



PROGRESS REPORT:

CITY OF CHICAGO'S POLICE REFORMS



CITY OF CHICAGO • MAYOR RAHM EMANUEL

EXECUTIVE SUMMARY

Ensuring the safety of every person and every community in Chicago is the City's top priority. Keeping our City safe requires trust and a working partnership between the police and the community. While that trust has been severely tested here in Chicago, Mayor Emanuel and Chicago Police Department Superintendent Johnson are committed to restoring that trust and working partnership by implementing thoughtful and meaningful reforms. From new training to body-worn cameras, to strengthening civilian oversight of the Chicago Police Department (CPD), the City is committed to addressing the complex challenges facing our community, our police department – and all police departments nationally.

The City and CPD have been working steadily to put into operation changes in the short, medium, and long term in five important areas:

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- Use of Force & De-Escalation
 - Transparency
 - Accountability & Oversight
 - Mental Health First Response, and
 - Community & Police Relations.
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These focus areas were chosen in response to serious incidents of police misconduct, recommendations by the Police Accountability Task Force, areas of possible improvement identified by CPD members and by the U.S. Department of Justice Civil Rights Division investigation, and most importantly, the voices of Chicago residents.

While these changes are being developed, trained on and implemented, the overwhelming majority of police officers in Chicago continue to do outstanding and important work, protecting the City's residents, under demanding and sometimes dangerous conditions. They put their lives on the line every day to confront offenders armed with illegal guns and emboldened gangs on the streets. At the same time, they are being asked to adapt to new policies, be open to new ideas, and work under intense scrutiny. The men and women at CPD are rising to this enormous challenge and will continue to succeed if they have the support of the entire city.

Changing and rebuilding critical relationships between police and the communities they serve is unquestionably a challenge, but it is essential to reduce the unacceptable level of violence in our city. Under Superintendent Johnson's leadership, the police department is on a path to earn the respect of every community in the city. ■

WHAT FOLLOWS IS A SUMMARY OF THE CITY'S PROGRESS TO DATE.

**★ STRUCTURAL AND LEADERSHIP
CHANGES IN THE POLICE DEPARTMENT**

In June 2016, CPD announced the hire of Anne Kirkpatrick, who is the Chief of the newly created Bureau of Organizational Development. Chief Kirkpatrick oversees the Education and Training, Research and Development, and Internal Audits divisions, as well as the Civil Rights Compliance Division, which is responsible for implementing reforms. In this new role, Chief Kirkpatrick is responsible for the oversight of the “cycle of compliance” on behalf of the Department - from the drafting and implementation of new policies, to the training around them to auditing to ensure the policies are effective and being followed. She has an extensive and accomplished career in law enforcement, having served as the Chief of Police in Spokane, Washington and as Chief Deputy in the King’s County Sheriff’s Department in Washington State; she also has an academic background in law and psychology.

In addition, Superintendent Johnson recently appointed Commander Daniel Godsel to serve as Commander of CPD’s Education and Training Division. In this role, reporting to Deputy Chief Calloway and Chief Kirkpatrick, he will oversee reforms to recruit training, field training and in-service training for the entire department. He will also support the Department’s efforts to hire and train 970 new officers, on top of existing vacancies, over the next two years. Godsel has served CPD for 25 years, primarily in the Bureau of Patrol and Training Division and as Commander of the 9th and 22nd Districts. Godsel holds a Bachelor of Fine Arts Degree from the School of the Art Institute of Chicago and a Master’s Degree in Public Safety Administration from Lewis University.

★ USE OF FORCE & DE-ESCALATION

MODERNIZING USE OF FORCE POLICIES:

In response to several officer-involved shootings, CPD prioritized a comprehensive review of its use of force policies. CPD’s written policies are significant because

they communicate expectations to all department members, drive training curriculum, and become the standard against which officer conduct is measured during investigations of alleged excessive force. Working with national experts, CPD analyzed and updated these policies to provide clearer direction for officers on the appropriate use of force, with an emphasis on the sanctity of all lives.

On October 7th, Superintendent Johnson released a draft of revised use of force policies to the public through an online portal. As part of his commitment to building public trust and transparency, the Department has instituted a public comment period, ending December 5, 2016, to allow all Chicagoans to provide their input on the draft policies. In addition, the Department shared the revised policies with all Department members seeking internal feedback as well. At the end of the comment period, CPD command staff, as well as legal and technical experts, will review the feedback, incorporate suggestions and improvements identified through the comment period, and prepare a final version of the policies. This represents the first time the Department has incorporated a public comment process into the development or revision of a draft policy governing CPD operations. As we look to the future, CPD intends to continue and expand such transparency and community involvement in its operations.

