

# CHICAGO POLICE DEPARTMENT

## *Next Steps for Reform*

14 MARCH 2017



## EXECUTIVE SUMMARY

This Framework sets forth an ambitious agenda for 2017 on a wide range of reforms including community policing, training, use of force, manpower and supervision, and the related issues of transparency and accountability.

Many of the challenges addressed by this framework are years – sometimes decades – in the making and therefore cannot be fixed overnight, or even in a single year. CPD is committed to a multi-year transformation effort focused on providing officers with best in class training as well as the tools necessary to effectuate strategic 21<sup>st</sup> century policing. CPD is also committed to ensuring that the multi-year transformation effort values community participation, transparency, accountability and the highest degree of professional conduct. To advance this effort, CPD will engage in a multi-year planning process in 2017 that will build a roadmap to address many of the findings of both the Department of Justice as well as Mayor Emanuel’s Police Accountability Task Force (PATF). The main elements of the Framework for Reform for 2017 include:

**Better Community Policing.** CPD will work with the newly formed Community Policing Advisory Panel (CPAP) and with Chicago’s communities to reinvigorate community policing in Chicago. This reflects CPD’s recognition that building relationships of trust with the community serves as the cornerstone of effective 21st century policing. CPD is fully committed to restoring community policing as the center of CPD’s policing efforts. Once CPD receives recommendations from CPAP, it will promptly review them and develop a strategy for implementation.

**Better Training.** Training lies at the core of effective and constitutional policing. CPD officers are demanding better training and we hear them loud and clear. We recognize that we must do a better job of providing the tools, tactics, techniques, and knowledge to our officers and supervisors. Training must be moved front and center in the Department, and the Framework includes many components that will accomplish that task.

- CPD recently formed a Training Oversight Committee (TOC), chaired by the First Deputy Superintendent, that is now responsible for overseeing all aspects of training, from recruit training through in-service training.
- CPD will be making major changes and improvements in its Academy recruit training program, its Field Training Officer program (the stage of training that immediately follows recruit training), and in the training provided to personnel who are becoming supervisors (sergeants, lieutenants, captains, and commanders). The curricula for these training programs will be comprehensively reviewed and overhauled. FTO training and supervisory training will emphasize critical skills needed to supervise recruits in the field, including leadership, supervision, ethics, and diversity, among others.
- CPD will expand and improve its in-service training, including greater emphasis on scenario-based training, and developing a broader set of training courses that meet the needs of officers and their supervisors. For example, CPD is developing a new in-service training course on its revised use of force policies (see below), which will be provided to officers in the near future.

- CPD will begin decentralizing certain aspects of training through a cadre of training lieutenants and training sergeants who will be specially selected and trained for those roles.

**Improved Manpower and Supervision.** CPD will also be taking a number of steps to ensure it is deploying its manpower efficiently and effectively, such as the following:

- CPD has engaged outside consultants to conduct a CPD deployment analysis designed to determine whether CPD officers are being properly deployed across and within districts. The results of that analysis are expected in 2017 and will drive potential changes in deployment and staffing.
- In 2017, CPD will continue to add a significant number of additional supervisors. The goal is to reduce the number of officers that sergeants will supervise, and thereby improve the quality of officer supervision.

**Revised Guidance on Use of Force.** CPD has recognized the need to revise and upgrade its use of force policies. A new set of draft policies was posted for public review and comment in October 2016, and elicited hundreds of comments from inside CPD and from the public. CPD has carefully reviewed and analyzed those comments, and has made further revisions in response to the comments. A second draft was posted for public comment in early March 2017. CPD will finalize and issue its new use of force policies following the conclusion of the public comment period and the review of those comments. These new policies emphasize:

- The sanctity of life
- Objectively reasonable and proportional use of force
- De-escalation and force mitigation
- Limitations on the use of deadly force

In addition to setting forth the framework for using force, the revised policies address the appropriate use of OC spray, canines, and Tasers.

CPD will be developing new systems for force reporting and review of officer uses of force, and will create a force review unit, which will review uses of force, identify patterns and trends, and recommend modifications in training and tactics that relate specifically to the use of force.

**Transparency and Accountability.** To provide important information to the public, CPD will be issuing a year-end Annual Report for 2016. The Report will provide crime and other data for all districts. In addition:

- CPD will continue community outreach efforts and will seek community input in the future on key CPD policy changes, as it did on the use of force policies.
- CPD will roll out body worn cameras to the remaining CPD districts where officers do not yet have them.
- CPD will continue its work with the University of Chicago Crime Lab on officer wellness issues to develop a system that provides additional support to officers.

- To improve the process for reporting officer misconduct, CPD will publicly post information regarding the complaint process.
- CPD will internally disseminate information regarding the implementation of a hotline for CPD members to anonymously report officer misconduct.
- CPD will work to improve the quality and timeliness of investigations by the Bureau of Internal Affairs (“BIA”).

This Framework is not intended to be a detailed project plan. A detailed project plan is in development within CPD and will be used to drive toward accomplishing the broad objectives identified by this Framework in 2017.

