

OFFICE OF INSPECTOR GENERAL
City of Chicago



REPORT OF THE OFFICE OF INSPECTOR GENERAL:

***AUDIT OF OPPORTUNITIES FOR CIVILIANIZATION
IN THE
CHICAGO FIRE DEPARTMENT***

In July 2017, this report was reissued to acknowledge a discrepancy in the total number of positions identified for civilianization, which was discovered during our audit follow-up inquiry (OIG File #17-0042). CFD had intended for one of its members on ADA accommodation to replace the incumbent in a Telecommunications Support position. The two members in fact overlapped in that role for several weeks and were therefore recognized as in two positions at the time of the audit. CFD instead considers this to be one position, though it did not protest OIG's findings at the time. Therefore, the total number of positions OIG identified for civilianization or elimination is effectively 34, rather than 35, of which CFD ultimately agreed to civilianize 31, rather than 32.

JANUARY 2016



OFFICE OF INSPECTOR GENERAL *City of Chicago*

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January 19, 2016

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

The City of Chicago Office of Inspector General (OIG) has completed an audit identifying civilianization opportunities in the Chicago Fire Department (CFD). In this audit, we evaluated the duties and responsibilities of positions held by 555 CFD uniformed members to determine if the positions needed or benefitted from firefighter or paramedic training and experience.

CFD provides critical city services, including fire suppression and rescue, emergency medical services, fire code enforcement, and fire investigation. Proper assignment of uniformed and civilian positions helps the Department make efficient use of City resources. Firefighters and paramedics receive specialized training and additional benefits in order to serve Chicago in emergency situations. Successful civilianization efforts recognize the critical role of these first responders and, ultimately, enable a more effective deployment of personnel to improve public safety outcomes.

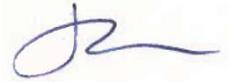
Based on our audit, OIG concluded that 35 uniformed members were assigned to positions whose duties did not require nor sufficiently benefit from the training and experience of firefighters or paramedics. By having firefighters and paramedics in these positions, CFD fails to utilize its investment in their training and experience. These assignments also create operational vacancies and result in overtime costs. If CFD implements these civilianization recommendations, the City can save an estimated \$1.2 million of overtime expense annually.

In addition to civilianization opportunities, we found that CFD provided reasonable accommodations related to the Americans with Disabilities Act informally or without the necessary approval of the City's Disability Officer. Such accommodations effectively remove firefighters and paramedics from operations so it is critical that CFD grant and track such accommodations systemically and in compliance with City policy.

We thank CFD management and staff for their cooperation throughout the audit. OIG encourages the Department to pursue civilianization for the positions we identified, to continue to identify

positions that may benefit from civilianization, and to improve the efficiency and effectiveness of its workforce management.

Respectfully,

A handwritten signature in blue ink, appearing to read 'J. Ferguson', is centered on a light yellow rectangular background.

Joseph M. Ferguson
Inspector General
City of Chicago

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Acronyms

ADA	Americans with Disabilities Act
CBA	Collective Bargaining Agreement
CFD	Chicago Fire Department
DHR	Department of Human Resources
DOL	Department of Law
MCC	Municipal Code of Chicago
OBM	Office of Budget and Management
OIG	Office of Inspector General

I. EXECUTIVE SUMMARY

The Office of Inspector General (OIG) conducted an audit of civilianization opportunities in the Chicago Fire Department (CFD) to identify whether there were positions held by uniformed members that could instead be filled by civilians.¹ OIG and CFD agreed that positions which did not require or benefit sufficiently from firefighter or paramedic training, experience, or credibility, or did not supervise positions engaged in firefighting or paramedic functions, would warrant possible civilianization.²

As of January 1, 2014 CFD had 4,639 employees. Ninety-five percent held positions budgeted in the Bureau of Operations, which consisted of five divisions: Fire Suppression and Rescue, Emergency Medical Services, Special Operations, Training, and Airport Operations. The remaining 234 employees held positions budgeted in CFD's 5 other bureaus and offices: Office of the Fire Commissioner, Office of the First Deputy Fire Commissioner, Bureau of Logistics, Bureau of Fire Prevention, and Bureau of Administrative Services.³ We compared CFD's organizational charts with personnel budget data and identified positions that did not appear to be primarily involved in, or had duties in addition to, emergency response and therefore could be eligible for civilianization. We learned that actual job duties were not always documented in position descriptions or titles, as in the case of two firefighters who served as mail carriers. Therefore, we also asked CFD to identify all employees who may have appeared on the budget documents and organizational charts to be assigned to emergency response duties but in fact were not.⁴ We ultimately identified and discussed with CFD the positions and duties of 555 uniformed members, including 384 that, as of January 1, 2014, did not appear to be primarily involved in, or had duties in addition to, emergency response. The other 171 were either uniformed members on temporary assignments outside their normal duties, or uniformed members known to have been granted a reasonable accommodation under the Americans with Disabilities Act (ADA).

Based upon the results of our audit, we concluded that,

- CFD assigned 35 uniformed members to positions that did not require firefighter or paramedic training and experience, costing the City an estimated \$4.5 million annually in overtime to backfill operational gaps created by these assignments. CFD could save an

¹ The definition of "uniformed members" is established in the Municipal Code of Chicago § 2-36-020 titled "Membership of the uniformed service." It states, "The following employees of the fire department, namely, the fire commissioner, the deputy commissioners, all chief officers and all subordinate officers and firefighters, fire engineers and paramedics, shall constitute the uniformed service and be known and designated as members of the fire department." See Appendix A for a full list of job titles included in "uniformed members" and the oath of office to which CFD members swear.

