

COMPASS: Research Partner for Milwaukee COMPASS, Request for Proposals

Letter from the Director

Dear Colleague:

I am pleased to announce that Milwaukee, Wisconsin has been selected as the second COMPASS (Community Mapping, Planning, and Analysis for Safety Strategies) site by the National Institute of Justice, in partnership with the Bureau of Justice Statistics, Office of Community Oriented Policing Services, Office of Juvenile Justice and Delinquency Prevention, Bureau of Justice Assistance, and Executive Office for Weed and Seed. COMPASS is a data-driven approach for enhancing community safety through collaborative, pro-active problem-solving. Milwaukee was selected because of its impressive history of collaborative problem-solving, as well as strong expertise in using GIS and other analysis tools to inform policy and practice.

A key component of COMPASS is a research partner (or consortium of partners). This research partner will be an active participant in Milwaukee's COMPASS project. The expected roles of the research partner include: 1) participating in the strategic development of the data infrastructure; 2) conducting surveys to supplement the COMPASS data infrastructure; 3) providing analytical and research support to the COMPASS project; and 4) documenting and evaluating Milwaukee's COMPASS project. We are looking for a research partner who understands the complexities of working with government officials and criminal justice practitioners in a collaborative, problem-solving relationship to achieve increased public safety.

The purpose of this letter is to invite you to apply for a cooperative agreement with the National Institute of Justice to serve as the Milwaukee research partner for COMPASS. We have committed \$275,000 for a two-year effort scheduled to begin in late April, 2001. Proposals must be postmarked by March 23, 2001 to be considered. A more detailed briefing paper describing COMPASS is attached. Also described therein is the projected role of the research partner, requisite qualifications of research partner, and details on how to apply. If you have any questions or would like to discuss this further, please contact Erin Dalton (202-514-5752; email daltona@ojp.usdoj.gov). For questions regarding COMPASS Milwaukee please contact Jim Pingle (414-286-3467; email jpinge@ci.mil.wi.us).

We look forward to hearing from you.

Sincerely,

Julie E. Samuels
Acting Director

COMPASS: Research Partner for Milwaukee COMPASS, Request for Proposals

In recent years, we have observed a shift in local juvenile and criminal justice policy development toward a more collaborative, strategic approach that relies on analyzing the nature of public safety problems to develop strategic interventions to reduce them. This approach is supported by timely, accurate, multi-disciplinary, automated data with a geographic reference. Jurisdictions that have developed such data systems, analytic capacity, and collaborative partnerships have experienced great success in reducing crime and addressing public safety problems.

In the interest of promoting this approach for the development of juvenile and criminal justice policy and practice, the National Institute of Justice (NIJ), in partnership with the Bureau of Justice Statistics, Office of Community Oriented Policing Services, Office of Juvenile Justice and Delinquency Prevention, Bureau of Justice Assistance, and Executive Office for Weed and Seed, has launched a new initiative called COMPASS. COMPASS has four components: (1) a collaboration among a broad array of local agencies and community interests; (2) a comprehensive data infrastructure that will house a broad set of data collected from a variety of sources (crime incident, public safety, demographic, social, health, education, and environmental data); (3) strategic analysis of data both spatially and temporally through the use of a user-friendly information system; and (4) a research partner (or consortium of partners) to assist in the analysis of data, to support the development of interventions, and to provide on-going feedback on the outcomes and impacts of interventions.

COMPASS has the following planning elements:

Form collaborative strategic policy group	Develop data infrastructure	Conduct analyses & identify problems	Develop strategies & implement initiatives	Evaluate impact of interventions
	Conduct needs assessment & develop analytic systems			

Building a Collaborative Effort

The mission of the Milwaukee COMPASS project is to help make public safety problem-solving more strategic, collaborative and data-driven. To accomplish the mission, COMPASS will provide the Milwaukee community with:

- (1) an integrated set of neighborhood indicators;
- (2) GIS (Geographic Information Systems) and other analytical tools that can be used to understand and develop interventions to address complex public safety problems; and
- (3) a local research partner to help agencies become more data-driven in their collaborative problem-solving.

