



CITY OF CHICAGO

OFFICE OF INSPECTOR GENERAL

MEMORANDUM

To: The Honorable Pat Dowell
Chairman, Committee on the Budget and Government Operations

From: Deborah Witzburg
Inspector General
Office of Inspector General

CC: Elizabeth Beatty
Mayor's Office of Intergovernmental Affairs

Date: October 18, 2022

Re: Request for Information from Annual Appropriation Committee Hearing

ID: 03-01 Ald. Reilly Information Request

This memo contains responses to your October 17, 2022 memo requesting that we come to our Budget Hearing prepared with the following information and that this information is provided through the Chair in writing:

Changes in headcount projected for 2023

Response: OIG anticipates the addition of 10 new positions.

Number of funded vacancies and breakdown for 2023

Response: The printed budget books reflect 39 vacancies. Of those, 33 are in the Corporate Fund (Fund 100), 2 are in the Water Fund (Fund 200), 1 is in the Sewer Fund (Fund 314), and 3 are in the O'Hare Revenue Fund (Fund 740). Of those 39 vacancies, 10 are the new positions anticipated in 2023. Seven have already been filled, and three will be filled on November 1, 2022.

Number of vacancies being cut – what positions (job titles) are being eliminated

Response: Zero.

Number of non-union employees to receive salary increases in 2023 budget

Response: None, other than 61 employees who will receive step increases based on non-represented GY (43) and BX (18) Salary Schedules.

Description of outsourced services projected for 2023

Response: No services will be outsourced in 2023.

List of savings and cost-efficiencies due to zero-based budgeting

Response: OIG did not construct its budget on a zero-based approach.



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Mayor's Office of Intergovernmental Affairs

Date: October 18, 2022

Re: Request for Information from Annual Appropriation Committee Hearing

ID: 03-02 CPD Civilianization Audit

The following information is provided in response to questions posed at our department's hearing on October 18, 2022 to discuss the proposed 2023 budget.

Alderman Harry Osterman asked for OIG's previous audit looking into CPD officers in civilian roles.

Attached are three documents: 1) Review of Opportunities for Civilization in The Chicago Police Department, 2) CPD's Response, and 3) Follow-Up Report.

As always, please let me know if you have any further questions.



OFFICE OF INSPECTOR GENERAL
City of Chicago



REPORT OF THE INSPECTOR GENERAL'S OFFICE:

***REVIEW OF OPPORTUNITIES FOR CIVILIANIZATION
IN THE
CHICAGO POLICE DEPARTMENT***

JANUARY 2013

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Joseph M. Ferguson
Inspector General

OFFICE OF INSPECTOR GENERAL

City of Chicago

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January 23, 2013

To the Mayor, Members of the City Council, the City Clerk, the City Treasurer, and the residents of the City of Chicago:

The City of Chicago Office of Inspector General (IGO) has analyzed opportunities to civilianize certain positions in the Chicago Police Department (CPD). We examined 30 units within CPD that perform primarily non-law enforcement functions and evaluated whether each position currently filled by a full-duty sworn officer could instead be filled by a civilian.

The IGO analyzed 370 full-duty sworn positions, and concluded that 292 full-time equivalent positions (79%) could be filled by civilians because they require neither the police powers granted to a sworn officer by State statute, nor the skills, knowledge, or experience specific to sworn officers.

Many of the positions recommended for civilianization involve purely administrative tasks such as timekeeping, scheduling, data entry, handling phone calls, and arranging travel. Other positions require professional training not specific to police work, such as lawyers, nurses, chaplains, graphic designers, information technology specialists, accountants, and grant writers.

The IGO concluded that filling these positions with sworn officers, in whom the department has invested specialized law enforcement training, is an inefficient use of taxpayer resources, and the City should instead fill these positions with qualified, and less expensive, civilians. The City could not only redeploy those 292 sworn men and women to other high priority missions in CPD, but also save an estimated \$6.4 million to \$16.6 million through this partial civilianization.

Therefore, the IGO makes two recommendations. First, CPD should civilianize the 292 full-time equivalent positions identified in this analysis. Second, as the IGO only reviewed 30 primarily non-law enforcement units, CPD should conduct a similar analysis for every other unit within the department in order to identify additional civilianization opportunities. More opportunities for civilianization likely exist in other units.

The IGO thanks CPD staff for their cooperation during this review. Their assistance contributed significantly to the successful completion of the review. We also thank CPD for taking the time to review and provide comments on a draft of this report.

As always, I welcome your ideas, comments, suggestions, questions, and criticisms.

Respectfully,

A handwritten signature in blue ink, consisting of a large, stylized 'J' followed by a horizontal line that tapers to the right.

Joseph M. Ferguson
Inspector General
City of Chicago

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I. EXECUTIVE SUMMARY

The Inspector General's Office (IGO) performed an analysis of opportunities to civilianize positions in the Chicago Police Department (CPD). We examined 30 units within CPD that perform primarily non-law enforcement functions and evaluated whether each position currently filled by a full-duty sworn officer could instead be filled by a civilian.

The IGO analysis covering 370 full-duty sworn positions concluded that 292 full-time equivalent positions, or 79 percent, could be filled by civilians because they require neither the police powers granted to a sworn officer by State statute, nor the skills, knowledge, or experience specific to sworn officers.

Many of the positions recommended for civilianization involve purely administrative tasks such as timekeeping, scheduling, data entry, handling phone calls, and arranging travel. Other positions require professional training not specific to police work, such as lawyers, nurses, chaplains, graphic designers, information technology specialists, accountants, and grant writers.

The City could save an estimated 16 to 41 percent per position through civilianization, for a total annual savings of \$6.4 million to \$16.6 million depending on the salary paid to the replacement civilians. Based on our analysis, the IGO makes two recommendations:

1. CPD should civilianize the 292 full-time equivalent positions identified in this analysis.

Civilianization could be implemented in one of three ways:

- (a) Civilianize the 292 non-enforcement positions through attrition by redeploying the sworn officers currently holding these positions into the field as vacancies in sworn enforcement positions occur, and by hiring civilians to fill the non-enforcement positions;
- (b) Eliminate the 292 sworn positions and hire 292 civilians; or
- (c) Immediately deploy all 292 sworn officers currently in non-enforcement positions to new enforcement positions, and fill the non-enforcement positions with civilians.

The last option would add 292 sworn officers to enforcement positions and 292 civilians to non-enforcement positions, thus increasing total CPD headcount and personnel costs. While savings would still be achieved in the civilianized positions, total personnel costs would be higher due to the overall addition of 292 employees.

2. CPD should conduct a similar analysis for each unit.

The IGO's analysis was limited to 30 primarily non-law enforcement units that were most likely to contain positions that could potentially be civilized. There are likely to be more positions in the Department that could be civilianized. The Department should conduct a civilianization analysis of all of those other units to identify additional positions that could be civilianized.

II. BACKGROUND ON THE CHICAGO POLICE DEPARTMENT

A. Mission of the Department

The mission of CPD is stated below:¹

“The Chicago Police Department (CPD), as 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.”

B. Organizational Overview

CPD had 12,622 full-time employees as of August 16, 2012. It is the largest department within the City of Chicago, representing nearly 43 percent of the City workforce budgeted for 2013.²

CPD is led by the Superintendent of Police. In addition to overall Department management, the Superintendent, via the Office of the Superintendent, is responsible for “planning and implementing the Chicago Alternative Policing Strategy (CAPS), improving the Department’s response to domestic violence, facilitating and coordinating law enforcement services to the senior citizen community, planning police coverage at public gatherings, addressing legal and legislative matters, administering labor agreements, and providing a liaison to the news media.”³ The Office of the Superintendent has budgeted for 273 full-time equivalent positions in 2013.⁴

The Office of the First Deputy Superintendent “coordinates and unifies the efforts of all bureaus to maximize the use of departmental resources, personnel, and technology.”⁵ The Office of the First Deputy Superintendent has budgeted for 51 full-time equivalent positions in 2013.⁶

As shown in the chart below, under the Office of the Superintendent and First Deputy Superintendent, CPD is divided into five bureaus. These are: the Bureau of Patrol, the Bureau of

¹ City of Chicago, Chicago Police Department, “General Order G01-01, Mission Statement and Core Values,” March 1, 2011, accessed September 21, 2012, <http://directives.chicagopolice.org/directives/data/a7a57bf0-12e6d379-71512-e6d5-9e3d1c3316a9aa46.html?ownapi=1>.

² The proposed 2013 budget includes 14,358 positions in CPD and a citywide total of 33,550 positions. City of Chicago, Office of Budget and Management, “2013 Budget Overview,” October 2012, 23 and 92, accessed October 19, 2012, http://www.cityofchicago.org/content/dam/city/depts/obm/supp_info/2013%20Budget/2013Overview.pdf.

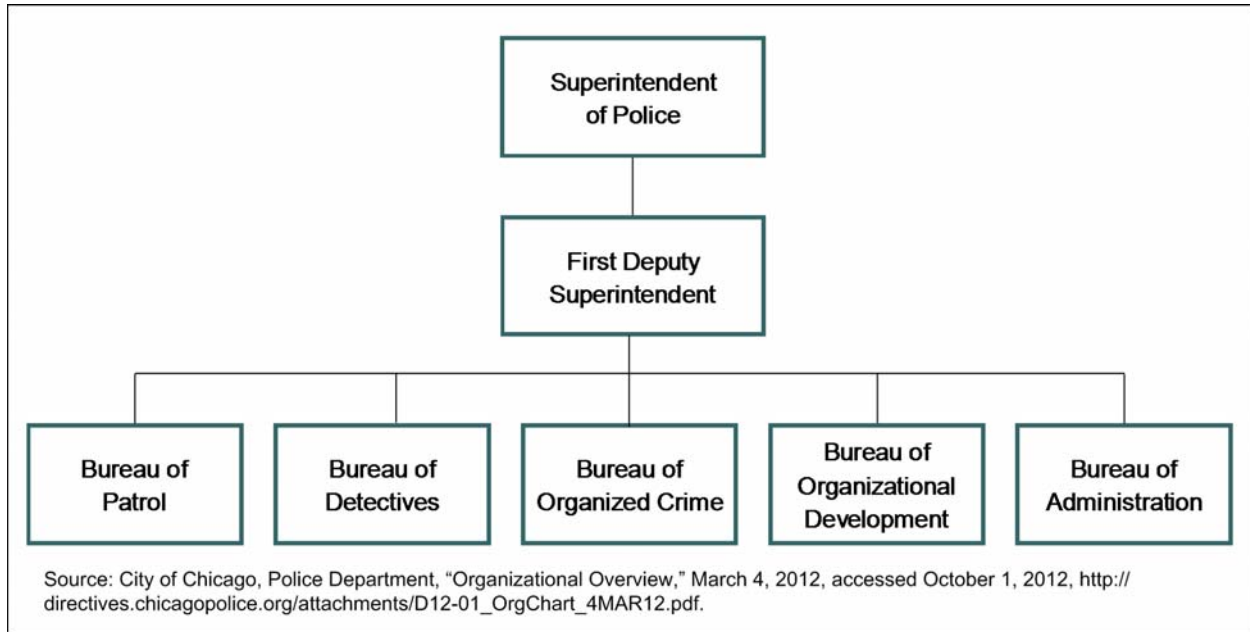
³ City of Chicago, Police Department, “Superintendent’s Office,” accessed September 21, 2012, [https://portal.chicagopolice.org/portal/page/portal/ClearPath/About%20CPD/Bureaus/Superintendent’s%20Office](https://portal.chicagopolice.org/portal/page/portal/ClearPath/About%20CPD/Bureaus/Superintendent's%20Office).

⁴ City of Chicago, Office of Budget and Management, “2013 Budget Overview,” October 2012, 92, accessed October 19, 2012, http://www.cityofchicago.org/content/dam/city/depts/obm/supp_info/2013%20Budget/2013Overview.pdf.

⁵ City of Chicago, Office of Budget and Management, “2013 Budget Overview,” October 2012, 92, accessed October 19, 2012, http://www.cityofchicago.org/content/dam/city/depts/obm/supp_info/2013%20Budget/2013Overview.pdf.

⁶ City of Chicago, Office of Budget and Management, “2013 Budget Overview,” October 2012, 92, accessed October 19, 2012, http://www.cityofchicago.org/content/dam/city/depts/obm/supp_info/2013%20Budget/2013Overview.pdf.

Detectives, the Bureau of Organized Crime, the Bureau of Organizational Development, and the Bureau of Administration.



1. Bureau of Patrol

"The Bureau of Patrol is responsible for general field operations, including the protection of life and property, the apprehension of criminals, and the enforcement of state and municipal traffic laws."⁷

This is the largest CPD Bureau, which has budgeted for 11,292 full-time equivalent positions in 2013.⁸

2. Bureau of Detectives

"The Bureau of Detectives is responsible for the follow-up investigation of crime and the apprehension of offenders. The Detective Division is responsible for the investigation of felonies, selected misdemeanors, missing persons, and unidentified, deceased persons; the processing of juvenile offenders and the care of juveniles in need of protective services; the response to, and investigation of, bomb and arson incidents; and the collection and processing of forensic evidence."⁹

⁷ City of Chicago, Police Department, "Bureau of Patrol," accessed September 21, 2012, <https://portal.chicagopolice.org/portal/page/portal/ClearPath/About%20CPD/Bureaus/Bureau%20of%20Patrol>.

⁸ City of Chicago, Office of Budget and Management, "2013 Budget Overview," October 2012, 92, accessed October 19, 2012, http://www.cityofchicago.org/content/dam/city/depts/obm/supp_info/2013%20Budget/2013Overview.pdf.

⁹ City of Chicago, Police Department, "Bureau of Detectives," accessed September 21, 2012, <https://portal.chicagopolice.org/portal/page/portal/ClearPath/About%20CPD/Bureaus/Bureau%20of%20Detectives>.

The Bureau has budgeted for 1,351 full-time equivalent positions in 2013.¹⁰

3. Bureau of Organized Crime

“The Bureau of Organized Crime focuses on the dissolution of illegal narcotic, gang, and vice activities through both street-level enforcement efforts and long-term criminal investigations.”¹¹

The Bureau has budgeted for 866 full-time equivalent positions in 2013.¹²

4. Bureau of Organizational Development

“The Bureau of Organizational Development is responsible for criminal justice research, analysis and reporting. Additionally, the Bureau conducts policy and planning research, systems analysis and program development; and provides field operations with support that is consistent with beat, district, and strategic operational planning activities.”¹³

The Bureau has budgeted for 123 full-time equivalent positions in 2013.¹⁴

5. Bureau of Administration

“The Bureau of Administration coordinates and directs Department activities which relate to budget and fiscal control; personnel administration; data collection; and records management. The Bureau includes the Financial Group, Human Resources, Professional Counseling Services, Information Services Division, Record Services Division, and Chaplain’s Unit. The Financial and Human Resources Group manages the operations of the Finance Division, Human Resources Division, General Support Division, Facilities Management Unit, and the Fleet Liaison.”¹⁵

¹⁰ City of Chicago, Office of Budget and Management, “2013 Budget Overview,” October 2012, 92, accessed October 19, 2012,

http://www.cityofchicago.org/content/dam/city/depts/obm/supp_info/2013%20Budget/2013Overview.pdf,

¹¹ City of Chicago, Police Department, “Bureau of Organized Crime,” accessed September 21, 2012,

<https://portal.chicagopolice.org/portal/page/portal/ClearPath/About%20CPD/Bureaus/Bureau%20of%20Organized%20Crime>.

¹² City of Chicago, Office of Budget and Management, “2013 Budget Overview,” October 2012, 92, accessed October 19, 2012,

http://www.cityofchicago.org/content/dam/city/depts/obm/supp_info/2013%20Budget/2013Overview.pdf,

¹³ City of Chicago, Police Department, “Bureau of Organizational Development,” accessed September 21, 2012,

<https://portal.chicagopolice.org/portal/page/portal/ClearPath/About%20CPD/Bureaus/Bureau%20of%20Organizational%20Development>.

¹⁴ City of Chicago, Office of Budget and Management, “2013 Budget Overview,” October 2012, 92, accessed October 19, 2012,

http://www.cityofchicago.org/content/dam/city/depts/obm/supp_info/2013%20Budget/2013Overview.pdf,

¹⁵ City of Chicago, Police Department, “Bureau of Administration,” accessed September 21, 2012,

<https://portal.chicagopolice.org/portal/page/portal/ClearPath/About%20CPD/Bureaus/Bureau%20of%20Administration>.

The Bureau has budgeted for 402 full-time equivalent positions in 2013.¹⁶

C. Definition of “Sworn Officer”

A sworn officer is:¹⁷

“(i) any person who by virtue of his office or public employment is vested by law with a duty to maintain public order or to make arrests for offenses, whether that duty extends to all offenses or is limited to specific offenses, or (ii) any person who, by statute, is granted and authorized to exercise powers similar to those conferred upon any peace officer employed by a law enforcement agency of this State.”

D. History of CPD Staffing and Personnel Expenditures

This analysis uses staffing and personnel expenditure data compiled from CPD’s Annual Reports.¹⁸ The analysis presents data beginning in 1993 because that is the first year that CPD reported personnel broken out by sworn and civilian employees.¹⁹ Crossing guards are excluded from this analysis because they are part-time positions reported separately from the sworn and civilian personnel numbers in the Annual Reports.²⁰

While CPD reported 12,244 sworn officers in 2010, nearly the same number as in 1993, there were approximately 10 percent more sworn officers during most of the 18-year period. From 1993 to 1996, the number of sworn officers rose, and for the next decade sworn officer employment stayed relatively steady at approximately 13,500 officers. The 12,244 sworn officers reported for 2010 represents a decline of 1,372 from the most recent peak of 13,616 in 2007.

Civilian employment rose briefly from 2,117 in 1993 to 2,641 in 1996. From its peak in 1996, civilian employment fell by approximately 73 percent to 719 civilians in 2010. Part of this decline was a reallocation of civilians to other City departments, including the transfer of the

¹⁶ City of Chicago, Office of Budget and Management, “2013 Budget Overview,” October 2012, 92, accessed October 19, 2012,

http://www.cityofchicago.org/content/dam/city/depts/obm/supp_info/2013%20Budget/2013Overview.pdf,

¹⁷ In this report, the term “sworn officer” is used because it is the term typically used within CPD and by the Federal Bureau of Investigation (FBI) in its Uniform Crime Reporting (UCR) Program. Illinois state statute uses the alternative term “peace officer”, which is the definition provided here.

720 ILCS 5/2-13, accessed September 12, 2012,

<http://www.ilga.gov/legislation/ilcs/ilcs4.asp?DocName=072000050HArt%2E+2&ActID=1876&ChapterID=53&SeqStart=1300000&SeqEnd=5500000>.

¹⁸ City of Chicago, Police Department, “Annual Reports” 1993-2010, accessed September 28, 2012,

<https://portal.chicagopolice.org/portal/page/portal/ClearPath/News/Statistical%20Reports/Annual%20Reports>.

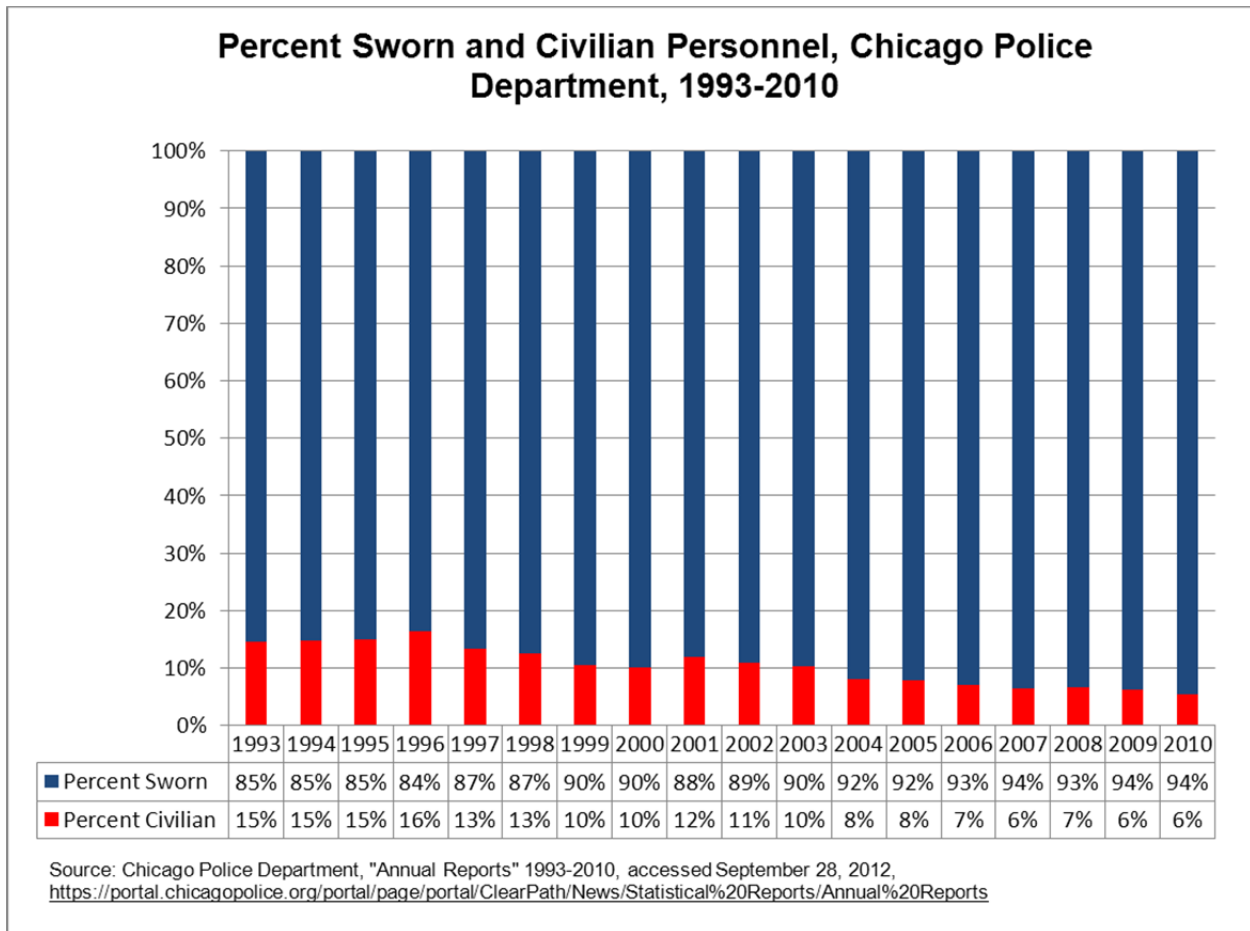
The dates within the Annual Reports are not consistent. The 2010 Annual Report reflects personnel data as of September 2011, while the 2009 report reflects data as of the year end 2009. For simplicity, in this report, data drawn from the Annual Reports are referred to by the year of the Annual Report. For example, data drawn from the 2010 Annual Report are referred to as 2010 data.

