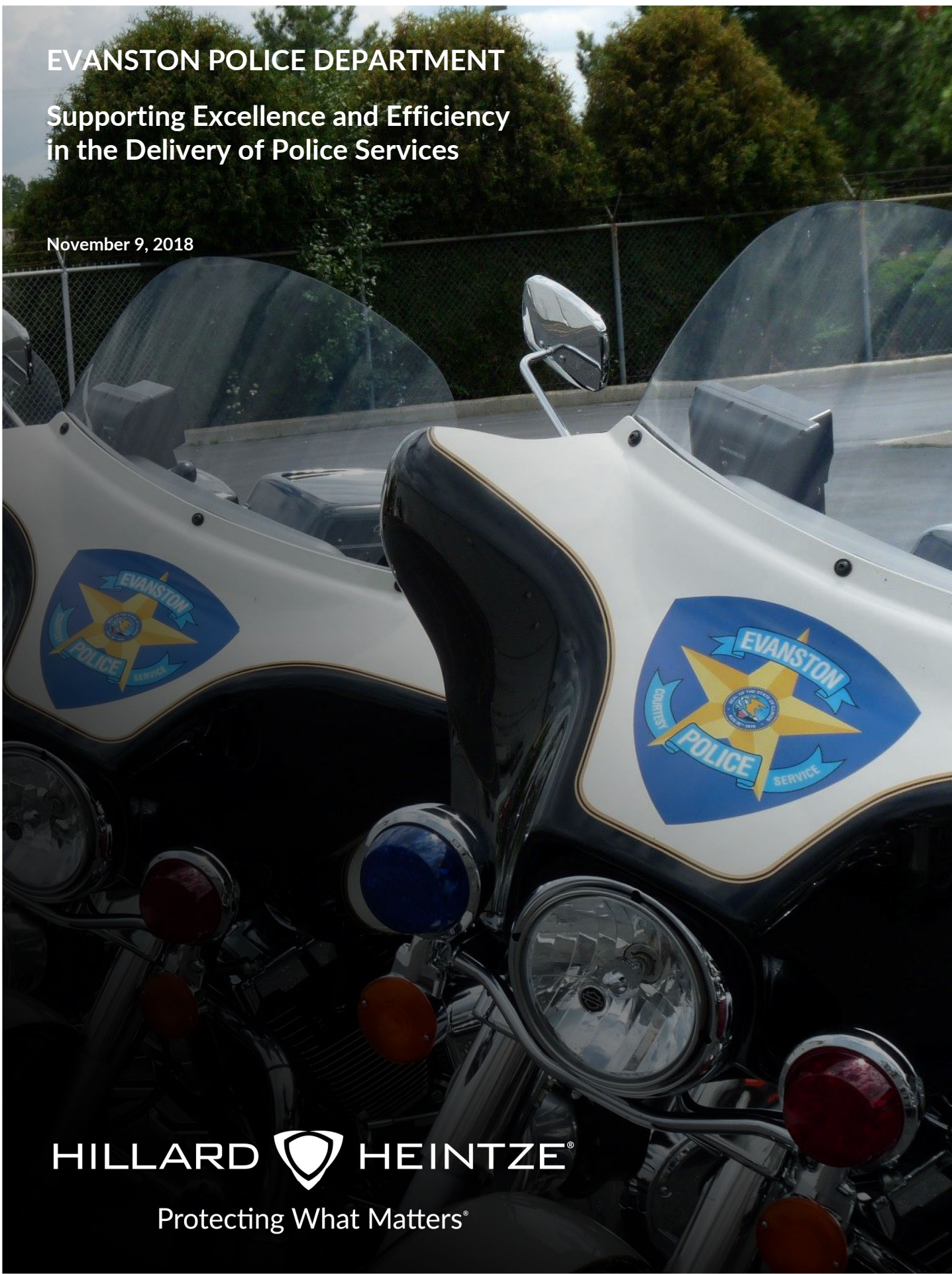


EVANSTON POLICE DEPARTMENT

Supporting Excellence and Efficiency
in the Delivery of Police Services

November 9, 2018



HILLARD  HEINTZE®

Protecting What Matters®



November 9, 2018

Mr. Wally Bobkiewicz
City Manager
City of Evanston
2100 Ridge Avenue, #4500
Evanston, Illinois 60201

Dear Mr. Bobkiewicz:

I am pleased to submit our final report of the high-level review of the Evanston Police Department (EPD) with a focus on supervisory ratios, administration and command, and overall efficiency in the EPD's engagement with the public. The data provided has been updated and now is reflected in this final report. Additionally, this final report corrects an inaccuracy in our previous submission. We updated the number of wards to nine.

We commend the commitment of the City and the EPD to assess the Department's overall delivery of service for opportunities to improve and become more efficient. The fact that the City and the EPD voluntarily sought such an analysis speaks volumes to their civic commitment.

Our review identified an overall well-managed agency staffed by command and supervisory personnel who are truly invested in the City and the delivery of service. As with any department, opportunities to enhance efficiency exist, but as we note throughout our report, the decisions should be part of a larger strategic vision. Implementation of any of the recommendations requires analysis within the context of the organizational goals to determine whether our recommendations will serve the needs of the Department, the City and its residents. If the City and EPD implement the recommendations in this report and ensure they are aligned with the EPD's goals and strategies, we believe efficiencies will be achieved.

We will support your request to discuss our report with the City Council on November 5, 2018. We trust that this report will help inform the new Chief's review of the Department and restate our offer to meet with whomever you select at that time.

Thank you for entrusting us with this critical engagement. It has been an honor to contribute to the goals of the EPD and the City and the residents of Evanston.

Sincerely,
HILLARD HEINTZE LLC

A handwritten signature in black ink that reads "Arnette Heintze". The signature is written in a cursive, flowing style.

Arnette F. Heintze
Chief Executive Officer



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Introduction

STRATEGIC CONTEXT

The City of Evanston takes pride in its civic-minded community and its delivery of services across the public works sector. The City Manager sought this review not as an outcome of a crisis event, but rather as a future planning tool, which speaks to the planning foresight of the City. The City of Evanston engaged Hillard Heintze on August 21, 2018 to provide a review of the EPD. We were asked to conduct a high-level analysis of the administrative and supervisory efficiency of the Evanston Police Department (EPD) to help position it to continue providing excellence in the delivery of police services to the Evanston community.

THE ASSESSMENT TEAM

The Hillard Heintze team consisted of Hillard Heintze Chief Legal Officer Debra Kirby, attorney and law enforcement expert, and James Hickey, a highly regarded subject matter expert with significant experience in organizational structure and law enforcement policy and practice. Project support was provided by Hillard Heintze Chief Operations Officer Kenneth Bouche.

METHODOLOGY – AN INTENSIVE APPROACH

During this engagement, Hillard Heintze's high-level review and assessment addressed:

- The EPD's organization, command structure, mission, values and cultural environment;
- The current command and supervisory assignments for span of control and unity of command purposes against the Department's objectives;
- The EPD's community engagement and outreach practices; and
- The EPD's policies and practices as they relate to communication and engagement internal and external to the organization.

SOLICITING MULTIPLE VIEWPOINTS

The Hillard Heintze team interviewed key individuals inside and outside of the Department. The interviews included EPD leadership and command staff, civilian supervisory staff, the Intelligence Officer, the Crime Analyst and City employees, including the Fire Chief and Deputy City Manager. The team conducted a focus group with the Problem Solving Team (PST) officers and engaged with other EPD and City employees to gain their perspectives and insight. We also attended a deployment meeting and a command strategy and planning meeting. Finally, we reviewed the town hall meeting regarding the community's perspectives and requirements for the new Chief of Police.



Key Findings and Strategic Recommendations

The EPD is a well-run, professional organization. The civic pride and commitment was evident in all parties interviewed. As with any organization, efficiencies exist – as do areas needing continued improvement. Our review identified high-level issues that indicate a need for further assessment and data analysis, as warranted. Our recommendations are based on initial review and any staffing or organizational changes made as a result should be made in the context of a defined strategy for the delivery of police services and community engagement within Evanston and the EPD.

Key Finding #1: One of the strongest opportunities to improve EPD services is to make supervisory staffing more consistent across the Department.

While the overall ratio of sergeants to officers by unit shows significant disparities (e.g., one sergeant for four officers in Tactical (TAC) compared to the patrol average of one sergeant for seven officers or no sergeant for the 11 officers in the Community Service Bureau. In reality, these supervisory ratios are sometimes higher due to relief and benefit time off.

