



**COMMUNITY COMMISSION FOR PUBLIC
SAFETY AND ACCOUNTABILITY
ANNUAL REPORT ON THE PROPOSED
CHICAGO POLICE DEPARTMENT BUDGET**

November 13, 2023

Community Commission for Public Safety
and Accountability

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CITY OF CHICAGO



COMMUNITY COMMISSION FOR
PUBLIC SAFETY AND ACCOUNTABILITY

November 13, 2023

Dear City Council members:

The Community Commission for Public Safety and Accountability is submitting its annual report on the proposed 2024 Chicago Police Department budget. By law, the Commission is required each year to review the Police Department budget before the City Council votes on it.

The proposed 2024 Police Department budget is a definite improvement from the budget in 2023. The Department is taking important steps toward civilianization to bridge staffing gaps and reduce costs. Civilians represent 33 percent of New York's police department, 23 percent of Los Angeles' police department, but only 6 percent of Chicago's. The Department plans to start addressing this by creating almost 400 new civilian positions. This is good news for Chicago. It means more sworn officers will be free to do what they were trained to do—reduce violence and solve crimes. By placing an emphasis on victim services and risk mitigation in 2024, CPD is making strides towards Mayor Johnson's vision for a "Better, Stronger, and Safer Chicago."

While we are hopeful for these advancements, the Commission still has major concerns that the 2024 Police Department budget does not address. The top concerns center around workforce allocation, community policing, and police response times. The Department needs to do a better job placing officers in the right places and at the right times and keeping them there long enough to actually build relationships with the neighborhoods that they serve. This proposed budget doesn't tell us how the Department plans to do this. Nor does the budget tell us how CPD plans to lower how long it takes for police to respond when Chicagoans call for help. This is a problem that especially impacts Black and Brown neighborhoods, further eroding community trust and confidence in our system of policing. Simply put, your zip code should not determine your worthiness when you call for help.

While the Department is attempting to take steps in the right direction, success will only come if our entire city is bought into the mission. To that end, our city government also needs to step up. While police stations and vehicles are not included in the CPD budget, they are nonetheless integral pieces of the public safety puzzle that we are all trying to solve. Some of the physical spaces officers occupy when they are not on the streets are abysmal and in desperate need of an overhaul—an issue that undermines officer wellness and morale. The Department's data systems also need upgrades. Many of CPD's vehicles don't work, so that when officers work overtime, they are forced to pile into one car due to the lack of vehicles.

Another way the City can help CPD is by investing in more air support. The Department is finally receiving two new helicopters, bringing the total number of operational helicopters to three. Compare that to Los Angeles, which has 17 helicopters and we are missing the mark. Air support is crucial for reducing car theft and could help deliver a successful Democratic National Convention next summer. The City could help with this issue by doing everything possible to streamline the procurement process.

There is also another major issue that our Commission wants to highlight. That is the issue of transparency. Many critical components and expenses of the Police Department are not paid for by CPD's budget; they are included in other City departments' budgets. The Department's budget doesn't include the City's investment in police vehicles, fringe benefits, and capital improvements that are crucial to an effective Department. Chicagoans have no way of ascertaining the true cost of the CPD budget because many of the items are hidden away in the Office of Public Safety Administration, Office of Emergency Management and Communications, and Department of Assets, Information and Services budgets. The cities of Los Angeles and New York include the cost of vehicles and different technology in their budgets; Chicago does not. Without this information, no one knows exactly how much our city spends on policing. The budget must clearly show the information Chicagoans need to be able to accurately assess the actual cost of policing and hold public servants accountable.

The Commission is committed to working with the City Council, the Police Department, the District Councils, and residents across the city of Chicago to better protect the health and safety of all Chicagoans.

Anthony Driver, Jr.

President

I. Overview of the Process

The Community Commission for Public Safety and Accountability is required by law to review the Chicago Police Department budget every year before the City Council votes on it (Municipal Code of Chicago, 2-80-050(o)). The Commission has the power to comment on the Police Department budget and to recommend changes. The City Council has the power to vote on the budget.

