

**A Strategic Plan for Reinventing
The Chicago Police Department**

Together We Can

October 1993



**Richard M. Daley, Mayor
City of Chicago**

**Matt L. Rodriguez,
Superintendent of Police**

FROM THE MAYOR



Community policing means reinventing the Chicago Police Department.

It means doing more than responding to calls for service and solving crimes. It means transforming the Department to support a new, proactive approach to preventing crimes before they occur. It means forging new partnerships among residents, business owners, community leaders, the police, and City services to solve long-range community problems.

Superintendent Matt Rodriguez is taking the lead in this ambitious plan for change. *Together We Can* is a thoughtful statement of the Superintendent's strategic vision for the Department. It demonstrates both a thorough understanding of the scope of the task and the capacity to lead the Department through the changes over the next three to five years.

As members of the Police Department, you have a singular opportunity to be the catalyst for the historic changes taking place in Chicago.

As Mayor, I recognize that the police can't do it alone. If community policing means reinventing the way the Chicago Police Department works, it also means reinventing the way all City agencies, community members, and the police work with each other. Everyone must share the responsibility for the safety and well-being of our neighborhoods.

Solving crimes has been and always will be an essential part of law enforcement. But preventing crimes is the most effective way to create a safer environment for ourselves, our families, and our neighbors.

A handwritten signature in black ink that reads "Richard M. Daley". The signature is written in a cursive, flowing style.

Richard M. Daley
Mayor

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FROM THE SUPERINTENDENT

To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police: the police being only the members of the public that are paid to give full-time attention to duties which are incumbent on every citizen in the interest of community welfare and existence.

—Sir Robert Peel, nineteenth-century English statesman and father of modern policing

This is an exciting time of change for the Chicago Police Department and for the communities we serve. After three decades of operating under one dominant policing strategy (and, in many cases, perfecting that strategy), the Department is embarking on a historic change in the way we provide police services to the citizens of Chicago.

Our new strategy enhances the crime-fighting capacity of the Department. It is designed to produce tangible results in improving the quality of life in all of our neighborhoods. It mobilizes both government and community resources in a new and constructive partnership toward reducing crime, fear, and neighborhood disorder. It is, in short, Chicago's own vision of community-based policing.

Why are we changing our policing strategy? Because the changing nature of crime and violence, and the dramatic changes taking place in urban society, demand that we in policing make changes as well. This environment of change provides a rare window of opportunity for us in Chicago. Not since the appointment of Superintendent O. W. Wilson in the wake of the Summerdale ("Cops as Burglars") scandal more than thirty years ago has there been a more appropriate time to initiate necessary and sweeping changes in the Police Department and in our relationship with our customers—the people of Chicago.

Unlike that last strategic shift (which brought us the professional model of traditional policing), our new strategic change was not necessitated by scandal or corruption. Nor was it born out of failure. The men and women of the Chicago Police Department have established the pace with respect to rapidly responding to calls for service, arresting offenders, and carrying out other elements of the traditional policing strategy. But these best efforts have not produced the necessary results: a reduction in crime and an increased sense of individual safety and neighborhood order.

Our new strategy is driven by the need to improve the way we serve the citizens of Chicago. This strategy builds on the legacy and vast talent that exist within the Department. But the strategy also recognizes members' frustration.



This strategic plan institutionalizes the CAPS philosophy as the one policing strategy for the next three to five years, and beyond.

as both police officers and responsible community members, over the intolerable conditions that exist in many of our neighborhoods, and the Department's inability to remedy those conditions using a totally incident-driven approach to policing. Our strategy attempts to relieve officers from the yoke of 911—constantly racing from one call to another. In its place, we will give officers more time to apply their talent and expertise in identifying neighborhood crime problems and developing creative solutions through a mobilized partnership of government and community resources.

A Unified Strategy for a Unified Department

This document lays the foundation for our new strategic direction. I encourage every member of the Department to read it, and think through it, thoroughly. Keep in mind that this document is not a prescriptive "how-to" manual for achieving the changes we need to make; that will come later in a more detailed plan of action. Rather, this document is a strategic description of where we want to be—and what we want to be—as an organization three to five years from now.

A critical point here: this strategy will guide more than just the future of the recently implemented Chicago Alternative Policing Strategy (CAPS). This strategy will guide the future of the entire Chicago Police Department. In fact, this strategic plan institutionalizes the CAPS philosophy as the one policing strategy for the Department for the next three to five years, and beyond. There is no room in our organization for other, competing strategies.

I have made a commitment to keep all Department members, sworn and civilian, informed of the progress we make in implementing this strategy and to aggressively seek out your ideas and experiences, as well as those of the community.

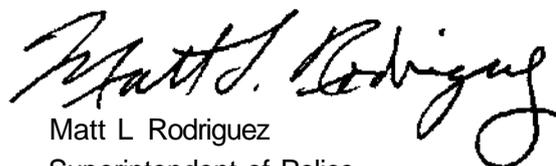
A vital part of this strategic vision will be the marketing of our plan. For our strategy to be successful, we must develop consensus and support within all levels of the Department, within other City agencies that are a critical part of the strategy, and, as importantly, in the broader community. I have made a commitment to keep all Department members, sworn and civilian, informed of the progress we make in implementing this strategy and to aggressively seek out your ideas and experiences, as well as those of the community.

It is also critical that we remain flexible. One shortcoming of our implementation of the traditional policing model was that we did not make the adjustments necessitated by changes in crime and society over the last few decades. Remaining flexible and making adjustments will again require the ideas and input of all Department employees and members of the community. I am relying on you to develop a professional perspective and to provide the Department with the ongoing evaluation and feedback that will be critical to keeping our new strategy relevant and moving forward.

FROM THE SUPERINTENDENT

As I said, this is an exciting time for the Chicago Police Department and for the City. However, achieving our strategic goal of an improved quality of life in our neighborhoods must go beyond the search for a new policing strategy, no matter how promising. As modern urban life becomes more challenging and complex, so does the role of police officers, who must be even more creative and ingenious. We must constantly seek out new ways for citizens and their government to work in partnership toward solving the range of difficult and constantly changing problems that still confront us. With this new strategic plan, the Department can be a catalyst for forging and maintaining that partnership here in Chicago.

Together we can make a difference.



