

REPORT OF THE SUPERINTENDENT'S Community Policing Advisory Panel



Recommendations for Improving the Department's Community Engagement Efforts

The Panel was charged with submitting recommendations to the Superintendent for the Department's renewed community engagement and collaboration efforts, in order to enhance public safety and restore trust.

October 2017



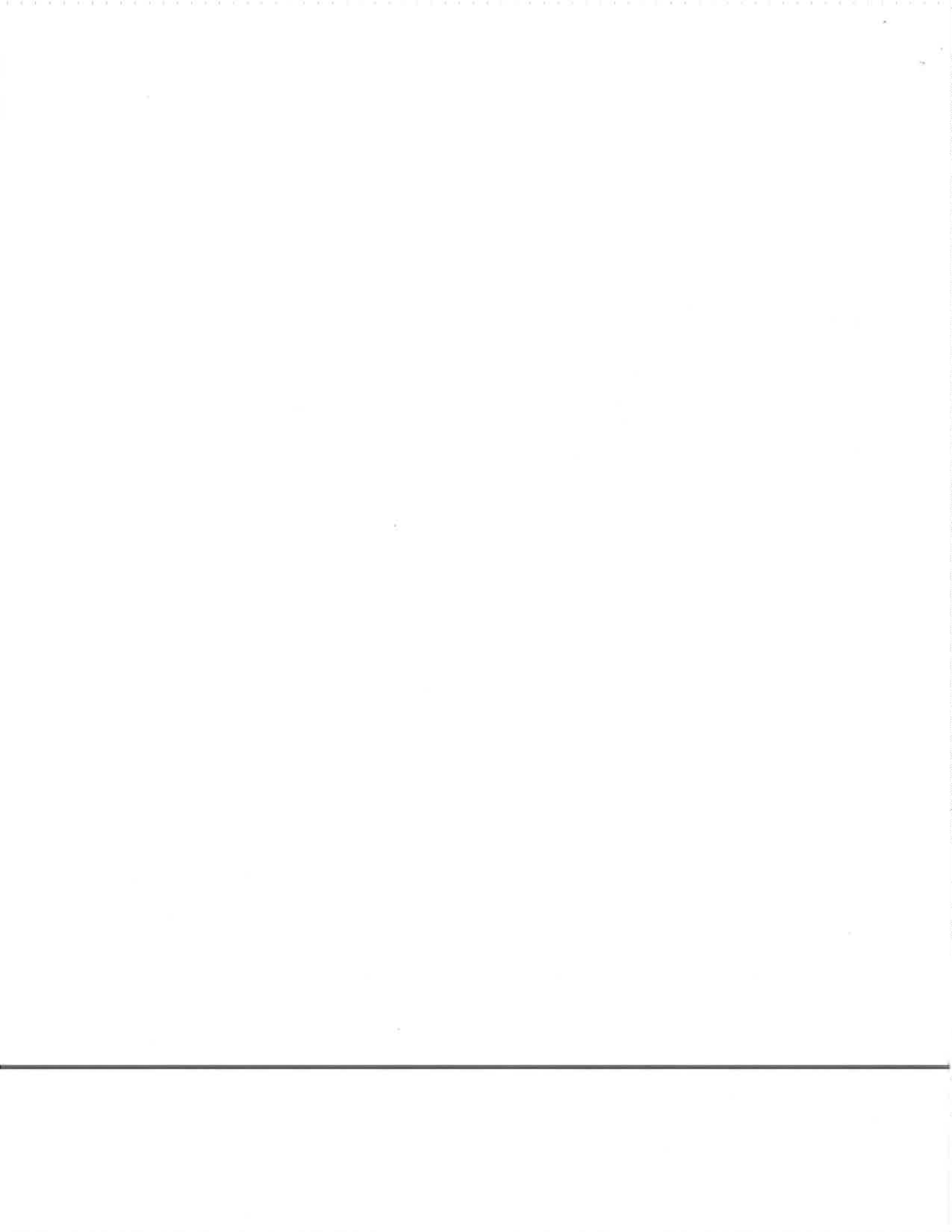
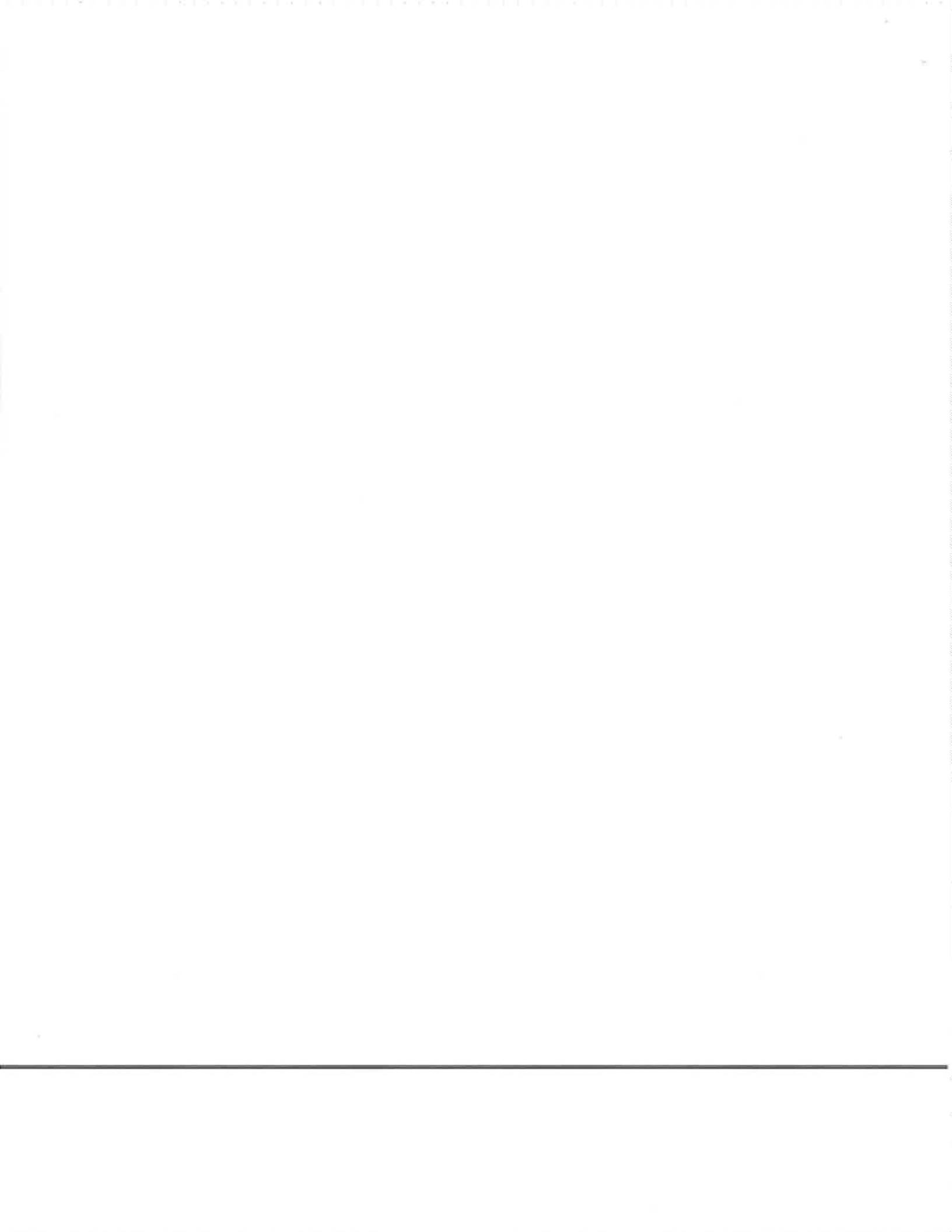