SOME OF THE HIGHLIGHTS OF THE DRAFT USE OF FORCE POLICIES INCLUDE:

- **An Emphasis on the Sanctity of Life** - In all aspects of the use of force, Department members are to act with the foremost regard for human life and safety of all persons involved.

 USE OF FORCE & DE-ESCALATION (continued)

- **Ethical Behavior** – Officers are required to engaged the public with professionalism and respect the dignity of every person in carrying out their law enforcement duties, while ensuring 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.

- **Objective 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, Department members will be expected to use the least 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.

- **Deadly Force** – Deadly force is only authorized to prevent an immediate threat of death or great bodily harm posed to officers or another person.

- **Draw and Display of Weapons** – Additionally, officers are only to draw and display their firearms when they have a reasonable belief that such action is necessary for the officer’s safety or the safety of others.

- **De-escalation** – Department members are to de-escalate 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.

- **Force Mitigation** – Officers are to use the principles of force mitigation to de-escalate potential use of force incidents wherever and whenever possible, including:

- **Continual Communication** – using verbal techniques in an attempt to reduce confrontations.

- **Tactical Positioning** – making use of positioning, time, and distance by isolating and containing the subject to create a “Zone of Safety.”

- **Assistance** – requesting assistance from other officers, mental health personnel, or specialized units, as necessary and appropriate.

LIVE, SCENARIO-BASED TRAINING ON THE USE OF FORCE:

In recognition of the importance of training for successful implementation of revised policies, CPD developed a new 16-hour, in-service course focused on force mitigation principles, skills and tactics. CPD’s Training Academy developed the course with input from a large group of nationally recognized experts including the Los Angeles Police Department, former Chief Cathy Lanier of the Washington DC Metropolitan Police Department and Alexa James of the National Alliance on Mental Illness Chicago. Incorporating national best practices, the training better equips officers to de-escalate conflicts safely, recognize the signs of mental illness, trauma and crisis situations and respond quickly when deadly force is necessary. The course emphasizes live, scenario-based training – a shift in how CPD conducts continuing education for officers – and provides the tools necessary for the wide range of situations officers face daily. The Department launched the training in September, and is committed to training all officers, supervisors and exempt staff on these critical skills.

TASERS AND TASER TRAINING:

In an effort to increase the tools available to patrol officers to safely respond to incidents, as of June 1, 2016, every CPD officer responding to calls for service has access to a Taser and has been trained and certified to use one. ■

 **TRANSPARENCY**

The following are reforms to build trust and legitimacy through greater transparency.

VIDEO RELEASE POLICY:

In February 2016, Mayor Emanuel adopted a new video release policy that was formally implemented in June 2016. In accordance with the Policy, the City began releasing all video and audio and certain other information relating to all police-involved shootings and incidents involving death or serious bodily injury due to Taser use or while in police custody, within 60 days of the incident. As the PATF noted in its April 2016 report, the adoption of this policy “made Chicago the first city in the nation to have a specific, written policy that guarantees the public’s timely access to video and audio recordings relating to sensitive police-involved incidents.” The videos and other materials are hosted on a newly-created, user-friendly transparency portal. Materials relating to new incidents are now released pursuant to the policy on an ongoing basis, and the practice will continue as IPRA’s role transitions to the newly-created Civilian Office of Police Accountability. In the first three months following the implementation of the policy, videos were viewed over 1.6 million times.

REGULAR PUBLIC REPORTING:

CPD will resume publishing annual reports. In addition, the Department will also publish quarterly progress reports on police accountability and progress on the implementation of recommendations of the Police Accountability Task Force. CPD’s Bureau of Organizational Development has also committed to reporting on use of force incidents; the first such report was released in October.

BODY-WORN CAMERAS:

As of early September, all CPD officers in seven of the Department’s districts have been equipped with and trained on body-worn cameras as part of a pilot

program. The pilot program covers one-third of the city, with officers in the 2nd, 4th, 6th, 9th, 10th, 14th, and 15th Districts currently using the cameras. In 2017, the program will expand and officers in the 1st, 3rd, 7th, 8th, 11th, 18th and 25th districts will receive body-worn camera training and equipment. The final seven districts will receive body-worn cameras the following year as part of CPD’s commitment to outfit every patrol officer with a body-worn camera by the end of 2018.

