



CCPSA

COMMUNITY COMMISSION FOR
PUBLIC SAFETY AND ACCOUNTABILITY

**Report on the
Proposed Chicago Police Department Budget
for 2025**

November 25, 2024

Anthony Driver, Jr.

President

Remel Terry

Vice President

Aaron Gottlieb

Abierre Minor

Angel Rubi Navarijo

Sandra Wortham

Commissioners



November 25, 2024

Dear City Council members:

The Community Commission for Public Safety and Accountability is submitting its annual report on the proposed 2024 Chicago Police Department budget. The Commission is required by law to review the Police Department budget every year before the City Council votes on it. Now that the City Council has voted to reject a proposed property tax increase that would have been a major source of revenue for the Mayor's proposed budget, we understand that there may be significant changes to the budget the Commission has reviewed. As the City Council and Mayor's Office work on changes to the budget, we think it is important to consider the concerns and questions we raise here about the budget that was introduced on October 30, 2024.

The Commission has serious concerns about the impact that the proposed budget could have on CPD reform efforts. In last year's budget report, the Commission praised CPD for replacing hundreds of sworn positions with civilian positions. CPD had identified jobs that could be done by civilians as effectively as, and generally at lower cost than, police officers. By creating almost 400 civilian positions and placing civilians in jobs that had previously been carried out by sworn officers, CPD could then, based on an analysis of public safety needs, either put more sworn officers to work doing traditional policing jobs or reduce the number of sworn officers. CPD's budget for 2024 created civilian positions that were essential to strengthen reform efforts, enhance investigations, and expand services for crime victims. However, in a challenging budget year, where City departments were required to make significant cuts, the current proposed CPD budget eliminates 456 currently vacant positions, including 358 of the civilian positions that are critically important to support ongoing reform efforts. Some of the largest cuts are concentrated in a handful of key units: the Office of Constitutional Policing and Reform, the Office of Community Policing, the Training Division, the Bureau of Internal Affairs, and the Professional Counseling Division. The cuts threaten to slow progress in areas where CPD cannot afford it and reduce the Department's ability to do essential work that the Commission has prioritized in previous budget reports and in the annual goals that the Commission has set for the Superintendent.

Many of the issues the Commission has highlighted in budget reports and the goals it has established for the Superintendent have focused on key areas closely associated with compliance with the consent decree, the federal court-enforced document that is driving significant reform at CPD. This includes prioritizing a workforce allocation study, advocating for adoption of a comprehensive community policing strategy, highlighting training and leadership development, and modernizing the Department's data systems. The Independent Monitor, who oversees compliance with the consent decree, has highlighted each of these areas as critical pieces needed to increase the Department's compliance levels with the consent decree. In addition, the Independent Monitor's ninth report described CPD's consent decree progress over the last five years as "incremental," noted that the City was "responsible for providing necessary and reasonable financial resources" for CPD to fulfill its obligations in the Consent Decree, and urged the City to take immediate action to move compliance forward. Then, following release of the proposed 2025 budget, the Independent Monitor stated that the proposed cuts "could be a devastating blow to the future of CPD reforms." Without sufficient staff focused on increasing the

Department's efforts to reach consent decree compliance, it will be difficult for CPD to reach full compliance by 2027 and to sustain these reforms into the future.

The Commission understands that the City faces severe budget challenges. But many of the most substantive cuts to the CPD budget are in areas that are most important for the Department to meet its reform goals. Slowing reform efforts means more suffering and higher costs. Just as the City has not proposed cutting staff that generate revenue, the City should not cut staff whose work is essential to improve police practices, reduce harm, and reduce the costs associated with bad or unconstitutional policing.

As in previous reports, the Commission's top concerns continue to center around workforce allocation, community policing, and police response times. The Department needs to do a better job placing officers in the right places and at the right times. It also needs to keep them there long enough and provide time in their schedules to build strong working relationships with people in the neighborhoods they serve. The Commission has heard concerns about slow response times in neighborhoods across the city, and especially in Black and Brown neighborhoods on the South and West Sides. While the Department participates in a workforce allocation study during 2025, it must take additional steps to improve response times with existing data and tools. Slow response times weaken trust and confidence in the Police Department and put health and safety at great risk.

