

**SPECIAL PRODUCT FOR THE OFFICE OF
CONSTITUTIONAL POLICING & REFORM**

SPEC-C-2021

**CONSIDERATIONS FOR EFFECTIVE
EVALUATION OF DEPARTMENT'S
COMMUNITY POLICING EFFORTS**

16 JUNE 2021



CHICAGO POLICE DEPARTMENT



AUDIT DIVISION

MISSION OF THE AUDIT DIVISION

The mission of the Audit Division is to provide quality, independent and objective assessments of the operations, processes, and internal controls in support of the Chicago Police Department ('Department'), including but not limited to work related to the strategic plan and consent decree. During internal audits and other reviews in which areas for improvement are identified, recommendations will be made to enhance Department operations. The Audit Division promotes accountability by proactively working with officials across all the Department to identify risks, evaluate controls, and make recommendations intended to promote constitutional policing and the effective delivery of police services. The Department is committed to the use of audits and other reviews to assess adherence to its stated orders, policies, and procedures—as well as to demonstrate consistency with the strategic plan and compliance with the consent decree into which the Department entered with the Attorney General of the State of Illinois. All audits and reviews are intended to provide objective information to inform decision-making and to help improve the internal transparency and accountability of the Department's operations.

EXECUTIVE SUMMARY

Before the Chicago Police Department can effectively evaluate its portfolio of community policing initiatives, it must first establish a framework to organize and understand them. This document should be used by Department leadership to understand, organize, and prioritize the existing portfolio of community policing efforts, and then define how they will be evaluated.

Series of Guiding Documents Demonstrate Consistent Mission to Create Meaningful & Substantive Community Engagements—But Lack Guidance on How to Evaluate Community Policing Efforts

In recent years, numerous documents have been influenced by the recommendations made by the Community Policing Advisory Panel (CPAP). While these recommendations—and related consent decree requirements—broadly acknowledge approaches to community policing, initiative selection, and evaluation, none take steps to operationalize how these processes are to manifest in practice.

Decentralization of Community Engagement Efforts, Unclear Chains of Command, and Concurrent Implementation of CAPS & NPI Efforts Have Combined to Create Need for Clarification

While CAPS has served as the primary means of community engagement for nearly 30 years, the Department has also been piloting the Neighborhood Policing Initiative (NPI) in recent years. During this review, both internal and external stakeholders expressed uncertainty around potential duplication and overlap among these efforts and wondered whether both would remain concurrent in the future. This confusion has contributed to strained communication channels between OCP and district-assigned personnel conducting engagements with community members.

Audit Division Proposes Consistent Framework Through Which Department Can Understand Extent to Which Community Policing Efforts Align with ‘Seven Pillars of Community Policing’

Despite the recent introduction of the Department’s ‘Seven Pillars of Community Policing,’ the extent to which its existing portfolio of community engagement efforts align with these pillars is limited. Because preliminary attempts to align initiatives with the pillars have not been holistic, the Audit Division is proposing a logic model that can be leveraged to both evaluate existing community policing initiatives and support ongoing performance management efforts.

Introduction of CEMS Offers Platform to Collect Information, But the System is Not Fully Configured to Allow for Reliable Understanding of—or Effective Reporting on—Community Policing Efforts

CEMS is currently being used as a robust community engagement scheduling tool that also features information distribution and customer relationship manager capabilities. However, analysis of engagement data found a series of inconsistencies that raise questions about its reliability. Some of these issues stem from CEMS engagement creators lacking standard utilization procedures.

The Audit Division is not making recommendations as part of this review. Instead, its intent is to help guide Department leadership’s understanding and organization of existing and future community engagement efforts and to help define their evaluation.

The Chicago Police Department's Audit Division conducted this review between December 2020 and May 2021 and believes that the evidence obtained provides a reasonable basis for the findings detailed herein. Please contact Chad Williams at chad.williams@chicagopolice.org or 312.764.8928 with any questions about this product.

PURPOSE OF THIS REVIEW

To balance the ongoing needs to ensure public safety and improve the Chicago Police Department's ('Department') relationship with community members with other resource constraints—including the requirements imposed by the *State of Illinois v. City of Chicago* consent decree—the initiatives that are intended to develop trusted community partnerships must be well understood. This report focuses upon the Office of Community Policing's ('OCP') efforts to engage community members across numerous initiatives intended to bring Department members and community stakeholders together to communicate, understand concerns, and to identify strategies to collaborate and improve public safety.¹ In 2017, the *Chicago Police Advisory Panel* ('CPAP' or 'the panel') recommended the Department regularly evaluate its community engagement efforts. However, before it can effectively evaluate its portfolio of these types of initiatives, Department leadership must first agree upon a framework through which to understand, organize, and prioritize them. This document should be viewed as a tool to not only do those things, but also to help define the scope and structure of future evaluations of community policing initiatives.²

BACKGROUND

In 2017, CPAP issued a report that included a series of recommendations intended to inform the creation of a revitalized community policing strategy for the Department. In March 2019, the Department formally entered into an agreement with the Office of the Attorney General of Illinois ('consent decree'), which codified the CPAP recommendations.³ The consent decree reiterates many points made in the CPAP report and, in some areas, goes further to clarify positions that the Department needs to undertake around community policing efforts.

To date, the Department has made meaningful progress towards both the recommendations outlined in the CPAP report and others mandated by the consent decree. For example, the Department has created a community policing customer relationship management system,⁴ undertaken efforts to engage community stakeholders around strategy and policy to rebuild trust,⁵ revised and expanded its suite of community policing-related directives and standard operating

¹ Community policing" or "community-oriented policing" involves decentralized police services, community organization, police-community outreach, and problem-oriented or problem-solving policing (Rosenbaum and Lurigio, 1994). Cordner's (1998) refines "community policing" by splitting the definition into four dimensions, including philosophical, strategic, tactical, and organizational. Philosophically, community policing shifts away from professional policing and siloed initiatives or specialization. The central tenets are citizen input, broad function beyond crime-fighting, and personal service (rather than bureaucratic). The strategic component is about how philosophy translates into action by linking broad ideas into specific programs and practices, including re-orienting operations, emphasizing prevention, and stressing geographic focus to increase the connection between officers and communities. Tactical elements of community policing are how philosophy is translated into behaviors and tactics and includes constructs like positive interaction, partnerships, and problem-solving. Finally, departments need to consider and change the administration, management, and structure to support community policing.

² The Audit Division recognizes that Department and its members engage in various community policing activities, from Department organized and administered initiatives and engagements to day-to-day behavior effectuated by individual officers (e.g., helping someone change a tire). This Audit Division review does not consider the evaluation framework for the entirety of community policing efforts across the Department. The Audit Division considered those community policing initiatives spelled out in directives and special orders and those community policing efforts identified in the CPAP and the consent decree. Some initiatives, like the Community Safety Team (CST), were not specifically considered a community policing initiative. Still, inasmuch as the CST partners with the Office of Community Policing on the District-level engagement and activities, their community policing efforts may be part of evaluation efforts. As announced in a press release on July 27, 2020, the CST is deployed to hot spot areas to address violence. As part of their efforts, the CST focuses on strengthening community partnerships and projects throughout Chicago.

³ *State of Illinois v. City of Chicago*

⁴ Identified as the Community Engagement Management System, or 'CEMS;' CPAP section II.G

⁵ CPAP section II.A.2, II.A.3

procedures,⁶ taken steps to proactively engage youth,⁷ created additional roles within OCP to meet the various community group needs at the district-level,⁸ and provided critical feedback to district and command staff on their community policing efforts.⁹

While it touches upon numerous topics, the CPAP report directs particular attention towards the development of ‘Community Policing Standards’ (Section II.C) intended to aid the Department in critically evaluating its current and future community policing practices. Notably, the panel made three high-level recommendations to establish a guiding framework for these efforts. First, the panel rejected the Department’s practice of running limited or one-time impact engagements instead of engaging the more difficult task of cultivating meaningful partnerships with community stakeholders. Second, the Panel stated that:

“community policing is not ‘a program,’ but a philosophy of policing that encompasses and embraces comprehensive strategies to build safe communities. As such, the Department needs to more fully embrace and participate in sophisticated community-building strategies that will in the long-term truly prevent and reduce crime (p.17)”

This statement suggests that community policing should not be viewed as the assigned duty of a single unit or office, but rather should be detectable in all of the Department’s strategies, policies, and actions. Leading up to a third relevant recommendation, the panel—while acknowledging that the Department engages the community through a diverse range of initiatives—questioned the degree to which some community policing efforts substantively contribute to or maintain the community policing philosophy and goal of community relationship-building to problem solve and reduce crime. To that end, the CPAP report outlined a series of criteria for evaluating all current and future community policing initiatives to ensure meaningful contribution to Department efforts. Although CPAP directs these criteria to Commanders for developing district-level strategy, their utility may best ascertained when applied towards all the Department’s community policing efforts. Per CPAP, current and future community policing strategies should meet one or more of the following standards:

1. *Facilitates positive engagement of police officers with the community. The strategy increases the engagement of police officers in community affairs in a manner that is viewed by the neighborhood as constructive and beneficial to residents.*
2. *Builds relationships of trust between diverse communities and the police in the area. The strategy engages police officers with the community in a manner that has an impact on building trust and community and police rapport.*
3. *Organizes community members to address the problems of safety in the city or their community. The strategy contributes to encouraging community engagement with police and City Departments and sister agencies to address quality of life and crime issues in the neighborhood.*
4. *Solves problems that impact a community’s sense of security and quality of life. The strategy contributes to solving problems that impact health and well-being in the community or addresses safety issues of concern to the neighborhood.*
5. *Supports implementation of restorative justice principles in the community. The strategy advances the practice of restorative justice by focusing on gathering offenders, victims, and selected community members and professional staff in an effort to prevent future harm.*

⁶ CPAP section II.D.2-3

⁷ CPAP sections II.B.2

⁸ CPAP section II.D.6, 8

⁹ CPAP section II.D.10

6. *Supports victims of crime. The strategy contains elements designed to address trauma suffered by both victims of crime, particularly young people, and the community as a whole.*

The panel concluded this section of its report by emphasizing that all community policing strategies and efforts should have identified evaluation criteria to assess their impact, then recommended that the Department should evaluate all of its current and proposed initiatives and strategies to confirm their contributions toward the goals of community building and crime reduction. Lastly, the CPAP report's section on evaluation and implementation outlines its recommendations towards program evaluation and subsequent performance management, suggesting that evaluation should occur once a year.¹⁰ The panel also recommended the formation of an internal evaluation group to monitor efforts identified in the report.

The consent decree reiterates and clarifies aspects of the CPAP report. Based on a review of the consent decree, the following paragraphs appear to be relevant to both the CPAP report and the Department's current effort to develop an evaluation plan for community policing initiatives:

12. In 2016, the Superintendent commissioned the Community Policing Advisory Panel ("CPAP"), made up of community members, CPD members, public safety policy experts, practitioners, and researchers, to provide recommendations for improving CPD's community policing efforts. CPAP organized its recommendations around the following pillars:

- a. sustainable relationships of trust between police and community;*
- b. a strong focus on engagement with the city's youth;*
- c. standards for community policing initiatives so that these initiatives have clearly defined objectives and contribute to the overall community policing effort;*
- d. a structure that reinforces community policing in every aspect of policing;*
- e. robust community-oriented training for all members of the Department;*
- f. effective problem-solving exercised jointly with the community and other City agencies;*
- g. regular evaluation of the quality of community policing throughout the Department.*

14. Within 180 days of the Effective Date, CPD will review and, to the extent necessary, revise all relevant policies to clearly de-lineate the duties and responsibilities of the Office of Community Policing and any other offices or entities that report to the Office of Community Policing.¹¹

15. With the assistance of the Office of the Community Policing, CPD will ensure its command staff develops crime reduction and problem-solving strategies that are consistent with the principles of community policing. To achieve this outcome, CPD will: a. within 180 days of the Effective Date, provide CPD's command staff methods and guidance, in writing, for ensuring that department-wide and district-level crime reduction strategies are consistent with the principles of community policing;¹²

17. The overall effectiveness of CPD's department-wide and district-level crime reduction strategies will be determined by a reduction in crime and not by the number of arrests, stops, or citations.¹³

¹⁰ This notion of annual evaluation of individual community engagement initiatives was echoed by the IMT in its IMR-3 report.

¹¹ Preliminary compliance achieved by the Department in IMR-3 reporting period.

¹² In its IMR-3 report, the IMT found that the Department and the City "maintained preliminary compliance but have not achieved Secondary compliance because of the lack of: (1) additional written guidance on outreach methods tailored to engage community members who are part of the population groups that have the most police contact; (2) additional written guidance regarding crime reduction and problem-solving strategies beyond that provided for the Strategic Plans; (3) records of command staff review of department-wide and district level strategies; (4) attention to and coordination of the Department-wide and district-level strategies."

¹³ This paragraph has not specifically been reviewed for compliance by the IMT.

21. *Strong partnerships between CPD and the community enable law enforcement to build and strengthen trust, identify community needs, and produce positive policing outcomes.*¹⁴

23. *CPD has established and will continue and build upon a variety of community partnerships and engagement strategies designed to encourage positive community interactions, such as Bridging the Divide, Officer Friendly, and youth mentorship and engagement programs.*¹⁵

24. *Each district will identify and maintain collaborative partnerships with community stakeholders to serve the specific needs of the community. District representatives will meet, as appropriate, with residential, business, religious, civic, educational, youth, and other community-based groups to proactively maintain these relationships and identify and address community problems and needs.*¹⁶

47. *Within 180 days of the Effective Date, CPD will develop procedures to annually evaluate the effectiveness of the Department's efforts and strategies for building community partnerships and using problem-solving techniques aimed at reducing crime and improving quality of life. CPD will determine any necessary adjustments based on its annual evaluation.*¹⁷

OCP personnel told the Audit Division that the Department's delayed progress on these requirements stems—at least in part—from insufficient staffing, a lack of a means through which to prioritize initiative evaluation, and an insufficient understanding of the relevant considerations needed to conduct effective evaluations. Moreover, OCP leadership noted that there is organizational tension between OCP and the command channel-focused reporting structures of district personnel, limiting OCP's influence over the creation, maintenance, and evaluation of initiatives. Both OCP leadership and district-assigned CAPS personnel have acknowledged the ambiguity around the Department's future community policing strategy due to the recently introduced Neighborhood Policing Initiative (NPI) which, as of May 2021, active in 10 districts.¹⁸ In late 2020, discussions focused around whether personnel the Audit Division could assist with identification of sound evaluation considerations began.

Audit Division personnel did not undertake this effort with any expectation that its completion would result in any designation of compliance with CPAP recommendations or consent decree requirements. Rather, the Audit Division views the completion of this product as a critical first step toward the Department's incorporation of effective program evaluation based upon relevant best practices.¹⁹ Program evaluation is driven by a program change theory using qualitative and quantitative data to form a discrete assessment of whether a particular initiative is working and why.²⁰ The Audit Division believes that this report offers an understandable approach through which the Department can position its community policing efforts to be effectively evaluated in the future.

¹⁴ This paragraph has not been reviewed for compliance by the IMT.

¹⁵ This paragraph has not been reviewed for compliance by the IMT.

¹⁶ This paragraph has not been reviewed for compliance by the IMT.

¹⁷ In its IMR-3 report, the IMT found the City and the Department had achieved preliminary compliance by finalizing OCP's performance management standard operating procedure and monthly reporting of district community policing data.

¹⁸ NPI was piloted in Districts 025 in 2019 and 015 in 2020. In late 2020, NPI expanded to Districts 009, 010 and 011. In January 2021, NPI was expanded to Districts 004, and 005. And at the time of this publication, Districts 003, 006, and 007 are beginning the preparation to introduce NPI. On 20 May 2021, Mayor Lightfoot referenced the NPI business liaisons in all 22 District as an accomplishment of her administration's first two years.

¹⁹ This differs from performance management, which is driven by agency goals and entails a commitment to ongoing monitoring to evaluate continued performance and efficacy, usually relying on quantitative data. *Program Evaluation Key Terms and Concepts: Accessible Version* (GAO-21-404SP), U.S. Government Accountability Office. On page 3 of this document, program evaluation is defined as "an assessment using systematic data collection and analysis of one or more programs, policies, and organizations intended to assess their effectiveness and efficiency."