Matt L. Rodriguez
Superintendent of Police

THE RATIONALE FOR CHANGE

Policing in urban America has become overwhelmed by a mix of complex, dangerous, and often deadly problems. The situation in Chicago is no different.

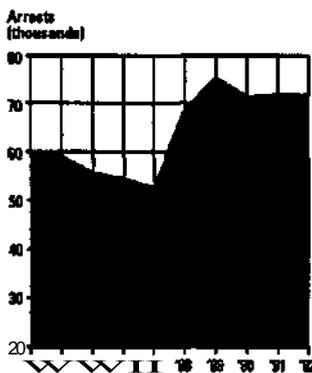
The causes of crime are more complicated than ever before, and many are based in social conditions and institutions over which the police have traditionally exercised little, if any, influence. Changing demographics, a shifting economic base, deteriorating schools, the breakdown of families, chronic drug and alcohol abuse, racial tensions—all contribute to a spiralling crime rate and a growing sense of fear and disorder in many neighborhoods. These changes in society and an increasingly diverse and demanding public placed new demands on the police at a time when their traditional workload was already expanding because of illegal drugs, street gangs, and the presence of increasingly powerful firearms.

The nature of crime has also changed. Crime is more violent and indiscriminate—to the point that the national Centers for Disease Control and Prevention recently labeled homicide a national epidemic. Everyone seems vulnerable, and fear of crime is a constant in many urban communities. That poor and minority neighborhoods have been especially hard hit is a historical fact of life that appears to be worsening. The loss of control over one's own safety, as well as the safety of family and neighborhood, only feeds the public's sense of fear and frustration.

Like other metropolitan police agencies, the Chicago Police Department's ability to address these conditions is presently limited. Chicago police are identifying and apprehending more offenders than ever before: in the last ten years, the number of arrests for index crimes (a traditional measure of police effectiveness) has increased 20 percent. But the primary result of all this arrest activity has been backlogs in the courts and severe overcrowding in the jail and prison systems, not a reduction in crime or in citizen fear of crime.

Of course, vigorous enforcement of the law—especially directed at serious and violent career criminals—has been, and always will be, an essential way to punish and deter individual offenders in the short term. Even so, national statistics show that fewer than 5 out of every 100 arrests result in a criminal conviction with a prison sentence of more than one year. Interminable delays in the application of justice on the front end, coupled with the early release of so many offenders from prison on the back end, serve to undermine the credibility of the entire criminal justice system, and to make the job of the police both frustrating and, in its present form, ineffective at preventing crime. These conditions suggest that the police must find new ways of enhancing their crime-fighting capacity beyond the traditional law enforcement techniques they have come to master over the years.

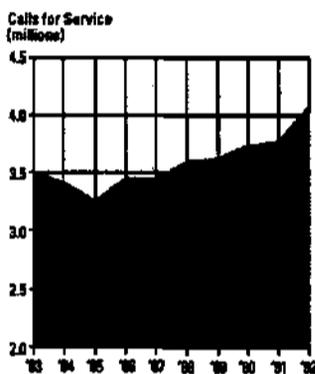
Arrests for index crimes in Chicago have increased 20 percent over the last ten years, resulting in court backlogs and prison overcrowding, not a reduction in crime.



RATIONALE FOR CHANGE

In the current fiscal climate, however, enhancing our crime-fighting capacity would appear difficult. As problems such as drug abuse, school dropouts, and violence have grown more serious and complex, the resources to address them have not kept pace with the City's changing needs. Over the last two decades, federal and state support for a range of social services that directly impact crime and neighborhood well-being has fallen off, and local government has been left to absorb more of the financial burden. At the same time, police resources have been stretched by an already overwhelming, and growing, number of calls for service.

Department resources have been stretched by an already overwhelming, and growing, number of calls for service.



Chicago is faced with a widening gap between citizen demands and government resources. The resulting strains on the budgets of not only the Police Department, but also schools, parks, streets and sanitation, and other city services, only exacerbate the already dangerous conditions that are contributing to high levels of crime, disorder, and fear in so many of our neighborhoods.

This convergence of new problems and new opportunities has placed Chicago at a crossroads. One option is to continue the status quo and hope conditions change for the better. The more preferable path is to better manage for the changes around us—to draw on our knowledge, our history, and ourselves to develop a more effective strategy for solving the problems facing the City, the Police Department, and, most importantly, the citizens we serve.

This new strategy must go beyond the limitations of traditional policing. It must expand the Police Department's capacity to control *and prevent* crime. It must emphasize the *results* of our work, instead of just the activities we perform. And it must mobilize the resources of City government and the community in a united effort to make a real difference in the lives of all Chicagoans.

The Limitations of Traditional Policing

Policing strategy in America has undergone several important changes during this century.¹ The traditional model of policing that many departments continue to follow today (characterized by random preventive patrols, rapid response to calls for service, and after-the-fact investigation of crimes) was the result of choices made by law enforcement leaders thirty or more years ago. At a time of growing concern over police corruption and undue political influence on the police, this

¹ For a thoughtful summary of changes in American policing strategy, see *The Evolving Strategy of Policing*, by George Kelling and Mark Moore, and *The Evolving Strategy of Police: A Minority View*, by Hubert Williams and Patrick Murphy. Both are available from the National Criminal Justice Reference Service in Rockville, Maryland.

At a time of growing concern over police corruption and undue political influence on the police, the strategic shift to traditional policing made law enforcement more professional and more respected.

strategic shift succeeded in making law enforcement more professional and more respected. Professional policing also made departments more effective at what became the traditional measures of police performance: arrest totals, rapid response times, and the like.

With former Police Superintendent O. W. Wilson a leading advocate for, and architect of, the professional model of policing, Chicago was part of this national trend. The operational innovations and organizational values that Wilson brought to the Police Department were needed at the time, and they have had a lasting impact on the Department and its culture. They helped make the Chicago Police Department one of the most effective law enforcement agencies in the country operating under the traditional model of professional policing.

Over time, however, a variety of unexpected consequences of the strategic switch began to emerge. National research conducted during the 1970s and early 1980s exposed, and for the first time quantified, many of the limitations of the traditional policing model, in particular its ability to impact levels of crime.²

Limitations of Traditional Policing

+ We learned that citizen fear, not just index crime rates, is important in measuring levels of neighborhood safety and public satisfaction with the police.

