CPD's FY16 COPS Community Policing Development

Microgrant Initiative for Law Enforcement Open Topic Area
Community Engagement Dashboard Project

Budget Narrative

A. Salary/Fringe: N/A

B. Equipment/Technology: N/A

C. Supplies: N/A

D. Travel/Training: N/A

E. Consultants/Contracts

CONSULTANTS

1) Dennis P. Rosenbaum, Ph.D., Lead on Project Surveying, Outcomes and Documentation

Professor Dennis Rosenbaum, Ph.D. and his staff at the Center for Research in Law and Justice at the University of Illinois – Chicago will serve as a project lead to ensure development of community engagement output metrics that logically and causally relate to outcome measures normally associated with community and police surveying and crime reduction. He will assist in converting survey results into metrics to be reported by District personnel that will be accessed in a Community Engagement Dashboard for use by CPD managers during CompStat meetings to promote accountability, and to identify training needs. The Dashboard will also be utilized by supervisors during the normal course of staff evaluation. Dr. Rosenbaum and colleagues will also assist in documenting and reporting on project process, and in preparation and dissemination of a final project report to assist other jurisdictions in replicating CPD's work to improve community engagement.

Dr. Rosenbaum is currently Professor of Criminology, Law and Justice and Director of the Center for Research in Law and Justice at the University of Illinois at Chicago (UIC). As a member of the President's Task Force on 21st Century Policing, Professor Rosenbaum (and his colleagues) developed standardized performance measures "that provide the foundation for local and national benchmarks for organizational excellence and procedural justice in police-community encounters." Dr. Rosenbaum and his staff will commit a total of 288 hours at an average rate of $68.75 per hour during the 12-month project period to coordinate all related community engagement metric development tasks with CPD and other partners. Compensation will be based on actual services performed during the grant period and will not exceed the COPS Office consultant/contractor limit of $650 per day.

CALCULATION: 288 hours @ $68.75/hour = $19,800

2) Egan Office of Urban Education and Community Partnerships at DePaul University

The Egan Office of Urban Education and Community Partnerships at DePaul University uses the Asset-Based Community Development (ABCD) model to build community capacity, engage in community asset mapping, and prepare communities to develop and achieve their own community building objectives. It is a participatory process that focuses on the strengths of the community and engages members, organizations and the "indigenous knowledge" within the community. This process assumes that even communities with many needs have assets useful in addressing their needs and concerns.

John Zeigler, Director of the Egan Office of Urban Education and Community Partnerships and colleagues, notably L. Anton Seals, Egan's Neighborhood and Community Partnerships Coordinator, will help CPD identify a pilot District and engage with community leaders and stakeholders in that District to assess community assets, and to ensure that CPD's new community engagement metrics are relevant to the community, and relate to community values and public safety-related community capacities that could be strengthened through enlightened community policing activities. Egan Office and CPD personnel will co-lead this community engagement process. The Egan Office will commit 400 hours of personnel time at an average rate of $49.50 per hour during the 12-month project period. Compensation will be based on actual services performed during the grant period and will not exceed the COPS Office consultant/ contractor limit of $650 per day.

CALCULATION: 400 hours @ $49.50/hour = $19,800

Consultant Total Costs: $39,600

CONTRACTS

Chicago Police CLEAR Community Engagement Dashboard. CPD will utilize the services of an appropriate, competitively selected vendor under the City of Chicago's Master Consulting Agreement (MCA) contract framework to develop a *Community Engagement Dashboard* in the Citizen and Law Enforcement Analysis and Reporting (CLEAR) System, one of the largest and most advanced law enforcement technology platforms in municipal policing, with tens of millions of records of data across hundreds of datasets, including a range of systems that facilitate a two-way exchange of information with the community. CLEAR is fully integrated into daily CPD business operations, and this Dashboard will provide CPD supervisors and executives fingertip access to data that defines the extent of community policing activities in a District, as well as the impact of those activities. Project work to define useful Dashboard metrics will contribute to the Department's effort to develop community policing tools and strategies which in turn will help District personnel understand the Department's community policing expectations and how and when to use community policing tools and strategies to meet those expectations.