The ordinance that created the Commission establishes goals for the Commission. The Commission used those goals to frame its review of the Police Department budget. The goals include:

- increasing public safety;
- building trust between communities and the Department;
- increasing efficiency in the use of public safety resources;
- ensuring that Police Department resources aren't used inefficiently to address public health or safety issues that other professionals are better equipped to address; and
- encouraging preventative, proactive, community-based, and evidence-based approaches to public safety.

The Commission prepared for this evaluation by engaging with communities across Chicago, the newly elected District Councils, and subject matter experts. The Commission first had an opportunity to review the CPD budget when it was released to the public and to members of the City Council, on October 11, 2023. Since then, Commissioners have reviewed the budget; met with the Police Superintendent to discuss it; held two public meetings where participants asked questions, shared ideas, and raised concerns about the budget (one public meeting included a presentation from CPD); met with the Fraternal Order of Police, whose members shared ideas and raised concerns; watched CPD's City Council budget hearings; and consulted with people in Chicago and around the country.

The Police Department's proposed budget is almost \$2 billion and covers more than 14,000 positions. Just like with all other City of Chicago departments, CPD's budget mostly lists job titles and provides salaries for those jobs. It does not describe in detail what work will be done or lay out CPD's goals and priorities. The Commission is still working to better understand the goals and priorities that the budget is working to advance.

This annual budget review is an opportunity to get this process started. The information that the Commission gathers and the issues that it highlights through the budget review process will inform other work that the Commission does over the course of the next year. For example, the Commission will soon begin its annual goalsetting process for the Police Superintendent, and information from the budget review process could play an important role in determining high-priority goals for the Superintendent for 2024.

II. Overview of Proposed CPD Budget

The 2024 CPD budget recommendations come at a moment of significant change for the Department. One year ago, when the Commission reviewed CPD's proposed 2023 budget, the Commission was roughly one month into its existence as an oversight body. Since then, Chicago has elected a new Mayor, and the Commission has nominated and the Mayor has appointed a new Superintendent. The Commission has now been in existence for over a year and, during that time, has worked effectively with CPD. Additionally, Chicago now has twenty-two new District Councils, each of which operate to advance police accountability and public safety at the district level.

With this backdrop of change, CPD has put forward a proposed budget of \$1.999 billion. Compared to 2023's budget recommendation of \$1.943 billion, the proposal represents an increase of \$55 million, or 2.9 percent. The proposed increase is at least partly a reflection of the 3.7 percent inflation rate in 2023. Department spending would increase from \$708 per Chicago resident in 2023 to \$736 per Chicago resident in 2024. Approximately 71 percent of the proposed budget would go to the Bureau of Patrol, 12 percent would go to the Bureau of Counterterrorism, and 9 percent would go to the Office of Constitutional Policing and Reform.

The vast majority of CPD's proposed budget pays for people. Roughly 80 percent of the proposal, \$1.603 billion, would pay for personnel. That is \$24 million more than was appropriated for personnel in 2023, an increase of 1.5 percent. Of the \$1.603 billion, \$1.326 billion would go to salaries and wages and \$100 million would pay for overtime. The actual costs for CPD personnel are substantially higher than what is reflected in the CPD budget, because the City does not include all personnel expenses in the individual budgets for each City department. For example, the cost of health insurance for City employees appears in a separate part of the City's overarching budget.

Overall, the spending covers 14,137 full-time employees for 2024, which amounts to 520 members of CPD for every 100,000 Chicago residents. Over three-fourths of personnel, 10,816 employees, are designated for the Bureau of Patrol.

The next largest section of CPD's proposed 2024 budget covers "financial purposes as specified" (\$105 million, or 5 percent of the budget). "Financial purposes as specified" is essentially costs associated with lawsuits against CPD. The Department would use these funds to cover legal judgments, outside counsel expenses, the cost of experts for trials, as well as some payouts for employee injuries not covered by workers' compensation. The \$105 million earmarked for these purposes represents no change from 2023.