¹⁹ The sworn figures include sworn staff that is exempt, meaning staff not represented by any of the four unions who represent sworn personnel. Exempt staff is high-level sworn, supervisory staff within CPD and includes the positions of Commanders, Deputy Chiefs, and Chiefs.

²⁰ For reference, the number of crossing guards has decreased by 23 percent, from 1,157 in 1993 to 894 in 2010.

emergency call system operators of the City’s 911 system from CPD to what is now the Office of Emergency Management and Communications 911 Center, which was established in 1995.²¹

While overall civilian employment has declined in CPD, it has also decreased as a percentage of total employment within the Department. As shown in the graph below, the percentage of civilians within CPD has decreased nearly threefold from its peak in 1996 of 15.3 percent to 5.2 percent of the Department’s staff, excluding crossing guards, in 2010. As stated earlier, this is in part due to the transfer of civilian positions to other departments.



Over this same time period, average nationwide civilian employment in law enforcement agencies has been increasing. The U.S Department of Justice Bureau of Justice Statistics’ report “Census of State and Local Law Enforcement Agencies, 2008” states that between 1992 and 2008, the growth of civilian personnel was twice the growth of sworn personnel with increases of 55 and 26 percent, respectively.

E. Comparison of Sworn and Civilian Staffing to Other Large Cities

This section compares CPD staffing with police departments in the 14 other most populous cities in the U.S. in 2010.²² The data below were compiled from the FBI’s Uniform Crime Reporting

²¹ City of Chicago, “About the OEMC,” accessed October 15, 2012, <http://webapps.cityofchicago.org/ChicagoAlertWeb/index.jsp?content=aboutOEMC>.

(UCR) Program annual publication, “Crime in the United States” for 2010, the most recent year for which data are available.²³ In 2010, “Crime in the United States” collected police employee data from 14,744 city and county law enforcement agencies.²⁴

The FBI recommends caution when comparing staffing sizes. Law enforcement agencies have different organizational structures, face unique challenges, and provide a range of different services specific to their jurisdiction, so comparisons between staffing levels and makeup should be made with caution. For instance, police departments may include functions such as fleet management or emergency dispatchers, or these may be housed in other departments within the local government. Further explanation of the police employee data may be found on the FBI’s Crime in the United States website.²⁵

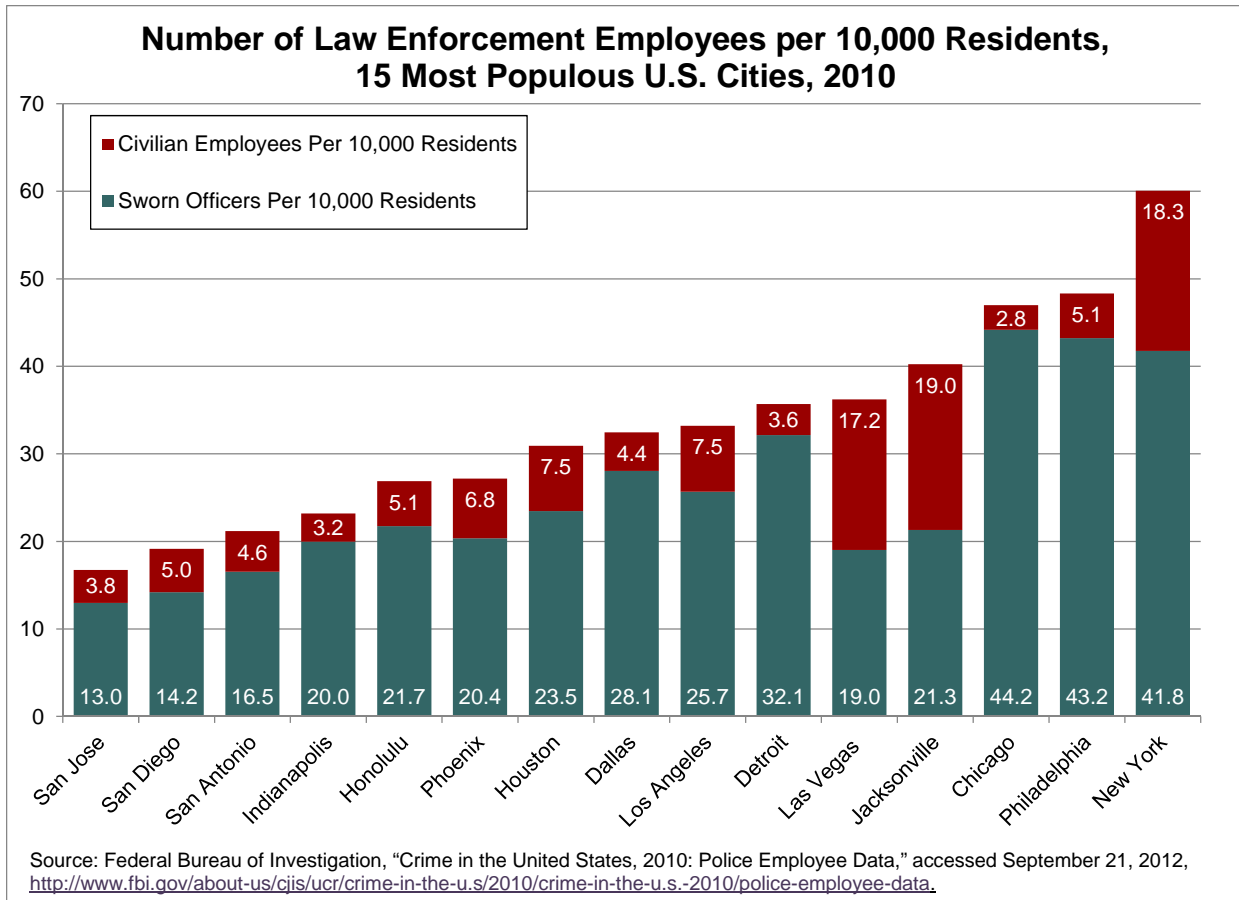
²² In this section, the term “15 most populous cities” refers to the 15 largest U.S. populations served by City police departments that report police employment data through the FBI’s Uniform Crime Reporting (UCR) Program. The City of Las Vegas and the City of Honolulu are not among the 15 largest U.S. cities by population, but the Las Vegas Metropolitan Police Department (LVMPD) and the Honolulu Police Department each have jurisdiction over one of the 15 largest populations among City police departments reporting data through the UCR. The LVMPD has jurisdiction both the City of Las Vegas and Clark County, Nevada, and the Honolulu Police Department has jurisdiction over both Honolulu City and Honolulu County. City of Las Vegas, Metropolitan Police Department, “2011 Annual Report,” 8, accessed October 10, 2012, <http://www.lvmpd.com/Portals/0/pdf/2011Annual%20Report.pdf>. City of Honolulu, Police Department, “About HPD,” accessed October 12, 2012, <http://www.honolulu.gov/hpd/index.htm>.

²³ Federal Bureau of Investigation, “Crime in the United States, 2010: Police Employee Data,” accessed September 21, 2012, <http://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2010/crime-in-the-u.s.-2010/police-employee-data>.

²⁴ Federal Bureau of Investigation, “Crime in the United States, 2010: Police Employee Data,” accessed October 18, 2012, <http://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2010/crime-in-the-u.s.-2010/police-employee-data>.

²⁵ Federal Bureau of Investigation, “Crime in the United States, 2010: Police Employee Data,” accessed September 21, 2012, <http://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2010/crime-in-the-u.s.-2010/police-employee-data>.

Of the 15 most populous cities, Chicago has both the largest number of sworn officers and smallest number of civilian employees per capita.²⁶ As stated earlier, this is in part due to its transfer of civilian positions to other departments and other organizational differences between self-reporting police departments.



F. Differences in Compensation for Sworn and Civilian Employees in the CPD

The average salary of a sworn officer is 37 percent higher than that of the average civilian in the CPD. When accounting for additional non-salary compensation and fringe benefits, a sworn officer makes 62 percent more than a civilian.²⁷ The chart below shows the average compensation for sworn officers and civilians broken into the different components of base

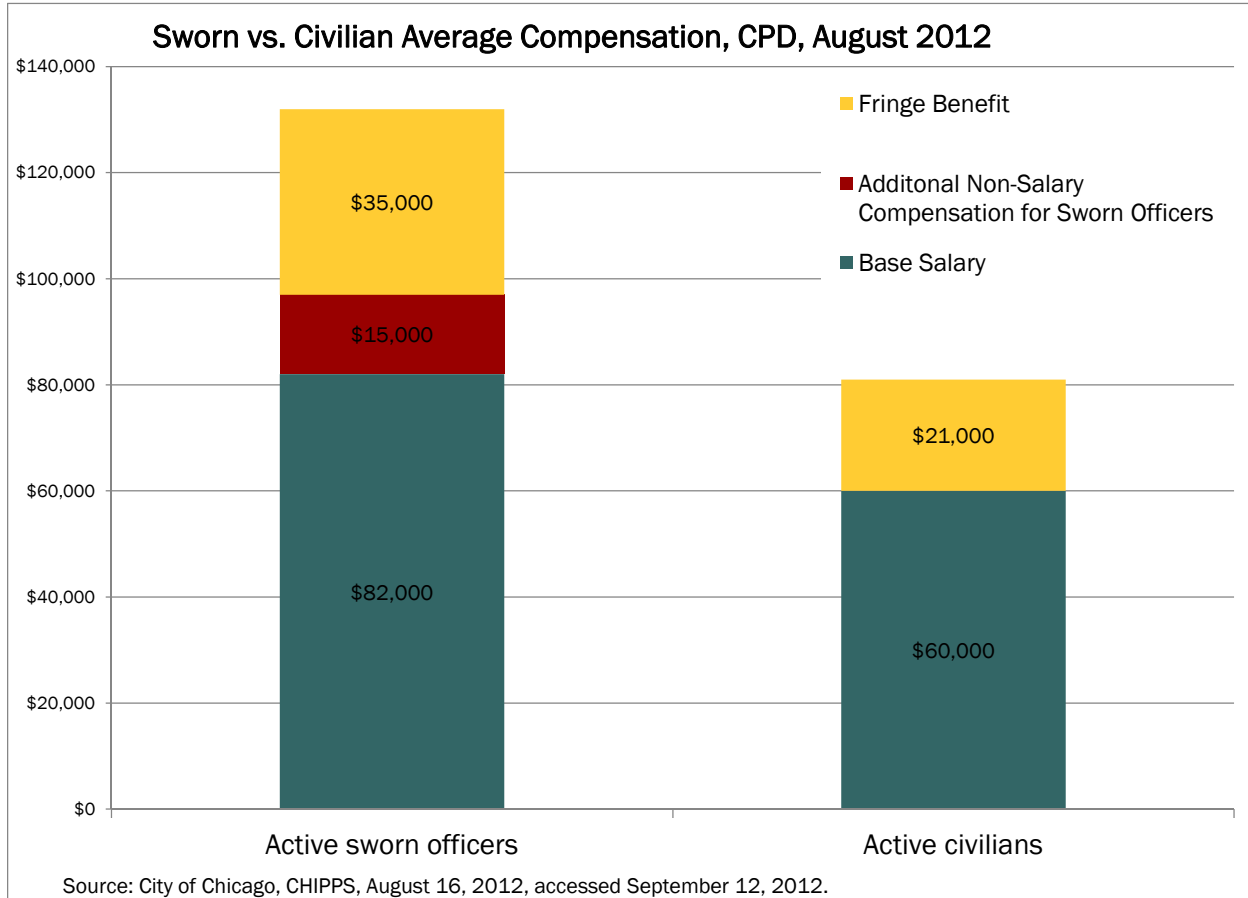
²⁶ Because crossing guards are not full-time employees in Chicago, these employees are not included in the civilian totals for CPD provided by the FBI.

²⁷ The additional non-salary compensation includes duty availability pay, uniform allowance, holiday premium pay, compensatory time buybacks, tuition reimbursements, Fitness Pay, Pay for Acting Up (Working Out of Grade), specialty unit pay, payments of unused leave time, and quarterly differential pay and rank credit for Sergeants, Lieutenants, and Captains.

City of Chicago, Office of Inspector General, "Description of the Police Officer and Firefighter Collective Bargaining Agreements," August 2012, 5, accessed October 1, 2012.

<http://chicagoinspectorgeneral.org/wp-content/uploads/2012/08/IGO-Description-of-the-Police-Officer-and-Firefighter-CBAs-Final-August-1-2012.pdf>.

salary, additional non-salary compensation, and fringe benefits.²⁸ The averages in the chart are based on active employees in CPD as of mid-August 2012 and are rounded to the nearest thousand. This is an average across the Department, and does not consider years of service, job duties, or other factors. However, it does provide an overall picture of the costs of employing each type of employee.



III. BACKGROUND ON CIVILIANIZATION OF POLICE DEPARTMENT FUNCTIONS

The following section defines civilianization, identifies the primary reasons for civilianization efforts, and details several examples of civilianization efforts and studies from other U.S. cities.

A. **Defining Civilianization**

“Civilianization is the practice of assigning police department work that does not require a police officer’s special training or skills to civilian employees.”²⁹

²⁸ Fringe benefits for sworn officers are equal to approximately 43 percent of their base pay, whereas fringe benefits for civilians are 35 percent of base pay due to more generous pension benefits for sworn officers. City of Chicago, Office of Inspector General, “Savings and Revenue Options 2012,” September 2012, 3, accessed October 1, 2012.

<http://chicagoinspectorgeneral.org/wp-content/uploads/2012/09/IGO-Savings-and-Revenue-Options-2012-Final.pdf>.

²⁹ Robert L. Snow, “Strengthening through Civilianization,” *Law and Order*, April 1989, 60, quoted in

Law enforcement agencies have civilianized functions that are performed by civilians in other government departments and large private organizations, including human resources, information technology services, fiscal services, and planning and research.³⁰ Some law enforcement agencies use civilians for duties that are specific to law enforcement but that do not require police powers to execute. This includes latent fingerprint examiners, ballistics examiners, document examiners, crime analysts, and the positions related to the handling, processing and maintenance of evidence and property.^{31, 32}

The International Association of Chiefs of Police (IACP) has established a *Model Policy on Civilianization*, which lists the following functions as civilian responsibilities:³³

- Planning and research
- Media relations
- Communications
- Records
- Animal control
- Property/evidence
- Victim advocacy
- Police auxiliary/reserve
- Parking enforcement
- School crossing control
- Accident investigation
- Legal affairs
- Fleet maintenance
- Detention
- Forensics

B. Reasons that Civilianization is Pursued

Civilianization is a potential means for reducing costs. In a civilianization study of the Los Angeles Police Department, the authors concluded that civilianizing 402 positions would save \$11.8 million.³⁴ In a 2010 civilianization audit of the San Jose, California Police Department,

City of Kansas City, Missouri, Police Department, "Opportunities for Civilianization," September 1998, 7, accessed September 28, 2012, http://www.kcmo.org/idc/idcplg?IdcService=GET_FILE&dID=78858&dDocName=KCPD-CIVILIANIZATION, and quoted in

City of San Jose, California, Office of the City Auditor, "Audit of Civilianization Opportunities in the San Jose Police Department," January 2010, 16, accessed October 11, 2012, <http://www.sanjoseca.gov/auditor/AuditReports/1002/1002.pdf>.

³⁰ City of Kansas City, Missouri, Police Department, "Opportunities for Civilianization," September 1998, Appendix C, accessed September 28, 2012, http://www.kcmo.org/idc/idcplg?IdcService=GET_FILE&dID=78858&dDocName=KCPD-CIVILIANIZATION.

³¹ City of Kansas City, Missouri, Police Department, "Opportunities for Civilianization," September 1998, Appendix C, accessed September 28, 2012, http://www.kcmo.org/idc/idcplg?IdcService=GET_FILE&dID=78858&dDocName=KCPD-CIVILIANIZATION.

³² City of Los Angeles, Office of the City Controller, "Review of Increased Civilianization of the Los Angeles Police Department," March 19, 2008, 12, accessed September 17, 2012, http://controller.lacity.org/stellent/groups/electedofficials/@ctr_contributor/documents/contributor_web_content/lacity_008239.pdf.

³³ City of San Jose, California, Office of the City Auditor, "Audit of Civilianization Opportunities in the San Jose Police Department," January 2010, Appendix D, accessed October 11, 2012, <http://www.sanjoseca.gov/auditor/AuditReports/1002/1002.pdf>.

³⁴ City of Los Angeles, Office of the City Controller, "Review of Increased Civilianization of the Los Angeles Police Department," March 19, 2008, 104, accessed September 17, 2012, http://controller.lacity.org/stellent/groups/electedofficials/@ctr_contributor/documents/contributor_web_content/lacity_008239.pdf.

auditors found that 88 positions could be civilianized for a cost savings of over \$5 million.³⁵ In New York City, “a 2002 study estimated annual cost savings of \$15.2 million if 831 positions were to be civilianized in the New York Police Department.”³⁶

Moreover, as noted in a study of civilianization in Vancouver “although civilianization is primarily viewed as a strategy for reducing the overall costs of policing, there are other benefits, including increasing ‘blue on the street,’ broadening the talent pool, and increasing opportunities, diversity, and productivity in the department.”³⁷

As further recognized in the IACP *Model Policy on Civilianization*, “the efficiency and effectiveness of law enforcement agencies is enhanced when sworn and non-sworn personnel are appropriately used to perform those functions that are best suited to their special knowledge, skills and abilities.”³⁸

C. Recent Civilianization Efforts in other Jurisdictions

Some recent initiatives in other jurisdictions provide examples of positions that Police Departments have civilianized. Orlando, Florida and Sacramento, California have created the civilian position of “Community Service Officer” (CSO). CSOs go through an abbreviated version of the police training academy and then handle “lower priority” or “non-hazardous” calls for service.^{39, 40} In these jurisdictions, CSOs respond to “criminal incidents not in progress,” and collect fingerprints from crime scenes.^{41, 42}

In 2010, the San Francisco Police Department began a pilot project in which civilian investigators were trained to respond to nonviolent crimes in an effort to provide better service to residents and to free sworn officers for police work.⁴³ These civilian investigators “interview victims and witnesses, write reports, take crime scene photos, and collect fingerprint and DNA

³⁵ City of San Jose, California, Office of the City Auditor, “Audit of Civilianization Opportunities in the San Jose Police Department,” January 2010, Appendix C, accessed October 11, 2012, <http://www.sanjoseca.gov/auditor/AuditReports/1002/1002.pdf>.

³⁶ City of Los Angeles, Office of the City Controller, “Review of Increased Civilianization of the Los Angeles Police Department,” March 19, 2008, 14, accessed September 17, 2012, http://controller.lacity.org/stellent/groups/electedofficials/@ctr_contributor/documents/contributor_web_content/lacitp_008239.pdf.

³⁷ Curt Taylor Griffiths, “Civilianization in the Vancouver Police Department,” March 13, 2006, 9, accessed September 17, 2012, <http://vancouver.ca/police/assets/pdf/studies/vpd-study-civilianization.pdf>.

³⁸ City of San Jose, California, Office of the City Auditor, “Audit of Civilianization Opportunities in the San Jose Police Department,” January 2010, Appendix D, accessed October 11, 2012, <http://www.sanjoseca.gov/auditor/AuditReports/1002/1002.pdf>.

³⁹ City of Orlando, Police Department, “Community Service Officers,” accessed October 10, 2012, http://www.cityoforlando.net/police/support_services/cso.htm.

⁴⁰ City of Sacramento, Police Department, “Career Opportunities,” accessed October 10, 2012, <http://www.sacpd.org/inside/join/careers/opportunities/index.aspx>.

⁴¹ City of Orlando, Police Department, “Community Service Officers,” accessed October 10, 2012, http://www.cityoforlando.net/police/support_services/cso.htm.

⁴² City of Sacramento, Police Department, “Career Opportunities,” accessed October 10, 2012, <http://www.sacpd.org/inside/join/careers/opportunities/index.aspx>.