In addition, as the workforce allocation study is being conducted, CPD and other City departments should expand efforts to identify work that is now done by the police department that other professionals can do as well or better. Some other cities have had success taking policing functions that do not require a badge, a gun, and police training, and transferring that work to other entities. Among other things, that can free up time for police officers to devote to responding to emergency calls and other issues that require a police response.

Also, in a challenging budget year, various City departments will need to work even harder to address basic infrastructure issues that CPD faces. For example, too many police cars don't work, which means police can't respond as quickly to emergency calls. And some police stations are in abysmal condition, which undermines officer wellness and morale. City departments like Fleet and Facility Management and the Office of Public Safety Administration must ensure that police officers have the tools they need to do their jobs and workspaces that support their health and well-being.

The Commission also wants to highlight the issue of budget transparency. In last year's report on the budget, and in a September 2024 letter to City Council, the Commission raised concerns about the lack of transparency in the City's budget, generally, and in the CPD budget, specifically. City budget documents make it difficult for the Commission to conduct a meaningful review and make impactful recommendations. For example, some budget items which have a significant impact on CPD operations are not included within the CPD budget and are virtually impossible to identify within the overall City budget. The CPD budget does not include the City's investment in police vehicles, computers, communications equipment, and capital improvements that are crucial to an effective Department. Many of these items are included in the Office of Public Safety Administration, Office of Emergency Management and Communications, and Department of Fleet and Facility Management budgets, and are

difficult to identify. That makes it virtually impossible to assess how much our city spends on policing, and much more difficult to assess whether the City is spending wisely on critical infrastructure. Cities including New York and Los Angeles include more information in their publicly available police department budgets. Chicago's budget must clearly show the information residents need to be able to accurately assess the actual cost of policing and hold public servants accountable.

Future proposed budgets should clearly highlight CPD-related expenses that are incorporated in other department's budgets, or a supplemental document should be prepared that includes and disaggregates all CPD-related expenses that are incorporated in other department's budgets. The Commission also recommends that information be provided that, as best as possible, provides information about how CPD staff resources are allocated to police districts, areas, or other subunits within the department, and what personnel and other resources are dedicated to community policing initiatives.

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

A handwritten signature in black ink, appearing to read "A. Driver, Jr.", with a period at the end.

Anthony Driver, Jr.
President

Overview of the Process

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

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

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

The Police Department's proposed 2025 budget is almost \$2.1 billion and covers more than 13,000 positions. Just like with all other City of Chicago departments, CPD's budget mostly lists job titles and provides salaries for those jobs. It does not describe in detail what work will be done or lay out CPD's goals and priorities. As a result, the Commission's review focuses mostly on big changes in the budget—places where significant staff cuts are proposed, where those changes indicate important shifts in priorities, or in CPD's capacity to achieve certain goals.

The Commission prepared for this budget review by gathering input from around the city. In September and October, the Commission hosted a listening session in Little Village, spoke with subject matter experts, heard from District Councilors about their concerns, and collected almost 300 responses to a community feedback survey, including responses from every Police District. The Commission first reviewed CPD's proposed 2025 budget when it was released to the public and to members of the City Council on October 30, 2024. Since then, Commissioners have reviewed and analyzed the budget, met with CPD to discuss the changes made, and hosted a public meeting where Chicago residents had another opportunity to share ideas and concerns, and a CPD representative made a presentation on the budget and answered questions from Commissioners.

The information that the Commission gathers and the issues that it highlights through the budget review process will inform other work that the Commission does over the course of the next year. For example, the Commission has begun its annual goalsetting process for the Police Superintendent, and information from the budget review process will likely play an important role in determining high-priority goals for the Superintendent for 2025.