The supervisory ratios do not reflect actual tasking, day-to-day engagement and requirements of the supervisors throughout the EPD. Patrol has the most contact with the public and, therefore, experiences increased risk associated with constitutional policing decisions, including use of force, arrest decisions and public contact. Investigations Bureau work has less public engagement, but has risks associated with investigations and prosecution, as well as the request for and execution of warrants. The Special Operations Group (SOG), the Narcotics Enforcement Team (NET) and TAC team target high-risk offenders and drug and narcotics crimes. However, these investigations are long-term in nature and sometimes operate under the guidelines a supporting task force creates. Because of this, understanding of the goals associated with supervisory staffing becomes important when assessing overall ratios.

Strategic Recommendations

- 1.1** Review supervisory assignments within the context of organizational goals.
- 1.2** Consider whether three sergeants provide sufficient supervision within a combined Detective Bureau that includes the Juvenile Bureau.
 - Assigning the School Resource Officers (SROs) to the Community Strategies Bureau, as discussed later in this report, would help ease the supervisory burden and may better align EPD's goals regarding the roles of the SROs.
 - The sergeant released from the daily supervision in the combined Detective Bureau could support a professional case management approach to investigations centered on increasing the technology to support transparency in assignment and progression of investigations.



- 1.3 Review and assess supervision in the SOG within the context of organizational goals. One sergeant supervises eight officers and the other four. Combine the NET and TAC teams into one unit, potentially releasing one sergeant for duty elsewhere, subject to the recommendation regarding the SOG commander described later in this document.

Key Finding #2: The EPD has a relatively large command staff given the size of the department.

Not including the Chief of Police, EPD has 11 sworn command staff members¹ and 20 sergeants, or a span of control of one command officer to every 1.8 sergeants. Not all command duties and functions are equal, and the need for a command officer should be decided within the context of the overall goals and strategies of the EPD. However, this review identified areas that support further exploration as to the ratio of commanders to sergeants.

Strategic Recommendations

- 2.1 Review the need for both an executive officer and a commander of the Office of Professional Standards (OPS). Determine whether these two commands should be combined into one. If so, ensure the appropriate supervisory and staff support to assume the broader command and functions as suggested in this report.
- 2.2 Eliminate the Juvenile Bureau Commander, a post that is currently vacant, by combining the Juvenile and Detective Bureau into one command. We commend EPD for its current practice to forego a Juvenile Bureau Commander pending review and the 2019 budget.
- 2.3 Assess the need, in the context of organizational goals and crime strategies, for a commander in the SOG in light of other recommendations in this report and the SOG's overall staffing.

Key Finding #3: The organizational structure of the EPD could be refined to capture efficiencies.

Realignment would help reduce operational inefficiencies that exist within the organizational structure. Chain of command and internal communications might benefit from certain restructuring designed to facilitate unity in vision and goals. Changes to the organizational structure need to occur within the context of the overall strategies and goals for the EPD.

Strategic Recommendations

- 3.1 Combine the OPS Bureau and Executive Officer into one unified command aimed at driving organizational accountability at all levels – deployment, professional standards and training and compliance.

¹ The EPD Juvenile Bureau Commander is currently vacant. For purposes of this analysis, and based on current discussions within the EPD, this position was excluded from the analysis.



- 3.2 Combine the Detective Bureau and the Juvenile Bureau into one cross-trained unit capable of addressing all investigative services.
- 3.3 Move the SROs into the Community Strategies Bureau to leverage the school engagement of the SROs, as well as to ensure strategic use of the SROs during school closures, including holidays and summer.
- 3.4 Combine the NET and TAC units into one unit to strategically address the long-term and emergent needs and crime trends attached to narcotics and gang investigations.
- 3.5 Assign the intelligence function – both the intelligence officer and the crime analyst – to the Executive Officer to ensure seamless coordination and connectivity to the deployment process. Such placement, as part of a larger re-organization of this command, may also encourage the Department as a whole to more fully use the services of the crime analyst.
- 3.6 Review the staffing, programming goals and organization of the PST. Consider assigning officers to two wards each, with appropriate programming support, to release several officers for other duties.

Key Finding #4: Technology could be more fully exploited to drive intelligence-based policing and to inform management Decisions.

The EPD has the basic technology required by modern law enforcement agencies. However, some of its processes remain rooted in paper rather than leveraging the use of digital systems. Additionally, management's access and review of data in deployment and management systems is limited. The use of technology to guide staffing or service decisions was limited due to existing data and systems limitations. Expanding this use to a sustained focus would help the EPD continue to grow its intelligence led policing approach.

Strategic Recommendations

- 4.1 Establish a data committee to further develop and refine the EPD's data collection practices. The implementation of the Police Dashboard is a good first step to further the progression of the collection and use of data to inform deployment and management decisions.
- 4.2 Fully automate the investigative function within the record management system (RMS). The current system of sending reports to all supervisors to identify cases for follow up by the Investigative Services Division is inefficient, as is the supervisor's use of Microsoft Excel spreadsheets to manage investigations.
- 4.3 Establish a professional case management system headed by the fourth sergeant currently assigned to the Detective and Juvenile Bureaus, who can spearhead the transition from paper investigations and reporting, and develop and manage a professional investigations management system, including the assignment and tracking of investigations.
- 4.4 Identify routine data inquiries from officers and key crime data measures to develop templates that will facilitate direct access to reports to help inform management and officers about crime conditions and other management data.



- 4.5 Use the deployment process to develop a continuous improvement loop relative to the identification of issues and their resolution, including the progress in addressing overall crime conditions. Data should be harnessed to provide access to reports and to drive the overall weekly analysis. Commanders should be held accountable for understanding, explaining and analyzing their deployment strategies, supported by data, on a routine basis during the deployment meetings. Review deployment outcomes from the past week for successes and as opportunities for improvements for future deployments.

Key Finding #5: A formal strategic plan for community outreach and engagement would drive continued success for the City and the EPD.

The EPD has a community-centric ethos. However, its outreach practices would benefit from a strategy that prioritizes goals and ensures accountability and tasking are well defined. PST fills an important community engagement role, but the ownership of communication strategies rests with the Executive Officer.

Strategic Recommendations

- 5.1 Develop a formal strategic plan for 2019 that identifies the community engagement strategy, priorities and tasking.
- 5.2 Task the Executive Officer and the Community Strategies Bureau Commander with developing a formal community communications plan to ensure timely, routine and informative engagement with the residents of Evanston through social media.
- 5.3 Work with City partners to ensure awareness and shared responsibility for supporting information technology (IT) needs and other support for communication efforts by the EPD.
- 5.4 Measure the level of communication directed at the community, whether it reaches the targeted communities and their level of return engagement to ensure continuous improvement.

Key Finding #6: The EPD would benefit greatly by conducting a staffing study. One has not been conducted in over a decade.

The EPD has been successful in reducing most types of crime in the last decade. The organizational view is that Field Operations, Investigations and SOG fill different roles and collectively have contributed to this decrease in crime in Evanston. Although this may be true, staffing practices have not undergone significant review and they are primarily based on collective bargaining and past practices. A data-driven approach tied to the organizational goals may provide further benefit in the reduction of crime. The Field Operations staffing varies only slightly from the watches – based on the number of beats. Staffing within the Investigative Services Division been not been fully examined for overall tasking, timing of investigation, outcomes and workload.



The 311 and 911 systems operate within the Support Services Division as stand-alone centers, each with a different mission and role within the EPD and the City. We found most of the Department to be informed, engaged and focused on improved service delivery. However, staffing and coordination of workload and effort has not been formally examined from a data-driven approach. Determining whether the current modality for staffing levels is the most efficient and supportive of the EPD's goals and objectives should be a priority for the incoming Chief.

Strategic Recommendations

- 6.1** Engage in a staffing study. Task it internally to a supervisor or as part of their attendance at a leadership program. Engage a vendor or seek to work with a university partner to obtain analysis as part of a thesis project. Conducting a data analysis of the EPD's staffing, workload, goals and objectives is the first step toward informing appropriate staffing requirements that help achieve organizational goals.
- 6.2** Assess the current distribution of officers among the watches in Field Operations. Ensure the staffing numbers are consistent with the actual workload. Assess what issues contributed to the decision to return to the 10 officer staffing rather than the eight officer staffing initiative.
- 6.3** Review the distribution, investigation and closing of investigative cases assigned to Investigative Service personnel to determine whether the outcomes are sufficient and support the organizational investment. Case closure, clearances and the impact on the Evanston community should be the baseline review factors to determine whether the number of investigators is needed and appropriately tasked.
- 6.4** Continue to use data to ensure that the future staffing decisions are tied to organizational goals rather than past practices.