At the Commission's October 26 public hearing, CPD presented its plans for what a CPD representative described as a "transformational" budget for 2024. The Department highlighted five initiatives included in the proposed budget:

1. Enhancing investigations

- CPD seeks to improve clearance rates by increasing the number of people who investigate crimes and gather and analyze evidence to build cases.

- CPD will create 136 new positions for detectives, evidence technicians, and fingerprint examiners; these are all sworn police officers who investigate crimes and gather and analyze evidence of crimes.
- CPD will also create 42 civilian positions to analyze evidence and provide additional support for investigations.

2. **Expanding victim and community services**

- This initiative focuses on increasing support for victims of non-fatal shootings, domestic violence, and other incidents of gender-based violence.
- CPD will create 86 new civilian positions, including 22 more crime victim advocates, 22 more advocates to support victims of domestic and gender-based violence, and 15 more community organizers to support community policing initiatives.

3. **Increasing supervision and training**

- This initiative focuses on meeting consent decree requirements to improve supervision and training.
- CPD will create 170 new field training officer positions to provide one-on-one support to new probationary police officers who have recently graduated from the training academy, 100 new sergeants to supervise police officers, and 20 new lieutenants to supervise sergeants.
- CPD will create 100 new positions for civilian trainers to expand the Department's training capacity.

4. **Transforming the Department through modernization**

- This initiative focuses on improving CPD's capacity to analyze data, develop policy, obtain community feedback, and support consent decree compliance.
- CPD will create 61 civilian positions.
- 39 of the civilian positions will review use of force incidents.
- Most of the other civilian positions in this initiative will expand support for consent decree work, research and development capacity to draft police and gather community feedback, and increase staff focused on analyzing data.

5. **Strengthening administrative processes**

- This initiative focuses on increasing CPD's capacity to process and respond to CPD's administrative requirements, including responding to FOIA requests and conducting investigations.
- CPD will create 118 civilian positions, including 33 positions to help the Bureau of Internal Affairs with investigations of alleged police misconduct.

In reviewing the proposed budget, the Commission considered the many public safety challenges that lie ahead for Chicago in 2024. Most are perennial—they are issues that the City must address every year. Some, like Chicago hosting the Democratic National

Convention, and addressing challenges associated with asylum seekers and migrants living in and around police stations, are rare occurrences and will pose substantial challenges for CPD. A well-designed budget with strategic investments will help CPD to handle these events and situations. This report focuses on the Commission's identified priority areas for progress including:

- Workforce allocation
- Community policing
- Training and leadership development
- Legal judgments
- Infrastructure as it relates to officer wellness and effective policing
- Data analytics and reporting, technology, and transparency
- Civilianization

The Commission views these areas as essential to CPD successfully launching its initiatives and achieving the transformation it intends to better serve Chicago in 2024.

III. Workforce Allocation

Last year, the Commission's review of CPD's proposed budget highlighted workforce allocation. This year's review also places workforce allocation front and center. The overwhelming majority of CPD's budget pays for people. At a time when the victims of violent crime live disproportionately on the South and West Sides of the Chicago, an essential question when analyzing the budget is whether the Department is assigning police officers to work in ways that do the most to protect the health and safety of Chicago residents.

As noted earlier, the budget does not make it easy to answer that question. As with all other City of Chicago departments, CPD's budget mostly lists job titles and provides salaries for those jobs. It does not describe where police personnel are allocated, how allocation decisions are made, or whether the decisions produce outcomes that are effective and equitable. The Department's allocation of resources should be based on a data-driven strategy, with clear rationale and supported by evidence demonstrating whether the chosen strategy is succeeding.

Having a data-driven strategy for resource allocation is especially important for the Bureau of Patrol. The Bureau of Patrol includes the police officers with whom Chicagoans are most likely to interact. An effective Bureau of Patrol should be increasing public safety and improving police-community relationships. Publicly available data suggests that patrol officers are not allocated equitably or effectively across police districts. A recent report from the Chicago Office of Inspector General found that much of the data necessary to fully analyze and understand response times are missing. Available data suggests that patrol officers are assigned to districts in ways that lead to significantly slower police response times in some neighborhoods, especially in predominantly Black neighborhoods which may put residents at greater risk of being injured or killed.