Overview of the Proposed 2025 CPD Budget

The Mayor's proposed budget for 2025 includes \$2,089,630,593 for CPD (as noted previously, this does not include spending on a range of things including equipment, technology, and fringe benefits). That is an almost \$80 million increase over 2024, when the budget was \$2,011,524,627. The proposed 2025

budget covers 13,656 full-time employees, a 3% reduction from 2024, when the budget covered 14,111 full-time employees. The growth in CPD's budget comes, despite a reduction in the workforce, because of pay increases for CPD employees that were negotiated as part of the latest police union contracts. The actual costs for CPD personnel are significantly higher than what is reflected in the CPD budget, because the costs of health insurance and other fringe benefits are quite substantial for City employees, but those costs appear in another part of the City's budget.

Spending on overtime is another big part of CPD's budget. As in previous years, the proposed CPD budget includes \$100,000,000 for overtime in 2025. CPD has consistently budgeted the same amount for overtime for several years, even though actual spending on overtime often far exceeds the budgeted amount. For example, in 2023, the CPD budget included \$100,000,000 for overtime, but overtime spending that year was \$282,757,004.

Similarly, in recent years, CPD has budgeted substantially less to pay for the costs of lawsuits against CPD than the City has paid for those lawsuits. The proposed 2025 budget includes \$82,558,000 for the costs associated with lawsuits against CPD. In 2023, CPD spent \$150,848,929 on legal judgments. It is important to note that these costs are not all tied to allegations of police misconduct, and that some of the costs are the result of policing incidents that occurred many years ago.

Perhaps the most significant change in the proposed 2025 CPD budget is a very sharp reduction in the number of civilian positions. Last year, the department proposed what it described as a "transformational" budget, which eliminated a significant number of police officer positions and replaced them with civilian positions. This included civilians who would help with investigations, increase training, expand services for crime victims, improve the department's ability to analyze data and develop better policy, and increase consent decree compliance. The idea was that these jobs are better suited to civilians than police officers, and that hiring more civilians would free up police officers who were assigned to do administrative work. Most of the cuts that are included in the proposed 2025 budget are to these civilian positions. The proposed 2025 budget eliminates 456 currently vacant positions, including 358 of the civilian positions that are critically important to support ongoing reform efforts. The majority of cuts are concentrated in a few sections: the Office of Community Policing, the Office of Constitutional Policing and Reform, the Training Division, the Bureau of Internal Affairs, and the Professional Counseling Division. Some key changes proposed in CPD's FY2025 budget include:

1. The 2024 budget included 65 full time staff in the Office of Constitutional Policing and Reform. The proposed 2025 budget would cut that to 28 people, a proposed reduction in personnel of 57%. This office is key to the Department's reform efforts and consent decree compliance. Its work should reduce harm to civilians and reduce lawsuits.
2. In the proposed 2025 budget, CPD's Training Division would shrink by 28%, including a 61% cut in the number of civilian trainers. Training is key for improving CPD performance, reducing harm, reducing lawsuits against the City, and improving constitutional policing and consent decree compliance.
3. The 2025 budget appears to cut 86 positions in the Office of Community Policing, a 61% cut in that office.

