

CITY OF CHICAGO
DEPARTMENT OF PURCHASES
CONTRACTS AND SUPPLIES
ROOM 403, CITY HALL, 121 N. LA SALLE ST

CONTRACT ADMINISTRATOR RECEIVED: _____ DATE: _____
CA/CN RECOMMENDS: _____ DATE: _____
UNIT MANAGER CONCURS: _____ DATE: _____
BOARD SECRETARY RECEIVED: _____ DATE: _____

JUSTIFICATION FOR NON-COMPETITIVE PROCUREMENT

COMPLETE THIS SECTION IF NEW CONTRACT, TERM AGREEMENT OR PURCHASE ORDER

For contract(s) or purchase order, answer applicable questions in each of the 4 major subject areas below in accordance with the Instructions for Preparation of Non-competitive Procurement Form on the reverse side.

Request that negotiations be conducted only with The Police Executive Research Forum
for the product and/or services described herein. (Name of person or firm)

This is a request for: (One-Time Contract or P.O. per Requisition # _____, copy attached) or Term Agreement or Delegate Agency (Check one). If Delegate Agency, this request is for "blanket approval" of all contracts within the _____ program. (Attach list)

COMPLETE THIS SECTION IF AMENDMENT OR MODIFICATION TO CONTRACT

Describe in detail the change in terms of dollars, time period, scope of services, etc., its relationship to the original contract and the specific reasons for the change. Indicate both the original and the adjusted contract amount and/or expiration date with this change, as applicable. Attach copy of all supporting documents. Request approval for a contract amendment or modification to the following:

Contract #: N/A Company or Agency Name: OEMC

Specification #: N/A Contract or Program Description: LEOP Program

Mod #: N/A (Attach List, if multiple)

Jonathan Schachter 746-9118 [Signature] OEMC 12 August 2004
Originator Name Telephone Signature Department Date

Indicate SEE ATTACHED in each box below if additional space needed:

PROCUREMENT HISTORY

NOTE: See Attached

ESTIMATED COST

\$500,000

SCHEDULE REQUIREMENTS

NOTE: See Attached.

EXCLUSIVE OR UNIQUE CAPABILITY

NOTE: See Attached.

OTHER

APPROVED BY:

Department head or designee

Date

Board Chairperson

Date

SOLE SOURCE JUSTIFICATION AND REQUEST FOR NON-COMPETITIVE PROCUREMENT

PROCUREMENT HISTORY

The City of Chicago is required by Illinois law ([20 ILCS 3305/] Illinois Emergency Management Agency Act) to “prepare an emergency operations plan [EOP] for its geographic boundaries that complies with planning, review, and approval standards promulgated by the Illinois Emergency Management Agency” as part of the requirements for biannual state accreditation of the City’s Emergency Services and Disaster Agency, the Office of Emergency Management and Communications (OEMC). The City has requested an extension of its current accreditation through March 2005. In order to be re-accredited, the OEMC must substantially review, revise and enhance the current EOP.

The Federal Emergency Management Agency has awarded the City, via the Illinois Emergency Management Agency, a Local Emergency Operations Planning grant, which will be used to fund the on-going development of the City’s EOP. The non-competitive procurement described in this request will be funded completely using LEOP grant funds. No corporate funds will be used for this procurement.

Development of an appropriate EOP for Chicago is a necessarily complex task, requiring the collaborative efforts of multiple City departments and outside agencies as well as a team of relevant subject matter experts from Chicago and, ideally, around the world. Assembling such a team and developing, testing and refining the EOP are time-consuming and labor-intensive – two resources that are in short supply locally for this critical project.

As described below, OEMC has identified the Police Executive Research Forum (PERF), a non-profit, public safety consulting organization with a history of successful collaboration with the City, as uniquely qualified to assist in the development and exercise of the City’s EOP in the demanding timeframe dictated by OEMC’s re-accreditation application deadline.

SCHEDULE REQUIREMENTS

Given the anticipated March 2005 deadline for EOP revision and OEMC’s current staffing levels, it will not be possible to complete the EOP development process relying solely on City emergency management personnel who, in addition to their EOP-related efforts, have on-going planned and unplanned operational and other planning demands on their time. Even with a sole-source contract, completion of this project will demand aggressive and efficient use of the time between now and the anticipated deadline. If required to go through the normal bid and contracting process, it will not be possible to complete the EOP by the end of March. PERF has committed to dedicating full-time and consultant staff to the completion of this task on schedule. OEMC is confident in PERF’s ability to meet the deadline based on past City experience with PERF.

EXCLUSIVE OR UNIQUE CAPABILITY

In addition to PERF’s resource commitment to completion of this project on-schedule, the

organization's unique ability to assist in developing the EOP is based on its experience with the City, its public safety and homeland security subject matter expertise and its access to an extensive, global network of public safety professionals.

OEMC and the Chicago Police Department have previously worked on other planning initiatives with PERF. Most recently, in June 2004, the two departments co-hosted with PERF an "executive session" funded by the National Institute of Justice on response to critical incidents. PERF brought together emergency response and emergency management experts from all levels of government and from around the world to review their policies and procedures when planning for and responding to exactly the types of critical events that the City's EOP is designed to address. Among the City departments represented at the session were OEMC, CPD, CFD, CDPH and the Mayor's Office.

Past PERF work with the City has included development of the Police Department's policy on racial profiling and a forum on police relations with minority communities. One of the benefits of the longstanding relationship between the City and PERF is the organization's familiarity with Chicago municipal government policies, institutions and personalities, all of which are crucial to the collaborative development of a functional EOP. Moreover, the City departments that have participated in these projects are familiar with PERF, its staff and its reputation for high-quality work. In other words, PERF knows the City and the City knows PERF. This offers the prospect of more efficient and faster cooperation in developing the EOP.