⁴³ John Cote, “Civilians take on police work in SFPD program,” *SF Gate*, July 25, 2012, accessed October 10, 2012, <http://www.sfgate.com/crime/article/Civilians-take-on-police-work-in-SFPD-program-3180624.php>.

evidence.”⁴⁴ San Francisco’s Assistant Chief estimated that “civilians will save up to \$40,000 per person in training, equipment, and benefit cost required to hire an officer.”⁴⁵

The Mesa, Arizona, Police Department has begun hiring civilians to handle non-enforcement duties ranging “from crime scene processing to fraud investigations.”⁴⁶ The Department has created a team of nine civilian investigators who cost 30 to 40 percent less to employ than an average sworn officer. In 2010, according to the Mesa Police Department, these civilians “handled about 50 percent of all burglary calls.”⁴⁷

The Oklahoma City Police Department has hired and trained civilians to work as part-time police ambassadors, who provide assistance by giving directions and answering questions, assisting with traffic control and special events, and serving as eyes on the street for the Department. In 2008, these civilians fielded over 40,000 requests for directions and questions from residents and visitors.⁴⁸

IV. OBJECTIVES AND METHODOLOGY

A. Objectives

The objectives of this analysis are to:

- 1) assess how many positions within 30 primarily non-enforcement CPD units (defined as “units that perform administrative functions usually found in large organizations, for example planning and budgeting, as well as other functions specific to police departments but do not require police power”⁴⁹) are currently filled by a full-duty sworn officer and could be performed by a civilian; and
- 2) calculate the savings to CPD, if any, by civilianizing the positions that do not require a sworn officer.

⁴⁴ John Cote, “Civilians take on police work in SFPD program,” *SF Gate*, July 25, 2012, accessed October 10, 2012, <http://www.sfgate.com/crime/article/Civilians-take-on-police-work-in-SFPD-program-3180624.php>.

⁴⁵ Kevin Johnson, “Tight budget lead to more civilians used for policing,” *USA Today*, October 11, 2010, accessed October 10, 2012, <http://content.usatoday.com/dist/custom/gci/InsidePage.aspx?cId=delawareonline&sParam=40565202.story>.

⁴⁶ Paul Adams, “Arizona police force turns to civilian investigators,” *BBC News*, April 5, 2011, accessed September 17, 2012, www.bbc.co.uk/news/world-us-canada-12754776.

⁴⁷ Paul Adams, “Arizona police force turns to civilian investigators,” *BBC News*, April 5, 2011, accessed September 17, 2012, www.bbc.co.uk/news/world-us-canada-12754776.

⁴⁸ City of Oklahoma City, Police Department, “OKC Ambassadors Community Assistance Program,” accessed October 10, 2012, <http://www.okc.gov/okcpd/about/ambassadors.html>.

⁴⁹ City of New York, Office of the Comptroller Bureau of Management Audit, “Audit Report on the Opportunities for Savings Through Civilianization in the New York City Police Department,” MH96-154A, February 1, 1999, 12, accessed September 17, 2012, http://www.comptroller.nyc.gov/bureaus/audit/PDF_FILES/96_154a.pdf

B. Methodology

The following is the methodology used to achieve two objectives of this analysis.

1. Review of Non-Enforcement Units within CPD

To identify non-enforcement units within the Department, we reviewed CPD’s organizational chart, the CBAs affecting the Department, and CPD Directives pertaining to unit staffing.

From these resources, and through follow-up discussions with CPD, we identified the following 30 primarily non-enforcement units in the Office of the Superintendent, Office of the First Deputy Superintendent, Bureau of Administration, Bureau of Organizational Development, and the administrative units for each of the enforcement Bureaus (Patrol, Detectives, and Organized Crime) and evaluated them for civilianization opportunities:

CPD Units Evaluated for Opportunities for Civilianization			
Unit	Description	Unit	Description
102	Office of News Affairs	161	General Support Division
111	Office of the Superintendent	163	Records Inquiry Section
114	Office of Legal Affairs	166	Field Services Section
120	Bureau of Administration	167	Evidence and Recovered Property Section
122	Finance Division	169	Police Documents Section
123	Human Resources Division	172	Equipment and Supplies Section
125	Public Safety Information Technology	175	Telecommunications Unit
127	Research and Development Division	179	Reproduction and Graphic Arts Division
128	Professional Counseling Services	180	Bureau of Detectives - Administration
129	Management and Labor Affairs Section	188	Bureau of Organized Crime - Administration
133	Information & Strategic Services	222	Timekeeping Unit - Headquarters
136	Special Events & Liaison Unit	231	Medical Services Section
140	Office of the First Deputy Superintendent	261	Court Section
142	Bureau of Patrol - Administration	276	Office of Emergency Management and Communications Detail
148	Traffic Court and Records Unit	376	Alternate Response Section

2. Civilianization Decision Criteria

For each of the units above, we requested documentation from the Department with the following information for each unit:⁵⁰

- a breakdown of the number of full-duty sworn, limited-duty sworn,⁵¹ and civilian staff;
- a list of the names and positions of full-duty sworn officers;
- a description of the performance responsibilities for each full-duty sworn officer; and
- a justification for having full-duty sworn officers assigned to each unit.

The job descriptions provided by CPD are for the full-duty sworn officers working in each unit at a particular point in time during the months of July and August 2012.⁵² The number of full-duty sworn officers working in each of these units likely varies throughout the course of the year due to reassignments, retirements, and other staffing changes within CPD. Therefore, this analysis reflects the specific composition of each unit at a point in time.

We excluded positions filled by limited-duty sworn officers from our civilianization analysis because replacing them with civilians would likely add costs without increasing productivity.⁵³ CPD's policy is to have limited-duty sworn officers fill positions in the Department as they await a return to full-duty status. The alternative to limited-duty sworn officers filling these positions is to have them not work at all, while the City is still responsible for compensating them. If the positions of limited-duty sworn officers were filled by civilians, the City would need to continue to compensate the limited-duty sworn officers and additionally compensate the new civilian employees who replaced them. The City would increase spending but receive the same productivity, assuming no difference in productivity between civilians and the limited-duty sworn officers they replace.

To determine our criteria for civilianization, we examined the methodologies of three other municipalities conducting similar analyses, described below.

In a 2006 civilianization study of the Vancouver Police Department, the project team asked a sequence of questions about every position:⁵⁴

⁵⁰ Justifications for having full-duty sworn officers were not provided for each unit. For units for which no justification was provided, it is noted in the unit's section.

⁵¹ Limited-duty officers are "sworn Department members who are injured in the line of duty and certified by the Medical Services Section as being able to perform limited-duty assignments." They are "given available limited-duty assignments until they can perform full-duty assignments, or until they are mandatorily retired, whichever occurs first." City of Chicago, Police Department, "Sworn Limited-duty Program," June 5, 2012, accessed September 21, 2012, <http://directives.chicagopolice.org/directives-mobile/data/a7a57bf0-12ce0fc1-d3612-ce0f-d29f3820f32270a4.html?ownapi=1>.

⁵² The particular point in time varied slightly among the 30 units.

⁵³ On the decision to exclude limited-duty positions from civilianization, see also City of Kansas City, Missouri, Police Department, "Opportunities for Civilianization," September 1998, 22, accessed September 28, 2012, http://www.kcmo.org/idc/idcplg?IdcService=GET_FILE&did=78858&dDocName=KCPD-CIVILIANIZATION.

⁵⁴ Curt Taylor Griffiths, "Civilianization in the Vancouver Police Department," March 13, 2006, 12, accessed September 17, 2012, <http://vancouver.ca/police/assets/pdf/studies/vpd-study-civilianization.pdf>.

1. Does the position require law enforcement powers (i.e., powers of arrest, use of force, statutory requirement, carrying a firearm)?
2. Are the skills, training, experience, or credibility of a sworn officer required to fulfill the duties of the position?
3. Can the requirements of the position be fulfilled by a specially trained civilian?

“The questions were sequential, and the response to the first question determined whether the second question was asked, and then, the response to the second question determined whether the third was asked.”⁵⁵ If the answer of the first two questions was ‘no’, and the answer to the third question was ‘yes’, the position was judged to be a potential civilianization opportunity.⁵⁶

A 1999 audit of the New York Police Department used a similar structure of questions to determine if a position should be civilianized. The four questions asked in this study were:⁵⁷

1. Does the position involve law enforcement duties, including the power of arrest and the use of force?
2. Does the position require the special skills of a trained uniformed officer with police experience?
3. Does the position require a uniformed officer because of statute or regulation?
4. Does the position require a uniformed officer because a civilian union contract precludes a civilian from working in that capacity for those designated hours?

The auditors “concluded that a position could be civilianized only if the answer to all four questions was ‘no.’”⁵⁸

A 2008 civilianization study in the Los Angeles Police Department also employed a decision tree of questions. The review used the same three questions as the 2006 Vancouver study, with an additional series of questions regarding the organizational development aspect of civilianization:⁵⁹

1. Would assigning sworn officers be helpful in developing their leadership skills?
2. Is the position defined as “coveted”?
3. Would assigning a sworn officer to the position be helpful in developing the skills and knowledge of civilian staff?

⁵⁵ Curt Taylor Griffiths, “Civilianization in the Vancouver Police Department,” March 13, 2006, 12, accessed September 17, 2012, <http://vancouver.ca/police/assets/pdf/studies/vpd-study-civilianization.pdf>.

⁵⁶ Curt Taylor Griffiths, “Civilianization in the Vancouver Police Department,” March 13, 2006, Appendix Q – Interview Record Summary, accessed September 17, 2012, <http://vancouver.ca/police/assets/pdf/studies/vpd-study-civilianization.pdf>.

⁵⁷ City of New York, Office of the Comptroller Bureau of Management Audit, “Audit Report on the Opportunities for Savings Through Civilianization in the New York City Police Department,” MH96-154A, February 1, 1999, ES-2 and ES-3, accessed September 17, 2012, http://www.comptroller.nyc.gov/bureaus/audit/PDF_FILES/96_154a.pdf.

⁵⁸ City of New York, Office of the Comptroller Bureau of Management Audit, “Audit Report on the Opportunities for Savings Through Civilianization in the New York City Police Department,” MH96-154A, February 1, 1999, ES-3, accessed September 17, 2012, http://www.comptroller.nyc.gov/bureaus/audit/PDF_FILES/96_154a.pdf.

⁵⁹ City of Los Angeles, Office of the City Controller, “Review of Increased Civilianization of the Los Angeles Police Department,” March 19, 2008, 10-11, accessed September 17, 2012, http://controller.lacity.org/stellent/groups/electedofficials/@ctr_contributor/documents/contributor_web_content/lacitp_008239.pdf.

Based on the methodologies of these previous studies, we used a series of questions to determine which positions within the non-enforcement units of CPD should be recommended for civilianization. We asked the following four questions of each position currently filled by a full-duty sworn officer:

1. Does the position require the exercise of law enforcement powers?
2. Are the skills, training, or experience of a sworn officer required to fulfill the duties of the position?
3. Would assigning sworn staff be helpful for other reasons?⁶⁰
4. Can the requirements of the position be fulfilled by a specially trained civilian?

If the answer to the first three questions was “no” and the answer to the fourth question was “yes”, the position was recommended for civilianization.

These four questions do not exclude positions restricted under the CBA agreements because we sought to produce information and recommendations that could be useful in ongoing CBA negotiations.⁶¹ Any instances when a position would be affected by the CBA are noted in analysis.

This analysis only examines whether the positions described in these units could be performed by civilians. It does not attempt to analyze whether the operations of these units are over or understaffed. Thus, regardless of whether positions are recommended for civilianization, the number of staff necessary to perform these functions is assumed to remain the same.

V. ANALYSIS OF SWORN POSITIONS

This section presents the IGO civilianization analysis first for the Offices of the Superintendent and the First Deputy Superintendent, and then for each Bureau. Within the Offices and the Bureaus, the unit analyses are organized in descending order by the number of full-duty sworn officers working in each unit.⁶² For each unit, the analysis begins with an overview of the unit, followed by an explanation of the duties of full-duty sworn officers in that unit, the justification by CPD for having full-duty sworn officers perform the duties, and a summary of the IGO civilianization analysis for that unit.

⁶⁰ This question is used to capture any unique circumstances for which a sworn officer would be important to a certain position, such as leadership development.

⁶¹ The CBAs with the unions representing sworn officers expired June 30, 2012. Four separate CBAs govern the different ranks of sworn officers. The four contracts are with:

1. The FOP Chicago Lodge No. 7 CBA. This CBA covers “all sworn Police Officers below the rank of sergeant.”
2. The Policemen’s Benevolent & Protective Association of Illinois, Unit 156 – Sergeants
3. The Policemen’s Benevolent & Protective Association of Illinois, Unit 156 – Lieutenants
4. The Policemen’s Benevolent & Protective Association of Illinois, Unit 156 – Captains

All four CBAs are available here:

http://www.cityofchicago.org/city/en/depts/dol/supp_info/city_of_chicago_collectivebargainingagreements.html.

⁶² Two sections, Public Safety Information Technology and the General Support Division, comprise multiple units. In CPD’s response to our request these two sections were presented as single, operational entities despite being comprised of multiple units and are thus presented as single entities in this analysis.

Except for the “IGO Analysis” sections and where otherwise noted, all of the information presented in this section either directly quotes or summarizes information provided by CPD in responses to IGO document requests issued between June 26, 2012 and October 9, 2012. Some of the units do not have a justification because CPD did not provide this information in its response to the document request. Also, the Timekeeping Unit - Headquarters (Unit 222), was included in the document request, but the Unit did not include any full-duty sworn officers at the time of this request so it is excluded from the analysis below.

A. Office of the Superintendent

1. Office of News Affairs

IGO Recommended Civilianizable Positions - Office of News Affairs - Unit 102			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9173	Lieutenant	1	1
9171	Sergeant	2	2
9161	Police Officer	10	10
	Total	13	13

CPD Overview of Unit

The Office of News Affairs (Unit 102) provides information about crime and police related matters to news media on a 24-hour basis.

CPD Description of Duties of Full-Duty Sworn Officers

The Unit includes 13 full-duty sworn officers. There are ten Police Officers rotating on all three watches who receive newsworthy notifications and provide information to local and national media outlets.⁶³ They prepare statements and news releases, taking into account police operations, directives, and sensitive law enforcement documents. They also coordinate with Detectives to publicly release communications pertinent to investigations, and maintain news archives for general Department use. Two Sergeants and one Lieutenant in the Office of News Affairs are responsible for supervision of the Unit as well as preparing, reviewing, and approving official communications and evaluating external requests for Department information. The Lieutenant is also the liaison to municipal and law enforcement agencies on issues concerning public safety messaging.

CPD Justification for Full-Duty Sworn Officers

The Office of News Affairs’ assignments require strong field experience and knowledge of Department policies and procedures related to public dissemination of sensitive law enforcement information. Further, sworn personnel frequently are deployed to the field in a Department vehicle in response to critical incidents in order to direct the release of official public safety information.

⁶³ A watch is defined as “a police shift. The police workday is divided into three watches. The first watch begins at 11 pm or midnight; the second, at 7 or 8 am; and the third, at 3 or 4 pm.”
 City of Chicago, Chicago Police Department, “CLEARpath: Glossary,” accessed November 6, 2012, <https://portal.chicagopolice.org/portal/page/portal/ClearPath/FAQ/Glossary>.

IGO Analysis

All 13 full-duty sworn positions in the Office of News Affairs could be civilianized. The positions do not require police powers or the special skills of sworn officers. The requirement for deployment into the field is related to the release of public safety information, not for enforcement duties, and therefore does not require sworn officers. Knowledge of CPD policies and procedures may be acquired through special training.

2. Office of Legal Affairs

IGO Recommended Civilianizable Positions - Office of Legal Affairs - Unit 114			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9756	General Counsel	1	1
9171	Sergeant	2	2
9161	Police Officer	2	2
9016	Police Legal Officer II	4	4
9015	Police Legal Officer I	3	3
	Total	12	12

CPD Overview of Unit

The Office of Legal Affairs (OLA, Unit 114) is staffed by licensed attorneys, paralegals, and support staff. They respond to summonses, subpoenas, interrogatories, requests for productions, and other discovery requests served on the City, the Department, and its staff. Upon written request, OLA provides legal assistance to Department staff concerning internal legal matters, conducts legal research and analysis, and assists in planning legal strategies and procedures for pending cases. OLA also specifies employment orders to ensure appropriate legal compliance with employment regulations, for publication and appropriate training in coordination with Human Resources.

CPD Description of Duties of Full-Duty Sworn Officers

There are 12 full-duty sworn officers assigned to the OLA. The General Counsel is CPD’s senior attorney. Seven Police Legal Officers work in OLA with responsibilities that include reviewing, analyzing, and researching legal issues affecting CPD, reviewing and distributing subpoenas and responses to legal requests for CPD files and records, and assisting in the preparation of disciplinary cases to the Police board. OLA also has two Police Officers, one of whom serves as an administrative assistant and the other provides paralegal and clerical support. The remaining two full-duty sworn officers are both Sergeants. One acts as the Unit’s administrative Sergeant who performs a variety of administrative duties and oversees budget preparations, the Unit’s response to Intergovernmental Affairs requests, Inspector General requests, and intra-departmental requests. The other Sergeant is the Intergovernmental Liaison/Special Projects Sergeant, whose duties include evaluating proposed federal, State and City legislation relative to departmental programs and policies and prepares summaries regarding potential impact.

CPD Justification for Full-Duty Sworn Officers

The position title “Police Legal Officer” has a requirement that those filling the position be sworn officers and possess a law degree.

IGO Analysis

All 12 sworn positions in the OLA should be civilianized. The legal knowledge required to fulfill these positions is not exclusive to sworn officers, and the Unit could be filled by civilian lawyers and paralegals.

3. Office of the Superintendent

IGO Recommended Civilianizable Positions - Office of the Superintendent - Unit 111			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9957	Superintendent of Police	1	0
9171	Sergeant	1	1
9161	Police Officer	5	3
9011	Superintendent's Chief of Staff	1	0
	Total	8	4

CPD Overview of Unit

The Office of the Superintendent (Unit 111) is tasked with “planning and implementing the Chicago Alternative Policing Strategy (CAPS), improving the Department’s response to domestic violence, facilitating and coordinating law enforcement services to the senior citizen community, planning police coverage at public gatherings, addressing legal and legislative matters, administering labor agreements, and providing a liaison to the news media.”⁶⁴

CPD Description of Duties of Full-Duty Sworn Officers

There are eight full-duty sworn officers assigned to the Office of the Superintendent. This includes the Superintendent, who is the chief executive officer of CPD, and the Chief of Staff, an advisor to the Superintendent. The Chief of Staff plans and develops new policies, ensures that initiatives are being implemented, and directs matters requiring joint coordination among different units in the Department. The Unit also includes an administrative Sergeant, who runs the day-to-day operations of the office to ensure that all correspondence from the office reflects the Superintendent appropriately. The five remaining full-duty sworn officers are Police Officers. One is an administrative assistant who manages the schedules and appointments of the Superintendent, processes correspondence, and responds to inquiries from citizens and other agencies. Two other Police Officers are assigned to office support. One of these Police Officers reviews, processes, and forwards all inquiries directed to the Superintendent’s Office, tracks and files correspondence, and compiles statistical and procedural reports. The other Police Officer assigned to office support reviews and coordinates interdepartmental memos and communications and responds directly to inquiries from citizens, governmental agencies, law enforcement agencies, lawyers, community groups, on all aspects of police operations. The final two Police Officers are drivers for the Superintendent, who are responsible for his or her transportation and security.

⁶⁴ City of Chicago, Police Department, “Superintendent’s Office,” accessed September 21, 2012, [https://portal.chicagopolice.org/portal/page/portal/ClearPath/About%20CPD/Bureaus/Superintendent’s%20Office](https://portal.chicagopolice.org/portal/page/portal/ClearPath/About%20CPD/Bureaus/Superintendent's%20Office).

CPD Justification for Full-Duty Sworn Officers

The Office of the Superintendent has sworn, full-duty personnel as drivers because it is necessary for armed Police Officers to provide security for the Superintendent. The Department also finds that full-duty sworn officers are required for office staff positions to ensure inquiries regarding police policy and procedures can be addressed properly, and often times it is necessary for officers to go into the field and operate police vehicles and interact with the public in an official capacity. Complete working knowledge and understanding of department procedures, policy, general orders, City of Chicago municipal code, and the Illinois Compiled Statutes (ILCS) are important for these positions, as well as the physical demands required of Police Officers for occasional field work.

IGO Analysis

The Superintendent and the Chief of Staff should remain sworn as these positions require the expertise and skills of sworn officers. Additionally, the two Police Officers serving as drivers for the Superintendent should remain sworn based on the assumption that these positions may require the exercise of law enforcement powers. To the extent that is not the case, CPD should examine these two positions for civilianization.

The office positions to which three Police Officers and one Sergeant are currently assigned should be civilianized. The Police Officer who serves as the administrative assistant to the Superintendent performs the same tasks as a civilian administrative assistant. For the two Police Officers assigned to office support and the administrative Sergeant, although part of their duties includes going into the field to accompany the Chief of Staff on patrol, there is no indication that they conduct enforcement duties in the field, and the descriptions of their work in the office reflect primarily administrative duties that could be performed by a civilian specially trained in Department procedures and policies, the Chicago Municipal Code, and the ILCS.