²⁰ Completion of such evaluation enables subsequent performance management, which the GAO defines as "the ongoing monitoring and reporting of a program's accomplishments and progress, particularly towards its pre-established goals." (GAO-21-404SP)

OBJECTIVES

The objectives of this review were to provide the Office of Community Policing with a document that:

1. Summarizes the similarities and differences among a collection of guiding documents that provide considerations relevant to the Department's community engagement efforts;
2. Communicates input provided by both internal and external stakeholders involved with the Department's current portfolio of community policing initiatives;
3. Identifies a framework through which to consider the current and future initiatives, allowing not only for clarification of how each aligns with the '*Seven Pillars of Community Policing*,' but also formalization of how each is to be evaluated; and
4. Offers insight into the extent to which community engagement data being collected through the *Community Engagement Management System* (CEMS) currently allows the Department to understand and report on its community policing efforts moving forward.

SCOPE & METHODOLOGY

To pursue this review's objectives, Audit Division personnel took a series of actions, including document analysis, the development and distribution of a qualitative survey to CAPS Sergeants, engaging internal and external stakeholders in reflective interviews and group discussions, attending OCP trainings and meetings, and reviewing district-level community engagement documentation.

At the outset, Audit Division personnel reviewed materials that are intended to inform OCP's efforts to engage community members through its portfolio of initiatives (see Table 1 for a summary of documentation reviewed). For inclusion, documents either provide recent community policing guidance or were considered seminal documents informing current community policing considerations, directions, and priorities. The goal for this analysis was to understand the Departmental communication around community policing vision and mission, the organizational expectations, mechanisms guiding initiative selection and execution, expected and anticipated outcomes, and any evaluation guidance or requirements. Documents included community policing directives, the annual community policing plan, *Community Engagement Management System* (CEMS) quick guide, and sections from other Department-wide community policing guidance (e.g., *Commission on Accreditation of Law Enforcement Agencies Standards* (CALEA) standards, consent decree) to compare and contrast relevant requirements and messaging across documents.

Table 1. Summary of Community Policing Documentation Reviewed by Audit Division in Support of SPEC-C-2021

Document Type	Contents	Brief Description
Commission on Accreditation of Law Enforcement Agencies Standards (‘CALEA Standards’)	45.1.1 Crime Prevention Activities 45.1.2 Organizing Community Groups 45.1.3 Prevention Input 45.2.2 Citizens Survey	CALEA is a public safety agency accreditation authority; the Chicago Police Department attained CALEA accreditation on 24 August 2018.
Chicago Police Advisory Panel (‘CPAP’)	2017 Final Report 2019, 2020 3rd Quarter Report	The panel was originally commissioned by the then Superintendent Johnson to review and make recommendations for the Department to rebuilding trust with communities and strengthen public safety and community policing.
<i>Our City, Our Safety: A Comprehensive Plan to Reduce Violence in Chicago</i>	- Lays out scope and scale of violence across City of Chicago - Introduces the City’s Violence Reduction pillars	Released mid-2020, a comprehensive plan for City of Chicago’s violence reduction work running through 2023.
Civic Consulting Alliance Inventory (‘CCA inventory’)	- Scope of Work Document - Final Inventory Spreadsheets and Slide Decks	This inventory was completed to help define a comprehensive vision and objectives for the OCP, document Department-wide community policing initiatives, identify governance infrastructure, and determine assessment methodologies.
<i>State of Illinois v. City of Chicago</i> Consent Decree (‘consent decree’)	¶12, 14, 15, 17, 21, 23, 24, and 47	The consent decree is a court-mandated agreement between the Department and the State of Illinois effectuated in March 2019 which outlines a range of requirements intended to ensure equitable service and rebuild community trust in Chicago. For this review, the Audit Division considered those paragraphs that pertain to the selection of initiatives and/or evaluation approach.

Document Type	Contents	Brief Description
Chicago Police Department Directives ('directives')	• <i>G02-03 Community Policing Mission and Vision</i> • <i>S02-03-01 Beat Community Meetings</i> • <i>S02-03-02 District Strategic Plans</i> • <i>S02-03-03 Community Concerns and City Service Requests</i> • <i>S02-03-04 Ride-Along Program</i> • <i>S02-03-06 Drug Abuse Resistance Education Program</i> • <i>S02-03-07 Gang Resistance Education and Training Program</i> • <i>S02-03-08 Gun Turn-In Program</i> • <i>S02-03-09 Trespass Affidavit Program</i> • <i>S02-03-10 Social Media Outlet: Twitter</i> • <i>S02-03-11 Officer Friendly Program</i> • <i>S02-03-12 Bridging the Divide Program</i> • <i>S02-03-13 Community Policing Business Public-Safety Initiative</i> • <i>S02-03-14 District Advisory Committee</i>	<i>Directives</i> are internal governing documents that include general and special orders providing policy and programmatic guidance for department staff. <i>Directives</i> typically detail the purpose, defines the program concepts, activity and/or initiative, spell out the roles and responsibilities, detail any reporting requirements and provide links to relevant forms, and a listing of applicable and associated directives.
District Strategic Plans	• OCP provided the Audit Division strategic plans from 15 of 22 districts developed for calendar year 2021	Documents collaboratively developed between community and Department members to identify issues and potential resolutions to pursue in forthcoming year.
Neighborhood Policing Initiative (NPI) documents	• <i>N3 evaluation reports (2019, 2021)</i> • Miscellaneous documents provided by Policing Project staff • <i>D21-03 (DRAFT)</i>	N3 documents process and outcome evaluations of the NPI as implemented in Districts 25 and 15. The Policing Project provided internal documents detailing the components of NPI and the distinction between CAPS and NPI.
Community Policing Quick Guide	OCP shared draft CEMS data definition and entry guide with the Audit Division.	This draft document provides definitional guidance regarding defining and tracking engagements for Department members when entering data into the CEMS.
OCP Performance Management meeting materials	PowerPoint presentation prepared by OCP showing comparisons and trends for community sentiment, police activities, and crime for specific districts and city-wide	The performance management meeting and accompanying PPT is executed by OCP to collect more accurate and relevant data and utilize existing data to understand and respond to new trends in community policing. The data presented in the meeting is used to help district identify best practices and refine approaches and procedures.

Document Type	Contents	Brief Description
Office of Community Policing: 2021 Goals and Priorities Plan	January 2021 document lays out Department's top community policing priorities and "preliminary details" on next steps	Inform the Department about the 2021 through 2023 priorities and programming focus for Office of Community Policing; defines four foundational priorities with which all community policing projects and initiatives should be aligned.

Source: Audit Division analysis.

Beyond reviewing relevant documentation, the Audit Division employed a range of additional methodologies. First, Audit Division personnel engaged in individual interviews and group discussions to better understand the OCP operations, the office's history of attempted evaluation, and its past, present, and administration plans. This involved conversations with stakeholders including but not limited to OCP leadership, rank-and-file members assigned to OCP, district and area community policing-focused members, personnel from the Strategic Initiatives Division (SID), external leadership of the Neighborhood Policing Initiative (NPI) who are assisting the Department with rollout, and evaluation staff and leadership from the *Northwestern Neighborhood & Network Initiative* (N3) who are managing the implementation and evaluation of NPI across the City.²¹ Additionally, to observe implementation of OCP-related efforts, Audit Division personnel attended or participated in a range of OCP-led trainings and discussions. These included a one-day training intended to teach personnel how to enter and manage engagements within CEMS, and a meeting between OCP personnel and district leadership to understand how information is communicated.

Further, the Audit Division developed and distributed a qualitative (open-ended), anonymous survey to all 22 district-assigned CAPS Sergeants. This survey covered a range of topics, including 1) how CEMS fits into the Department's district-level community policing efforts; 2) their respective districts' efforts to self-evaluate their community policing-focused engagements; 3) their perception of the reporting structure and position that the OCP main office maintains in that structure; 4) the role that OCP plays in their district's administration of community policing efforts; and, for those whose district reported having participated in a Performance Management Meeting (PMM), 5) any evaluative reflections of their experience. The Audit Division distributed this survey—which can be found in Appendix I—using *SurveyMonkey* and left it open for one week; no identifiable information was collected from the 10 district-assigned CAPS Sergeants who responded. After closing the survey, Audit Division personnel commenced work on thematic open coding of the data collected; code refinement was iterative until no further consolidation was valuable. Descriptive counts for response type were calculated, and all coding was reviewed and verified internally.

Finally, to better understand the extent to which district-assigned Department members are utilizing CEMS, the Audit Division analyzed available data from the first year of engagements scheduled and completed in the system. In March 2021, the Department's SID provided the Audit Division with a pull of all available CEMS data denoting 20,401 entries (or 'engagements'); however, as this data pull included data recording even the earliest uses of CEMS, the Audit Division determined that

²¹ To better understand the implementation of NPI, Audit Division personnel interviewed stakeholders at the Northwestern Neighborhood & Network Initiative (N3) at the Institute for Policy Research at Northwestern University, the Neighborhood Policing Initiative implementation stakeholders from the Policing Project's team at the New York University School of Law, Department members about the NPI, and Department members involved in coordinating NPI. The Audit Division received documentation from individuals associated with the Policing Project and N3 stakeholders that both summarized elements of NPI and clarified distinctions between CAPS and NPI. The Audit Division also reviewed the Policing Project website dedicated to Chicago Neighborhood Policing Initiative <https://www.chicagonpi.org/> (last accessed on 09 MAY 2021).

focusing on a constrained timeframe in which all 22 districts had been actively using the system would be preferred. Based on OCP personnel's indication that the date of 01 March 2020 would serve as a suitable start date reflecting robust utilization of CEMS by district personnel, the Audit Division limited its timeframe of analysis to the period of 01 March 2020 to 28 February 2021; this eliminated 8,330 entries, leaving 12,071 remaining. Further conversation with OCP personnel indicated that only documented engagements with a non-zero value present in the 'Attendees Checked In' column are considered 'executed engagements;' as a result, all engagements with a zero value in this column were removed. Ultimately, this final analysis of 12 months of CEMS data included 3,866 engagements with at least one individual checked in.

The aim of the Audit Division's analysis of a full year of CEMS data was to identify the broad categories—or types of engagements—taking place in individual districts. To do so, rather than simply the number of engagements recorded in CEMS, Audit Division personnel focused on the districts engaging the community across various formats or initiatives. In deciding upon this approach, the Audit Division considered that one district could run a single engagement numerous times—while another recorded multiple engagement types on numerous occasions within the same timeframe—and be favored simply on overall engagement count; while the former may have had more total engagements, the latter would have had a broader portfolio of reach in the community.²²

Initially, the Audit Division intended comparatively analyze CEMS data with the findings of a 2018 inventory of Department community engagement programming that was completed for the Department by the Civic Consulting Alliance ('CCA'). This inventory identified approximately 950 engagements that had been documented through bi-weekly district engagement reports collected during the fall of 2018. While an Audit Division review of the inventory identified a similar spectrum of department programming as it did through its CEMS data analysis, further discussion of the CCA inventory is not included in this report. Comparisons between the CCA inventory and the current CEMS analysis varied due to timeframe of analysis, quantity of engagements to review, and other external factors (i.e., the COVID-19 pandemic, civil unrest) making the differences between the two analyses greater than their similarity. However, the CCA inventory provided helpful framing for a series of Audit Division conversations throughout this review and guided the approach through which the CEMS data was analyzed.

As discussed with members of the Independent Monitoring Team (IMT) on 11 May 2021, the Audit Division viewed the efforts of the Department's Community Safety Team (CST) as being outside the scope of this review. Intended to deploy Department members to neighborhoods across Chicago based on crime data or at the request of local commanders, Department leadership has stated that CST is *"designed not only to reduce violent crime throughout Chicago, but to build trust between our officers and the residents they serve."*²³ Moving forward, future Audit Division work could be considered that would involve a review of the community engagement of this team.

²² Audit Division personnel added a column to the CEMS dataset to facilitate iterative categorization and consolidation of engagement types for each district and conducted initial recategorization of each identifiable type of engagement by district. Given the interpretative nature of this work, these efforts were subjective. Once complete, duplicative entries of recategorized types at the district level were removed. After analyzing all districts, recategorized engagement types were sorted. Similar or identical engagement types were collapsed to have the same code name. Additionally, broad categories of engagements were collapsed to consolidate like types. This process was iterative until the consolidation of codes and categories appeared meaningfully sufficient. In the process of collapsing like codes, it is possible that unique engagement types at the district level can become duplicative; to address this risk, each district's data was once again filtered to removed duplicate entries of finalized codes. This process ensured that a category code was listed only once for an individual district.

²³ In considering the potential inclusion of CST at the outset of this review, Audit Division personnel noted that this team appeared in only one Department directive as of April 2021 (U06-01-24).

FINDINGS

Series of Guiding Documents Demonstrate Consistent Mission to Create Meaningful & Substantive Community Engagements, But Lack Guidance on How to Evaluate Community Policing Efforts

In recent years, numerous documents have been influenced by the recommendations made in the CPAP report.²⁴ While CALEA and the consent decree broadly acknowledge approaches toward community policing, initiative selection, and the evaluation of community policing efforts, these documents do not operationalize how these processes are to manifest in practice.

Vision and Mission for Community Policing Generally Consistent Across Guiding Documents, Many of Which Emphasize the Need to ‘Ensure that All Police Officers are Community Policing Officers’

Roughly half of the documents reviewed include “ensur(ing that) every police officer is a community policing officer” in their vision for the Department.²⁵ The remaining documents express goals of enhanced public confidence, legitimacy, and/or trust in police and establishing community collaboration and strong partnerships, as well as increased public safety and reduction in violent crime. More broadly, these guiding documents’ expressed methods or mission also fall into several broad categories that are consistent. Every document reviewed includes building relationships and partnerships with community stakeholders as part of the mission—and nearly all of them specify that creating and facilitating meaningful and substantive community engagements (instead of one-off events) is central to the community policing mission. Over half of the guiding documents reviewed include assessment and strategic planning as part of the mission, and many specify comprehensive community approaches with a variety of stakeholders in the planning and execution of public safety efforts. Additionally, most specify that evaluation is a central part of their mission. A few documents included geographic focus in the mission statement, meaning that they recommend that members and/or policing strategies should concentrate on specific geographies.

Guiding Documents Discuss Broadly Consistent Sets of Process Measures and Outcome Metrics, But Fail to Identify Specific Data Collection Methodologies for Department to Consider

While the list of metrics in each guiding document is not identical, they generally suggest similar process and outcome metrics. Process measures fell into three related types of data including attitudinal data, enumerative data, and quality data. Attitudinal data including community members’ perception of safety—or satisfaction with the police—and is typically said to be able to be gleaned from quantitative or qualitative methods. Enumerative data included counts of the beat meetings and attendance numbers, among other counts. The final type of process measure discussed is related to understanding the quality of engagement or collaborations; however, this metric is ill-defined across these documents.

In addition to process measures, the guiding documents consistently identify two types of outcome metrics: perceptual and crime occurrence. Many guiding documents list community members’ trust of police and violent crime as the two most important outcome metrics. Outcome metrics related to community perceptions included the degree of trust communities have for police and the perception

²⁴ As such, the Audit Division did not expect all the guiding documents to mimic each other; each was created with different purposes. However, one would expect consistent community policing messaging in documents used to guide and inform the Department.

²⁵ For this assessment, ‘vision’ or ‘goals’ were conceptualized as being expression of a desired future position for the Department. The mission or objectives were conceptualized as the prescription to accomplish said vision and/or goals. In some cases, the community policing vision and/or mission were not expressly stated; as such, Audit Division personnel employed their own judgement to ascertain the implied vision and mission communicated in the text.

of policing efficacy, although trust and efficacy were not formally operationalized. It is possible the constructs of trust and efficacy may be operationalized using data from systems like *Elucd*²⁶ and CEMS. That said, the Department will need to evaluate whether these systems provide meaningful metrics to answer outcome requirements tied to particular initiatives. Such that, determinations should be made whether the generalized community perception items around trust and efficacy asked by these systems can appropriately contribute to assessments of any one initiative.

Expectations for the Department's Evaluation of Community Policing Efforts Inconsistently Identified

Evaluation requirements for responsible members over community policing initiatives are not consistently or clearly delineated across guiding documents and directives. For example, the directive for one community policing initiative assigns generic responsibilities for evaluating or auditing at every organizational level within the Bureau of Patrol and indicates non-specific guidance like “monitor and audit implementation” or “analyze program for effectiveness”. Where recommended evaluation or audit timeframes indicated, they cover a wide range of time periods (e.g., “regularly”, quarterly, annually, etc.), which contributes to unclear expectations.

