# COVER PAGE

**TOPIC AREA 5:** Supporting First-Line Supervisors

**TITLE:** *The Sergeant Early Intervention (EIS) Training Project*

**Chicago Police Department**

# FY18 COPS Community Policing Development

## Topic Area 5: Supporting First-Line Supervisors:
## The Sergeant Early Intervention System (EIS) Training Project

# PROJECT NARRATIVE

**Topic Selection and Outcome Identification and Justification**

**Introduction**: Supervisors are the core of community-focused policing. As leaders within the department, they set the tone for their officers' interactions with community members. As leaders within the community, they serve as the face of the Department at times when community members are most distressed. Recognizing this role, we believe that by supporting first-line supervisors we can promote community policing best practices.

Historically, police leadership training has involved building core abilities through courses aimed at enhancing communication, conflict management, public speaking and situational decision-making skills, to name a few. Today, police leadership curricula rely on adult-learning models that teach through practical exercises, case studies and self-directed learning. These trainings focus on personal development and are geared toward multiple levels of first-line leadership, including Sergeants, Lieutenants and Captains. However, under the proposed *Sergeant EIS Training Project*, Sergeants will be the intentional focus of the proposed supervisory training

The role of the police Sergeant or first-line supervisor is one of the most important roles in any police department. (A.D. Hamann, 2013). Sergeants have the closest and most frequent interactions not only with the officers they manage, but with the community at large. They are in a key position to influence attitudes and behaviors up and down the police hierarchy and with the

community. As one police leader noted, "Sergeants hold a unique and critical role in policing. The success of your Sergeant either makes or breaks your organization. Police departments have always invested heavily in training Captains, Lieutenants and other leaders in the highest ranks, when the actual leaders who make community policing successful are the Sergeants who are out there in the community working hand-in-hand with line officers 24 hours/day seven days a week." (Assistant Chief MacArthur, Next Gen Early Intervention System National Advisory Committee meeting, 2017)

Under the proposed *Sergeant Early Intervention System (EIS) Training Project*, the Chicago Police Department (CPD), in partnership with the University of Chicago Crime Lab (Crime Lab) and a team of police experts from across the country who comprise the Early Intervention System National Advisory Committee (NAC), will develop and test sergeant training aimed at enhancing the knowledge and skills of officers and agencies to ensure the highest level of first-line supervision.

**Policing in Crisis:** Across the country, police departments and units of local government are struggling to navigate the challenges of policing at a time when public trust of the police is diminishing. This, coupled with a decline in morale among first-line police officers, has led to a crisis in policing. Low morale is not just bad for police; it is bad for the distressed neighborhoods that are the most in need of effective and fair police services. Much of the public debate today about policing revolves around specific cases that were poorly handled, resulting in adverse outcomes. Understandably, much of the focus after such incidents has been upon whether there were underlying signs that indicated the involved officer was struggling with professional and/or personal life issues, perhaps as an unsurprising consequence of the complexity, stress, and vicarious trauma associated with policing.

**Gaps in Police Department Early Intervention Systems (EIS):** Police EIS were first developed 20+ years ago to help identify officers at risk for an adverse outcome and provide officers with needed interventions to prevent adverse incidents from happening in the first place. Unfortunately, even the systems developed most recently do not always perform well.  Recent advances in technology, however, that enable 'big data' to be collected, analyzed via advanced statistical methods and communicated quickly can revitalize EIS, leading to many positive outcomes, including improved officer wellness, greater accountability for supervisors and management and restored community-police engagement and trust.

In 2016, the Chicago Police Department partnered with the University of Chicago Crime Lab to convene a National Advisory Committee (NAC) of police leaders and researchers from across the nation to design a next generation data driven EIS (Next Gen EIS) prototype, to first be tested in the Chicago Police Department (CPD) and then replicated nationwide. The Next Gen EIS will provide a new and proactive approach to support officer wellness and ultimately improve public trust first in Chicago and then across the country.