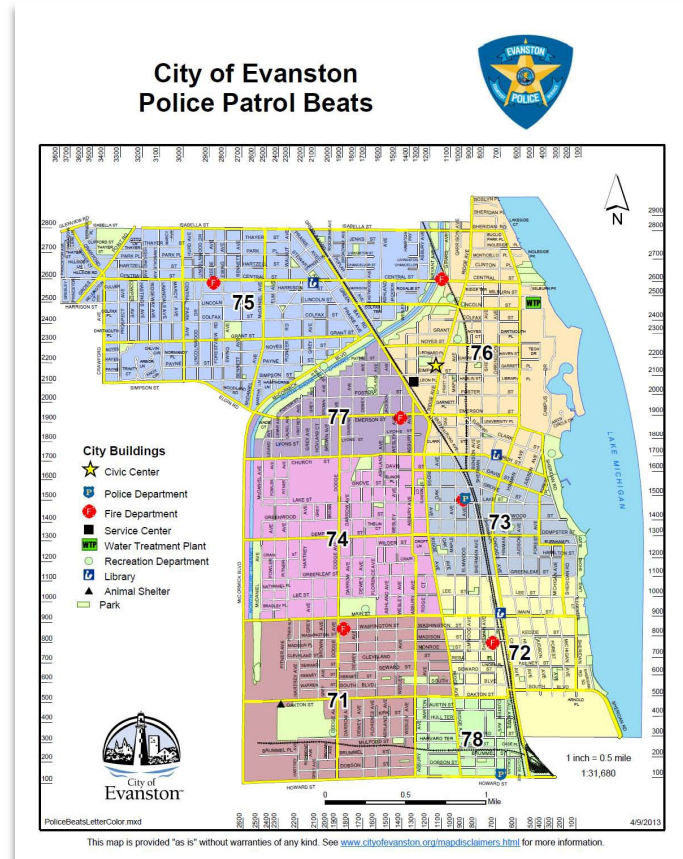
Overview of the Evanston Police Department

The EPD is essentially a large municipal corporation with an annual operating budget of over \$38 million. The current Chief of Police has been in place for 11 years and the City Manager has been in place for nine years, which has allowed a consistency of vision and leadership that is unique to many municipal law enforcement agencies.

The EPD has eight beats that drive staffing requirements. Each beat has a mandatory staffing of police officers to respond to calls for service. Recently, the EPD attempted to establish a reduced staffing level for “minimum” staffing from 10 to eight officers for each watch. Such action reflects management’s commitment to fiscal conservatism while directing sufficient patrol response. However, it was determined that this effort did not support the operational needs and the Department has returned to a 10 officer minimum staffing.

A staffing analysis of the EPD’s resources has not been conducted in over a decade, with some advising that more than 20 years have passed since the last analysis. As the City and the EPD seek greater efficiency and services, a clear, data-informed analysis of how resources are being used and driven by the organizational strategy would best inform management decisions regarding personnel and deployment.

Northwestern University has a significant footprint in Evanston. The university has its own public safety agency that addresses university property and student matters. In November 2008, the two agencies executed a Memorandum of Understanding, which continues to govern the shared and divided responsibilities of the two agencies. The agreement is sufficiently detailed regarding the responsibilities of each agency and addresses some cost issues. As a matter of daily operations, the two agencies operate as independent law enforcement organizations, save for university-related events.





During the review, we learned the current Chief of Police will step down in December 2018. This transition is challenging for most law enforcement agencies and particularly so for the EPD given the length of the Chief's service. The next Chief will face an organization that is well managed and relatively efficient. All of the staff interviewed in support of this review were informed and thoughtful about the future challenges and strategic needs of the organization. A focus on ensuring service delivery to the residents of Evanston while recognizing the potential staffing challenges of the future were evident in staff discussions with us. While the level of detail that the next Chief will need to inform strategic staffing allocation and deployment is not developed within this review, we note where such analysis would be beneficial, as applicable, throughout the report. Additionally, we identify areas for further exploration by the organization to ensure recommendations are consistent within the cultural and strategic context of the EPD and the City.



Operational Infrastructure

MANAGEMENT STRUCTURE

The EPD has a traditional law enforcement structure that is predicated upon lines of authority originating from the Chief of Police through three deputy chiefs and down through a chain of command as depicted in its organizational chart. The City Manager has ultimate authority and responsibility, but the Chief of Police is tasked with the EPD's operations.

EPD Divisions

Three divisions exist within the EPD: the Patrol Operations Division, Investigative Services Divisions and Support Services Division. Each Division is headed by a Deputy Chief. Policy dictates that Commanders are assigned to each patrol shift, as well as the Detective Bureau, Juvenile Bureau, Community Strategies, Executive Officer and OPS.



Field Operations

The Deputy Chief of Field Operations commands an overall staff consisting of four commanders, 12 sergeants, 86 officers and two professional staff members. This command provides the bulwark of direct community service, including responding to calls for service, engaging in problem solving strategies and performing traffic enforcement. Patrol services are divided across three shifts for a response on a 24-hour basis. Staffing varies slightly across the shifts, with four sergeants and 21 officers on 1st Detail, three sergeants and 22 officers on 2nd Detail and four sergeants and 24 officers on 3rd Detail. The PST generally works the 2nd Detail, but it engages in flexible working hours as needed. The Traffic Bureau – consisting of one sergeant, seven officers and a professional staff member – works a blended shift time that covers 2nd and 3rd Details. Both the PST and the Traffic Bureau are tasked independent of patrol operations.

Investigative Services

The Deputy Chief of Investigative Services commands an overall staff of two commanders, six sergeants, 36 detectives, four SROs who are also detectives, and three professional staff, one of whom is upper manager level. This division includes all investigative resources of the department for both adult and juvenile crimes; the SOG, which includes a NET team, a TAC team and the Intelligence Unit; and the Property Bureau and Forensic Services. The SOG engages in long-term investigations through NET and immediate response through TAC. The evidence technicians work the patrol response and are deployed to engage in forensic work based upon demand.

Support Services

The Deputy Chief of Support Services Division commands a staff of professional staff members of the EPD with four upper management-level managers, four supervisors, 44 professional staff personnel under different titles, and one temporary professional staff. Support Services Division also manages the various civilian staff under contract, such as contract cleaners. Support Services functions include the Office of Administration, the Communications Bureau, the Service Desk, 311, the Records Bureau and the Court Liaison.

Executive Officer/Commander

The Executive Officer is a direct report to the Chief and serves as the Department's Public Information Officer (PIO). He does not have any subordinates. While he works on a variety of assignments, his two key routine functions are management of the deployment process and media relations for the department. He oversees the EPD's social media presence, including Facebook and Twitter, as well as the traditional media requests, including those from local community members, such as the Northwestern students. As the manager of the deployment process, he oversees the weekly deployment meetings, the review of data developed, the collation of intelligence and data to support the deployment information, and the discussions around intelligence. Both the intelligence officer and the crime analyst who develop and drive the weekly deployment strategy information and bulletin report to the Deputy Chief of Investigative Services Division.

Office of Professional Standards

The OPS is managed by a commander who reports directly to the Chief. The commander has a range of responsibilities, including liaison to the Crisis Intervention Team (CIT) and the clergy team.



Discipline decisions rest with the Chief, and the commander is responsible for being on call to handle any emergency or critical incident involving officer misconduct and to exercise authority on the behalf of the Chief in handling OPS investigations. Many of the command staff members have served a rotation in OPS, which provides strong leadership development. Two sergeants – the investigations sergeant and the training and compliance sergeant – and an executive secretary complete the staffing for the unit. The executive secretary keeps the statistics and records for the unit, and provides writing and editorial support. OPS has an intern program in which it receives on average six interns from Western Illinois University to assist with organizational administration. The Chief has used assignments to OPS as a leadership development opportunity, which is a good practice.

Pursuant to its policy, the OPS manages all complaints against Department officers, internal and external; conducts employment background investigations for police, fire and other personnel; and conducts internal inspections regarding departmental procedures and performance. The commander classifies all complaints, and he or she seeks to complete all investigations within 60 days.

Allegations of misconduct, performance and use of force are classified by the commander and assigned for investigation. OPS retains investigative authority for complaint register investigations, administrative reviews and use of force investigations. The volume of complaints in Evanston is low. Three complaints were registered and investigated in 2017 and eight in 2016. Administrative reviews are investigations into allegations of rule violations made by an employee against the police department or any of its members. In 2017, 85 internally initiated administrative review investigations were conducted. OPS conducted review of 30 use of force incidents in 2017. Complaints of a minor nature are called departmental inquiries (DI) and assigned to operational supervisors to investigate. In 2017, seven DIs were investigated by EPD supervisors.²

The training and compliance sergeant's duties include tracking any mandated training as established by the State of Illinois or training established internally, such as annual firearms qualifications requirements. The sergeant also tracks all internally generated training requests. Policy Section 203.4 tasks OPS with developing, reviewing and updating training, inclusive of budget and auditing compliance.

