



January 12<sup>th</sup>, 2024

Sergeant Timothy Finley  
Office of Constitutional Policing and Reform  
Chicago Police Department  
3510 South Michigan Avenue  
Chicago, Illinois 60653

Re: COPA Feedback on CPD Training Plan for 2025

Dear Sgt. Finley,

Thank you for the opportunity to provide feedback on the Chicago Police Department's (CPD) training plan for 2025. Civilian Office of Police Accountability's (COPA) Policy, Research, and Analysis Division reviewed prior feedback, complaint data, existing research, evidence-based practices, program evaluations, and published guidance to provide informed recommendations. We acknowledge the Department's continued endeavor to improve its training and support its current effort to conduct a needs assessment by soliciting input from external sources. We provide the below training recommendations to address topics regarding common complaints COPA receives, often related to use of force, civil rights, and body worn camera (BWC) violations, as well as potential gaps in training that may contribute to complaints and related operational issues.

- 1. Integrate and emphasize de-escalation and harm mitigation in use of force training.** Prior reports suggest the Department's use of force training focuses on the maximum amount of force allowed at a given threat level, instead of highlighting how members can use the least amount of force necessary.<sup>1</sup> Both are important in a comprehensive approach to use of force training. Also, the same reports find that the training emphasizes using force to gain compliance, rather than focusing on ways members can use reasoning and persuasion to obtain compliance. Knowing how to gain compliance is a critical skill for members to spend time learning and developing, and understanding situations where it is more likely and/or appropriate to gain compliance through non-physical contact is a key component of that skill. Use of force training (and policy) should convey the possible reasons a person may not be compliant and prepare members to respond accordingly through harm reduction and de-escalation techniques. We support the Department's recent adoption of the Police Executive Research Forum (PERF) Integrating Communication, Assessment, and Tactics (ICAT) training into its use of force in-service training that focuses on critical thinking, communication, and de-escalation skills to reduce harm.<sup>2</sup> In addition, use of force training should integrate crisis de-escalation techniques

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<sup>1</sup> Chicago's Use of Force Community Working Group, "Chicago Police Training Teaches Officers that Their Lives Matter More than Community Lives," March 2023; Chicago's Use of Force Community Working Group, "Public Report on the Use of Force," Fall 2022.

<sup>2</sup> Independent Monitoring Team for the Chicago Police Department Consent Decree, "Independent Monitoring Report 8," November 1, 2023; Police Executive Research Forum, "Implementing the ICAT Training Program at Your Agency," May 2023.

from the Department’s Crisis Intervention Team (CIT) Program (S05-14)<sup>3</sup> and incorporate specific intervention tools from the International Association of Chiefs of Police model use of force policy, such as speaking calmly, positioning oneself in a nonthreatening manner, and establishing rapport through the acknowledgement of feelings.<sup>4</sup> In that regard, the training should provide examples of when these sorts of skills/tools are effective and when they are not, how to tell the difference, and when to switch to different tools. The training should also incorporate role playing into use of force scenarios where members act as a community member to further understand this alternative perspective and encourage members to consider gaining compliance in alternative ways without force.<sup>5</sup>

2. **Ensure Fourth Amendment training educates members on the legal boundaries of conducting searches and seizures.** Search and seizure procedures are complex to understand because of the many nuanced situations and fluctuating case law in Fourth Amendment court rulings.<sup>6</sup> These complexities and changes affect the ability of members to know the legal boundaries when conducting searches and seizures, often occurring during routine stops.<sup>7</sup> The training should provide members with the most recent legal rulings impacting search and seizure procedures, particularly for traffic stops as these are the most common type of stop.<sup>8</sup> This should be updated frequently and could take the form of a supplemental training of core Fourth Amendment learning modules. To further enhance understanding, the training should incorporate a practical application of the law using real-world scenarios<sup>9</sup> and discussions surrounding potential issues with searches and seizures (e.g., routine traffic stops leading to improper vehicle searches and/or seizures).<sup>10</sup>
3. **Enhance training on search warrant procedures by incorporating additional information on the pre-service steps and proper documentation practices.** The Office of Inspector General’s (OIG) inquiry into the search warrant process found that the Search Warrants Overview e-learning module lacks specific information and resources for pre-service investigations and does not outline the specific documentation required in search warrant files.<sup>11</sup> The training should include detailed information on proper documentation procedures, supervisory approvals, and operational plans for pre-service investigations. Additionally, the training should prepare instruction on the forthcoming electronic search warrant application and review process (i.e., collection and maintenance of data and records for pattern and trend analysis), anticipated for implementation in 2024.<sup>12</sup>

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<sup>3</sup> See S05-14, Crisis Intervention Team (CIT) Program (effective September 12, 2022 to present).