 **ACCOUNTABILITY & CIVILIAN OVERSIGHT**

POLICE ACCOUNTABILITY ORDINANCE:

On May 13, 2016, in an op-ed published in the Chicago Sun Times, Mayor Emanuel embraced the Police Accountability Task Force’s recommendations to replace the Independent Police Review Authority (IPRA) with a new agency, create a Public Safety Inspector General, and form a new Community Safety Oversight Board. In the five months that followed, the Mayor’s Office worked with the City Council to hold numerous public hearings and intensive legislative review sessions with key stakeholders. On October 5, 2016, the City Council passed the Police Accountability Ordinance, establishing two critical offices: the Civilian Office of Police Accountability (COPA) and the Deputy Inspector General for Public Safety. With wide ranging input from Council members, residents, community groups, the police unions, and national experts, the ordinance incorporates many Police Accountability Task Force recommendations, while ensuring the system provides checks and balances designed to make police oversight more timely, fair and transparent for both police and complainants.

 ACCOUNTABILITY & CIVILIAN OVERSIGHT (continued)

• **COPA:** COPA will replace IPRA as the independent agency that investigates serious police misconduct. COPA will have expanded jurisdiction and authority to investigate both individual instances and potential patterns of police misconduct. Mayor Emanuel and the City Council have ensured through the new ordinance that the office has the structure and the resources it needs to fulfill its mission. As a result, COPA is guaranteed a minimum funding level equal to 1 percent of CPD's non-grant budget and will have the power to retain outside counsel from a pool of approved law firms if the Chief Administrator of COPA deems it necessary to do so. To assist in a smooth transition while cases are pending, the current IPRA Chief Administrator, Sharon Fairley, will continue in her role as the head of civilian investigation and oversight of police misconduct at COPA. Going forward, the City Council will adopt a selection process for the Chief Administrator. Finally, in his 2017 budget the Mayor increased the headcount at COPA to 141 positions, 44 more than currently work at IPRA.

• **Public Safety Deputy Inspector General:** The new Deputy Inspector General for Public Safety will be charged with monitoring the entire police discipline system, including CPD, COPA and the Chicago Police Board, to detect potential patterns of abuse and ensure transparency and fairness across the system. The budget for the Office of the Inspector General will be increased from 0.1 percent to 0.14 percent of the City's budget, to accommodate the work of the office of the Public Safety Deputy.

The ordinance is the result of an unprecedented level of public engagement, including nine public hearings and dozens of stakeholder meetings. Public meetings on the Police Accountability Ordinance were held on the following dates:

- July 6, 2016 at 1:00 pm (Council Chambers)
- July 7, 2016 at 10:00 am (Council Chambers)
- August 4, 2016 at 6:30 pm (South Shore Cultural Center)
- August 9, 2016 at 6:30 pm (Senn High School)
- August 11, 2016 at 6:30 pm (Little Village Lawndale High School)
- August 16, 2016 at 6:30 pm (Westinghouse College Prep)
- August 17, 2016 at 10:00 am (Council Chambers)
- August 22, 2016 at 6:30 pm (North-Grand High School)
- August 24, 2016 at 10:00 am (City Hall 201A)
- September 13, 2016 at 10:00 am (Council Chambers)
- October 4, 2016 at 10:00 am (Council Chambers)

• **Community Oversight Board:** Mayor Emanuel has committed to working with the City Council and community groups to create a new Community Oversight Board, which will play a role in ensuring the transparency and accountability of the police discipline system. A broad coalition of community organizations will facilitate discussions with residents to help inform the design and function of the Board, with the goal of creating and implementing it within the next 6 to 9 months. The Board will also determine the method for selecting the Chief Administrator of COPA.

 ACCOUNTABILITY & CIVILIAN OVERSIGHT (continued)

• **Anonymous Hotline:** CPD has committed to improving the process to report misconduct within the Department. CPD will implement an anonymous hotline for members to report misconduct, and the hotline is in the final planning stages. The hotline will be staffed by non-CPD personnel in order to ensure anonymity, and will launch once a final home has been identified for its staff.