4. Office of Management and Labor Affairs

IGO Recommended Civilianizable Positions - Office of Management and Labor Affairs - Unit 129			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9780	Director of Management and Labor Affairs	1	1
9173	Lieutenant	1	1
9171	Sergeant	3	3
	Total	5	5

CPD Overview of Unit

The Office of Management and Labor Affairs (Unit 129) performs duties specifically related to the CBAs for the Department's sworn officers (FOP, Policemen's Benevolent & Protective Association of Illinois (PBPA)) and the various unions (AFSCME, Service Employees International Union (SEIU), Illinois Nurses Association (INA), Teamsters, International Brotherhood of Electrical Workers (IBEW)) representing civilian employees. Duties of the Unit include contract interpretation, the maintenance of a grievance file database, participation at arbitration hearings, mediation sessions with all unions, negotiation of agreements with all of the bargaining units, grievance administration, labor relations research, and training.

CPD Description of Duties of Full-Duty Sworn Officers

The Office of Management and Labor Affairs has five sworn officers: three Sergeants, one Lieutenant, and the Commander of Management and Labor Affairs.⁶⁵ The Commander is responsible for the overall activities and operation of the Unit and serves as a member of the Department’s negotiating team with organizations representing employees, facilitates the implementation of CBAs, and administers the Department’s grievance program for both bargaining and non-bargaining personnel. The Lieutenant provides expertise for issues that arise from CBAs and on Department policies and procedures in general, serving as an advisor during arbitration hearings. The Sergeants in the Unit administer the Department’s grievance procedures and prepare and present cases against aggrieved Department personnel. They act in a research capacity, conducting nationwide contract surveys, developing labor relations training programs, and researching current labor law. They also act in an administrative role, maintaining the grievance/arbitration database, cataloging and maintaining a system of arbitration awards, and managing the monthly vacancy announcement process.

CPD Justification for Full-Duty Sworn Officers

The full-duty sworn officers in this Unit work in a confidential and managerial capacity for the benefit of the Department. The Sergeants are also required to perform supervisory functions in the field which requires full-duty status.

IGO Analysis

All five of the full-duty sworn positions in this Unit should be civilianized. The duties of the sworn officers do not require the exercise of law enforcement or the special skills of a sworn officer. Specially trained civilians with extensive knowledge of the City’s CBAs could handle the responsibilities of the sworn officers in these positions. The Department’s justification for the Sergeants includes the rationale that they perform supervisory functions in the field. However, no field duties were included in the job descriptions of these Sergeants, so it is unclear what, if any, field duties they perform and if these field duties involve enforcement activities.

B. Office of the First Deputy Superintendent

1. Office of the First Deputy Superintendent

IGO Recommended Civilianizable Positions - Office of First Deputy Superintendent - Unit 140			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9796	Deputy Chief	2	0
9781	First Deputy Superintendent	1	0
9173	Lieutenant	1	1
9171	Sergeant	2	1
9161	Police Officer	7	3
	Total	13	5

⁶⁵ In the City’s personnel system, the title for this position is listed as Director of Management and Labor Affairs. However, in CPD’s response, the Department used the title Commander.

CPD Overview of Unit

The Office of the First Deputy Superintendent (Unit 140) is commanded by the First Deputy Superintendent, who reports directly to the Superintendent of Police. The Office is responsible for the following Units and bureaus: Street Operations Unit, Special Events Unit, Detached Services Unit, Bureau of Patrol, Bureau of Detectives, Bureau of Organized Crime, Bureau of Organizational Development and Bureau of Administration.

CPD Description of Duties of Full-Duty Sworn Officers

There are 13 full-duty sworn officers in the Office of the First Deputy Superintendent. This includes the First Deputy Superintendent, two Deputy Chiefs, a Lieutenant, two Sergeants, and seven Police Officers. The First Deputy Superintendent reports directly to the Superintendent of Police and in his absence assumes command of the entire Department. Two Police Officers are responsible for reviewing and proofing documents; drafting reports; maintaining Unit vehicles, equipment, and supplies; and acting as drivers for the First Deputy. The two Deputy Chiefs respond to any incident involving Department personnel, any weapons discharge incidents involving sworn officers, lock up incidents, and major emergencies. Two Police Officers are the drivers for these deputies. The Lieutenant is an administrative Lieutenant, who handles approvals including daily timekeeping, supervises office personnel, and reviews electronic Complaint Register (CR) numbers.⁶⁶ One Sergeant handles duties including the daily operations of Operation Protect Youth (OPY) and completing vehicle inspection logs for 90 vehicles.⁶⁷ This Sergeant spends time in the field supervising department personnel who work the detail when his administrative duties are complete and works with the Gang Enforcement Section and redeploys members when needed based upon intelligence information. The other Sergeant is responsible for the daily duties related to the Detached Services Unit, scheduling monthly police board meetings, reviewing sustained CR numbers, and preparing awards for the Awards Committee to review. This Sergeant is also available to fill in to assist with any of the Detached Services duties as needed. One Police Officer is the First Deputy Superintendent's administrative assistant, who is responsible for scheduling appointments, proofreading documents, reading and preparing correspondences, and timekeeping and is a backup driver for the First Deputy. Lastly, two Police Officers are responsible for the administrative duties related to OPY.

CPD Justification for Full-Duty Sworn Officers

CPD did not provide justification for why full-duty sworn officers work in the Office of First Deputy Superintendent.

⁶⁶ When the Department receives a signed affidavit to support a report of misconduct by a Department member, the complaint is issued a Complaint Register (CR) number. Chicago Police Department, "Automated Complaint System: Special Order S08-01-06," September 28, 2006, accessed September 21, 2012, <http://directives.chicagopolice.org/directives/data/a7a57bf0-12d29878-49212-d299-4b204fbd400d1829.html?hl=true>.

⁶⁷ "Operation Protect Youth program provides special attention near the vicinity of City schools to address youth violence, prevent crime citywide, and provide safe passage for everyone, especially during dismissal times at City high schools." Chicago Police Department, "Operation Protect Youth Program," February 23, 2012, accessed October 29, 2012, <http://directives.chicagopolice.org/directives/data/a7a57be2-12bd533f-2dc12-bd54-f02bb1b6e2104db0.html?ownapi=1>

IGO Analysis

The First Deputy and the two Deputy Chief positions should remain sworn because these positions require the expertise and skills of sworn officers. Additionally, the Sergeant responsible for OPY should remain sworn because this position works with the Gang Enforcement Section to redeploy members based on intelligence, a task that benefits from the skills and expertise of a sworn officer. The four Police Officers serving as drivers, one for each of the Deputy Chiefs and two for the First Deputy, should remain sworn based on the assumption that these positions may require the exercise of law enforcement powers. To the extent that is not the case, CPD should examine these two positions for civilianization.

The five remaining positions – three Police Officers (the administrative assistant to the First Deputy and the two officers responsible for the administrative duties of OPY), the Sergeant responsible for the Detached Services Unit, and the Lieutenant – should be civilianized. All of these positions are primarily administrative involving activities such as scheduling and completing paperwork and could be filled by qualified civilians. The fact that the administrative assistant to the First Deputy Superintendent acts as a backup driver to the First Deputy is not sufficient to justify this position being sworn, especially because the First Deputy has two other sworn officers assigned as drivers.

2. Special Events & Liaison Unit

IGO Recommended Civilianizable Positions - Special Events & Liaison Unit - Unit 136			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9752	Commander	1	0
9171	Sergeant	1	0
9161	Police Officer	9	5
	Total	11	5

CPD Overview of Unit

The Special Events & Liaison Unit (Unit 136) is responsible for planning and coordinating the security of all special events that occur within the City of Chicago. This Unit also acts as a liaison between Federal Agencies and visiting dignitaries and does the scheduling for all officer overtime initiatives.

CPD Description of Duties of Full-Duty Sworn Officers

There are 11 full-duty sworn officers assigned to the Special Events & Liaison Unit. The Unit includes a Commander, Sergeant, and nine Police Officers, all of whom are trained on event planning and on the scheduling of Voluntary Special Work Opportunity (VSWO) programs.⁶⁸ Event planning requires the sworn officer to meet with the organizer, ride the route of the event and plan for the safety and security of the event. Security involves determining the number of

⁶⁸ Voluntary Special Work Opportunities provides opportunities for sworn personnel to earn additional compensation by fulfilling duties outside of their regular positions. City of Chicago, Police Department, “Voluntary Special Work Opportunities: Employee Resource E07-01,” March 1, 2011, accessed September 21, 2012, <http://directives.chicagopolice.org/directives/data/a7a57be2-129c755f-66d12-9c78-3d874f3cd366301f.html?ownapi=1>.

sworn officers to be assigned to the event, location of assignments, and the traffic plan of the event. The sworn officers are responsible for developing and publishing of security plans and for the scheduling of all VSWO Programs.

CPD Justification for Full-Duty Sworn Officers

The sworn officers may also act as security in a motorcade or as security along a motorcade route alongside the U.S. Secret Service. During the actual event, the sworn officers may observe and ride in the lead vehicle to ensure that the event is properly planned and executed. The planning requires the sworn officer to run routes, check locations, plan and then observe the event in progress.

IGO Analysis

Five of the 11 sworn officers should be civilianized. While the positions in this Unit do not typically require the exercise of law enforcement powers, there is a benefit to having the personnel in charge of security for large-scale events be sworn officers. Full sworn officer status assures equal standing when coordinating security with the State and federal governments. Additionally, the task of determining the security required for an event benefits from the expertise and skills of sworn officers. However, the VSWO scheduling and non-security event planning aspect of the positions should be civilianized. Assuming the scheduling and non-security planning duties of the Unit represent 50 percent of the Unit's activities, five of the eleven positions should be civilianized. The five civilianized positions could handle the scheduling duties, while the remaining full-duty sworn officers could be responsible for performing the security-related duties, such as riding in motorcades, during events.

C. Bureau of Administration

1. Field Services Section

IGO Recommended Civilianizable Positions - Field Services Section - Unit 166			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9171	Sergeant	6	6
9166	Police Officer- Assigned as Supervising Latent Print Examiner	1	1
9165	Police Officer- Assigned as Detective	1	0
9163	Police Officer- Assigned as Latent Print Examiner	12	12
9161	Police Officer	17	12
	Total	37	31

CPD Overview of Unit

The Field Services Section (Unit 166) is a 24 hours a day, 7 days a week support Unit for the Bureau of Patrol and the Bureau of Detectives. The Unit is responsible for establishing positive fingerprint identification for all arrestees; examining fingerprint evidence recovered from crime scenes and comparing these impressions against fingerprints of known subjects; and providing expert fingerprint and criminal history testimony for court purposes. This Unit is also

responsible for processing all Law Enforcement Agencies Data System (LEADS)⁶⁹ and National Crime Information Center (NCIC)⁷⁰ messages; processing of all the warrants received from the Clerk of the Court; reviewing and updating criminal history records; serving as the repository for all criminal history records and arrest reports; and disseminating reports to authorized agencies and personnel. Other Unit duties include processing requests for access and review from citizens, processing court ordered expungements, completing fingerprint background checks, and maintaining the archived fingerprint database. Field Services is also responsible for providing field personnel with information on motor vehicles, firearms, serialized property and wanted persons, and processing all phases of the extradition process to and from the State of Illinois involving CPD.

CPD Description of Duties of Full-Duty Sworn Officers

There are 37 full-duty sworn officers in the Field Services Section: 6 Sergeants, 1 Police Officer assigned as a Supervising Latent Print Examiner, 1 Detective, 12 Police Officers assigned as Latent Print Examiners, and 17 Police Officers.

Sergeants

The six Sergeants ensure coverage on all three watches because a sworn supervisor must be on the floor at all times due to the restricted duty officers assigned to Unit 166.⁷¹ They are responsible for the day to day operations of Field Services, and are responsible for resolving problems encountered with detention facilities related to arrestee processing and warrants.

Instant Update Unit

Seven Police Officers are assigned to the Instant Update Unit (IUU), and are tasked with updating criminal information, issuing alerts for probation violations and investigative updates, and verifying warrants.

Extradition Section

Five Police Officers and one Detective are responsible for processing all fugitives in the custody of CPD which requires them to attend and appear before the presiding judge court seven days a week. Prior to the hearing, the extradition officer must interview the prisoners, obtain signatures on waivers, and relate the information and documents to the judge.

⁶⁹ “Law Enforcement Agencies Data System (LEADS) is a statewide, computerized, telecommunications system maintained by the Illinois State Police designed to provide the Illinois criminal justice community with access to computerized justice related information at both the state and national level.”

Illinois Integrated Justice Information System, “Law Enforcement Agencies Data System,” accessed September 21, 2012, http://www.icjia.state.il.us/ijjis/public/index.cfm?metasection=strategicplan&metapage=sjis_leads.

⁷⁰ “NCIC helps criminal justice professionals apprehend fugitives, locate missing persons, recover stolen property, and identify terrorists. It also assists law enforcement officers in performing their official duties more safely and provides them with information necessary to aid in protecting the general public.”

Federal Bureau of Investigation, National Crime Information Center, accessed October 29, 2012, <http://www.fbi.gov/about-us/cjis/ncic>.

⁷¹ “Restricted duty officers are those who have been relieved of their police powers while under investigation.” City of Chicago, Department of Police, and Fraternal Order of Police Lodge No. 7, “Bierig Arbitration Award,” March 26, 2009, accessed October 29, 2012, <http://www.aele.org/law/2009all10/chgo-liteduty09.html>.

Auto Desk Section

Two Police Officers in this section have duties that include processing auto thefts, processing tows and recoveries, and dealing directly with auto detectives to update, change, and delete information in the LEADS system.

Expungement Section

One Police Officer in this section processes court ordered expungements and seals, reviews Notice of Filings submitted to the Department for expungements and seals, and prepares objections to a petition of expungements / seals and submits objections to the Presiding Chief of the Circuit Court.

Latent Section

Thirteen sworn officers are fingerprint examiners who examine latent fingerprint impressions recovered at crime scenes to compare against fingerprints of known subjects.

Livescan, Video Integration, In Car Camera, Taser Camera, Mobile 10 Section

Two Police Officers in this section are responsible for the processing of copy requests for interrogation and in car camera videos to DVDs. They are also responsible for the purge requests of the above mentioned videos. In addition, the Video Section downloads and stores the crime scenes from homicides, police shootings, fatal traffic accidents and missing persons that are submitted from the Forensic Services Division on a daily basis.

CPD Justification for Full-Duty Sworn Officers

Sergeants

The six Sergeants ensure coverage on all three watches because a sworn supervisor must be on the floor at all times due to the restricted duty officers assigned to Unit 166.

Instant Update Unit

The full-duty sworn officers in this section are the team leaders in IUU and are responsible for training of personnel, auditing of records processed and troubleshooting any problems that may occur during their respective tour.

Extradition Section

Extradition officers are required to attend and appear before the presiding judge court seven days a week. Prior to the hearing, the extradition officer must interview the prisoners, obtain signatures on waivers and relate the information and documents to the judge.

Expungement Section

The sworn officers working in this section must have extensive knowledge of the criminal identification act, must be able to determine eligible expugnable and sealable offences, and testify in court when objecting to a petition.

Livescan, Video Integration, In Car Camera, Taser Camera, Mobile 10 Section

There are only two sworn officers trained in the functions above. Failure to perform these functions will result in subpoenas not being filled which would have legal ramifications for the Department. In addition to processing subpoenas, these sworn officers support critical systems related to the processing of arrestees. Without these sworn officers to troubleshoot and resolve

the system interruptions, these systems may be down longer than necessary and district detention facilities will be unable to operate.

IGO Analysis

Of the 37 positions, 31 should be civilianized, which include all the Unit's sections except for the Extradition section. The sworn officers in this section interview prisoners. While this duty is not a law enforcement power, the ability to effectively fulfill this duty is enhanced by the mantle of official authority carried by sworn officers. The other sections of the Unit involve various technical tasks which do not require the exercise of law enforcement powers or the skills and expertise of sworn officers and could be performed by specially trained civilians. The justification that sworn Sergeants are needed to supervise restricted duty sworn officers is insufficient because other units in CPD, such as the Finance Division, use full-time sworn officers without sworn officers in the rank of Sergeant or above.

2. Alternate Response Section

IGO Recommended Civilianizable Positions - Alternative Response Section - Unit 376			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9173	Lieutenant	1	1
9171	Sergeant	3	3
9164	Police Officer- Assigned as Field Training Officer	2	2
9161	Police Officer	30	30
	Total	36	36

CPD Overview of Unit

The Alternate Response Section (ARS, Unit 376) is comprised of sworn officers assigned to answer citizens' telephone requests for information, conduct preliminary investigations, and prepare required case reports by telephone. ARS handles almost 500,000 calls a year that would otherwise be handled by beat cars or district desk officers. As a result, it completes approximately 20% of all case reports prepared city-wide, or nearly 100,000 case reports per year.

Additionally, whenever 911 calls go into a back log, ARS call takers are converted as needed to 911 call takers for the duration of the event. ARS is also the source for animal bite numbers and notifications. It also handles the timekeeping, administration and discipline for the sworn dispatchers assigned to Office of Emergency Management and Communications (OEMC) Detail, Unit 276. The primary duty of the ARS is to free up officers on the street, alleviating their workload by taking reports, answering questions and giving information by phone whenever possible.

CPD Description of Duties of Sworn Officers

The ARS has 36 full-duty sworn officers. The Unit includes one Lieutenant who is the Commanding Officer responsible for overall management of the Unit. There are three Sergeants, one who is an administrative Sergeant who handles all Complaint Log investigations for the Unit. The other two are watch Sergeants who oversee daily operations on their respective watches, ensure the watch is adequately staffed, and assist officers with their duties. The

remaining positions are Police Officers assigned as call takers. ARS call takers handle residents' calls over the phone. When residents call "911," and the nature of the assignment will not be enhanced by sending an on-scene sworn officer, residents are transferred to an ARS call taker. When residents call City Services "311," and the nature of their complaint involves police issues, they are also transferred to ARS call takers.

CPD Justification for Full-Duty Sworn Officers

Currently, calls must be answered by sworn officers and cannot be handled by civilians, per the CBA with the Public Safety Employees Union, Unit II.

IGO Analysis

All 36 positions should be civilianized because call taking does not require law enforcement powers or the special skills or knowledge of sworn officers. Currently, calls must be answered by sworn officers and cannot be handled by civilians, per the CBA with the Public Safety Employees Union, Unit II.

3. Public Safety Information Technology

IGO Recommended Civilianizable Positions - Public Safety Information Technology - Units 125, 133, 175			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9175	Captain	1	1
9171	Sergeant	5	5
9165	Police Officer- Assigned as Detective	1	1
9161	Police Officer	28	28
	Total	35	35

CPD Overview of Unit

The Public Safety Information Technology section of CPD (Units 125, 127, and 175) is a support Unit responsible for the design, implementation, integration, maintenance, and control of information systems for CPD.

CPD Description of Duties of Sworn Officers

The Captain oversees the division staff and functions as the Acting Commander when the Commander is unavailable.⁷²

Public Safety Information Technology – Unit Admin Section

One Sergeant and three Police Officers work in this section. The Sergeant is an administrative Sergeant who assists the Commander with administrative support functions, reviews CR investigations, coordinates scheduling of event details for Unit personnel, and addresses Management and Labor Affairs (MLAS) concerns. This is the same Sergeant working in Unit 175 Telecommunications Section discussed below. One of the three Police Officers performs various administrative duties including clerical duties and managing the Commander's calendar. Another Police Officer serves as the Unisys Liaison, which involves managing daily hardware

⁷² The Commander in this case refers to the Director of Information Services, who is discussed in the Bureau of Administration section.

support issues and examining how to best utilize Unisys within CPD.⁷³ The third Police Officer performs budgeting and purchasing duties including managing the division's budget.

Operations Section/ Servers and Email

One Police Officer works in this section working in the Blackberry Group providing support for CPD's email system and Blackberry smartphones.

Operations Section Network/ Unit 175 Telecommunications Section

The Telecommunications Section (Unit 175) has one Sergeant who supervises the network and network support and provides project management for all aspects of new CPD applications that require network installation and support. This is the same Sergeant working in the Unit Admin section.

Operations Section/ Mobile Tech Section

This section has one Sergeant and 5 Police Officers. The Sergeant is responsible for the management of equipment that has been developed for CPD and for supervising, scheduling, field testing, deployment, and discipline of those sworn officers assigned to him. Four Police Officers are on call 24 hours a day, 7 days a week for deployment in response to service-related calls by the Mobile Tech Section. The fifth Police Officer assists in the continual upgrading of the programming for the video streaming capabilities of the specialized vehicles that give access to real time information to Incident Commanders. This Police Officer also developed the Automated Citation Writing Systems (ACWS), which assisted field sworn officers in virtually eliminating sworn officer error in citation writing and court scheduling.

Operations Section/ Escalation Desk/Desktop Support

Five Police Officers work in this section. Two Police Officers provide field desktop support by responding to calls regarding hardware and software problems. The other three Police Officers research and order all computer equipment for CPD including computers, printers, and laptops. These Police Officers also refurbish computers to be used until new replacements arrive and manage the disposition of obsolete equipment.

Application Development Group

One Sergeant and nine Police Officers work in the Application Development Group developing and supporting a variety of software applications for use within the department.

Operations Section/ Unit 133: Information and Strategic Services POD Field Group

The Information and Strategic Services Division (Unit 133) includes seven full-duty sworn officers: two Sergeants, one Detective, and four Police Officers. One of the Sergeants is responsible for all administrative functions, and the other is responsible for daily assignments of field personnel within the Unit. The Police Officers and the Detective are responsible for repairing and maintaining the citywide wireless network; for programming, configuring, and

⁷³ Unisys provides IT support to the City including "network and server management; management of desktop and laptop systems and wireless devices; service desk for end-to-end management of service requests; and hardware support and maintenance."