Three other advantages make PERF's ability to complete this project unique. First, PERF has amassed years' worth of experience with the subject matter of the EOP's functional annexes in projects throughout the United States. Second, PERF's reputation and links with public safety professionals from around the world provide the City with a single point of access to an international network of expertise that can be brought to bear on the development of the EOP.

Finally, it bears mentioning that Chicago is an obvious potential terrorist target, given its size and symbolic value and its being home to one of world's busiest airports and most important financial districts. The development of a comprehensive EOP will aid the City in responding to, mitigating and hopefully preventing such an attack. PERF's demonstrated ability to pull together best practices extends to the homeland security front in addition to more traditional public safety planning. It is essential that this information be integrated into the City's EOP. PERF's involvement in the development of this plan will undoubtedly enhance the City's ability to respond to homeland security and other natural and man-made emergencies.

It is PERF's combination of timeliness, expertise, familiarity and professionalism that have led OEMC to conclude that a sole-source contract is the best way to proceed in the critical legal and operational task of strengthening the City's EOP.



**POLICE EXECUTIVE
RESEARCH FORUM**

August 12, 2004

Chuck Wexler
Executive Director

Jonathan M. Schachter, Ph.D.
Managing Deputy Director
Office of Emergency Management and Communications
Room 408
1411 West Madison Street
Chicago, IL 60607

Dear Dep. Dir. Schachter;

The Police Executive Research Forum (PERF) is pleased to submit this proposal to work with the City of Chicago Office of Emergency Management and Communications (OEMC) to produce for Chicago an innovative, state-of-the-art and appropriate Emergency Operations Plan (EOP) for multi-disciplinary and multi-jurisdictional response. The proposal includes the identification and inclusion of promising practices at similar agencies and the required accreditation standards of the Illinois Emergency Management Agency (IEMA). Furthermore, PERF will incorporate the draft standards of the National Incident Management System (NIMS) in order to ensure additional federal preparedness assistance and funding.

PERF is private, non-profit, research and technical assistance organization which was formed over twenty five years ago to improve the delivery of police services and the effectiveness of crime control through the exercise of strong national leadership, public debate of police and criminal justice issues, research and policy development, and the provision of vital management and leadership service to police agencies. PERF's staff members conduct Research, Management Education, Membership, and Management Services activities. A detailed description of PERF's recent work in these areas is attached to this proposal.

PERF very much looks forward to the opportunity to work with the emergency services departments of the City of Chicago in performance of this EOP development project. Should you have any questions, please contact me at (202) 466-7820. Thank you, again, for the opportunity to submit this proposal.

Sincerely,

Chuck Wexler,
Executive Director

WE PROVIDE PROGRESS IN POLICING

PROPOSED COLLABORATIVE WORK
PLAN FOR REVISING AND UPDATING
THE EMERGENCY OPERATIONS PLAN
FOR THE CITY OF CHICAGO

SUBMITTED BY THE
POLICE EXECUTIVE RESEARCH FORUM

AUTHORS: BRYCE KOLPACK AND CORINA SOLÉ BRITO

Proposed Collaborative Work Plan for Revising and Updating the Emergency Operations Plan for the City of Chicago

INTRODUCTION

In the wake of the September 11th terrorist attacks on the United States, officials in cities across the nation recognized the critical need for updating local emergency operations plans and synthesizing the efforts of all emergency responders. Offices of emergency management often have the colossal responsibility of developing these plans—plans that must coordinate multi-disciplinary efforts of local police, fire, medical and other responders, as well as the efforts of multi-jurisdictional responders, in the event of a large-scale emergency.

Further complicating this process, emergency operation plans must also meet federal and state coordination and response requirements, as well as incorporate innovative and practical strategies. On February 28, 2003, the White House released "Homeland Security Presidential Directive 5," impacting the management of domestic incidents locally. The purpose of this Directive is "to enhance the ability of the United States to manage domestic incidents by establishing a single, comprehensive national incident management system." State and local entities must adopt the "National Incident Management System" (or "NIMS") as a condition for receiving federal preparedness assistance beginning in federal fiscal year 2005 (October 1, 2004). The urgency to adopt NIMS, and a lack of specific direction on precisely *how* it is to be implemented, is challenging many cities and states. Adding to the challenge is the fact that the resulting strategies must be wholly workable and reasonable for their various local first responder agencies.

The Police Executive Research Forum (PERF) proposes to work with the City of Chicago Office of Emergency Management and Communications (OEMC) to overcome these

challenges. Specifically, the goal of proposed project is to produce for Chicago an innovative, state-of-the-art and appropriate Emergency Operations Plan (EOP) for multi-disciplinary and multi-jurisdictional response that takes into consideration promising practices, IEMA standards, and NIMS (thereby ensuring additional federal preparedness assistance and funding). This plan will meet the accreditation standards of Illinois Administrative Code 29, Part 301 as administered by the Illinois Emergency Management Agency (IEMA). (According to Illinois State Law, the EOP must be reviewed and accredited every two years. The Chicago EOP was scheduled for review by IEMA this fall. OEMC has requested an extension on this review to ensure a qualified, effective, and innovative EOP that is agreeable for all of the City's emergency responders.)

In the first section of this proposal, we describe why PERF is uniquely qualified to conduct this task in the required timeframe. We provide an overview of PERF, describe the expertise of PERF's Research and Management Services Units which we propose to work on this project, report on PERF's wide network of expert consultants and summarize previous work with the City of Chicago. A subsequent section describes the proposed project. Staff resumes are included in Appendix A; a detailed budget, task/hour plan, and potential timetable for project implementation are included in Appendix B.

PERF's Unique Qualifications¹

The Police Executive Research Forum (PERF) is a non-profit membership organization for executive-level law enforcement officials. Founded in 1977, PERF was formed to improve the delivery of police services and to increase the effectiveness of crime control by: 1) exercising strong national leadership; 2) facilitating public debate of police and criminal justice issues; 3) conducting research and developing policy; and, 4) providing vital management and leadership services to police agencies nationwide.