In their documents, the Department and OCP personnel both emphasize concepts such as meaningful community engagement, facilitating and executing problem solving policing, and evaluating outcomes—but its members lack concrete parameters and tools to approach these constructs. Specifically, members require tools and information for the problem definition, solution implementation, and measuring outcomes. Support could include mentoring and supporting members on how to effectively problem solve with community, how to support feedback loops between police and community, or how to have “difficult conversations” with community members.

Opportunity Exists to Blend & Balance District-Specific Strategic Planning, Policing Strategies, and Evaluation with Department-wide Community Policing Initiatives and Evaluation Imperatives

Using the *Community Driven Approaches to Crime Reduction Strategic Plan* form,²⁷ each of the Department's 22 districts completed strategic plans summarizing their district-level problem solving and planning efforts with community members. These plans establish the problem solving, crime reduction, response strategies, community engagement goals, and the focus metrics that will be used to evaluate progress. After the strategic plan submissions “...OCP, along with other high-ranking Department command staff, provide input on each district's plan to ensure that identified problem-solving strategies will effectively address community concerns and that proposed response strategies comport with the principles of community policing.”²⁸ Districts are also expected to provide quarterly reports on their progress toward the problem-solving and community engagement goals codified in their respective strategic plans; OCP personnel are to provide feedback after these submissions, and district-specific progress toward strategic plan priorities is

²⁶ *Elucd* is a service that launched in 2016 that delivers short, confidential surveys to community members to help Police Departments understand how different populations feel about them. The surveys are designed to measure how safe city residents feel and how much they trust local police, and to identify the main concerns residents want police to address. *Elucd* gathers community sentiment data and CPD uses this information to populate the Sentiment Dashboards (found at https://home.chicagopolice.org/wp-content/uploads/2020/12/Dashboard_FAQ_11_25_20.pdf).

²⁷ <http://directives.chicagopolice.org/forms/CPD-21.144.pdf> This form provides a “standardized framework to give consistent guidance to the districts and relevant bureaus on how to incorporate community policing into their policing strategies.”

²⁸ <https://home.chicagopolice.org/wp-content/uploads/2021/02/CPD-Reform-Status-Report-compressed.pdf>

to be addressed in OCP's performance management meetings. In its eventual annual evaluation, the Department will need to consider the implementation and impact of both (1) individual, district-specific community policing efforts; and (2) Department-wide community policing initiatives (e.g., *NPI*, *PAALS*, etc.). Considering all the activity and outcome metrics to understand the extent and success of these initiatives will require a consistent approach to understanding and reporting on their planning, execution, and outcomes.

Decentralization of Community Engagement Efforts, Conflicting Chains of Command, and Concurrent Implementation of CAPS & NPI Efforts Have Combined to Create Need for Clarification

For the past thirty years, the *Chicago Alternative Policing Strategy* (CAPS) has served as the primary means of community engagement to diminish violent crime and improve community relations. In recent years, the Department has piloted an additional effort known as the Neighborhood Policing Initiative (NPI), which involves designating some of its members with the specific goal of relationship building with community members. During this review, internal and external stakeholders expressed uncertainty around duplicative efforts and whether both would remain concurrent in the future. This uncertainty has contributed to strained communication channels between OCP and district-assigned personnel conducting regular engagements with community members.

CAPS has Been Key Piece of Department's Community Policing Efforts Since Early 1990s

The Department has an existing community policing infrastructure, the Chicago Alternative Policing Strategy (CAPS), with offices located in each of its 22 districts.²⁹ Each of these offices are staffed with a CAPS sergeant and community policing officers who are dedicated to executing district-level efforts under the direction of their district commander. The focus of CAPS is community engagement and collective community problem-solving efforts with the goal of reducing crime and engendering community trust. Over the past three decades, the extent of financial support and labor dedicated to CAPS has decreased—but the initiative's infrastructure remains. District-level CAPS offices are still actively executing regular community engagements such as beat meetings.³⁰

Department Began to Pilot NPI in Recent Years, While Also Maintaining Presence of CAPS Offices

In recent years, the Department has also begun to pilot the Neighborhood Policing Initiative (NPI)—which is comprised of two core elements—a policing component and a community engagement component—in a few districts. The thrust of the neighborhood policing component is that officers own “*geographic space*” and work “*with community members to solve problems together and develop strong relationships.*” NPI is characterized as an “*intensive neighborhood-based policing philosophy that emphasizes relationship-building and focuses on the top priorities of community members.*”³¹ Both the City of Chicago and the Department have described NPI as *the future of Chicago policing* and as one of the key initiatives being rolled out to improve relationship between

²⁹ CAPS has been CPD's “*comprehensive community policing strategy*” since 1993 and its components are summarized at <https://home.chicagopolice.org/community-policing-group/>. The materials received from the Policing Project make distinctions between CAPS officers and DCOs. CAPS officers are to undertake district-wide activities and support district Commanders' initiatives and issues whereas DCOs are supposed to take a much more localized approach to community interaction. CAPS officers are also to support DCOs organize community events.

³⁰ See the Reader's *Rise and Fall of Community policing in Chicago* <https://www.chicagoreader.com/chicago/caps-cpd-community-policing-analysis/Content?oid=23635982> (last accessed on May 25, 2021).

³¹ <https://www.chicagonpi.org/>

police and the community.³² In conversations with Audit Division personnel, stakeholders from the Policing Project stressed that NPI is not a form of community policing—but is rather a model *“for how all of policing will occur in Chicago, as the police and community co-produce public safety.”* For additional information on how CAPS and NPI differ, see Appendix VI.

Department has not yet codified NPI in Directives, but is Planning for its City-wide Implementation

Department leadership has yet to formally outline the existence of NPI in its directives, but recently published documents provided by OCP personnel discuss the Department’s pilot efforts and state that a plan is being finalized for citywide implementation.³³ The NPI model requires changes to patrol assignments and deployment practices. Accordingly, each district is divided into several District Coordination Areas (DCAs), within which Department members are assigned to work with community members—coordinating on public safety efforts, community engagement efforts, and problem-solving.³⁴ Under this model, two District Coordinator Officers (DCO) are trained and staffed in each DCA.³⁵ DCOs engage in problem solving in coordination with DCA-assigned officers and other city services, service providers.³⁶ To accommodate for the effects of these changes, dispatchers are trained to assign calls for service in a manner that avoids taking officers out of their assigned DCA, and district-wide ‘rapid response’ units are established to provide back-up when needed and respond to calls when officers in a DCA are unavailable.³⁷ As part of the model, two District Coordinator Officers (DCO) are trained and staffed in each DCA. DCOs engage in problem solving in coordination with DCA-assigned officers and other city services, service providers.

The Northwestern Neighborhood & Network Initiative (N3) conducted a process evaluation of the Department’s NPI pilot in District 025 in 2019,³⁸ and finalized a process and outcome evaluation of the ongoing pilots in Districts 015 and 025 in recent months.³⁹ The evaluation goals for both reports⁴⁰ included documenting the districts’ processes, analyzing any changes in perceptions of community satisfaction, public safety and police-community engagement, and impact on public safety, crime, community-police engagement, and other performance metrics. Report findings suggest that stakeholders perceive NPI to be useful in building trust through engagement. However,

³² Sources here: <https://news.wttw.com/2020/08/20/cpd-expands-community-policing-initiative-launches-new-training-academy>; and here: <https://chicago.suntimes.com/city-hall/2020/8/20/21377790/chicago-police-expand-neighborhood-program-officers-problem-solvers>.

³³ In June 2021, OCP leadership provided the Audit Division with a draft version of a department notice for the NPI Pilot Program dated 12 April 2021, which they explained has been provided to the IMT for comments but has not yet been formalized in the Department directive system.

³⁴ It is unclear to the Audit Division how the DCAs map onto beat boundaries within the District, or how this may complicate dispatch.

³⁵ DCOs receive three-week training which includes problem solving and investigative skills, among other topics.

³⁶ Central to the NPI’s mission is collaborative relationship between the police and the communities. Community engagement is a key piece of the model and the NPI team facilitates opportunities for community members to have *“meaningful voice in how their neighborhoods are policed.”* Each district is supposed to have a community network of residents from the neighborhoods who work directly with officers to identify policing priorities. These individuals are called *Community Ambassadors* and they serve as an initial contact between the community and DCOs. The NPI team recruits and trains *Community Ambassadors*.

³⁷ These rapid response units also provide transport for arrested individuals if transporting someone would take the DCA officers out of their assigned areas.

³⁸ Northwestern Neighborhood & Network Initiative (N3).(2020). *The Chicago Neighborhood Policing Initiative: Preliminary findings and lessons learned*. Institute for Policy Research N3 Rapid Research Report (<https://www.ipr.northwestern.edu/documents/reports/ipr-rapid-research-reports-n3-cnpi-preliminary-7-july-2020.pdf>).

³⁹ Northwestern Neighborhood & Network Initiative (N3). 2021 (May 17). *The Chicago Neighborhood Policing Initiative: Interim Findings and Recommendations*. Institute for Policy Research Rapid Research Report. (<https://www.ipr.northwestern.edu/documents/reports/ipr-n3-rapid-research-reports-cnpi-preliminary-findings-17-may-2021.pdf>)

⁴⁰ In the initial evaluation report, N3 stakeholders focused on the first two research objectives and informed the Audit Division that a robust outcome evaluation would be released in the first half of 2021.

the more recent effort offers several recommendations to strengthen the Department's NPI efforts moving forward, including but not limited to increasing NPI capacity, enrolling additional officers in the initiative, and taking steps to ensure that there is more effective collaboration between DCOs and other Department members. The 2021 evaluation also noted the importance of increasing the consistency of DCO assignments (*i.e., keeping officers in an assigned DCA so as to more consistently engage with community members and engender trust*) and investing time to mobilize the model's community engagement component, as it is key to successful implementation.⁴¹

Views Expressed on the Success of Ongoing NPI Pilot Efforts Appear to Vary Among Stakeholders

Stakeholders external to the Department stressed the importance of fulfilling all the NPI components including establishing each district's DCAs, ensuring that officers are given time off of the radio to work on community engagement, and identifying 'Community Ambassadors.' Based on interviews with several stakeholders, this part of the initiative is still nascent, and some internal Department members questioned the extent of organizational commitment to NPI, proffering the lack of resources committed to its pilot efforts, conflicting demands on district's labor power, and its limited implementation as evidence during conversation.

Multiple internal stakeholders highlighted the centrality of the DCO training and role to overall perception of the Departments' NPI efforts. Across a series of interviews and observations, NPI was frequently referred to as the "DCO program"; based on these conversations, it became clear that many internal stakeholders conceptualize the DCO role as the primary or sole component of NPI. When discussing this perception, external stakeholders raised concern and insisted that the success of NPI will be contingent on necessary initiative infrastructure—and the identification of a sufficient number of community ambassadors to mediate problem-solving efforts involving both police and community members. The department continues to train officers to serve in the DCO role, but its plans for implementation, DCA composition (and relation to existing beat boundaries), reporting structure, and data collection requirements are unclear.

Stakeholders Shared Concerns About Concurrent Implementation of CAPS, NPI Engagement Efforts

Internally, conflicting perceptions emerged amongst Department members around how CAPS and NPI will interact or function in the future, as both currently function separately under the Department's Office of Community Policing. When asked about the current and anticipated relationship between the two efforts, numerous members said they believe that CAPS will remain a community policing presence at the district-level, hosting engagements and holding beat meetings. Some questioned whether NPI will be subsumed into the broader CAPS initiative, whereas others assumed that CAPS is more likely to be subsumed or rebranded under the NPI moniker.⁴² During these conversations, members consistently raised a series of questions about how CAPS and NPI will interact moving forward, some of which were corroborated by N3 in their most recent evaluation of the Department's NPI implementation. These questions include:

⁴¹ Additionally, the 2021 N3 report noted that police and community believed that NPI facilitated relationship-building by providing opportunities more frequent and meaningful interactions. Preliminary statistical analyses of available *Elucd* data demonstrate that community-trust related to initiative trend in a positive direction and are statistically significant. Lastly, N3 caution against rapid implementation of NPI across districts without a full understanding of the initiative's strengths and weaknesses.

⁴² Some of these stakeholders predicted that DCOs supporting NPI would be the members going into the community and 'meeting [community members] where they are at,' while CAPS would manage district-level initiatives; in other words, NPI would engage the interpersonal interactions which have historically been under the purview of the CAPS office.

1. *How will new departmental and district initiatives, such as NPI, be considered, scaffolded_onto, and integrated into existing OCP structures?*
2. *Will the Department clarify roles, responsibilities, and reporting structure between roles for those assigned to different community engagement efforts (CAPS vs NPI vs community liaisons)?*
3. *How can or should the Department and OCP blend and create appropriate distinctions between District and Bureau Efforts?*
4. *How are district-level strategic plans integrated into Department efforts to develop and execute initiatives?*⁴³

Until these questions—and others that may be raised by community members—are considered and answered by Department leadership, the likelihood that duplication and overlap between CAPS and NPI-related community engagement efforts will prevent efficient use of resources. Additionally, internal stakeholders' perceptions of differences in the role composition between the DCOs supporting the NPI pilot efforts and officers assigned to districts' CAPS offices. Several members noted that few CAPS officers applied to take part in the DCO training when it became available, and some of them offered this as evidence that few were interested in taking on increased community member interaction-based responsibilities. Others went significantly further in their interpretation, suggesting that some CAPS staff may not be as committed and/or prepared to undertake the grounded community engagement necessary for meaningful connections.⁴⁴

CAPS Sergeants Cite Conflicting Chains of Command, Poor Communication as Reasons for Strained Relationship Between Office of Community Policing and District-Level Department Members

Through both conversations with OCP personnel and survey responses provided by district-assigned CAPS Sergeants, it became clear that the role—and extent of authority—of the Office of Community Policing in the day-to-day activities of the Department's community engagement efforts is ambiguous. Asked to describe the chain of command relative to their community policing-focused role, 70 percent of CAPS Sergeants outlined one in conformance with Department directives. Notably, this chain of command does not include grant the Office of Community Policing authority over CAPS personnel. As such, while 30 percent of survey responses indicate that OCP is a resource for CAPS Sergeants' daily community policing efforts, 10 percent indicated that CAPS offices function with little or no input from OCP personnel, instead pursuing more autonomous strategies.⁴⁵

Through the survey of CAPS Sergeants, the Audit Division found that these district-assigned personnel consistently expressed frustration with the communication strategy employed by OCP personnel. Some CAPS Sergeants reported experiencing situations wherein OCP staff will independently create community engagements in their districts without informing CAPS staff or confirming whether district-assigned members are available to take part in the engagements. Other CAPS Sergeants took issue with what they described as duplicative requests for information from OCP personnel. Specifically, one CAPS Sergeant explained that will sometimes receive a request from an OCP supervisor and, while pursuing it, OCP personnel will submit the same request to the

⁴³ Consistent with the IMT's observation stated in its most recent IMT-3 report, that "*the intersection between the district strategies and department-wide strategies*" lacks clarity (https://cpdmonitoringteam.com/wp-content/uploads/2021/04/2021_03_30-Independent-Monitoring-Report-3-amended-filed.pdf).

⁴⁴ The same stakeholders shared their belief that, based on their applied training, DCOs would be more likely to exude a greater degree of commitment to engaging community members through their daily practice.

⁴⁵ Ten percent of responses acknowledged discrepancy between OCP issued guidance and the strategy issued by district commanders. Similarly, ten percent of responses acknowledged discrepancy between OCP issued guidance and the strategy issued by district commanders.

district's administrative email address, before a different OCP supervisor will also submit an identical request to another member in the district without coordination with other OCP personnel.