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Panel Members

Community Policing Advisory Panel

Fred L. Waller, Panel Chair

Chief of Patrol, Chicago Police Department

Chief Waller serves in the third highest position at the Chicago Police Department. Responsible for all aspects of patrol deployments, he oversees the Department's 22 district stations. With more than 29 years of service, Waller has held numerous leadership positions within CPD. He has received 20 Department Commendations, a Unit Meritorious Award, a Problem Solving Award, four Joint Operation Awards and 75 Honorable Mentions.



Wesley G. Skogan

Professor of Political Science, Northwestern University

Wesley G. Skogan, an expert on crime and policing, has directed most of Northwestern University's Institute for Policy Research's major crime studies over the past three decades. Beginning in 1993 he directed an evaluation of Chicago's community policing initiative. His newest projects include an evaluation of the Chicago Police Department's procedural justice and legitimacy initiative. In 2015, he received the Distinguished Achievement Award in Evidence-Based Crime Policy from the Center for Evidence-Based Crime Policy. This award is the center's highest honor and recognizes individuals who have made a significant contribution and commitment to advance the integration of science with criminal justice practice.



Tracey L. Meares

Walton Hale Hamilton Professor of Law, Yale University; Member of the President's Task Force on 21st Century Policing

Tracey L. Meares is the Walton Hale Hamilton Professor of Law at Yale University. She was, at both The University of Chicago and Yale Law Schools, the first African American woman to be granted tenure. Before going into academia, Professor Meares held positions clerking for the Honorable Harlington Wood, Jr., of the U.S. Court of Appeals for the Seventh Circuit and as an Honors Program Trial Attorney in the Antitrust Division of the United States Department of Justice. In December 2014, President Obama named her as a member of his Task Force on 21st Century Policing.



Panel Members

Michael A. Nutter

Former Mayor of Philadelphia; Fellow at the University of Chicago Institute of Politics

After serving almost 15 years in the Philadelphia City Council, Michael A. Nutter was elected Mayor in November 2007 and presided over a 50 year low in homicides in the city at the end of his tenure. He is now working as a political commentator, a professor of professional practice at Columbia University's School of International and Public Affairs and a senior fellow and national spokesperson for What Works Cities, an initiative to help 100 mid-sized American cities effectively use data and evidence to improve services. He also serves as a fellow at the University of Chicago Institute of Politics.



Ariel E. Reboyras

Alderman of the 30th Ward; Chair of the Public Safety Committee

Ariel Reboyras was sworn in as Alderman of Chicago's 30th Ward, in May 2003. Alderman Reboyras is a member of several committees, including: Budget & Government Operations, Committees, Rules and Ethics, Finance, Housing and Real Estate, Public Safety, Transportation, Vice-Chairman of Aviation, and Vice-Chairman of License and Consumer Protection.



Andrea L. Zopp

Deputy Mayor and Chief Neighborhood Development Officer

Deputy Mayor Zopp served in the United States Attorney's Office and was the first woman and African American to serve as the First Assistant in the Cook County State's Attorney's Office. During her tenure as President and CEO of the Chicago Urban League she led the nationally-recognized organization's focus on expanding economic opportunity in underserved communities, helping youth and young adults achieve academic and career success, and advocacy for social justice.



Panel Members

Barbara J. West

Chief of the Bureau of Support Services, Chicago Police Department

Chief West joined the Chicago Police Department in August 1994 and has served in numerous leadership positions including as the first female Commander of the 15th District. She was later installed as the District Commander of the 11th District before becoming promoted to Deputy Chief of Patrol in 2015. Chief West was promoted to Chief of the Bureau of Support Services in 2016.