¹ See Appendix E for a more in-depth overview of PERF.

Since its founding, PERF has been the premiere police research organization, leading the profession in developing standards for police and improving police professionalism. PERF's leadership was initially demonstrated by our role in establishing the Commission on Accreditation for Law Enforcement Agencies (CALEA); our record of conducting policy-setting research on critical policing issues, such as racial profiling, use of force, and victim's issues continues to demonstrate this leadership role. In addition to conducting research, PERF is also known for high quality management services, technical assistance and training that we provide to law enforcement. Further, our members lead the agencies that deliver policing services to over 50 percent of the U.S. population. PERF members are also active in other professional organizations and are called upon to testify before local councils and boards, state legislatures, and the Congress of the United States. PERF and its members are often quoted in policing publications, and cited as objective sources in both national and local media accounts of criminal justice issues.

PERF is uniquely qualified to complete this project based on the strengths of the two units that would run the project, the large number of completed and ongoing projects relevant to the goal of the project, our access to national experts who can assist and our strong working relationship with the City of Chicago.

CAPABILITIES: THE RESEARCH UNIT

PERF's Research Unit has conducted some of the most innovative research in the profession. For instance, since the introduction of the concept of community policing, the Police Executive Research Forum has been at the forefront of documenting the implementation of community policing and assessing its effects. PERF has also conducted many innovative and ground-breaking research projects addressing other topics, such as problem-oriented policing, use of force, organizational change, school violence, racially biased policing, law enforcement fatigue, agency level measurement, and investigations. All of these studies involved cooperation or collaboration with law

enforcement agencies; many involved collaborations with academic institutions, as well. The quality of PERF's research unit is indicated by the continued funding it has received over the years from a number of federal agencies (including the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, the Bureau of Justice Statistics, the Bureau of Justice Assistance, and the Office of Community Oriented Policing Services).

PERF's projects address the range of public safety issues. However, the events of September 11th forever changed the priorities of law enforcement personnel, fire officials, and emergency medical responders alike. After 9/11, the Research Unit increased its focus on homeland security-related projects to address the growing informational needs and concerns of police executives nationwide. Through these projects, PERF has developed specialized knowledge and expertise in the areas of terrorism prevention, domestic preparedness, and emergency response. This expertise has been cultivated through the research process and by working collaboratively with federal, state and local officials and other subject matter experts on these issues. Some of the key relevant projects are described below.

Executive Sessions and Research Agenda

PERF has hosted a number of executive sessions and conferences, including a series of six executive sessions for the COPS-funded project *Community Policing in a Security Conscious World*. Participants included local, state, tribal and federal law enforcement officials as well as community members. The first stage of the project consisted of a national mail survey to law enforcement executives. The survey collected general information on a variety of issues and concerns related to the roles of community policing and terrorism. The survey results guided the PERF project team in choosing the topic areas for the five executive sessions. The overarching goals of these sessions are to: 1) evaluate how September 11 has so far affected local law enforcement; 2) assist community policing agencies as they work to improve their terrorism response

capabilities; and, 3) examine contentious issues and potential initiatives that could impede the continued evolution of community policing.

PERF convened six *Executive Sessions* (specifically, on federal/local partnerships, working with diverse communities, preparing for and responding to bioterrorism, intelligence and information sharing, law enforcement partnerships with the Department of Homeland Security, and preparing for and partnering to respond to critical incidents) and is in the process of producing practical advice for agencies addressing immediate challenges, as well as a suggested framework to help guide the profession over the next three to five years. The discussions and resulting feedback are captured in a widely-disseminated publication series entitled *Protecting Your Community from Terrorism: Strategies for Local Law Enforcement*. Copies of the first two white papers, "Local-Federal Partnerships" and "Working with Diverse Communities," can be downloaded for free at www.policeforum.org. The remaining white papers are in progress.

PERF will also be forming a *research agenda* to complement the Executive Sessions. For this project, PERF staff have identified five researchers who are leaders in law enforcement research and/or subject matter experts on one or more of the six *Executive Sessions* issues. Each researcher identified specific research questions aimed at identifying gaps in our current knowledge brought up in the course of an executive session and identified research methodologies for addressing these questions. Researchers' reports for each session are combined and summarized in a report provided to NIJ. PERF and NIJ will convene a meeting comprehensively identify and prioritize the information culled from each of the sessions and PERF will summarize the findings and prepare them in a report to NIJ.

ODP Executive Strategy Guide Series

PERF is in the process of developing two sets of complementary publications to help define law enforcement executives' responsibilities with regard to terrorist incidents.

One set of publications will consist of strategy guides that build upon national preparedness efforts but in a state and local law enforcement context. The six topics covered in the set are as follows:

- *Understanding Health Hazards: A Primer for Police Executives on Biological, Chemical, and Radiological Threats.* This publication provides an overview to law enforcement executives of the real risks from agents that are likely to be used in a bioterrorist attack.
- *Conducting CPTED Risk Audits for Anti-Terror Infrastructure Protection: A Primer for Police Executives.* This manual provides guidance on developing critical infrastructure evaluation plans using Crime Prevention Through Environmental Design strategies.
- *Crisis Communication: A Guide for Chief Executive Law Enforcement Officers.* This guide contains strategies that will put chiefs in a position to better meet public expectations concerning law enforcement's response to terrorist acts, and will be aimed at chiefs/sheriffs who have never faced a threat or incident of a severe magnitude.
- *Building an Incident Command Center: The Value of Cross-Agency Comparisons.* This publication addresses issues involving the establishment of an incident command center, specifically where the coordination center should be located and what equipment goes into it, and how it will be used.
- *Operational Assistance and Cooperation for Public Health and Mass Casualty Emergencies: A Primer for Police Executives.* This publication differentiates public health and law enforcement responsibilities in an emergency, and outlines policies and procedures for mutual assistance during a public health emergency.
- *An Introduction to Incident Management in the Era of Terrorism.* This publication provides an introduction to the development of an Incident Command System (ICS), and provides direction on integrating several different agencies into one ICS plan.