And we found that citizen fear is more closely correlated with neighborhood disorder than with actual crime levels. Ironically, order maintenance was a function that was downplayed under the traditional model—if not actually derided as "social work"—in favor of incident-driven law enforcement activities.

•» We learned the limitations of preventive patrol using the automobile (a linchpin of the traditional model).

The 1974 Kansas City Preventive Patrol Study showed that doubling the number of squad cars patrolling the streets did not significantly affect serious crime levels.

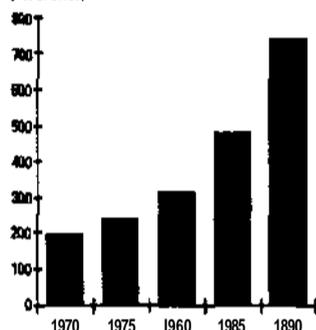
The 1974 Kansas City Preventive Patrol Study showed that doubling the number of squad cars patrolling the streets did not significantly affect serious crime levels.

² See *Crime and Policing*, by Mark Moore, Robert Trojanowicz, and George Kelling, for a summary of much of this research.

RATIONALE FOR CHANGE

Huge increases in the nation's prison population have had little deterrent effect in the long term.

State and Federal Prison Population (thousands)



The very technology that O. W. Wilson and others introduced to help professionalize law enforcement ended up isolating officers from the citizens they were sworn to serve and protect. Citizens began to abdicate their responsibility for creating and maintaining order in their own neighborhoods.

***» We learned the limitations of rapid response to calls for service (another linchpin of the traditional model, especially here in Chicago).**

A 1978 study, also in Kansas City, found that the speed with which police responded to a call for service did not alter the probability of making an arrest for most serious crimes. What really mattered was the speed with which a victim or witness contacted the police in the first place.

***• We learned that citizen information, as much as forensic technology, was the key to identifying offenders and solving crimes.**

***» Finally, we learned that continually arresting and incarcerating offenders had little deterrent effect in the long term.**

Despite huge increases in arrests, and a national prison population that was beginning to double every ten years, studies consistently found that nearly half of **all** offenders released from prison were back in the system in a few years.

What we have learned from this and other research are some wide-ranging and fundamental truths not just about police work, but about the nature of crime and police-community relations as well. Perhaps more than anything else, this research revealed a fatal shortcoming of the traditional model: the forced isolation of the police from the community prevented police from meeting their expectations of preventing (or at least controlling) crime.

The demise of foot patrols and beat integrity in favor of directed patrol over a large geographic area prevented officers from becoming knowledgeable about specific problems and individual people on their beats. And as police officers' time became managed almost entirely by 911 calls, their ability to engage in meaningful proactive law enforcement activities nearly evaporated. The very technology that O. W. Wilson and others introduced to help professionalize law enforcement—squad cars, radios, 911 systems, and the like—ended up isolating officers from the citizens they were sworn to serve and protect. Ironically, this isolation from the community cut police off from a critical source of information and support they needed to succeed under the traditional model.

Forced isolation had its effects on the community as well. The 1960s and 1970s were a time of tremendous social turbulence, rising crime rates, and a strong sense of fear among many urban residents. But citizen attempts to reach out and engage the police in meaningful crime-fighting partnerships were typically rebuffed by the "thin blue line" metaphor that most police departments had

adopted. Frustrated and fearful, citizens began to abdicate their responsibility for creating and maintaining order in their own neighborhoods. They began to bypass municipal police departments in favor of private security agencies. Worse yet, many citizens became openly distrustful and hostile toward the police.

By the mid-1970s, some law enforcement leaders were recognizing the limitations of traditional policing and were beginning to institute, or at least encourage, a variety of tactical changes. These changes all reflected a more proactive approach to policing and public safety. Early experiments in team policing revealed that tangible results could be realized through a team orientation. The emergence of community crime prevention bureaus in more and more law enforcement agencies represented an early recognition that crime prevention, in addition to crime control, was an important police activity. The development of community relations offices recognized the importance of building support and trust with customers.

These and other responses were important. They showed that tactical changes can have an impact on citizen fear of crime and their support for police agencies. But these trends also revealed that tactical changes alone were not enough. Creating and staffing a separate crime prevention bureau could have some impact, but without the larger organizational commitment needed to establish crime prevention as a value and a priority throughout a police department, the results in actually preventing crime were necessarily limited.

The quality of life in Chicago's neighborhoods will be improved not only by removing hard-core criminals from the streets, but also by addressing those conditions that contribute to unacceptable levels of fear and disorder.

A Smarter Way of Policing

Policing continues to be a dynamic profession. The solutions to yesterday's problems have themselves become the challenges of today. The growing separation between police and the people they serve; technology becoming the master of an officer's time and priorities; an unacceptably high crime rate; and growing fear and disorder in many neighborhoods—these and other conditions amplify the need for change in the future.

The changes that are needed must be both fundamental and sweeping. They cannot simply be new police tactics. They will need to represent a new philosophy and organizational approach to governing and managing problems.

These changes will envision a *smarter way* of policing. Record arrest levels have clogged the courts and filled up prisons, but the public too often remains frustrated and fearful. There is a growing realization that enforcement of the law, long the primary source of legitimacy and direction for police agencies, is just one of several means for the police to get their job done. A strong and efficient criminal justice system remains an important element of crime control, particularly for the

RATIONALE FOR CHANGE

These new approaches must be built on a stronger partnership between the police and the community in which both partners share responsibility for identifying and solving problems.

most violent and predatory offenders who must be removed from our communities. But the role of police in society is larger than simply enforcing the law. Other approaches—order maintenance, conflict resolution, problem solving, coordination of government services that impact crime—must be developed in the future. The quality of life in Chicago's neighborhoods will be improved not only by removing hard-core criminals from the streets, but also by addressing those conditions that contribute to unacceptable levels of fear and disorder.

As the research has made clear, these new approaches must be built on a stronger partnership between the police and the community. Under this new alliance, both partners must share responsibility for identifying and solving problems. Just as the public empowers government through the democratic process, government (through the Police Department) must empower the community by getting them actively involved in the job of creating and maintaining neighborhood order. The police cannot be everywhere, but the community can. Together, then, we can improve the quality of life and reduce the level of fear in our neighborhoods.