Eric T. Washington

Deputy Chief of Community Policing, Chicago Police Department

Deputy Chief Washington is a thirty-year veteran of the Chicago Police Department and has worked in numerous units, including Patrol, Narcotics, Education and Training and the Office of the Superintendent. He has also served as the Commander in the 11th District and the Narcotics Division. As Deputy Chief of Community Policing he coordinates the operations of the different sections within the Unit which include Senior and Community Outreach, Victim Assistance, Domestic Violence, Youth Services and Special Activities (Civil Rights Unit, School Visitations Unit, Crisis Intervention Unit and Honor Guard Team).



Nkrumah English

Community Representative

Nkrumah English is the President and CEO of the Black United Fund of Illinois. The mission of the organization is to improve the quality of life for African Americans through the development of educational programs for youth as well as offering health and social services for communities in need.



Panel Members

Christine I. Perez

Community Representative

Christine I. Perez is a lifelong resident of Chicago and grew up on the southwest side of Chicago in Chicago Housing Authority, Lawndale Gardens. Ms. Perez advocates for those who fight to overcome the challenges of growing up in high-risk communities. She formerly worked for Family Rescue, a domestic violence agency, where she advocates on behalf of victims, provides assistance in obtaining an emergency order of protections and provides referrals to social service agencies.



Joyce A. Chapman

Community Representative

Joyce A. Chapman has lived in the Historic Pullman neighborhood for over four decades. Feeling it was imperative to engage her community, she founded the Pullman Community Development Corporation. Ms. Chapman was also a CAPS Beat 512 Facilitator for the Chicago Police Department of the 5th District from 1999 to 2009, and in working with community residents she was instrumental in helping to deter crime in the community. For the past six years she has served on the Neighborhood Housing Services (NHS) Advisory Board as Vice Chair.



Jim Lew

Community Representative

Mr. Lew began his career as a teacher in the Chicago public school system. He then became a social worker for the State of Illinois and later, an employee with the Federal Office of Education as a trainer, organizational consultant and presenter. He now serves as an independent consultant for both public and private organizations.



Panel Members

Morris Reed

President and CEO of the Westside Health Authority

Morris Reed Esq. is the President and CEO of the Westside Health Authority (WHA), a community based organization which seeks to empower and build the capacity of neighborhood residents in order to improve health and economic wellness. Morris is the son of Jacqueline Reed, founder, and former President and CEO of the WHA. He was selected by the board of directors to assume the mantle of leadership following her retirement in 2011. Morris grew up on the west side of Chicago, where he became a licensed attorney obtaining a Juris Doctorate degree from DePaul University College of Law and a Bachelor of Science degree from Marquette University, in business administration.



I. Introduction

The Community Policing Advisory Panel (the Panel) was commissioned by Chicago Police Department Superintendent Eddie T. Johnson in October 2016, following recommendations by the Police Accountability Task Force (PATF) and ahead of a later published Department of Justice (DOJ) recommendations, to review and make recommendations on the implementation of community policing by the Chicago Police Department (the Department). The Panel was composed of community members, public safety policy experts, practitioners, researchers and Department members, chaired by the Chief of the Bureau of Patrol.

The Panel was charged with submitting recommendations to the Superintendent for the Department's renewed community engagement and collaboration efforts, in order to enhance public safety and restore trust. Moving forward, these recommendations will be distilled into a plan of action for the Superintendent's review and implementation.

Superintendent Johnson communicated that his goal for the Panel's work was to restore the Department's standing as a national leader in community policing. Within this context, the Superintendent's vision for community policing at the Department included the following elements:

1. True partnership with communities – the Department will not be successful unless it is in a true partnership with the communities it serves. It is the Department's responsibility to engage and collaborate with residents to solve problems and reduce crime;
2. A role for all City departments and sister agencies – Police cannot fight crime alone. Any community policing plan will include a role for the Mayor's Office and other City departments and sister agencies so the plan leverages all resources available to communities;

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3. Solutions for breaking down barriers between youth and the police – any community policing plan must include solutions for breaking down barriers between youth and law enforcement to enable each to see the humanity in one another. Any solution developed must include input from the youth community; and

4. Alignment of Department staffing and resources – the strategic plan for implementation must make specific recommendations on ways to align the Department's management structure, personnel, information, communications and resources with the new community policing strategy.

The Panel has been meeting as a whole as well as in smaller groups since January 2017, discussing hundreds of wide-ranging recommendations and best-practices, from staffing levels to data collection and information sharing. As part of its deliberations, the Panel heard presentations from residents and Department members currently involved in community policing, youth, community activists, and representatives from other major metropolitan law enforcement organizations, including New York and Los Angeles. The Panel also took into account recommendations of the DOJ, the PATF and the Grassroots Alliance for Police Accountability (GAPA) throughout its deliberations.

The Panel conducted eight Community Conversations with residents, individuals active in the Department's current community policing efforts, organizational stakeholders from faith- and community-based organizations, police reform advocates, and police officers. It's important to note an internal conversation with beat officers and sergeants not assigned to Community Policing offices also helped inform the perspective. Community Conversations were structured around central questions regarding the vision for community policing, what constituted good relations between police and community, and what would be necessary to create and sustain good relationships. The Panel also developed surveys to allow for further input beyond the formal meetings; the surveys were completed by community residents and stakeholders, as

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well as police officers and supervisors. Surveys were returned by 823 community members and 1,387 police officers of various ranks. This community and police feedback was instrumental in informing the deliberations and recommendations of the Panel.