In addition, patrol officers can do their jobs most effectively when they know people in the communities they serve, they have built trusting relationships with community members, and they understand local concerns and priorities and local patterns of crime and violence. Building that knowledge and those relationships requires that patrol officers work in the same places at the same times for extended periods of time. Those kinds of assignments also give supervisors a better opportunity to know the officers they supervise and provide comprehensive support and supervision.

The increased number of supervisors in the proposed budget is encouraging. The increase could produce a more effective and accountable police department. The Department will be more likely to realize those improved outcomes if it prioritizes having patrol officers and supervisors to stay in the same place for extended periods of time, and if it minimizes the use of citywide teams that are not connected to specific communities or police districts.

To that end, Superintendent Snelling has indicated that he intends to give local district commanders more autonomy about how to deploy their officers. That could allow district commanders to better utilize resources in response to local needs and minimize the shift of community-based patrol officers to citywide teams.

The significant increase in civilian positions is also an encouraging sign. These positions are jobs within CPD that do not need to be filled by police officers. Police Departments in other large cities have a much higher percentage of civilian employees than CPD does. For example, in New York, civilians represent 33 percent of the police department workforce. In Los Angeles, they represent 23 percent of the workforce. In Chicago, they only represent 6 percent. By hiring almost 400 more civilians to take on responsibilities that do not require the specialized skills of sworn police officers, CPD can increase the number of officers working in the field to reduce violence and solve crimes.

The Police Superintendent has emphasized the need for a thorough workforce allocation study, which will help CPD to assess where police officers are working and deploy them most effectively. The Department has gone for years without a comprehensive workforce allocation study despite many calls for one, and despite a growing body of evidence that CPD is not using its workforce in a way that is best suited to meet Chicago's public safety needs. While homicide rates in much of the city have declined over the last 20 years, homicide rates in predominantly Black communities have increased at a startling and unacceptable rate. Over the last ten years, the homicide rate for Black Chicagoans has more than doubled. Public safety resources need to be allocated more strategically and effectively.

The Commission understands that the Department needs a long-term, data-driven strategy to drive workforce allocation. Conducting a workforce allocation study and developing a better strategy may take a year or more. Until that work is completed, CPD should use existing data to develop a short-term workforce allocation plan that will increase equity and improve outcomes. The Department should also develop plans to

build infrastructure within CPD to assess its workforce allocation strategies more effectively on a regular basis, and to make strategic adjustments based on those assessments.

Recommendations

1. CPD should include in its 2024 goals completing and implementing a high-quality, comprehensive workforce allocation study and developing a data-driven strategy for workforce allocation.
2. CPD and the Commission should develop metrics to assess the effectiveness of a workforce allocation plan, which should include an analysis of response times across police districts, an assessment of the percentage of police officers in each district who are working on the same beats over time; an assessment of the percentage of police officers in each district who are assigned to the same supervisor over time; and an assessment of the ratio of officers to supervisors in each police district.
3. CCPSA will hold a hearing on resource allocation and learn about what factors and considerations department leadership now considers when deploying resources.
4. CCPSA will work with CPD to increase transparency around CPD's workforce allocation decisions.
5. Before the workforce location study is complete, CPD should review data that can be used to assess equity and effectiveness of the current workforce allocation and make appropriate shifts to increase equity in response times and the Department's overall effectiveness.

IV. Community Policing

The Chicago Police Department's community policing strategy is foundational to building trust, legitimacy, and safety, and contributing to CPD's effectiveness in every neighborhood in the city. The need for a successful community policing strategy is especially great in areas most severely impacted by violent crime, where more residents distrust CPD and often fear the consequences of cooperating with police. The Department needs to build more trusting relationships and meaningful partnerships, especially in these communities. In its last budget review, the Commission highlighted a consent decree paragraph that requires CPD to:

[E]nsure that its community policing philosophy is a core component of its provision of police services, crime reduction strategies and tactics, training, management, resource deployment, and accountability systems. All CPD members will be responsible for furthering this philosophy and employing the principles of community policing, which include trust and legitimacy; community engagement; community partnerships; problem solving; and the collaboration of CPD, City

agencies, and members of the community to promote public safety. (Consent Decree, paragraph 10.)