Unisys, "Unisys Receives Extension of IT Outsourcing Services Contract with City of Chicago," July 24, 2007, accessed October 27, 2012, <http://www.unisys.com/unisys/news/detail.jsp?print=true&id=4400029>

installing wireless radio systems to connect Police Observation Device (POD) camera images to CPD's network; and for surveying sites to determine feasibility of proposed camera locations.

Two additional Police Officers work in the Information Services Division, but CPD's response did not place them in a specific section within the division. One Police Officer works as a network administrator and the other as an application developer.

CPD Justification for Full-Duty Sworn Officers

CPD did not provide justification for why full-duty sworn officers work in the Public Safety Information Technology section.

IGO Analysis

All 35 of these sworn positions should be civilianized as none require the exercise of law enforcement powers or require the skills and expertise of sworn officers. Specially trained civilians could provide all of CPD's necessary IT support services.

4. Evidence and Recovered Property Section

IGO Recommended Civilianizable Positions - Evidence and Recovered Property Section - Unit 167			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9175	Captain	1	1
9173	Lieutenant	1	1
9171	Sergeant	5	5
9161	Police Officer	22	22
	Total	29	29

CPD Overview of Unit

The Evidence and Recovered Property Section (ERPS, Unit 167) is the repository for all property seized, recovered, found or otherwise taken into custody and subsequently inventoried by CPD staff (as well as staff of other authorized law enforcement agencies) with the exception of animals, explosives, hazardous materials, perishables, and arrestees' property listed on a personal property receipt.⁷⁴

CPD Description of Duties of Full-Duty Sworn Officers

There are currently 29 full-duty sworn officers working in the Unit. The Unit includes one Captain and one Lieutenant who are responsible for the general operations of the Unit. Five Sergeants are responsible for various aspects of the Unit including the Receiving Room and Service Counter, the accounting of all money inventories, the Firearms and Narcotic Storage areas, and the operations of the Bulk Storage Warehouse. One Sergeant is also responsible for administrative duties within the Unit. The 22 Police Officers are responsible for a variety of tasks including receiving, processing, storing, and distributing inventories to sworn officers in CPD and other law enforcement agencies for court or additional investigation. Additional

⁷⁴ For more information on ERPS, see:

City of Chicago, Office of Inspector General, "Chicago Police Department Evidence and Recovered Property Section Audit," September 2012, accessed October 27, 2012, <http://chicagoinspectorgeneral.org/wp-content/uploads/2012/09/2015-ERPS-Audit-Report-Final1.pdf>.

responsibilities of these Police Officers include identifying inventories that are eligible for disposal, returning property to citizens, and ensuring the secure transfer of evidence to Illinois State Police Crime Laboratory. Two Police Officers are truck drivers that transfer inventories between different CPD facilities.

CPD Justification for Full-Duty Sworn Officers

CPD justifies having sworn officers in this Unit because the staff of this section is tasked with the security and accountability for high profile items such as firearms, money, and narcotics. Sworn officers who have had thorough and complete background checks, random drug testing and financial checks should be the only employees that are responsible for proper storage and safe keeping of physical evidence that is crucial in criminal prosecution.

IGO Analysis

All 29 of these positions should be civilianized. None of these positions require police powers or the special skills or knowledge of sworn officers that could not be acquired by specially trained civilians. While handling evidence and recovered property requires specially trained staff that has the appropriate clearance to deal with sensitive materials, trained civilians who undergo rigorous background checks could perform these duties.

5. Human Resources Division

IGO Recommended Civilianizable Positions - Human Resources Division - Unit 123			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9171	Sergeant	4	4
9165	Police Officer- Assigned as Detective	2	2
9161	Police Officer	17	17
	Total	23	23

CPD Overview of Unit

The Human Resources Division's (Unit 123) primary responsibilities are general oversight and implementation of personnel policies and procedures. The Human Resources Division maintains personnel records on all Department employees and applicants; ensures that the Department complies with all aspects of applicable hiring and promotion processes; ensures compliance with applicable federal, State, and local laws and ordinances relating to Equal Employment Opportunity matters; ensures that the Department's drug testing programs comply with legal requirements; monitors employee performance and development programs; ensures that Department personnel comply with City personnel policies; oversees background investigations for employees, applicants, and contractors; oversees tuition reimbursement and benefits programs; oversees recruitment efforts and the cadet, intern, volunteer, Chicago Police, and Fire Training Academy programs; manages employee performance programs, including fitness for duty; and maintains the awards and recognition system.

CPD Description of Duties of Full-Duty Sworn Officers

The Human Resources Division has 23 full-duty sworn officers, made up of 17 Police Officers, 2 Detectives, and 4 Sergeants. The duties of these officers are divided into 6 subsections of the Human Resources Division, which are detailed below.

Administration

One Sergeant and two Police Officers work in administration. The Sergeant is an administrative Sergeant whose primary tasks include assignments, details and transfers; star management; indebtedness; and driver's license and Firearms Owners Identification Card (FOID) compliance. The administrative Sergeant is also responsible for stripping officers of police powers who have gun restrictions, indebtedness to the City, or who do not have a current driver's license or FOID card and also assists with the day-to-day running of the Human Resources Division in the absence of the Unit Commanding Officer. One Police Officer provides administrative support to the Director of Human Resources by preparing reports, scheduling appointments, and distributing sensitive information. The other Police Officer is primarily responsible for issuing identification cards to employees, vendors, contractors and others; making reports; and sending information to various City agencies as needed.

Awards and Recognition

One Sergeant and three Police Officers work in this section. The Sergeant and one of the Police Officers also work in the investigations section detailed below. The personnel in this section issue awards and help coordinate award ceremonies. One of the Police Officers is also responsible for supervising the Police Cadets.⁷⁵

Behavioral Intervention System, Personnel Concerns Program, Non-Disciplinary Intervention System, Fitness for Duty

One Sergeant and one Police Officer are responsible for processing individuals referred for counseling programs including the Behavioral Intervention System, Personnel Concerns Program, the Non-Disciplinary Intervention System (NDIS), and Fitness for Duty programs. The Sergeant is the liaison between the CPD and the psychological vendor. The Police Officer performs administrative duties relating to the NDIS program, such as reviewing citizen's complaints, contacting citizens for further information, and preparing reports for the Directors signature.

Employee Services

Four Police Officers work in Employee Services. One processes \$6.5 million in tuition reimbursements annually. Two other Police Officers assist with various administrative tasks, including processing sworn and civilian hires. The fourth Police Officer is primarily responsible for processing officers returning from leaves of absence, including military leaves and reinstatements by the Police Board.

⁷⁵ "The Police Cadet Program provides an opportunity for individuals interested in pursuing a career in law enforcement to obtain valuable work experience in a law enforcement environment. Cadets are given rotating assignments in the Police Department's districts, field offices and central headquarters."

City of Chicago, "Class Title: Police Cadet, July 2008, accessed October 27, 2012, http://www.cityofchicago.org/dam/city/depts/dhr/supp_info/JobSpecifications/PublicSafetyServices/9100_PoliceGeneralDutySeries/9106_Police%20Cadet.pdf

Investigations

One Sergeant, two Detectives, and six Police Officers work in the Investigations section. The Sergeant is the same Sergeant that oversees the Awards and Recognition section. The Sergeant and one of the Detectives conduct polygraphs for Police Officer candidates. The other Detective and six Police Officers are currently processing over 2,000 Police Officer candidates, which involves doing follow up investigations of the Police Officer candidates after an initial background check by a CPD vendor. One of the six Police Officers is also responsible for supplies, processing secondary employment requests, and assisting with budget preparation.

Random Drug Testing Unit

One Sergeant and two Police Officers work in this Unit. The Sergeant is responsible for the operations of the drug testing Unit including ensuring tests are conducted according to State and federal standards; making notifications to the Director and to Internal Affairs; completing reports; and issuing orders as needed when a staff member refuses to comply with drug testing procedures. The two Police Officers conduct drug and alcohol testing.

CPD Justification for Full-Duty Sworn Officers

CPD states that there has to be at least one sworn officer of the rank of Sergeant or above in the administrative Unit available to strip sworn officers of their police powers; to issue orders and issue complaint registers for insubordination/failure to obey orders. Additionally, for the Police Officer overseeing the Police Cadets, CPD states that the Police Cadet program is dependent on sworn presence to aid in development of trainees in these programs.

IGO Analysis

All the full-duty sworn officers in this Unit should be civilianized. None of the functions performed by the six sections within the Human Resources Division requires the exercise of law enforcement powers or the skills and expertise of full-duty sworn officers. The justification for having one sworn officer of the rank of Sergeant or above in the administrative Unit available to strip officers of their police powers would not be necessary if no full-duty sworn officers were in the Unit. Further, other units, such as the Finance Division, function without sworn officers in the rank of Sergeant or above. For the Police Officer overseeing the Police Cadet program, maintaining a sworn presence could be accomplished with a limited-duty sworn officer.

6. General Support Division

IGO Recommended Civilianizable Positions - General Support Division - Units 161, 169, 172, 179			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9173	Lieutenant	1	1
9171	Sergeant	2	2
9161	Police Officer	14	14
	Total	17	17

CPD Overview of Unit

The General Support Division (Units 161, 169, 172, and 179) is subdivided into the following sections: Auto Pounds, Police Document Services, Equipment and Supply/Inventory Control,

Graphic Arts and Reproduction, and the Fleet Liaison. The General Support Division supplies the entire Department with materials and supplies and maintains asset tracking of all CPD materials. The Division is also responsible for duplicating and printing documents for the Department, processing vehicles seized by CPD, and the processing and handling of Department documents and evidence between units and other City agencies. Also, the Division acts as the Fleet Liaison with the Department of Fleet Management.

CPD Description of Duties of Full-Duty Sworn Officers

Management

One Lieutenant is in command of the Division and is responsible for overseeing the daily operations of the following Units: Auto Pound, Equipment and Supplies, Fleet Liaison, Police Document Services, and Reproduction and Graphic Arts. One Sergeant is responsible for directly supervising the Unit's sections.

Auto Pound Section

One Police Officer works in the Auto Pound section and is the sole member of the Department responsible for completing vehicle identification number (VIN) investigations.

Fleet Liaison

Two sworn officers work on fleet-related duties: one Sergeant and one Police Officer. The Sergeant oversees the Police Officer who acts as the Fleet Liaison, which involves acting as a liaison between the Department of Fleet Management, the Office of Emergency Management and Communication and the Police Department. The Police Officer monitors police fleet activities such as accident review, pool car replacement, and Unit vehicle use.

Police Document Services

There are eight Police Officers assigned to Police Document Services (Unit 169). Each Police Officer is assigned a designated route that covers CPD units, other city agencies, courts, and banks for deposits. They are responsible for maintaining the chain of custody for all property that has been inventoried by other personnel in the field. Besides general property, they are responsible for the transport of all firearms, narcotics and monies inventoried by CPD. They also pick up and deliver damaged and repaired Department radios and portable data terminals.

Equipment and Supply/Inventory Control

There are two Police Officers assigned to the Equipment and Supply Section (Unit 172). One Police Officer is responsible for the tracking of all Department assets, and addresses inquiries concerning the addition or removal of property from the asset management system. The other Police Officer is responsible for keeping inventory of all Department supplies and materials, ordering supplies, and receiving all shipments including Department ammunition.

Reproduction and Graphic Arts

There are two Police Officers in the Reproduction and Graphic Arts Division (Unit 179). One Police Officer works as an Official Department Photographer who is responsible for documenting all Department activities such as commendation ceremonies, funerals, graduations, and official Department personnel portraits. The other Police Officer is a Graphic Artist who designs from concept to finish various print materials for the Department. These materials

include crime awareness flyers, tickets and flyers for Department events, poster signage, Department award certificates, and programs for special events.

CPD Justification for Full-Duty Sworn Officers

Management

These supervisory sworn officers have full-duty sworn officers under them that work in the field that would require these supervisors to respond to issues in the field and subject them to the same responsibility to take police action when necessary.

Auto Pound

The duties for a confidential VIN investigator can only be performed by a sworn officer.

Fleet Liaison

The Sergeant has a sworn officer under him or her who works in the field and would require this supervisor to respond to issues in the field and subject him or her to the same responsibility to take police action when necessary. The duties of Fleet Liaison require the sworn officer to be able to operate all types of Department vehicles and require the sworn officer to be out in inclement weather.

Police Document Services

These are field duty sworn officers who travel throughout the city in a fully marked vehicle and are required to take police action when necessary.

Equipment and Supply/Inventory Control

The duties at the warehouse require a full-duty sworn officer as the Department Armory is located inside the Equipment and Supplies warehouse that stores several hundred types of firearms and thousands of rounds of ammunition and the sworn officer receives ammunition deliveries.

Reproduction and Graphic Arts

The duties of a Department Photographer require a sworn officer to be able to access locations available only to a sworn officer.

IGO Analysis

Management

The leadership positions currently filled by the Lieutenant and the Sergeant do not require the exercise of law enforcement powers or require the skills and expertise of sworn officers. The justification that these positions supervise sworn officers who work in the field is insufficient as these field duties similarly do not require law enforcement powers or the skills and expertise of sworn officers.

Auto Pound

This position should be civilianized. Completing VIN investigations does not require the exercise of law enforcement powers or the specialized skills or knowledge of sworn officers.

Fleet Liaison

Both of these positions should be civilianized as the duties of the Fleet Liaison do not require the law enforcement powers or the skills and expertise of sworn officers. Similar duties are performed by civilians in other City departments and other organizations.

Police Document Services

All eight of these positions should be civilianized. While the positions do require handling of sensitive materials, properly trained civilians could fulfill these positions, as they do not require law enforcement powers or skills or knowledge specific to sworn officers. The justification that these officers work in the field is insufficient as these field duties do not require law enforcement powers or the skills and expertise of sworn officers.

Equipment and Supply/Inventory Control

Both of these positions should be civilianized because they do not require law enforcement powers or the specialized training and knowledge of sworn officers. Similar functions are performed by civilians throughout City departments.

Reproduction and Graphic Arts

Both of these positions should be civilianized, as similar graphic design and photography duties are performed in the public and private sectors by civilians.

7. Court Liaison Section

IGO Recommended Civilianizable Positions - Court Liaison Section - Unit 261			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9173	Lieutenant	1	1
9171	Sergeant	6	6
9161	Police Officer	9	9
	Total	16	16

CPD Overview of Unit

The Court Liaison Section (Unit 261) ensures that Department personnel attending judicial proceedings comply with the rules, regulations, policies, and procedures that pertain to court appearances. The Unit also manages the overtime compensation for those appearances. The Court Liaison Section is responsible for maintaining communication both within and outside the Department for court-related matters. The Court Liaison Section personnel also perform administrative functions including entering judicial subpoenas into an automated court-notification program and entering all court-related overtime into an automated overtime program.

CPD Description of Duties of Full-Duty Sworn Officers

There are currently 16 full-duty sworn officers assigned to the Court Liaison Section. There is one Lieutenant who is the Commanding Officer of the Unit and supervises the administrative staff in the headquarters building and the staff assigned to the branch courts. There are six Sergeants assigned to this Unit. One acts as the administrative Sergeant for the Court Liaison Section and Traffic Court/Records Unit. This Sergeant supervises the administrative staff in the Headquarters Building and schedules the Sergeants, Police Officers, and civilian staff assigned to

Court Branches. All of the other Sergeants supervise personnel who are called to testify in preliminary hearings, track the overtime involved in court appearances, ensure the integrity of the process, and supervise subordinate staff assigned to each court room.

Nine Police Officers are responsible for entering judicial subpoenas into an automated court-notification program, entering all court-related overtime into an automated overtime program, and coordinating the court notification process. They also ensure that court notifications are disseminated to all CPD staff, log daily calls from sworn officers appearing in suburban and outlying courts, and tabulate all court-related data to prepare monthly reports of all court activity.

CPD Justification for Full-Duty Sworn Officers

The duties required of sworn officers in the Court Liaison Section require an extensive knowledge of Illinois Criminal and Traffic Statutes, City Ordinances, Department procedures, rules and regulations, and court operations and procedures. As such, a core complement of sworn officers will always be necessary for efficient operation of this Unit.

Sworn supervisors are also a key component of this Unit, and they are responsible for supervising sworn subordinates in a court setting. This includes the important task of ensuring the integrity of the court attendance and overtime compensation processes, which would be subject to abuse in the absence of a sworn supervisor.

IGO Analysis

All 16 positions should be civilianized, as the duties of this Unit are largely administrative and could be performed by trained civilians. None of these positions requires the exercise of law enforcement powers or the skills and expertise of sworn officers. While these positions do require an extensive knowledge of Illinois Criminal and Traffic Statutes, City Ordinances, Department procedures, rules and regulations, and court operations and procedures, a civilian with appropriate training could perform these duties. The claim that in the absence of sworn supervisors, the integrity of the court attendance and overtime compensation processes would be subject to abuse proves too much, as it suggests that civilians, who handle analogous responsibilities elsewhere in the City cannot be expected to do so with the requisite integrity, and thus is an insufficient rationale to justify sworn officers in these positions. Qualified civilians could perform these oversight functions.

8. Office of Emergency Management and Communications Detail

IGO Recommended Civilianizable Positions - Office of Emergency Management and Communications Detail - Unit 276			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9161	Police Officer	1	1
9155	Police Officer per Arbitration Award	10	10
	Total	11	11

CPD Overview of Unit and Description of Duties of Full-Duty Sworn Officers

The Office for Emergency Management and Communications (OEMC) Detail (Unit 276) consists of Police Officers detailed to OEMC who are assigned as dispatchers per an arbitration

award. Their responsibilities include answering 911 calls and dispatching 911 calls to units on the street. There are currently 11 Police Officers assigned as call takers at 911.

CPD Justification for Full-Duty Sworn Officers

Full-duty sworn officers work in this Unit pursuant to an arbitration award.

IGO Analysis

All 11 positions should be civilianized because all other 911 dispatchers are civilians. However, 10 of these Police Officers are currently assigned there pursuant to an arbitration award, so an amendment to the recently expired CBA with FOP is needed to civilianize these 10 positions.

9. Records Inquiry Section

IGO Recommended Civilianizable Positions - Records Inquiry Section - Unit 163			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9171	Sergeant	2	2
9161	Police Officer	8	7
	Total	10	9

CPD Overview of Unit

The Records Inquiry Section (Unit 163) disseminates police records to law enforcement personnel, the general public, and private agencies via telephone, mail, fax, and the public service counter. The Section maintains the Department's online Traffic Crash Report retrieval system; provides delinquent report listings to the districts; and photocopies and disseminates reports to all designated units within the Department. The Section is responsible for data entry for all traffic crash reports, contact cards for specialized units, lost and stolen articles, lost and stolen badges, and bicycle registrations. It receives and processes all applications for firearm ownership and re-registrations within the City of Chicago; enters recovered and seized firearms into LEADS; validates firearm steals and recoveries; and processes crime lab packages for the Bureau of Detectives. The Section maintains the Department's records storage/warehouse, disseminates requests for stored documents, and destroys records that are past their retention period. It also processes subpoenas served on the Department and freedom of information requests.

CPD Description of Duties of Full-Duty Sworn Officers

There are 10 full-duty sworn officers in the Records Inquiry Section: 2 Sergeants and 8 Police Officers. One of the Sergeants is the Commanding Officer of the Unit whose duties include planning, coordinating, and directing the Unit's functions; establishing and implementing Unit policies; authorizing purchases and repairs of necessary equipment for the Unit; and acting as a liaison with outside units. Four of the Police Officers are assigned to the Freedom of Information Section, and respond to Freedom of Information Act (FOIA) requests.⁷⁶ Two Police

⁷⁶ "The Illinois Freedom of Information Act (FOIA) is designed to ensure that Illinois residents can obtain information about their government."

State of Illinois, Office of the Attorney General, "Illinois Freedom of Information Act: Frequently Asked Questions By the Public," January 2010, accessed October 29, 2012

http://www.illinoisattorneygeneral.gov/government/FAQ_FOIA_Public.pdf.

Officers are responsible for accumulating, processing, and forwarding civilian and criminal subpoenas. One Police Officer is assigned to the Records Customer Service Section and provides traffic accident reports, case reports, access and review (fingerprinting and rapsheets), visa clearance, and gun registration to citizens. The other Sergeant and three Police Officers work in the Gun Registration Section and are responsible for processing Chicago Firearm Permits and gun registrations, which includes permits, new gun registrations, renewals, transfers, denials, and revocations.

CPD Justification for Full-Duty Sworn Officers

A full-duty sworn officer must work in the Records Customer Service section because on occasion (three to five times a month) individuals wanted on warrants are discovered and arrested when they are going through the access and review process. These individuals must be detained. A full-duty sworn officer is assigned to this section for this reason and also to address any security issues that occur on a routine basis.

The four full-duty sworn officers working in the Gun Registration section are necessary because full-duty sworn officers are experts in the field of firearms. They are able to determine if a gun is unsafe thus unable to be registered. CPD also states that an equivalent civilian can perform these duties, however it is critical that her or she possess the required knowledge about firearms in order to ensure only safe guns are being registered in the city.