<sup>4</sup> National Consensus Policy on Use of Force, “National Consensus Policy and Discussion Paper on Use of Force,” *International Association of Chiefs of Police*, July 2020.

<sup>5</sup> Chicago’s Use of Force Working Group, “Chicago Police Training Teaches Officers that Their Lives Matter More than Community Lives,” March 2023; Caren Chesler, “How Role-Playing Helps Police do their Job Without Firing their Guns,” *The Washington Post*, December 12, 2021.

<sup>6</sup> Justia U.S. Supreme Court, “Search & Seizure Supreme Court Cases,” accessed January 9, 2024.

<sup>7</sup> Kerr, Orin S., “The Questionable Objectivity of Fourth Amendment Law,” *Texas Law Review*, Vol 99, (2020):447-489.

<sup>8</sup> Mountain-Whisper-Light: Statistics and Data Science, “Illinois Traffic and Pedestrian Stop Study: 2022 Annual Report,” Illinois Department of Transportation, June 30, 2023;

<sup>9</sup> Police Executive Research Forum, “Transforming Police Recruit Training: 40 Guiding Principles,” November 2022.

<sup>10</sup> See COPA Logs 2022-0000401, 2021-0004143, 2021-0000353, and 2020-0005370.

<sup>11</sup> City of Chicago Office of Inspector General, “Final Report: Chicago Police Department’s Search Warrant Process,” June 28, 2023.

<sup>12</sup> See Draft of S04-19, Search Warrants (issued January 31, 2023).

4. **Prioritize experiential learning during training by incorporating a variety of scenarios and simulations to ensure training is applicable to member responsibilities.**
  - a. **Include training examples of situations that members routinely encounter and involve common misconduct allegations.** For example, COPA previously recommended including topics of Fourth Amendment violations, traffic stop procedures, use of force techniques, cultural competency, and implicit bias.<sup>13</sup> Also, training scenarios and simulations should include common operational violations observed by COPA, including neglect of duty (e.g., failure to notify the Office of Emergency Management and Communications), report violations (e.g., failure to complete an investigatory stop report or tactical response report), and misuse of Department equipment/supplies (e.g., BWC violations).<sup>14</sup>
  - b. **Ensure all training scenarios and simulations include the use of BWCs to demonstrate proper BWC procedure.** Training should require members to use their BWCs during the scenarios and simulations to establish proper use since BWC violations have in the past been one of the most common operational violations (e.g., failure to activate, failure to record an incident in its entirety, and premature deactivation).<sup>15</sup> By incorporating BWCs into training, this can provide a space for members to clarify questions about BWC use and for the Department to further establish the practice of members using their BWCs properly.<sup>16</sup>
5. **Include in-service training on proper report writing procedures for all Department members.** COPA has found errors and omissions, intentionally or inadvertently, in Department reports that have led to serious disciplinary recommendations.<sup>17</sup> Training should review proper report writing procedures and emphasize when members are required to complete reports. For example, training should reiterate that all members present during a qualifying incident/interaction are required to complete an investigatory stop report or tactical response report.<sup>18</sup> Also, training should specifically walk through how to deal with situations where completing a report immediately is not feasible or an electronic reporting system is not available, as well as situations where another member forgets or neglects to complete a report. Additionally, training should focus on the recently revised BWC (S03-14) policy regarding when members are allowed to review their BWC video and the related report writing requirements if video footage is reviewed.<sup>19</sup> Training should highlight that members must document if they reviewed their BWC recording prior to writing any report related to the incident (e.g., case reports, arrest reports, tactical response reports, and investigatory stop reports) and thoroughly explain what members should include in the narrative portion of the reports.<sup>20</sup>

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<sup>13</sup> See COPA's March 29, 2023 letter regarding the Training Plan Feedback for 2024.

<sup>14</sup> COPA analysis of sustained operational violations, January 9, 2024.

<sup>15</sup> COPA analysis of sustained body worn camera violations, January 9, 2024.

<sup>16</sup> Chicago's Use of Force Working Group, "Chicago Police Training Teaches Officers that Their Lives Matter More than Community Lives," March 2023.

<sup>17</sup> See COPA's March 4, 2022 letter to CPD regarding the Needs Assessment for Chicago Police Department 2023 Training Plan; COPA's May 13, 2020 letter to CPD regarding the 2021 Training Plan.

<sup>18</sup> See S04-13-09, Investigatory Stop System (effective July 10, 2017 to present); G03-02-02, Incidents Requiring the Completion of a Tactical Response Report (effective June 28, 2023 to present).

<sup>19</sup> See S03-14, Body Worn Cameras (effective December 29, 2023 to present).