The second publication series will be an *Executive Bulletin* that will focus mainly on the issue of prevention of terrorist acts, and will capture policy and legal developments on terrorism and intelligence and investigative management information. The *Bulletin* also features ODP Consortium member training programs and specific courses and individual publications that are prevention-oriented.

***Biohazard Public Safety-Public Health Collaborations
(Formerly "Police-Medical Collaborations")***

The initial focus of the *Police-Medical Collaborations* project was to identify components of effective collaborations between police and emergency medical personnel to help prevent intentional injuries in populations such as infants, small children, and domestic partners. Research has shown that intentional injuries often are misclassified as accidental which result in emergency room admissions. Increasingly, these injuries are powerful indicators of future violence leading to more serious injury and death. In December 2000, PERF held a *National Summit on Police-Medical* collaborations where experts in identifying intentional, but often "hidden" injuries, met to develop protocols for initiating and sustaining police and medical collaborations to identify victims.

After September 11, 2001—and especially the anthrax fatalities that followed—PERF received permission to refocus this medical collaboration project. While continuing to encourage formal relationships between police and emergency clinical and allied personnel, the project shifted to an enhanced focus on relationships between police and the public health sector (e.g., local boards of health, CDC). This reorientation is in line with the more recent focus of law enforcement and public health on general wellness through prevention and consequence management—especially where bioterrorism and other lethal biohazards may be involved.

PERF has developed a series of guides, resource compendia, and other state-of-the-art materials aimed at law enforcement executives and top managers. The paper, *Quarantine: The Extent of Police Powers*, is one example of a project paper designed to

help chiefs prepare policies and directives that will lead to the success of this public health intervention.

These publications focus on topical issues, such as the need by public safety first responders for technical information on specific lethal pathogens first responders may encounter, as well as individual guides on how to develop and sustain partnerships with public health officials. Severe natural epidemics like SARS are also covered because of the potential strain on police resources and the possibility of large-scale evasions of legally instituted quarantines. Bioterrorism events will test policies and strategies even further.

9/11 Case Studies

PERF was funded by the National Institute of Justice (NIJ) to conduct case studies of the critical incident responses of the New York City Police Department and the Arlington County Police Department to the 9/11 terrorist attacks. Together with the COSMOS Corporation (a premiere case study firm), project staff have created a framework for the analysis of critical incident management systems, and are conducting descriptive case studies of how the two police agencies prepared for and responded to their respective critical incidents as well as how they have since changed their critical incident plans and implemented the organizational lessons learned from those incidents. The final product will be a policy-oriented monograph that presents lessons learned since the attack and can be used by other law enforcement agencies in developing their critical incident response plans.

Port Security

PERF has recently received funding from NIJ to produce substantive information to help aid the nation's ports to prevent terrorist attacks, particularly as it pertains to law enforcement/private security partnerships. Together with the COSMOS Corporation, PERF will conduct a national survey of every deep-water port in the country to gather information about the level of protective services available within them. From the

information gathered, PERF and COSMOS will then conduct case studies in 12 ports that have engaged in successful public-private and intergovernmental partnerships. These findings will produce information that will help maximize national port security.

Managing Multi-jurisdictional Cases:

Lessons Learned from the Sniper Investigation

Finally, PERF's research unit received funding from the Bureau of Justice Assistance to write a monograph identifying the challenges of managing complex, multi-agency investigations and the lessons learned from the Sniper Investigation. Over 125 persons from local, state and federal law enforcement in seven jurisdictions were interviewed for this project. The intent was to identify the task force responses and the investigation's successes that have the most application and benefit for the departments in the study and for other law enforcement agencies. The monograph is in the final review stage and some chapters include High-Profile Investigations, Leadership, Information Management and Media Relations.

CAPABILITIES: THE MANAGEMENT SERVICES DIVISION

The Management Services Division at PERF provides a wide range of technical assistance and support to police agencies. For instance, this unit conducts resource allocation studies, workload assessments, management studies, performance audits and organizational reviews. It also assists with human resource management, personnel processes, strategic planning and organizational development services. PERF's Management Services Division has completed over 100 management studies and technical assistance projects for cities and counties of all sizes since its inception. The following projects highlight the division's work in major cities.

Chicago Police Department: Process Mapping of Investigations

Together with representatives from the police department, PERF staff mapped out the entire process of the investigative components of calls for service, from calls receipt to

arrest. The lessons learned from this study were described in the monograph *Process Mapping* and have been widely disseminated.

Washington, DC: Strategic Planning Assistance

The Metropolitan Police Department contracted with PERF to provide technical assistance in topics such as: strategic planning, in-service training and executive development.

Metro-Nashville Police Department, Tennessee

PERF staff responded to a request from the chief's office to identify the appropriate number of investigative staff for the department. PERF conducted surveys, interviews, a time allocation study and provided recommendations for appropriate levels of staffing within unique investigative units.

San José, California

Management Services staff conducted a comprehensive management study of all units and divisions of the department to identify unit-specific performance benchmarks. The benchmarks were used to measure current unit capacities and make recommendations for organizational and staff changes.

Kingston Jamaica

The PERF staff is involved in the development, design, and construction of a community facility within Grants Pen in Kingston, Jamaica. The facility includes a health center. PERF has worked with the Ministry of Health, the Ministry of Security, and other government and private entities to ensure the delivery of quality health and medical care.

Staff facilitate the development and delivery of public information dissemination and outreach in the evolution of major changes in law enforcement practices. The staff conducts consensus building forums, develops detailed reports and action plans, and

communicates these results to residents in inner-city Kingston via a wide array of sources including newspapers, talk radio, the hand delivery of written information and hosting community events.