To develop the Next Gen EIS, Crime Lab data scientists are building a new tool that will be tested and shared at no cost with police departments across the nation to identify officers who may need additional support, training and/or mental health interventions to perform at their highest levels.  The Next Gen EIS will also identify officers who excel, so that their skills and methods can be used to train others in their successful approach. Developing the Next Gen EIS is a critical step toward filling a gap in accurately identifying which police officers are most in need of further support to enable them to perform at their best in their daily activities and interactions with the community. This gap is especially evident for Sergeants who are the first line of supervision that intervenes when an officer is having difficulties.  Equipping Sergeants with

skills to use data and information from the Next Gen EIS, as well as teaching them how to approach and engage employees in difficult conversations, is greatly needed. Furthermore, internal police department processes for how Sergeants should make referrals and link officers to pertinent services are also needed.

The importance of a trusted Sergeant's involvement at the critical juncture wherein an officer requires intervention cannot be overstated. During Next-Gen EIS focus group discussions conducted by CPD and the Crime Lab, Sergeants confirmed that their training up to this point has not adequately prepared them to take on the expanded leadership and mentorship role the Next Gen EIS will require. In fact, the Sergeants in the focus groups specifically requested an increase in training to teach them how to have potentially difficult conversations with officers in need of support or intervention.

Supervisors are the core of community-focused policing, setting the tone for their officers' interactions with community members. Moreover, police Sergeants are active leaders within the community. They serve as the face of the Department leadership during times when community members are most distressed. The skills Sergeants will learn in this training will enable them to handle difficult conversations with care, both with their own officers and with members of the public at these difficult moments. Recognizing this, we know that by supporting Sergeants we can promote community policing practices within the department.

Under the proposed *Sergeant EIS Training Project*, CPD will work in partnership with the Crime Lab to develop and implement Sergeant EIS training to fill this critical gap. A review of current leadership programs addressing first-line supervisors did not produce a single program focused on Sergeants. Looking through existing resources from national policing organizations only revealed general leadership training programs. Nothing was found that focused on the

specific needs Sergeants identified via the Next Gen EIS Focus Groups.

**Outcomes to be Achieved:** Under the proposed *Sergeant EIS Training Project*, CPD and Crime Lab will work with a team of police training experts who are currently members of the NAC. These NAC members' vast experience in curriculum development, police academy training and adult learning will inform the sergeant-focused training program to first be tested and expanded within the CPD, and then replicated at no-cost across the nation. As with the Next Gen EIS technology, we hope that the Sergeant EIS training component developed and tested in Chicago will inform national best practice and help other departments ensure that their officers are at their best when they are serving their communities.

## Strategy to Achieve Program Outcomes and Goals

*Sergeant EIS Training Project* **Goals and Strategies:** The Goal of the *Sergeant EIS Training Project* is to enhance the knowledge and skills of Sergeants to ensure the highest level of first-line supervision. To achieve these goals, the CPD will pilot and test the Next Gen EIS by accomplishing the following objectives:

- Collaborate with the Crime Lab to develop and provide the training that CPD Sergeants need to beneficially employ the new EIS tool.

- Add resources and information related to the training to cost-effectively expand EIS to CPD Sergeants throughout the department.

- Working with the Crime Lab, develop and test metrics to measure how CPD Sergeants are incorporating the EIS training/tool into performing their daily activities.

- Develop and promote the *Sergeant EIS Training Project* at national policing and related conferences to expeditiously and at no cost replicate this new and innovative first-line supervisory tool across the nation.

The *Sergeant EIS Training Project* will help **increase awareness** by increasing the number of Sergeants, first in the pilot area, then department-wide, and eventually nationwide who are knowledgeable about the importance of EIS in community policing. The project will also **increase skills/abilities** of police agencies and community partners that are involved in providing needed interventions to struggling officers. After it is successfully tested and replicated at no cost in police departments across the nation, this first-line supervisory training will **increase and institutionalize** the number of policing organizations employing this promising **community policing practice**.

**Overall Strategy and Specific Strategies**: During the past two years, Crime Lab data scientists have been designing and building the Next Gen EIS platform in partnership with the CPD EIS Working Group and NAC. In early 2019, the Crime Lab plans to start to pilot the Next Gen EIS technology, beginning in a single to-be-determined CPD district and expanding over a two-year period, department-wide.