Office of Administration

The Office of Administration is staffed by a Manager of Finance and Budget and is tasked with managing the over \$38 million annual operating budget of the EPD. The Manager is supported by an Administrative Coordinator. The office's primary role is to develop and maintain accurate and efficient administrative and financial systems in support of the EPD's goals and to provide expert support regarding the administrative policies, procedures and financial operations. In this role, the unit manages the bulk of the financial and employee support of the EPD. It provides administrative support to the EPD through human resource (HR) functions, payroll processing, overtime management and other accounting functions.

² All data retrieved from the EPD's Annual Reports.



The fiscal support provided by this unit includes the annual budgeting process; oversight of the 4,000 to 5,000 monthly payroll transactions; fiscal accounting management and development of reports on various funds and responsibilities of the EPD; and the year-end fiscal review, audit and reconciliation. HR support includes employee onboarding and departure processing; coordination of hiring and position postings; management of injured on duty claims; benefit time posting and management; and support of organizational functions, including the various award ceremonies and benefits programs. In addition, this unit engages in a variety of fiscal and administrative support actions, including grant management; development of financial reports and projections related to issues such as collective bargaining; and the fiscal management of the Special Detail Program, which is the off-duty hire program for local businesses for extra security.

COMMUNITY STRATEGIES BUREAU

The Community Strategies Bureau has one commander, nine PST officers and two foot-patrol officers. The PST officers are responsible for the majority of community engagement in the EPD. The Animal Warden also falls under this command. All programs directed at community engagement fall under this command, and the commander has a realm of responsibilities in supporting the community relations of the EPD.

Under the existing policy in Section 344, this bureau is tasked with developing programs and activities that facilitate positive interactions between the police and the community, especially youth. This EPD policy recognizes that the SROs align with this overall goal, specifically naming this unit as part of the programs for the bureau to use to facilitate positive interactions. Currently, the four SROs are assigned to the Juvenile Bureau. In particular, Section 344.6 Information Sharing, identifies the commander's responsibility to work with the PIO to develop methods of convenient information sharing. However, the majority of this Bureau's work is centered on supporting the activities and programming of the PST.

Problem Solving Team

The PST consists of nine officers and two foot-patrol officers. The team members are generally self-assigned to their activities and responsibilities with oversight from the commander. They are assigned by ward and define their role as being a community liaison between the Department and the community, with particular focus on the alderman in the ward(s) they serve. The number of officers assigned to a ward varies significantly. Two officers are assigned to one ward, two officers are assigned two wards each, four officers serve one ward, while the remaining officer provides programming and support to the other officers. The two foot-patrol officers are assigned to a specific ward. The PST does not routinely engage with the patrol watch commander or in general patrol dispatch and response.

The PST is an engaged and professional group with demonstrable awareness and skills around police and community engagement. The members have a wide-ranging responsibility and skill set as a group. Their responsibility ranges from providing patrol support for challenging incidents, such as gang funerals, to engaging with the City's IT team to develop webpages for wards. Currently, the team is engaged in well-received programs such as the Officer and a Gentleman Academy aimed at mentoring young men at-risk and a program based on active shooter safety procedures and response for schools,



hospitals and businesses in Evanston. This program is conducted in partnership with the Fire Department. The PST members are encouraged by their commander to identify and engage in programs they have passion for – and they do. Independent of programming, they engage in long-term problem solving using City resources and internal resources to address chronic issues as members have the time and skill set to do so. The bulk of community engagement activity rests with the PST as does fulfilling aldermanic requests and coordinating the information flows to and from the City's wards.

PST officers also serve as backup for a variety of operational needs, such as staffing the weekly Farmer's Market or filling additional response staffing needs as dictated by special events or emerging concerns.

From a communications perspective, the level of social media engagement and other IT use, such as webpages, varies among the wards and with the skills of the PST member. The officers stress the need for a physical presence and engagement within the communities they serve, particularly the elderly in the community. Some of the wards maintain webpages that are supported with content from the PST officers. Some PST officers set up webpages and other communications structures, as identified by the needs of their assigned wards and community members. The PST tweets regarding events within the community and maintains a presence on the EPD Facebook page, but generally, one officer manages this engagement. The method and manner of communication rests with the individual PST officer.

CRIME ANALYSIS AND INTELLIGENCE SERVICES

The intelligence function of the EPD reports to the commander of the SOG. This unit provides crime analysis and intelligence reporting for the EPD and is staffed by an intelligence officer (detective) and a crime analyst (civilian professional staff). Both unit members are knowledgeable and experienced regarding the role and use of crime data and intelligence. Their primary role within the deployment process is to provide the analysis and intelligence product that informs the officers. They developed a detailed and comprehensive intelligence product for this weekly deployment meeting. They have a strong relationship with the officers within SOG and have daily interactions with this group, including analysis and response support from the intelligence officer.

A division within the day-to-day work of the team is centered on sworn status. Internally, a decision is made whether an action requires law enforcement skill or knowledge or is law enforcement sensitive. For example, the intelligence officer provides support for search warrants by drafting them and providing the detail and support. They also provide on scene support for the physical service of search warrants and manages the gang contact information to ensure it is accurate and up to date. Community requests for presentations on crime that require data, such as Town Halls or community meetings related to gang crimes, are filled by the intelligence officer. The crime analyst supports a more traditional intelligence and crime data approach, including the background, analysis and crime mapping of data.

The unit engages in reporting unofficial data, including through the public portal and on *crimereports.com*, a digital access resource for those seeking information on crime. The Record Bureau is the official reporter of crime statistics for the EPD. Members of the public are directed to the crime



analyst for inquiries regarding local crimes and general crime information for Evanston. The units generally works independently of the other statistical units of the City, including the EPD's Records Bureau. It is uncommon for a supervisor to work directly with the Crime Analyst as a part of proactive problem solving, other than within the SOG.

Management reports are produced as requested, as are other reports. Few products are pushed or available as prepopulated reports for management and officers, other than the deployment and crime pattern bulletins. SOG management and officers' interaction with the Intelligence Unit leads to more requests for analytical support, such as support for search warrants, as compared to other units within the EPD. While recruits spend time with the unit to understand its function and role, as well as its capabilities, it may be beneficial to provide training to officers and sergeants to assist them in better understanding and using the intelligence staff. Department members should feel confident in making a request for specific crime information. The unit feels that the information within the deployment bulletin and the patterns are sufficient to address organizational needs and continues to improve and be refined. Some concerns expressed include the ability to keep on top of the requests as the data appetite grows and that analysis may be challenging as a result.

NORTH REGIONAL MAJOR CRIMES TASK FORCE

Evanston is a member of the North Regional Major Crimes Task Force (NORTAF). It serves to support its member agencies in the investigation of major crimes, including homicides. NORTAF provides investigation resources, evidence collection and support through the prosecution of the major crimes it investigates. It also supports the investigation of fatal and severe injury motor vehicle crashes and major burglaries.

Task forces, such as NORTAF, are often an efficient mechanism for agencies to share specialized resources to address major criminal acts, particularly given the relative rarity of homicides and fatal vehicle crashes among the partners, including Evanston. The expertise required to professionally and effectively investigate such crimes is maintained and shared regionally. This allows for more local investment in the routine policing assignments that consume the majority of police officer resources. It also ensures a consistent approach to investigation among the partners that serves to limit risks associated with the investigation of major crimes such as improper evidence handling due to inexperience.

The NORTAF has aided the EPD throughout the years, although, as noted, homicides are relatively rare for the City of Evanston. Currently, the Executive Officer serves as the Commander of NORTAF and has done so for the last four years. As the Commander of NORTAF, the Executive Officer devotes a measurable percentage of their time to the duties as the NORTAF commander. Other EPD resources that are attached to NORTAF include one team leader (a sergeant); four investigators, which include two from the Detective Bureau, one from the Juvenile Bureau and one detective from NET; one forensic supervisor (Property and Forensic manager); one forensic team leader; and three forensic specialists. These on-call resources are activated as necessary in support of a request by a NORTAF shareholder.