The Milwaukee COMPASS initiative will be managed by the Office of the Mayor. Key leadership will be provided by a Policy Director in the Mayor's Office, and three technical positions in the City of Milwaukee's Information Technology Management Division (ITMD). The Policy Director will manage the conceptual development of the COMPASS project and be responsible for negotiating data-sharing agreements with key agencies. The Policy Director also will lead the effort to help public agencies, community groups (including the faith community) become more strategic, collaborative, and data driven in their problem solving efforts. The Technical Staff will compile the multi-agency database, and support the GIS and other analytical tools to maximize the value of the data.

An Interagency Leadership Committee will be assembled to support the COMPASS project. This committee will include the Mayor, Chief of Police, Prosecuting Attorney, U.S. Attorney, Administrative Judge of the Criminal Court, representatives of Juvenile and Adult Corrections, Pretrial Services Agency, Probation, Parole, Defense Bar, Social Service Agencies, School Officials, local research partner, and NIJ staff. This group will help guide the COMPASS project on the interorganizational sharing of data, the use of the COMPASS data system to address public safety problems, and on working collaboratively to address common public safety problems.

Development of a Data Infrastructure

The core of the COMPASS initiative is the creation of a data infrastructure that contains information from a variety of sources. These data will include extant social indicator data (e.g., statistics or data on employment; housing; land use; schools; hospital admissions; indicators of community assests) and a host of crime/safety information (e.g., statistics or data on crime incidents; arrests; court and corrections events; victimization surveys;) and other public safety indicators. As part of this effort,COMPASS sites will also work toward compliance with the Federal Bureau of Investigation's National Incident-Based Reporting System (NIBRS). NIBRS is a redesign of the earlier summary-based Uniform Crime Reporting system and seeks to capture more comprehensive and detailed statistics on each reported crime, information critical to the COMPASS problem-solving effort. Additional information will be developed through special surveys administered at the local level. The local COMPASS team will determine the structural form of the COMPASS database.

Strategic Analysis of Data

The analytic strength of COMPASS lies in the wealth of data collected and the ability to analyze relationships among key indicators. One analytic tool with which this is accomplished is GIS which can be used to analyze and visualize the incidence of crime and other factors spatially. GIS can also be used to develop and test models of hypothesized relationships among factors. For example, are assaults concentrated around bars at night or around schools at the time of students' dismissal? Are drug dealers selling in front of a poorly lighted public housing project? Examination of these types of relationships will permit development of data-driven problem-solving strategies that can

be implemented in a targeted fashion. GIS can also be used to assess the impact of interventions over time, and to investigate unanticipated outcomes (e.g., identifying crime displacement).

Research and Evaluation Support

As indicated above, the research partner (or consortium of partners) and hereafter referred to as the research partner) is a key participant in the COMPASS initiative. As such, we envision several different roles for the researcher partner including:

- (1) providing input to the strategic development of the data infrastructure;
- (2) conducting surveys to supplement COMPASS data;
- (3) providing analytical and research support to the COMPASS project; and
- (4) documenting and evaluating Milwaukee's COMPASS project.

Our expectation of the research partner in each role is described below:

Role 1) Provide input to the strategic development of local data infrastructure.

The City of Milwaukee's Information Technology Division will be responsible for the technical development of the data infrastructure including:

- (1) assessing data/information needs;
- (2) creating a database design;
- (3) acquiring and implementing an appropriate hardware/software system solution for access and analysis of COMPASS data; and,
- (4) ensuring the security of the COMPASS data system.

The role of the research partner is to provide input to ensure that data sources fulfill the ultimate purpose of COMPASS (using diverse data to identify and understand complex public safety problems and to develop collaborative interventions that address these problems). Therefore, it will be critical for the research partner to ensure that the data structure support cross-disciplinary analyses including exploratory problem identification, quantification of perceived problems, justification of interventions, and monitoring and evaluation of intervention outcomes.