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While reform is critical, so is the articulation of a compelling crime fighting strategy. In 2017, CPD has made significant changes to address violence in high crime areas. These changes include combining the use of predictive data analytics with human knowledge about high crime areas to make predictions about where shootings were likely to occur. This analysis serves as the basis for patrol missions and deployments in an attempt to prevent shootings from occurring in the first place. This new crime fighting approach was launched in early 2017 in the Englewood (007) and Harrison (011) police districts, the two districts responsible for over a third of 2016’s violence. This approach is already showing encouraging early results. In February 2017, the 7th District saw a nearly 60% reduction in shooting incidents compared to February 2016. Also in February 2017, the 11th District saw a nearly 40% reduction in shooting incidents compared to February 2016. This strategy will be expanded to all of our high crime districts in 2017. In addition to this new crime fighting approach, CPD will be adding 970 new sworn positions over the next two years. These new officers and supervisors will also play a significant role in CPD’s efforts to reduce crime in 2017 and beyond.

This Framework recognizes that the crime fight is not just about deploying new capabilities or additional resources, but also about strengthening the relationship between CPD and the community. Reform is a critical part of the crime fight and will ultimately lead to more effective policing. CPD looks forward to working with its personnel, the Chicago community, and other stakeholders to achieve these important and attainable goals.

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## INTRODUCTION

The City of Chicago Police Department (CPD) has adopted and is implementing the following Training and Reform Framework for 2017 (the Framework) to ensure sustainable, constitutional, and effective policing in the City of Chicago. This Framework provides clear guidance to City leaders, CPD personnel, and the community concerning CPD's reform goals and priorities for the coming year.

An important focus of the Framework for 2017 is community policing – namely, re-engaging and collaborating with communities to fight crime. A second major focus of the Framework for 2017 is to make sure CPD officers have the tools, training, resources, and guidance needed to fulfill their sworn mission. A third focus is to continue CPD's efforts to address issues concerning officer use of force, including revised use of force policies and improved training. A final focus is to make important improvements in the system for holding CPD officers accountable for misconduct in a fair and consistent manner. The Framework builds on the progress CPD has achieved to date on these issues, including matters identified by the Police Accountability Task Force (PATF) and the Department of Justice, and provides a roadmap for the advances and improvements CPD will implement as a part of its efforts to achieve these goals in 2017, and beyond.

The men and women of CPD are our most valuable asset. They perform a difficult and dangerous job on a daily basis, a job that often requires them to make split-second, life-and-death decisions based on limited information, and to make enormous sacrifices to serve the citizens of our community. Constitutional policing, effective crime-fighting strategies, and community engagement go hand-in-hand, and reform is critical to combat crime, rebuild trust with members of the community, and ensure accountability.

### **I. CPD WILL WORK TO REINVIGORATE COMMUNITY POLICING TO REBUILD COMMUNITY TRUST AND SOLVE CRIME.**

One of CPD's top priorities for 2017 is reinvigorating community policing, and specifically ensuring that the philosophy of community policing is the foundation for CPD's crime fighting efforts and remains closely tied to many of the department's most significant reforms of policies, training, supervision, and accountability. For the community policing strategy to succeed, it has to be informed and co-owned by community partners and officers alike. To that end, in January 2017, CPD convened the Community Policing Advisory Panel (CPAP), a strategic planning group led by Bureau of Patrol Chief Fred Waller. The CPAP consists of experts in the field, members of the CPD Command Staff and Chicago community leaders, and has been charged with preparing a comprehensive report proposing ways the Department can engage and collaborate with communities to fight crime and restore trust.

CPAP will develop a series of written recommendations outlining strategies for enhancing community policing, and issue a report, by the end of the first quarter of 2017. The recommendations will be based on the premise that community policing is the Department's core philosophy and not just a program. The following major components will be addressed in CPAP's recommendations:

1. Strategies for breaking down barriers between youth and the police, with input from Chicago youth;
2. A role for all city departments so the community policing plan can leverage all resources available to communities;
3. Recommendations to align CPD resources with the new strategy in order to enhance the prospects for success; and
4. A method to evaluate the plan and its impact on crime and on public perception of and trust in police.

CPD will work to implement CPAP's recommendations.

## **II. CPD WILL WORK TO IMPROVE THE QUANTITY AND QUALITY OF TRAINING THROUGHOUT THE DEPARTMENT.**

Training is paramount to ensure that officers are provided with the tools and guidance necessary to perform their jobs, stay safe, protect the civil rights and liberties of members of the community, and ensure that needed reforms are implemented and sustained.

In 2016, CPD started the process of assessing and improving the training offered to new recruits as well as experienced officers. Following an intensive review of its training function, CPD is now in the process of implementing a set of comprehensive reforms that affect all aspects of training. Beginning in the second half of 2016:

- CPD established a Training Oversight Committee (TOC) comprised of key CPD command staff members and other CPD personnel involved in the training function. The Committee is responsible for establishing, implementing and overseeing all aspects of training, including recruit training, the Field Training Officer (FTO) program, supervisory training, and in-service training. Among other things, it will be responsible for preparing short-term and long-term strategic plans for training, conducting periodic needs assessments, soliciting and obtaining feedback on the quality of training from CPD officers and external stakeholders who have important perspectives on CPD training.
- CPD also embarked on an aggressive recruitment drive to increase the number of FTO positions by 92. The new FTOs will provide essential guidance and feedback to probationary police officers as they transition out of the Training Academy and into service in the districts.
- CPD developed a 16-hour, in-service course focused on force mitigation principles, skills and tactics that was rolled out in September 2016. With funding assistance from the Department of Justice, CPD's Training Academy developed the course with input from the Los Angeles Police Department and a large group of nationally recognized experts. Incorporating national best practices, the training further equips officers to de-escalate conflicts safely, recognize the signs of mental illness, trauma and crisis situations, and, as a last resort, respond quickly and appropriately when

force is necessary. The course consists primarily of facilitated discussion, skill drills, and live, scenario-based training – a shift in how CPD conducts continuing education for officers. Since September of 2016, approximately 1,000 CPD officers have completed the 16-hour training.