PERF is also involved in the reallocation of police resources to better address the delivery of police services. PERF is assisting with the development of policies to better direct police operations, developing systems to better analyze workloads, staffing levels and deployment.

The following is a description of those projects that illustrate the skills and experience of PERF Management Services staff to provide substantial expertise to the development of an Emergency Operations Plan and to work in a collaborative environment regarding critical incident planning and response.

Chicago, Illinois: Citizen and Law Enforcement Analysis and Reporting

PERF assisted the Chicago Police Department in their development of the "Citizen and Law Enforcement Analysis and Reporting (CLEAR) Personnel Performance System (PPS)." PERF staff contacted over 100 police agencies and identified the most effective automated system for monitoring police officer performance. PERF provided an expanded spreadsheet identifying all of the potential performance characteristics that could be monitored in an intervention system.

Milwaukee, WI

In support of the City of Milwaukee's Police and Fire Department, PERF conducted an in-depth assessment of current practices related to emergency communication, dispatch and records management systems as well as live scan fingerprinting and digital arrest photography systems. PERF staff assembled a team that combined in-depth knowledge of police practices and police technology as well as the capacity to oversee the planning, acquisition and implementation of integrated law-enforcement information technologies for the Milwaukee Police and Fire Departments. PERF assisted in the

development of a multi-component request for proposals and evaluated technical responses for Computer Aided Dispatch, Records Management, Geographic Positioning systems.

Kansas City, KS

During 2001, the Police Executive Research Forum reviewed sworn staffing for the Kansas City Police Department. The focus was on those units that consume the most personnel in the department. Reviews of the Patrol and Investigations Bureaus were followed by assessment of Special Operations Division as well as the Violent Crimes Division, Property Crimes Division, Narcotics & Vice Division, and the Youth Service Unit. Recommendations for change included adding staff to address immediate needs as well as providing a template for future evaluations as a component of organizational strategic planning.

"Sniper" Case Study

In response to the request of the federal Department of Justice, PERF staff undertook an in-depth review of the multi-agency communication, managerial decision making and investigative effort required to identify and arrest the Washington DC sniper suspects. Management Services staff conducted hundreds of interviews with federal, state and municipal law enforcement and other associated personnel within the two states and District of Columbia which had sniper-involved crimes. The resulting report provides significant insight and lessons learned for emergency response chief executives.

Maryland Transportation Authority

The Maryland Transportation Authority (MdTA) Police evolved from a protective service agency into a mid-to-large sized full-service police department. Its responsibility for policing at Maryland's port, airport, tunnels, and bridges, puts it into contact with many citizens. The department is responsible for a wide range of facilities and modes of enforcement — Baltimore-Washington International Airport, Maryland bridges and

tunnels, and the port of Baltimore. PERF staff assessed the department's current staffing level, as well as calculated the staffing impact of heightened threat levels.

West Suburban Cook Co, IL

As a joint contractor, PERF conducted a multi-agency analysis for the feasibility of consolidating 12 Public Safety Answering Points (PSAP) in West Central Cook County into one joint center in order to reduce expenses and/or improve the level of service provided to the residents of the municipalities. The study included staffing, personnel and operational issues as well as the technical aspects of consolidation. PERF staff interviewed over 100 emergency services (police, fire, EMS), community members and political representatives in order to determine the best solution and future recommendations. Recommendations within the report responded to current communications environment, alternative PSAP configurations, site requirements, and future assessments.

Appleton, WI

As a member of the Appleton WI Police Department, a PERF staff member was responsible for creating an Emergency Operations Center (EOC), developing long range planning for response to critical incidents and hazardous materials spills, conducting table top and field exercises to test emergency agency (i.e., police, fire, health, medical, coroner, etc) response to critical events, developing unique capabilities for training (i.e. single supervisor, work teams, agency teams, multi-agency teams, multi-jurisdictional teams) in response to emergency incidents.

As an executive level manager, the staff member was involved in actual responses to hazardous waste spills, train derailments, neighborhood evacuations, and EOC engagement. The staff person was also a member of the regional planning council and participated in statewide planning conferences. As a CALEA accredited agency, the Appleton Police Department was required to have clearly defined plans that met national standards for emergency response.

Bell Co., TX

PERF staff conducted an assessment of a multi-agency, regional 9-1-1 communication center. The process included evaluations of dispatcher capacity and competency, supervisor effectiveness, facility utilization, and managerial oversight.

Recommendations for change included supervisory job descriptions, critical incident response preparedness, governing board responsibilities and strategic planning for future growth.

Kent Co, MI

PERF conducted an assessment of the Kent County, Michigan Sheriff's Department emergency response resources. The report assessed the agency's existing workload in comparison to current staff levels to establish a recommended baseline for minimum staffing. The staffing recommendations included identifying the agency's level of service delivery in order to maintain an adequate service level for the public over the next five years.

PERF Experience with Functional Annexes of the Chicago Plan

As indicated above, PERF staff from both the Research and Management Services Units bring a variety of unique skills and a wealth of pertinent knowledge to the proposed project. Staff from both units have experience in developing critical incident response plans and updating these plans as innovative strategies become public. Staff are familiar with and well versed in the DHS's *National Incident Management System* (NIMS) document and are incorporating the standards into forthcoming reports as applicable. Additionally, PERF staff have experience in many existing and proposed functional annexes of the existing plan. Table 1 outlines the existing annexes within the existing Chicago EOP and proposed annexes for the new plan, and cites locations where PERF staff have worked with local government entities and others to address related issues through research or demonstration projects, or by providing training, technical assistance or other expertise.