Further, the research partner will be responsible for working with ITMD to ensure that the structural form of the COMPASS database can accommodate complex methodological problems such as: combining data sources, creating common units of analysis, defining temporal ordering, and developing comparison groups.

Finally, the research partner will work with the COMPASS staff to recommend data infrastructure access and privacy strategies acceptable to agencies contributing data to the project. COMPASS staff expect to draw on the researchers' experience with confidentiality and privacy issues.

Role 2) Conduct surveys to supplement the COMPASS data infrastructure.

While most of the data used to develop the COMPASS data infrastructure will come from participating agencies and existing databases, we do anticipate that the research partner will be asked to identify and develop new data for the system. These data may include public opinion surveys on various topics. The exact data that would be collected in surveys and other instruments are yet to be determined. However, responses to this solicitation should provide an indication of the research partner's capacity to conduct surveys and other data-gathering instruments that the respondents feel would be valuable, given their understanding of the goals of the COMPASS Project.

Role 3) Provide analytic support to users of the COMPASS system.

The COMPASS research partner is expected to work with COMPASS staff and the COMPASS Leadership Team to implement an iterative, data-driven problem-solving model by:

- Using the COMPASS data infrastructure to identify trends and problem(s) that need to be addressed;
- Quantifying important known or perceived problems;
- Developing a more detailed understanding of the targeted crime problem(s);
- Identifying trends, patterns, and opportunities for intervention;
- Assisting the team design interventions;
- Evaluating the intervention;
- Continuously providing feedback to the team so they can adjust the interventions based on findings; and,
- Continuing to use COMPASS to analyze changes in key indicators.

The research partner should assist the policymaking group identify trends and problems that need to be addressed. Such assistance should include but is not limited to:

- Documentation of practitioners' and policymakers' perceptions about the community's most serious or persistent crime problems;
- Reviews of crime incidents and cases;
- Examination of local crime statistics relative to state, national, and same-size city averages of the same crime;
- Examination of changes in the target problem over time within the city;
- Spatial analysis of socioeconomic, health, and physical characteristics that may be associated with the problem;
- Conducting focus groups with community members;
- Conducting interviews with offenders; and
- Conducting formal public opinion surveys.

It should be noted that while there may be a science to analyzing the data, there is certainly no scientific way to determine what is the most "important" crime problem to a community. The policymaking group will have to make decisions to focus on what is

most critical to them based on severity (e.g. homicide), persistence (e.g. domestic violence, disorder, assault), context (e.g. problem neighborhood) etc.

Once the group agrees to focus on a specific crime problem that has been newly identified or had its importance quantified by the data analysis, and prior to the development of an intervention, the research partner should assist the group in developing a common goal with measurable objectives. The group's objectives may be quantified in any number of ways - for example, "achieve a 25% reduction in gun assaults over the next year" or "reduce level of fear of being shot." The research partner should play a significant role in identifying crime problems and determining measurable goals and objectives.

Once the problem and collective goal is determined, the research partner will be responsible for conducting a more in-depth analysis of the problem. The purpose of the detailed analysis should be to understand the nature and characteristics of the crime and to identify opportunities around which criminal justice agencies and other organizations can develop crime reduction strategies. In particular, the research partner can provide descriptive data on the crime, offenders, and victims as well as patterns and trends that emerge from the analysis, narrowing the focus to provide maximum impact on targeted crime. Crime incident factors such as time, location, drug involvement, offender/victim relationships, and criminal justice responses should be examined, in addition to demographics and criminal histories of the offender and victim, and important knowledge from front-line staff.

After this analysis is completed, the research partner and the policymaking group together will evaluate patterns and trends in the data to identify and explore opportunities for intervention. For example: Are homicides committed by people who are already under probation supervision and breaking curfew to commit the crime? Are drug dealers selling near schools or in front of a public housing property? Where are service providers located vis à vis where offenders are returning from prison? Trends which point to positive answers to these questions suggest potential problem-solving strategies that the group can implement.