Supervisor Workload Analysis

SUPERVISORY STAFFING LEVELS

The EPD currently has 11 command members,³ not including the Chief, and 20 sergeants. This equates to one commander to every 1.8 sergeants. The Field Operations Division has four commanders, 12 sergeants, 86 officers and two civilians. This equates to approximately one commander to 25 employees and one sergeant to 7.2 officers. The Investigative Services Division has one commander to 24.5 employees and one sergeant to 6.6 officers. The Support Services Division has one upper-level manager to 12 employees and one supervisor to 11 professional staff members.

Evanston Police Department Staffing									
Command and Divisions	Deputy Chief	Commanders	Sergeants	Officers	Professional Staff Upper Managers	Professional Staff Supervisors	Professional Staff	Sworn Total	Total
Chief's Office		2	2				2	4	6
Field Operations	1	4	12	86			2	103	105
Investigative Services	1	2	6	40		1	2	49	52
Support Services	1				4	4	44	1	53
TOTAL	3	8	20	126	4	5	50	157	217

Unit Level Review

Supervision is not consistent across the EPD. For example, the Commander of OPS supervises two sergeants and a professional staff member, and the unit carries a minimal caseload. While good news regarding the professionalism of the Department, it is an example of inefficient staffing. The Executive Officer has no direct reports. However, he is responsible for directing the deployment meeting, but the staff that develops and provides the information for this meeting report through another command.

³ A vacancy exists at the position of Commander for the Juvenile Bureau. However, we factored this position in for the purposes of this analysis. The EPD has already identified this position likely will not be staffed.



Routinely, the commander of the PST directly supervises 11 officers, as compared to the TAC sergeant who supervises four officers. Detective Bureau sergeants supervise 7.5 officers, compared to the Juvenile Bureau staffing of one sergeant to four detectives on a routine basis. The SROs are assigned to the Juvenile Bureau but do not report to the Juvenile Bureau sergeants for daily assignment. Rather they engage as needed with their supervisors.

EPD Policy 206.2 addresses minimum staffing levels. Two supervisors are required per shift in the Field Operations Division and it is left to the Chief to determine supervisory staffing needs for the other units and bureaus. This means that the supervisory staffing coverage and the span of control are subject to variation.

Supervisory Roles

The supervision role is more than the ratio of personnel to each supervisor. Supervision and staffing numbers within the Divisions vary, as does the workload of the supervisors. Support Services Division supervisors cover a range of shifts and functions. For the call centers, Service Desk and 311 (311), and the Communications Bureau (911), supervision is required for a wider range of hours than for the Records Bureau. The 311 service has a high supervisory ratio – one assistant manager to 12 Desk Officers and eight 311 Operators – compared to the 911 service with one assistant communications coordinator to eight telecommunicators. The Records Bureau has one supervisor to four professional staff, but the workload is distinct and includes a range of services, such as mandated crime reporting; Freedom of Information Act records and reports fulfillment; and fingerprinting members of the public.

The Operational Divisions have different staffing and functional requirements of supervisors. Field Operations has a critical need for physical response and presence of supervisors to help support officers and reduce organizational risk. Investigative Services supervisors provide expert input and review of investigations to ensure sufficiency to address recidivism, and support successful prosecutions. Day-to-day tasking varies as well. Within Field Operations, daily activities include supporting officers on calls for service; supervising subordinates directly; and managing public engagement by the officers. Within the investigative units, a significant amount of work is centered on case management and the distribution of cases for investigation, which remains a paper-based system maintained within each unit.

TECHNOLOGY SUPPORT FOR OPTIMAL STAFFING

The IT investment and support for the EPD has expanded significantly in recent years as law enforcement practices have more fully embraced technology. A full-time IT support person is assigned to the EPD as a result of its increased reliance upon technology to support its records system, dispatch, body-worn cameras, in-car cameras and data and systems that support of crime analysis and intelligence development. As with many agencies, camera technology is beginning to age and the need for replacement is a concern.

From a data perspective, the City and the Department participate in the open data initiative that supports ease of access to and transparency in police data. Beyond the stated goals, the benefit to the EPD is that data sets, as they become available, are clean and accessible for internal analysis in a digital database supported by automation technology.



To date, five datasets are available: law enforcement traffic crashes, traffic stops, resident contacts, traffic citations and arrest.

The data captured for the Statistic Dashboard – as developed out of the 27-point working plan in partnership with the City of Evanston – has been an outcome of the data initiative. All of the information was paper-based and subject to discrete analysis. Its digitalization allows for significant review and analysis across the data. This is a good practice as these are significant indicators for police community engagement and provide other management data and insight.

Police Department Statistic Dashboard

Includes monthly statistics on the number of:

- Calls for service
- Contact cards
- Felony arrests
- Misdemeanor arrests
- Traffic stops
- Use of force incidents
- Citizen complaints and commendations

Data-Led Policing

The EPD is in an early IT-use cycle. The equipment is available and being used, as is the collection of data. Baseline analysis is occurring, as recorded and reported in its statistical analysis for the weekly deployment meetings and in its public facing reports, including the annual report. The Statistic Dashboard is in its early stages of use as well.

The Department members interviewed stated they derived benefit from the data they were able to access, generally from the weekly deployment meeting. However, a sustained focus on the use of data to guide staffing or service decisions was not evidenced during our interviews and observations. While the members welcome the information in the deployment bulletin, little analysis of actions and use of the data in response occurs. Direct engagement with the crime analyst to address watch issues or to support management decisions does not occur routinely within the EPD. The PST responds to community-generated issues but does not typically work with the crime analyst to engage in proactive problem-solving to address issues identified within the community.

The EPD updated its Records Management System to better connect with computer-aided dispatch (CAD) system and report data. However, much of the data collection and analysis relies on existing paper-based processes. For example, the watch activity of patrol officers is entered onto a Daily Activity Report, which is then uploaded into an Excel spreadsheet by the 2nd Detail Watch Commander. Within the Investigative Services Division, assignments derive from an email sent out by the Records Bureau to all supervisors that contains the incident reports completed during the previous day. Supervisors pull out those incident reports that fall under their command for assignment and review. While the RMS and the initial incident reporting are fully automated, the assignment of subsequent investigations and their management remains a paper-driven process. As a result, little transparency exists across the EPD as to the status, progress and outcome of investigations.



Improving Operational Effectiveness and Efficiency

MANAGEMENT INFRASTRUCTURE AND PERSONNEL CAPACITY

As stated earlier, the EPD follows a traditional management structure for law enforcement. Given the size of the organization, the structure is appropriate. However, inefficiencies exist in some units. Strategic reasons for the structure of units and placement of resources are a possibility. We recommend considering the following identified issues within the context of organizational goals to determine whether efficiencies can be achieved. Some of this work is already underway within the EPD. Our review is independent of the EPD internal process and is not intended to supersede or conflict with the ongoing review by the EPD.

Chief's Office

Staffing within the Chief's Office should be reviewed. Two commanders, including two sergeants and two professional staff, provide support and report directly to the Chief. The two commands, the Executive Officer and the OPS Commander, should be combined into one command with direct report to the Chief. This would provide the same level of access and accountability for internal investigations. Given the volume of work, such a move should not result in any negative impact on the integrity or timing of the investigations.

This command should assume responsibility for internal investigations, training, compliance and the deployment strategy process, which are critical issues grounded in the Chief's vision. The sergeants currently assigned should remain. The function of the training and compliance sergeant should continue and expand to include support of the deployment process for the Department. The intelligence officer and the crime analyst should be attached to this command to directly support the deployment process. Such placement would create cohesion and further drive the intelligence-led policing growth of the Department. Placement within the Chief's Office not only gives prominence to the deployment goals and objectives, but it would also encourage all officers across the Department to access crime analyst services.

The need for two professional staff positions in the Chief's Office, including OPS, should be reviewed. The volume of work within the OPS does not support a full-time professional staff position. Should the OPS and Executive Officer units be combined, one of the professional staff positions could be used to support the development of intelligence products through editing and drafting, manage training compliance and records, and execute other administrative support duties to support the overall compliance approach of the newly combined command.

The role of the EPD PIO should be reviewed, as the Executive Officer has a range of responsibilities, including PIO for the EPD. In today's media cycle of 24-hour news, instant access is the norm, which places considerable responsibility upon the role. Various options exist to release this sworn command position from media duties. Externally, the City should consider whether the City's PIO should support this role as the City of Evanston has a good media presence and relationship overall. The use of trained professional staff would release these duties from a sworn member of the EPD, which may provide for better use of the sworn position. If primary media duties are transferred to a professional



staff member, the Deputy Chiefs and commanders should receive media training to support an EPD media presence. A professional, consistent approach to media engagement and transparency that uses skilled professional staff supported by sworn staff as needed to engage with the public and the media could enable the EPD to develop a stronger presence across all media platforms. As with any organizational structure decision, the best decision regarding the PIO position is the one that aligns with the organizational vision.