<sup>20</sup> See S03-14, Body Worn Cameras (effective December 29, 2023 to present); Collective Bargaining Agreement between the Fraternal Order of Police and the City of Chicago (effective July 1, 2017 to June 30, 2027).

6. **Develop specialized training for members moving into new supervisory and training positions, including field training officers, sergeants, lieutenants, and civilian trainers.**<sup>21</sup>
  - a. **Provide enhanced training to members preparing for supervisory roles.** The OIG’s inquiry into the Department’s supervisor training found that supervisors felt unprepared and lacked the knowledge necessary to offer members support effectively.<sup>22</sup> Training for these positions should specify how the Department plans to develop leadership and management skills to ensure members are prepared for their roles. Supervisors should also receive regular training for their wellness role responsibilities, including how to identify members in need of support (e.g., poor job performance or patterns of misconduct) and when to recommend members for additional supervision or training (e.g., referrals to the Employee Assistance Program and Traumatic Incident Stress Management Program).<sup>23</sup>
  - b. **Consider reinstating the Department’s Executive Development Program for Sergeants.** The 2019 pilot program consisted of a four-week intensive leadership training that incorporated offsite classroom instruction, field learning, and research projects and presentations to prepare members for their future leadership roles.<sup>24</sup> Findings from the pilot program evaluation indicated that the training benefited sergeants in a variety of way, including increasing leadership skills and capacity, further developing critical-thinking and team building skills, and preparing the sergeants for promotion into more challenging leadership roles.<sup>25</sup>
7. **Confirm training on the Department’s complaint and disciplinary system emphasizes the duty to report requirements for members and informs members of all available options for reporting misconduct.** This duty includes reporting to CPD’s Bureau of Internal Affairs (BIA), COPA, or OIG; or anonymously reporting to COPA, OIG, or the OIG CPD Member Hotline.<sup>26</sup> A prior report found these procedures have not been consistently reinforced at in-service trainings.<sup>27</sup> The training should also include staff from COPA and OIG to further familiarize members with these agencies and provide additional context on reporting misconduct externally.
8. **Ensure members are trained in proper data collection and storage practices as the Department continues to invest in updated data infrastructure.** The most recent Independent Monitoring Team report highlights the Department’s challenges to developing effective data collection, management, and analysis practices.<sup>28</sup> As the Department seeks to improve its data practices, all members should be trained to properly use its new data infrastructure to ensure the data correctly reflect Department practices. Accurate Department data enable more

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<sup>21</sup> City of Chicago, “2024 Budget Recommendations,” 2023.

<sup>22</sup> City of Chicago Office of Inspector General, “The Chicago Police Department’s Peer and Supervisory Wellness Support Strategies,” November 2, 2022.

<sup>23</sup> See E06-01, Professional Counseling Division (December 3, 2020 to present); E06-03, Traumatic Incident Stress Management Program (effective May 5, 2023) to present.

<sup>24</sup> See E05-26, Chicago Police Department Development Program for Sergeants (effective August 19, 2019 to present).

<sup>25</sup> Police Executive Research Forum, “An Innovative Approach to Training Future Police Leaders,” March 2022.

<sup>26</sup> See G08-01, Complaint and Disciplinary System (effective December 29, 2023 to present).

<sup>27</sup> Chicago Office of Inspector General, “Enforcement of the Chicago Police Department’s Rules Requiring Members to Report Misconduct,” August 3, 2023.

<sup>28</sup> Independent Monitoring Team for the Chicago Police Department Consent Decree, “Independent Monitoring Report 7,” June 29, 2023.

accurate and effective analyses and evaluations of Department practices (e.g., resource allocation, operations, training needs, and policy evaluation).<sup>29</sup>

- 9. Outline the process for members to provide feedback on training and describe how this information will be used to inform future training.** The recruit, pre-service, and in-service trainings should detail how training feedback from members will be gathered and describe how the information collected will be used to inform future training. Currently, the Department training directives do not specify how feedback is incorporated into the trainings.<sup>30</sup> The training directives should draw from the Field Training and Evaluation Program (S11-02) policy, including requiring quarterly feedback on the quality of the program and requesting training suggestions from both trainers and participants that is routinely shared with CPD's Training and Support Group.<sup>31</sup>

COPA also provides the below suggestions so we can provide valuable feedback on future needs assessments that are data-driven and informed by the Department's current practices and procedures:

- 1. Share drafts of the training plan** that the Department is seeking feedback on with the entities it is seeking feedback from.
- 2. Publish finalized training plans** to increase transparency and accountability of the Department.
- 3. Share the feedback gathered during training needs assessments** in a public report or final summary. This would enable a better understanding of how the insights gained from needs assessments inform the final training plan.
- 4. Complete the internal dashboard of CPD member training history** and share it with COPA so that COPA's non-disciplinary training recommendations can be made in a comprehensive, informed way and gaps or delays in training can be identified.
- 5. Collaborate with COPA and other oversight entities to allow opportunities to directly observe training and review training materials.** This would enable meaningful, practical feedback to the Department about its training plan from the perspective of civilian (and other) oversight bodies.