Superintendent Snelling has indicated that he supports the consent decree's broad commitment to community policing. He wants all members of the Chicago Police Department to be community police officers and uphold the principles of community policing promoted in the consent decree. He has also acknowledged that it is not productive for the Department to roll out community policing efforts and models into districts without properly integrating them into existing efforts. And the Superintendent has emphasized that before he expands any community policing initiatives, he will assess evidence about programs' effectiveness.

However, in recent years, CPD's commitment to community policing reforms has been disjointed and weak. The Office of Community Policing has experienced significant staff reductions. The Neighborhood Policing Initiative (NPI), which previous administrations identified as CPD's central community policing commitment, and which is included in the consent decree, has never received the support or resources it needs to succeed. The Independent Monitor's most recent report highlighted additional backsliding in community policing reform compliance. CPD has also not provided clear guidance or direction about how CAPS, NPI, and District Councils should work together, intersect, and undergird each other.

Superintendent Snelling has not yet selected a community policing model that the department will adopt, and the Commission understands that this decision may take time. Because an effective community policing strategy will require that police officers have enough time to build and nurture relationships with community members, and not just respond to calls for service, a decision about a department-wide community policing strategy will need to be based on a thorough understanding of CPD's staffing resources and should be informed by a comprehensive workforce allocation study.

CPD's 2024 budget includes at least 86 civilian positions that will serve to expand victim and community services. Expanding victim and community services could be an encouraging development, but in order to ensure that these new resources are used effectively, CPD will need to collect data on an ongoing basis to assess whether victims and other community members are feeling the impact of these new investments.

Recommendations

1. CPD should include a commitment to adopt and begin to implement a comprehensive community policing strategy in its 2024 goals.
2. Until CPD completes a comprehensive workforce allocation study, the department should work to clearly identify what would be necessary to successfully implement existing community policing approaches, by running pilot programs in several districts that fully commit to the operational requirements of an approach and assess results.

3. When CPD completes a comprehensive workforce allocation study, it should select a community policing strategy and develop a plan to roll it out citywide, including determining the resources necessary to adequately staff CPD's community policing efforts and dedicate those resources appropriately; this includes providing the necessary level of administrative and supervisory support for a comprehensive and effective community policing approach.
4. To assess the effectiveness of new civilian staff to increase victim services and community services, CPD should develop tools to measure on an ongoing basis how community members feel about their interactions with police, including reviewing similar tools that are now being used in a number of other cities around the country.

V. Training and Leadership Development

For many years, CPD failed to provide enough training to police officers over the course of their careers. Substantially increasing training requirements is a key element of the consent decree. In recent years, in response to consent decree mandates, CPD has increased the amount of training officers receive. Similarly, in the past, CPD has not provided enough support to officers who are seeking promotional opportunities or who have been promoted. Everyone in the department would benefit if leaders received even more training as they moved up the ranks. The 2024 budget dedicates resources to both leadership expansion and training capacity.

The proposed 2024 budget includes a large and unprecedented increase in civilian training staff, but the budget does not specify how those resources will be allocated. Training resources should be allocated in a way that recognizes that investments in leadership development will benefit the entire department and city. Police leaders, including district commanders, captains, lieutenants, and sergeants, are ultimately responsible for implementing much of the work highlighted in this report, including a new community policing strategy, and a workforce allocation plan that will improve response times. These employees will need leadership training on how to effectively integrate and support change and hold those they supervise accountable for advancing that change.

CCPSA is encouraged by CPD's proposed investments in training and in increasing the number of supervisors, although it is not clear from the budget what that training will look like and if it is adequate to build CPD's leadership capacity. CCPSA will continue to assess how CPD is building its leadership "bench."

Recommendations

1. CPD should develop and share with the Commission a plan for providing sufficient training and support to newly promoted leaders.