The window of opportunity is now—a historic opportunity to get back in touch with the people we serve, to refocus the immense talent of the Department, to develop new strategies, to make a difference. It is an opportunity we cannot fail to recognize or to use successfully.

A STRATEGIC VISION FOR THE FUTURE

With Chicago at the crossroads of change, it is appropriate for the City to look to one of its traditional sources of strength and identity: its neighborhoods. The strong sense of neighborhood has always been one of Chicago's defining characteristics, even as the City grew and became more diverse racially, ethnically, and socioeconomically. As Mayor Richard M. Daley has said, "Chicago's neighborhoods are the heart and soul of our City. We need strong communities to survive."

In recent years, however, the pillar of the neighborhood has been eroded internally by a range of problems, including drug abuse, gangs, racial tensions, domestic violence, and other forms of serious crime. While the magnitude of these problems varies from neighborhood to neighborhood, no community has completely escaped them. In 1988, for example, Chicago police seized crack cocaine in just two of the City's twenty-five police districts. Today, crack is found in every district—along with the indiscriminate violence, death, and destruction that so often accompany this highly addictive and volatile drug.

Neighborhood Strength: Back to the Grassroots

If neighborhood strength is the cornerstone of the City's long-term growth and survival, then reinvigorating Chicago's neighborhoods is the key strategic goal for the City's future. Consensus and cohesion must be developed at the grassroots level within individual neighborhoods, just as understanding and unity must be fostered across different neighborhoods. Chicago needs a collective intolerance for those conditions and behaviors that undermine our strength and our very soul—an intolerance not only for crime and violence, but also for neighborhood decay, open defiance of the law, and other disturbing and often dangerous conditions.

This collective intolerance means everyone in the community and in City government has to work together. Mayor Daley has made this a top priority for all municipal agencies, not just the police. Now is the time for everyone in City government and the community to take up that challenge. How the City responds will have a significant impact not only in the short run but into the twenty-first century as well.

Achieving this strategic goal of stronger neighborhoods will require more than the creation of another government agency or program. All too often, government's response to a special problem or crisis is to form a specialized, often centralized bureaucracy—another box on the organizational chart. Such bureaucracies are appealing: they give the appearance that "something" is being done, and they leave the impression that they alone can solve the problem at hand. However,

Chicago needs a collective intolerance for those conditions and behaviors that undermine our strength and our very soul—an intolerance not only for crime and violence, but also for neighborhood decay, open defiance of the law, and other disturbing and often dangerous conditions.

The challenges facing Chicago demand new approaches that target neighborhood problems with a partnership of government and community resources delivered at the neighborhood level.

these approaches are typically reactive, expensive, and, ultimately, of limited value in addressing the real underlying problems that erode neighborhood strength.

The challenges facing Chicago demand new approaches—approaches that focus on early detection, intervention, and prevention of crime and other problems; approaches where government and the community share responsibility for the safety and quality of life in the City's neighborhoods; approaches that target neighborhood problems not with a centralized bureaucracy, but with a partnership of government and community resources delivered at the neighborhood level.

Partnership with the Community: The Key to Change

In the long run, it is this focus on prevention through a stronger government-community partnership that holds real hope for addressing some of the City's most difficult neighborhood problems—and for doing so in a way that is far less expensive than constantly reacting to those problems after the fact.

The Chicago Police Department is uniquely positioned to be a catalyst for change within City government and within the community.

Why the Chicago Police Department Is a Natural Catalyst for Change

***» Public safety provides the necessary anchor for strong neighborhoods and families, safe schools, a healthy business environment, and a thriving climate for cultural and community development.**

None of these ingredients of a strong neighborhood is possible if residents do not feel safe from crime.

***» The Police Department has the knowledge, experience, and strong community presence to mobilize the energy and the resources that are needed to address neighborhood problems.**

Police can effectively engage other government agencies and community institutions (schools, churches, public housing facilities, etc.) in the fight against crime and neighborhood disorder.

h+ With its recently renewed mission statement and the prototype implementation of the Chicago Alternative Policing Strategy (CAPS), the Police Department has already begun this process of change.

The Department is implementing many of the principles of customer service, problem solving, prevention, and shared responsibility with the community that are so critical to neighborhood strength and cohesion.

Reinventing the Police Department

To assume this position of leadership, the Police Department must continue—actually accelerate—the process of change it has already begun. What's needed is nothing short of the wholesale transformation of the Department, from a largely centralized, incident-driven, crime suppression agency to a more decentralized, customer-driven organization dedicated to solving problems, preventing crime, and improving the quality of life in each of Chicago's neighborhoods. We recognize that change is difficult, but circumstances now create a situation where anything less than substantial change is irresponsible.

We are embarking upon a major strategic change within the Police Department. The implications of these changes will touch every management, operational, and administrative entity within the organization.

Just as O. W. Wilson engineered a new strategic direction thirty years ago, we too are embarking upon a major strategic change within the Police Department. The implications of these changes will touch every management, operational, and administrative entity within the organization. "Reinventing" the Department involves more than expanding the CAPS program to the Patrol Division in all twenty-five police districts. CAPS embodies, and eventually will fully operationalize, the Department's recently developed mission statement:

The Chicago Police Department as a part of, and empowered by the community, is committed to protect the lives, property and rights of all people, to maintain order, and to enforce the law impartially. We will provide quality police service in partnership with other members of the community. To fulfill our mission, we will strive to attain the highest degree of ethical behavior and professional conduct at all times.

Over the next three to five years, CAPS will transcend the entire organization. But our new mission statement suggests a variety of other, fundamental changes that are also needed throughout the Department. These changes represent a major shift not only in the Department's operations, but in our culture as well. This shift demands new ways of thinking, behaving, and believing. It involves refocusing the way we, as Department members and as members of the community at large, view the world and our place in it.

STRATEGIC VISION

Fundamental to this shift is the identification and acceptance of a set of guiding principles that support our new mission and our new strategic direction. These guiding principles will drive the changes we make over the next three to five years.

Guiding Principles for Change

Solving crimes is, and will continue to be, an essential element of police work. But preventing crimes is the most effective way to create a safer environment in our neighborhoods.

***> The corporate culture of the Department must be redefined to emphasize and reward organizational and individual behavior that makes a real difference in fighting crime and helping to solve other neighborhood problems.**

Results, not simply activities, will be the barometer by which all activities will be measured.