CPD commits to improving its training in 2017. As a result of information and feedback provided by CPD officers who have consistently expressed the need for more and better training, CPD is working to improve training for both new recruits and veteran officers. CPD is incorporating officers' concerns into a training program that will address all aspects of their duties. CPD will continue to implement a broad set of reforms, including a top to bottom review of the recruit curriculum taught at CPD's Academy, enhancement of the FTO program, and additional in-service training courses. The revised training program will include, but will not be limited to, the following:

- A. CPD Will Reform the Structure of its Training Program to Directly Address Officers' Training Needs.
  - 1. Aspects of the training function will be decentralized in order to assist with the implementation of a robust program of in-service training. In late March 2017, CPD will begin planning for the provision of in-service training using a "train the trainers" model. Under this model, the Training Academy will train district lieutenants and sergeants, who will then provide decentralized training to officers.
  - 2. As a result of officer feedback, CPD has identified particular areas in which additional training is desired and needed. The TOC will work in 2017 to ensure that the in-service curriculum addresses those needs. Training topics identified as top priorities include: (1) use of force and force mitigation training, including in-service training to address the revised use of force policies; (2) legislative and case law developments that affect policing; (3) firearms and crisis intervention training; (4) interacting with people exhibiting mental instability; (5) law enforcement medical and rescue training (LEMART); and (6) tactics training.
- B. CPD's Leadership at the Training Academy Will Work to Improve the Quality of Instruction.
  - 1. For the first time in several years, CPD has filled the executive officer position within the Education and Training Division with a commander, rather than a captain, reflecting the elevation of the training function within the Department. Under the overall supervision of the TOC, leadership of the Education and Training Division will oversee training reforms and improve the quality of instruction at the Academy at every level of training from recruit to in-service training. This will include CPD's efforts to hire and train 970 new officers, and fill existing vacancies, over the next two years.

2. CPD's Training Division will obtain feedback on a regular basis from a wide range of sources – including field supervisors, legal advisors, and external agencies – on observed weaknesses, deficiencies, and potential areas of improvement in officer conduct that can be addressed through the development of new or revised training.
  3. A newly formed Recruit Curriculum Working Group, acting under the oversight of the TOC, will complete a comprehensive review and revision of the recruit training curriculum to ensure that its substance and presentation are consistent with the goals of recruit training and implement new state-mandated requirements. CPD will roll out and implement the recommendations of the Working Group during 2017.
  4. CPD's Training Division will improve instructor recruitment and instructor evaluation as follows:
    - a. CPD's Training Division will broaden its search for qualified instructors, both inside and outside CPD. The recruitment and selection process will place a premium not only on interest in the training function and teaching experience, but also on communication and presentation skills.
    - b. CPD's Training Division will install a rigorous instructor evaluation system. Instructors will be evaluated based on communication and presentation skills, in addition to their mastery of the material.
    - c. CPD's Training Division will identify instructors who have demonstrated extraordinary skill in training and knowledge in their fields of instruction, and who have received consistently outstanding performance reviews. CPD's Training Division will develop effective strategies to retain those instructors at the Academy.
- C. CPD Is Re-Examining and Reforming Its Recruit and In-Service Training Curriculum to Ensure Consistency with CPD Policies.
1. CPD's Training Division will hire more staff for the Academy's Instructional Design and Quality Control (IDQC) section to provide additional support for curriculum design and review.
  2. CPD's Training Division will increase the use of instructional methods that incorporate adult learning principles, including the use of more scenario-based training, in all of its training.
  3. CPD's Training Division and the Bureau of Patrol will work together to develop a plan to ensure that recruit and veteran officers receive sufficient

training and direction in sound tactics to avoid unnecessarily increasing the risk of deadly encounters.

4. The TOC will ensure that all curricula and lesson plans used throughout CPD – including in specialized units – will be provided to IDQC on a regular and continuing basis to ensure consistency with other CPD training materials, incorporate best practices, and promote continued improvement.
5. The TOC will ensure that the Training Division modifies the recruit curriculum to specifically address the Employee Assistance Program (EAP) during recruit training, emphasizing the stressful nature of being a police officer and providing information regarding available resources and their benefit to officers and the Department.

D. CPD Will Continue and Expand Live Scenario-Based Training on the Use of Force to Provide Officers with Additional Skills and Tools.