The policymaking group will then attempt to design an intervention strategy that accommodates a variety of inputs including: opportunities identified by the data; capacities of the various organizations at the table; pertinent crime control theories; and successful strategies and innovative new ideas used elsewhere. This part of the process is a dynamic one-part art, part science-which may involve constant "back-and-forth" between the group and the research partner. As questions are answered through the analyses, critical new questions and insights will arise that provoke further investigation. The goal of this stage is to devise interventions that disrupt identified patterns in the targeted crime problem in the short-run, and address underlying root causes of the crime problem in the long-run. The research partner is critical to this process.

Having collected information about responses to similar problems in other communities and soliciting additional ideas from each of the participating members, the working group

should reach a consensus as to the best strategic intervention to employ. Once intervention strategies are developed, the research partner can develop logic models which describe how the selected interventions will impact targeted crime problems. The research partner can use these models to develop, with the input of the working group, output, outcome, and impact measures for the interventions and strategies selected. Having collaboratively agreed upon an identified problem and an appropriate response, it is important that the cooperative effort continue. Implementation will require the establishment of regular, staff-level working groups, which include the research partner.

Critical to the credibility of this process is the need to evaluate the chosen intervention to see if it is making a difference. This is the role of the research partner. The standards used to measure these responses can be both qualitative and quantitative. For example, it may be a specific objective to increase the number of guns seized, decrease domestic assaults or to shut down drug markets. On the other hand, more general measurements of "perceived safety" or quality of life expressed by increased attendance at theaters or sporting events can also be included. Intermediate outcomes that are necessary but not sufficient to effect crime reduction can also be measured. It may be important to know whether the offender population is aware of the interventions you are implementing. What impact have these interventions had on offender behavior? It will also be important to know whether targeted crime has been displaced and whether there are other variables that may be responsible for the reduction of targeted crime. Are there other concurrent programs that affect the same population, crime problem, or neighborhood? What is the role of the economy or other macro indicators? Research partners should attempt to address the issue of displacement as well as potential rival hypotheses that may impact COMPASS selected outcomes.

To be effective, there should be an ability to adjust both the intervention and the overall strategy based on the evaluation of changes in the data resulting from the strategic response. For example, if the strategy to suppress drug dealing in a particular area is resulting in displacement to another geographic area, the group will want to be able to identify this unintended consequence through their ongoing information analysis and revise the intervention accordingly.

The process of collaborative data evaluation, goal-setting, implementation, and reevaluation should be a continuous one until the intervention is institutionalized or no longer necessary. The research partner should be comfortable relaying assessment information to the COMPASS team on a continuous basis and should continue to assist the COMPASS team partners to refine interventions until intended results are achieved. It is also important that the research partner consider possible additional measures of success. These measures could include a host of other factors such as community satisfaction with the system, assessment of satisfaction levels of participating personnel, etc.

Once the goals for addressing the problem have been reached, the same collaborative process of identifying a problem, a response and an appropriate measurement of success

should be repeated. Applicants to the solicitation should demonstrate their experience with this type of problem solving model.

Role 4) Documenting the process.

The final role of the research partner is to document the on-going implementation of COMPASS in Milwaukee. This should include such items as:

- (1) information on the nature of COMPASS team working relationships;
- (2) variables that contribute to and/or detract from sound cooperative and successful relationships;
- (3) factors associated with ensuring adequate and appropriate data availability, access, and analysis;
- (4) types of strategies that are effective in addressing crime problems;
- (5) the influence of external factors on the activity of the team; and,
- (6) factors that influence the team's ability to implement designated strategies. The research partner should include in their proposal a plan for documenting this process.

Final Products Expected

Research partners are expected to work with local collaborative teams, providing data, analysis, research products, technical assistance, advice, etc., as necessary throughout the entire COMPASS project. Researchers are also expected to provide to NIJ a final report describing how the COMPASS model was implemented locally, including information on:

- (1) the nature of COMPASS team working relationships;
- (2) variables which contribute to and/or detract from sound cooperative and successful relationships;
- (3) factors which ensure adequate and appropriate data availability, access, and analysis;
- (4) how the target problem was selected;
- (5) what the data revealed when the problem was more precisely defined;
- (6) what was considered when designing interventions;
- (7) the extent to which research and information were used to design intervention strategies;
- (8) the logic and theory behind these strategies;
- (9) how the strategies were implemented;
- (10) the impact and effectiveness of these strategies on selected measures; and,
- (11) how strategies were adjusted based on formal and informal impact data.