IGO Analysis

Nine of these positions should be civilianized. Because the full-duty sworn officer working in the Records Customer Service Section will periodically need to exercise law enforcement powers, this position should remain filled by a full-duty sworn officer. None of the other positions requires the exercise of law enforcement powers or skills or expertise of a sworn officer. The four Police Officers responding to FOIA requests are performing the same duties as civilian FOIA officers in other City departments. The Sergeant working as the head of the Unit is similarly not exercising law enforcement powers and performing a management function that could be performed by a civilian. As stated by CPD, the duties performed by the Sergeant and three Police Officers working in the Gun Registration Section could be performed by civilians, provided that they were knowledgeable about firearms.

10. Bureau of Administration

IGO Recommended Civilianizable Positions - Bureau of Administration - Unit 120			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9785	Chief	1	1
9161	Police Officer	6	6
0601	Director of Information Services	1	1
	Total	8	8

CPD Overview of Unit

The Bureau of Administration (Unit 120) coordinates and directs Department activities that specifically relate to finance, personnel issues, data collection; criminal justice research and reporting; and records management. Additionally, this bureau conducts policy and planning

research; systems analysis and program development; prepares grant applications; and provides field operations with support. This bureau consists of the Field Support Group, the Financial & Human Resources Group, and the Public Safety Information Technology Division.

CPD Description of Duties of Full-Duty Sworn Officers

There are eight sworn officers in this Unit. The two highest ranking positions are the Director of Information Services and the Chief. The Chief coordinates and directs the divisions that comprise the Bureau of Administration. The Director of Information Services manages all aspects of the Department’s information technology (IT) needs. The remaining six positions are Police Officers. Three of these are chaplains for CPD, who provide crisis ministry, pastoral care to Department personnel, and hold seminars, retreats, scripture study, and various classes to enhance the well-being of Department personnel. Another Police Officer conducts inspections of Department facilities and is responsible for repairs and service requests for Headquarters. This Police Officer also completes purchase requisitions and maintains a database of outside contractors. The other two Police Officers assist with administrative support functions including the review, preparation, and distribution of Bureau communications. They arrange meetings for the Deputy Chief, who is not a sworn officer, ensure the Bureau’s service requests are logged, and schedule deployment to the field for special events.

CPD Justification for Full-Duty Sworn Officers

CPD did not provide justification for why full-duty sworn officers work in the Bureau of Administration.

IGO Analysis

All eight of these positions should be civilianized. The Director of Information Services and the Chief positions do not require the exercise of law enforcement powers or the expertise of sworn officers. Both positions are analogous to managerial positions in large civilian organizations and could be performed by civilians with knowledge of CPD and its operations. The Chaplain positions do not require the law enforcement powers or the expertise of sworn officers and could be filled by unsworn members of the clergy. The three administrative positions involve duties common to civilian positions throughout City government.

11. Finance Division

IGO Recommended Civilianizable Positions - Finance Division - Unit 122			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9161	Police Officer	7	7
	Total	7	7

CPD Overview of Unit

The Finance Division (Unit 122) is tasked with paying all employees, accounting for all Department spending, conducting financial analysis, procuring all goods and services, and preparing the Department’s annual budget. Additionally, the Division manages the Department’s travel process, supervises all audits of State and federal grants, and tracks labor resources for reimbursement from outside parties. The Finance Division is subdivided into three sections: Payroll, Budgeting & Accounting, and Purchasing & Accounts Payable. These sections

specialize in their specific areas and work with other Department units and other City departments to complete their missions.

CPD Description of Duties of Full-Duty Sworn Officers

The Finance Division has seven full-duty sworn officers, all of whom are Police Officers. One Police Officer prepares employment and income verifications, attorney loss wage letters, and Injured on Duty letters. Another Police Officer works in procurement assisting with contract administration, ordering supplies and equipment, and training Department personnel in the use of an on-line ordering system. Another Police Officer manages and supports all hardware and software applications for the Finance Division. A fourth Police Officer manages the travel process for the Department, and a fifth acts as the Department's chief timekeeper. A sixth Police Officer performs a variety of duties related to processing payments through the City's financial system. Lastly, one Police Officer reconciles several funds, serves as a budget analyst for Bureau of Patrol, processes monthly checks to widows and Police Board members, and completes special events billing.

CPD Justification for Full-Duty Sworn Officers

CPD provided justifications for why the individual full-duty sworn officers are qualified to perform these duties, but not for why full-duty sworn officers need to perform these duties.

IGO Analysis

All seven positions should be civilianized. All of the positions are entirely administrative in nature, and are similar to positions filled by civilians in other City departments. None of the positions requires the exercise of law enforcement powers or the skills and expertise of sworn officers.

12. Medical Services Section

IGO Recommended Civilianizable Positions - Medical Services Section - Unit 231			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9175	Captain	1	1
9171	Sergeant	1	1
9161	Police Officer	3	3
	Total	5	5

CPD Overview of Unit

The Medical Services Section (Unit 231) is responsible for monitoring the sworn medical roll use and injured on duty sworn officers, and providing referrals for doctors and therapists. The Unit reviews, approves, and monitors the sworn limited-duty program, psychological and physical exams, and communicable disease exposures. The Unit manages CPD officers' medical files. Also, the Unit works with the sworn officers' unions to resolve grievances, with the Pension Board regarding disability claims, and with the City Council Committee on Finance regarding injured on duty claims.

CPD Description of Duties of Full-Duty Sworn Officers

There are currently five full-duty sworn officers in the Medical Services Section. One Captain oversees the day-to-day operation of the Unit and works to ensure that medical roll guidelines and policies are adhered to citywide. There is one Sergeant who supervises the staff, addresses complaints, and assists with disciplinary issues. The Sergeant is a Licensed Practical Nurse. The three Police Officers are Registered Nurses who conduct case management for sworn officers who are on the medical roll, limited-duty, or requiring treatment for an injury on duty.

CPD Justification for Full-Duty Sworn Officers

The Sergeant's background in the medical field gives the Medical Services Section a vantage point for efficient case management reviews and minimizes fraud. The Department lacks sworn supervisors with a nursing background. The three Police Officers are Registered Nurses and medical/nursing professionals are required to address Medical Services Section issues.

IGO Analysis

All five of these positions should be civilianized, as the duties of the positions require medical expertise, not the exercise of law enforcement powers or the skills of sworn officers. Civilian nurses or other medical professionals could fulfill these duties.

13. Professional Counseling Services

IGO Recommended Civilianizable Positions - Professional Counseling Services - Unit 128			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9161	Police Officer	3	3
	Total	3	3

CPD Overview of Unit

The Professional Counseling Services (Unit 128) provides individual, marital, couples, and family counseling. It also provides counseling and peer support for alcohol and substance abuse and gambling addiction to all Department staff and their families, including retired, sworn, and disabled officers. The Unit responds to calls for assistance 24 hours a day, 7 days a week. The Unit provides Department-wide training on stress management, suicide prevention education, alcohol and substance abuse, anger management, gambling, and the effects of cynicism in law enforcement.

CPD Description of Duties of Full-Duty Sworn Officers

The Professional Counseling Services Unit has three Police Officers. Two Police Officers are alcohol and substance abuse counselors. They provide alcohol and substance use and abuse education, provide on-call emergency response service, facilitate Alcoholics Anonymous (A.A.) meetings, and conduct trainings on substance abuse and suicide awareness.⁷⁷ The third Police Officer oversees staff engaged in peer support services. This Police Officer provides program

⁷⁷ "Alcoholics Anonymous is a fellowship of men and women who share their experience, strength and hope with each other that they may solve their common problem and help others to recover from alcoholism." Alcoholics Anonymous, "Information on A.A.," accessed October 29, 2012, <http://www.aa.org/lang/en/subpage.cfm?page=1>.

management; develops program budgets, policies, and marketing strategies; and oversees grant applications.

CPD Justification for Full-Duty Sworn Officers

Without these staff, CPD would have no trained state-certified sworn officers to reach out to for emergency assistance. Department staff would have no confidential services to turn to when personal and professional stressors reach the breaking point. The 24 hours a day, 7 days a week availability of this program, allows sworn officers and family members to reach a staff member when they are in crisis allowing for an immediate de-escalation of the problem which may also include a home or site visit.

IGO Analysis

These positions should be civilianized. None of the three positions require the exercise of law enforcement powers or the skills and expertise of sworn officers. These positions can be filled by civilians trained to provide mental health services.

14. Traffic Court and Records Unit

IGO Recommended Civilianizable Positions - Traffic Courts and Recods Unit - Unit 148			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9171	Sergeant	1	1
9161	Police Officer	1	1
	Total	2	2

CPD Overview of Unit

The Traffic Court and Records Unit (Unit 148) coordinates the attendance of all Department personnel appearing in Traffic Court. Supervisors monitor the courtrooms, hallways, and the assembly room area to ensure staff attending court conduct themselves in a proper and professional manner. The Unit is responsible for notifying Department personnel when cases are scheduled. The Unit also handles all of the administrative forms and court complaints regarding Driving Under the Influence (DUI) arrests and ensures that all traffic citations written by Department personnel are processed.

CPD Description of Duties of Full-Duty Sworn Officers

There are two sworn officers assigned to the Traffic Court and Records Unit. There is one Sergeant who supervises the Department staff who are called to testify in Traffic Court, and confirms that overtime involved in court appearance is tracked correctly. The Unit also has one Police Officer who is tasked with processing of DUI evidence/reports, notifications and corrections, and the issuance of Court Deviations for unexcused absences, among other administrative tasks.

CPD Justification for Full-Duty Sworn Officers

The duties of staff of the Traffic Court and Records Unit require an extensive knowledge of Illinois Criminal and Traffic Statutes, City Ordinances, Department procedures, rules and regulations, and court operations and procedures. As such, a core complement of sworn officers will always be necessary for efficient operation of this Unit.

A Sworn supervisor is also a key component of this Unit, and is responsible for supervising sworn subordinates in a court setting. This includes the important task of ensuring the integrity of the court attendance and overtime compensation processes, which would be subject to abuse in the absence of a sworn supervisor.

IGO Analysis

Both of these positions should be civilianized because the schedule coordination, overtime tracking, and personnel supervision do not require police powers or the skills, experience, or knowledge of sworn officers. While these positions do require an extensive knowledge of Illinois Criminal and Traffic Statutes, City Ordinances, Department procedures, rules and regulations, and court operations and procedures, a civilian with appropriate training could perform these duties. The claim that in the absence of sworn supervisors, the integrity of the court attendance and overtime compensation processes would be subject to abuse proves too much, as it suggests that civilians, who handle analogous responsibilities elsewhere in the City cannot be expected to do so with the requisite integrity, and thus is an insufficient rationale to justify sworn officers in these positions. Qualified civilians could perform these oversight functions.

D. Bureau of Organizational Development

1. Research and Development Division

IGO Recommended Civilianizable Positions - Research and Development Division - Unit 127			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9171	Sergeant	2	1
9161	Police Officer	10	7
	Total	12	8

CPD Overview of Unit

The Research and Development Division (Unit 127) maintains archives of Department, Bureau, Division, and Unit-level directives; provides administrative oversight for all Department grant-funded programs; prepares, updates, and issues Department policies and procedures; provides testimony concerning CPD policy on court-ordered depositions and trials; researches recommendations regarding CPD policy, procedures, uniform/equipment standards, and specifications; collects, analyzes and maintains key statistical data concerning arrests, incidents, batteries, and assaults against CPD staff; prepares official statistical information reported externally; and coordinates all aspects of CPD information publications for both internal and external audiences.

CPD Description of Duties of Full-Duty Sworn Officers

There are 12 full-duty sworn officers assigned to the Research and Development Division. Two are Sergeants, two of whom are supervisors in the Policy and Procedure Section and oversee the activities of sworn and civilian analysts who develop and revise all policy and procedural aspects of Department operations. Six Police Officers are assigned to the Policy and Procedure Section and perform the duties of policy analysts, researching and writing Department directives. Two

Police Officers are assigned to the Research and Analysis Section as data analysts. One Police Officer is a Uniform and Equipment specialist conducting research and evaluating and testing specialized equipment, devices, and uniforms. The tenth Police Officer is assigned to the Grants Section and performs all the duties of a Grants Research Specialist.

CPD Justification for Full-Duty Sworn Officers

It is essential to have sworn officers assigned or detailed to the Division as the duties outlined above require personnel who are familiar with the procedures used in field operations. These sworn officers should have a minimum of five years’ experience because of the impact which policies and procedures have on the pragmatic delivery of services to the public. The Police Officers assigned/detailed to the Division must, therefore, have an extensive knowledge of Department policy, Department structure, police procedures and the law. Civilian employees lack the insights and fundamental understanding of how one single, well intended procedure may negatively impact successful implementation of police programs.

The three sworn officers working in the Research and Analysis Section and the Grants Section could be replaced by civilians. This Division has requested such civilian positions via the 2013 Budget Process.

IGO Analysis

Eight of these twelve positions should be civilianized. The duties of the personnel in the Unit involve research, analysis, and grant writing functions that do not require the exercise of law enforcement powers. While the personnel working in the Policy and Procedure Section must have an extensive understanding of the Department’s procedures and their implementation, and the expertise of sworn officers is valuable to this function, it is not necessary to have eight full-duty sworn officers in this section. Half of the eight positions (one Sergeant and three Police Officers) working in the Policy and Procedure Section should be civilianized. The other four Police Officers in the Unit are performing duties that do not require the exercise of law enforcement powers or the expertise or skills of sworn officers.

E. Bureau of Patrol

1. Bureau of Patrol, Administration

IGO Recommended Civilianizable Positions - Bureau of Patrol, Administration - Unit 142			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9796	Deputy Chief	2	0
9175	Captain	1	0
9171	Sergeant	4	1
9161	Police Officer	10	10
	Total	17	11

CPD Overview of Unit

The Bureau of Patrol consists of over 9,500 sworn and civilian employees and is the largest Bureau within CPD. The Bureau of Patrol, Administration (Unit 142) oversees the entire Bureau

which is comprised of three Area Deputy Chief Units, 23 District Law Enforcement Units, and the Special Functions Division.

CPD Description of Duties of Full-Duty Sworn Officers

Seventeen full-duty sworn officers are assigned to the Bureau of Patrol Administration Unit. Two Deputy Chiefs and a Captain are in overall command of the Bureau.

There are four Sergeants in the Unit. One Sergeant oversees the Gang and Narcotic Loitering Hot Spots. These locations are identified by District Commanders and renewed semi-annually only after extensive supporting documentation has been compiled and submitted by the District Commander. This Sergeant reviews all submissions to ensure they have been completed accurately and thoroughly and only then are they presented to the Bureau Chief, First Deputy Superintendent and Superintendent for approval. Another Sergeant handles staffing, budget, and personnel issues for the Areas, Districts, and units of the Bureau and serves as the point of contact for the assignment and reassignment of all personnel into and out of units within the Bureau of Patrol. A third Sergeant oversees the contingency fund for the Bureau of Patrol. These are funds provided to the bureau by the Organized Crime Division and distributed to units within the bureau for use in narcotics and vice-related criminal investigations. All fund reimbursement requests are reviewed and processed by the Sergeant and the funds are subject to regular audits. The fourth Sergeant oversees all issues arising from the Chicago Public Schools (CPS) and represents the bureau at meetings with CPS management.

The 10 Police Officers in the Unit are responsible for a variety of tasks including acting as administrative assistants to the Deputy Chiefs, timekeepers, project coordinators, and statistical information analysts. Additionally, one of the ten Police Officers works as a liaison to the Chicago Alternative Policing Strategy (CAPS) Unit.⁷⁸

⁷⁸ CAPS “brings the police, the community, and other City agencies together to identify and solve neighborhood crime problems, rather than simply react to their symptoms after the fact.”
City of Chicago, Police Department, “What is CAPS?” accessed October 28, 2012,
<https://portal.chicagopolice.org/portal/page/portal/ClearPath/Get%20Involved/How%20CAPS%20works/What%20is%20CAPS>.

CPD Justification for Full-Duty Sworn Officers

Many of the tasks and assignments handled by this office are sensitive in nature and/or involve crime information that is not releasable to non-sworn personnel or information that is law enforcement sensitive in nature. Presently there is not an option to have civilian personnel to perform duties that could be handled by non-sworn law enforcement such as clerical tasks.

IGO Analysis

The three most senior level positions in the Unit, the two Deputy Chiefs and the Captain, should remain sworn, as they are responsible for the management of both the Unit and the Bureau of Patrol as a whole, which requires the skills and expertise of sworn officers. The three Sergeants who, respectively, oversee the Gang and Narcotic Loitering Hot Spots, oversee the funds used in narcotics and vice-related criminal investigations, and serve as a liaison to CPS should remain sworn. While not requiring the exercise of law enforcement powers, the positions all benefit from the skills and expertise of sworn officers.

Of the four Sergeants, the position that handles budgeting and personnel issues for the Bureau of Patrol should be civilianized. This position is solely administrative and does not require the exercise of police powers or the skills specific to sworn officers. Likewise, all 10 Police Officer positions should be civilianized. The positions are administrative, and do not require the exercise of police powers or the expertise of sworn officers.

F. Bureau of Detectives

1. Bureau of Detectives, Administration

IGO Recommended Civilianizable Positions - Bureau of Detectives, Administration - Unit 180			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9796	Deputy Chief	2	0
9785	Chief	1	0
9173	Lieutenant	1	0
9171	Sergeant	2	0
9165	Police Officer- Assigned as Detective	16	7
9161	Police Officer	8	3
	Total	30	10

CPD Overview of Unit

The Bureau of Detectives coordinates and directs the efforts of its units toward completing thorough and unified investigations. The Bureau of Detectives is commanded by the Chief of Detectives who reports directly to the First Deputy Superintendent.

CPD Description of Duties of Full-Duty Sworn Officers

There are 30 full-duty sworn officers in the Bureau of Detectives, Administration Unit (Unit 180). The Unit has a leadership staff that includes a Chief, two Deputy Chiefs, a Lieutenant, and two Sergeants. The leadership staff are responsible for coordinating and directing the efforts of the Unit toward completing thorough and unified investigations.

Criminal Registration Section

Two Detectives and three Police Officers work in the Criminal Registration Section. Their duties include registering initial, annual renewal, and change of address for sex offenders, violence against youth offenders and arsonist offenders. This involves verifying the identification and address of each registrant and fingerprinting and photographing each registrant. Also, these sworn officers effect arrest when an offender is determined to be wanted on a warrant or investigative alert.

Regional Computer Forensic Laboratory

Two Detectives and two Police Officers work at the FBI's Regional Computer Forensic Laboratory (RCFL) and perform all the collection and forensic testing of electronic evidence for CPD. These sworn officers perform electronic evidence collection on a 24 hour on-call basis for the Department and perform the recovery and enhancement of digital video evidence and advise Department personnel on proper collection techniques.

Crime Analysis Murder Unit

Three Detectives work in this Unit analyzing homicides occurring in Chicago to ensure proper Illinois Uniform Crime Reporting (IUCR) classification and reclassification. These sworn officers maintain statistics on homicides and complete murder analysis reports, daily count reports, daily briefings on each homicide, and weekly, monthly, and yearly reports.

Training Instructors

Three Detectives are Training Instructors whose responsibilities include class instruction for Detective class curriculum, updating existing lesson plans, and developing new classes and lessons plans.

Other Positions in the Unit

One Detective is assigned as a Domestic Violence Court Detective Liaison who serves as a liaison between the State's Attorney's Office at Domestic Violence Court and CPD's Patrol and Detective Bureaus. The main role of the liaison is the identification of misdemeanor cases that come through the court process which have potential felony identifiers and to then conduct an additional follow-up investigation to possibly pursue a felony charge of the incident. If the case incident being reviewed has identifiers for a potential felony, the Assistant State's Attorney working on the case notifies the liaison. The liaison then conducts a brief preliminary victim interview to obtain additional information, explains the felony process, and determines if the victim wants to pursue the felony process. The liaison also detains alleged suspects or those wanted on Investigative Alerts who appear at Domestic Violence Court to be held for the Detective Division.

One Detective is a City-Wide Criminal Sexual Assault Analyst and City-Wide Robbery Analyst who maintains case files for identification and publication of crime patterns and bulletins related to criminal sexual assaults. This Detective also acts as liaison with Detectives on all criminal sexual assaults.

One Detective serves as a briefer whose responsibilities include e-mailing daily statistics and major incidents to the Superintendent, the First Deputy Superintendent, the Chief of the Bureau of Detectives, and the Commander of the Deployment Operations Center. This Detective also

reviews major incident logs from the Bureau of Detectives, ensures that information is complete and accurate, briefs the Chief of the Bureau of Detectives and the Deputy Chiefs on Major Incident Logs, and prepares packages of Major Incident Logs for other units including the Office of the Superintendent, First Deputy Superintendent, and each Bureau Chief.

One Detective coordinates the needs of the Bureau in all follow-up investigations within CPD. The Detective assigned to this position is responsible for assisting the Chief, the Lieutenant, and the Sergeant assigned to the Unit in reviewing recent crime and emerging trends, compiling and coordinating management reports, and program initiatives.

One Detective is Gun Liaison officer who corresponds with outside police agencies regarding stolen/recovered firearms. This Detective ensures supplementary reports are completed on recovered firearms to clear LEADS and NCIC, and inventories and processes all firearms recovered by outside police agencies.

One Detective is responsible for special projects including writing and publishing Bureau of Detectives Special Orders, coordinating the upgrade and distribution of the "Chicago's 10 Most Wanted" poster, and assisting in the development of new investigative procedures.

Two Police Officers are confidential staff to the Deputy Chiefs who serve primarily as administrative assistants, and one additional Police Officer is a Telephone Liaison officer who processes felony subpoenas for telephone information.