***» Crime control and *prevention* must be recognized as dual parts of the fundamental mission of policing.**

Solving crimes is, and will continue to be, an essential element of police work. But preventing crimes is the most effective way to create a safer environment in our neighborhoods.

t+ The principles of customer service and problem solving must be incorporated into *all* organizational entities of the Department

The entire Department must become organizationally and strategically unified around our mission.

fc» The organization must reinforce integrity and ethical behavior among our members at all times.

Ethics and integrity have been, and continue to be, critical values in this Department. In the future, we must do more to recognize, reinforce, and reward this behavior.

t* The isolation between the police and the community must be broken down, and responsibility for the safety of Chicago's neighborhoods must be shared by police and citizens alike.

The Department must also build on the strength and experience of its members, many of whom have been practicing the techniques of "community policing" for decades.

Implementing the Strategic Change

The foundation for our strategic transformation can be found in many of the traditional policing strategies the Department has used—and refined—over the years. Rapid response to serious crime and life-threatening situations; vigorous but impartial law enforcement; initiative and ingenuity in crime investigations; development of new forensic and identification technologies, state-of-the-art communications and access to crucial information attendant to these functions—these are some of the elements of traditional policing that the Department must build on as the process of change speeds up.

The Department must also build on the strength and experience of its members, many of whom have been practicing the techniques of customer service and problem solving for decades (though not under the rubric of "CAPS" or "community policing"). While some Department members may be reluctant to immediately embrace a new "philosophy," most got into police work in the first place out of a desire to help people, and most have been trying to achieve just that using many of the approaches central to the CAPS model.

This ample foundation must be enhanced, however, in a number of areas. Over the next three to five years, the Department must work to put in place the following characteristics of change.

Characteristics of Change

***» Partnership with the community**

A stronger partnership with the community, when combined with continued rapid response to emergencies and greater police presence on the beat, will provide the Department with a vastly enhanced crime-fighting capacity.

The Department's mission statement recognizes two important things: first, that the police are part of, not separate from, the larger community; and second, that a partnership of shared responsibility with the rest of the community is critical to effective public safety. Defining this partnership more precisely, and then putting it into operation throughout the Department and throughout the City, are critical prerequisites for change. A stronger partnership with the community, when combined with continued rapid response to emergencies and greater police presence on the beat, will provide the Department with a vastly enhanced crime-fighting capacity.

This partnership should be based on open, ongoing, and constructive communication between Department members and the rest of the community, including residents, business owners, and their customers. All Department members, whether patrol officers, detectives, or other personnel, must develop an intimate understanding of the communities they serve—their

STRATEGIC VISION

The Department will be most effective when it is able to create conditions under which communities can improve themselves up front, instead of always relying on the Department and other government agencies for after-the-fact responses.

cultures and customs, their problems, their hopes, and their needs. By the same token, the community must develop a deeper understanding and appreciation of police work and a greater willingness to take responsibility for the safety of their own neighborhoods.

Beyond opening up lines of communications, the Department and the rest of the community must establish new ways of actually working together. New methods must be put in place to jointly identify problems, propose solutions, and implement changes. The Department's ultimate goal should be community empowerment. The Department will be most effective when it is able to create conditions under which communities can improve themselves up front instead of always relying on the Department and other government agencies for after-the-fact responses.

t» Employee excellence

At the same time it is working to empower the community, the Department must do more to empower its own employees. Officers at the beat level should have the opportunity and the power to identify and prioritize problems and to make decisions about how to solve them. Department supervisors should have the chance to be the mentors and motivators they were hired to be—to set priorities, to handle problems (including minor disciplinary issues), and to manage people and other resources. Department executives should have true corporate responsibilities for proposing, defining, and managing change throughout the organization, not simply within their own areas of specialty.

The Department should develop organizational values that emphasize individual creativity, initiative, and ingenuity among Department members at all levels. Recognizing that these qualities do not just happen, the Department must nurture and reward them in its members. New approaches to training; new ways of measuring individual performance based on results, not activities; better and more regular career development opportunities; and improved and ongoing communications among Department management and employees are all critical to boosting productivity and morale.

Employee excellence will be further enriched by tapping into a broader recruitment base of people skilled in the concepts and techniques of problem solving and team building. Highly trained and motivated civilian personnel, who understand the Department's mission and can contribute to it, will also be important.

At the same time the Department is working to empower the community, it must do more to empower its own employees.

STRATEGIC VISION

*» Organizational unity

As the process of change accelerates, the Department must become a more unified organization, in which all members respect one another and share information and cooperate with one another. This implies not so much adjusting individual boxes on an organizational chart, but rather creating a unified organizational outlook and culture for the Department. The role, mission, and common values of all units and individuals must be defined, and customer service and problem solving must be established as the standard way in which *all* Department members operate.

All parts of the Department, including investigative, management and support functions, will act in a unified manner to support the efforts of the beat officer.

Once this is done, the activities of all Department units must be geared toward achieving results at the beat level, in the neighborhoods. Our new strategy places primary responsibility for the delivery of police services on the street-level uniformed officer. All other parts of the Department, including investigative, management, and support functions, will act in a unified manner to support the efforts of the beat officer.

With organizational integration must also come an improved flow of information among Department units and individual members at all levels. This, too, will boost our crime-fighting capacity by making us more effective in solving problems, arresting offenders, and preventing crime.

t* Technological sophistication

The Department must continue to seek out and apply new technologies, as it has done in the past with AFIS, Live-Scan, and other systems. New technologies must go beyond finding better ways to detect offenders and respond to crimes: they must provide the information and analytical capabilities that help police officers and the community identify and solve problems, and therefore prevent crimes.

New technologies must provide the information and analytical capabilities that help police officers and the community identify and solve problems, and therefore prevent crimes.

Information is power. To support our new, decentralized approach to decision making, the Department must establish a new, decentralized approach to data collection and analysis as well. Systems should be put in place to give officers the information they need, when and where they need it. Where appropriate, these systems should also provide community members with up-to-date statistical information to help them in identifying and targeting problems.

New communications technologies (information kiosks, pagers, voice mail, etc.) should be investigated as well. Systems such as these would allow

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community members to communicate more directly and more effectively with their districts and their beat officers about specific non-emergency situations or chronic neighborhood problems. This not only will improve the flow of information between the community and the police, but also will help relieve some of the unnecessary calls to 911 that continue to tie up that system and take resources away from proactive crime prevention activities.