Leading up to this pilot phase, CPD will work to develop new supports and interventions and build capacity in existing supports for officers who need it. Alongside this capacity building, CPD will determine the referral pathways into each relevant support, clarifying for all CPD members how services may be accessed. Because much of this process will be either new or redesigned, the sergeant training will cover this topic extensively, assuming very little or no background knowledge. Sergeants will walk out of this training able to navigate the pathways available to support their officers.

During the proposed two-year grant, every Sergeant throughout the Department (1,294 budgeted Sergeant positions inside CPD) will be:

- Trained on how to use the EIS technology. Crime Lab Data Scientists will work with the

CPD Training Academy to train Sergeants to effectively use this new technology.

- Trained on new mentoring and leadership skills to help them successfully use this new community policing tool to better engage with the community and reduce crime. Members of the NAC will work with the CPD Training Academy to train supervisors how to engage, mentor and assist employees who are struggling.

During the first six months of the proposed *Sergeant EIS Training Project*, retired LAPD Assistant Chief Sandy Jo MacArthur, a national expert with more than 35 years of experience developing and implementing police department training and a member of the NAC, will work with CPD's Training Academy leaders and other selected members of the NAC on developing the proposed training curricula. Specifically, Assistant Chief MacArthur's work will focus in three primary training areas: 1) new EIS technology; 2) new mentorship and leadership techniques; and 3) processes/procedures for effectively and expeditiously making referrals for needed services. Sergeants will receive training beginning March 2019.

**Deliverables:** CPD and the Crime Lab will develop a technology training curricula for supervisors, first in the pilot district, and then Department-wide. Per recommendations given by the COPS office in their guide "Strategies for Intervening with Officers through Early Intervention Systems: A Guide for Front-Line Supervisors," the training will answer these and other questions for supervisors:

- What data are in the system?
- Who has access to EIS data?
- Can officers challenge data they believe are incorrect?
- When and where can the data be accessed?
- Is there a formal protocol that outlines supervisors' responsibilities within EIS?

- Does the Department currently offer the resources that supervisors will need to perform their responsibilities under the EIS?

By answering these and other key questions, this training will introduce supervisors to relevant topics and ensure that they understand their responsibilities within the EIS. The training model will be developed by Assistant Chief MacArthur in a train-the-trainer format so that CPD can seamlessly and cost-effectively expand the training throughout the Department during the two-year grant. As first-line leaders, Sergeants already play a critical role in working in partnership with the community and shaping the behavior of officers to help meet the community's expectations and needs. Under the *Sergeant EIS Training Project*, they will also set the tone for the Next Gen EIS rollout process. We anticipate that after the proposed training, Sergeants will not only gain new technology skills, but will also be ready for this expanded leadership role.

Under the proposed project, CPD Sergeants will learn about processes and protocols related to alerts raised by the data-driven Next Gen EIS. They will be taught the skills they need to have difficult or uncomfortable conversations with their direct reports. For example, if Next Gen EIS identifies an officer who is at elevated risk for an adverse outcome in the field, his/her trained supervisor will be able to sit down with that officer, have a constructive conversation, and learn that the officer has been struggling with symptoms of PTSD since responding to a traumatic call several months prior. Under the proposed *Sergeant EIS Training Project*, the supervisor will learn the skills to initiate this difficult conversation as well as learn how and where to refer that officer to myriad interventions and services currently available at CPD. Supervisors will also learn how to identify needs where no apparent services currently exist, and understand the processes for referring an officer to others who can help fill this service gap. The success of the

Next Gen EIS will rely on the strength of the relationships between supervisors and their direct reports; through this training, we aim to enable supervisors to have open, honest conversations with their officers, enabling these relationships to thrive.