The Panel has developed a framework for future discussions around the key areas for action that will lead to the creation of a detailed Plan of Action for how the recommendations will be implemented, systems of accountability, and evaluation of impact. This Plan of Action will be developed with extensive collaboration with the community.

The Panel adopted the following definition of community policing to guide its work:

"Community policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime."

For the Department, community policing must be the cornerstone of its operational philosophy and for all activities. Based on the input from the Community Conversations and community and police surveys, as well as the work of other groups noted above, the Panel strongly recommends that the key elements of community policing in the Department include: an unwavering commitment to working closely with the community in every neighborhood of the city to produce a safe and secure environment in which members of the public can lead productive lives; the quality of community policing implementation as a core performance measurement for all Bureaus of the Department; a strong commitment to problem-solving in partnership with the community to address neighborhood problems that impact the sense of security, safety and quality of life in the neighborhood; and involvement of the community in review of policing activities, such as training, policy development, strategy development, and programming so that the community becomes a true partner in determining how every neighborhood is policed and shares responsibility for outcomes achieved. In addition, every

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Bureau in the Department should have a community policing strategy that sets forth how it will adopt the key principles listed above. These strategies, once approved by the Superintendent and reviewed by the Panel, should be available to the community just as Department orders are currently available to the public.

The Panel would note that throughout this report the term "community" should be read in the broadest possible sense to include not only individual residents, but organizational stakeholders such as faith-based institutions, businesses, schools, community organizations and social service providers.

The Panel also notes that a question that re-occurred throughout the Community Conversations and surveys, principally from individuals currently participating in community policing efforts was "if the Department was abandoning CAPS". The recommendations of the Panel re-emphasize many of the original principles of the Department's community policing strategy. The Panel endorses the retention of the elements of the original model that are effective and refining them to meet the needs and address the imperatives of the 21st Century and more fully contribute to building trust and preventing and reducing crime.

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II. Recommendations

The Seven Pillars of Community Policing identified by the Panel to serve as the guiding model within the Department are:

1. Sustainable relationships of trust between police and community.
2. A strong focus on engagement with the City's youth.
3. Standards for community policing initiatives so that these initiatives have clearly-defined objectives and contribute to the overall community policing effort.
4. A structure that re-enforces community policing in every aspect of policing.
5. Robust community-oriented training for all members of the Department.
6. Effective problem-solving exercised jointly with the community and other city agencies.
7. Regular evaluation of the quality of community policing throughout the Department.

A. Building Relationships of Trust

One of the key benefits of community policing for any law enforcement organization is the contribution to the development of trusting relationships with unique and diverse communities. A lack of trust in police and low satisfaction with police service was one of the driving factors in Chicago's original implementation of community policing in 1993. Surveys conducted at the onset of that implementation found that trust in the police and satisfaction with police service hovered between 25-27%. After several years of robust implementation, those ratings were nearing 70%. However, over the last 20 years, the Department's failure to continue focus on community policing has eroded the gains made in the early years of implementation.

Throughout the Community Conversations and in surveys, feedback reinforced that the re-establishment – and in some communities, the establishment – of trusting relationships was of paramount importance. A recurring theme in the Community Conversations and surveys, was that residents had virtually no opportunity to develop relationships with officers working in

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their neighborhoods because they "never get out of their cars unless they are responding to calls." Community Conversation participants repeatedly called for increased foot patrols and bike patrols that would allow more direct interaction with residents and for officers to merely get out of their cars and talk to people when not responding to calls for service. Interestingly, in surveys completed by police officers, the majority of officers felt that not only officers assigned to Community Policing Offices should be responsible for community policing (65%) and that beat officers should spend more time outside of their cars (66%). The Internal Community Conversation revealed a similar trend of officers desiring more opportunities to devote time to interacting with people outside of a law enforcement function.

An additional underlying theme in Community Conversations and surveys was the need for officers to treat everyone fairly and with respect; interestingly, the need for residents to treat officers respectfully was also consistently raised. Officers' conversations included the idea that being humanized through the process of community policing could make everyone safer, increase cooperation and reduce crime.

The Panel fully endorses the need for more positive formal and informal interactions to build relationships between beat and tactical officers and community residents. These relationships must not be primarily developed through special programs but rather through sustained community engagement by police in a non-enforcement capacity, including: in developing policies, strategies and approaches that support safer communities; on the beat in the districts; and through police-community interactions outside of patrol activities. When the community engages in a positive and productive manner with police, and police listen to community ideas and concerns, joint solutions and trust can be developed. As the community comes to trust police, they will be more willing to share responsibility for the effectiveness of the strategies and tactics used to produce solutions.

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As noted in the GAPA recommendations, procedural justice is a major facet of community trust building for the Department. Through the continual practice of procedural justice by all officers, the community will view police as fair and balanced in their interactions. Every Department member should understand the importance of treating every person they encounter with respect and dignity in every interaction. Part of this understanding relates to norms of communication between officers and community members. Strong opinions should not automatically trigger a defensive response; officers should engage in a manner that reflects respect and consideration of the perspective of the speaker.

True community engagement requires more than enforcement-related interactions. Community groups have expressed concern that officers often are not actively engaged with the communities in their assigned areas, particularly community members who have not previously participated in community policing activities. As noted above, residents and other community stakeholders would like to interact with officers on their blocks, in their parks, and around their homes, rather than from a distance from inside a vehicle. Community members also expressed a desire for longevity of assignment; once relationships are established, communities rely on the rapport they have built to continue to implement community safety strategies. Officers referred to a need for increased beat integrity, not being called away too frequently and having dedicated time to truly become familiar with their fellow community members.