Project Tasks / Deliverables	Hours
Existing Module Enhancements	
Analysis/Requirements Documentation	24
Meetings to identify existing and new CP metrics needed	22
Community Policing Data Analysis	50
Database Design	50
Data Entry Module Development	40
Community Policing Data Import	40
Community Policing Reporting Module Development	40
Community Policing Report Development	40
Community Policing Summary Page	40
Screen Enhancements	40
Community Policing Maintenance Screens - 4 screens	35
Project team meetings	22
Deliverable sub-total of effort	**443**
Testing	24
Documentation	10
Deployment	32
Post Production Support	40
Project Total : Community Engagement Dashboard	**549**

To estimate the total cost of application development for the new Community Engagement Dashboard, an average rate of $110/hour for all required resources is used.

CALCULATION: 549 hours @ $110/hour = $60,390

Total Contractual Costs: $60,390

Total Consultant/Contracts Cost: $99,990

F. Other Costs   N/A
G. Indirect Costs   N/A

Total Project Cost: $99,990

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Project Narrative

A. TOPIC SELECTION AND OUTCOME IDENTIFICATION AND JUSTIFICATION:

Policing in the United States is at a critical crossroads. Despite a focus on community-oriented policing by most police organizations over the past two decades, much of the trust developed between police and residents in urban areas, especially in minority communities, seems to have dissipated after well-publicized violent interactions between officers and people on the street led to increased concerns about police accountability and a police "code of silence".

The Chicago Police Department (CPD) understands that an enlightened community policing philosophy must be matched by effective community policing practices. However, there has been insufficient work in Chicago or elsewhere to define those practices, train police in their use, develop metrics to measure them, and to routinize the reporting and use of those metrics to hold District Commanders and others accountable for the extent and quality of their community policing practices. The law enforcement truism that "what matters gets measured and reported" drives our central premise, that defining, training and reporting on community engagement outputs (i.e. activities) will measurably produce four desired community policing outcomes: 1) community satisfaction with the police; 2) community capacity to "co-produce" public safety; 3) improved police morale and enthusiasm; and 4) lower crime rates.

What law enforcement most needs to produce desired outcomes are frequently reported, behaviorally-informed operational definitions (i.e. output measures) of best community engagement practices imbedded in daily District Policing, yet development efforts on this front have skipped right past the opportunity to develop and use outcome measures to change police

performance and have instead focused on using annual and ad hoc surveying instruments to measure policing outcomes. For instance, the COPS Office Community Policing Self-Assessment Tool (CP-SAT) provides agencies with an annual or biannual mechanism to assess agency-level changes in key community policing areas (e.g. community partnerships, problem solving and organizational transformation) – without providing concrete examples of best community engagement practices or metrics that can be used on a day-to-day basis to achieve those desired agency-level changes. Similarly, there has been a considerable effort to measure community attitudes toward the police (an important outcome measure) – but this work has not included a complimentary effort to define and quantify the kinds of community engagement activities that might logically produce improved community attitudes about the police.

After surveying the literature and engaging with highly regarded community engagement subject matter experts, we were surprised to discover that apparently no-one in the country has developed a menu of proactive community engagement output practices, metrics to measure and report them, or used such metrics to define police training needs and to hold police accountable for engaging in the kind of proactive evidence-based (or at least promising) community engagement activities that can improve community satisfaction and cooperation with the police, community capacity to co-produce safe communities, police morale, and crime rates.

This need will be addressed by the current Chicago Police Department grant proposal under the FY 2016 COPS Community Policing Development Microgrant Initiative (Law Enforcement Open Topic Area) to: 1) develop, define and routinize the reporting of community engagement metrics; 2) incorporate these metrics into a new *Community Engagement Dashboard* in CPD's Citizen and Law Enforcement Analysis and Reporting (CLEAR) system; 3) identify and meet related community engagement training needs; 4) train District Commanders to use those metrics to hold District personnel accountable for engaging in desired proactive community engagement

activities; and 5) use those metrics at weekly CompStat meetings to hold District Commanders and other CPD leaders accountable for engaging in desired proactive policing activities.