2. CPD should provide quarterly reports on leadership training including the number of instructors, the types and amount of training conducted, the number of officers participating in training, and data that supports its representation that it is on track to comply with any consent decree training requirements.

VI. Legal Judgments

In last year's review of CPD's 2023 budget proposal, the Commission noted that year after year, the City paid extraordinarily large sums of money for legal judgments and settlements and associated costs for lawyers and experts for trial. This year's budget proposal shows no change. CPD has budgeted \$82,558,000 for legal judgments and trial costs – the same level budgeted every year since 2019. Meanwhile, every year since 2011, except for 2020, CPD has spent more on legal settlements than it budgeted. During that time, CPD settlements on average have represented almost three-quarters of the yearly legal judgments and fees for the entire City of Chicago. These costs cannot be written off as a symptom of a larger national issue; the City of Chicago spends more per capita on legal judgments for police-related civil rights litigation than other major cities, including New York and Los Angeles.

It is important to note that these costs are not all the result of allegations of police misconduct, and that a substantial fraction of the costs associated with recently settled misconduct cases are the result of policing incidents that occurred many years ago. For example, the City paid \$8.8 million to settle three lawsuits regarding wrongful convictions in cases involving allegations of police misconduct dating back as many as 30 years; these settlements alone represented over 10 percent of CPD's budget for legal judgments in 2023.

But whether the judgments and settlements are tied to recent events, it is not clear if CPD is doing enough to learn from its mistakes and to change behavior. Last year, the Commission raised concerns about whether CPD should do more to identify patterns of police misconduct or policies or practices that too often result in significant legal judgments against the City. A report by the Office of Inspector General found that “[t]he City lacks a comprehensive approach to the collection of litigation data. It is therefore critically impaired in its ability to effectively manage the risk of expense to the City and harm to its residents arising out of CPD's operations.” The Commission raised questions about whether CPD and the City's Department of Law were falling short in their efforts to manage risk. The Police Department had minimal staff working on risk management, and in 2023, they lost staff.

The Commission is encouraged that the proposed 2024 budget creates new positions that expand CPD's capacity to learn from litigation outcomes and use of force incidents, identify policies and practices that cause avoidable harm and develop alternative policies and practices. For example, CPD plans to hire 16 additional attorneys, a prominent jump of over 33 percent in the size of CPD's Legal Affairs Division. The modernization initiative will also expand CPD's data unit, which could improve litigation data collection and transparency of risk management. The Department is also adding 39 part-time civilian

Tactical Review Analysts for the Tactical Response and Evaluation Division (TRED) to review incidents that involve use of force.

However, new staff will need to contend with the substantial deficiencies in CPD's data systems. These deficiencies may hamper CPD's efforts to engage in more thoughtful risk management. The Department's data analytics systems are in desperate need of an upgrade.

Other budget provisions may also help to bring down the costs of legal judgments. Increasing the number of supervisors and trainers could help to create a better functioning police force that is less prone to mistakes and misconduct that lead to legal costs. Increasing the number of data analysts could enable CPD to do more effective risk management, by identifying patterns of misconduct, which training staff can then use to modify or enhance training. The modernization initiative aims to buttress CPD's Research and Development Unit as well, which could lead to policy work that will be better equipped to learn from risk management issues and correct CPD functions in response.

What remains to be seen is whether CPD can turn these pieces into a unified operation that increases CPD's learning and course-correcting processes and reduces the legal toll of policing. The Department already holds weekly meetings with the City's Department of Law to identify liability risks and opportunities to reduce them. This is a positive step, but it is not enough. The Department needs to develop a comprehensive risk assessment plan. Doing so will give CPD a better view of repeat offenses and a better opportunity to leverage the increased risk management personnel, increased supervision, increased training, and increased data analytics into reduced legal judgments.