Notably, other Department members involved in community policing and engagement efforts expressed less concern about coordination and communication, citing Area-level interaction with districts as a source of consistency. Personnel from one area reported that the districts under their area's purview benefit from their community policing coordination, adding an extra layer of support and conduit between OCP and district-assigned CAPS personnel.⁴⁶ According to these personnel, they see the area as well-situated to provide support, resources, and strategic assistance to districts in a timely and coordinated fashion and, as a result, established the Area Community Engagement and Support (ACES) team.⁴⁷ As they describe, ACES is intended to support the districts within the area with developing and implementing problem-solving policing strategies, facilitating connections to each other⁴⁸, city services, and other resources for DCOs and CAPS personnel, assisting with strategic planning, and partnering with community-based organizations.⁴⁹

Conversations about Potential Refinement of Districts' Relationship with OCP Personnel Said to be Underway, but May Not Fully Address Issues Related to Chain of Command Complications

While acknowledging that the role and authority of OCP personnel in the day-to-day activities of the Department's community engagement efforts are ambiguous, OCP leadership also reported that efforts are being made to codify approval powers over whom is assigned to work in district-level CAPS offices. These personnel stated that these efforts are influenced by the group's desire to better define and concretize the qualifications for officers working in specific community policing roles, specifically for CAPS members. OCP personnel explained that they would like to be involved in the selection, evaluation, and continued assignment of CAPS staff. Although such an expanded role might position OCP for ensuring that the work of district-level CAPS offices and better reflect the mission and vision for the Department's overall community policing philosophy, it may not necessarily address the challenges posed by chain of command complications.

⁴⁶ To understand the breadth of community policing initiatives, Audit Division personnel interviewed personnel from the Area Community Engagement and Support (ACES) team—an effort in Area 4 that is a continuation of the Department's Community Area Response Teams (CART), which was dissolved mid-2018. Area 4 leadership continued the area-level coordination and support that CART provided under the name ACES as it serves an important function for the districts within the area purview.

⁴⁷ For a description of the ACES initiative, see Appendix V.

⁴⁸ As community concerns and quality of life issues are not bound by the district boundaries, ACES helps with coordination between bordering districts across the Department.

⁴⁹ Area personnel involved in ACES described NPI, and the DCOs specifically, as one of the several initiatives active in the districts.

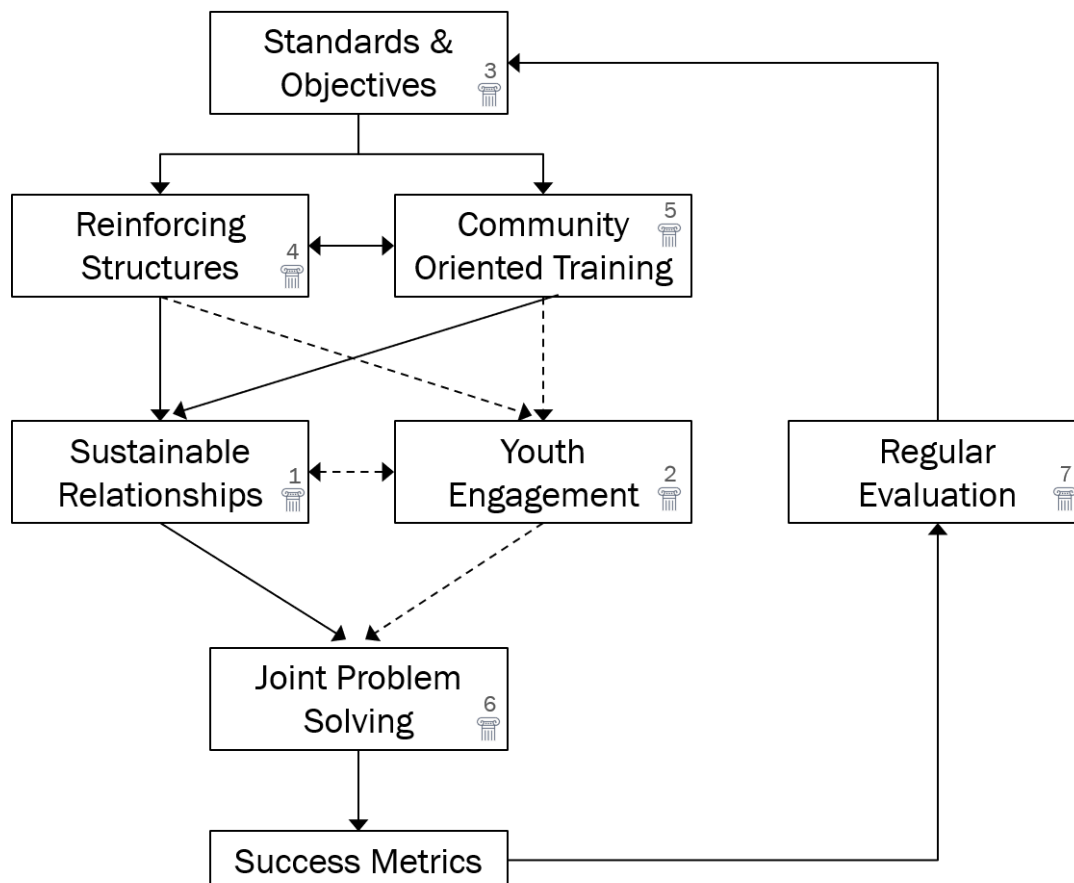
Audit Division Proposes Consistent Framework Through Which Department Can Understand Extent to Which Community Policing Efforts Align with its ‘Seven Pillars of Community Policing’

Despite the Department’s recent introduction of its ‘Seven Pillars of Community Policing,’ the extent to which its existing portfolio of community engagement efforts align with these pillars is limited. Attempts to align community policing initiatives with the pillars have not been holistic across community policing initiatives.⁵⁰ To help clarify, the Audit Division is identifying a logic model to be leveraged to both evaluate existing community policing efforts and support ongoing performance management efforts.

Consistent Framework Would Not Only Increase Understanding of Which Efforts Align with the Seven Pillars, But Also Position the Department to Assess Effectiveness of Initiatives

As shown in Figure 1, a reformulation of the *Seven Pillars of Community Policing* can serve as a model through which each community policing initiative is both conceptualized and evaluated.

Figure 1. Proposed Logic Model to Offer Framework for Understanding & Evaluating Community Policing Initiatives⁵¹



Source: Audit Division analysis.

⁵⁰ The *Office of Community Policing: 2021 Goals and Priorities Plan* connects some initiatives with individual pillars, but does not reflect on how any initiative is connected to the broader community policing framework that is spelled out in the consent decree and endorsed by the Department.

⁵¹ The dotted lines indicate that the connection between the pillars may be less relevant for some community policing initiatives.

As Figure 1 shows, the Department must first take steps to set clearly defined standards and objectives (i.e., *Pillar 3*) for each initiative as a starting point through which to establish appropriate structures – including the organizational and financial support (i.e., *Pillar 4*) - and training (i.e., *Pillar 5*) to achieve a defined set of measurable goals. From there, these standards and objectives provide a roadmap through which the structures and practitioners can build sustainable relationships (i.e., *Pillar 1*) with the community—and engage youth, specifically (i.e., *Pillar 2*). These relationships can be leveraged to solve safety and quality of life related problems with community members (i.e., *Pillar 6*). Ultimately, if all steps of this model are followed, Department leadership will then find itself in a position to effectively assess a given initiative’s success through its pre-determined metrics. (i.e., *Pillar 7*). Following an evaluation, documentation maintained throughout every step will then inform decisions to a) improve the initiative, b) maintain initiative fidelity through performance management, or c) consider eliminating the initiative.⁵²

Utilizing this type of logic model to develop and assess the Department’s initiatives will distribute efforts across the planning, execution, and evaluation phases of each initiative. During the planning phase, OCP should document each component or process related to each initiative. During the execution phase, all planning documentation should be referred to as guidance to which the initiative is implemented. OCP personnel should additionally document how the implementation proceeds, specifically noting unforeseen obstacles, or limitations and successes of the planning phase. Documentation and data collected during the execution phase will inform evaluation efforts in the final phase. If this is the first attempt at using the logic model for a particular initiative, the evaluation phases will yield a range of findings. These findings may inform revisions to initiatives or decisions around initiative permanency. Subsequent evaluation should be constant and recurring, forming initiative-specific performance management standard for continued initiative fidelity.

Considering Each Initiative Through Framework Would Make Clear Which Pillars are Supported by Each Initiative and Pave Way for Formalization of How Outcomes Will be Evaluated

Further, as Department leadership begins developing an evaluation plan of its portfolio of initiatives, the Audit Division suggests a reframing of each project's contributions towards a single OCP pillar and instead of contributing to most if not all OCP pillars. While CPAP suggested using a logic model in the form of the seven pillars of community policing, CPAP documentation—and the Department’s consideration of its recommendations—have emphasized each pillar’s individual value, as opposed to their summative value. For example, effective beat meetings should contribute to more than simply ‘building trust’⁵³; such meetings, if considered through this framework—and given clearly defined objectives, reinforcing structures, and training requirements—also present opportunities to problem solve with the community and engage youth.

As OCP personnel being to develop an evaluation plan for its portfolio of initiatives, the Audit Division suggests a reframing of each project's contributions towards a single OCP pillar, and instead potentially contributing to multiple pillars. OCP may start planning by examining those community policing initiatives alongside relevant special orders and/or those discussed in directives, which may provide much of the information needed to answer questions that emerge through the model.

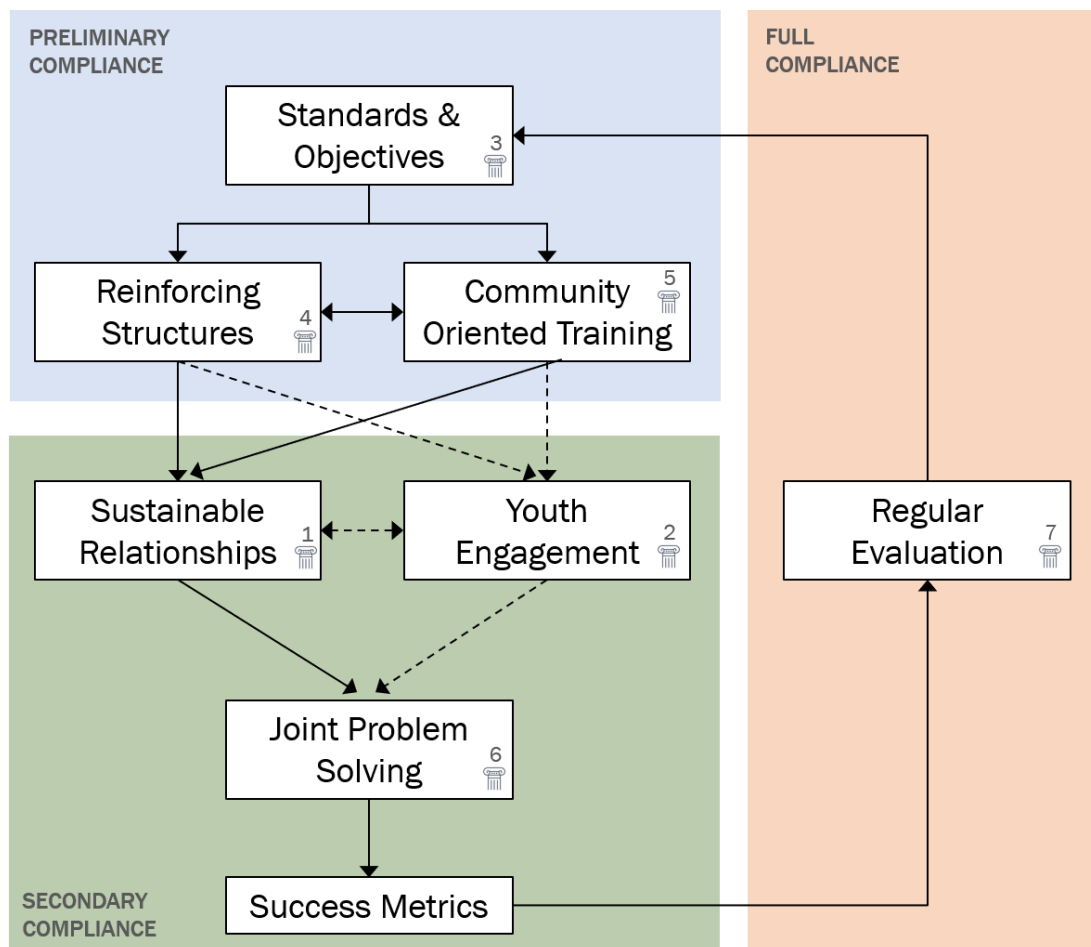
⁵² See Appendix III for additional information on the specific considerations for the use of this model.

⁵³ For example, OCP’s 2021 Goals and Priorities Plan identifies 11 high-level projects shown to support the Department’s community policing mission and vision and satisfy both consent decree and CPAP requirements. Each identified project or priority relates to one of the seven OCP pillars documented in existing Directives. For instance, improving beat and DAC meetings are associated with only a single pillar: ‘building trusting relationships between the Department and community members.’

Utilization of Consistent Framework to Understand and Assess Community Policing Initiatives Will Increase Likelihood of Achieving ‘Full Compliance’ with Relevant Consent Decree Requirements

Based on the approach outlined in IMT reports issued to date, the identification and utilization of a logic model to understand, organize, and assess the Department’s community policing initiatives will be critical to achieving full compliance with the consent decree. The Department would be well served with the proposed logic model as it pursues consent decree compliance in the years to come, as it is not only built around the Department’s existing mission, vision, and standards by which community policing goals are achieved—but also allows for flexibility where needed. Specifically, while this model requires the Department to formalize how each pillar manifests within a given initiative, it also allows each initiative to define goals, structure, and intended audience uniquely. For example, whereas DAC meetings have a focus on youth (i.e., Youth Subcommittees, Youth Councils), a safety training for seniors may not require a youth component; for this reason, the model’s elements relating to youth engagement are presented with dotted lines to indicate that its relevance depends on the initiative. Figure 2 presents a reformulation of the logic model as a pathway to full compliance with the consent decree for OCP-related requirements.

Figure 2. Proposed Logic Model to Offer Framework for Understanding & Evaluating Community Policing Initiatives⁵⁴



Source: Audit Division analysis.

⁵⁴ The dotted lines indicate that the connection between the pillars may be less relevant for some community policing initiatives.

As recent years' experiences suggest, 'preliminary compliance' requires identifying all standards and objectives (*Pillar 3*), organizational infrastructure (*Pillar 4*), and training (*Pillar 5*) for any given initiative. During this phase, relevant stakeholders—including community members and the Independent Monitoring Team (IMT)—can assist in defining initiative parameters. 'Secondary compliance' manifests as the actual implementation of the initiative (*Pillars 1, 2, and 6*), which includes documenting and collecting relevant implementation data. 'Full compliance' can only be achieved when the IMT observes consistent data collection, reflective evaluation of the initiative, and meaningful modification to correct initiative limitations (*Pillar 7*). Full compliance is unlikely to be achieved with the completion of at least one cycle of this model.⁵⁵ The value in the model is that the Department could not only leverage it to establishment of initiatives' initial *process* and *outcome* evaluation—but also for continued maintenance.

Following the Identification and Prioritization of Initiatives, OCP Can Begin to Leverage Framework

With the issuance of this report, OCP personnel need Department leadership to take a series of actions. With leadership feedback on the extent of their endorsement of the framework discussed herein, their identification of which initiatives should be viewed as formal community policing efforts, and their input on how OCP personnel should prioritize initiatives, OCP personnel could continue to build on what they have already done to date on how to best move forward.

Once Department Establishes Formal Criteria for Prioritization of Community Policing Initiatives, Work Can Begin to Set Expectations Needed to Proceed Toward Evaluation

Personnel from the Audit Division interviewed OCP leadership and personnel on a range of topics, including but not limited to identifying factors that should inform the prioritization of some community policing initiatives over others. The prioritization factors discussed with OCP personnel⁵⁶—defined here as those elements of an initiative which would increase the urgency with which the Department should consider formal evaluation efforts—included but were not limited to:

- Whether the initiative is currently recorded in Department directive or policy
- The number of districts in which the initiative is currently being implemented
- Whether there are current evaluation efforts currently occurring for the initiative
- Labor costs of implementation (staffing requirements, work hours to plan and implement)
- Typical attendance or community member reach of the initiative
- Range and extent of community stakeholder group reach
- Financial Requirements
- Training Requirements
- Whether the initiative has a specific Youth component or focus

As the Department considers initiative prioritization criteria, it would benefit from continuing its work to solicit feedback from community stakeholders to potentially identify additional factors, remove any factors listed above, or vary the amount of weight given to any one given factor. Such input

⁵⁵ Full compliance is best represented as a state of performance management, a separate program of maintenance that differs from program evaluation. *Program Evaluation Key Terms and Concepts: Accessible Version* (GAO-21-404SP), U.S. Government Accountability Office. On page 3 of this document, program evaluation is defined as "an assessment using systematic data collection and analysis of one or more programs, policies, and organizations intended to assess their effectiveness and efficiency." Completion of such evaluation enables subsequent performance management, which the GAO defines as "the ongoing monitoring and reporting of a program's accomplishments and progress, particularly towards its pre-established goals." (GAO-21-404SP).