**Table 1. PERF Experience with Existing and Proposed Annexes
and Location of Experience²**

| EXISTING ANNEX | LOCATION |
|---|--|
| Communications | McHenry Co., IL; West Chicago, IL; Bell Co., TX; West Suburban Cook Co, IL; Milwaukee, WI; Kent Co, MI |
| Disaster Intelligence and Damage Assistance | New York City; Arlington, VA; Calgary |
| Evacuation | New York City; Arlington, VA; Appleton, WI |
| Mass Care | New York City; Arlington, VA; Scottsdale, AZ; Lakeland, FL; Appleton, WI; Charlotte-Mecklenberg, NC |
| Mortuary Services | Appleton, WI |
| Health and Medical | Executive Sessions; Charlotte, NC; Memphis, TN |
| Public Information | New York City; Arlington, VA; Jamaica |
| Resource Management | National Resource Management Working Group – DHS/FEMA; Sunnyvale, CA; Kansas City, MDTA |
| Warning and Public Information | New York City; Arlington, VA; Exec. Sessions |
| PROPOSED ANNEX | LOCATION |
| Critical Incident Review | Sniper project; New York City, NY; Arlington, VA; Scottsdale, AZ; Louisville, KY; PG Co., MD; Austin, TX; Jamaica; Executive Session ("Preparing to Partner for and Respond to Critical Incidents" in Chicago) |
| Fire and Rescue | Chicago, IL; ODP; Scottsdale, AZ; West Suburban Cook Co, IL; Dane County, WI; Allouez, WI; Westchester Co., NY |

² Note: Complete descriptions of these projects are found in the previous *Corporate Capabilities* section.

| PROPOSED ANNEX | LOCATION |
|-----------------------------|---|
| Law Enforcement | Management Services staff have completed over 100 agency assessments in the last 20 years. CLEAR (Chicago IL) |
| Infrastructure | Appleton, WI, Calgary |
| Animal Care and Welfare | Appleton, WI, West Palm Beach FL |
| Hazardous Materials | Scottsdale, AZ; Lakeland, FL; Appleton, WI, Dane County, WI, Calgary, Executive Session "Preparing for and Responding to Bioterrorism," held in Los Angeles . |
| Weapons of Mass Destruction | Charlotte-Mecklenberg, NC, Memphis-Shelby County, TN (forthcoming), "Preparing for and Responding to Bioterrorism," held in Los Angeles |

Network of Subject Matter Experts

In the process of conducting project research and in seeking out best and innovative police practices over the past 25 years, PERF has assembled an extensive roster of local and international subject matter experts—from academia, law enforcement, and other related fields. PERF staff have worked with national and international agencies of all sizes and can tailor their work to fit the demographics of any site. Additionally, PERF has the ability to bring law enforcement together with representatives from the public health field, the Federal Emergency Management Agency (FEMA), fire and emergency services, the mental health field and the community. PERF's ability to assemble these types of experts to address policing issues is demonstrated by the participants in the Executive Sessions, the assembly of the 2000 Police-Medical Summit in Arlington, VA, and by the Police Executive Guide Series on Domestic Preparedness. As indicated in the section, describing the proposed project, PERF will use relevant national experts in the context of a project advisory board.

Recent and Existing Collaborations with the City of Chicago

PERF staff enjoy a close and longstanding working relationship with representatives from the Chicago Police Department, members of the faith community and citizen leaders. More recently, projects have brought PERF staff together with local FEMA and other emergency management representatives, firefighters, and members of the public health community. PERF and Chicago representatives have collaborated on several projects in the recent past. For example, most recently and of most relevance to this project, Chicago leaders and PERF staff co-hosted two of six Department of Justice (DOJ) funded *Executive Sessions* on homeland security and emergency preparedness issues.

In collaboration with Ron Huberman, OEMC Executive Director, Jonathan Schachter, OEMC Managing Deputy Director for Emergency Management, Barbara MacDonald, a Senior Advisor to the OEMC, and other OEMC staff, PERF hosted the NIJ-funded *Executive Session* in June 2004 called, "*Preparing to Partner for and Respond to Critical Incidents.*" Participating in this session were teams comprised of between two and four individuals from first-responding agencies (e.g., police, fire, emergency medical services, health) from Chicago, London, Seattle, Los Angeles, Washington, DC, Dallas, and the Israel National Police. Other attendees included representatives from federal government agencies including FBI's Critical Incident Response Group, Secret Service, Department of Homeland Security (DHS), and Office of Domestic Preparedness (ODP). Representatives from various disciplines (e.g., law enforcement [including private security], fire, public health, emergency medical services) discussed the roles and responsibilities of each, the capabilities and resources they could bring to a critical incident response, management of command during the incident and immediately following, and coordination with emergency operations centers. This session was held in Chicago and staff from the OEMC offered all attendees a tour of the facility. A white paper that will summarize what was shared in the session and provide recommendations regarding critical incident response to federal, state and local

agencies is in progress. This paper will be published on the PERF web site and be produced in soft bound form.

In June 2003, as part of an effort to engage law enforcement chief executives, other policing professionals and government policy makers in an exploration, debate and information exchange on providing community policing services and terrorism prevention in a security-conscious world, PERF and Chicago representatives also co-hosted the *Executive Session, "Working with Diverse Communities."* This session (also held in Chicago) brought together ethnically diverse community leaders and advocates, police chiefs, sheriffs, and federal law enforcement officials. Conducted as a forum open to the many voices, opinions and views offered by the participants, the session provided insight on such issues as interviewing and interrogation, bias crimes, racial profiling and immigration enforcement. Participants discussed problems, debated solutions, agreed, and agreed to disagree, but perhaps most importantly, they identified the concerns most significant to their respective agency or neighborhood.

Overall, 33 attendees from Chicago were present at the two executive sessions (some participated in both). Attendees included former and current police executives, OEMC representatives, fire department representatives, Metropolitan Pier and Exposition Authority representatives, and a diverse group of community leaders. A list of attendees from both *Executive Sessions* held in Chicago can be found in Appendix C.