Moreover, legal judgments are a problem that map onto the other priority areas under review in this budget. If CPD met the training standards set out by the consent decree, it might reduce liability and unnecessary harms. If CPD had a more strategic approach to workforce allocation, police officers would be better supported and less burdened, potentially leading to fewer mistakes and less misconduct. More investment in infrastructure and especially police facilities could boost officer wellness and ensure officers start and end their shifts with a stronger and healthier mentality. The reality is that the ultimate strategy to reduce the cost of legal judgments – and the judgments themselves – is to improve all aspects of how CPD operates as a department.

Recommendations

1. In 2024, CPD should prioritize developing a comprehensive risk assessment plan to reduce repeated offenses and repeat offenders, identify opportunities for improved supervision and training, and locate opportunities for policy developments that address sources of high legal risk.
2. In order to ensure risk management-related transparency, to better educate the public on the basis, cost, and allocation of funds paid in various settlements and legal judgments coming out of the CPD budget, and to support better-informed

efforts to strengthen risk management work, the Commission requests quarterly written reports from CPD on the status of risk management efforts; the Commission will carefully review each report and hold a hearing at least once a year to assess progress and recommend changes as necessary.

3. In order to ensure greater transparency and to support better-informed efforts to strengthen risk management activities, at least once a year, CPD and the Civilian Office of Police Accountability should present to the Commission, in writing and in a public Commission hearing, the aggregated data on legal judgments, misconduct investigations, and use of force investigations.
4. At least once a year, CPD, the Civilian Office of Police Accountability, the City of Chicago Law Department, the Office of the Inspector General, and the Commission should engage in a joint review of legal judgments (without compromising protected attorney-client privileged communications or information), misconduct investigations, use of force investigations, and audits, in order to identify policies and procedures that are in need of review, to explore changes that could be made to reduce risk, and to assess the progress of overall risk mitigation activities.

VII. Work Conditions, Facilities, and Equipment

In Commissioners' conversations with CPD officers, a recurring theme has been that the physical conditions in some police stations are very poor and police officers must often work with equipment that is outdated or broken and makes it more difficult for police officers to do their jobs.

Commissioners observed police stations with major plumbing, electrical, and structural issues. At one police station, flooding sometimes makes a locker room unusable and many holding cells uninhabitable. Areas that are designated as quiet rooms for officers to recover from stressful days and traumatic incidents are being used as storage rooms. Many are dirty, unpainted, poorly lit, and sparsely furnished. In one quiet room, Commissioners observed an officer kneeling at prayer, squeezed between two old desks and stacks of file boxes, beneath a harsh fluorescent light. In one police station, some officers use old file cabinets as lockers, with file-cabinet-to-locker conversions filling an entire hallway. Some police stations lack designated spaces for mothers to nurse or pump milk for their babies. In some stations, police officers eat lunch in their cars rather than in unsanitary break rooms.

Officers also expressed concerns about the lack of working police cars, which sometimes results in three or four officers being assigned to a single car, which means fewer cars can respond to calls for service. Officers said inadequate equipment limits their effectiveness in other ways. For example, they said helicopters can pursue carjacking suspects more safely than police cars, which can put other drivers and pedestrians at great risk, but CPD's helicopters are very old.

Working under such conditions leaves many officers feeling devalued and disrespected. Officers whose jobs involve high levels of stress, sometimes every day, say that such workplace conditions have a negative impact on their mental and physical health and morale.

Officers noted that City agencies responsible for maintaining and repairing facilities are often very slow to respond. Some said it is not unusual for officers to come in on days off to perform repairs necessary to make their work environment healthier.

The Commission is not aware of any capital planning process that involves regularly assessing maintenance, repair, and replacement needs, or establishing priorities. Although the City of Chicago's [2022-2026 Five-Year Capital Improvement Program](#), mentions some of the issues noted above, the Commission knows of no yearly collaborative process to identify and prioritize infrastructure and equipment

Recommendations

1. Chicago Police Department, with participation from district commanders, police officers, and CPD building engineers, should identify, assess, and inventory infrastructure needs for inclusion in a capital development plan for the department. This audit should include any equipment and facility needs with specific recommendations for improvement and include a timeline for execution.
2. Funding should be provided to make quiet rooms and break rooms more hospitable, so that those rooms can serve their intended purpose.
3. Each district should designate clean and well-lit areas that allow for adequate privacy within their buildings specifically for nursing or lactating mothers.