4. The Bureau of Internal Affairs investigates many misconduct allegations against Chicago police officers. The 2025 budget proposes cutting BIA's staff by 17%, including cutting half of the new civilian investigator positions CPD was going to create this year. This could have a significant impact on BIA's ability to investigate misconduct allegations against police officers.
5. Last year, CPD pledged to improve clearance rates by increasing the number of people in the Bureau of Detectives who investigate crimes and gather and analyze evidence to build cases. The 2024 budget included 136 new positions for detectives, evidence technicians, and fingerprint examiners who would all work to help solve crimes. In the proposed 2025 budget, the Forensic Services Division will lose 34 positions, including sworn evidence technicians and civilian fingerprint examiners. This will limit the Department's ability to handle cases, including violent crimes.
6. An important part of maintaining and sustaining CPD reforms involves extensive data entry and analysis. The proposed 2025 budget eliminates many data entry operators and various analyst positions. That means that either some of this work won't get done, or it will be carried out by sworn police officers. Moreover, as the CPD moves from writing policies to advance reform efforts, to training on the policies, and then to implementing essential reforms (what is referred to in the consent decree as "operational compliance"), these analysts play a very important role.
7. The 2025 proposed budget reduces staff in the Professional Counseling Division by almost 30%. The budget eliminates 22 Clinical Therapist positions that were created in 2024 and replaces them with 13 Police Mental Health Clinicians. Overall, the proposed 2025 budget cuts 10 employees in the Professional Counseling Division. Given the challenges of supporting officer mental health and preventing suicide, this could significantly affect the Department's ability to offer mental health resources for Department members. We understand that CPD and the Mayor's Office have discussed putting these positions back in the 2025 budget. They must be restored.

Workforce Allocation

For the third year in a row, the Commission's review of CPD's proposed budget emphasizes the need for a department-wide strategy on workforce allocation. Publicly available data suggests that patrol officers are not allocated equitably or effectively across police districts. Response times vary significantly across the city, with slower response times on the South and West Sides of Chicago, and the slowest response times on the South Side. In the Commission's community outreach, one of the most common concerns we heard was about slow response times. Though we have heard the greatest concerns about response times on the South and West Sides, we have heard these concerns from residents in districts all across the city. Many participants highlighted the need for a workforce allocation study.

Superintendent Snelling is the third consecutive superintendent to promise a workforce allocation study that takes a data-driven approach to understanding how officers are deployed across the city. A workforce allocation study will help CPD to assess where police officers are working and provide tools to determine where and when to deploy them most effectively. The last complete workforce allocation study was completed in 2010. In 2022, an unfinished study from the University of Chicago Crime Lab found that "too often, officers aren't available when and where they're most urgently needed." In some parts of Chicago, residents received rapid responses to both emergency and non-emergency 911 calls while other areas found no officers available to respond to 911 calls for hours.

A workforce allocation study will also help CPD to comply with one of the most important requirements in the consent decree—that CPD develop a staffing model to achieve the principles of “unity of command,” and a “span of control” ratio of no more than ten officers to one Sergeant. “Unity of command” is the idea that each police officer should work with same supervisor for a period of time, which helps to establish clear lines of authority and accountability and allows patrol officers and supervisors to develop relationships that set officers up to work more effectively and result in greater accountability. “Span of control” is a standard measure of the ration of officers to supervisors. CPD has acknowledged that in many instances, there are too many patrol officers assigned to each supervisor, which means that many officers don’t get the support, mentoring, supervision, and oversight that result in better policing.

As part of the Commission’s 2024 Goals, Superintendent Snelling committed to undertaking a comprehensive workforce allocation study, but progress has been slow. CPD has indicated that it has an executed agreement with an experienced organization that will conduct the workforce allocation study, but CPD has not publicly announced the start of this study.

While the Department participates in a workforce allocation study during 2024, it must take additional steps to improve response times with existing data and tools. Slow response times weaken trust and confidence in the Police Department and put health and safety at great risk.

In addition, as the workforce allocation study is being conducted, CPD and other City departments should expand efforts to identify work that is now done by the police department that other professionals can do as well or better. Some other cities have had success taking policing functions that do not require a badge, a gun, and police training, and transferring that work to other entities. Among other things, that can free up time for police officers to devote to responding to emergency calls and other issues that require a police response.