⁵⁶ These prioritization factors are not presented in rank order but rather emerged through discussion or confirmation of Audit Division meeting documents.

would be useful to establishing a rank-ordered list of prioritizations that could inform the development of a schedule through which the OCP would pursue evaluations of initiatives.

Most OCP Personnel Interviewed Expressed Openness for Refining Current Portfolio of Initiatives

There was general solidarity amongst OCP stakeholders contacted as part of this review that, moving forward, any evaluation efforts should involve assessment of whether specific initiatives add value to the Department's overall community policing efforts. At least part of this broad sentiment stems from a motivation to streamline the portfolio of community engagement efforts and to be more considerate of finite resources—both personnel and financial—being used on efforts with unknown or limited outcomes. There may be initiatives that require intensive staffing and resources and may not be reaching the most relevant stakeholders. Notably, Department leadership recently expressed a desire for community policing efforts to shift toward impact-driven initiatives and away from community events, often resource-intensive with little known impact. In conversation, some OCP personnel clarified that future efforts to eliminate ineffective programming must include considerations alternatives—or more effective—efforts while also maintaining the autonomy offered to district leadership to tailor efforts to the needs of their communities.

Trust & Legitimacy, Community Engagement Viewed as Outcome Metrics Worthy of Consideration

Conversations with OCP personnel and CAPS Sergeants also informed the extent to which Department members have already thought through a series of potential outcome metrics to assess initiative success—with two metrics that are formalized in directives also being emphasized by both. OCP personnel and some CAPS Sergeants noted that the success of a given initiative could be inferred from its impact on developing or sustaining community perceptions of trust or legitimacy in the Department. Additionally, both groups recognized the value of engagement attendance as a reflection of stakeholder interest in community policing efforts; however, some OCP personnel rejected the notion of attendance numbers as a reflection of engagement success, suggesting that a large number does not necessarily represent valuable connection or partnership. Table 2 shows the extent of overlap in possible metrics for assessing community policing efforts.

Table 2: Potential Outcome Metrics for Assessment of Community Policing Initiatives, by Identifying Party⁵⁷

Identified Evaluation Metrics	Department Documentation	OCP Personnel	CAPS Sergeants
Trust and Legitimacy with Community Stakeholders	X	X	X
Engagement Attendance	X	X	X
Crime Reduction	X	X	
Engagement Through a Variety of Engagement Formats	X	X	
Stakeholder Group Reach, Including Youth	X	X	
<i>Elucd</i> Scores	X	X	
CEMS (Connections Made; Engagement Quality & Quantity)		X	X
Fulfillment of District Strategic Plans		X	X
Labor Efficiency		X	
Cost Efficiency		X	
Calls for Service		X	

Source: Audit Division analysis.

While the step of agreeing upon outcome metrics will be critically important, it is important to note that these concepts are often nebulous and require operationalization. To this end, both OCP personnel and CAPS Sergeants also suggested a range of potential methodologies which could be considered as approaches to measure the previously discussed outcomes (Table 3). However, the only shared method of measurement across these two groups is related to reflection on the success of district strategic plans and progress towards the concerns and/or goals that are outlined within each district's unique document.⁵⁸

Table 3: Potential Evaluation Methodologies for Assessment of Community Policing Initiatives, by Identifying Party

Identified Evaluation Methodologies	OCP Personnel	CAPS Sergeants
Reflection on District Strategic Plans	X	X
<i>Elucd</i> Surveys	X	
Calls for Service	X	
Patterns of Maturation Through Different Engagement Types	X	
Service Satisfaction Surveys (Arrest; CAPS Efforts; Current Practice)	X	
Budget Reconciliation	X	
CEMS Documentation (Engagement Logs; Contact Database)		X
Community Member Feedback		X
Reflection on Previous Engagement Success		X
Social Media Interaction		X
Mapping District Outreach Efforts		X

Source: Audit Division analysis.

⁵⁷ Some of the metrics identified overlap. For example, the metric *Trust and Legitimacy with Community Stakeholders* overlaps with what is captured by *Elucd* scores.

⁵⁸ The Audit Division is unaware how the strategic plan review and feedback process is enacted but certainly the proposed framework could be used to assess initiatives identified in district strategic plans and ensure strategy follow through.

Process of Identifying Outcome Metrics Presents Additional Opportunity for Community Engagement

Identifying these potential metrics and measurement methodologies by internal stakeholders would benefit the Department's broader program evaluation and performance management efforts to engage community members in conversation on what they would view as meaningful and valuable outcomes and measures. Such engagement is more likely to result in consensus across stakeholder groups regarding what outcomes are mutually beneficial to community members and Department members—as well as agreed-upon sources of data that the OCP may leverage to operationalize various outcome metrics.

Introduction of CEMS Offers Platform to Collect Information, But the System is Not Fully Configured to Allow the Department to Understand or Effectively Report on its Community Policing Efforts

CEMS is currently being used as a robust community engagement scheduling tool that also features information distribution and customer relationship manager capabilities. However, an Audit Division analysis of engagements shown to have been scheduled and completed in CEMS found a series of utilization inconsistencies that raise questions about the reliability of its data. Some of these issues stem from CEMS engagement creators lacking standard procedures; others may stem from user perceptions about its usability or the intention of the system overall.

Series of Issues Combine to Create Significant Data Reliability Challenges for CEMS Information

The Audit Division identified a range of areas that collectively question the reliability of data collected and reported through the CEMS application. Although a January 19, 2021 determination expanded CEMS access to any Department member having completed relevant CEMS training, less than 500 individuals have completed said training. There also exists conflict between how different stakeholders assign value and applicability of the CEMS to their community policing work. There may be differences in how engagements are valued as a function of engagement type or interest category. Lastly, there are likely various engagements that are not conducive or appropriate for documentation in the CEMS.

The Consistency with Which Members Enter Information into CEMS, Like Members' Attitudes about the Usefulness of the System to their Community Policing Efforts, Varies Across Units

Since its introduction in January 2019, both district-assigned personnel and OCP leadership acknowledge wide variability in the consistency with which information has been recorded in CEMS.⁵⁹ While there is potential variability in CEMS utilization as a function of how many units or district personnel have completed relevant training, variability also emerges in the attitudes of the CEMS-trained members about the application. For example, in an April 2021 survey of district-assigned CAPS personnel, the Audit Division asked, “how does your district use the Community

⁵⁹ Although the OCP chose the timeframe of analysis (01 March 2020 to 28 February 2021) to capture active utilization of the CEMS, some districts likely use CEMS more robustly than others. Active use of CEMS began in January 2019, with access initially limited to district-level CAPS personnel and members assigned to OCP; access has subsequently been expanded to all Department members. A determination made on 19 January 2021 expanded CEMS access to any Department member who had completed an OCP-led training on CEMS usage. OCP personnel indicate that, as of 26 March 2021, a total of 430 Department members had participated in these trainings. While OCP personnel maintain a master list of training attendees and their employee numbers, they do not currently track these attendees' units of assignment; thus, the spread of those trained in the CEMS across the Department is currently unclear.

Engagement Management System (CEMS) to log its day-to-day community policing efforts?” While 90 percent of respondents noted that the CEMS is used to track engagements with community members, 20 percent also noted that the system is only used because it is mandated; one response characterized CEMS as “one more layer of paperwork.” These critical perspectives amongst those tasked with actively using the application could contribute to less robust utilization.

District leadership also express skepticism about how realistic it may be to rely upon CEMS to understand members’ engagements with the community accurately. In a meeting that included members of district leadership from two districts, community sentiment data relevant to those districts were discussed to promote collaboration and problem-solving. Although OCP personnel emphasized that attendance was less important than engagement quality, one member expressed their hesitancy asking engagement attendees to sign in, noting the high proportion of immigrant residents in said district who may not feel comfortable providing their real or anonymized identity in a government-administered application. While this anecdote has limitations, the issue it raises has implications on the quality of information reported on community policing activities. OCP personnel indicated that they only include engagements with “checked-in” attendees in their overall reporting. Many engagements had zero “checked in” attendees,⁶⁰ and given the noted hesitancy by some district leadership to request attendee sign-in, many listed engagements may be undercounted. Taken together, the potential variability in the number of district personnel consistently entering information into CEMS, in attitudes towards the utility of the system, and in members’ hesitancy to offset gains made through engagement by requiring documented “check-ins” present a series of significant concerns about the consistency with which CEMS is collecting the quality of information that will be needed to measure the Department’s engagement with community members.

CEMS Records Total Number of ‘Attendees’ at Engagements, But Does Not Differentiate Between Department Members and Community Members Attending to Engage with the Department

Within the CEMS application, an engagement’s “checked-in” attendee count is composed of those a) community members with a CEMS profile, b) community members that sign in anonymously, and c) City of Chicago personnel signing in with their personnel number; however, the data made available to the Audit Division does not differentiate between these groups of attendees. As a result, it is not currently clear as to what proportion of any engagement’s attendance was composed of community members instead of City personnel.

Moreover, OCP Personnel clarified that Department personnel assigned to attend or lead community engagement must sign in themselves. Based on a review of CEMS data on engagements shown to have occurred between 01 March 2020 and 28 February 2021, Audit Division personnel identified 3,866 engagements where the number of “checked in” attendees was greater than zero. For this set of 3,866 engagements, the average attendance at a documented engagement was 10.5 individuals. Table 4 summarizes the distribution of engagements as a function of the number of individuals that checked in through the CEMS mobile application; 72 percent of engagements recorded between 1 and 10 “checked in” attendees. Of these, 1,482—or 38 percent of all engagements recorded—had an attendance of between one and three individuals. Because Department personnel assigned to lead engagements are required to check-in as engagement attendees, a significant number of completed engagements may have only been attended by Department personnel.

⁶⁰ Sixty-eight percent or 8,205 of the 12,071 engagements listed in CEMS during the timeframe of analysis.

Table 4: Number and Proportion of Engagements Recorded in CEMS, by Range of Number of “Checked In” Attendees

Attendees Checked In	Number of Engagements	Proportion of All Engagements
1 to 10	2,780	71.9%
1 to 3	1482	38%
4 to 6	728	19%
7 to 10	570	15%
11 to 20	615	15.9%
21 to 30	229	5.9%
31 to 40	117	3.0%
41 to 50	50	1.3%
51 to 100	50	1.3%
101+	25	0.6%
Total	3,866	100.0%

Note: Audit Division analysis of data provided by the Strategic Initiatives Division.

Based on data entered in CEMS, CAPS-assigned members from each of the Department’s 22 districts are to provide OCP personnel with a weekly report on all engagements held, including figures on the “checked-in” and “observed” attendance estimated for each engagement. Until recently, OCP personnel report having to undertake a manual reconciliation between estimates. Specifically, this would first involve comparing each “checked in” figure with the same engagement’s “observed” count to determine and document a final attendance number for that engagement. Next, this would involve an OCP-assigned member’s assessment of whether a duplicative record of an engagement existed in CEMS; the presence of any such duplicates would inflate reports on community engagements. In early 2021, OCP personnel stated that perceived inconsistencies in weekly district reports resulted in the termination of this reconciliation process, which has since been replaced with a new approach. In recent months, OCP staff run a weekly report via CEMS to identify the following data points by district: the number of engagements, the number of attendees, and the number of new connections created.

Department Lacks Standing Operating Procedures for Members’ Engagement Creation in CEMS

Although the CEMS offers a great opportunity to schedule and track community engagement efforts, the Audit Division has identified areas of use lacking clarity. This includes discrepancies or issues in how the application is structured. There also appears to be no standard expectation for how individual types of engagements should be entered into CEMS, with variation observed as a function of interest category, engagement type, and engagement naming convention. District community policing personnel, those using CEMS daily, can identify how the application is and is not useful.

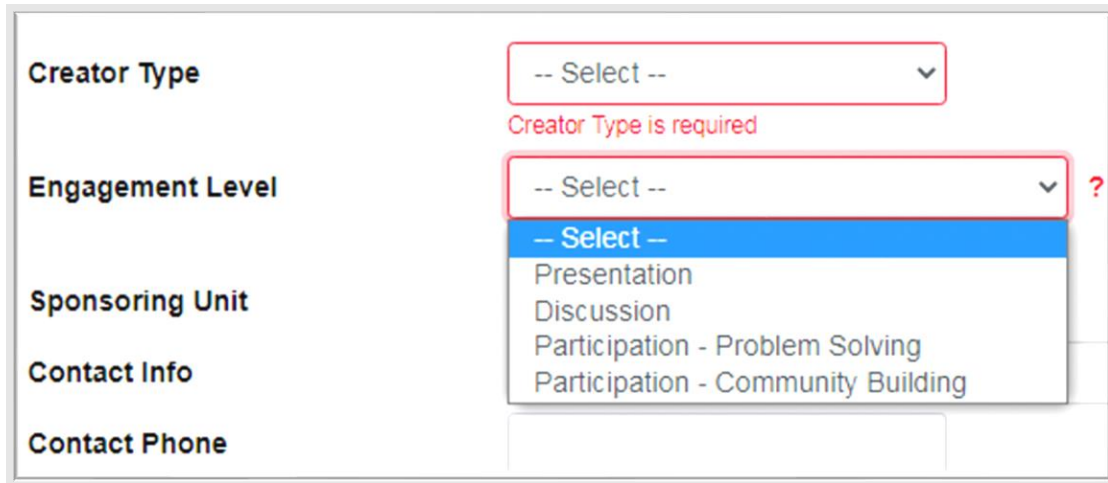
Discrepancies Across Members’ Designation of Engagement Types in CEMS Raise Key Questions

As stated in the 2021 OCP Quick Guide⁶¹ document, there are four types of community engagement—but CEMS is not currently configured to allow for the selection of all of them. As shown in Figure 3, the identification of an engagement type is required via a drop-down menu. The entry-level is an ‘informational’ engagement, which includes presentations, talks, or webinars with

⁶¹ Please see Appendix VII.

community members. However, the informational engagement designation is not available in this menu; rather, the entry-level engagement type available is *Presentation*. While it is unlikely this discrepancy results in substantive errors in engagement creation or reporting, it does represent a disconnect between the conceptualization of CEMS in guidance from how it manifests in practice.

Figure 3. Drop-Down Menu for Engagement Type Selection



The screenshot shows a form with the following fields:

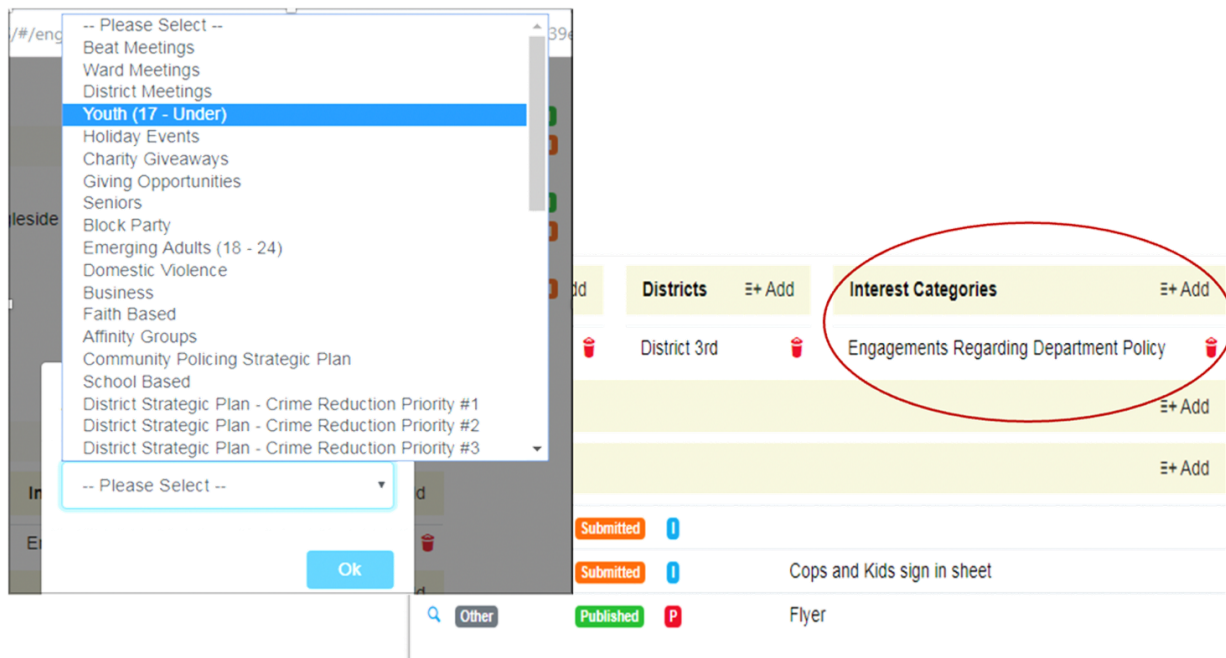
- Creator Type**: A drop-down menu with "-- Select --" and a downward arrow. A red border highlights this field, and a red error message "Creator Type is required" is displayed below it.
- Engagement Level**: A drop-down menu with "-- Select --" and a downward arrow. A red border highlights this field, and a red question mark icon is to its right. The menu is open, showing the following options:
 - Select --
 - Presentation
 - Discussion
 - Participation - Problem Solving
 - Participation - Community Building
- Sponsoring Unit**: A text input field.
- Contact Info**: A text input field.
- Contact Phone**: A text input field.