The Panel recognizes that there are many possible levels of police and community interaction in districts. Officers on patrol can have interaction by having a “felt presence” in the neighborhood, even if just nodding at people, having brief conversations with people on the street, walking through neighborhoods, and discussing local issues and problems with residents and business people.

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Based on feedback from the Community Conversations, surveys, internal focus groups and underscoring the importance of engaging with the community in all aspects of policing – from policy development to on-street policing – the Panel recommends the following key initiatives be undertaken by the Department to prioritize building community trust in all of Chicago's neighborhoods:

1. The Office of Community Policing should coordinate identifying a broad group of community stakeholders willing to act as community liaisons to introduce new police officers to their district of assignment, beginning with the Districts in which the engagement and structural pilots are being undertaken. Names of community stakeholders who volunteer for this officer orientation should be submitted for review to the Office of Community Policing to ensure the inclusion of multiple perspectives within the group. These liaisons would assist community policing officers with orienting newly assigned officers to their area, introduce the new officers to neighborhood leaders, residents and business people and serve as “mentors” during the initial months of their assignment with the aim of building stronger relationships of trust.
2. The Office of Community Policing should develop a systematic process for community input to major policy changes that would impact the Department's implementation of community policing. This should involve a facilitated collaboration bringing together a diverse group of community members (both supporters and advocates for reform) to discuss policy, strategy, tactics and related issues in a manner that builds community support for policing actions and gives community a shared responsibility for policing outcomes based on those discussions.
3. Develop a comprehensive strategy for maximizing the use of social media and other technology to communicate with the community on a regular basis to increase

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interaction by residents who may not participate in more traditional activities with the Department.

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B. Providing a Strong Focus on Engagement with the City's Youth

At all the Community Conversations, it was suggested that one of the highest priorities for the Department should be expanding engagement with youth between 16 to 24 years old to increase trust through strategies that positively engage and invest in youth development through a mentoring model of youth-police engagement. Officers expressed a desire for more specialized training, tools and opportunities specifically geared toward building trust with young people. Community members have clearly indicated that they want the police to engage effectively with youth throughout the city. Research has shown that youth cannot be engaged in the same way as adults because of their continuing cognitive and psychosocial development until the early 20s. This requires that officers be trained in ways of effectively interacting with youth.

This type of engagement must be well-planned with the following elements:

1. The Superintendent should create a Youth Advisory Council to meet regularly and discuss ways of improving the relationship between youth and the police. Members of this Council should be from neighborhoods throughout the city and represent the diversity of youth in the city. The agendas for these meetings should be prepared with participation of members of the Council.
2. Every District should also form a Youth Council, and hold meetings to discuss ways youth can positively engage with police officers and officers with youth. These meetings should also be a venue for discussing emerging trends or issues impacting youth in that district.
3. Training on effective ways of engaging with youth in the City's neighborhoods should be a part of in-service training, with the curriculum developed with the input of the Superintendent's Youth Council and youth engagement professionals.

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The Panel also recommends that the Department more intentionally engage existing networks and youth engagement mechanisms to leverage work already being done with youth and families, particularly through schools. The Chicago Public Schools, particularly through the Office of Family and Community Engagement and the Student Outreach and Re-engagement (SOAR) Centers and the Office of Catholic Schools of the Archdiocese of Chicago, should be recruited as key partners in this effort.

C. Community Policing Standards

As attention to effective community policing waned in the last decade, the Department reverted to "doing programs" that had a limited or one-time impact in lieu of building relationships. Throughout the Community Conversations and surveys, participants equated "CAPS" with one-off events and programs that did little to build sustainable relationships and were not designed even as starting points for relationship building or community empowerment. This is in large part the reason that many participants expressed the opinion that "CAPS didn't work".

The Panel recognizes 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.

Understanding the above, there are programmatic components of community policing as well. The Department currently engages in a wide variety of programs. However, some existing programs may not clearly focus on the core elements of the community policing philosophy or intentionally strengthen the core principles of community engagement and problem-solving. Efforts should be undertaken to ensure that Department supported events and activities are part of a comprehensive strategy for furthering the practice of community policing and problem-solving, as well as community building. The Panel also recognizes that in order to

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achieve legitimacy it is important that any community policing model acknowledge variations within communities and not be driven from the top down. Therefore, the below criteria should be considered by District Commanders when developing local community policing strategies.

Any strategies implemented should be able to demonstrate a direct contribution to one or more of the following community policing 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 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.

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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.

All strategies should have evaluation components to measure impact on the community and progress towards achieving the core goals endorsed by the Panel. New strategies should be made available for comment to the Panel before being implemented. The Panel also suggests a thorough evaluation of current and proposed overarching strategies to ensure these efforts fully contribute to the community policing objectives and philosophy of the Department.

D. Creating a Structure that Supports and Institutionalizes Community Policing

Throughout the course of implementing a community policing model, there has been little consistency in the management structure, emphasis on training and levels of accountability between Department administrations. For example, the equivalent of the Community Policing Office has been placed in multiple Bureaus or Units in the Department, from the Bureau of Support Services, to the Bureau of Patrol, to the Superintendent's Office, to the Office of Management Accountability, back to the Superintendent's Office, then back to the Bureau of Patrol. Training for recruits on community policing has ranged from a high of 40 hours to a low of two hours; training for other Department members has been sporadic at best. Oversight and accountability for community policing has also waxed and waned in previous Department iterations of the CompStat process.

Throughout the Community Conversations and surveys, residents and stakeholders consistently reiterated the need for sustained high level attention to implementation of a true community policing model, the need for more training for recruits and all officers, particularly in cultural diversity and competency, active listening, and effective community engagement tactics, and a real system for accountability for implementing community policing across all levels of the Department. This need for high level attention was also echoed by police officers

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responding to the survey – only 28% of officers felt that the leadership within the Department valued community policing a lot or to a great extent. In addition, almost 90% of officers felt that the Department encouraged and rewarded officers for building relationships with the community only somewhat to not at all.