• **Early Intervention System (EIS):** CPD has begun the process of building a system that will use available CPD data to identify officers who may need additional training or support to avoid involvement in an excessive force or shooting incident, and to provide non-disciplinary interventions for those officers. The City is working with the University of Chicago Crime Lab to identify existing CPD data sources and integrate them on a single platform in order to develop an improved Early Intervention System. To assist with the project, the Crime Lab has retained Maggie Goodrich, former chief information officer for the Los Angeles Police Department (LAPD) and one of the nation's top experts in law enforcement data analytics. Ms. Goodrich was instrumental in the design and implementation of LAPD's EIS system.

 MENTAL HEALTH FIRST RESPONSE

CITYWIDE MENTAL HEALTH STEERING COMMITTEE:

On January 29, the Mayor announced comprehensive reforms to address how the City's first responders can best serve individuals with mental illness. As Chicago continues to implement these reforms, the City has undertaken a holistic look at all aspects of responding to mental illness - from policies and training of 911 call takers and dispatchers, to police training and de-escalation tactics, to mental health service delivery. The Mental Health Steering Committee is coordinated by the Mayor's Office and consists of the Chicago Police

Department (CPD), Chicago Fire Department (CFD), Office of Emergency Management and Communications (OEMC), Department of Public Health (CDPH), National Alliance on Mental Illness Chicago, the Kennedy Forum, Mount Sinai Health System, Thresholds, and others. The Steering Committee meets monthly to address its goals of improving training, increasing access to social services, reducing the stigma of mental health, educating the public on mental health first response, and collecting better data on outcomes. As a result of the efforts of the Steering Committee, the City was recently awarded a Substance Abuse and Mental Health Services Administration grant, which will support this work as well as other projects.

• **Expanding Number of Officers with Crisis Intervention Training (CIT):** Since January, 440 CPD officers have been certified in crisis intervention as a result of receiving Crisis Intervention Training (CIT), increasing the total number of CIT trained officers to 2,200. Additional classes of 30 officers are expected to receive CIT training every month. Each district in the Department now has at least 30 certified CIT officers; in several high-violence districts, the number is as high as 75. The Department plans to grow its group of CIT-certified officers by more than 50 percent this year, and to have 35 percent of the department's Bureau of Patrol division certified in CIT by the end of 2017 - a national best practice.

 MENTAL HEALTH FIRST RESPONSE (continued)

• **Training for 911 Call Takers and Dispatchers:** To help staff recognize mental health related incidents and dispatch the proper resources, the City's Office of Emergency Management and Communications implemented an eight-hour mental health awareness and de-escalation training for all 911 call takers and dispatchers as well as many 311 call takers who often substitute for 911 call takers when there is unusually high volume. The new training curriculum - developed by CPD, OEMC and the National Alliance on Mental Illness (NAMI) Chicago - is a critical step forward in improving the City's overall crisis response system. The training is taught by OEMC's 911 Operations Training Staff members, all of whom have completed CPD's 40-hour certification class, and subject matter experts from NAMI. To date, over 400 call takers and dispatchers have received the training. OEMC will continue to partner with NAMI Chicago to provide additional training at roll calls in 2017 to reinforce important aspects of the 8-hour class. Finally, all OEMC 911 supervisors completed the full 40-hour CIT certification to promote better collaboration and cross-training with CPD.

• **Mental Health Calls and 911 Data:** Often a caller to 911 does not expressly identify a call as being mental health related; absent such information, it is difficult for 911 to dispatch CIT-certified officers appropriately. CPD, CFD, OEMC, the University of Chicago Health Lab, and Dr. Amy Watson of University of Illinois at Chicago are working on a large scale data project to mine information from 911 calls, police reports, and hospital admissions with the goal of developing an algorithm that can identify indicators to assist 911 operators to recognize when an incoming call may involve a mental health issue requiring CIT-certified officers' response. Data sharing and security agreements have been secured, and the Health Lab is in the process of evaluating relevant data. CPD has changed its process of coding reports to improve data quality going forward. In addition, CPD has created a new code for all CIT-certified officers so that when a sergeant reports its duty roster to OEMC for a given watch, that list is automatically populated with CIT-certified officers. In mid-October, CPD automated the form that will be used by officers who respond to mental health calls to assist with data collection. Training on how to complete the forms will be conducted within the CIT certification classes, and CPD

is developing an e-learning video for those already CIT-trained to ensure the forms are filled out properly.

