers)	Officers completed an online course intended to help them understand how implicit bias impacts actions and decisions. The course examined the relationship between unconscious and implicit bias, addressed illicit bias and how it affects decision making, and discussed the importance of communicating effectively.

Use of Force

1. Training

This item will be an ongoing effort by the Bozeman Police Department to incorporate more communication and de-escalation, scenario-based, in-service trainings for officers. Staff will also evaluate and consider additional training programs on topics that include communication, de-escalation, intervention, recognizing force mitigation opportunities, use of force decision-making and more.

Training	Date Completed	Length	# Staff Trained	Comments
Decision Making	November 2020	2 hours	64 (all officers)	Officers attended a training regarding making good decisions during critical incidents. This training included the science behind why poor decisions are sometimes made, the inherent “fight or flight” response and how to overcome it, and how to remain calm and think critically during high-stress incidents.
De-escalation, Intervention, and Force Mitigation	January 2021	2 hours	62 (all officers)	Officers completed an online course focusing on “De-Escalation, Intervention, and Force Mitigation.” After defining each term, the training discussed the importance of focusing on a “guardian” mindset, described a variety of factors involved in human interaction, and explored techniques for lowering emotions to change behavior in volatile situations.

Citizen Appeal Process

- 1. Create a stand-alone citizen complaint policy.**
- 2. Clearly distinguish inquiries from complaints.**
- 3. Refine the complaint investigative process.**

These action items are interconnected and, for the sake of this report, are considered dependent upon each other. After distinguishing inquiries from complaints, staff began the lengthy process of formulating workflow stemming from each category, which has now also been completed. The workflow clearly separates and defines “inquiries,” “minor complaints,” and “major complaints.” After that, it distinguishes which major complaints will require an administrative investigation and which will require an external investigation. The overall citizen complaint policy has now also been completed, a policy which will be included when the department soon begins publically publishing all policies. The “complaint form” which will begin each complaint process is now also being finalized and will also be made available to the public. Discussions are still ongoing regarding the citizen’s appeal process, including who will conduct the review and how a review will be requested. .

Bozeman as an Inclusive City Report – Actions, Budget, Timeline

Green = Complete

Yellow = In progress or Ongoing

Red = Not yet started

City Manager Recommendations

Based on the review of our existing policies, procedures, training protocols and best practices the City Manager recommends the following actions:

ACTION ITEM	LEAD DEPARTMENT	TIMELINE FOR IMPLEMENTATION	BUDGET (ESTIMATE IF AVAILABLE, NOTE IF ALREADY BUDGETED FOR AND WHAT FISCAL YEAR)
1. PROVIDE A QUARTERLY PROGRESS REPORT TO THE CITY COMMISSION AND INTERESTED STAKEHOLDERS	CITY MANAGER'S OFFICE	IMMEDIATELY - FIRST REPORT NOVEMBER 2020	\$0
2. IDENTIFY ANTI-DISCRIMINATION, IMPLICIT BIAS AND SYSTEMIC RACISM TRAINING FOR ELECTED OFFICIALS AND DEPARTMENT HEADS	HUMAN RESOURCES/CITY MANAGER'S OFFICE	DEVELOP 12-MONTH TRAINING PROGRAM BY DECEMBER 2020	\$12,000
3. DEVELOP A CITY DIVERSITY, EQUITY AND INCLUSION PLAN TO ENGAGE STAKEHOLDERS AND IDENTIFY GAPS COMMUNITY WIDE AND TO IMPLEMENT POLICIES THAT HELP ALL PERSONS IN BOZEMAN THRIVE REGARDLESS OF ECONOMIC, RACIAL, CULTURAL, OR GENDER IDENTITY	CITY MANAGER'S OFFICE	18 MONTHS	UNKNOWN
4. SPONSOR A DIVERSITY, EQUITY AND INCLUSION SUMMIT WITH COMMUNITY PARTNERS SUCH AS MONTANA STATE UNIVERSITY, HRDC, AND MONTANA RACIAL EQUITY PROJECT	CITY MANAGER'S OFFICE	2021	UNKNOWN
5. ACCELERATE THE IMPLEMENTATION OF BODY WORN CAMERAS FOR THE BOZEMAN POLICE DEPARTMENT	BOZEMAN POLICE DEPARTMENT	BPD WILL HAVE RECOMMENDATION ON TIMELINE AS A PART OF THE UPCOMING CAPITAL IMPROVEMENT PLANNING PROCESS AND WILL MAKE RECOMMENDATIONS ON FISCAL YEAR.	BPD WILL HAVE COST ESTIMATES AS A PART OF THE UPCOMING CAPITAL IMPROVEMENT PLANNING PROCESS.