Source: Community Engagement Management System (CEMS).

Discrepancies in 'Interest Categories' Selected Pose Additional CEMS Data Reliability Questions

The Audit Division examined the consistency with which engagement types have been documented in CEMS by Department members by focusing on beat meetings, which were documented in CEMS by personnel in all 22 districts during the review period. Of the 3,866 total engagements reviewed, 760 (19.7 percent) have 'beat meeting' selected as the required 'Interest Category' (Figure 4 shows how CEMS offers numerous options for this selection).

Figure 4. Example of Unpublished CEMS Engagement with Interest Category Selection & Drop-Down Menu



The screenshot displays the CEMS interface. On the left, a dropdown menu is open, showing a list of interest categories. The category 'Youth (17 - Under)' is highlighted in blue. Below the dropdown, there is an 'Ok' button. On the right, a table lists engagements. The first engagement is 'Engagements Regarding Department Policy', which is circled in red. This engagement is associated with the 'Youth (17 - Under)' category. Below this, there are two more engagements: 'Cops and Kids sign in sheet' and 'Flyer'. At the bottom, there are buttons for 'Submitted', 'Published', and 'Other'.

Source: Source: Community Engagement Management System (CEMS).

Next, Audit Division personnel reviewed the titles of the 760 engagements for which ‘beat meeting’ had been selected from the ‘Interest Category’ menu. In doing so, the Audit Division found that 88 (11.6 percent) of these engagements did not have the words ‘Beat or Sector’⁶² included in the title; rather, based on the titles entered, it appears as though many had an incorrect interest category selected. Table 5 presents the recategorized engagement types for the 88 entries selected to have a Beat Meeting interest category that has unrelated naming conventions; as shown below, roughly one-third (33 percent) of these entries either ‘Post Shooting Responses’ or ‘Missions.’ Another 27 percent of these entries were YDAC related engagements. Given these discrepancies, it is feasible that additional beat meetings could be incorrectly listed under another interest category.

⁶² Sector meetings are meetings of multiple Beats at once and typically included beat numbers in the title.

Table 5. Types of Engagement When Beat or Sector Not in Original Entry Title

Engagement Type	Count	Proportion of Entries
Post Shooting Response/ Mission	29	33.0%
Weekly Zoom meeting with YDAC	24	27.3%
Community/Association/Block Club Meeting	7	8.0%
All Field Staff Meeting	4	4.5%
District Business Meeting	3	3.4%
Beat "Number" Only	2	2.3%
DAC Meeting	2	2.3%
Training	2	2.3%
Canvassing/ Foot Patrol	2	2.3%
Post Carjacking Response/ Mission	2	2.3%
Faith Based	2	2.3%
Neighborhood Watch	1	1.1%
Black History Month	1	1.1%
Gun Turn in Program	1	1.1%
PCI	1	1.1%
Aldermanic Conversation	1	1.1%
Post Burglary Response/ Mission	1	1.1%
Community Concern	1	1.1%
Meet & Greet	1	1.1%
Narcotics Response	1	1.1%
Total	88	100.0%

Note: Audit Division Analysis of data provided by the Strategic Initiatives Division.

Based on this review, there do not appear to be expectations or consistent procedure for the naming of individuals series of community engagements. Once again looking at the 760 engagements with 'beat meeting' selected as the 'Interest Category,' seven examples of widely different approaches to naming these engagements were observed. These included:

- *Beat Meeting 2221*
- *Postpone until further notice (1112/1121 Beat Meeting)*
- *Conference Call for Beat 623/624*
- *Zoom 513 Beat Meeting 10/28/20 Early due to Community Conversation on 11/1/20*
- *EMERGENCY 1112 BEAT MEETING*
- *1832 Beat Meeting (Via Zoom)*
- *Beats 1413 & 1414 January Zoom Webinar Beat Meeting*

Given that a primary function of CEMS is that it is to serve as a community engagement calendar, the lack of standardized engagement naming conventions would inhibit community members viewing their district's calendar in the system from swiftly identifying engagements relevant to them.

Allowing Similar or Identical Efforts to be Categorized as Different Levels of Engagement in CEMS Likely to Complicate Department Members' Documentation Expectations

Existing Department guidance related to community engagement details a strategy wherein the diverse needs of community members are to be engaged through a range of formats, including *Presentation*, *Discussion*, *Participation—Community Building*, and *Participation—Problem Solving*. Audit Division personnel examined the degree to which documented engagements of the same type share a similar engagement-level listing in CEMS data. Once again, looking at the 760 engagements with 'beat meeting' selected as the 'Interest Category,' the frequency with which beat meetings are listed as having been one of the aforementioned types in CEMS (see Table 6).

Table 6. Beat Meetings by CEMS Engagement-Level

Engagement Level	Count	Proportion of Entries
Discussion	205	27.0%
Presentation	18	2.4%
Participation - Community Building	157	20.7%
Participation - Problem Solving	380	50.0%
Total	760	100.0%

Note: Audit Division Analysis of data provided by the Strategic Initiatives Division.

Among the 760 beat meeting engagements, there was not a consistent engagement level type designation used by Department members in CEMS. Half of these beat meeting entries have '*Participation—Problem Solving*' selected as an engagement level, 27 percent have '*Discussion*,' and another 21 percent have '*Participation—Community Building*.' This variation of entry for the same engagement limits the Department's ability to interpret its overall reporting on the types of engagements being pursued; standardizing expectations of engagement level types for initiatives would benefit the consistency of engagement creation across districts.

Community Policing Initiatives are Not Being Consistently Identified or Documented Across Districts

Using available data on the 3,866 engagements documented between 01 March 2020 and 28 February 2021, Audit Division personnel took steps to identify the community policing initiatives that appeared most often across the Department's 22 districts.⁶³ Table 7 presents the results of these categorization efforts for engagements that a) were documented in more than 50 percent of districts or b) fulfill engagements specifically identified in Department directives. Three categories of engagements are documented across all 22 districts: beat meetings, general community engagement and outreach efforts, and strategic planning-related community conversations; separately, a range of relevant directives are currently reflected in the scheduled and completed

⁶³ It is important to note that these data reflect the engagements recorded and completed in the CEMS—but they should not be interpreted as confirmation that individual activities or engagements occurred. For instance, although DAC meetings appear in CEMS data for 20 districts, OCP maintains DAC calendars which confirm whether such meetings occurred. That said, these data are useful, as they provide a baseline assessment of how actively CEMS is being utilized by district-assigned personnel. Moving forward, it will be important for OCP personnel to clarify the extent to which existing initiatives are active. As an example, during the timeframe of analysis, there were no CEMS entries related to *Drug Abuse Resistance Education* (D.A.R.E.; S02-03-6), *Gang Resistance Education and Training* (G.R.E.A.T.; S02-03-07), or *Bridging the Divide* (S02-03-12). A better understanding of the extent to which these initiatives were active during the timeframe of analysis would provide valuable insight.

engagements across the districts. A complete list of initiatives documented in CEMS during the analysis timeframe is available in Appendix IV.

Table 7. Development Issues Identified by CAPS Sergeant Regarding CEMS Application

Engagement Category	Number of Districts	Department Directive
Beat Meeting	22	S02-03-01
Community Engagement/ Follow-Up/ Concern/ Outreach	22	S02-03-03
Community Conversation	22	S02-03-02
District Advisory Committee (DAC) Meeting	20	S02-03-14
Donation Drive/ Giveaway	19	---
Youth DAC Meeting/ Event	17	G02-03
Youth Engagement/ Outreach	17	---
Food Drive/ Giveaway	16	---
Faith Based Meeting/ Event	16	---
Carjacking Information/ Deterrence	16	---
Health or Safety Meeting/ Event	15	---
Business Outreach/ Meeting/ Event	15	S02-03-13
Well-Being Check	14	---
Walk & Talk/ Meet & Greet/ Ride & Talk	14	---
Teen Dating Violence Awareness/ Event	14	---
Domestic Violence Subcommittee Meeting	13	S02-03-14
Explorers Event/ Meeting	13	---
School Support/ Graduation/ Parade/ Engagement	12	---
Arts/ Sports/ Games	11	---
Domestic Violence Awareness Month/ Outreach/ Event	11	---
Safety/ Security Check (Building or premises)	9	S02-03-09
Faith Based Subcommittee Meeting	9	S02-03-14
Beat Facilitator Meeting/ Recruitment/ Training	8	S02-03-01
Troubled Building Meeting	8	G02-03
Senior Subcommittee Meeting	7	S02-03-14
Peer Jury	5	S02-03-05
Gun Turn In Program	4	S02-03-08
Court Advocacy Subcommittee Meeting	4	S02-03-14
Officer Friendly	3	S02-03-11
Business Subcommittee Meeting	3	S02-03-14
DAC Chair Meeting	2	S02-03-14
Beat Facilitator Subcommittee	1	S02-03-14

Note: Audit Division analysis of data provided by the Strategic Initiatives Division.

CEMS Also Appears to Contain Entries Detailing Activities Unrelated to Community Engagement

Based on the table's contents found in Appendix III of this report, there is evidence that CEMS is being used to document and schedule Department activities that do not directly engage members of the community. For example, seven districts listed meetings or training related to CAPS, OCP, or Department personnel as community engagement efforts in CEMS, and four districts scheduled roll-call training.⁶⁴ While these things are important—and impactful upon the relationship between sworn personnel and community members—they do not require the attendance of community members. As such, OCP may need clearer guidance on whether they should be recorded in an application aimed at scheduling interactions with community members. The presence of these internal department engagements in CEMS may inflate the overall reporting of the types of engagements held and the count of group-specific engagements.

District-Assigned CAPS Sergeants Find Some Aspects of CEMS More Useful than Others, per Survey

The Audit Division collected qualitative reflections from district-assigned CAPS Sergeants to better understand their experiences with CEMS as part of this review, distributing a survey inquiring about their views on which aspects of CEMS they may find useful and which they may not. Simultaneously, Audit Division personnel interviewed numerous community policing stakeholders on similar topics.

Through this survey effort, the Audit Division found that half of the responding district-assigned CAPS Sergeants that responded identified the ability to track community policing engagements and communicate directly with community members—as useful functions of CEMS. Additionally, 10 percent of responses identified the general searchability of the application as useful to their community policing-related work. In response to a question about the useful aspects of CEMS, 40 percent of respondents indicated either that they do not find the system to be useful or that uncertainty exists regarding its utility. Similarly, 40 percent suggested that the system is valuable for department personnel who are not engaged in daily community engagement work, rather than district-assigned personnel.

Survey respondents also identified aspects of CEMS that they view among the systems' least useful functions. Broadly speaking, CAPS sergeants identified three primary categories of issues they face with CEMS: development issues with the applications (60 percent of responses), application usability issues (30 percent of responses), and potential ethical issues (10 percent of responses). Table 8 presents the most frequently raised development issues and how CAPS sergeants conceptualized those issues.

⁶⁴ The creation of any CEMS engagement requires identifying the engagement level and interest category; for this reason, these entries indicate that the training and meetings have an identified engagement level and interest category.

Table 8. Development Issues Identified by CAPS Sergeant Regarding CEMS Application

Issue Identified	Definition
Engagement Date Presented on Dashboard	CAPS Sergeants suggested that the date presented in the relevant dashboard should be the date of an engagement, not the date on which the record of an upcoming engagement is created in CEMS.
Search Engine Compatibility	CEMS appears to often not function properly, depending on the search engine or the application used to access the site.
Engagement Check-In Process	CAPS Sergeants suggested that the process of using the ‘check-in’ tool requires them to log in and out of the application frequently; issues with the structure and naming of engagements within this tool were also raised.
Unresponsive Beat and District Selection	To select the beat or district where the engagement will occur, users must scroll through drop-down menus. CAPS sergeants questioned whether these mandatory response boxes could also be responsive to typed text so that one does not need to scroll through the 274 beats to find a location.
Engagement Attachment Functionality	The ‘Attachments’ section of the application does not allow users to review attached documents.
Definition of Engagement	CAPS Sergeants took issue with the current requirement to enter contact information for every engagement, suggesting that it is not always practical.

Source: Audit Division analysis of CEMS data.

A qualitative review of the narrative responses provided by the responding CAPS Sergeants found a common theme: the feeling that CEMS represents an opportunity for a district’s community policing efforts to be ‘micromanaged.’ In addition, they offered a range of general reflections on their view that the CEMS application is not ‘user friendly,’ that it requires too much time to maintain—which takes away from time engaging community members—and that, despite its recent introduction, one respondent suggested the application was outdated without providing specific details as to how. Lastly, 10 percent of responses raised an ethical concern with the process of signing into an engagement with an email address without notifying community members that this would involve their provision of consent for future contact by Department members. As described in some narrative responses to the survey, when an individual registers a profile with CEMS, they are automatically ‘opted in’ to receiving future emails and text messages. Without explicit consent, some CAPS sergeants expressed concerns about the Department’s right to contact individuals regarding upcoming engagements without their explicit consent.

CONCLUSIONS

This report reviews a series of critical considerations for OCP and Department leadership on a range of topics related to community policing. First, while relevant guiding documents identify both broad outcome metrics or goals to support the vision of trusting community partnership, those metrics or the evaluative means to make a determination of goal achievement are not yet operationalized. Next, with the ongoing rollout of organizational structures and expectations relate to NPI, Department leadership would be well served to clarify whether this is to be viewed as a complement—or as a successor—to the longstanding CAPS initiative; specifically, clarification of how these initiatives contribute to the goal of improving community perceptions of trust and efficacy would likely assuage some of the concerns expressed by stakeholders. Lastly, in CEMS, the Department has invested significant resources into a community engagement schedule and customer retention management system and, while this system has been robustly used for over a year, there are several inconsistencies in both utilization and member perception.

Both the CPAP report and the consent decree emphasize the Department's need to evaluate its current and future community engagement efforts. Such evaluation should contribute to determinations around initiative retention as well as ongoing performance management to ensure initiatives' fidelity to their stated objectives. Relying upon the seven pillars that were initially identified in the CPAP report, reiterated in the consent decree, and codified in the Department's directive that sets forth OCP's mission and vision, the framework proposed in this report offers a tool through which both initial evaluations and subsequent performance management efforts can be designed. Through documentation and measurement - using agreed upon outcome metrics, data sources, and methods—this framework provides a roadmap towards 'full compliance' on relevant consent decree paragraphs. Additionally, the Audit Division has identified a series of prioritization criteria which—along with community member input—offer OCP a starting point from which to determine the order with which to begin formal evaluations.

RESPONSE FROM RELEVANT STAKEHOLDERS

The Audit Division provided a draft of this report to Department leadership, including but not limited to members of the Office of the Superintendent, the Office of Community Policing, the Office of Constitutional Policing & Reform, the Bureau of Patrol, the Bureau of Detectives, the Reform Management Group, and the Legal Affairs Section for review and comment on 04 June 2021. After incorporating minimal comments, this report was finalized on 16 June 2021.

The Chicago Police Department's Audit Division conducted this review between December 2020 and May 2021 and believes that the evidence obtained provides a reasonable basis for the findings detailed herein. Please contact Chad Williams at chad.williams@chicagopolice.org or 312.764.8928 with any questions about this product.