1. In 2016, CPD selected and trained 16 instructors to teach the 16-hour in-service course focused on force mitigation principles, skills, and tactics, and the special challenges presented by individuals with mental health illness (*see* page 2). These instructors, and additional instructors who have been trained since then, have been teaching the 16-hour in-service course on one shift since September 2016. In 2017, CPD will identify and train additional instructors to teach the 16-hour course on a second shift, which will double CPD’s training capacity for this in-service course. This training will continue to provide officers, supervisors and exempt staff with necessary tools to de-escalate conflicts safely, recognize signs of mental illness, trauma and crisis situations, and respond quickly and appropriately when force is necessary.
2. CPD’s Training Division will also develop an intensive training program on the Department’s updated use of force policies (*see* Section III below), including scenario-based training. CPD will roll out use of force training to as many officers as practicable in 2017.

E. CPD Will Improve its Field Training Officer (FTO) Program to Reinforce Policies and Practices Learned at the Training Academy.

1. CPD will continue its FTO recruitment campaign to ensure that CPD has the highest quality FTOs and all recruits have appropriate guidance and training when they leave the Academy.
2. As with the recruit curriculum, CPD has created a FTO Working Group whose goal is to reengineer the FTO curriculum to focus on topics most relevant to FTOs, including leadership, mentoring, performance evaluation, ethics, and diversity. CPD plans to roll out the recommendations of the Working Group during 2017.

3. CPD will also focus on providing refresher training to FTOs who were trained in FTO classes before 2017.
4. CPD will upgrade the system for evaluating FTOs and the probationary police officers (PPOs) through improved documentation and enhanced monitoring and assessment of both FTO and PPO performance.
5. CPD will upgrade the supervisory structure for the FTO program, which will include designating supervisors in each district who are responsible for the operation of the FTO program in that district, and coordinating more closely with the Academy on the overall operation of the FTO program.
6. CPD will develop a plan to enhance the supervision of PPOs following the completion of their FTO tours.
7. CPD will modify the chain of command for FTOs, so that FTOs report both to the Bureau of Patrol (as to their policing functions) as well as to the Training Division (with respect to their supervisory and training functions). This will allow FTOs to evaluate PPOs and provide the Training Division with feedback regarding additional training needs before PPOs complete their probationary period.

F. CPD Will Expand and Improve In-Service Training to Provide Ongoing Instruction on the Most Relevant Policing Topics.

1. The Training Oversight Committee (TOC) will be responsible for establishing, revising, and overseeing the in-service training curriculum.
2. CPD will create a consistent process for creating, vetting, and reviewing in-service training courses to ensure their relevance and quality.
3. In-service training will address topics identified by officers as necessary or helpful to their job performance and satisfaction, including:
  - a. De-escalation,
  - b. Mental health,
  - c. Use of force,
  - d. Search and seizure,
  - e. Procedural Justice (Bias-Free Policing, with modules PJ1, PJ2, and PJ3),
  - f. Active shooter,
  - g. LEMART,
  - h. Law Enforcement Protective Measures,

- i. Crisis Intervention Training (CIT), and
      - j. Weapons certification.
    4. The lesson plans and classroom presentation for in-service training courses will, as a general matter, be reviewed and evaluated by a combination of Academy personnel, other CPD personnel, and a panel of outside experts.
- G. CPD Will Continue and Expand Procedural Justice Training to Address Implicit Bias and Facilitate Safe and Lawful Policing.
  1. CPD will continue to implement and provide PJ1 and PJ2 (Procedural Justice training) to all officers, supervisors, and command staff.
  2. With the assistance of subject matter experts, CPD will work to develop a curriculum (PJ3) in 2017 to further address conscious and unconscious bias. CPD anticipates pilot testing the PJ3 curriculum with outside experts and providing PJ3 training to officers in 2018.
  3. Procedural Justice training is and will continue to be focused on:
    - a. Methods and strategies for more effective policing that rely upon nondiscriminatory factors, including problem-oriented policing strategies;
    - b. Identifying key decision points where prohibited discrimination can occur at both the incident and strategic-planning levels;
    - c. Constitutional and other legal requirements related to equal protection and unlawful discrimination;
    - d. The protection of civil rights as a central part of the police mission and as essential to effective policing;
    - e. The existence and impact of stereotyping and implicit or subconscious bias on officer decision-making and public interactions; and
    - f. Cultural competency, cultural awareness, and sensitivity, including the impact of historical trauma on current police-community interactions.
- H. CPD Will Provide Refresher Investigatory Stop Report (ISR) Training.
  1. In 2016, CPD implemented measures to comply with a new Illinois state law regulating the documentation of investigatory stops and protective pat downs. CPD also began implementing a settlement agreement with the

ACLU in which CPD agreed to track investigatory stops and protective pat downs, by focusing on four areas:

- a. CPD revised its written policy regarding investigatory stops and protective pat downs (Special Order S04-13-09) to clarify constitutional limitations, improve recordkeeping, and more specifically delineate supervisory and internal auditing responsibilities. To implement the revised policy, CPD created the Investigatory Stop Report (ISR) form and, in response to officer feedback regarding the form, shortened and simplified it by combining three narratives into one.
  - b. CPD updated and expanded its training on investigatory stops and protective pat downs and provided the new training, which totals eight hours, to nearly all of its sworn officers. CPD also provided tailored training to its executive officers regarding their duty under Special Order S04-13-09 to conduct monthly internal audits and to report their findings to their commanding officers.
  - c. CPD implemented internal review mechanisms to assess whether its practices regarding investigatory stops and protective pat downs comply with applicable law. Supervising officers are specifically tasked with ensuring that reasonable articulable suspicion for investigatory stops and protective pat downs is set forth on ISRs. Supervisors are reviewed, in turn, by executive officers, who conduct monthly internal audits of ISRs.
  - d. A new unit within CPD, the Integrity Section, reviews ISRs identified as deficient by supervisors and the monthly audits prepared by executive officers, as well as a random sample of all ISRs, to ensure compliance with applicable laws and CPD policy.
2. CPD will carefully consider the recommendations of former Magistrate Judge Arlander Keys, who was selected to oversee the settlement agreement with the ACLU, upon receipt of his first final report.
- I. CPD Will Continue to Provide Crisis Intervention Team (CIT) Training and Expand Resources Dedicated to CIT to Better Serve Individuals with Mental Health Conditions or in Mental Health Crisis.
    1. In 2016, CPD continued to provide 40-hour in service CIT training to CPD officers, increasing the total number of CIT-trained officers to 2,200. CPD also partnered with the Officer of Emergency Management and Communication (OEMC) and the National Alliance on Mental Illness (NAMI) Chicago to provide mental health awareness and de-escalation training for all 911 call takers and dispatchers, as well as many 311 call takers.

2. In 2017, CPD will continue to expand the number of CIT-trained patrol officers and will devote additional staff and resources to the CIT program, including the assignment of a lieutenant and additional officers to the program.

J. CPD Will Begin to Address Deficiencies in its Training Facilities to Align with National Best Practices.

1. In December, 2016, the City committed to building a new training academy. In 2017, CPD will assess its training needs in light of national best practices, and develop and design facilities to meet those needs. The City will also upgrade the facilities of the current Training Academy in the first quarter of 2017, including the firing range.
2. To meet CPD's anticipated training needs for 2017, CPD has identified and will use auxiliary sites for in-service training, including but not limited to scenario-based training.

K. CPD Will Seek Officer Involvement in Training.

CPD will seek and consider input from officers and supervisors when revising or implementing new policies and developing training, including through the use of needs assessments, focus groups, and surveys. For example, in connection with the development of CPD's use of force policies, the draft policies were put out for comment and we received well over 100 comments from CPD personnel. Subsequently, scores of officers and supervisors participated in a series of focus groups designed to elicit further reactions and responses to the draft policies.

**III. CPD WILL WORK TO PROVIDE OFFICERS WITH THE SUPERVISION REQUIRED TO PERFORM THEIR DUTIES EFFECTIVELY.**

- A. To assess CPD's manpower needs and deployment allocation, the City engaged Dr. Alexander Weiss in late 2016 to develop a workload-based police staffing analysis. Dr. Weiss will work with former Boston police superintendent Paul Evans in 2017 to develop and conduct the study. CPD will review their analysis and may re-evaluate total officer needs as well as the deployment of officers and supervisors across and within districts. The immediate goal of this study is to examine where CPD should deploy the several hundred new officers CPD plans to hire over the next two years.

- B. CPD Is Working to Limit the Span of Control, or Number of Officers that Sergeants Will Supervise to Improve Supervision.

In 2017, CPD will be adding 37 sergeants, 50 lieutenants, 200 new detectives and 92 FTOs, in addition to filling existing vacancies. In addition, CPD will convert 44 sworn sergeant positions to positions that will be filled by civilians. CPD's 2017 hiring plan places an emphasis on providing effective supervision for new

officers, and decreasing the span of control – the ratio of patrol officers to sergeants – allowing for more hands-on supervision of officers and daily guidance and feedback.

C. CPD Will Improve Sergeant Training to Strengthen CPD Leadership and Management.

Under the oversight of the TOC, CPD will review its pre-service promotional curriculum for sergeants, with a focus on the main challenges of supervising and managing police personnel, and with an increased focus on leadership, management, supervision, human relations, ethics, diversity, community policing, performance evaluations and conducting and supervising complaint register (CR) investigations.

D. CPD Will Ensure that the Watch Operations Lieutenants (WOL) Provide Appropriate Supervisory Oversight Throughout the Department.

With increased staffing levels, CPD is committed to ensuring that appropriate supervisory staff are deployed to the Bureau of Patrol, to ensure that oversight, supervision and leadership are present on a consistent basis, both inside CPD stations and in the field. To that end, CPD will ensure that a Watch Operations Lieutenant is empowered in each police district to rigorously monitor district activities and to assist commanders in providing a customized approach to the needs of the individual districts.

E. CPD Will Increase Transparency in CPD's Merit Promotions Process to Develop Qualified and Valued Leaders.

1. CPD will increase internal transparency of the process for merit promotions, providing clear communication regarding who can recommend an individual for promotion, who can be recommended, and what criteria, process, and decision makers are using to determine who receives merit promotions.
2. CPD will revise the training materials for those CPD members making merit promotion nominations to emphasize that their recommendations must be based on personal knowledge and/or discussions with the nominee's supervisors.
3. CPD will develop and document a Standard Operating Procedure for the merit selection process to ensure CPD-HR is accountable for guaranteeing that all aspects of the CPD Hiring Plan are met.
4. CPD will ensure that all command staff involved in the merit promotion process are fully aware of their obligations under the Hiring Plan by requiring re-training on a periodic basis.