PERF has also worked recently with personnel from the Chicago Police Department and community leaders to make Chicago a national model for Value-Based Initiatives (VBI) which are sponsored and funded by the Office of Community Oriented Policing Services (COPS Office). In 2000, the first daylong forum, *Strengthening Relations Between Police and Minority Communities*, took place and was attended by community leaders and personnel from the Chicago Police Department. Former Superintendent Terry Hillard followed the forum with a weekend retreat for 92 of his top managers to discuss plans for addressing the needs of the city's minority communities. With funding from the

COPS Office and facilitation from PERF's Executive Director, four additional forums were held with the original group and one forum was held in each of Chicago's five police areas. Then-Deputy Superintendent McDonald and Assistant Deputy Superintendent Karen Rowan closely reviewed transcripts to synthesize key issues and helped create programs and other interventions to deal with them.

As previously mentioned, this proposed project has a very short time frame for achieving the goals set forth by OEMC, especially as related to achieving the input and approval from diverse emergency responder groups within the city. PERF's existing relationships with municipal agencies in Chicago and previous work on issues related to emergency operations with city officials and community members will enable PERF staff to immediately begin working on identifying issues, making new contacts, and developing necessary EOP materials. This will be of immense benefit given the urgent nature of the project and timeframe in which to complete it. No other agency is in such an advantageous position to assist.

THE PROPOSED PROJECT

PERF proposes the following to help the OEMC update their Emergency Operations Plan and receive accreditation from the Illinois Emergency Management Agency by the anticipated March 31, 2005 deadline. In developing the plan, PERF and OEMC will:

- Incorporate specific Illinois accreditation standards;
- Include "promising practices" from similar agencies of similar sizes throughout the United States;
- Identify and incorporate specific NIMS principles;
- Identify areas where future work would be beneficial; and
- Collaborate with all relevant city departments in the development of all sections.

Work Plan

Project staff will review and revise/supplement as appropriate the eleven existing functional annexes, five proposed functional annexes and two hazard-specific appendices. For each, staff work will be divided into four phases:

- Review;
- Revise;
- Clarify; and
- Deliver.

As indicated, the work associated with these phases will be completed in continuous collaboration with the OEMC and all other relevant agencies in Chicago to ensure their sense of ownership of the plan. PERF's key role will be in organizing and implementing the revision process and ensuring that expertise beyond Chicago is incorporated into the final product. With regard to the latter, PERF will identify state-of-the-art plans from around the country and from around the world so that the best aspects of each can be incorporated into the Chicago plan and, additionally, we will utilize the services of a project advisory board comprised of national experts on key topics. A list of potential advisory board members can be found in Appendix D.

Phase 1: Review

This phase is comprised of five steps. First, staff will conduct a thorough review of the existing Chicago annex/appendix. Gaps in information will be noted, and those agencies that are affected by the content of the annex/appendix will be identified. Second, staff will gather current emergency operations plans from other public safety agencies with the goal of creating a library of plans. The project advisory board—comprised of national experts—will assist project staff in identifying jurisdictions with solid plans. Third, staff will review these plans and related information to identify the most “promising” practices from similar agencies. Fourth, staff will create a list of local agency representatives, stakeholders and other (Chicago-based) subject-matter experts who staff will interview and collaborate with to gain input on the critical issues related to the pertinent annex/appendix.

Phase 2: Revise

The second phase of the process also contains four steps. First, staff will develop an updated draft of the functional annex or appendix based on the information gathered during the Review phase. Second, staff will identify and create a list of items the OEMC needs to accomplish in order to satisfy state-specific accreditation standards (e.g., getting signatures, generating a list of assumptions, line of succession, listing legal authorities). For the third step of this phase PERF staff will identify and incorporate specific NIMS standards. Finally, in step four, staff will disseminate the newly revised document to the appropriate reviewers for their input.

Phase 3: Clarify

Project staff will incorporate the reviewers' comments (see step four of Phase 2) into the draft and facilitate a meeting with appropriate Chicago representatives to ensure consensus on the proposed changes. While the primary work of project staff will be to develop and finalize the necessary annexes/appendices, we recognize that each annex/appendix should be verified for utility through topic-specific exercises. After the City's representatives' feedback is incorporated into a draft document, project staff will design and conduct an exercise (e.g., table top and practical) that tests the practical application of the suggested policies. Changes based on observations of the exercise and participant feedback will then be incorporated into the document and the document will be sent to the expert advisory panel members for their review and comment. While they conduct their review, PERF staff will forward the draft document to the appropriate Chicago legal staff for a policy and liability review.

Phase 4: Deliver

The final stage of each document's review calls for project staff to create a "to do" list for both OEMC and affected agencies that might include recommendations for training, public education and so forth. PERF will also provide an opportunity for feedback to the relevant Chicago-based stakeholders on the document. The feedback process could

occur either as a physical presentation or as written materials, depending on the needs and availability of the stakeholders.

Once OEMC staff conduct the final review for unit-specific accuracy, PERF staff will edit and format the document. The final document will be returned to OEMC for publication and distribution.

A detailed task list, budget and proposed project timeline can be found in Appendix B of this document. The task list outlines the tasks required to complete Phases One through Four for each annex/appendix. Due to time constraints, much of the work on the eighteen documents will be completed simultaneously. OEMC will assume the responsibility of printing the final version of the plan and applying for re-accreditation.

CONCLUSION

As demonstrated by PERF's previous and on-going projects, we educate and lead the nation's public safety and those who work with them in developing practical and effective solutions to a variety of issues related to emergency operations planning. The proposed project would enable PERF to take our practical knowledge and expertise and, in collaboration with OEMC, develop a EOP for the City of Chicago that would be a model for cities throughout the country and possibly worldwide.