Field Operations

Evanston supports a robust resident engagement through its 311 and 911 services. The total CAD events in 2017 was 55,351, and 2018 will likely exceed those numbers. While not all CAD events result in a dispatch, the primary response to calls for service originates within the Field Operations Division. As outlined earlier, the staffing and work of this division is distributed across three shifts and eight beats with support from the Traffic Bureau and the PST.

CAD Data and Analysis

Determining sufficient staffing is dependent upon not only calls for service, but a variety of factors, including the Department’s strategic vision of how its officers should engage with the community. Organizational prioritization of resource deployment normally begins with an in-depth analysis of CAD events and dispatch protocols. Ensuring good data is an important first step in determining staffing allocation and workload. However, for EPD, one of the challenges it faces in determining appropriate staffing and workload is that CAD event data does not have the granularity necessary to fully analyze how and when officers are being deployed. Identifying what calls result in assignments and how those assignments direct the overall workload is used by many agencies to analyze overall efficiency. These agencies rely upon CAD assignment codes to provide the detail data that is important in determining what the actual workload requirements are and how they are being met. This type of data is not routinely analyzed within the EPD.

Calls for Service by Beat (all CAD events) January 1, 2017 - August 31, 2018 ⁴									
	Beat 71	Beat 72	Beat 73	Beat 74	Beat 75	Beat 76	Beat 77	Beat 78	TOTAL
2017	6,847	8,272	10,934	8,252	5,946	9,700	7,496	7,067	64,514
YTD 2018	6,230	6,308	10,671	6,729	4,489	7,300	6,357	5,536	53,620

⁴ The total calls for service in 2017 were 69,976 of which 5,462 had an unknown beat assignment. As of August 31, 2018, the total calls for Service are 59,131 of which 5,511 have an unknown beat assignment.



The 2017 Annual Report contained a calls-for-service breakdown that identified calls for service for Part I crime totaled 1,899, Part II crime calls for service totaled 5,918 and overall calls for service totaled 69,976. The total calls for service is higher than the calls for service for the eight beats, reported at 64,514 for 2017. The gap between total calls and those by beat is indicative of a need to better capture and align data to inform EPD deployment decisions. The CAD data chart also identified disparities in calls for service among the beats. As demonstrated in the chart, the number of Beat 73 calls is significantly higher than the other beats and the number of calls for service on Beat 75 is significantly lower than the other beats. Whether these beats require different staffing would be an area for review and consideration, as based upon the available data. At a minimum, further analysis of time, dates and types of calls would better inform deployment decisions. CAD data provides significant analytical value for patrol workload, but it has limited value for workload analysis of investigative units as it is primarily linked to patrol dispatch.

Unit Staffing

The three details in patrol have minimal variance in the personnel assigned, with one less on 1st Detail and two more on the 3rd Detail, as compared to the 2nd Detail. Whether this staffing level comports with the demand for service should be evaluated. The EPD recently attempted to reduce its minimum staffing levels to eight officers. The Department informed us that the eight officer staffing did not work and it has now returned to 10 officers as the baseline for minimal staffing. What data contributed to the decision is not clear. However, with eight beats to cover, the staffing requirements are higher than they would be with five or six beats.

Minimum staffing levels are often historical and based on standards in place at the time they are established. Usually, minimum staffing levels are grounded in the number of beats, which may or may not reflect actual demand. Data-led deployment decisions allow for variable deployment based on actual demand. Staffing based on actual workload is more efficient and may allow expanded beat coverage or the closure of certain beats during certain shifts. Using actual workload, long-term staffing solutions could be developed to include variable deployment based on shift demand, staffing based on a larger zone coverage as compared to beat coverage or long-term, structural change in the beat structures. Better CAD data would help inform these types of decisions.

Problem Solving Team

The community engagement strategy should drive how and when PST is engaged and to what level it is staffed. The PST has a wide range of programs and services directed at community engagement and it is staffed by enthusiastic members. PST is often the first point of contact for many of the community issues and particularly for the alderman, as the PST members are assigned to wards. As overall staffing becomes constrained, the PST's efficiency warrants review, particularly how the officers are assigned to wards. Evanston has nine wards. One ward has four officers assigned as compared to two wards that have one officer assigned to support both. The PST officers all perform a range of different tasks for their assigned wards, based on the community, requests and their individual skill sets and interests.

Consideration should be given to assigning all PST officers to two wards with sufficient programming support to ensure the officers are directly engaging within the wards. Programming support, with professional staff, could help fulfill the administrative community engagement demands. Efficiency in social media, web engagement, event programming and even development of flyers and presentations



could become more efficient and consistent across the wards with centralized programming support for the officers. One officer already provides some support in relation to communications, flyers and presentations, but ensuring consistent and equal access to programming support would help equalize services and allow the officers more direct engagement time. The possibility that programming support could come from a professional staff member, rather than a sworn officer, also should be reviewed.

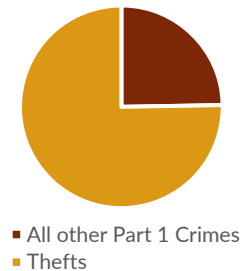
The PST is a well-received program in the community and has significant direct engagement with many governmental and community organizations in Evanston. The value of such engagement is not easily measured, but the long-term impact of any program reductions should be evaluated within the context of the City and EPD's community engagement goals. The review identified that the PST fills an important community engagement role, ensuring alignment with overall strategic goals and review of the programming, might serve the community more efficiently.

Investigative Services Division

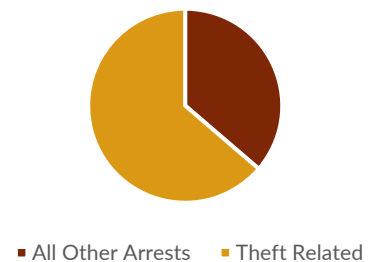
Staffing and command within the Investigations Division warrants further review by the EPD. Crime and incident reports have decreased over the last decade, but staffing has not been adjusted. The EPD has already identified some of the issues discussed in this report. For example, the EPD is considering combining the Detective Bureau and Juvenile Bureau to address both adult and juvenile offenders. The merger would allow the release of one command position. However, this change would require a strategic, coordinated approach to the servicing of juvenile offenders, including expanded training for all detectives. However, such a structure change would serve to expand the overall expertise of all of the detectives within the division.

Combining the two bureaus would likely decrease the need for four sergeants to three sergeants, as based on the current estimated workload. As depicted in the charts, the majority of reports and arrests are theft-related. This generally means fewer investigative assignments and more process arrests – e.g., the offender is already in custody. In 2017, 1,913 Part 1 crimes were recorded in Evanston with 193 arrests. Of these recorded Part 1 crimes, over 75 percent were theft-related and almost 64 percent of the arrests were theft-related. While further analysis is required, this is indicative of fewer assigned cases to detectives for investigation. This trend continues in 2018. As of August 31, 2018, 1,128 Part 1 crimes were recorded with almost 64 percent as thefts, and 97 Part 1 arrests were made, of which 46 percent were theft-related.

2017 Reported Part 1 Crimes



2017 Part 1 Arrests





One of the challenges in this review is the limited data regarding investigative assignment, case management processes and investigative standards for the Divisions. Investigative assignments and actions are tracked by Excel spreadsheets that are managed by the supervisors in both bureaus. This creates information gaps as the sheets are manually updated. Using the sergeant freed up by combining the two bureaus to initiate a formal case management process would help not only to create consistent standards for assigning and progressing investigations but also to automate the investigations portion of the RMS currently in use by the EPD by working with the Records Bureau.

Unit Staffing

Based on the workload within the Detective and Juvenile Bureaus, the number of detectives should be reviewed to determine whether the staffing is consistent with the workload and organizational goals. The EPD has identified that staffing, particularly within the Juvenile Bureau, may not be in line with the workload or to unit staffing for the surrounding jurisdictions. The EPD has 15 detectives assigned to the Detective Bureau and eight to the Juvenile Bureau, along with four SROs who are also detectives.

Detective Bureau Assignments

In 2017, the Detective Bureau assigned 852 general criminal cases for investigation and 308 domestic violence cases. This number of cases translates to the 13 detectives receiving, on average, 66 cases annually, or slightly more than one case per week. Two detectives investigate domestic violence (DV) and are assigned an average of 154 cases annually or approximately three cases per week. The Detective Bureau cleared 38.3 percent of its general cases and 44.8 percent of its domestic violence cases – meaning these cases were tasked to investigative conclusion regarding the criminal act reported. A significant number of the assigned investigations were closed as No Further Action (NFA) – 41.6 percent of the general cases and 52.3 percent of the domestic violence. Further examination of the workload identifies 124 arrests, 23 search warrants and 21 arrest warrants recorded by the Detective Bureau in 2017.