We believe this effort will lead to measurable improvements in: 1) community engagement; 2) community trust in and cooperation with the police; and 3) community capacity to prevent crime (i.e. "collective efficacy", defined as *mutual trust among neighbors combined with a willingness to act on behalf of the common good, specifically to supervise children and maintain public order*). CPD also believes this work will help other law enforcement agencies effectively implement and track many of the recommendations of the recently published Final Report of the President's Task Force related to building trust and legitimacy and community policing and crime reduction, including Task Force recommendations 4.1, 4.2, 4.3, 4.5, 4.6, and 4.7.

CPD will be assisted in this effort by: 1) the Center for Research in Law and Justice at the University of Illinois - Chicago (to ensure relevance of output measures to desired outcomes); and 2) the Egan Office of Urban Education and Community Partnerships at DePaul University (to ensure relevance of output measures to important community values and capacities).

B. STRATEGY TO ACHIEVE PROGRAM OUTCOMES AND GOALS

CompStat, as a police strategy to hold District Commanders accountable for the efficient and effective deployment of scarce resources, is well established at the Chicago Police Department. Typically, for two full hours every Thursday morning, the Superintendent of Police and his Deputy Chief of the Office of Crime Control Strategies host a meeting attended by CPD Bureau Chiefs, Area Deputy Chiefs, District Commanders, many other police personnel and on occasion, other guests (e.g. Aldermen and other community leaders) in a data-driven examination of recent crime data and trends and the police response to determine how that response could have been better, and how to improve that response in the near term.

Thus, Chicago CompStat is primarily used as a strategy to examine policing 'enforcement',

what happened and how we responded, and how we can deploy resources in the near term to improve outcomes. CPD CompStat does include some focus on community engagement metrics, though those metrics tend to describe enforcement-related community engagement activities, such as the number of 911 calls dispatched for police response and responded to, and delayed responses to those dispatched calls when no officer is currently available to respond to a dispatched 911 call (radio assignments pending, or RAPS). In fact, almost all patrol officer time in Chicago Districts is spent running from call to call to call, and perceptions of policing by almost all the public almost all the time are based on watching patrol officers responding to 911 calls and engaging in other kinds of enforcement activities, such as investigatory stops, and traffic enforcement.

Over the past several years and commendably, all CPD officers have been trained in "Police Legitimacy and Procedural Justice" to improve the nature of their interactions with the public during literally millions of enforcement contacts with the public each year.

Yet, anecdotally we know that Districts from time to time engage in very different kinds of community engagement activity (examples include: walking the beat; police-sponsored forums, such as Burglary Prevention, Domestic Violence Education, and Troubled Buildings Seminars; and police attendance at community-sponsored events) that can be characterized as proactive versus reactive in nature. We also understand that the quality of police-citizen interaction in these engagements is very different and often much more positive than in typical enforcement interactions. We hypothesize that significant increases in proactive community engagement activities will 1) build community trust in the police, 2) improve public cooperation with the police, 3) improve how police feel about themselves and the work they do, 4) that this in turn will set the stage for police and community to define and strengthen community capacity to improve public safety, and 5) lead to reduced crime rates and safer communities.

However, in the face of unyielding demands for strong enforcement efforts coupled with a lack of proactive policing definition and accountability, enforcement wins – and opportunities to improve police and community efforts to co-produce public safety are lost.

We will change this balance and increase the percentage of time spent by District police on proactive community engagement through eight interrelated strategies:

1. We'll begin to catalog all known proactive community engagement practices. This catalog will include: individual officer activities (e.g. walking the beat, bike patrol, engaging with business owners); District activities (e.g. conducting safety seminars, phone-tree activations, posting alerts to listservs, conducting "custom notification" visits to at-risk individuals); and police response to community crime-solving and case-clearing tips, and to community concerns submitted electronically to CPD's public portal, or verbally at beat meetings.