6. BECOME A MEMBER OF THE	CITY MANAGER'S	IMMEDIATELY	\$1,000 ANNUALLY
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Overall Diversity for the Organization

ACTION ITEM	LEAD DEPARTMENT	TIMELINE FOR IMPLEMENTATION	BUDGET (ESTIMATE IF AVAILABLE, NOTE IF ALREADY BUDGETED FOR AND WHAT FISCAL YEAR)
<p>1. MAKE DIVERSITY A FORMAL AND HIGH PRIORITY FOR THE ORGANIZATION</p> <p>The City will communicate its commitment to diversity to all city staff and significantly increase formal training for supervisors and employees on implicit bias. The City will review and adjust its employee performance appraisal system to ensure consistency of evaluations and non-discrimination.</p>	<p>CITY MANAGER</p>	<p>HOLD ALL CITY STAFF MEETING AND PASS ADMINISTRATIVE ORDER</p>	<p>\$0</p>

Anti-discrimination

ACTION ITEM	LEAD DEPARTMENT	TIMELINE FOR IMPLEMENTATION	BUDGET (ESTIMATE IF AVAILABLE, NOTE IF ALREADY BUDGETED FOR AND WHAT FISCAL YEAR)
1. IMPLEMENT ADDITIONAL TRAINING FOR ALL CITY STAFF	HUMAN RESOURCES	LMS "WORKPLACE DIVERSITY" DEPLOYED TO ALL EMPLOYEES BY DECEMBER. ESTABLISH A 12 MONTH TRAINING CALENDAR FOR ALL EMPLOYEES BY MARCH 2021	WE HAVE A SYSTEM WITH THESE TYPES OF TRAININGS INCLUDED BUT MAY NEED FUNDING FOR IN PERSON TRAINING
The City will consider more frequent and additional trainings including trainings on "Inclusion in the Workplace" and "Implicit Bias"			
2. EMPLOYEE ENGAGEMENT SURVEYS	HUMAN RESOURCES	SPRING 2021	\$0
The City will engage employees annually to gauge inclusion and engagement in the workplace to measure the success of other efforts by the City.			
3. EMPLOYEE PERFORMANCE APPRAISAL SYSTEM	HUMAN RESOURCES	FY22	\$0
The City will review its employee performance appraisal system and provide updates with greater consideration to fairness and inclusion.			
4. REVIEW BEST PRACTICE RECOMMENDATIONS, INCLUDING THE THRIVE INDEX AND THE MUNICIPAL EQUALITY INDEX	HUMAN RESOURCES/CITY MANAGER'S OFFICE	INITIAL MEETING WITH CITY MANAGER TO REVIEW THESE PROGRAM ELEMENTS IN JANUARY 2021	\$0 FOR INITIAL REVIEW. IMPLEMENTING NEW ELEMENTS MAY REQUIRE FUNDING.
The City will review the best practices of the THRIVE index and the Human Rights Campaign's Municipality Equality index and consider City policies that may need additional updates to meet these best practices.			
5. REVIEW HOW THE CITY HANDLES ANONYMOUS COMPLAINTS (ETHICS ORDINANCE)	CITY MANAGER'S OFFICE	2022	\$0

<p>The City will review the current policies within the ethics ordinance that requires complainants to give their name before complaints are given a complaint investigation status. The review will consider the failures of the policy to meet the needs of the victim and should be updated to reflect those needs.</p>			
<p>6. EVALUATE DIVERSITY & INCLUSION ON ADVISORY BOARDS</p>	<p>CITY CLERK'S OFFICE</p>	<p>SUMMER 2021</p>	<p>\$0</p>
<p>The City will conduct an evaluation of City Advisory Boards to determine how or if the City tracks diversity on these boards and consider systems that could be implemented to support diversity and inclusion in these spaces.</p>			

Diversity, inclusion and interaction with minorities – Bozeman Police Department

ACTION ITEM	LEAD DEPARTMENT	TIMELINE FOR IMPLEMENTATION	BUDGET (ESTIMATE IF AVAILABLE, NOTE IF ALREADY BUDGETED FOR AND WHAT FISCAL YEAR)
1. ADD FUTURE TRAININGS	POLICE DEPARTMENT		
The Bozeman Police Department will explore additional training opportunities on topics including recognizing implicit bias, anti-racial profiling, and Bias-Free Policing.	IMPLICIT BIAS TRAINING (ONLINE) (2.5 HR)	NOVEMBER 2020	\$3,400
2. AUGMENT EXISTING POLICIES AND UPDATE TO "BIAS-FREE POLICING"	POLICE DEPARTMENT		
The Bozeman Police Department will review its existing policies against the model policy of "Bias-Free Policing" and update existing policies where necessary to be in line with this national best practice.		COMPLETED AND TRAINING IMPLEMENTED	\$0
3. BROADEN COMMUNITY OUTREACH EVENTS			
The Bozeman Police Department will give continued consideration to broadening community outreach events to interact with more Montana State University groups as well as other community groups.	POLICE DEPARTMENT	TO BE DETERMINED DEPENDENT UPON PANDEMIC-RELATED RESTRICTIONS	N/A