VIII. CPD Data, Technology, and Transparency

CPD's limited data collection and analysis capacities adversely impact the Department and in turn the communities and people they serve. According to the most recent Independent Monitor Report, the City and CPD's data issues continue to hamper CPD's ability to evaluate its use-of-force policies, training, and operations in general. Similarly, the Inspector General's recent report on police response times noted that the Department was missing half of the data necessary to understand and evaluate response times across the city. CPD's inadequate, and in some cases nonexistent data, does not allow CPD to evaluate and improve their operations in other areas as well, including officer wellness and crisis intervention program efforts.

Certainly, data and technology are themes that cut across a lot of areas, some of which have already been mentioned, but there are a few additional areas that the Commission would like to highlight. CPD's 2024 budget includes 10 new positions dedicated to increasing CPD's data analytics capacity. CPD's budget also includes more data entry capacity with 39 new staff members in the Tactical Review and Evaluation Division

(TRED), dedicated to reviewing department members' uses of force. If supported by comprehensive crime intervention and prevention strategies, increased crime analysis capacities and capabilities could help the department be more effective and timely in addressing immediate public safety issues and increasing crime clearance. These capacities can also help the department analyze trends to improve their services to the public.

CCPSA is encouraged by the Department's proposed investment in new data analysis infrastructure and capacity. CCPSA understands that a shift toward more robust and effective data analysis across the Department might take time, given how insufficient CPD's data capacity currently is, and we hope that the Department continues to prioritize building this capacity to further address violence and other crimes and provide more transparent ways for community members to understand and access data.

Transparency cannot be accomplished without the ability to efficiently answer FOIA requests. Also, failure to answer a FOIA request in a timely fashion can result in lawsuits. CPD's 2024 budget includes more legal positions to be able to focus on FOIA requests, which will contribute to minimizing litigation costs and maximizing transparency through staff and systems that will assist with prompt responses to FOIA requests.

CPD also needs to ensure that they have efficient data systems in place for answering subpoenas and requests for evidence to ensure compliance with a US Supreme court decision that requires that all material exculpatory information be tendered in criminal cases. An essential function of CPD in violent crime cases, especially murders, is not done until they have tendered all discoverable information to the prosecution and defense.

Recommendations

1. CPD should continue to improve the department's ability to collect, store, and analyze data. CPD should also develop systems that make certain the fidelity of the data that is collected.
2. To ensure that the Department is working with and analyzing high-quality data, all those who play a role in entering data, especially officers on the beat level and their supervisors, CPD should provide training to ensure that the entire department is aware of and bought into improved data collection and storage practices.

IX. Civilianization

The Department's proposed budget replaces hundreds of sworn positions with civilian positions. Even with this substantial new commitment, Chicago's civilian staff rate would still be far below that of New York and Los Angeles. The experience in those cities suggests that Chicago can place even more civilians in jobs now carried out by sworn officers, and then either put more sworn officers to work doing traditional policing jobs, or reduce the number of sworn officers. For example, the proposed budget for CPD's

Communications Division includes three sergeant positions and eight police officer positions, and it is possible that some or all those jobs could be done as effectively by civilian staff.

Recommendations

1. CPD should continue to work toward increasing its civilian workforce by analyzing the functions that sworn officers have been engaging in to identify positions or duties that are currently being performed by sworn officers that can be done by civilians, and then increasing its civilian workforce to perform more of the duties that don't necessarily have to be done by sworn officers.
2. CPD and the City of Chicago should prioritize increasing the number of mental health professionals employed by the city who can assist with responses to nonviolent or mental health related emergency calls.
3. CPD should ensure that the department is working to shift sworn officer resources to areas where they are most needed.

X. Conclusion

The Commission will continue to push for transparency in CPD's budget and pursue the recommendations proposed in this 2024 budget review. The Commission will also continue to insist on CPD using their public safety resources effectively and equitably to keep all communities safe.