5. CPD has restored and will continue the practice of publishing a list of officers promoted through the merit process and the individuals who nominated them.

#### **IV. CPD WILL CONTINUE TO ADDRESS USE OF FORCE POLICIES AND PROVIDE OFFICERS WITH THE SKILLS AND TOOLS NECESSARY TO ADDRESS CONFLICT SITUATIONS.**

The sanctity of all human life – both the men and women of CPD and the communities they serve – is CPD’s highest priority. Recognizing the critical importance of that principle to constitutional and effective policing and public safety, CPD strives to ensure its policies relating to uses of force are up to date and incorporate constitutional standards and best practices.

In 2016, CPD completed a comprehensive review and revision of its use of force policies in an effort to incorporate best practices, provide clear direction for officers, and prioritize the sanctity of human life. In the second-half of 2016, CPD released draft use of force policies for public comment to gather and consider community and CPD officer input, and worked with the community and other constituencies to strengthen its use of force policies.

In 2017, CPD continues its work on issues relating to officer use of force. CPD will finalize its revised use of force policies, develop and provide necessary training on those policies, and will put in place the tools for robust data collection and analysis to allow CPD to identify areas of strength and weakness after the implementation of those policies. Among other things, the data collection and analysis will help CPD focus on areas and issues that need to be further addressed.

##### **A. CPD Has Revised and Will Continue Revising and Updating Use of Force Policies to Provide Clearer Guidance for Conflict Situations.**

1. CPD will put its revised use of force policies into effect. Core principles of these policies include:
  - a. Emphasis on the Sanctity of Life – In all aspects of the use of force, CPD members are to act with the foremost regard for human life and safety of all persons involved.
  - b. Ethical Behavior – Officers are required to engage the public with professionalism and to respect the dignity of every person in carrying out their law enforcement duties. They must ensure that gender, race, ethnicity, or any other protected characteristics do not influence any decision on the use of force, including the amount and type of force used, or whether force is used at all.
  - c. Objectively Reasonable and Proportional Use of Force – While the legal standard remains that an officer’s use of force must be objectively reasonable, necessary, and proportional to the threat faced by the officer, CPD members will be expected to use only the amount of force necessary based on the totality of the

circumstances and only resort to physical force when no reasonably effective alternative appears to exist.

- d. De-escalation – CPD members are to deescalate situations as soon as practicable and resort to force only after all other reasonable alternatives have been exhausted or would clearly be ineffective under the circumstances.
- e. Force Mitigation – CPD members are to use the principles of force mitigation to de-escalate potential use of force incidents wherever and whenever possible, including through the use of time as a tactic, continual communication, tactical positioning, and requesting assistance from other officers, mental health personnel, or specialized units as necessary and appropriate.
- f. Deadly Force – Deadly force is only authorized to prevent an immediate threat of death or great bodily harm posed to officers or another person.

- 2. While these overarching principles lie at the core of CPD's use of force policies, CPD will continue to ensure its policies address the rules governing the use of specific authorized force tools and techniques, including the technologies and weapons available to CPD officers.
- 3. CPD will develop a training module to address proper foot pursuit tactics. The training module will make clear that foot pursuits are dangerous, and that foot pursuits must balance the objective of apprehending the suspect with the risk of potential injury to the officer, the public, and the suspect.
- 4. CPD will review and revise its policies relating to the use of OC spray, canines, and Tasers to ensure consistency with best practices and to ensure that the underlying concepts identified above are incorporated throughout the policies and related training. In addition, CPD's use of force policies will specifically address the use of different types of force against vulnerable populations, such as young children, the elderly, and the disabled.
- 5. CPD will review and revise its policies to prohibit the use of retaliatory force, force used as punishment, and force used in response to the exercise of protected First Amendment activities, which include filming the activities of officers and the exercise of free speech rights.

**B. CPD Will Improve its Policies on Use of Force Reporting, Assessment, Review and Record-Keeping.**

- 1. CPD will revise its Tactical Response Report form (used in use of force reporting) to require officers to complete a narrative that describes with

particularity the force used and the circumstances necessitating the level of force, including the reason for the initial stop or other enforcement action.

2. CPD will develop a system for supervisory review of use of force that requires a supervisor to conduct a complete review of significant uses of force, including gathering and considering evidence necessary to understand the circumstances of the force incident and determine its consistency with law and policy. The gathering of evidence includes taking statements from individuals against whom force is used and from other witnesses.
3. CPD will ensure its policies provide clear guidance on the obligation of officers to report uses of force, assign responsibility for reviewing uses of force, and provide specific guidance on how to conduct such reviews.
  - a. Initial Reporting and Response: CPD will establish requirements that set forth the duty to report the use of specific and defined types of force and a supervisor's duty to respond and direct activities at the scene of certain uses of force. These requirements will include that officers report certain uses of force to direct supervisors immediately or as soon as practical.
  - b. Supervisory Assessment: CPD will establish requirements that set forth who is responsible for the assessment of specific uses of force and how that assessment is to be conducted. Assessments of uses of force will evaluate whether the use of force was justified and consistent with CPD policy, and to identify any concerns regarding training, tactics, equipment, or supervision.
  - c. Departmental Review: CPD will establish requirements that set forth how use of force incidents are reviewed above the level of the first-line supervisor. The goals of such reviews include providing remedial guidance to individual officer(s) and determining whether broader revisions or modifications to guidance or training should be developed.