Juvenile Bureau Assignments

The Juvenile Bureau assigned 582 cases for investigation to juvenile detectives and 179 cases for investigation to the SROs. The juvenile detectives average an annual caseload of 73 cases and 45 cases per SRO.⁵ The 2017 Annual Report does not report on the number of cases cleared, but within the Juvenile Bureau, 33 percent of the cases investigated by the juvenile detectives were NFA, while 44.7 percent of the cases investigated by the SROs were NFA. The Juvenile Bureau reported 64 juvenile and 15 adult arrests, while the SROs had 10 juvenile arrests and nine juvenile citations.

⁵ All data obtained from the Evanston Police Department 2017 annual report and numbers of cases of were rounded up to reflect a full case rather than a percentage of a case.



Based on the workload, we recommend considering merging the two units together. Should this merger occur, staffing levels should be reviewed based on the workload and other assignments within these units. Additionally, ensuring sufficiently trained staff to address juvenile and other criminal investigations should be part of the merger plan.

Unit	Annual Cases Assigned	Annual Average Per Detective	NFA	Arrests
Detective	852	66	355	110
DV Detective	308	154	161	35
Juvenile	582	73	193	79
SRO	179	45	80	10

All data from the 2017 Annual Report

School Resource Officers

The role of SROs should be assessed within the context of organizational goals. Whether these officers are investigators or community resources aimed at engaging youth is an organizational decision. While not mutually exclusive, the current placement of the SROs in the Juvenile Bureau prioritizes their investigative role. However, their investigative caseload is less than one case per week on average. In the summer when school is out, SROs become supplemental staff to the Juvenile Bureau; however, tasking is not always consistent. Assigning SROs within the Community Services Bureau provides further support to the bureau's goal of increased positive outreach to youth. It also would likely ensure better use of the officers during the summer months when the schools are closed as the demand for PST and other visible police presence grows. The SROs could also be used to support community events that support youth engagement.

Special Operations Group

The SOG should be reviewed to ensure alignment with organizational goals and resource investment. Consistent with some of the issues it investigates, the unit has a strong supervisory presence. However, the unit's staffing of a commander and two sergeants – one who supervises a team of four officers and the other with a team of eight – requires review. While the overall activity of the SOG is impressive, the engagement of the SOG with the organization as a whole is not prioritized. This results in a lack of understanding in the rest of the EPD regarding SOG deployment strategies and impact on day-to-day crime issues. Additionally, the intelligence function is positioned within SOG, limiting its use by other bureaus and units.

In addition to review of supervision, consideration should be given to overall staffing in the unit. Combining both the NET and TAC units under one sergeant would allow for flexibility in assignments and coverage, as a team of four officers and one sergeant – the current staffing in TAC – is sometimes insufficient to address the goals. Whether additional reductions to the SOG's staffing are warranted requires a view of the overall strategy for crime reduction within the Investigations Bureau. As previously mentioned in this report, placing the intelligence officer and the crime analyst with the lead



on the deployment process is recommended to ensure better integration of intelligence with the deployment process. This would also decrease the supervisory load in the SOG.

Support Services Division

The range of services within the Support Services Division creates a challenge for effective recommendations arising out of a high-level review. This division provides a range of services and most of its staff members are multi-tasked or are specialists such as within the Forensics or the telecommunicators. Each of the managers within this Division were highly informed and engaged, displaying a depth of knowledge about their area of management and focus on service.

Call Services

EPD manages both the 911 and the 311 services for Evanston. At a high level, these units are organized and managed in a professional manner with specific goals and objectives. Both are located in the EPD building, but in different locations. Both call centers use different technology systems. 911 dispatches for both police and fire, including emergency medical services. 311 operates as a true customer service center for the residents of Evanston, providing a range of services. Both engage in data review of their tasking and activity. 311 provides statistical data for the city as a whole. Past review identified the functions of the 311 and 911 services were similar; however, attempts at integration were not successful. The role and method of engagement is distinct between the two units. If further efficiency review is desired, the staffing of the units should be reviewed within the context of call volume, workload and capacity. Whether there is potential for cross training on some functions could be considered, but as it stood during this review, the units saw their roles and functions as distinct and felt that the skills required to perform their individual roles were also distinct.

Office of Administration

The Office of Administration manages the EPD's fiscal and budgeting requirements, and supports its human resources functions. It creates significant internal efficiencies as it allows a single process center and supports the City as it provides all of the EPD's payroll transactions. It is intimately familiar with the various aspects of the policy payroll, the HR needs and the budget process and reporting. With two members, it provides an efficient and cost-effective approach to managing the fiscal resources of the EPD.

Records Bureau

The Records Bureau addresses all of the EPD's records – a significant undertaking given the use of body-worn cameras (BWC) and other records generated by the Department. The control of the records management system (RMS) also rests with the bureau. An opportunity for growth exists regarding the effective use of data and the RMS by the Investigative Bureau and Field Operations Bureau. The team recommends a prioritized focus on tasking operations to prioritize data collection and analysis. While reports have been automated in the RMS, some inefficiencies remain in the supervisory review component and the investigations component. This results in inefficiencies in the management of cases and investigations. For example, supervisors select reports to assign for investigation from a packet of all reports generated the previous day. This information is not captured in any automated way until the report is submitted as complete. Developing a strong RMS protocol,



one that drives early and accurate capture of data across the lifespan of an investigation would support the organization in developing a more robust data analysis approach.

EPD still uses paper files for its court processes, and they are delivered by EPD staff. Automation and couriers should be considered to support the vacant Court Liaison position, which is currently being staffed through overtime assignments. Scans, emails and couriers for court records should be explored as an efficiency measure. Officers should be required to call the Service Desk to sign in and out of court. They should also be required to provide court documentation upon return to work. Audits should be attached to the professional standards unit within the Chief's office, either OPS or the new unit, to effectively link court attendance and overtime to accountability.

USE OF ENGAGEMENT TOOLS

A consistent theme in police community relations is that the community wants to know the police are present and that the residents can rely upon the police for assistance. The communities of Evanston are consistent in this regard. Evanston residents also want a professional police department, as the recent public hearing on the selection for the next Police Chief reiterated. While the use of engagement tools is evident within the EPD, a defined strategy would help to enhance the outreach already occurring. The EPD should be branded distinct from the City and should have sufficient resources to support an active and engaged social media presence. This does not mean that the EPD requires its own support services, but rather a strategy should be attached to the digital communication of the organization. Good practice examples include the Seattle, Washington Police Department, which has an ethos similar to that of Evanston and is actively engaged in innovative community policing strategies using social media.

Multiple parties within the EPD and the City are responsible for community engagement. While all personnel are professional and committed, the strategy does not fully define roles and responsibilities or overall goals for community engagement or when reaching out to the community. Both the PST and the Executive Officer have responsibilities for communication, with the Executive Officer holding the primary role in managing the Department's communications. There was differing opinion among all of the parties interviewed as to who owned the digital communications of the Department and what are its policies and goals. This opportunity to reach the public in a cost effective manner should be more fully supported. The Department relies on interns from criminal justice studies for other areas, and consideration should be given to bringing in an intern or professional staff to help develop and implement a communications strategy supported by a cohesive social media protocol. Such an action would support the efforts underway in the EPD and allow them to expand to a more engaged program.

For social media to supplement the public engagement of officers, it has to be relevant and refreshed frequently. Consideration must be given to the community targets and the messages to these communities. Within the EPD, resource constraints limit not only ongoing use of social media, but the evaluation of its effectiveness and ability to reach community members targeted. The EPD Facebook page is not active or routinely updated. Often only push information is provided on Facebook, rather than trying to engage the community in a conversation. Twitter is used more frequently by the EPD, particularly for traffic updates and breaking news. While this is a good use of a platform such as



Twitter, the opportunity exists to exploit this platform to engage the community in targeted messaging.

A specific strategy aimed at engagement goals and assigned responsibilities would help to harness the EPD's multiple community engagement efforts. Assessment of the parties reached and their engagement in turn should be evaluated. Stakeholder coordination among the City agencies would help to develop a more strategic and effective outreach program for all City agencies. The EPD PIO wears a multitude of roles and the other contributors on the EPD's social media have differing goals – a comprehensive strategy would drive more effective and efficient communications.