Investigations and Victim Services

CPD’s budget must increase the department’s ability to investigate crime, especially violent crime, and enhance the quality of services provided to crime victims. From May 2023 through April 2024, nine out of every ten homicides reported in the city occurred in neighborhoods on the West and South Sides and Black and Hispanic Chicagoans were far more likely to be victims of homicides as compared to White Chicagoans. In October 2024, the City Council Public Safety Committee heard from crime survivors, families, and journalists that, in 2023, 1,130 Black women were attacked and injured in Chicago. As of September 2024, homicides are down 8.6% citywide, but the five most deadly community areas are from the South and West Sides

CPD’s 2024 budget provided additional resources for investigations and victim and community services. But, as compared to 2024, the proposed 2025 budget would reduce personnel in the Bureau of Detectives by 8%. The Forensic Services Division would see a 15% decrease in staff, with specific cuts to police officers assigned as evidence technicians and civilian positions for investigators and latent fingerprint examiners.

One encouraging development: in 2024, CPD created 44 civilian positions for crime victim advocates and domestic violence advocates. The proposed 2025 budget moves those positions to a new Office of Crime Victim Services and increases the number of budgeted victim advocates to 52 positions.

Community Policing

CPD's community policing strategy should build trust, legitimacy, and safety throughout the city. But in last year's budget report, the Commission found that in recent years, CPD's commitment to community policing has been disjointed and weak. Superintendent Snelling has previously remarked that Chicago has been without a comprehensive community policing approach for several years and that siloes within the Department have prevented attempts at meaningful community engagement. In the goals the Commission set for Superintendent Snelling for 2024, the Superintendent committed to assessing the current state of all community policing efforts to identify opportunities for improvement.

The need for a successful community policing strategy is especially great in areas of the city that are most severely impacted by violent crime, where more residents distrust CPD and fear the consequences of cooperating with police. In its ninth report, the Independent Monitor urged CPD to implement a comprehensive, consistent and transparent community policing strategy as the Monitor remained concerned about CPD's slow adoption of community policing as a philosophy. The report noted that CPD had failed to meet consent decree requirements to train officers on community policing principles and practices.

The 2024 budget added 15 Community Organizer positions in the Office of Community Policing, for a budgeted staff of 39 positions. In this year's proposed budget, CPD has decreased its Community Organizer positions by 41%, for a staff of 23. In 2025, CPD created a new Office of Equity and Engagement, but the number of budgeted positions in this new office does not equate to the number of positions lost across the Department related to community policing and community outreach.

Public input on the budget emphasized community policing. Across the city, community members want CPD to increase its community engagement efforts by involving citizens in the policing of their neighborhoods, providing better opportunities to participate in the development of district strategic plans, creating more events to foster community-police interaction and build trust, and increasing the visibility of officers in communities through foot patrols. People across the city want to know the police officers in their communities, and they want the officers to understand residents' concerns and priorities. Building that knowledge and those relationships requires that patrol officers work in the same places at the same times for extended periods of time. And it requires that officers regularly have time when they are not required to respond to emergency calls and can instead invest in building relationships.

The Commission and City Council should be engaged as CPD works to create a comprehensive community policing strategy, and the workforce allocation plan must ensure that the Department can provide the staffing resources that will be necessary to make a robust and reinvigorated community policing program succeed.

Legal Judgments and Risk Assessment

The Commission has raised repeated concerns regarding the extraordinarily large sums of money the City pays each year for legal judgments and the associated costs for lawyers and experts for trial. Since 2010, Chicago has spent more than \$973 million on CPD-related settlements, judgments, and fees.

In comparison to New York, Los Angeles, and other major cities, Chicago consistently spends more per capita on legal judgments for police-related civil rights litigation. Since 2019, CPD has budgeted \$82,558,000 for legal judgments and trial costs – 2025 is no different. A brief historical analysis shows that for every year since 2011, excluding 2020, CPD has spent more on legal settlements than it budgeted.