C. CPD Will Create a Force Review Unit to Analyze Patterns and Trends in CPD's Uses of Force.

1. CPD will create an internal Force Review Unit, which will review uses of force, identify patterns and trends, and recommend modifications in training and tactics.
2. The Force Review Unit will assess incidents involving uses of force and will be authorized to make recommendations to the Superintendent on systemic issues that may affect the use of force. These recommendations may address the need for tactical improvements, new or revised training, new or improved equipment, the structure or function of CPD command

and control, and any other matters that could improve future performance of CPD officers or CPD as a whole.

3. The Superintendent, acting through the TOC, will evaluate the conclusions of the Force Review Unit, along with the results of relevant Civilian Office of Police Accountability (COPA) or other investigations, when evaluating the need for additional training, tactical improvements or additional resources for CPD officers.
  4. Members of the Force Review Unit will receive specialized training, which will include: training on their role and responsibilities, legal and best practices updates in the area of use of force, relevant updates to CPD policies on use of force, and CPD training curricula related to the use of force.
  5. The Force Review Unit will develop procedures to govern its operations.
- D. CPD Will Improve Data Collection and Analysis Regarding its Use of Force to Produce Accurate and Reliable Data.

CPD is committed to improving its capacity to track and analyze uses of force by CPD personnel. By the end of 2017, CPD will assess its existing capabilities. CPD will engage outside consultants, as necessary, to assist in this effort, and establish a working group or task force to make recommendations to inform the plan. In developing that plan and assessing its needs, CPD will ensure that any new systems will have the capacity to reliably and accurately maintain and track data derived from use of force-related documents.

## **V. CPD WILL CONTINUE TO WORK TO IMPROVE ITS POLICE ACCOUNTABILITY SYSTEMS TO IDENTIFY POLICE MISCONDUCT AND HOLD OFFICERS ACCOUNTABLE IN A FAIR AND CONSISTENT MANNER.**

CPD officers are dedicated public servants who strive to do their best in challenging circumstances. However, CPD recognizes that holding officers accountable when wrongdoing occurs is essential to ensuring legitimacy, community confidence, and public trust. CPD is committed to including corrective training, counseling or other remedial measures as intervention options for officers, even in cases where complaints are not filed. Further, the Department acknowledges that officer mental health and support are crucial to CPD and the community.

In 2017, CPD will continue its work on accountability issues, including working in cooperation and collaboration with COPA. CPD will work to establish policies and procedures to further ensure that all allegations of officer misconduct are fully and fairly investigated and that all officers who commit misconduct are held accountable pursuant to a disciplinary system that is fair and consistent. As a part of this Framework, CPD intends to implement the following measures:

A. CPD Will Improve Annual and Periodic Public Reporting to Enhance Transparency.

CPD will ensure that its year-end Annual Report for 2016 is issued and made widely available to the residents of Chicago. The report will include various statistical crime and other data to inform the community regarding CPD activity.

B. CPD Will Roll Out Body-Worn Cameras to the Remaining Districts to Improve Transparency and Accountability.

1. In 2016, CPD equipped all officers in seven districts, covering one-third of the City, with body-worn cameras. By the end of 2017, all patrol officers in all police districts in Chicago will have these cameras -- one full year earlier than originally planned. Officers in the fifteen police districts where body worn cameras will be rolled out in 2017 will be trained on the use of body worn cameras prior to use. The use of body-worn cameras by officers will help to support officers working on the street, improve transparency, and rebuild trust within communities.

2. CPD intends to release its revised policy for body-worn cameras in 2017.

C. CPD Will Work to Develop a System to Improve Communications Regarding Officer Support to Provide Sufficient Resources to Meet Officers' Wellness Needs.

1. CPD's Bureau of Organizational Development will continue the Department's work with the University of Chicago Crime Lab and other experts in the field to identify officer risk factors and a process to identify officers who may need additional training or support.

2. CPD's Bureau of Organizational Development will review support services available to officers, including services for officer-involved domestic violence, services provided after officer-involved shooting incidents, and other support available following events that may cause officer trauma. At the completion of that review, the CPD, with input from officers and experts in the mental health field, will develop a plan for enhancing officer support, including a resource proposal to provide adequate support. The plan will, at a minimum, focus on the following issues:

a. Continued provision of and enhancements to the Employee Assistance Program (EAP);

b. Revisions, as necessary, to the list of mental and physical health service providers available as a part of the EAP; and

c. A coordinated communications strategy regarding EAP that will:

- i. Proactively communicate to officers the services that are available and how using those services can benefit the officer and the Department;
  - ii. Provide information regarding support services available to officers and their families, the benefit of such services, and how to access services;
  - iii. Integrate officer wellness principles into training;
  - iv. Minimize misconceptions regarding the use of EAP, such as the misperception that the use of EAP will adversely affect their careers; and
  - v. Publicize EAP and encourage its use.
  