Appendix I: Audit Division Survey Distributed to District-Assigned CAPS Sergeants



CAPS Sergeant Reflective Survey

Welcome to the CAPS Sergeant Reflective Survey, we appreciate your efforts in providing constructive feedback about Community Policing activities. For your safety, all responses will be anonymous and confidential. There will be no means of linking your responses to your identity. We hope that this will allow you to respond truthfully and fully.

Appendix I (continued)



CAPS Sergeant Reflective Survey

1. How does your district use the Community Engagement Management System (CEMS) to log its day-to-day community policing efforts?

2. What are the most useful aspects of the CEMS?

3. What are the least useful aspects of the CEMS?

4. Please describe how your district evaluates its own community policing efforts. Please note any specific actions (e.g., data collection) that have occurred, and how often.

Appendix I (continued)

5. Please describe your district community policing chain of command (i.e., ranks involved and responsibility to district supervisors vs. OCP personnel).

6. Please describe how, if at all, your district's day-to-day community policing operations are impacted by actions or communications received from OCP personnel.

7. Have you ever taken part in a 'Performance Management Meeting' with personnel in the Department's Office of Community Policing (OCP)?

☐ Yes

☐ No

Appendix I (continued)



CAPS Sergeant Reflective Survey

8. What, in your view, is the purpose of a Performance Management Meeting?

9. What part(s) of these meetings do you think work well?

10. What part(s) of these meetings do you think do not work well?

11. How, if at all, could these meetings be improved to the benefit of your district?

Appendix I (continued)



CAPS Sergeant Reflective Survey

Thank you for your participation. As a reminder, your responses will remain anonymous and confidential.

Appendix II: Distribution & Proportion of Community Engagements Documented in CEMS, by District (01 March 2020 to 28 February 2021)

District	CEMS Engagement Count	Percentage of Total Engagements
001	201	5.2%
002	386	10.0%
003	190	4.9%
004	214	5.5%
005	146	3.8%
006	108	2.8%
007	105	2.7%
008	224	5.8%
009	55	1.4%
010	271	7.0%
011	148	3.8%
012	253	6.5%
014	119	3.1%
015	177	4.6%
016	69	1.8%
017	315	8.1%
018	293	7.6%
019	79	2.0%
020	114	2.9%
022	100	2.6%
024	36	0.9%
025	263	6.8%
Total	3,866	100.0%

Note: Audit Division Analysis of data provided by the Strategic Initiatives Division.

Appendix III: Considerations for Use of Proposed Logic Model Framework

During the planning phase for any new initiative—or the planning phase for the evaluation of an existing community engagement initiative—Department personnel should document and be able to reference the department’s operationalization or position on a myriad of topics. The Audit Division has developed a preliminary set of questions of possible import. Depending on the initiative of interest, many of these considerations may already be documented in existing Department directives or standard operating procedures. For others, the Department should reflect on the following questions and potentially confer with relevant internal and external stakeholder groups so that community engagement efforts are positioned to meet its desired aims.

The following list is not exhaustive, and some of these considerations may not be relevant for a given initiative. The Department would be well served to view this list as a starting point, to be revised based upon input from relevant stakeholders; once done, it should consider formalizing the use of this list as part of each initiative's development and evaluation planning process.

- *How does/will this initiative align with Department philosophy of community policing (what are the specific value-adds)?*
- *What are the roles and responsibilities of the sworn members, community members, and OCP supervisory personnel in the implementation, maintenance, and evaluation of this initiative (Pillar 3)?*
- *Define how current structures relevant to this initiative will be evaluated as to whether they appropriately reinforce and maintain Department philosophy of community policing (Pillar 4).*
- *If current structures related to this initiative do not reinforce Department philosophy in community policing (Pillar 4), then:*
 - *What aspects and/or elements are either missing or ineffectively structured to reinforce the community policing philosophy?*
 - *What feasible modifications can be made to minimize these issues? What is the timeframe necessary to implement these modifications to support initiative success?*
- *Define the training elements that are available or are needed to ensure members are sufficiently trained to engage this Community Policing initiative (Pillar 5), and:*
 - *Clarify-how training will prepare Department members for work related to this initiative.*
 - *Collaborate with the Education and Training Division to ensure necessary training is certified and available.*
 - *Clarify how qualified Department-members will be identified to assist in the implementation of this initiative.*
- *Define what sustainable relationships of trust mean in relation to this initiative (Pillar 1).*
 - *Determine how or whether the state of sustainable relationships of trust will be assessed prior to initiative implementation.*
 - *Determine how or whether the state of sustainable relationships of trust will be assessed following initiative implementation.*

- *Define how this initiative will contribute to youth engagement efforts, if relevant (Pillar 2).*
 - *Define what role youth will play in this initiative (referencing the four engagement level types: will youth be passive receivers or active contributors?)*
- *Define what effective joint problem solving with the community and other agencies looks like in this initiative (Pillar 6).*
- *Describe the initiative implementation:*
 - *Does the Department leadership support the initiative?*
 - *Include reach and dosage, when applicable.*
 - *What are the estimated costs of implementing this initiative (financial and labor)?*
 - *What is the expected implementation timeline for this initiative including any requisite planning, active, and review stages?*
- *Document how the completion of each phase, including associated inputs and outputs, will be documented and maintained.*
 - *Who/m will be responsible for the collection and retention of that data?*
 - *How will that data be stored (paper or electronic)?*
- *Define what success looks like in relation to this initiative:*
 - *What are meaningful and realistic attendance goals?*
 - *What are the tangible ways in which this initiative will contribute to violent crime reduction and building community trust?*
 - *What types of engagements should be used to achieve these initiative-specific goals?*
 - *What role, if any, will Elucd data play in capturing the impacts of this initiative?*
- *How will this initiative be managed and evaluated or (Pillar 7)?*
 - *Determine the necessary frequency of initiative evaluation and/or performance management.*
 - *Determine the expected and appropriate timeline by which to assess initiative.*
 - *Determine whether evaluation or performance management will be led by internal or external personnel.*
 - *Determine what role, if any, community members will have in assessment efforts.*
 - *Determine whom should have access to evaluation documentation and in what format will it be delivered.*
 - *Determine how and when the Department or District will determine the necessary adaptations or the utility of keeping an initiative that may not be effective*

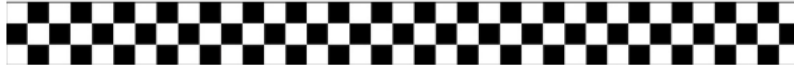
Appendix IV: Complete List of Observed Community Engagement Types Documented in CEMS Between 01 March 2020 and 28 February 2021

Engagement Category	Count of Districts
Beat Meeting	22
Community Engagement/ Follow Up/ Concern/ Outreach	22
Community Conversation	22
DAC Meeting	20
Donation Drive/ Giveaway	19
YDAC Meeting/ Event	17
Youth Engagement/ Outreach	17
Food Drive/ Giveaway	16
Faith Based Meeting/ Event	16
Carjacking Information/ Deterrence	16
Health or Safety Meeting/ Event	15
Business Outreach/ Meeting/ Event	15
Well-Being Check	14
Walk & Talk/ Meet & Greet/ Ride & Talk	14
Teen Dating Violence Awareness/ Event	14
Domestic Violence Subcommittee Meeting	13
Explorers Event/ Meeting	13
School Support/ Graduation/ Parade/ Engagement/ B2S	12
Arts/ Sports/ Games	11
Domestic Violence Awareness Month/ Outreach/ Event	11
Holiday Event	10
Prayer Vigil	10
Senior Meeting	9
Court Advocacy Meeting/ Training	9
Safety/ Security Check (Building or premises)	9
Black History Month Event Series	9
Faith Based Subcommittee Meeting	9
YDAC Summer Leadership Institute	8
Block Club Meeting/ Training	8
Beat Facilitator Meeting/ Recruitment/ Training/ Project	8
Community Clean Up	8
Rolling Rec on the Block	8
Troubled Building Meeting	8
OCP or CPD Meeting/ Training	7
Coffee with a Cop	7
Senior Subcommittee Meeting	7
COVID 19 Testing/ Site Setup/ Vaccination/ Outreach	6
Career Day/ Job Prep	5
Positive Community Interaction (PCI)	5
Resource Fair/ Meeting	5
Car Seat Inspection	5
BACP Meeting/ Event	5
Peer Jury	5
Gun Turn In Program	4
Officer Wellness/ Appreciation	4

Engagement Category	Count of Districts
March/ Protest	4
Human Trafficking Awareness Month/ Event	4
Custom Notifications	4
Court Advocacy Subcommittee Meeting	4
Roll-Call Training	4
Mental or Behavioral Health Event/ Training	4
Bike Ride	4
Landlord Workshop	3
Radio/ TV/ PSA	3
Officer Friendly	3
Active Shooter Training/ Drill	3
Sector Meeting	3
Business Subcommittee Meeting	3
Zoom Training	2
Business Meeting/ Event	2
Steering Committee Meeting	2
CTTV Workshop	2
Inter-Agency Criminal Awareness	2
CPD and CPS Meeting/ Collaboration	2
CPAP or CP4P Meeting	2
Pet Health Clinic	2
DAC Chair Meeting	2
Community Ambassador Meeting	2
HEAT Meeting	2
ChicagoFIRST Meeting	2
Traffic Safety Mission	1
Phone Registration	1
Stalking and Suicide Awareness Month with the Elderly	1
Chicago Municipal Ordinance Briefing	1
Zoning Webinar	1
Key ID Location	1
Sexual Assault Awareness Presentation	1
Parking Enforcement	1
Data Collection	1
Youth Planning Meeting	1
Language Proficiency Planning Meeting	1
Beat Facilitator Subcommittee	1
Special Olympics Meeting	1
Performance Management Meeting	1
Data Base Management	1
Youth Liaison Officer Meeting	1
Attorney General Training	1
Black Professionals Symposium	1

Note: Audit Division analysis of data provided by the Strategic Initiatives Division.

Appendix V: Area Community Engagement and Support (ACES) Description



Chicago Police Department Bureau of Patrol, Area 4 Area Community Engagement and Support (ACES)

Primary responsibilities

- Assist Districts with development and growth of a community-based violence response team.
- Assist Districts to develop and implement a mission-oriented policing strategy for problem solving in chronic violence locations.
- Coordinate with Districts on an Area Faith-based Strategy.
- Coordinate with Districts on an Area Business Strategy.
- Coordinate with Districts on an Area Officer Wellness Strategy
- Coordinate with Districts on an Area Youth Service Strategy.
- Coordinate with Districts on an Area Block Club and Neighborhood Association Strategy.
- Manage and coordinate with Districts on the Custom Notification Program
- Support District DCO and CAPS offices with local concerns by assisting with connections to city services and other resources.
- Assist Districts in strategic partnerships with local community-based organizations
- Assist Districts with manpower support during community engagement events.

Personnel

ACES Sergeant

Jermaine Harris

Position Overview:

Develop and manage strategic partnerships in multi-dimensional sectors across the Area and City. Provide supervision and support to ACES personnel. Coordinate special projects.

Responsibilities:

- Collaborate, coordinate, and assist District CAPS Sergeant
- Collaborate, coordinate, and assist District DCO Sergeant
- Ensure submission of required reporting and documentation of community policing activities

Appendix V (continued)

Desired Qualifications:

- Previous experience supervising a Community Policing Office
- Proven ability to create and cultivate relationships both within the Department and within communities served
- Knowledge of principles of evidence-based policing and crime data analysis
- Knowledge of nonprofit and social service organization practices
- Knowledge of Chicago city service agency practices
- Excellent communication skills
- Excellent knowledge of Department Directives, Guidelines, and Databases

ACES Business Liaison Officer

Edgar Brown

Position Overview:

Work in partnership with Districts to address concerns of business communities through crime prevention and the design of safe business practices.

Responsibilities:

- Collaborate, coordinate, and assist District Business Liaison Officers
- Coordinate with licensing and regulation agencies to address problems involving business establishments
- Participate in community engagement activities within the business community
- Analyze District and Area concerns to assist in developing strategies that include all other ACES focus groups.

Desired Qualifications:

- Previous experience in a Community Policing Office
- Working knowledge of business regulations and practices
- Proven ability to work independently within a team environment
- Excellent communication skills
- Proven ability to create and cultivate relationships

ACES Faith-based Liaison Officer

Cornelius Davis

Position Overview:

Work in partnership with faith-based communities and Districts to promote and grow monthly faith-based meeting participation. Coordinate with faith-based leaders to design and facilitate projects that take place outside the walls of the church and in communities.

Responsibilities:

- Collaborate, coordinate, and assist District Faith-based Liaison Officers

Appendix V (continued)

- Participate in community engagement activities within the faith-based community
- Analyze District and Area concerns to assist in developing strategies that include all other ACES focus groups.

Desired Qualifications:

- Previous experience in a Community Policing Office
- Working knowledge of religious practices
- Proven ability to work independently within a team environment
- Excellent communication skills
- Proven ability to create and cultivate relationships

ACES Youth Liaison Officer

Danielle Brown

Position Overview:

Work in partnership with community organizations and Districts to promote youth restorative justice strategies. Coordinate with public and private partners to promote youth relationship building efforts.

Responsibilities:

- Collaborate, coordinate, and assist District Youth Liaison Officers
- Participate in community engagement activities involving youth
- Analyze District and Area concerns to assist in developing strategies that include all other ACES focus groups.

Desired Qualifications:

- Previous experience in a Community Policing Office
- Working knowledge of youth development principles
- Experience working with youth
- Proven ability to work independently within a team environment
- Excellent communication skills
- Proven ability to create and cultivate relationships

ACES Neighborhood Liaison Officers

Anthony Lane

Danny Lopez

Position Overview:

Work in partnership with Block Clubs and District Coordinating officers to develop comprehensive problem solving strategies. Work with District Community Policing Offices to recruit and support block clubs.

Appendix V (continued)

Responsibilities:

- Collaborate, coordinate, and assist District Coordination Officers
- Identify resources within the community and facilitate collaborations to solve problems
- Participate in community engagement activities
- Conduct foot patrols
- Analyze District and Area concerns to assist in developing strategies that include all other ACES focus groups.

Desired Qualifications:

- Previous experience in a Community Policing Office
- Proven ability to work independently within a team environment
- Outgoing personality
- Excellent communication skills
- Proven ability to create and cultivate relationships

ACES Custom Notification Liaison Officer

Martha Jimenez

Position Overview:

Work in partnership with Districts and community partners to schedule custom notification visits. Maintain records of visits and follow-ups

Responsibilities:

- Collaborate, coordinate, and assist District Intelligence Officers with custom notification program
- Schedule custom notification visits with Districts and community partners
- Maintained detail records of all custom notification activities

Desired Qualifications:

- Excellent data entry skills
- Experience with Microsoft Excel
- Proven ability to work independently within a team environment
- Excellent communication skills
- Detail oriented with excellent organizing skills

Key Missions

Area Strategy for Community Policing

Area 4 ACES will partner with DCO and CAPS teams in each district to develop collaboration and networking strategies for not only individual communities but the Area as a whole. Through use of community conversations and affinity based working groups, each District will receive

Appendix V (continued)

assistance in strengthening community-based network in the fields of Businesses, Faith-based, Youth, and Block Clubs.

Chronic Violence and Trouble Location Problem Solving Strategy

Area 4 ACES will coordinate efforts between the Department, City Services, and Community-based Partners to address chronic violence and trouble locations within Area 4 District. The core principle of the evidenced-based problem solving strategy is holistic community support and violence prevention designed to revitalize neighborhoods by introducing concentrated collaborative efforts.

Community Response Teams

Area 4 ACES will coordinate with Districts and community partners to establish a formal community team for each neighborhood in the geographic boundaries of the District. The team will convene regular meetings to discuss violence and other community concerns where the group will develop coordinated responses to address problems. Community response teams will be comprised of organization that focus on: community organizing, faith-based, gang intervention, health, youth service, service coordination, and policing.

Custom Notification Program

Area 4 ACES will coordinate with Districts and community partners to manage the Custom Notification Program. At the requests of Districts the team will schedule and attend custom notification visits. Statistical tracking and community partner follow up of the custom notification process will be conducted by the ACES team.