CPAC PROJECT CHECKLIST

ARCHITECTURAL/ENGINEERING SUPPLEMENTAL CHECKLIST

Required Attachments: Scope of Services, including location, description of project, services required, deliverables, and other information as required

Risk Management

Will services be performed within 50 feet of CTA train or other railroad property? Yes No

Will services be performed on or near a waterway? Yes No

Pre-Qualification Category No. _____ Category Description: _____

For Pre-Qualification Program, attach list of suggested firms to be solicited

Other Agency Concurrence Required: None State Federal Other (fill in) _____

AVIATION CONSTRUCTION SUPPLEMENTAL CHECKLIST

DOA sign-off for final design documents: Yes No

Required Attachments:

Copy of Draft Contract Documents and Detailed Specifications.

Risk Management:

Current Insurance Requirements prepared/approved by Risk Management: Yes No

Will work be performed within 50 feet of CTA or ATS structure or property? Yes No

Will work be performed airside? Yes No

CAPITAL EQUIPMENT (VEHICLES) SUPPLEMENTAL CHECKLIST

Required Attachments:

Detailed Specifications including detailed description of the vehicle(s) or equipment, mounted equipment, if any, and options/accessories.

Special Provisions (Delivery, Warranty, Manuals, Training, Additional Unit Purchase Options, Bid Submittal Information, etc.)

Delivery Location(s)

Technical Literature

Drawings, if any

Part Number List (Manufacturer; or Dealer; or Other Source: _____)

Copy of current Price List(s)/Catalog(s)

Form F-10 or other authorization document

Any other exhibits and attachments

COMMODITIES SUPPLEMENTAL CHECKLIST

Required attachments:

Copies of price lists, catalogs, drawings, variations of part numbers

Any other exhibits or attachments

CONSTRUCTION SUPPLEMENTAL CHECKLIST (LARGE & SMALL)

Required attachments: Copy of Draft (80% Completion)

Copy of Draft (80% Completion) Contract Documents and Detailed Specifications

Risk Management

Will services be performed within 50 feet of CTA train or other railroad property? Yes No

Will services be performed on or near a waterway? Yes No

CPAC PROJECT CHECKLIST

DELEGATE AGENCY SUPPLEMENTAL CHECKLIST

Required attachments:

Attach Scope of Services that includes the following information 1) Program background & objectives; 2) Type of services for which proposals are sought; 3) Location and time line for delivery of services; 4) Qualifications, skills, and/or experience necessary; 5) Special licenses or certifications required; 6) Evaluation process (if known).

Other Attachments (please submit all that apply)

1. Copy of grant application and/or grant agreement
2. Evidence of award authority (DAAC agenda with agency name highlighted; City Council ordinance with agency name highlighted; or OBM letter)
3. Modification information (Copy of Form F-8A; screen print of EPS AWDS table)

Does program require Executive Order 91-1 clearance? Yes No
Is boilerplate from Law available or in production? Yes No
Would your department benefit from technical assistance? Yes No

HARDWARE/SOFTWARE SUPPLEMENTAL CHECKLIST

ITSC (approved by BIS)

OBM (approved by Budget form/memo)

Attach any documentation indicating any previous purchase activity to assist in the procurement process

Grant document attached

PROFESSIONAL SERVICES SUPPLEMENTAL CHECKLIST

Detailed scope of services as described on page 1.

The Schedule of Compensation

Deliverables

Request for individual contract services (if applicable)

The appropriate EPS form

*** If this is a Telecommunications/Utilities project, please also address the following:**

Has the project been reviewed by DGS? Yes No

Attach copy of DGS Recommendation; Reservation(s); or participate under current contract.

Does the project include software? Yes No

If yes, is signed ITSC form attached? Yes No

Does the location involve:

A public way? Yes No

Any concession in the City's facilities? Yes No

Is it anticipated City Council approval of the project or contract will be required? Yes No

CPAC PROJECT CHECKLIST

SMALL ORDERS SUPPLEMENTAL CHECKLIST

Yes No

- 1. Special Approval Form/Justification Letter.
e.g. (Emergency Contract, Telecommunication Back-up documents, Proposals , EPS Form F-10, etc..).
- 2. Suggested Vendor.
- 3. Commodity Code, Manufacturer, Catalog Information, Model No., Quantity, Unit Cost/Measure, Color etc.,
- 4. Detailed Specification or Scope of Work.

ATTACHMENT REQUIRED FOR EACH SMALL ORDERS PROCUREMENT TYPE

(Check Appropriate Group)

1. ONE SHOT (PN)

- YES () NO () Detailed Specifications
- YES () NO () Suggested Vendor
- YES () NO () Support Documentation

3. EMERGENCY CONTRACT

- YES () NO () Justification Letter
- YES () NO () Vendor Proposal
- YES () NO () Pre-assigned Requisition (RX)

4. TELEPHONE/FAX BIDS

- YES () NO () Justification Letter

2. SOLE SOURCE REQUIREMENTS

- YES () NO () Vendor Proposal
- YES () NO () Disclosure Affidavit
- YES () NO () Letter of Exclusive or Unique Capability
- YES () NO () Support Documentation from Vendor/Manufacturer.
- YES () NO () Signature(s) of Originator or Departmental Head/Designee.

WORK SERVICES & FACILITY MAINTENANCE SUPPLEMENTAL CHECKLIST

Required Attachments: Detailed Specifications (Scope of Services) including detailed description of the work, locations (with supporting detail), user department contacts, work hours/days, laborer/supervisor mix, compensation and price escalation considerations, contract term and extension options, contractor qualifications, citation of any applicable City/State/Federal statutes or regulations, citation of any applicable technical standards and price lists, catalogs, technical drawings and other exhibits and attachments as appropriate.

Risk Management

- Will services be performed within 50 feet of CTA train or other railroad property? Yes No
- Will services be performed on or near a waterway? Yes No
- Will services require the handling of hazardous/biowaste material? Yes No
- Will services require the blocking of streets or sidewalks in any way?
Which may affect public safety? Yes No