• **Community Outreach Project:** The Kennedy Forum, National Alliance on Mental Illness Chicago, and CDPH have convened a working group that is developing a protocol for engaging with neighborhoods and community organizations to provide education on the existence and purpose of CIT-certified officers. So far, the working group has held three meetings at BBF Family Services in North Lawndale with community leaders and health care providers. The working group has aligned Catholic Charities, Presence Health, Sinai Hospital, and other providers, who will offer varying degrees of mental health training during the pilot. The goal is to train 400 individuals from local schools, faith-based institutions and community-based organizations so they can identify signs and symptoms of individuals who are experiencing a mental health or addiction issues, inform them where they can find help in their community, and how to contact a CIT-trained officer. Over the next few months, the working group will work to finalize an outreach strategy to educate members of the community about available resources and how to access them; launch the pilot, and register community members with free mental health and CIT awareness training; conduct trainings from November 2016 to February 2017; and evaluate the training's impact and reach. This evaluation will be performed from November 2016 through November 2017 in partnership with the University of Illinois - Chicago, which has secured Institutional Review Board approval for their work.

• **Crisis Stabilization Pilot Program in Roseland:** Under the leadership of Cook County, a crisis stabilization unit pilot program has just launched in the Roseland neighborhood to provide police officers access to a specialized facility - other than an emergency room - to bring people experiencing a mental health crisis. The unit will provide space for patients to stabilize and will connect patients with mental health service providers. This program is a collaborative effort between Cook County, the City of Chicago, and health care providers.

★ COMMUNITY • POLICE RELATIONS

COMMUNITY POLICING PANEL:

On October 26th, CPD Superintendent Johnson announced the formation of a panel dedicated to developing a new strategic plan for community policing. The Community Policing Advisory Panel, consisting of national experts in the field, members of CPD command staff and Chicago community leaders, was appointed to provide a comprehensive and thoughtful report proposing ways the Department can engage and collaborate with communities to fight crime and restore trust. The mandate of this panel, chaired by CPD Chief of Patrol Fred Waller, will be to develop a series of written recommendations outlining strategies for enhancing community policing by the end of the first quarter of 2017. The panel will be expected to take into account or include the following key components:

- An acknowledgement that Community Policing is the Department's core philosophy and not just a program,
- Specific strategies to collaborate with communities to solve problems and address the conditions that lead to crime,
- A role for all City departments so the plan can leverage all resources available to communities,
- Solutions for breaking down barriers between youth and the police, with input from Chicago youth,
- Recommendations to align CPD resources with the new strategy in order to be successful,
- A method to evaluate the plan and its impact on crime and on public perception of and trust in police.

RECRUITMENT EFFORTS TO INCREASE DIVERSITY:

In November 2015, Mayor Emanuel and CPD announced that the City was implementing a recruitment campaign to increase minority applicants for open police officer positions. At this time, Department of Human Resources Commissioner Soo Choi met with Aldermen and community leaders and committed to reviewing the entire recruitment, application and pre-employment process for the CPD to identify opportunities to increase minority retention, hiring, and promotion. At the end of

the recruitment period, 71 percent of the 14,000 applicants identified as minorities - the highest percentage in the Department's history. However, the City concluded that as many as 5,000 additional individuals, the majority of whom were African-Americans, might have completed the application if the \$30 application fee had not been required. To address this, Mayor Emanuel introduced an ordinance amendment on June 22 to remove the application fee entirely, and on July 20, the City Council passed the amendment. On November 21, 2016, CPD launched another recruitment campaign and will continue to make minority recruitment a priority.

BRIDGING THE DIVIDE BETWEEN OFFICERS AND YOUTH:

Superintendent Johnson has made improving and sustaining relationships between residents and officers a cornerstone of his vision for restoring trust and accountability in the CPD. As part of this effort, the Department is working with YMCA of Metro Chicago to develop the Bridging the Divide Program for youth at the Police Academy. The program seeks to provide a meaningful opportunity for officers and youth to work together, talk through issues and develop mutual respect and empathy. Superintendent Johnson and Academy command staff have met with YMCA leadership to discuss the purpose and goals of the program, review youth development curriculum that is currently used in other youth-police programs, and identify existing Academy curriculum that can be improved or expanded to complement a new youth development component. CPD is also in the process of formalizing the curriculum with the goal of implementing the Bridging the Divide program at the district level, so experienced officers and youth can build relationships based on knowledge, trust, and empathy developed through structured activities and conversations in communities throughout Chicago.



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