Similarly, the Next Gen EIS may identify an officer who has exemplary community policing skills that should be taught to other officers. For example, recently a member of the Next Gen EIS NAC talked about an officer who handled more than triple the number of domestic violence (DV) calls than any other officer in his department, but did not have a single community complaint. Upon interviewing the officer, the Department learned that this officer had developed a unique and effective set of skills for approaching DV calls that could be taught to other officers. This example also highlights how Next Gen EIS can be used as a non-disciplinary community policing tool intended to support officers in reaching their personal and career goals, as well as community goals for working together in partnership to reduce crime and create safer communities. Moreover, both examples show how the proposed Next Gen EIS rollout is being designed to create an environment within CPD and other police departments that Sergeants will embrace. And if Sergeants embrace Next Gen EIS, line officers and the community will likely follow.

At the end of the two-year *Sergeant EIS Training Project*, CPD will develop a final report that summarizes the project process, outcomes and includes concrete recommendations for replicating the Sergeant EIS training in police departments across the nation at no cost. This sergeants' training will go hand in hand with the planned national replication of the Next Gen EIS, in which it will be offered to police departments across the country at no cost.

**Capacity and Experience**

**Capacity:** CPD, the nation's second largest municipal law enforcement agency, is fully

prepared to implement the proposed *Sergeant EIS Training Project*. The project will be **co-led by project leads, *CPD Detective Norma Trevino-Duffy* and *Crime Lab Research Manager Zoe Russek.*** Detective Trevino-Duffy has also been the CPD liaison to the Crime Lab for building the Next Gen EIS technology. The administrative lead for the project will be *CPD Director of Grants Management, Larry Sachs* (40+ years of public safety management experience, including 13 years at CPD). The University of Chicago Crime Lab will serve as CPD's project evaluation partner under the *Sergeant EIS Training Project*. Since 2008, the Crime Lab has partnered with policymakers and practitioners to help cities design and test the most promising ways to reduce crime and improve human lives at scale. The Crime Lab focuses on the most important criminal justice challenges of our time, including efforts to help Chicago and other cities prevent crime and violence, improve schooling and income opportunities for those living in communities most impacted by violence, and reduce the harms associated with the administration of criminal justice.

**Project Staff:** *Curriculum Developer, Assistant Chief (ret.) Sandy Jo MacArthur* will work in partnership with the head of curriculum development at the *CPD Training Academy, Lt. Jack Benigno.* Assistant Chief MacArthur will lead the development and testing of the proposed first-line supervisory training. Assistant Chief MacArthur has 35+ years of experience developing and implementing police department training across the nation and is a nationally known expert in police mental health interventions. Assistant Chief MacArthur will select up to four other TBD police training experts from the larger EIS National Advisory Committee to form a curriculum development subcommittee to work on developing the national sergeant training curricula. (Please see attached list of the current NAC members.) Lt. Benigno and Assistant Chief MacArthur will coordinate with Detective Trevino-Duffy on setting up the train-the-trainer

schedule and department-wide sergeant training roll-out after the training is piloted in the first CPD district.

**Next Gen EIS Project Team:** *CPD Chief Barbara West,* the Next Gen EIS Chicago Police Department Lead has worked in partnership with **Maggie Goodrich**, Crime Lab Next Gen EIS Project Director, for the past two years on designing and developing the new EIS technology tool. Ms. Goodrich successfully implemented the Los Angeles Police Department's EIS and other risk management systems, and has consulted on implementations in cities including Seattle, Cleveland and Newark. After the LAPD, Ms. Goodrich joined the Crime Lab to work on coordinating the entire Next Gen EIS project.

The research/technology Next Gen EIS team is led by *Jens Ludwig*, the McCormick Foundation Professor at the University of Chicago, Director of the Crime Lab, Co-Director of the Urban Education Lab, and an elected member of the National Academy of Medicine, and *Greg Stoddard*, Crime Lab Research Director and Data Scientist.

The Next Gen EIS project has the full support of CPD Superintendent *Eddie T. Johnson* and Chief *Jonathan Lewin* of the Bureau of Technical Services, and all five CPD Bureau *Chiefs* are represented on the larger CPD EIS Executive Steering Committee. *Wynter Jackson***,** CPD's Director of Management and Labor Affairs is leading union engagement and facilitating discussions with the City of Chicago's Corporation Counsel on issues such as legal discovery and disclosure under the Freedom of Information Act. *Roseanna Ander*, founding executive director of the University of Chicago Crime NS Education Labs, will facilitate communications between the Crime Lab, CPD, and other relevant partners and provide project direction.