***+ Employee input**

The strategic planning process must be ongoing, and the Department's plans must be continually updated and refined. Revisions should be based on thorough and objective evaluations of past successes and failures, and continued input from Department members at all levels. To this end, the Department must maintain a strong research and planning capability. It must also establish and maintain better mechanisms for members to feed information back to supervisors, peers, and Departmentwide units such as Personnel, Training, and Research and Development.

Operationalizing these broad characteristics of change will involve the strategic transformation of the Department, its organizational culture, and its relationship with the community. It will require in the future that the Department's core values be reexamined and rearticulated. And, it will entail the careful planning and management of a variety of more specific components of change, which are discussed in the next section of this document.

COMPONENTS OF CHANGE

Change in any organization must be carefully planned and managed. If the process of change is not fully thought out or properly paced, organizations risk undue trauma within their own ranks and the loss of credibility and support among external partners.

This section begins to identify the key components of change and to articulate broadly the organizational and strategic outcomes that will be expected out of the action plan that will follow this document.

Recognizing this reality, this section intentionally addresses only those broad areas of change that need to be acted on by the Department over the next three to five years. The section does not contain a detailed prescription for *how* those changes are to take place; that detail will come in the form of a follow-up action plan at a later date. Rather, this section begins to identify the key components of change and to articulate broadly the organizational and strategic outcomes that will be expected out of the action plan. Ultimately, it is that plan of action that will ensure the Department is prepared—organizationally, educationally, managerially, and motivationally—to **fulfill** our new strategy.

These components of change are critical to achieving the strategic vision laid out in the rest of this report. But while the time frame for implementing these changes is three to five years, the process of change must begin—and, in fact, is beginning—right now. The behavior of the organization itself must change before the behavior of individuals within the organization ever will. For example, the current organizational culture of the Department is not one that encourages creativity in solving problems. We cannot, therefore, expect individual members to be as creative as possible in solving problems until the rigid control orientation of the Department becomes more flexible. In fact, the very ideals and principles we're trying to externalize in the community—problem solving, partnership, empowerment, and the like—are not currently present in the Department. That must change.

As we go about the process of managing change, there will be ample opportunity for Department members to participate in the design and implementation of the specific change components described in this section.

As we go about the process of managing change, there will be ample opportunity for Department members to participate in the design and implementation of the specific change components described in this section. At the same time, this process will contain a built-in mechanism to ensure that Department members at all levels are held accountable for the successful implementation of change throughout the Department.

Management Style and Practices

Management will always retain the critical responsibility of ensuring the highest standards of integrity and ethical conduct for all members of the Department. Our managers must maintain an unyielding commitment to delivering the highest quality of service to our customers—the citizens of Chicago—in a fair and impartial manner.

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Our new strategic direction requires a more flexible management style that combines the best elements of our current, control-oriented model with the best elements of the more motivational approach that our new strategy implies.

While management responsibility will remain fixed, the Department's management style and practices will need to change. Our new strategic direction requires a more flexible management style that combines the best elements of our current, control-oriented model with the best elements of the more motivational approach that our new strategy implies. We will retain the control-oriented model when we have to (such as mobilizing in response to crises or other special circumstances). But for the most part, the emphasis on management control over employees will be replaced by a management style that emphasizes motivating and coaching Department members to achieve results—to begin to see we are making a difference.

In the coming months and years, we need to identify specific improvements in management that are needed in all levels of the organization. From this discussion there should emerge a profile of the manager of the future—a description of the managerial characteristics that will be compatible with the values of our organization and the problem-solving, service-delivery model of our new strategy. We must commit to invest in the type of ongoing executive development and training that are so critical to updating and enhancing management skills. To ensure that we are making a difference in the community, we must also commit to meaningful quality control and customer satisfaction mechanisms.

Organizational Structures and Relationships

An objective analysis of the Department reveals an organization that is rigidly structured, and not amenable to the flexibility and responsiveness called for in our new strategic plan. There is clearly a need to reorganize the entrenched relationships that exist within the Department to make it more responsive to our own needs and to those of the community.

In the future, we must create organizational structures and relationships that will enhance our ability to fight crime and solve problems in the neighborhoods. Every organizational entity and individual employee within the Department must feel a sense of ownership of our strategic plan and a responsibility for carrying it out. We must be a unified organization.

In developing new organizational approaches, we must ensure that appropriate resources and decision-making authority are made available throughout the organization. If we are to encourage members at all levels of the Department to show initiative in identifying and solving problems, then the organizational structure itself must provide the necessary decision-making authority and tools at that level. New organizational structures must also support and improve the flow of information and the sharing of ideas among individual members and among Department units.

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Other Internal Systems, Policies, and Practices

Changes in the Department's management and organization will necessitate the review of almost all of our other internal systems, policies, and practices to ensure their compatibility with our new strategy.

Differential Response

The Department must always maintain its commitment to provide the highest quality of service in response to every request from the community, emergency and otherwise. In managing these requests, however, we must adhere to certain standards.

Standards for Responding to Calls for Service

- t» We will respond to life-threatening emergencies as quickly as possible and with sufficient numbers of people to ensure the safety of the public and our own members.**

- w We will increase the amount of time for proactive policing activities within our beats and neighborhoods.**

- *» We will respond to each request with the most appropriate service, whether that be personal, telephonic, or other police response, or through another government or community-based agency.**

- fc* A uniformed patrol unit should be dispatched to the scene of a 911 call only if the presence of the officer will result in a problem being solved.**

We must ensure that the Department's new 911 system is compatible with, and furthers the goals of, our new strategy.

The Department's new 911 system will significantly enhance our ability to receive, manage, and respond to all calls for service. We must ensure, however, that this new technology (in particular, the Computer-Aided Dispatch system) is compatible with, and furthers the goals of, our new strategy. Part of this process will involve redefining and improving the relationship between the Communication Operations Section and the Patrol Division. New and more efficient dispatch priorities, policies, and practices must be developed and instituted.

The public must also recognize that our uniformed patrol force cannot be effective if they are totally consumed with responding to 911 calls. Alternatives to that mode of response must be developed for many of the calls the Department

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currently handles, even as we continue to provide the high quality of service our customers have grown to expect. Only then will uniformed officers have the time and the freedom to engage in creative and proactive crime-fighting activities on their beats.