The budget must ensure that CPD has the resources so that it can do more to identify patterns of police misconduct or policies and practices that result in significant legal judgments against the Department and the City. The consent decree requires the City to analyze police misconduct litigation data and trends, including conducting a risk analysis, and to make recommendations. The Commission previously recommended that CPD develop a comprehensive risk assessment plan to better understand repeat offenses and how to leverage increased risk management personnel, increased supervision, increased training, and increased data analytics to reduce legal judgments. CPD is in the process of developing a new system to conduct internal risk assessments. The 2024 budget included new positions for lawyers, data analysts, and others who CPD said could expand the Department’s capacity to learn from lawsuits and use of force cases and identify changes in policy and practice that could reduce harm and lawsuits. It is not clear how many of those positions have been proposed to be cut. The proposed 2025 budget cuts the Risk Management Unit from six budgeted positions down to two, which raises concerns about whether the Department will have anywhere near the capacity it needs to reduce risk and reduce harm.

As the Commission noted in its report last year, all of the spending the Commission has prioritized should reduce legal judgments and decrease risk. For example, a more strategic approach to workforce allocation would ensure better supervision and support and lead to fewer mistakes and less misconduct. If CPD met the training standards set out by the consent decree, it could also reduce harm and liability.

Data and Technology

The Commission has previously remarked on CPD’s limitations in data collection and analyses. Both the Independent Monitor and the Office of Inspector General have highlighted how these limitations hamper the Department’s ability to evaluate use-of-force policies, training, department-wide operations, and response times. CPD’s data systems need an overhaul. The consent decree requires CPD to assess its information collection mechanisms and develop a Data Systems Plan. In its ninth report, the Independent Monitor found that the City and CPD have taken significant steps in the right direction to “collect and maintain all data and records necessary to document compliance with this agreement.”

In the past few years, the Office of Public Safety Administration (OPSA) has begun to appropriate the majority of its data systems, information technology (IT) infrastructure, and other data systems for CPD. In CPD’s 2025 budget recommendations, their IT contractual obligations went from \$150,382,809 in 2024 to a proposed \$19,857,293 in 2025, which reflects an 87% reduction (\$130,525,516). It is unclear if this reduction in spending will result in diminished analytical capacity within CPD as 2024 saw the

greatest information-technology spending at CPD within the past five years and many CPD data systems and contracts have been reallocated to the Office of Public Safety Administration.

The proposed 2025 budget also includes some troubling developments. The Commission's last budget review highlighted CPD's progress in creating 39 new positions for staff in the Tactical Review and Evaluation Division and 10 new positions dedicated to data analysis. These positions would have expanded CPD's capacity to review Department members' uses of force and could have strengthened efforts to solve crimes. The proposed 2025 budget reflects significant cuts to both areas.

Training

The Commission has highlighted officer training in both its annual budget review and annual goals for the Superintendent. The Superintendent has spoken about how training is a core tenet of the Department's reform efforts in order to ensure Department members are well-prepared on the new and updated policies to ensure sustained reform. Training also makes up the bulk of requirements for CPD to reach secondary compliance with its consent decree paragraphs. As of the tenth Independent Monitoring Report, the City has reached only 37% secondary compliance. In the proposed 2025 budget, the Training Division's staff has been reduced by almost 28%, including a 60% decrease in the number of civilian training officers from last year's budgeted positions.

Work Conditions and Facilities

The Commission continues to prioritize member wellness and morale. In last year's budget review, the Commission highlighted that CPD officers spoke repeatedly about the challenges of working in poorly maintained police stations, often with equipment that is outdated or broken. The officers shared that working in such conditions, in jobs that already involve high levels of stress, has a negative impact on their mental and physical health and morale. In the Commission's goals for the Superintendent in 2024, the Superintendent pledged to improve facilities and support robust member wellness programs. CPD has been communicating monthly with the Department of Fleet and Facility Management to assess department-wide maintenance, repair, and replacement needs. This has resulted in some much-needed facilities improvements, but the Commission has not yet seen a capital improvement plan to address long-term facilities concerns.

Conclusion

The Commission urges the City Council to restore the cuts highlighted in this document. In the long run, the proposed cuts may cost much more than they save. In the years ahead, the City must continue to invest in consent decree compliance and the health and safety of all our communities. The Commission looks forward to working with the City Council, the Police Department, and other relevant departments to try to create a budget that does as much as possible to better protect the health and safety of all Chicagoans.