**Project Implementation and Communication Capacity:** The proposed *Sergeant EIS Training Project* will be seamlessly implemented by three strong project partners: The Chicago

Police Department, the University of Chicago Crime Lab and nationally renowned police training consultants.  Each partner adds their operational expertise and organizational skills to create a two-year ambitious and achievable implementation plan.  Similarly, each of the partners will add their skills and expertise to developing and carrying out a strong communication strategy to replicate the Next Gen EIS and accompanying Sergeant EIS training curricula in other police departments across the nation, at no cost.  All project materials will be available online as well as presented at national policing meetings across the nation. Sworn and civilian administrative and operational project staff have been and will remain in good communication with each other, and have developed an excellent track record of working collaboratively on previous projects. Please see attached résumés for Assistant Chief Sandy Jo MacArthur, Lt. John Benigno, and Zoe Russek. Additional project résumés are also available (i.e. Maggie Goodrich, Jens Ludwig, Roseanna Ander, Greg Stoddard, Norma Trevino-Duffy, and Larry Sachs) but could not be attached to the application due to grant guidance constraints.

**Demonstrated History:** The Chicago Police Department has worked extensively with the University of Chicago Crime Lab since its inception in 2008. They have forged a productive and strong partnership. The CPD has a large team of grant administrators and subject matter experts who will be assigned to the *Sergeant EIS Training Project*.  Other project staff from CPD's Finance Division and Grants Section who will be responsible for this grant's administrative planning, implementation, monitoring and reporting have decades of relevant, practical experience and training, and considerable recent hands-on experience managing other U.S. DOJ grant-funded projects without audit findings or significant funding lapse. These administrative personnel are skilled and experienced project managers, expert in navigating and overcoming bureaucratic obstacles that can interfere with achieving grant objectives.

The CPD team will oversee all project administration and reporting tasks as well as manage all consultant contracts. The CPD and the Crime Lab already have active data sharing agreements. Both organizations have strong partnerships with local social service providers in crime, education, and health care. The work of the CPD and Crime Lab has received nationwide news coverage in, among other outlets, *The New York Times*, *The Washington Post*, and on NPR.

Then CPD and Crime Lab recently partnered successfully on grant projects from the US Department of Justice (USDOJ) Bureau of Justice Assistance (BJA) to support the creation of the Next Gen EIS NAC. Additionally, CPD and the Crime Lab have previously partnered to successfully work on a number of data analysis and youth crime prevention grant programs funded by the Joyce Foundation and the MacArthur Foundation.

## Management and Implementation Plan

*Sergeant EIS Training Project* **Management Plan:** CPD Detective Norma Trevino-Duffy and Crime Lab Research Manager Zoe Russek will conduct all project administrative, scheduling and reporting tasks. CPD Chief West and Crime Lab Next Gen EIS Project Director Maggie Goodrich, will provide needed project oversight and sign-off on all project reports.

*Sergeant EIS Training Project* **Implementation Team:** CPD Training Academy, Lt. Jack Benigno and Assistant Chief Sandy Jo MacArthur will work with four TBD Members of the NAC to develop the training curricula. Information from Crime Lab researchers Jens Ludwig and Greg Stoddard, working on the data-driven technical/statistical side of the Next Gen EIS project, will inform the first-line supervisory training being developed and tested. Sandy Jo MacArthur will also meet with the CPD FOP/Sergeants Union at the beginning of the curriculum development process and throughout the training implementation.

**Project Deliverables**: Sandy Jo MacArthur will develop and document the formal sergeant

training curricula. She will also help write the final project report and present to Maggie Goodrich and Chief West for their final review/edit. Next steps for no-cost replication of the sergeant training will be detailed in the report. Assistant Chief MacArthur has extensive experience developing and replicating training inside the LAPD as head of the Training Academy, and externally as a curricula and training development consultant in other major police departments across the nation. The evaluation of the training courses will be conducted by Crime Lab researchers and outcomes will be included in the final report.