CPD Justification for Full-Duty Sworn Officers

The staffing of sworn officers in the Criminal Registration Section and as the Domestic Violence Court Detective Liaison is necessary because sworn officers in these roles are required to effect arrest and testify in court. Having sworn officers work at the FBI's RCFL is justified because these personnel must pass extraordinary federal background checks. Filling the remaining positions with sworn officers is justified on general grounds that performing these roles requires field experience, Detective training, and/or computer access authorization which cannot be accomplished by a civilian.

IGO Analysis

Other than the sworn officers working in the Criminal Registration Section and the sworn officer working as the Domestic Violence Court Detective Liaison, the sworn officers in this Unit do not exercise law enforcement powers. While not requiring the exercise of law enforcement powers, most of the positions in the Unit should remain sworn because the positions benefit from the expertise and skills of sworn officers and provide an opportunity for professional development. However, seven Detective and three Police Officer positions in the Unit should be civilianized. The Detective positions working in the Crime Analysis Murder Unit, as the City-Wide Criminal Sexual Assault Analyst, the Gun Liaison, and the Detective that coordinates the needs of the Bureau in all follow up investigations should be civilianized. The two Police Officer positions that serve as administrative assistants to the Deputy Chiefs and the Telephone Liaison could also be civilianized. None of these positions require the exercise of law enforcement powers or the expertise and skills of sworn officers. These positions involve data analysis or administrative duties that could be performed by trained civilians.

G. Bureau of Organized Crime

1. Bureau of Organized Crime, Administration

IGO Recommended Civilianizable Positions - Bureau of Organized Crime, Administration - Unit 188			
Title Code	Title Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
9796	Deputy Chief	1	0
9785	Chief	1	0
9173	Lieutenant	1	0
9171	Sergeant	1	1
9161	Police Officer	6	4
	Total	10	5

CPD Overview of Unit

The Bureau of Organized Crime (BOC) is tasked with identifying, targeting, and arresting individuals engaged in gang, narcotic or vice-related criminal activities. The BOC Administration (Unit 188) is subdivided into four core functions: Administrative Support, Confidential Matters, Fiscal and Criminal Analysis, and Review Units. The Unit supports and coordinates with the other units within the BOC. Specifically, the Unit manages travel and training requests, procurement of specific goods and services, budgetary issues, executive management, reporting functions and accountability of subdivisions and their oversight.

CPD Description of Duties of Full-Duty Sworn Officers

Ten sworn officers are assigned to the BOC Administration Unit. There is a Lieutenant, Deputy Chief, and Chief who are responsible for the oversight and management of the Unit. There is one Sergeant who is assigned as an administrative supervisor responsible for supervising all administrative personnel in the Unit. Six Police Officers are assigned to the Unit, two of whom are Confidential Matters Unit officers who manage the Confidential Cooperating Individuals files. A third Police Officer functions as an accountant and a fourth is assigned as the Deputy Chief's administrative secretary. Another Police Officer handles the distribution, repairs, and billing for all BOC phones and other communication devices, maintains the files for all BOC applicants, and maintains and orders supplies for BOC Administration. A sixth Police Officer functions as the technical officer regarding issuance of computer equipment and programming and maintenance of electronic devices.

CPD Justification for Full-Duty Sworn Officers

The duties and responsibilities of the BOC Administration Unit require the use of sworn officers. Wherever possible, the Bureau of Organized Crime strives to use limited-duty personnel in administrative positions. BOC administrative personnel have accesses to highly sensitive and confidential information and data, the identities of undercover officers and registered cooperating individuals, information regarding on-going covert operations and missions, operational strategies and targeted criminal organization and subjects. BOC sworn personnel have extensive experience working in BOC. They have undergone thorough background checks. They possess knowledge, expertise and skills sets specific to the needs of BOC Administration.

IGO Analysis

The Chief and Deputy Chief should remain sworn because they are responsible for the management of both the Unit and the Bureau of Organized Crime as a whole, which requires the skills and expertise of sworn officers. Part of the Lieutenant's responsibilities include the Confidential Matters Unit, thus this position should remain sworn because the sensitive nature of working with the files of confidential cooperating individuals benefits from the skills and expertise of a sworn officer. Similarly, the two Police Officers working in the Confidential Matters Unit should remain sworn for the same reason.

The positions of the Sergeant and four of the six Police Officers should be civilianized. The Sergeant's duties, though often involving sensitive information, are administrative and do not require the exercise of law enforcement powers or the expertise of a sworn officers. Similarly, the positions of the four Police Officers not working in the Confidential Matters Unit do not require the exercise of law enforcement powers or the skills of sworn officers. The accounting, administrative, and technical tasks these four Police Officers perform are carried out by civilians in other departments throughout City government.

VI. FINDINGS

A. In 30 CPD Units, 292 Full-Time Equivalent Positions Currently Filled by Sworn Officers Could Be Filled by Civilians

Of the total 370 full-duty sworn officers assigned to the 30 units analyzed in this report, 310 of these positions could be filled by trained civilians. The positions recommended for civilianization do not require police powers nor the special skills, knowledge, or legitimacy of sworn officers. In many cases, the work is entirely or substantially administrative. The following is a table summarizing the civilian recommendations by Unit.

IGO Recommended Civilianizable Positions			
Unit(s)	Description	Number of Positions Filled by Full-Duty Sworn Officers	IGO Recommended Number of Positions to Civilianize
166	Field Services Section	37	31
376	Alternate Response Section	36	36
125, 133, 175	Public Safety Information Technology (PSIT)	35	35
180	Bureau Of Detectives - Administration	30	10
167	Evidence and Recovered Property Section	29	29
123	Human Resources Division	23	23
161, 169, 172, 179	General Support Division	17	17
142	Bureau of Patrol - Administration	17	11
261	Court Section	16	16
102	Office Of News Affairs	13	13
140	Office of the First Deputy Superintendent	13	5
114	Research and Development Division	12	8
127	Office of Legal Affairs	12	12
136	Special Events & Liaison Unit	11	5
276	OEC Detail	11	11
163	Records Inquiry Section	10	9
188	Bureau of Organized Crime - Administration	10	5
120	Bureau of Administration	8	8
111	Office of the Superintendent	8	4
122	Finance Division	7	7
231	Medical Services Section	5	5
129	Management and Labor Affairs Section	5	5
128	Professional Counseling Services	3	3
148	Traffic Court and Records Unit	2	2
	Grand Total	370	310

While the IGO found that 310 positions should be civilianized, the total number of full-time equivalent positions that could be civilianized is less than 310. Of the 310 sworn officers currently in the civilianizable positions, 124 participate in CPD's OPY program and in seasonal deployment. The 124 sworn officers who participate in OPY and seasonal deployment work 33 days a year performing enforcement tasks. As part of OPY these sworn officers work at schools

for two hours a day, five days a week, four weeks a year.⁷⁹ This equals 40 hours of work per year. Additionally, as part of seasonal deployment, these officers work for one day a week, twenty-eight weeks a year in the field, performing enforcement-related duties. Assuming an 8-hour workday, this equals 224 hours of work per year. Taken together, each sworn officer participating in OPY and seasonal deployment works 264 hours a year performing enforcement duties, for a total of 32,736 hours per year. Assuming the average sworn officer works 40 hours a week for 52 weeks, but receives 21 days of paid leave annually (which is the number of days off an entry level Police Officer receives), that would equal 1,912 hours per year. Thus, the 32,736 hours of enforcement-related duties would require 18 full-time sworn officer positions.

In sum, the non-enforcement duties of the 310 positions could be filled by 292 full-time civilians. This would also allow CPD to keep the total number of hours dedicated to OPY and seasonal deployment constant, as the remaining 18 sworn positions could be used to staff the weeks of OPY and seasonal deployment lost through civilianization. This analysis assumes that the duties of the non-enforcement positions examined can be interchanged between positions.

B. CPD Could Save an Estimated 16 to 41 Percent per Civilianized Position

Depending on the salary paid to the replacement civilians, the City could save an estimated 16 to 41 percent per position through civilianization. Even if the replacement civilians receive the same salary as the sworn officers they replace, the City would achieve savings due to the more generous fringe benefits that sworn officers receive and the non-salary compensation provided to sworn officers and not civilians. Fringe benefits for sworn officers are equal to approximately 43 percent of their base pay, whereas fringe benefits for civilians are 35 percent of base pay due to more generous pension benefits for sworn officers.⁸⁰ The additional non-salary compensation of sworn officers is estimated at 18 percent of base salary.⁸¹

If 292 full-time equivalent positions were civilianized and the base salary was kept the same as the sworn officer currently filling that position, the City would save an estimated 16 percent in compensation costs, for a total savings of \$6.4 million annually.

⁷⁹ “Operation Protect Youth program provides special attention near the vicinity of City schools to address youth violence, prevent crime citywide, and provide safe passage for everyone, especially during dismissal times at City high schools.”

Chicago Police Department, “Operation Protect Youth Program,” February 23, 2012, accessed October 29, 2012, <http://directives.chicagopolice.org/directives/data/a7a57be2-12bd533f-2dc12-bd54-f02bb1b6e2104db0.html?ownapi=1>

⁸⁰ City of Chicago, Office of Inspector General, “Savings and Revenue Options 2012,” September 2012, 3, accessed October 1, 2012, <http://chicagoinspectorgeneral.org/wp-content/uploads/2012/09/IGO-Savings-and-Revenue-Options-2012-Final.pdf>.

⁸¹ The additional non-salary compensation includes duty availability pay, uniform allowance, holiday premium pay, compensatory time buybacks, tuition reimbursements, Fitness Pay, Pay for Acting Up (Working Out of Grade), specialty unit pay, payments of unused leave time, and quarterly differential pay and rank credit for Sergeants, Lieutenants, and Captains.

City of Chicago, Office of Inspector General, “Description of the Police Officer and Firefighter Collective Bargaining Agreements,” August 2012, 5, accessed October 1, 2012, <http://chicagoinspectorgeneral.org/wp-content/uploads/2012/08/IGO-Description-of-the-Police-Officer-and-Firefighter-CBAs-Final-August-1-2012.pdf>.

If the replacement civilians received the same salary as the average civilian employed by the City, the City would save an estimated 30 percent in compensation costs, for a total savings of \$12 million annually.

If the replacement civilians received the same salary as the average CPD civilian employee by CPD, the City would save 41 percent in compensation costs, for a total savings of \$16.6 million annually.

The following table summarizes these scenarios.

Estimated Cost Savings from Civilianization of 292 Full-Time Equivalent Positions							
Employee Category	Base Salary	Additional Non-Salary Compensation for Sworn Officers (18%)	Sworn Fringe Benefit (43%)	Civilian Fringe Benefit (35%)	Average Total Compensation	Percent Savings per Civilianized Position	Cost Savings if 292 Full-Time Equivalent Positions are Civilianized
All sworn officers	\$82,000	\$15,000	\$35,000	N/A	\$132,000	N/A	N/A
Sworn officers in positions recommended for civilianization	\$86,000	\$15,000	\$37,000	N/A	\$138,000	N/A	N/A
If replacement civilians made the same as sworn officers in positions recommended for civilianization	\$86,000	N/A	N/A	\$30,000	\$116,000	16%	\$6,449,000
If Civilians made the same as the average salaried civilian Citywide	\$72,000	N/A	N/A	\$25,000	\$97,000	30%	\$12,046,000
If Civilians made the same as the average salaried civilian in CPD	\$60,000	N/A	N/A	\$21,000	\$81,000	41%	\$16,649,000

Source: City of Chicago, CHIPPS, August 16, 20120, accessed September 12, 2012.

VII. RECOMMENDATIONS

A. **CPD Should Civilianize the 292 Full-Time Equivalent Positions Identified in this Analysis**

The 292 full-time equivalent positions identified by this analysis as being work that does not require a sworn officer should be civilianized. Filling non-enforcement positions with sworn officers is an inefficient use of resources, and it would be in the best interest of the Department, the City, and taxpayers to have these positions filled by highly capable but less expensive civilians. The following are three options through which civilianization could occur.

First, the Department could civilianize the 292 non-enforcement positions through attrition. As sworn officers in enforcement positions throughout CPD retire or leave the Department, their positions would be filled by sworn officers from the group of 292 sworn officers currently in non-enforcement positions until all the sworn officers in these 292 non-enforcement positions were deployed to enforcement positions. In turn, as the 292 sworn officers in non-enforcement positions are deployed to enforcement positions, the positions they would vacate would be filled with newly hired civilians. This would result in the cost savings for the City described above, although the savings would be achieved gradually as the redeployment occurs. This option would also result in a constant number of sworn officers in enforcement positions.

A second option would be to eliminate the 292 sworn positions and hire 292 civilians. This would result in maintaining the same number of sworn officers in enforcement positions and an immediate cost savings for the Department. The sworn officers who had filled the non-enforcement positions would not be laid off but redeployed to other positions within CPD, while the newest sworn officers on the force would be laid off due to the CBA between the City and the FOP, which states that those with the least seniority shall be the first laid off.⁸²

The last option would be to immediately deploy all 292 sworn officers currently in non-enforcement positions to new enforcement positions, and fill the non-enforcement positions with civilians. This would add 292 sworn officers to enforcement positions and 292 civilians to non-enforcement positions, thus increasing total CPD headcount and personnel costs. While savings would still be achieved in the civilianized positions, total personnel costs would be higher due to the overall addition of 292 employees.

B. CPD Should Conduct a Similar Analysis for Each Unit within the Department

CPD should conduct a civilianization analysis of other units within the Department to identify other positions that could be civilianized. Although the scope of this analysis is limited to 30 primarily non-law enforcement units that were most likely to contain positions that could be civilianized, civilianization efforts elsewhere in the United States suggest a high likelihood of other units in the Department where positions could be civilianized.

For example, the OPY program discussed previously is staffed only by Police Officers and Sergeants assigned to administrative functions. Currently, it has approximately 350 sworn officers participating. Although 140 of those positions were included in this analysis, there are approximately 210 other positions that CPD considers administrative in nature not included in this report.

Another potential opportunity for civilianization may be CPD's Forensic Services Division that analyzes physical evidence found at crime scenes.⁸³ This was recently highlighted as an option to achieve savings in the IGO's report Savings and Revenue Options 2012.⁸⁴

These are just two examples of additional opportunities to identify positions for civilianization.

⁸² City of Chicago, "Agreement between the City of Chicago and the Fraternal Order of Police Chicago Lodge No. 7 Effective July 1, 2007 through June 30, 2012," Section 13.1, accessed September 20, 2012, http://www.cityofchicago.org/content/dam/city/depts/dol/Collective%20Bargaining%20Agreement2/FOP2007_2012FINAL.pdf.

In the near term, this would reduce some of the savings detailed above as the least senior officers earn less in compensation than the average compensation earned by the 292 sworn officers in these non-enforcement positions.

⁸³ City of Chicago, Police Department, "General Order G04-02: Crime Scene Protection and Processing," June 14, 2002, accessed August 28, 2012, <http://directives.chicagopolice.org/directives/data/a7a57be2-12946bda-6b312-947f-f4fd3e58df1cd9d5.html>.

⁸⁴ City of Chicago, Office of Inspector General, "Savings and Revenue Options 2012," September 2012, 8, accessed October 1, 2012, <http://chicagoinspectorgeneral.org/wp-content/uploads/2012/09/IGO-Savings-and-Revenue-Options-2012-Final.pdf>.

CITY OF CHICAGO OFFICE OF THE INSPECTOR GENERAL

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To Suggest Ways to Improve City Government	Visit our website: https://chicagoinspectorgeneral.org/get-involved/help-improve-city-government/
To Report Fraud, Waste, and Abuse in City Programs	Call the IGO's toll-free hotline 866-IG-TIPLINE (866-448-4754). Talk to an investigator from 8:30 a.m. to 5:00 p.m. Monday-Friday. Or visit our website: http://chicagoinspectorgeneral.org/get-involved/fight-waste-fraud-and-abuse/

MISSION

The Chicago Inspector General's Office (IGO) is an independent, nonpartisan oversight agency whose mission is to promote economy, efficiency, and integrity in the administration of programs and operations of City government. The IGO achieves this mission through:

- Administrative and Criminal Investigations
- Audits of City programs and operations
- Reviews of City programs, operations and policies

From these activities, the IGO issues reports of findings, and disciplinary and policy recommendations to assure that City officials, employees and vendors are held accountable for the provision of efficient, cost-effective government operations and further to prevent, detect, identify, expose and eliminate waste, inefficiency, misconduct, fraud, corruption, and abuse of public authority and resources.

AUTHORITY

The authority to produce reports and recommendations on ways to improve City operations is established in the City of Chicago Municipal Code § 2-56-030(c), which confers upon the Inspector General the following power and duty:

To promote economy, efficiency, effectiveness and integrity in the administration of the programs and operations of the city government by reviewing programs, identifying any inefficiencies, waste and potential for misconduct therein, and recommending to the mayor and the city council policies and methods for the elimination of inefficiencies and waste, and the prevention of misconduct.



Joseph M. Ferguson
Inspector General

OFFICE OF INSPECTOR GENERAL *City of Chicago*

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Chicago, Illinois 60654
Telephone: (773) 478-7799
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December 5, 2013

To the Mayor, Members of the City Council, City Clerk, City Treasurer, and residents of the City of Chicago:

In January 2013, the City of Chicago Office of Inspector General (OIG) published a *Review of Opportunities for Civilianization in the Chicago Police Department*.¹ This follow-up provides an update on CPD's reported actions related to civilianization. Based on CPD's follow-up response, the OIG concludes that the Department's civilianization effort remains a work in progress.

The OIG's original report analyzed 370 full-duty sworn positions across 30 CPD units that perform primarily non law-enforcement functions. We found that 292 full-time equivalent positions (79%) could be filled by civilians because they required neither the police powers granted to a sworn officer by State statute, nor the skills, knowledge, or experience specific to sworn officers. The OIG estimated that the City could save 16% to 41% per position through civilianization, for a total annual savings of \$6.4 million to \$16.6 million depending on the salary paid to the replacement civilians.

The OIG made two recommendations in its January 2013 report:

- 1) CPD should civilianize the 292 full-time equivalent positions identified; and
- 2) CPD should conduct a similar analysis for each CPD unit.

In response to these recommendations, CPD stated that:

- 1) "[CPD] supports civilianization of certain positions and is committed to reviewing whether the positions identified by the IG should be civilianized;" and
- 2) "CPD will continue to conduct an ongoing analysis of what positions should be civilianized. The Bureau of Organizational Development has been tasked with developing a comprehensive analysis of sworn and civilian positions in all bureaus of the department, and to provide recommendation for future civilianization actions."

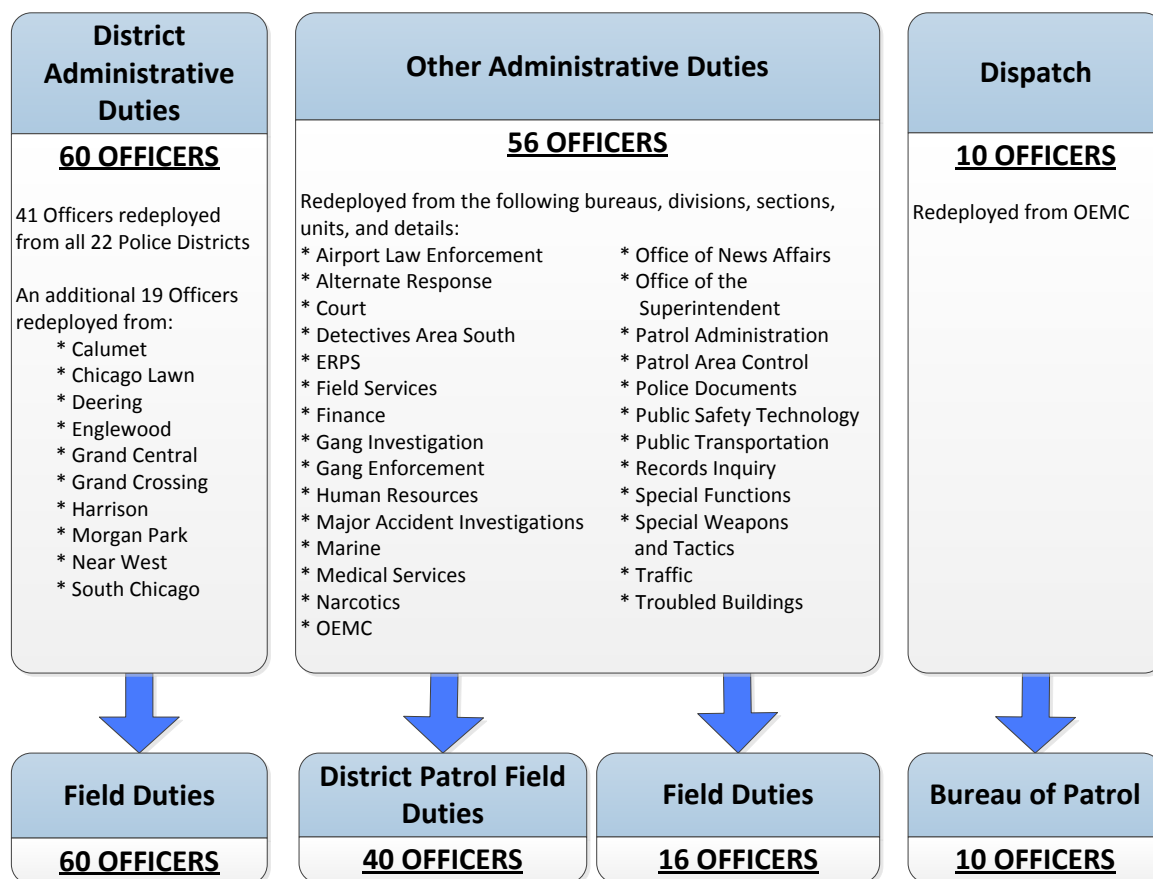
This fall, the OIG inquired with CPD on its progress towards civilianization review and implementation. In response, CPD provided the OIG with an overview of the civilianization of

¹ The January 2013 review is available on the OIG website: <http://chicagoinspectorgeneral.org/wp-content/uploads/2013/01/IGO-Opportunities-for-Civilianization-within-CPD-Final-1-23-13.pdf>.

certain positions since the issuance of the OIG’s January 2013 report. We did not conduct a full audit to test the accuracy of the civilianization actions reported by CPD and thus make no determination as to their completeness and effectiveness.