Qualifications of Research Team/Consortium:

A qualified research partner will have the following qualifications and/or skills:

- 1) a Ph.D. in criminal justice, sociology, public policy, or a related discipline or equivalent in work experience;
- 2) evidence of understanding, ability, or experience in the areas of: data

infrastructure development and analysis (especially GIS experience); local survey development and administration; development of collaborative, problem-solving approaches; action research models; and program evaluation and assessment; and 3) demonstrated understanding/experience working with jurisdictions (including city officials, criminal justice practitioners, and community members) in a collaborative, problem-solving relationship.

Considering the variety of skills needed, researchers are encouraged to partner with others as necessary to fulfill requirements of the COMPASS model.

Submission Information:

Applications should include the following standard forms available through: (1) the NIJ Web site: <http://www.ojp.usdoj.gov/nij/funding.htm>; or (2) the National Criminal Justice Reference Service at 800-851-3420.

- Standard Form (SF) 424--application for Federal assistance;
- Geographic Areas Affected Worksheet;
- Assurances;
- Budget Detail Worksheet;
- Certifications Regarding Lobbying, Debarment, Suspension, and Other Responsibility Matters; and Drug-Free Workplace Requirements (one form);
- Disclosure of Lobbying Activities;
- Negotiated indirect rate agreement (if appropriate);
- Privacy certificate;
- Form 310 (Protection of Human Subjects Assurance Identification/Certification/Declaration);
- Environmental Assessment (if required);
- Resumes of key personnel; and,
- List of previous NIJ awards and their status.

Your application should also include:

- Budget Narrative;
- Time and Task plan;
- Program Abstract;
- Program Narrative;
- Names and affiliations of all key persons from applicant and subcontractor(s), advisors, consultants, and advisory board members.

The "Program Narrative" section of your proposal should be no more than twenty-five double-spaced pages, and should include a statement demonstrating an understanding of the COMPASS model and the role of the research partner in its development, a description of how you would apply the COMPASS model to fit in Milwaukee, a statement describing past experience with similar initiatives, a general time and task plan for implementing the four core research roles described above, and a statement of organizational qualifications. **Proposals should be**

postmarked by March 23, 2001.

Send 10 copies of the proposal to:

COMPASS Initiative
c/o Erin Dalton
National Institute of Justice
810 7th St. NW
Washington, DC, 20531 (Fed Ex zip is 20001)

Send 10 copies of the proposal to:

COMPASS Initiative
c/o Jim Pingle
200 E. Wells St., Room 200
Milwaukee, WI 53202

If you have issues for which you would like clarification as you are writing your proposal, you may contact Erin Dalton (202-514-5752; email daltona@ojp.usdoj.gov). If you have questions about the Milwaukee COMPASS project please contact Jim Pingle at (414-286-3467; email jpingle@ci.mil.wi.us).

Selection Criteria:

- Responsiveness of proposal to COMPASS model.
- Quality (e.g., comprehensiveness and clarity) of proposal.
- History of successful coordinated efforts with local practitioners and policy makers.
- Qualifications of key staff.
- Demonstrated ability to manage proposed initiative.
- Soundness of plans for implementation.

Review Process:

- Review by at least three readers from DOJ's COMPASS partner agencies.
- Review by at least three readers from Milwaukee's COMPASS team.
- Joint interviews with the Milwaukee COMPASS team staff for candidates who, through the review process, are deemed highly competitive (likely to be scheduled the week of April 9th, 2001).
- Make funding decisions by the end of April.

Note: This document is not intended to create, does not create, and may not be relied upon to create any rights, substantive or procedural, enforceable at law by any party in any matter civil or criminal. Opinions or points of view expressed in this document do not necessarily reflect the official position of the U.S. Department of Justice.