Developing these alternative response methods will require changes in the public's expectations of how the Department handles "routine services." This process will take time, but expectations can be gradually modified through both public education efforts and the ongoing interaction between Department members and the community that is so pivotal to our entire strategy.

Training

The ability to adapt and change is essential to the survival of any organization. Effective training is the most efficient way to institutionalize this flexibility and adaptability to change. Organizational values, policies, and procedures are communicated, reinforced, and ultimately improved through training.

It is essential that the Department's training be upgraded to adequately support our new strategy. All of our training curricula—recruit and in-service—must be retooled to emphasize and reinforce the law enforcement role of our Department and, as importantly, the skills that will be critical to our future success: communications, team building, problem solving, community outreach, and leadership. This training must be pervasive at all levels of the Department. We cannot shortchange our commitment to provide the best training possible to all of our members, both sworn and civilian.

Discipline

Discipline has never been synonymous with punishment. Over the years, however, the Department's approach to discipline has become largely punitive, and has ignored the important principle that discipline has both positive and negative aspects that go far beyond punishment.

In the future, our disciplinary system must do a better job of differentiating between intentional violations of Department values and policies, and mistakes made in a good-faith attempt to solve a problem or serve the community. Our disciplinary system must quickly and decisively punish the intentional violators. For people who err unintentionally, we must provide counseling and development. Widespread or recurring problems will need to be corrected through better training, not always through harsher punishments.

Our disciplinary system must be flexible enough to encompass a range of

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We must be vigilant in our attempts to gauge the morale of our members and to make the necessary operational and organizational improvements that build up morale, trust, and productivity.

Whereas in the past we have measured primarily activities, our new strategy demands that we evaluate results as well.

corrective actions. In addition, it must provide greater discretion and responsibility to line supervisors to handle disciplinary situations that do not involve serious violations.

Employee Morale

One of the best indicators of organizational quality and strength is employee morale. At all times, but especially during a period of change, the Department has a responsibility to invest in the health, well-being, and morale of our members.

Our new strategy requires that Department members treat our customers with the utmost in respect and dignity. As an organization, we have the same responsibility toward our employees. In the future, we must be vigilant in our attempts to gauge the morale of our members and to make the necessary operational and organizational improvements that build up morale, trust, and productivity.

Performance Evaluation

Under our new strategic plan, the roles and responsibilities of almost all Department members will change dramatically. These changes must be reflected in our performance evaluation system as well.

We need to change *what* we measure when it comes to individual performance and, as importantly, *how* those evaluations are used by the Department. Whereas in the past we have measured primarily activities, our new strategy demands that we evaluate results as well. Simple tabulation of numbers relative to officer performance will no longer bear the significance it has in the past. New measures, both qualitative and quantitative, must be developed, tested, and instituted.

Once a strong performance evaluation system has been instituted, its place in the Department's promotional system will need to be reevaluated. Positive, on-the-job results will be given a new emphasis in Department promotions and awards.

Recruitment

The average age of the Department's sworn members is more than forty-two years, making the Chicago police force one of the oldest and most experienced in the state. As this aging trend continues and retirements increase, the challenges and opportunities for recruitment will grow.

in the competitive job market of the future, the Department will be called upon to do not only more recruiting, but also smarter recruiting. Future recruiting

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Career development opportunities must reflect the importance of the patrol officer and must reward outstanding performance in that (or any other) assignment.

efforts must focus on people who possesses those key skills that are compatible with our new policing strategy. Creativity, self-motivation, analytical abilities, cultural awareness, communications proficiency, and technical skills will all be more important than ever before. In addition, the Department will need to continue its efforts to recruit an officer corps that is more reflective of the diverse communities we serve.

Career Development

This strategic plan acknowledges the value of *all* Department members, sworn and civilian. Under our new strategy, we have made a commitment to recruit the best, most highly motivated people we can find, to provide them with adequate training, and to give them the decision-making authority and tools to get the job done.

This commitment must be reinforced with a strong program of career development. In the future, the Department must initiate better and more consistent career opportunities to develop the full potential of all members. Career development must be planned, not carried out in a haphazard manner. The expectations of performance must be clearly articulated, and the opportunities for advancement must be offered more regularly.

Special attention will need to be paid to patrol officers, who are the people primarily responsible for service delivery under this strategy. In the past, a patrol assignment has been viewed as an obstacle to career development and promotion. Members who were highly motivated and strove for advancement were often discouraged from staying in patrol to achieve their goals. In the future, career development opportunities must reflect the importance of the patrol officer and must reward outstanding performance in that (or any other) assignment.

Use of Technology

The rapid pace of technological advancement we have witnessed in the last decade will only accelerate in the future. Especially critical will be the development of the Department's new 911/Computer-Aided Dispatch system.

In the future, we need to ensure that technological advances such as these don't stand alone. New technology must be properly integrated with, and supportive of, the broader goals and strategies of the Department—enhancing our crime-fighting capacity, improving the quality of neighborhood life, and developing a strong partnership with the community.

We need to successfully match technology with the appropriate people in the Department who can harness its power and develop the information tools that are

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so vital to our strategy. In many cases, computers will need to be moved out of the back room, where they have served as specialized tools, and into the operational levels of our organization, where they can become more flexible and far-reaching tools of the police.

Rules and Regulations

The Department's entire system of orders, notices, and directives must be brought in line with our new strategic direction.

Our system of rules and regulations must encourage, not inhibit, the initiative and creativity that are so pivotal to our strategy.

In the future, we need to develop strong organizational values that will help define the boundaries of acceptable behavior and actions within the Department. By its nature, this value-driven approach will necessitate a significant increase in individual flexibility and discretion. As a result, our system of rules and regulations will need to be reexamined to reflect this fundamental shift. In its final form, this system must encourage, not inhibit, the initiative and creativity that are so pivotal to our strategy.

Resource Allocation

The allocation of Department resources is based on objective criteria and needs. This fundamental principle will not change.

Our beat boundaries should be made more compatible with the strong and natural neighborhood boundaries that already exist in Chicago.

What will need to change are the objective methods we use in making resource allocation decisions. Our methods must be broadened to incorporate meaningful service standards that reflect our new strategy. Those standards must go beyond tabulating 911 calls to include a thorough examination of the problems and needs of neighborhoods and individual beats.