- D. CPD Will Improve the Process for Reporting and Investigating Misconduct to Ensure that the Process is Consistent, Transparent, Reliable and Accessible to Both Officers and the Community.
  - 1. In 2017, CPD will publicly post information regarding the complaint process – including how to make a complaint regarding officer misconduct, relevant contact information, telephone numbers and email addresses – on CPD’s website. Because COPA has its own strong institutional interest in these issues, CPD will work closely with COPA to facilitate the reporting of officer misconduct.
  - 2. CPD will internally disseminate information regarding the implementation of a hotline for CPD members to anonymously report officer misconduct. The hotline will be housed within the Office of Inspector General to ensure officer anonymity.
  - 3. Through improved communications and training, CPD will reinforce its policies regarding officer-involved shootings to maintain the integrity of the investigative process. The following policy provisions will be re-enforced:
    - a. Involved and witness officers will be precluded from speaking with one another, or with civilian witnesses, on the day of the shooting or about the incident until after they have been interviewed by COPA investigators, except to the extent necessary to ensure public safety.
    - b. Where possible, involved officers, witness officers, and civilian witnesses will be transported to the station separately and their conversations will be monitored to avoid inappropriate discussion about the shooting incident prior to being interviewed.

4. Additionally, CPD will make efforts to improve:
  - a. Its electronic centralized tracking system for all complaints of misconduct, which will capture accurate and reliable information regarding each complaint, from the filing of the allegation to final disposition, including a description of the allegation, the final approved disposition, and any discipline imposed. Specifically, CPD will initiate a competitive procurement process to obtain a new case management system in the first quarter of 2017.
  - b. The capability to specifically track misconduct complaints related to violations of the duty of candor, discriminatory policing, and allegations of excessive force.
- E. The Bureau of Internal Affairs (BIA) Will Improve its Complaint Investigations Policies to Produce More Timely and Thorough Investigations.
  1. BIA will investigate allegations of police misconduct even if the complaint is over five years old, the complainant seeks to withdraw the complaint, or is unavailable. When there is objective verifiable evidence that supports the allegation, BIA will invoke the use of the affidavit override procedure.
  2. BIA will revise its procedures to ensure that evidence such as in-car camera or body camera video material will be preserved immediately. Such preservation should not be deferred until after the complainant is contacted or an affidavit is obtained.
  3. BIA will develop and administer training to BIA investigators on conducting administrative investigations concurrently with any criminal investigation, and best practices in conducting parallel investigations.
  4. CPD will take all necessary steps to complete the administrative investigation as promptly as possible. CPD will include data on the administrative investigations conducted by BIA in its Annual Report, including the number of complaints investigated by BIA and the number of investigations which, due to the nature or complexity of the investigation, required more than 90 days to complete.
  5. CPD has purchased digital audio recorders for use in BIA interviews. CPD has developed an SOP regarding the use of these recorders for BIA interviews. CPD trained BIA investigators on the use of the digital recorders in early 2017. BIA investigators have been using the digital recorders and will continue to use them for all interviews they conduct, except if a complainant or other civilian witness objects to being digitally recorded.
- F. CPD Will Work to Ensure that Discipline is Consistent and Transparent.

1. CPD will continue to develop protocols to ensure that misconduct complaints are adjudicated in a fair, timely and consistent manner. CPD finalized and issued a first-ever Complaint Register (CR) Matrix to provide transparency and consistency to the Department's decision-making regarding officer discipline. The new Guidelines that accompany the Matrix specifically reflect that CPD has zero tolerance not only for false statements made by officers, but also for failure to report misconduct. CPD will begin implementing the CR Matrix for discipline in early 2017.
  2. CPD will examine its disciplinary recommendation and review process and will consider whether to replace the command channel review (CCR) process with an alternative system. The core of this alternative system would be a disciplinary conference, entrusted to a single individual, who would make disciplinary recommendations directly to the Superintendent.
- G. CPD Will Work to Improve the Training, Workload and Personnel Management of BIA.
- In 2017, CPD will focus on several key areas regarding BIA, including:
- a. Enhanced training for BIA personnel, including on updates to its Standard Operating Procedures. For example, in January of 2017, ten BIA Sergeants attended Detective Training, and BIA anticipates sending an additional group of sergeants to the next Detective training course. BIA is evaluating available Detective training and will complete a comprehensive analysis of training needs in April 2017.
  - b. Issues of investigator caseload and timeliness of investigations. BIA has conducted a staffing analysis and seeks to add one additional lieutenant and ten additional sergeants.
- H. CPD Will Continue its Community Engagement to Increase its Data/Information Collection and Public Information Sharing.
1. In 2016, Superintendent Johnson and other members of the command staff frequently engaged in outreach efforts by meeting with community groups and other stakeholders within the City. The Superintendent and the command staff intend to continue those efforts and discussions throughout 2017.
  2. In 2016, CPD released its use of force policies to its members and the public for comment through an online portal. Through this process, CPD obtained valuable feedback, and anticipates that it will continue to utilize this procedure in 2017 in connection with major policy changes.

## **CONCLUSION**

CPD understands that the process of reform is complex and requires continued and sustained effort and strong leadership. Reform does not occur overnight and requires clear goals and objectives. CPD is committed to working collaboratively with members of the Chicago community and with urgency to ensure that it is able to achieve sustainable reform. CPD anticipates that the reform measures outlined in this Training and Reform Framework will enhance public safety and make the work of police officers fairer, safer, and more effective.