Emergency Communications

The professional staff members who deliver communication support services to the EPD provide a range of activities beyond call answering with each identifying their role as unique. The Communications Bureau (911) fields both police and fire calls for service, as well as emergency medical dispatch for the City of Evanston. The Service Desk (311) addresses all non-emergency communications for the City of Evanston, including requests for all city services. Both managers have been in place for over a decade, thereby bringing significant organizational experience and knowledge that translates into their respective units.

The 311 service is customer-centered and focuses on delivery of service and fulfillment of the calls received in a customer-service approach. The staff maintains a community focus and approach. The 311 service manager attends community meetings, provides weekly data reports and engages routinely with the alderman and other City agencies. As part of the 311 service, the EPD desk personnel answer emergency and non-emergency community calls for the EPD and act as a liaison between 311 and 911 services when emergency calls come into the 311 service. The Desk Officers also address walk-in service requests and process prisoners through all phases of the booking and detention process. Past attempts at integrating the 311 and 911 services have been unsuccessful. The 311 and 911 services are located in distinct spaces within the EPD headquarters. The staffs use different call and recording systems, and the Desk Officers and the 911 service use and enter data into the CAD system.

The 911 services are internal to the EPD, which offers a level of organizational vision and control. This unit not only dispatches all calls for service but also manages all of the technology associated with dispatch, including the radios and towers. The 911 service addresses several administrative matters, such as text a tip services and LEADS management. Its staff provides monthly reports to management on CAD records, including calls for service and their incident codes and discretionary time reports. These management reports are not fully automated and require some additional manipulation to produce. The CAD event flows automatically to the RMS, and 911 service personnel review the CAD for accuracy as part of the RMS record audit. Service practices tend to focus on dispatch priority rather than geography. This may lead to inefficiencies as officers may be shipped around the City rather than addressing those calls for service that are nearest to the officer's location. Supervisors have final say on the dispatch of officers, but they do not often engage at this level. The 911 service maintains a so-called open door for engagement with officers and the staff participates routinely in watch roll calls. The 911 service supports community requests and participates in community meetings



as requested, including providing presentations at community meetings and the citizen's police academy.

Emergency Community Outreach

Emergency notification to the community is owned by several entities. The City has invested in a software solution that allows for push messaging to the community through GIS targeting and flexible group management using defined contact data. This system is currently managed by the Evanston Fire Department (EFD). However, the actual outreach is coordinated through the 911 service, which reports to the EPD.

The use of this notification system has not been fully leveraged. As a recent campus event demonstrated, limited connectivity exists between the university and the residents of Evanston through the EPD and EFD. Stakeholder coordination is required to ensure maximum value and overall program goals for emergency notification are achieved. Reinvigorating the community messaging, ensuring contact input and engaging stakeholders is required to ensure emergency contact information and message protocols for the City of Evanston are successful. Once the geo-coding feature of the emergency notification system is populated, it would conceivably allow for specific message delivery based on the location of the recipient and that the message would be appropriate. This re-engagement should be prioritized for the remainder of 2018 and into 2019.



Future Planning

Evanston, unlike its neighbors to the north, sits adjacent to the City of Chicago and its crime issues. Despite this geographical concern, Evanston remains a safe community with relatively low incidents of crimes against individuals. Overall, the Evanston community is generally supportive of its police and the City benefits from an engaged and professional Department. While Evanston is a town-and-gown community, its historical, cultural and local renown is a driving factor in deciding policing strategies and deployment. Today's decisions will have impact beyond the current fiscal years. The next chief will face multiple issues, but they all relate to strategy and staffing officers to meet the priority goals of the organization as driven by the community demand.

Law enforcement faces challenges in effectively engaging with its communities across the United States, and Evanston is no different. While many community members support the police, some feel disconnected and unsupported by the Department. The community engagement approach of the EPD has been generally successful. The command staff continues to engage with the various committees and government bodies that seek to improve police community relations. The PST has a variety of programs aimed at engaging the community at multiple levels – but demand continues to grow and it may become more challenging to meet the range of requests.

This review identified that few so-called easy cuts to police staffing or services exist. The City of Evanston has become more efficient and streamlined over the years, and the staffing of the EPD reflects this evolution. We identified some organizational efficiencies that could be achieved through consolidation. Some of the issues identified in this report have been under review by the Department. Strategic vision, informed by an intelligence-oriented policing approach, is required in to support effective resource decisions. Any of the recommendations in this report, if implemented, should be supported by a strategic organizational plan that is focused on continued growth and integration of services. Successful re-alignment needs to ensure that officers are tasked and held to the goals and objectives of the strategic plan and their role in achieving these goals.

We made recommendations for reviews of staffing where the number of resources, their function or their role seems inconsistent with efficient management. The key to such analysis is determining whether these functions and roles continue to serve the organizational goals. The recommendations in this report are signposts. The EPD may decide that these positions fit its strategic goals, or the Department may consider our recommendations. This is to be expected given that our review was high level, and as such, the specific data was not fully developed. For this reason, we recommend a staffing study. Regardless of how the study is approached, such information would help generate data for management decisions regarding deployment decisions.

In addition to the strategic plan and vision that would task officers with helping the Department succeed, key to any staffing study is the review of the current beat structures. Staffing in patrol is essentially a fixed cost associated with each beat due to minimum staffing levels. Call volume and other service measures vary across the EPD beats. As such, we identified the number of beats and their staffing warrant further review. The Department's Task Force explored the use of four sectors with the same number of beats. Reasons exist to support geographical policing with its focus on



defined community boundaries or to support a more fluid distribution of police officers with a goal of rapid response to calls for service. Alteration of beat structures should be considered within the context of the community and the goals for police service. Beat re-alignment has a cascade effect, requiring administrative support, including technology, to reprogram CAD and RMS and to ensure the historical accuracy in crime reporting. It is a challenging undertaking, but if the data supports consolidation of beats, it would result in long-term savings in administrative and operational costs.

The investment in technology for the EPD has been sound, and the growth in its use and role continues to expand. However, the future holds the opportunity for better integration and use of the technology tools currently in place. Good data is required for efficient use of technology and driving good data collection practices is the first step. This step should be followed by a deployment approach that not only uses the data to identify the challenges for the upcoming week but also uses data to analyze the outcomes and to refine subsequent deployment strategies. Holding commanders to account to identify and explain the specific crime issues through the deployment meeting, and providing ongoing measurement of the outcomes of strategies will help develop an appetite for good data and the development of data-driven deployment strategies. This continuous improvement loop – grounded in data and communicated consistently throughout the organization – would allow the EPD to continue to serve the residents of Evanston in a professional and appropriate manner.

The next Chief will find an organization that is professional and generally well managed. The commitment of the management team and the parties interviewed was evident in all of our conversations. While some efficiencies in terms of staffing exist now, data-led management decisions going forward will help the EPD to continue to grow and to develop even greater efficiency in the deployment of resources to maintain public safety in Evanston.



Additional Recommendations

In addition to the Strategic Recommendations identified in the start of this report, we recommend the following recommendations for the EPD.

1. Consider a review of the beat alignment.

While the reduction in beat personnel regarding minimal staffing is laudable, the reliance on overtime to staff positions across the organization is an expense that should be further explored. Reducing the number of beats would reduce the overall costs associated with administration and staffing.

2. Review the engagement with NORTAF to ensure that the resource and time commitments are shared equally among the partner agencies.

A significant amount of resources is attached to the task force. Although it provides investigative support, training and professional development for EPD members, the Department should verify that its partner members are sharing in the resource contribution.

3. Develop a more active relationship with the Northwestern University Police Department.

Minimally, an internal review of the Memorandum of Understanding between the two agencies should occur to ensure that it still defines the actual practices of the EPD and the Northwestern University Police Department (NUPD). Where practices have significantly deviated or costs have increased since the agreement was enacted almost a decade ago, the City of Evanston and the EPD should consider whether it warrants a discussion with NUPD. While not fully explored under this review, it appears the two agencies have little engagement, particularly in shared strategy and deployment activities.

4. Continue to use the OPS as a professional development assignment.

Based on the organizational goals, explore the value in bringing a detective into the OPS in addition to the sergeant to conduct investigations. Use the detective position as a leadership development opportunity, consistent with that already in place for supervisors.

5. Prioritize a comprehensive approach to emergency push notifications.

The City of Evanston has invested in a software solution for emergency notifications that is not being optimized. The stakeholders to the process should reinvigorate the program and ensure that it is used to its full efficiency. Using social media, the PST officers and the 311 and 911 operators, outreach to the community should prioritize opting into the software solution for community notification.