2. We'll review the proactive community engagement catalog with our University of Illinois – Chicago (UIC) academic research partner to identify practices rooted in evidence-based research that logically relate to the public safety outcomes we hope to produce.

3. We'll work with our community engagement partner at the DePaul University Egan Office of Urban Education and Community Partnerships (who has engaged in ground-breaking work on community asset mapping) to engage with community to determine which community engagement practices reflect community values and relate to needed community capacities.

4. We'll work with CPD's Information Services Division and Bureau of Patrol personnel to develop a community engagement data dashboard in CLEAR, and District reporting procedures to populate the Dashboard with meaningful community engagement data.

5. CPD's Training Academy and the Deputy Chief of the Superintendent's Office of Crime Control Strategies will develop and implement training for District Commanders to use the new Dashboard to achieve a better balance of officer time dedicated to proactive vs. more traditional

enforcement-model policing in order to improve public safety outcomes.

6.   Personnel from CPD's Training Academy, Bureau of Patrol and Office of Crime Control Strategies will begin to define District and officer community engagement skill deficits to begin determining and meeting training needs. For instance, it may be determined that District staff need skill training in how to: engage community in collaborative and non-defensive discussion to define community capacities needed to co-produce safe communities; how to host a "What to Expect When Stopped by the Police" workshop in minority communities; or how to engage in what Dr. Rosenbaum calls "respectful engaged patrol" while walking the beat.

7.   CPD believes that establishment of these metrics and a system to access and use them will have national value for law enforcement organizations across the United States, and we will produce a summary project report at the end of the project period that will be useful to other jurisdictions wishing to improve their proactive community engagement practices in order to produce desired public safety outcomes.

8.   Although a rigorous scientific examination of the project's impact on public safety outcome measures is beyond the current scope, a limited evaluation will begin by the end of the 12-month project period: UIC academic partners will to use their surveying instrument, RespectStat, to compare community engagement output data with outcome measures such as public satisfaction with the police and police attitudes toward their own performance; and DePaul Egan Center partners will have begun to use their community asset mapping strategy to compare community engagement output data with improved community capacities related to public safety.

The Chicago Police Department believes this multi-faceted strategy to define and improve community engagement practices will measurably rebuild trust between police and community, identify and improve the community capacities needed for community and police to co-produce public safety, and no less importantly, rebuild law enforcement self-confidence grounded in a

deeper understanding of and appreciation for partnership with the community.

C. CAPACITY AND EXPERIENCE

CPD is fully prepared to engage with the community in collaborative planning to improve community policing practices as a pathway to building the community trust, partnership and capacities needed for us to co-produce measurably safer communities. From the Superintendent of Police on down through the ranks, the Chicago Police Department's mission and focus is consistent with, complementary to, and supportive of the proposed project.

CPD has been implementing arguably the most comprehensive community policing strategy in the Nation for the past 23 years, one centered on building relationships with residents and organizational stakeholders, and local problem solving to ensure that strategies meet the needs of individual neighborhoods throughout the City. Recently, CPD has refocused and reorganized these efforts to better deliver community-oriented policing by redistributing citywide task force personnel with little connection to the community back to individual police districts.

The Dashboard project team will be co-led by Deputy Chiefs of Community Policing, the Office of Crime Control Strategies (who manages CompStat), Information Services (Dashboard lead), and the Director of Grants Management (administrative lead). Other members of the project team are well versed in grants administration, program research, using data to foster accountability, policy and planning, and information systems and technology, and will be committed to achieving project goals in full compliance with grant requirements. This team includes experienced project managers who are expert at overcoming bureaucratic obstacles that can interfere with achieving grant objectives, and these subject matter experts:

Dennis P. Rosenbaum, Ph.D. (C.V. attached)**:** Director of the Center for Research in Law and Justice at UIC; Chair, Division of Policing, American Society of Criminology; Chair of the Ad hoc Committee to the President's Task Force on 21st Century Policing; and a Principal

Investigator for the National Police Research Platform. Areas of research expertise include community policing, the life course of police officers, Respectful Engaged Patrol (REP) policing; and community and police satisfaction surveying via "RespectStat".