**Marketing plan:** The CPD and Crime Lab plan to present preliminary findings from the *Sergeant EIS Training Project*, as well as a more comprehensive process and outcome evaluation of the entire national Next Gen EIS system development and launch, at local and national criminal justice/social services meetings and conferences, including, but not limited to the COPS Office, BJA Officer Wellness convenings, IACP, PERF and MCCA meetings. Additionally, we intend to publicize the Next Gen EIS effort and findings via the development of online and print media articles in public safety social media outlets, national and international association publications (e.g., Police Executive Research Forum, IACP, etc.), and other print media (e.g., Police Chief Magazine).

Finally, we hope to inform national replication efforts in other cities. A number of police agencies from across the country – particularly those represented in the NAC – have expressed an interest in utilizing the model developed and tested in Chicago to revamp existing EIS efforts. The Crime Lab plans to make the Next Gen EIS model available to all law enforcement agencies, at no cost, to support officer wellness and improve public trust across the country.

**Timeline:** The *Sergeant EIS Training Project* will be developed and implemented over a 24-month period.

**Oct 2018 – March 2019:** CPD and Crime Lab Next Gen EIS project leaders meet with Sandy Jo MacArthur; Assistant Chief MacArthur convenes NAC subcommittee to work on curriculum development and write-up; working with Lt. Benigno, develops final curricula and training schedule; Train-the-Trainer session developed and implemented.

**March 2019:** Crime Lab develops course evaluations forms.

**April – June 2019:** CPD begins Sergeant training with classes on how to use Next Gen EIS technology in Pilot CPD District; newly developed training on Sergeants' expanded leadership and mentorship role under Next Gen EIS begin in pilot CPD District.

**July 2019 – September 2020:** EIS technology and leadership/mentoring training for Sergeants replicated throughout the CPD districts; Implementation schedule developed.

**October 2019-May 2020:** Preliminary results discussed on panels at national policing conferences, such as the IACP Annual Meeting in Chicago, and the PERF and MCCA National meetings.

**September 2020:** Final Report submitted

**October 2020:** Apply to present final results at IACP Annual Meeting in New Orleans; EIS tool and training promoted and available at no cost for replication nationwide.

**Project Timeline Tracking:** Project leads *CPD Detective Norma Trevino-Duffy* and Crime Lab *Research Manager Zoe Russek* will develop and maintain monthly timeline reports to track the progress of the proposed Sergeant EIS Training project as well as associated full implementation of the Next Gen EIS. A report format has already been created under the Next Gen EIS project that can be enhanced and expanded to include training development, implementation, outcome and replication components.

**Effectiveness of Program**

     **Measures to Track Project Success**: To determine the effectiveness of the *Sergeant EIS Training Project*, the Crime Lab will work in partnership with Lt. Benigno and his team at the CPD Training Academy to develop an evaluation form that will be filled out after each course. At least three sets of outcome data will be collected during the project period. Additionally, during the ramp up of the training to new CPD districts, randomly selected officers will be asked to participate in individual and/or focus group interviews.

     Moreover, Next Gen EIS project leads Maggie Goodrich and Chief West will be tracking the use and effectiveness of the Next Gen EIS tool in productively identifying officers who may need interventions to perform at their highest levels. The details of the overall Next Gen EIS evaluation are currently being developed, in consultation with the NAC, as the technology behind this tool is being completed and the prototype launched in early 2019. The proposed *Sergeant EIS Training Project*, however, is just one component of this powerful community policing tool. As such, it will be evaluated for its part in helping Sergeants understand how to use the new EIS tool for identifying officers with potential needs, as well as training Sergeants to engage and work with officers to expeditiously access supports, services and interventions.

     At the end of the project, a final report will be submitted to the COPS Office that includes the results of the training evaluation and interviews. The number of Sergeants inside CPD and in other cities who request the training materials will also be tracked. Finally, the report will include recommendations for developing materials for replicating the *Sergeant EIS Training Project* nationwide, and be a part of Next Gen EIS presentations at national meetings.