Community policing must be seen as a core function of the Department by all its members and be reflected in all operational facets. Reflecting its importance as a core philosophy of the Department, the Panel feels strongly that responsibility for overseeing the Department's community policing commitment and implementation should be moved to the Office of the Superintendent under a Deputy Chief of Community Policing reporting directly to the Superintendent. This organizational change allows for more direct cross-bureau oversight and reinforces that the responsibility for effective community engagement is a Department-wide responsibility and not just the responsibility of the Bureau of Patrol.

The Deputy Chief of the Office of Community Policing (the Office) would coordinate implementation of community policing initiatives, monitor community policing performance, monitor budget and expenditures, and work to ensure that community policing principles are reflected throughout the Department. The Office will have the responsibility for ensuring that the community policing philosophy is represented in every aspect of Chicago policing in Chicago. Some of the core tasks of the Office should include:

1. Ensuring the sustainability of the mission of the Office by collaborating with current Panel members on its extension and expansion to include additional community representatives and stakeholders, and the definition of the extended Panel's permanent role.

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2. Codifying the mission, principals and structure of the Department for robust implementation of an effective community policing model based on the Panel's recommendations.
3. Reviewing the community policing strategies developed by the various Bureaus, and working with the Bureau Chiefs to revise those strategies if necessary, prior to review by the Panel and submission to the Superintendent.
4. Overseeing the development and implementation of a wide range of training initiatives for all members of the Department to provide them with a thorough understanding of best practices in community policing and the community engagement and collaboration skills necessary for effective implementation, including additional training for officers assigned to Community Policing Offices to support effective district-level community engagement strategies.
5. Reviewing and refocusing current programming to ensure they meet the standards outlined in this recommendation.
6. Ensuring that every District has an adequate staffing level assigned to the Community Policing Office, both sworn and civilian, to effectively support measurable engagement by all members assigned to the district with the community on problem-solving and building trust. The individual staffing levels for each district should be based on a needs-assessment conducted during development of the implementation plan for these recommendations and should be based on factors such as existing levels of community capacity, levels of crime, geographic size, and diversity. As needed District staffing should provide for a liaison to underrepresented communities i.e. sexual orientation, religion, ethnicity or race.

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7. Ensuring that every District has a functioning District Advisory Committee that is supported and operating within the standards set forthwith by the Community Policing Office and Panel's recommendations. .
8. Ensuring that every Bureau has adequate staffing designated to ensure the Bureau's mission and functions are aligned with the implementation of the Department's community policing efforts.
9. Developing minimum qualifications, skills and abilities for an interview process to be conducted by District Commanders for assignment of officers to the Community Policing Office consistent with the Department's Hire Plan for assignment to specialized units/positions in the Department (for example, assignment to tactical teams). Members selected for assignment to Community Policing Offices will also undergo additional, specialized training prior to assignment. This process should also be mirrored for other positions that have sustained community contact as a focus of assignment, particularly officers who are assigned to schools. Additional training for officers assigned to schools should also encompass youth development issues, principles of cognitive behavioral therapy, and the 40-hour CIT for Youth Advanced Crisis Intervention Team Training, in order to better equip officers to deal with the adolescent population.
10. Conducting evaluations of community policing commitment, activities and special initiatives throughout the Department to ensure that the commitment to community policing as a core value of the Department is being met.
11. Coordinating the continued activities of the Panel to monitor progress toward implementation and issuing quarterly status reports.

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12. Coordinating the Superintendent's presentation of implementation quarterly status reports to the Panel and the City of Chicago Committee on Public Safety.
13. Overseeing the Department's transparency in keeping the public informed of activities related to implementation and inviting the community to participate in the development of policies and practices.
14. Coordinating with the Crime Control Strategies Section to ensure that an evaluation process is included in the CompStat process so that community policing objectives and outcomes are important criteria in assessing field and unit performance.

The Panel also notes that the budget for community policing has been insufficient to fully support effective citywide and grassroots implementation and has, in part, contributed to the diminished focus on effective community engagement. The budget appropriation must be increased and maintained at the level necessary to implement the recommendations of the Panel.

By implementing these specific changes, the Department will operationalize its commitment to community policing as a primary component of its policing ethic.

E. Developing and Implementing Community-Oriented Training

Effective community policing requires that members have a thorough understanding of key concepts inherent in the philosophy of community policing. Department members should have community engagement and problem-solving skills that are demonstrated in their daily work. All members of the Department should have this understanding and skill, which can best be developed through effective training and practice. Community Conversation participants and surveys also stressed the need for training for the community in a variety of topics, including police responsibilities, problem-solving and appropriate interaction with police, in order to

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ensure that community residents and stakeholders can be effective partners. Police responding to surveys also reiterated this need: 83 percent of respondents said that they had received little to no training at all on community policing and 62 percent of officers said that they would find such training useful.

The Panel agrees the Department needs to develop curricula and training strategies that can best teach these subjects in a manner that captures the interest and attention of members at all levels of the Department. Recruit training should be immersive and involve sustained participation in actual problem-solving with community representatives. To the extent possible based on operational considerations, these principles should be included in training for other Department members. Common threads should be maintained in all levels of training in the Department.