John Zeigler: Director of the Egan Office of Urban Education and Community Partnerships (UECP) and adjunct faculty in Community Service Studies at DePaul University. John has worked with numerous grassroots organizations and initiatives across the country, helping to create change that speaks to community values. He recognizes that the most effective solutions to community issues are community-driven and believes in the power of creating opportunities for community partners to share practices, promising ideas, and challenges.

D. MANAGEMENT AND IMPLEMENTATION PLAN

The project timeline below defines activities, milestones, and responsibilities over a two-month planning period, and a ten-month, three-phase implementation period:

Planning Period: October-November 2016

- CPD and City personnel will work together to 1) accept the award and 2) set up the grant in the City's financial and accounting systems to track, monitor and report expenditures.

- Project co-leaders will convene two planning meetings with UIC and DePaul partners and internal subject matter experts to assign initial tasks, including: 1) begin to catalog known proactive and enforcement-related community engagement strategies; 2) begin to identify training needs; 3) identify a pilot District ; 4) identify key community stakeholders; and 5) schedule Phase 1 activities.

Implementation Phase 1: December 2016 – February 2017

- Egan Center and CPD will co-produce at least two meetings with community leaders and stakeholders to define 1) community engagement strategies in the initial catalog that are

consistent with community values and perceived public safety needs, and 2) a community asset mapping plan, and community capacities to be strengthened.

- UIC personnel will evaluate the preliminary catalog of community engagement strategies from an evidence-based perspective.

- CPD will convene a meeting of all project partners, including community leaders, to discuss and agree upon a preliminary menu of desirable community engagement activities and related community capacities to be strengthened through those activities.

Implementation Phase 2: March 2017 – May 2017

- CPD will convene a meeting with CompStat, Pilot District, Information Services and Research and Development personnel and UIC partners to 1) define realistic and useful metrics to describe each activity in the preliminary community engagement catalog, and 2) to develop community engagement reporting procedures for use by District personnel.

- The Egan Center will coordinate asset mapping and identification of community capacities in the target District with potential to be strengthened through community policing support.

- CPD Academy, Community Policing and District personnel will use the defined metrics and community capacity targets to develop a plan to meet District training needs.

- CPD Information Services and Administrative personnel will develop a Dashboard development scope and tasks, and identify a programming vendor with an already established contract with CPD) to begin creating the Community Engagement Dashboard in CLEAR.

Implementation Phase 3: June 2017 – September 2017

- CPD will beta test the Dashboard; the project team will orient and train the pilot District Commander, Executive Officer, Watch Commanders, Community Policing Sergeant and others in using the Dashboard; and the Dashboard will be implemented in CompStat when the pilot

District is next called upon to discuss District crime and the police response.

- CPD's Academy will begin to train District personnel in community engagement activities.

- UIC partners will survey community members and District personnel to develop baseline indicators of job satisfaction and trust in the police.

- CPD Information Services and Administrative personnel will develop a Dashboard development scope and tasks, and identify a programming vendor with an already established contract with CPD to begin creating the Community Engagement Dashboard in CLEAR.

- CPD Grants staff will develop and disseminate a final project report to the COPS Office.

E. EFFECTIVENESS OF THE PROGRAM

Within the project timeline and budget, the CPD project team and its UIC and DePaul partners will continuously collect data to begin to determine if increased proactive community engagement activities appear to be 1) improving public trust in the police, especially in Chicago's minority communities, and 2) community capacity to work effectively with police to co-produce safer communities.

The team will also document project planning and implementation activities to understand the extent to which project activities were implemented as planned, to document program successes, and to chronicle barriers to implementation. This "process" evaluation will provide timely feedback throughout the project to help guide decision-making and drive innovation.

Confident that this approach to improving community engagement practices and public safety outcomes is replicable and customizable to fit local conditions, CPD will provide the COPS Office with a final Community Engagement Dashboard Report to explain our philosophy and practice of community engagement, our project process including methods, successes and stumbles, our results, and our plans to further evolve CPD's community engagement practices.