Appendix VI: Comparison of Chicago Alternative Policing Strategy (CAPS) and Neighborhood Policing Initiative (NPI)

 Community Policing and Problem-Solving: Summary of CPD Current State, NPI and the Consent Decree NYU School of Law 40 Washington Square South New York, NY 10012 info@policingproject.org @policingproject 212.392.6950		
Consent Decree	CPD Current State	NPI
- Integration of community policing philosophy into CPD operations that supports the systematic use of community partnerships and problem-solving techniques (§ 9) - Community-driven problem-solving strategies (§§ 14, 15)	- Some officers take on specialized CAPS/community engagement assignments - Most officers focus on call response and enforcement - CAPS officers assigned to community policing and engagement engage with specialized subcommittees and conduct community programs - CAPS officers spend much of their time coordinating activities from stations - Beat Meetings provide beat-level opportunity for information-sharing and problem-solving	- All officers have uncommitted time to engage community and solve problems - Rapid response officers ensure that all calls for service are handled - Community members identify public safety concerns and solutions, partnering with District Coordinating Officers (“DCOs”) to assist and oversee implementation of strategies - DCOs spend most of their time in the community
- Community-based crime reduction and problem-solving strategies (§ 14) - Strong, ongoing community partnerships (§§ 21, 24)	- District Advisory Committee (“DAC”) in each District “provide[s] advice on and organized community based strategies to address the underlying conditions” contributing to crime and disorder¹ - CPD steers the composition and convening of DACs	- Community Ambassadors collaborate dynamically in each District to identify community problems and solutions - Community Ambassadors engage broader community to facilitate healthy community-police relationships - DCOs have more uncommitted time to build relationships with community stakeholders - District communities steer the composition and convening of Community Ambassadors

¹ Chicago Police Department, How Can I Get Involved?, <https://home.chicagopolice.org/office-of-community-policing/how-can-i-get-involved/> (last visited Dec. 4, 2020).

Appendix VI (continued)

- Community-driven problem-solving strategies (§§ 14, 15) - Community-driven problem-solving strategies (§§ 14, 15)	- DACs have mandated subcommittees (Court Advocacy, Domestic Violence, Older Adults, Youth)² - Each District convenes 2-3 community conversations open to the public and geared toward allowing the community to set District priorities	- Ambassadors establish structures or areas of focus consistent with community concerns and needs - Community Ambassadors engage and collaborate in a continual process of community problem-solving - Community Ambassadors have regularly scheduled meetings with all levels of leadership in the district to provide a continuous “feedback” loop to solve problems and build relationships in the community - Quarterly meetings allow for ongoing, broad, community check-ins to ensure problem solving strategies are relevant and are working
CPAP recommendations incorporated throughout many Consent Decree requirements	- Community Policing Advisory Panel developed community engagement and collaboration recommendations including: (1) “sustainable relationships of trust between police and community”; (2) “a structure that reinforces community policing in every aspect of policing”; and (3) “effective problem-solving exercise jointly with the community”³ - CPD providing Quarterly Reports to the CPAP on progress toward implementation of CPAP proposals	NPI provides a comprehensive approach that integrates community policing and collaborative problem-solving into all aspects of every officer’s ongoing <u>duties</u>

² Chicago Police Department, Special Order S02-03-01, Beat Community Meetings and District Advisory Committee (DAC) (Apr. 18, 2016), http://directives.chicagopolice.org/CPDSergeantsExam_2019/directives/data/a7a56d8d-1542a37f-6d815-42a5-57b8e84c6fb0baed.html

³ Chicago Police Department, Office of Community Policing, Quarterly Report for the Community Policing Advisory Panel: 3rd Quarter 2020, <https://home.chicagopolice.org/community-policing-group/cpap-quarterly-report/>.

Appendix VII: Office of Community Policing ‘Quick Guide (2021)’



Community Policing Quick Guide

This guide is designed to provide a very basic understanding of Community Policing terms and concepts. It is not meant to be a comprehensive explanation of the Community Policing processes, technology or standards. For additional information or training, contact the Office of Community Policing at 312-745-5900

Vision: Ensure every officer is a community policing officer

Mission: To build trusting relationships that share responsibility to create and maintain safe communities

CPAP
Recommendations

Compliance with the
Consent Decree

Common Community Policing Terms

Positive Community Interaction PCI

A brief encounter or interaction with a member of the public that is positive in nature.

Requirements:

- Recorded with OEMC (Not entered in CEMS)
- Unplanned- happens in the course of a member's tour
- Less than 30 minutes
- Initiated by the member
- **CANNOT be financially supported by the Department**

Examples:

- Good example: Stopping to help someone fix a tire
- Good example: Offering directions to someone who looks lost
- **Bad example: Waving to someone as you drive by**

Engagements

A planned activity/meeting with the public that has a defined Level of Engagement and creates/ reinforces a relationship. **Note: engagements are NOT a count of participants or people**

Requirements:

- Entered in CEMS
- Public outreach strategy
- Planned/Organized
- Must include community members as participants
- More than 30 minutes
- Has sign-in sheets
- Can be organized by the Department, Community or co-created
- Can be financially supported by the Department

Appendix VII (continued)



Community Policing Quick Guide

IT'S A BIG DEAL

Why do we use "Engagements" and not events?

It may seem like semantics or a grammar exercise, but words do matter. It is important the words match our mission- "***Building Trusting Relationships***". An event by its very nature is centered on an activity, whereas **Engagements are focused on the relationship with the participants.**

CEMS

Community Engagement Management System (CEMS) is a digital comprehensive customer relations system for non-enforcement contacts and engagements with members of the community.

Requirements:

- Used to record all engagements, participants, partners and district stakeholders
- All members of community policing office and District Community Policing offices must be trained in CEMS

Sign-in Sheets

Sign-in Sheets are documented evidence, through physical paper or digitally entered on Department tablets linked to CEMS, which provide an attendees name, email address, address, and contact information.

Requirements:

- Completed for all engagements
- Entered into CEMS

Public Outreach Strategy

A public outreach strategy is a comprehensive plan for how the public will be informed or invited to participate in an engagement.

Requirements:

- Includes flyers, digital media, emails, calls, and other mechanisms for increased visibility
- Concerted effort to reach as many communities in the district

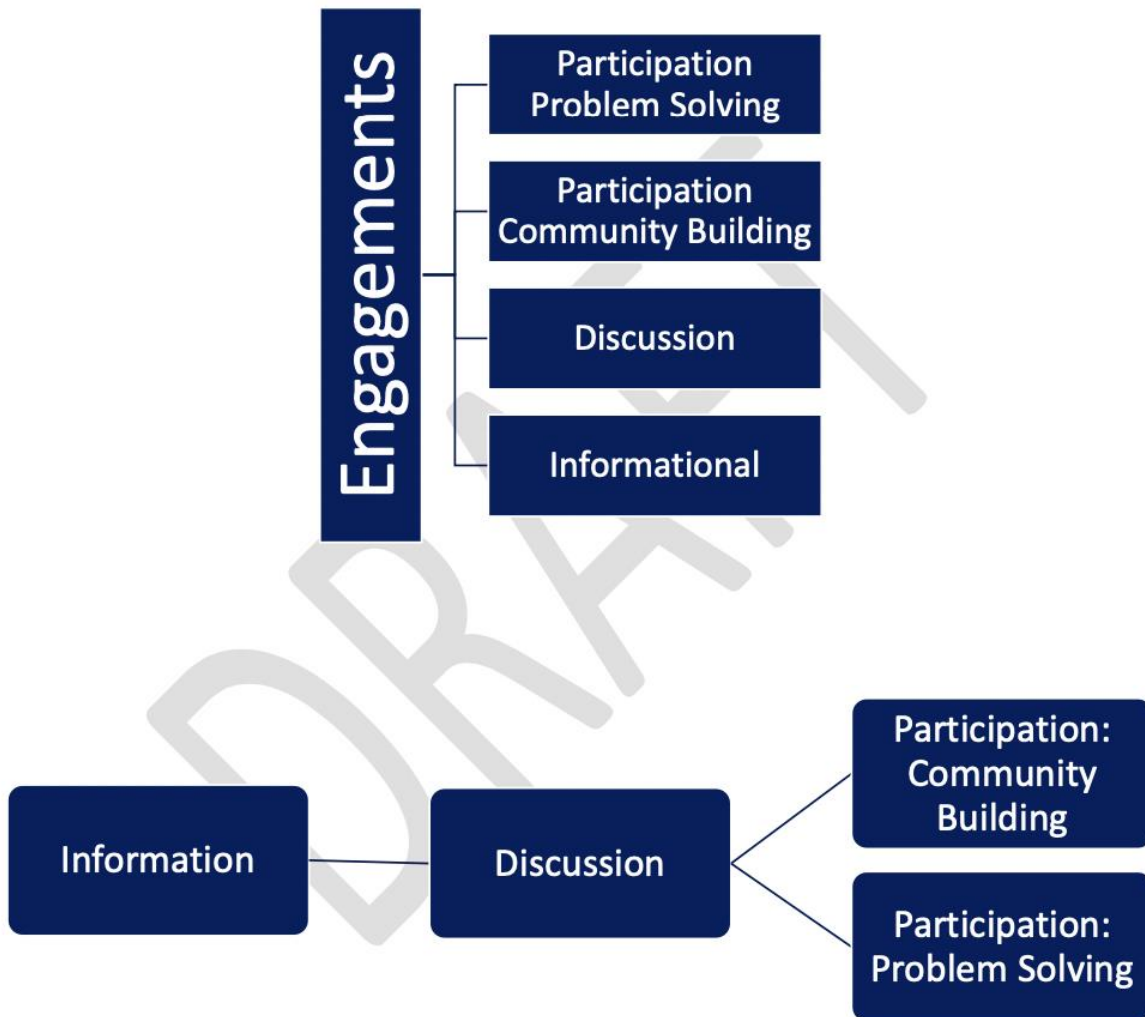
Appendix VII (continued)



Community Policing Quick Guide

Four Levels of Engagement

The process to create deeper relationships and the reason for planning an engagement. *All engagements must be categorized in one of four levels*



The Process Levels of Engagements

Appendix VII (continued)



Community Policing Quick Guide



Informational The foundational level of engaging with community members where information is presented.

Examples Informational engagements:

Presentations
 Webinars
 "A Talk"

Requirements:

- Entered in CEMS
- Planned/Organized
- Public Outreach strategy
- Must include community members as participants/partners
- More than 30 minutes
- Has sign-in sheets
- Attached Flyers, Presentation



Discussion The second level of Engaging with community members where Department and Community members exchanged ideas, information and thoughts.

Examples Informational engagements:

Beat Meetings
 DAC Meetings
 Community Conversation
 Focus Groups

Requirements:

- Entered in CEMS
- Planned/Organized
- Public Outreach strategy
- Must include community members as participants/partners
- An hour or more
- Has sign-in sheets
- Attached Flyers, presentation and Discussion Notes, action items

Appendix VII (continued)



Community Policing Quick Guide



Participation The third level of Engaging with community members where the Department and Community members work to either add to the social fabric (**Community Building**) or mitigate disorders using the principles of the SARA model (**Problem Solving**).

Examples Informational engagements:

- Police Youth Basketball Game (**Community Building**)
- Community Cookout (**Community Building**)
- Positive Loitering (**Problem Solving**)
- Attending Court (**Problem Solving**)

Requirements:

- Entered in CEMS
- Most state a problem and identify metric
- Planned/Organized
- Public Outreach strategy
- Must include community members as participants/partners
- An hour or more
- Has sign-in sheets
- Attached Flyers, Presentation and action items

Appendix VII (continued)



Community Policing Quick Guide

Quick Report Guide

Sample CEMS Engagements					
01 Jan 2021 -07 Jan 2021					
Last 7 days					
District/Unit	Engagements ¹	Engagements with Sign in ²	Expected Attendance ³	Observed Attendance ⁴	Attendees Connected ⁵
026	15	12	700	300	50
027	10	10	300	200	150
028	20	5	1000	50	100
029	5	4	200	400	100
Area 6 Totals	50	31	2200	950	400

Engagements¹

The number of "Engagements" (Scheduled) entered into CEMS. In the sample report above, the reporting period is for the last 7 days. However, a reporting period can range from 28 days, monthly, year to date, etc. Note: All Engagements must be planned in advance to allow for a public outreach strategy to be implemented.

Engagements/w Sign In²

The number of "Engagement/w Sign-In" indicates the number of actual engagements that occurred in the reporting period. All engagements are required to use either the electronic sign in tool or paper sign in sheets, which Department members must manually entered into CEMS. Note the number of "Engagements" and number "Engagement/w Sign-In" should be equal, 027th District is correct.

Expected Attendance³

Since all Engagements are planned in advance, it is necessary to invite community members, schedule personnel, purchase supplies and allocate resources. Based on the Level of Engagement, the member's experience and local knowledge, the organizing member will estimate the Expected Attendance. Note, per OCP/Department Spending Guidelines all Engagements must include estimated "Expected Attendance"

Appendix VII (continued)



Community Policing Quick Guide

Observed Attendance⁴ Engagements will attract the curious and the committed. Many people will attend just to see what's going on or may even be skeptical and don't want to sign in. Observed Attendance allows for Department Members to capture the total number participates who show up for an engagement but may not have sign in. There are number of reasons why people may not sign in including:

- Very large Engagements, i.e. National Night Out, may result in too many participants and not enough staff to assist with the sign in process
- Participants may be skeptical of CPD engagements
- Illegible Sign in Sheets (another reason to use the sign in tool), etc.

Note, it may seem like a great success to have an Engagement with huge numbers of participants, however our mission is to "Build Trusting relationships", not host big parties.

Connected Attendees⁵ In order to have any chance at building a relationship with community participants, we need the ability to connect with people outside of an Engagement. A Sign-in requires a name, phone number (mobile) or email address thereby giving the District the ability to communicate with participants. Note, community participants (i.e. Connected Attendees) must be documented in CEMS in order to be credited towards the Superintendents 2021 Engagements Goals and to meet the Consent Decree standards.

Appendix VII (continued)



Community Policing Quick Guide

Common Reporting Concerns

Expected Attendance is far greater than the Observed Attendance and Connected Attendees. This may indicate a poorly executed public outreach strategy or overly ambitious estimated Expected Attendance

District	Engagements	Engagements with Sign in	<i>Expected Attendance</i>	<i>Observed Attendance</i>	<i>Attendees Connected</i>
026	15	12	700	300	50
028	20	5	1000	50	100

Engagements (Scheduled) is greater than Engagements/w Sign-in. This may indicate the following:

- A data entry delay or cancelled engagement could account for the difference between scheduled and actual engagement as in 026th and 029th Districts,
- A Drastic difference between “Engagements” and number “Engagement/w Sign-In” would indicate a District is failing to use the sign-in tool or sign-in sheets during their engagements

Note: engagements without Sign-in are not counted as completed engagements

District	<i>Engagements</i>	<i>Engagements with Sign in</i>	Expected Attendance	Observed Attendance	Attendees Connected
026	15	12	700	300	50
028	20	5	1000	50	100
029	5	4	200	400	100

Attendees Connected is far greater than Observed Attendance. This is most often a typo. The Observed Attendance is a count of everyone who attended the engagement whether they signed in or not. The Observed Attendance has to be equal or greater than Attendees Connected.

District	Engagements	Engagements with Sign in	Expected Attendance	<i>Observed Attendance</i>	<i>Attendees Connected</i>
028	20	5	1000	50	100

Appendix VII (continued)



Community Policing Quick Guide

Superintendent 2021 Engagement Goals

Community Participants (Connected Attendees) By District

District	Population 2.7 Mil total	Percentage of City Overall Population	Percentage of 180,000
001	70,151	2.568%	4,623
002	95,423	3.493%	6,288
003	78,510	2.874%	5,174
004	123,923	4.537%	8,166
005	74,051	2.711%	4,880
006	88,196	3.229%	5,812
007	69,645	2.550%	4,589
008	250,504	9.171%	16,507
009	170,317	6.235%	11,223
010	117,185	4.290%	7,722
011	74,267	2.719%	4,894
012	128,756	4.714%	8,485
014	122,992	4.503%	8,105
015	58,292	2.134%	3,841
016	200,834	7.352%	13,234
017	145,817	5.338%	9,609
018	119,037	4.358%	7,844
019	203,409	7.447%	13,404
020	93,604	3.427%	6,168
022	100,810	3.691%	6,643
024	144,565	5.292%	9,526
025	201,244	7.367%	13,261
Totals	2,731,532	100.000%	180,000

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CHICAGO POLICE DEPARTMENT

AUDIT DIVISION