Eventually, our beat boundaries should be made more compatible with the strong and natural neighborhood boundaries that already exist in Chicago. This compatibility will help ensure the efficient delivery of police services and a stronger partnership with existing neighborhoods and neighborhood organizations.

Budgeting

The Department's system of budgeting must be structured to enhance the achievement of goals, not the perpetuation of existing bureaucracies. In the future, we will need to link budget amounts more closely with results, using a more rigorous analysis of the costs and accomplishments of the various units within our organization.

Just as we envision a more decentralized approach to operational decision making, we must also work toward a more decentralized approach to budgetary

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If the Department is to hold supervisors accountable for results at their level of responsibility, then supervisors should have more control over the budgets needed to achieve those results.

Sharing of useful information must be a pervasive value throughout the Department. The intentional withholding of information from one another for selfish purposes is a dangerous practice that will not be tolerated.

decision making. More budget decisions should be made at the operational level. If the Department is to hold supervisors accountable for results at their level of responsibility, then supervisors should have more control over the budgets needed to achieve those results. The idea of district commanders or other operational supervisors having real input into their budgets, and thus responsibility and accountability, should not be summarily dismissed because it has never been tried in the past.

In the future, our budgeting process must be flexible enough to respond to the changing conditions that are inevitable in a City as dynamic as Chicago, yet rigid enough to maintain strict fiscal responsibility.

Sharing and Utilization of Information

In the future, more so than ever, information will be the fuel that drives the policy-development and decision-making engines of the Department. Making the most of this powerful crime-fighting commodity will be key to our success.

Over the years, the Department has collected vast amounts of data. The problem has been making this information meaningful and accessible to the people who could make the most use of it—decision makers at the lowest levels of execution. Information is power in any organization. In the future, that power must be put in the hands of those members best able to achieve results. Under our new strategic vision, timely and accurate information will be critical for setting priorities, delivering services, and evaluating our impact on fighting crime and solving problems in our neighborhoods.

To ensure optimal performance at the operational level, we will need new approaches for sharing information among Department members. Continuing to rely on informal methods and networks is no longer adequate. We must develop concrete—and technologically sound—mechanisms for sharing information in support of our strategic goals.

Sharing of useful information must be a pervasive value throughout the Department. The intentional withholding of information from one another for selfish purposes is a dangerous practice that will not be tolerated. Under our new policing strategy, information will no longer be hoarded for the benefit of a few vested interests, at the expense of the organization and the community we serve.

In addition to operational data, other types of information will need to be collected, analyzed, and communicated as well. In these times of change, internal communications is critical for keeping members informed of the progress we are making and the problems we are encountering. Likewise, it is in the vital interest of the Department that we put in place formal mechanisms to provide information

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to the community and other external constituencies. Internally and externally, it is critical that we capture ongoing feedback on how we're doing and what results we're achieving.

Role of the Community

As part of our new strategy, we have made a commitment to establish a relationship between the community and the police that will break down long-standing barriers, reduce community tensions, open up avenues of information, and provide constructive and meaningful opportunities for collaboration. Responsibility for forging this partnership cannot be assigned to a select few individuals in the Department. It must be pervasive: every Department member—but especially those at the most basic operational level—must see community outreach as an important and ongoing element of their jobs.

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We must continue to recognize that this evolving relationship with the community will not supplant the Department's ongoing responsibilities to make sound professional decisions concerning the formulation of policies, the allocation of resources, and the maintenance of the highest standards of quality and ethical behavior. By the same token, this partnership will not be a superficial one. We must aggressively seek input from the community in setting priorities and in developing and implementing crime-fighting and problem-solving strategies at the neighborhood level. Our partnership with the community must go beyond the issue of crime. It must encompass our common goal of making Chicago a better and safer city.

For our new strategy to be successful, effective bridges need to be spanned not only between the police and the community, but also between different communities and between communities and other government agencies. Our community-based strategy, however, must not become a forum for the promotion of any particular community group to the exclusion of others. Self-serving activity will only polarize and isolate organizations and create distrust, disharmony, and disenchantment with our strategy. It will be the role of both well-trained police and community leaders to effectively monitor and modify this self-defeating behavior where it occurs.

Networking with Public and Private Sector Service Providers

Fundamental to our new policing strategy is the commitment the Department has made to help improve the City's response to crime and to other quality-of-life problems that impact the strength and well-being of Chicago's neighborhoods.

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This commitment, however, does not mean the police are the only resources available to respond to every situation. We recognize the Department's limited ability to solve many of the problems that arise in our neighborhoods. In the future, our role should be that of a catalyst, mobilizing those resources—public, private, and community—that can get the job done.

In this role as catalyst, Department members must become sufficiently knowledgeable about the resources that are available and that are appropriate for different situations. In addition, we must ensure that these resources are accessible. In this regard, we cannot rely simply on informal relationships. We must develop formal relationships and procedures to ensure responsiveness and accountability by all of our partners in this important endeavor.

CONCLUSION

Chicago's new policing strategy is not a "quick-fix" or a panacea. Our problems of crime, violence, and neighborhood disorder have a long and complex history, and changes in society are occurring too rapidly and profoundly to make easy solutions possible. With the development of this strategic plan, however, we have taken the necessary first steps toward reinventing, and reinvigorating, our Department.

As a Department and a community, we must remain unified in this strategy, yet open and flexible enough to adjust it when necessary.

Such a major revision of our mission, our culture, and our operational philosophy will need time. That this plan covers the next three to five years is recognition of that fact. Along the way, obstacles will be encountered and obstacles will be overcome. Opportunities will surface from which we will benefit. As a Department and a community, however, we must remain unified in this strategy, yet open and flexible enough to adjust it when necessary.

The time frame for any strategic plan must have a beginning. We have begun. A follow-up document to this broad strategic vision will be more comprehensive and present a detailed plan of action. That report will identify specific tasks that need to be carried out, and it will affix responsibility for seeing that these tasks get done, and done right.

Our Department has long been recognized nationally for the quality of our police services and the professionalism of our members. That reputation will be enhanced as we translate our new strategic vision into an effective plan of action—a plan that truly makes a difference in improving the quality of life in all of Chicago's neighborhoods. Together we can.

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