We are including below (Attachment A) a selection of past recommendations the Department may want to revisit if not yet addressed. Thank you for the opportunity to provide feedback about the Department's training plan. As always, we are open to further discussion about our training recommendations and look forward to future opportunities to provide feedback to CPD about training and policy.

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<sup>29</sup> Horel, Thibaut, Lorenzo Masoero, Raj Agrawal, Daria Roithmayr, and Trevor Campbell. "The CPD Data Set: Personnel, Use of Force, and Complaints in the Chicago Police Department." *35th Conference on Neural Information Processing Systems Datasets and Benchmarks Track*. 2021; Dasher, Andrew, and Robert Haynes, "Overcoming Law Enforcement Data Obstacles," *Police Chief Magazine*, accessed January 8, 2024.

<sup>30</sup> See S11-10, Department Training (effective December 31, 2022 to present); S11-10-01, Recruit Training (effective February 28, 2022 to present); S11-10-02, Pre-Service Training (effective February 28, 2022 to present); S11-10-03, In-Service Training (effective December 31, 2022 to present).

<sup>31</sup> See S11-02, Field Training and Evaluation Program (effective December 30, 2023 to present).

Sincerely,



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Morgan McGuirk  
Research Associate, COPA

cc:

Angel Novalez, Chief, Office of Constitutional Policing, Chicago Police Department  
Allyson Clark-Henson, Deputy Managing Director, Chicago Police Department  
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Andrea Kersten, Chief Administrator, Civilian Office of Police Accountability

## Attachment A

### **2023-07-21 SRO\_IGA\_COPA Recommendations Letter To CPD & CPS w/ Response**

- “Require successful completion of NASRO training for all CPS SROs and give assignment preference to those who have completed the advanced NASRO training.” (p. 4)

### **2023-04-24 Feedback re: Interactions with Youth and Children Policy (G02-05)**

- Require training for members that covers interactions youth and other vulnerable populations that address how typical procedures should be modified accordingly, including the limitations of youth cognitive understanding, adolescent brain development, and how to best interact with youth are various ages (p. 2-3)
- Training should address youth exposure to violence, directly or vicariously, and provide members with a toolkit to provide trauma informed, age-appropriate responses to youth exposed to violence (p. 3-4)

### **2023-03-29 Feedback re: 2024 Training Plan**

- “Consider assessment, revision and enhancement to training structure and class instruction. Ensure consistency in class instruction across instructors and class days/times to ensure fidelity in implementation of the training plan and note exceptions, diversions, and barriers so that they can be addressed later.” (p. 1)
- “Ensure the “Monthly Department Directives” eLearning module highlights updates to policies or procedures, explains how updates to directives should/will be incorporated into training, and establishes how members are to verify they have received, reviewed, and/or been trained (where applicable) on new monthly directives.” (p. 2)
- “Work collaboratively with COPA to incorporate a new training module (or a new section of an existing training) about COPA and its investigatory processes in a way that is responsive to the needs and concerns of new recruits and in-service members.” (p. 2)
- “Ensure officer attention and engagement during in-person trainings by:
  - a. Fostering an interactive learning environment with discussion between the instructor and class.
  - b. Offering smaller class sizes and/or smaller group breakouts in large classes to encourage discussion.” (p. 2)

### **2023-02-23 Feedback re: Social Media Policy (G09-01-06)**

- “Consider how the department plans to train officers and what that training will consist of. The IACP recommends employees should be made fully aware of the potential consequences of their online behaviors and in addition that the training should ‘...reinforce existing agency policies and guidelines related to social media while providing an opportunity for employees to learn about emerging social media technology and contemporary best practices.’ Members may specifically benefit from clearly understanding the three primary elements used in determining if their speech is constitutionally protected as a public employee as well as what factors play a role in determining whether department interests outweigh their free speech.” (p. 2)

**2023-01-06 Feedback re: Revised Search Warrant Policy (S04-09)**

- “Target training to a small group of experts. Focus efforts on establishing high quality training about acquiring and executing search warrants for a small number of key trainers and mentors. Adapt a rigorous train-the-trainer model to spread knowledge department-wide and experiential learning strategies to enhance training quality and knowledge retention.” (p. 3)