To provide the required training, the Panel recommends the following:

1. The Deputy Chief of the Education and Training Division, in conjunction with the Deputy Chief of Community Policing should ensure that the recruit training curriculum is revised to incorporate community policing principles into all segments of the curriculum. The Department should consider working with external law enforcement, problem-solving and community development specialists to assist with the review and creation of the new curriculum, as well as for the development of other Department community policing training. While State of Illinois mandates for training would still be met, the curriculum review would add new topics related to community policing practices and relate all other subjects to the key concepts of community policing.

2. Additional training for members selected for assignment as Community Policing Officers and civilian members should be designed and could be based in whole or in part on previous community engagement training developed by external experts. This

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training should conclude with an examination to determine skill level and suitability for assignment.

3. The Deputy Chief of the Education and Training Division, in conjunction with Deputy Chief of Community Policing should review new course material for training programs to ensure that reference to community policing is included and that instructional methods include scenario-based and case study elements.

4. A new In-service curriculum on community policing should be developed by the Education and Training Division with assistance from experts with knowledge of current state-of-the-art training methodologies and the substantive basis of community policing. The curriculum should incorporate scenario-based exercises. This curriculum would serve as a core of advanced training for all members of the Department.

5. All new community policing curricula should be reviewed by the Panel prior to being finalized, with an opportunity for the Panel to provide comment on content, structure, and implementation.

6. Members of the community should be invited to assist in recruit and in-service training on community policing. Roles for community members, such as participants in scenario-based training exercises should be identified, with consultation from the Panel. The Deputy Chief of Community Policing along with the Deputy Chief of the Education and Training Division will identify a Department member to act as the coordinator of community training assistance.

7. The Deputy Chief of Community Policing along with the Deputy Chief of the Education and Training Division, in collaboration with the Panel, will develop a process

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to select community representatives to become Associate Instructors and develop an orientation process for those selected.

8. The Deputy Chief of Community Policing along with the Deputy Chief of the Education and Training Division, in collaboration with the Panel, will develop a refresher process for Department members assigned to Community Policing Offices. Recommendations of this report and emerging best practices in community policing and effective community engagement should be included in this process.

The overriding objective of all training should be to professionalize community policing throughout the Department in a manner that ensures that community engagement, problem-solving and officer conduct meet the highest standards and materially contribute to building trust between police and community.

F. Problem-Solving with the Community, City Departments and Sister Agencies

Problem solving is a key pillar of effective community policing. As a process, problem-solving involves engaging both government agencies and the community to address issues of importance to the community. All participants – Department members, City Departments and sister agencies and community – must be able to analyze the nature of a problem and then work collaboratively to develop and implement strategies to impact or solve the problem. It is clear from the Community Conversations, surveys, and work of other groups that having police assist residents address issues of concern in their neighborhood that impact their sense of safety and well-being must be a major objective of the Department's community policing philosophy. In police surveys, 79 percent of officers felt that police should spend more time working with community members to solve problems in the community.

In addition, many of the problems that come to the attention of the police involve services provided by other City Department or sister agencies. To address these cross-functional

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neighborhood concerns, it is critical for police to have systematic access to these entities. Thus, a system should be established to provide mutual problem-solving accessibility between the Department and other City Departments and sister agencies.

Effective problem-solving requires specific skills and knowledge. The nationally recognized “Scanning, Analysis, Response and Assessment” (SARA) method is an approach to the science of problem-solving used by other law enforcement agencies across the country. The elements of SARA are already used in everyday policing responses: scanning the environment; analyzing the nature of the problem; identifying and executing a strategy for action; and assessing the results. As an operational consideration, officially following the SARA model would require a



commitment to develop and implement a policy allowing for officers to have dedicated time free from radio assignments to materially engage in the process, but would require reporting on their activities and outcomes.

Community policing is often called “problem-oriented policing” since problem-solving is a core activity of good policing. To strengthen

the problem-solving capability of the Department, particularly at the District level, the Panel recommends the following:

1. The Education and Training Division should incorporate a segment on effective problem-solving with situational exercises in the recruit and in-service training curriculum to ensure that all officers are trained in problem-solving techniques. As noted above, this segment should include actual problem-solving with representatives of the community and could provide a full understanding of the importance of working

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with the community to address issues that impact residents' sense of safety, security and quality of life.

2. A liaison from all City Departments and sister agencies should be designated by each Commissioner to meet with the Deputy Chief of Community Policing and Community Policing Area Coordinators on a regular basis, but not less than quarterly, to review other Department and sister agency support for effective community policing implementation. These liaisons should be the equivalent of a Deputy or Assistant Commissioner with decision-making authority.

3. Regular beat meetings with the community should be continued, attended by officers working on that beat along with a member assigned to the District Community Policing Office. The objective of meetings should be to identify problems that need to be addressed, and agree on actions to be taken by police and the community. In subsequent meetings, both police and community should be held accountable for actions taken.

4. The Research and Development Division, in collaboration with Subject Matter Experts (SMEs), should develop a problem-solving guide and, working with the Office of Communications and Education and Training Division, develop a video for roll call training.

5. The Office of Community Policing will bi-annually publish problem-solving best practices.

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G. Getting it Done

In order to refocus the Department's orientation towards community policing, the recommendations set forth in this report, where adopted, must be implemented with vigor and full commitment to move the Department forward.

Management oversight of implementation will be the responsibility of the Deputy Chief of Community Policing. A detailed implementation plan for review by the Panel should be completed within 90 days. The implementation plan will contain responsibilities for each Bureau, major implementation milestones, and a detailed timeline for completion of the implementation milestones. The Panel will provide comments on the implementation plan within 30 days with a final implementation plan presented to the Superintendent within an additional 30 days.

The Deputy Chief of Community Policing will also coordinate the implementation of new initiatives, assigning a senior staff member to have coordination responsibility and to manage the implementation of these community engagement initiatives, collaboration and related efforts.