More specifically, CPD restated its general commitment to continuing its civilianization efforts. CPD noted a number of reasons why the civilianization process takes a considerable amount of time, including ensuring that all relevant regulations and collective bargaining agreement provisions are followed, training new hires, and working within the current year’s budget. CPD stated that it identifies opportunities for civilianization on an ongoing basis. It has not, however, undertaken a comprehensive written analysis identifying positions for civilianization across the Department.

CPD reported that it had moved 126 sworn officers from administrative and dispatch positions to field duties between January 2013 and October 11, 2013. On the basis of the information supplied by CPD and summarized in the following table, the OIG was unable to determine if these positions correspond to the 292 positions recommended in the OIG’s January report.



CPD also reported that it identified 65 positions to be filled by civilians. Fifty of those have been filled and 15 are in the hiring process. CPD noted that 13 of the 50 civilians hired were already employed by CPD in other roles, resulting in vacancies in 13 non-sworn positions which must be occupied by civilians when filled. Based on CPD’s information, the OIG was unable to

determine if any of these 65 total positions identified for civilianization correspond to the 126 positions from which CPD reportedly removed sworn officers. As mentioned above, the OIG was also unable to establish if any of the 65 positions correspond to those identified in the OIG's original report.

CPD further reported that it was reviewing statutory requirements related to law enforcement positions to identify further opportunities to civilianize positions. For example, it successfully advocated for an amendment to a state law governing service of subpoenas. The amended law now permits the service of summons by retired police officers as well as active duty officers.² CPD stated that once the Department of Law hires civilians to perform this function, CPD will return more sworn officers to field duties.

The OIG concludes that CPD's civilianization efforts remain a work in progress. The OIG believes that many, and possibly all, of CPD's civilianization actions may reasonably be expected to achieve personnel cost savings over the long term and to more economically utilize the law enforcement skills and training of sworn officers. CPD is to be credited for its continuing efforts. However, the OIG still believes that CPD would be well served by conducting a department-wide review and written analysis to identify positions in all sections that can be performed by civilian personnel when and as institutional circumstances allow. Finally, CPD should also ensure that it does not fill any new positions with sworn officers unless law enforcement powers or skills are required for the position.

We thank CPD for its cooperation during the original review and responsiveness to our follow-up inquiries.

Respectfully,



Joseph M. Ferguson
Inspector General
City of Chicago

² Public Act 098-0503 amended 65 ILCS 5/1-2-11 and was effective August 16, 2013.



Rahm Emanuel
Mayor

Department of Police • City of Chicago
3510 South Michigan Avenue • Chicago, Illinois 60653

Garry F. McCarthy
Superintendent of Police

14 January 2013

Lise Valentine
Deputy Inspector General, Audit and Program Review
Office of Inspector General
740 North Sedgwick Street, Suite 200
Chicago, Illinois 60654

Re: Review of Opportunities for Civilianization in the Chicago Police Department


Dear Ms. Valentine:

The Chicago Police Department appreciates the Office of Inspector General's efforts in preparing the November 2012 *Review of Opportunities for Civilianization in the Chicago Police Department* report.

Enclosed is the Chicago Police Department's response for publication on the Office of Inspector General's website.

If I can be of any further assistance, do not hesitate to contact me at (312) 745-6100.

Sincerely,


Constantine Miniotis
Chief of Staff
Chicago Police Department

cc: Aaron Feinstein, Director of Program and Policy Review



Rahm Emanuel
Mayor

Department of Police • City of Chicago
3510 South Michigan Avenue • Chicago, Illinois 60653

Garry F. McCarthy
Superintendent of Police

14 January 2013

Joseph Ferguson
Inspector General
Office of Inspector General
740 North Sedgwick Street, Suite 200
Chicago, Illinois 60654

RE: Response of the Chicago Police Department to the Inspector General's Report

Dear Inspector General Ferguson:

Ensuring greater public safety is the number one priority for the Chicago Police Department. Under the leadership of Mayor Emanuel and Superintendent McCarthy, approximately 1,000 officers have been re-deployed from administrative positions to field operations in the last 18 months. The Chicago Police Department, (CPD), has been asked to respond to the Inspector General's, (IG), report titled, "*Review of Opportunities for Civilianization in the Chicago Police Department.*" As evidenced by its redeployment efforts in the last 18 months, the CPD supports the use of civilians, where and when appropriate, in furtherance of the Department's public safety mission. CPD appreciates the IG's efforts in preparing this comprehensive report to develop other possible civilianization opportunities, and is committed to continuing to conduct its own internal civilianization analysis pursuant to the IG's recommendation.

CPD defines civilianization as the hiring of non-sworn personnel to replace or supplement its current sworn staff.¹ Civilianization of certain positions can supplement and assist the CPD in delivery of vital public safety services. As the IG's report

¹ Office of Community Oriented Policing Services. The Impact of the Economic Downturn on American Police Agencies. October 2011. P. 22. Web. Accessed January 2, 2013.
http://www.cops.usdoj.gov/files/RIC/Publications/e101113406_Economic%20Impact.pdf

identified, civilianization is an area of ongoing assessment within overall law enforcement and the CPD is no exception.

CPD continually evaluates its organizational structure, administrative support needs, and opportunities to civilianize its operations on an ongoing basis. However, the utmost priority for the CPD remains public safety, and all operational and deployment decisions must, first and foremost, support the organization's mission and goals to reduce violence in the streets of Chicago.

Two recommendations are made by the Inspector General, within its report titled "*Review of Opportunities for Civilianization in the Chicago Police Department.*"

1. The Chicago Police Department should civilianize the 292 Full Time equivalent positions identified in the analysis.

The Chicago Police Department, (CPD), supports civilianization of certain positions and is committed to reviewing whether the positions identified by the IG should be civilianized. Further, the IG provided potential suggestions for civilianization implementation under 1(a),(b) and (c). CPD will take these suggestions under advisement as it continues its ongoing analysis of what positions should be civilianized.

2. The CPD should conduct a similar analysis for each unit

The CPD will continue to conduct an ongoing analysis of what positions should be civilianized. The Bureau of Organizational Development has been tasked with developing a comprehensive analysis of sworn and civilian positions in all bureaus of the department, and to provide recommendation for future civilianization actions.

CPD Civilianization Actions to Date

Superintendent McCarthy has embarked upon a restructuring of the CPD that is historic and is predicated upon ensuring police legitimacy and procedural justice. The CPD is a

billion dollar enterprise, and has the largest number of employees of any City department. The CPD, through its management of civilian and sworn personnel, is accountable to City residents and visitors for the delivery of critical public safety services. The multiple, daily decisions of the members of the CPD have significant impact upon the safety and well-being of the residents of the City of Chicago. As such, the role and impact of law enforcement in our city goes far beyond any initial decision to arrest an individual. Accordingly, determinations of civilianization must take into account the overall goals and role of the CPD. CPD is committed to continuing civilianizing positions where appropriate, and using its resources as efficiently and effectively as possible. CPD's ongoing efforts towards civilianization include the review of functions performed by sworn officers for any civilianization opportunities. These efforts have resulted in the civilianization of the following activities:

- Dead body removal
- Information Technology help desk functions
- Background investigations for hiring
- Centralized Timekeeping Unit, implementation of C-SWIPE, an automated time and attendance system
- Detention aides to staff CPD detention facilities, and
- Staff for the ballistics lab currently under development.

Additionally, as a result of CPD's ongoing review, civilianization has been achieved by transferring appropriate administrative positions to other departments, including: call takers, dispatchers and Traffic Management Aides (now assigned to OEMC), area garage and fleet maintenance functions (now assigned to the Department of Fleet and Facility Management), and technology units which have been centralized in the Public Safety Information Technology (PSIT), now at OEMC. The PSIT consolidation not only improved efficiencies across the public safety departments, but also resulted in the redeployment of 27 sworn officers.

Furthermore, the CPD has leveraged technology to reduce the need for administrative staffing overall, which has reduced the ranks of sworn officers in administrative roles. Significant automation of systems, e.g. automated fingerprint systems, automated records access, automated mug shot systems, and even remote access to the surveillance cameras, has led to increased efficiencies resulting in reduced need for administrative personnel.

Civilianization within Law Enforcement

The IG rightly recognized in their report that there is basis for caution when comparing staffing amongst law enforcement agencies across the country. CPD also believes that such comparisons are generally not instructive when making staffing decisions. Various factors affect employment, including operational structure and overall staffing within any organization.² Chicago is one of three major local law enforcement agencies with sworn officers numbering more than 9,000.³ During 2004-2008, national statistics reflect that sworn personnel in law enforcement agencies increased 4.6% while civilian personnel increased 6.9%.⁴ The CPD has not matched these employment trends for either sworn or civilian hires.

What is clear is that the past few years have created significant fiscal challenges for local law enforcement agencies, as reflected within the variance among the cities analyzed by the IG regarding hiring and per capita ratios of sworn and civilian personnel.⁵ The per capita ratio of sworn police officers to residents is not the sole determinant as to civilianization decisions, nor are fiscal comparisons to other agencies. These types of factors should, and do, affect deployment and employment decisions at CPD, but must do so within the overall context of public safety needs in Chicago. The impact of the economic downturn on law enforcement agencies will significantly change

² Civilianizing 88 positions within the San Jose PD saved \$5million, yet doing so for 402 positions within the LAPD saved only \$11.8 million. Clearly organizational differences have significant impact on savings.

³ Reaves, Brian A. Census of State and Local Law Enforcement Agencies, 2008. Bureau of Justice Statistics. July 2011. P.14. Web. Accessed January 5, 2013. <http://bjs.ojp.usdoj.gov/content/pub/pdf/cslllea08.pdf>

⁴ Ibid. P.2.

⁵ Ibid. P.17. It should be noted that sheriff's offices accounted for most of the growth in civilian hires.

the way law enforcement services will be delivered going forward.⁶ The CPD is set to face these challenges, while ensuring world class delivery of public safety services to residents of Chicago.

Fiscal Impact

The availability of civilians to perform tasks that are deemed appropriate for civilianization allows for assignment of officers to field positions predicated upon public safety demands and facilitates appropriate management of resources. It is undisputed that civilian employees are less costly than sworn officers as a result of differences in sworn and civilian employee pay rates and benefit levels. However, hiring and supplementing officers with civilians within the CPD is not a linear process. Increased civilian hiring requires coordination with the CPD and the various collective bargaining units whose members contribute to the continuity of CPD operations. The cost differential will vary, depending upon the type of employee, e.g. a file clerk as opposed to a lawyer, and applicable compensation packages as identified by City employment standards and applicable collective bargaining agreements. However, employee compensation is but one measure of overall cost, and retaining sworn officers in positions that could be civilianized may ultimately provide for other savings in efficiencies derived from the special skills, knowledge and abilities brought forth by the field operational experience of a sworn officer and through program and employee development. Further review of civilianization will have to account for qualitative as well as quantitative factors to ensure maximum efficiency and support of overall CPD operations.

IG Civilianization Analysis

The IG reviewed 30 units and identified that 292 positions could be civilianized within the CPD. In some instances, the IG recommends that entire units and bureaus could be civilianized. Wholesale civilianization fails to account for operational continuity and that law enforcement officers are more than individuals who make arrests. A great deal

⁶ U.S. DOJ. Office of Community Oriented Policing. The Impact of the Economic Downturn on American Policing. October 2011. P. 2. Web. Accessed January 4, 2013.
http://www.cops.usdoj.gov/files/RIC/Publications/e101113406_Economic%20Impact.pdf

of decision competency is required of law enforcement officers and those who manage and lead within the CPD. Further, the IG's description of all of the positions identified as "purely administrative" fails to account for the impact on CPD operations. While some positions may be a direct exchange of sworn to civilian replacement others do not so easily allow for civilianization in their entirety.

The policy determinations as to which positions are to be civilianized must be supported by the knowledge of how those positions interact in the overall operational plan and affect the CPD's accountability for public safety. For example, within PSIT the use of sworn officers with field expertise serve as Subject Matter Experts, (SMEs), for application development and testing – thereby streamlining development and testing of projects to ensure that the product meets the specific needs of sworn law enforcement.⁷ Using officers to assist in developing the Automated Incident Reporting Application, (AIRA), reduced the need to bring in officers from the field and expedited field testing, as the SMEs that would be using the application helped develop it. Further, given the significant deployment of technology within the CPD, response to certain requests for field technology use or field support requires a sworn presence and decision process. Another example, as noted in the IG's report, is the Special Events Unit, where officers do engage in some administrative functions, but are also responsible for developing and supporting the overall safety plan for special events that occur in Chicago, not only as a matter of drafting operational orders, but also within the field. As recognized in part by the IG, there is an unquestionable public safety benefit in having sworn CPD personnel in charge of security for large-scale events, and also available to work directly with the State and federal governments on equal standing when coordinating security. It is these types of operational decisions, combined with fiscal constraints, that necessarily affect overall civilian employment decisions within the CPD.

The IG's civilianization assessment answered four functional questions including:

1. Does the position require the exercise of law enforcement powers?

⁷ Of the three largest municipal agencies, Chicago has the smallest number of sworn personnel in technology functions, based on a telephone survey: New York (over 50), Los Angeles (44), Chicago (35). Telephonic inquiry to New York Police Department and Los Angeles Police Department, conducted by Sgt. Alex Soto and staff, reported December 2012.

2. Are the skills, training, or experience of a sworn officer required to fulfill the duties of the position?
3. Would assigning sworn staff be helpful for other reasons?
4. Can the requirements of the position be fulfilled by a specially trained civilian?⁸

The IG identified that if the first 3 questions received a negative response and the fourth a positive, then the position was recommended for civilianization. Absent some exceptions, basically the determination centered on whether there is a requirement to enforce the law or make an arrest and if not, the position was identified as a civilianization opportunity. This is a limited and narrow view of the function of police officers within the CPD as an operational enterprise. As a matter of routine business operations, the CPD remains a paramilitary organization with certain demands for supervisors that are subject to past practice and operational need. Authority and control over employment decisions affecting personnel benefit from, and, in some circumstances, *require* law enforcement authority. Relief of sworn powers cannot be delegated to a civilian supervisor and for certain functions, the presence of a sworn supervisor facilitates execution of that function – such as decisions regarding enforcement of a warrant or determination of whether the CPD will allow it to attach.

Further, the role of a position within the organization also affects whether use of a civilian will alleviate the demand for sworn officers. For example, testimony in arbitration hearings or for other projects often requires sworn law enforcement; therefore, it may be beneficial from an operations point of view to maintain a roster of sworn officers within the unit.

Finally, as an analytical exercise the IG did not address collective bargaining issues. While this resulted in a more liberal analysis, it has practical limitations for actual implementation. The CPD will further assess the viability of the recommendations for future collective bargaining.

⁸ It is not clear how the IG developed these questions. Additionally it is not clear if any further information, such as qualitative assessment or operational impact, supported the analysis.

Conclusion

The Inspector General's efforts in analyzing opportunities for civilianization provides context for the CPD to further its ongoing civilianization analysis. Whether a civilian *could* perform a function is one part of the employment decision matrix. Whether an officer *should* perform the function is a better decision point, in that the operational knowledge, skills and abilities that are integral to sworn officer status may benefit the overall public safety mission of the CPD. It is very likely that some specific positions now performed by sworn members can and should be civilianized within the CPD in the future. However, careful continued analysis must account for role and impact on the operations of the Department as well as functional benefit. Civilianization decisions need to account for interconnectivity of units and positions within the overall organizational goals.⁹

Fiscal and operational efficiency for all aspects of the CPD's performance of its public safety responsibilities has been ongoing under Superintendent McCarthy and Mayor Emanuel. The Department seeks to ensure that sworn officers serve in critical public safety positions and to staff civilians in positions as appropriate. The Department's goal is to ensure maximum efficacy in the delivery of public safety services. The CPD continues to strive toward that goal, inclusive of review of civilianization opportunities going forward.

⁹ For example, PSIT is a combined public safety services technology unit, not under the sole control of the CPD and the Bureau of Organizational Development includes the Training Academy, while the Bureau itself has certain administrative and operational duties.



CITY OF CHICAGO

OFFICE OF INSPECTOR GENERAL

MEMORANDUM

To: The Honorable Pat Dowell
Chairman, Committee on the Budget and Government Operations

From: Deborah Witzburg
Inspector General
Office of Inspector General

CC: Elizabeth Beatty
Mayor's Office of Intergovernmental Affairs

Date: October 21, 2022

Re: Request for Information from Annual Appropriation Committee Hearing

ID: 03-03 Public Safety Investigations

The following information is provided in response to questions posed through the Committee after the department's hearing on October 18, 2022 to discuss the proposed 2023 budget.

Alderman Tunney asked for information on how OIG decides what to investigate, and what public safety issues OIG is currently investigating.

When evaluating a complaint about misconduct to determine whether to open a disciplinary investigation, OIG considers a number of factors including but not limited to:

- Nature and circumstances of the alleged conduct
- Recency of the conduct
- Potential impact on City operations
- Factors relating to the subject of the complaint
- Credibility of the complaint/complainant
- Reliability of provided information
- Investigative resources

When deciding on topics for programmatic and policy-based inquiries, OIG likewise considers a number of factors including but not limited to:

- Preliminary risk assessment of the relevant program/service
- Potential to drive lasting, systemic improvements
- Distinct value of potential project to stakeholders
- Staff resources
- OIG's legal obligations around specific topic areas



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OFFICE OF INSPECTOR GENERAL

The topics of inquiries currently underway in OIG's Public Safety section include:

- The Chicago Police Department's (CPD) officer wellness programs
- Data collection and quality on 911 emergency response times
- CPD's Gun Offender Registry
- CPD's Latent Print unit
- CPD's homicide investigation process
- CPD's Civil Rights unit
- Beat integrity and district staffing
- Powers and duties of the Chicago Police Board
- Relief of CPD members' police powers

As always, please let me know if you have any further questions.



CITY OF CHICAGO

OFFICE OF INSPECTOR GENERAL

MEMORANDUM

To: The Honorable Pat Dowell
Chairman, Committee on the Budget and Government Operations

From: Deborah Witzburg
Inspector General
Office of Inspector General

CC: Elizabeth Beatty
Mayor's Office of Intergovernmental Affairs

Date: October 21, 2022

Re: Request for Information from Annual Appropriation Committee Hearing

ID#: 03-04 Consent Decree Compliance Levels

The following information is provided in response to questions posed through the Committee after the department's hearing on October 18, 2022 to discuss the proposed 2023 budget.

Alderman Tunney asked for information regarding consent decree paragraphs that pertains to OIG and if so what are OIG's compliance levels.

OIG and its Public Safety section have various obligations pursuant to the consent decree entered in *Illinois v. Chicago*; all components of OIG were found in full, operational compliance with all obligations as of October 8, 2021.¹

As always, please let me know if you have any further questions.

¹ OIG was found in full and effective compliance by the U.S. District Court for the Northern District of Illinois on February 16, 2022. See Order on Motion for Full and Effective Compliance, *State of Ill. v. City of Chi.*, No. 17-cv-6260 (N.D. Ill. Feb. 16, 2022) (ECF No. 997). The Court later made this finding retroactive to October 8, 2021. See Order on Motion to Reset Initial Compliance Date, *State of Ill. v. City of Chi.*, No. 17-cv-6260 (N.D. Ill. May 9, 2022) (ECF No. 1028).



CITY OF CHICAGO

OFFICE OF INSPECTOR GENERAL

MEMORANDUM

To: The Honorable Pat Dowell
Chairman, Committee on the Budget and Government Operations

From: Deborah Witzburg
Inspector General
Office of Inspector General

CC: Elizabeth Beatty
Mayor's Office of Intergovernmental Affairs

Date: October 21, 2022

Re: Request for Information from Annual Appropriation Committee Hearing

ID: 03-05 Budget Cuts

The following information is provided in response to questions posed through the Committee after the department's hearing on October 18, 2022 to discuss the proposed 2023 budget.

Alderman Tunney asked the following two questions pertaining to cuts reflected in FY 2023 Budget:

Over \$700,000 was cut from professional and third party agreements, what services were cut?

Response: No services will be cut. In 2022, OIG committed one-time investment to upgrade our case management system, update OIG website, and to increase computer and storage capacity, including cyber security capabilities. These new projects will be completed in 2022, therefore, the FY 2023 budget reflects the reduction for professional services and third-party agreements for IT maintenance.

Why \$1M was being cut from facilities operations, maintenance, and repairs.

Response: In 2022, OIG budgeted one-time spend to expand and to improve physical space that was built in 2000, and to address long-deferred space modifications needed for more work and meeting spaces as result of the OIG's growth. This facilities-related work will be completed this year, therefore, reduction in FY 2023 Budget for this account.

As always, please let me know if you have any further questions.