Hiring Practices - Overall

ACTION ITEM	LEAD DEPARTMENT	TIMELINE FOR IMPLEMENTATION	BUDGET (ESTIMATE IF AVAILABLE, NOTE IF ALREADY BUDGETED FOR AND WHAT FISCAL YEAR)
<p>1. CONTINUED EFFORTS TO REACH OUR BEST PRACTICES</p> <p>The City will continue to evaluate and improve its efforts to achieve our best practices in hiring and recruitment. This includes improving our results for candidates and evaluating the impacts of turnover.</p>	HUMAN RESOURCES	APRIL 2021	MAY NEED MINIMAL AMOUNTS FOR JOB POSTINGS TO NICHE GROUPS.
<p>2. UPDATE HIRING PRACTICES POLICY</p> <p>The City will update the hiring practices manual to reflect current practices and further efforts for diversity. The City will also train supervisors to the hiring practices and hold supervisors accountable for not following hiring practices.</p>	HUMAN RESOURCES	2021-2022	\$0
<p>3. REVIEW AND UPDATE THE LANGUAGE AND IMAGES USED FOR ADVERTISING POSITIONS</p>	HUMAN RESOURCES	2021	\$20,000
<p>The City will review the language and images used for recruiting and advertising open city positions to specialized groups. Language and images should take into consideration literal and visual differences in varied applicant pools.</p>		WORK WITH A CONSULT TO DEVELOP NEW VISUAL AND WRITTEN MATERIALS	

Use of Force

ACTION ITEM	LEAD DEPARTMENT	TIMELINE FOR IMPLEMENTATION	BUDGET (ESTIMATE IF AVAILABLE, NOTE IF ALREADY BUDGETED FOR AND WHAT FISCAL YEAR)
<p>1. POLICY CHANGES</p> <hr/> <p>The Bozeman Police Department will make revisions to the current BPD policy and provide additional policy direction concerning de-escalation and use of force. These updates hope to address community concerns and provide clarity for officers.</p>	POLICE DEPARTMENT	COMPLETE AND TRAINING IMPLEMENTED	\$0
<p>2. FUTURE TRAININGS</p> <p>The Bozeman Police Department will incorporate more communication and de-escalation scenario-based in-service trainings for officers. They will also evaluate and consider additional training programs on topics that include communication, de-escalation, intervention, recognizing force mitigation opportunities, use of force decision-making, and others.</p>	POLICE DEPARTMENT		
	DECISION MAKING (IN PERSON FOR OFFICERS) (2 HR)	NOVEMBER 2020	\$0
	DE-ESCALATION AND FORCE MITIGATION (ONLINE FOR ALL OFFICERS) (2 HR)	FALL 2020	\$3,400
	DE-ESCALATION SCENARIOS (IN PERSON FOR OFFICERS) (2 HR)	MAY, 2021	\$0

Citizen Appeal Process – Bozeman Police Department

ACTION ITEM	LEAD DEPARTMENT	TIMELINE FOR IMPLEMENTATION	BUDGET (ESTIMATE IF AVAILABLE, NOTE IF ALREADY BUDGETED FOR AND WHAT FISCAL YEAR)
1. CREATE A STAND-ALONE CITIZEN COMPLAINT POLICY			
The Bozeman Police Department will create a stand-alone Citizen Complaint Policy that will be available on the City’s website with clear instructions on how to file a complaint, the complaint investigation process, timeline for response, and steps for further engagement after an outcome has been determined.	POLICE DEPARTMENT	SPRING 2021	\$0
2. CLEARLY DISTINGUISH INQUIRIES FROM COMPLAINTS			
The Bozeman Police Department will create a process, including defining the terms “inquiry” and “complaint” to clearly distinguish inquiries from complaints requiring an investigation and create a system for documenting inquiries.	POLICE DEPARTMENT	SPRING 2021	\$0
3. REFINE THE COMPLAINT INVESTIGATIVE PROCESS			
The Bozeman Police Department will review and update the Complaint Investigative Process to establish a clear timeframe for notification and follow-up within 24 hours with a complainant. The Bozeman Police Department will also explore options for developing an appeal process for citizens that are unsatisfied with the outcome of a complaint investigation.	POLICE DEPARTMENT	SPRING 2021	\$0