The Panel also believes that the development and procurement of a web-based community policing database with customer relationship management functionality will significantly enhance the Department's ability to monitor in real-time the implementation of the recommendations contained in this report. Some of that functionality should include: Asset Mapping that reflects resources available to a neighborhood, the ability to capture data on organizations, individuals and other community partners; enhanced communications capabilities, such as bulk e-mailing, texting, and social media integration; project and event management capabilities; and other management, training and activity scheduling. The Panel recommends that the Chief of the Bureau of Technical Services give high priority, in collaboration with the Deputy Chief of Community Policing, to developing such a system.

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As the implementation plan is being developed and evolves, the Deputy Chief of Community Policing, in collaboration with the Crime Control Strategies Unit and the Research and Development Division will identify performance measures for all of the initiatives detailed in this report. Performance data should be such that it can be collected on a monthly basis. The Chief of the Bureau of Technical Services should prioritize the development of an automated system to capture and analyze these performance measures.

During the implementation phase, the Deputy Chief of Community Policing will prepare a bi-annual report, to be made public, on the status of implementation for all the initiatives set forth in this report. The report will also identify what elements of implementation will be incorporated into the regular CompStat process. After the initial implementation phase, the elements of the report will be included in the Department's Annual Report.

Involving the community in the implementation oversight process should occur in a number of ways that will help ensure accountability and transparency. The Panel should be expanded to include additional community members and stakeholders. The expanded Panel will continue to meet regularly to advise and consult on strategy design, status of implementation and related matters. The Panel in future deliberations will discuss with the Department the size of the expanded Panel and the method by which additional Panel members will be invited to participate. The Panel also expects the Department to continue to identify ways to bring the community into collaborative roles during the implementation phase, particularly with respect to training and the initiation of new citywide initiatives. The expanded Panel should sunset within 24 months or when a permanent citywide advisory panel has been developed in collaboration with the community.

Orientation of members of the Department to the renewed focus on community policing should be an integral element of the implementation plan. The first orientation session for Exempt members of the Department should be held no later than 30 days after the adoption of

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recommendations made in this report. In order to demonstrate the importance of community policing, the Superintendent should lead the discussion at this session. The implementation plan should also contain a detailed plan for effective dissemination of the recommendations to all ranks in the Department.

Training of all members of the Department in areas detailed in this report will require development of new curricula, changes in current training programs and other changes in training throughout the Department. The Deputy Chief of the Education and Training Division will assign a project team to work with the Deputy Chief of Community Policing to begin the process of developing the required training. Detailed plans and timelines for training will also be included in the implementation plan. Outside technical assistance in the design of new training programs should be provided to the Education and Training Division to ensure that best practices and interactive and scenario-based training is developed in those areas important to creating effective community policing throughout the Department.

H. Evaluation of Implementation and Impact

For accountability and transparency, it is critical that there be independent evaluation of the implementation of these recommendations. In addition, evaluation efforts should measure the extent to which the community policing process has become part of the Department's core philosophy. A number of steps should be taken to provide that evaluation.

Once a year, the Department should work with an independent entity to review the quality of implementation of the recommendations in this report. Measures for evaluating community policing should, at a minimum, serve the following purposes:

- a. Ensure that the philosophy of community policing is being effectively practiced throughout the Department's operations and accountability.

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- b. Serve as a basis for discontinuing or revising programmatic elements that are not effectively contributing to the goals and objectives of this report;
- c. Monitoring Department policies and practices that impact community collaboration; and
- d. Evaluating the effectiveness of the Department's efforts and celebrating its successes in achieving the core goals and objectives of this report.

Trends in public trust and confidence in the police should be monitored through surveys of community residents and organizational stakeholders. The surveys could also provide initial data to support planning for renewed implementation of community policing strategies. Later, surveys could play a role in assessing trends in officer interactions with residents, awareness of and support for new initiatives by the Department, and the impact of new initiatives on trust and confidence in the police. It should be noted that regular surveying is a requirement for securing CALEA (Commission on Accreditation for Law Enforcement Agencies) certification. In order to ensure sustainability of this effort, the Department should also explore internal mechanisms for surveying that could be conducted through enhanced use of technology.

The Panel also recommends the formation of an internal evaluation group for the Department chaired by the Deputy Chief of Community Policing, in collaboration with the Research and Development Division, which includes members from various ranks and from various Bureaus. This evaluation group should be supported by SMEs in analysis and evaluation methods.

III. Conclusion

In many ways, community policing has evolved over the past several decades into community governance; in large part this is indicative of the fact that police are, and will inevitably continue to be, the most visible symbol of government in the community. In fact, community policing is amongst the primary ways in which the public assesses the legitimacy of the whole political system. In many communities, residents look to community policing not just for policing services but to play a role in delivering democracy and helping community development. While some, including police officers, might argue that this is not the proper role purview of law enforcement, it is a reality and the Department should embrace its role in this dynamic, while working with other key partners in government responsible for their respective parts.

The Panel also recommends that the Department look at other promising initiatives and best practices implemented by other jurisdictions and pilot one or more of those initiatives that align with the recommendations of the Panel to determine their efficacy for Chicago. These pilots and an evaluation of their impact could be useful in informing the continued evolution of community policing in Chicago. It should be noted, that the Superintendent has reviewed a number of initiatives of best practices from other jurisdictions that would met the above criteria, which may be piloted and evaluated.

The Panel, which will be expanded to include additional community members, will continue to propose and draft recommendations for continued improvement in community policing implementation, as well as assist in assessing the impact of new initiatives and developing additional ways to incorporate community feedback outlined in the recommendations contained herein.

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