² These criteria were based on a CFD position classification study completed in August 1993 by the Chicago Department of Personnel at the request of the Office of Budget and Management. We found them to be reasonable based on similar criteria used in civilianization analyses of the Los Angeles Fire Department, New York Fire Department, Oklahoma City Fire Department, and Wilmington, Delaware Fire Department.

³ See Appendix B for descriptions of CFD bureaus and offices.

⁴ OIG did not independently verify the completeness and accuracy of all position information because it would have required interviewing each CFD employee regarding his or her assigned duties. We relied on CFD to self-report any uniformed members performing duties other than those indicated in the documentation.

estimated \$1.2 million annually by civilianizing 34 of these positions, returning the uniformed members to operations, and eliminating 1 position.⁵

- CFD provided at least 13 ADA reasonable accommodations either informally or without proper approval. Furthermore, CFD could not determine whether it had identified all uniformed members who had been granted accommodations.

OIG recommends that CFD civilianize 34 of the 35 positions mentioned above because the positions do not legally or operationally require or otherwise benefit sufficiently from firefighter or paramedic training, experience, or credibility, or do not supervise positions engaged in firefighting or paramedic functions. In addition, we recommend that CFD eliminate the commissary liaison position and develop other controls to settle disputes between uniformed members and the vendor.

There are likely to be more positions in CFD that could be civilianized, therefore we recommend that CFD undertake a comprehensive assessment of all uniformed member assignments to identify other opportunities for civilianization.⁶ In addition, we recommend that CFD assess temporary assignments before assigning them to uniformed members to determine if the assignments could be performed by civilians. CFD should also develop a method to identify, track, and routinely review all temporary assignments to ensure uniformed members are returned to operations in a timely manner and temporary assignments have not passively defaulted or otherwise evolved into permanent positions.

To ensure transparency and accountability, including for budget and oversight purposes, we recommend that CFD document job descriptions for all positions and ensure the Department of Human Resources (DHR) and Office of Budget and Management (OBM) are informed of the actual responsibilities of uniformed members (not just their titles). This would entail communication about current assignments as well as defining a process to ensure DHR and OBM are informed of future assignments.

Finally, we recommend that CFD comply with the City's Reasonable Accommodation Policy by ensuring all ADA reasonable accommodation requests are submitted to DHR's Disability Officer for review and approval or denial.

In response to our audit findings and recommendations, CFD stated that it agreed with OIG's recommendation for 32 of the 35 positions and described why it disagreed with eliminating one position and civilianizing two remaining positions. CFD also agreed with OIG's recommendations to assess all positions, monitor and track temporary assignments, and ensure that job descriptions reflect actual responsibilities of uniformed positions. Finally, CFD agreed to comply with the City's Reasonable Accommodation policy and asserted that it has already implemented compliance procedures responsive to the issues surfaced by OIG's audit. The specific recommendations related to each finding, and CFD's response, are described in the "Audit Findings and Recommendations" section of this report.

⁵ In this report we refer to "operations" and "operational positions" as those positions requiring the training, experience, credibility, or supervision of firefighters or paramedics.

⁶ For example, New York, NY, Philadelphia, PA, and St. Paul, MN all employ civilians to inspect buildings for fire code compliance. Chicago's Bureau of Fire Protection employs only uniformed members.

II. BACKGROUND

A. Chicago Fire Department

The City of Chicago's 2015 Appropriation Ordinance states that, "it is the function of the Fire Department to effect the extinguishment of fires, investigate causes of fires, enforce the fire prevention code, provide emergency medical services, and perform such related activities as the MCC requires." As of January 1, 2014, CFD had 4,639 employees—4,548 uniformed members⁷ and 91 civilians. Civilians accounted for 2.0% of all CFD employees. The Houston Fire Department had 4,026 employees in 2014, of which 119, or 3.0% were civilians, and the Los Angeles Fire Department website states it has 3,575 employees, of which 336, or 9.4% are civilians.⁸

In 2014, the City appropriated \$578.0 million for CFD, of which \$548.0 million, or 94.8%, was for personnel services.⁹ Personnel services include salaries, scheduled wage increases, overtime costs, and provisions required by the collective bargaining agreement (CBA).¹⁰ The following table summarizes the 2013, 2014, and 2015 personnel services appropriations.¹¹

⁷ See Appendix A for a list of specific titles included in "uniformed members."

⁸ City of Houston, Fire Department Fiscal Year 2016 Budget, 2014 Actual, III-3, accessed October 20, 2015, http://houstontx.gov/budget/16budadopt/III_FIR.pdf; and Los Angeles Fire Department, "About the LAFD," accessed October 20, 2015, <http://www.joinlafd.org>. The Fire Department of New York City had 15,422 full-time positions in 2014, of which 5,256 (33.4%) were civilians. However, this includes the 911 response function, which in Chicago is handled by a separate department—the Office of Emergency Management and Communications. The Council of the City of New York, Finance Division, "Report to the Committees on Finance and Fire and Criminal Justice Services on the Fiscal Year 2016 Executive Budget for the Fire Department," 2014 Actual, 3, accessed October 20, 2015, <http://council.nyc.gov/html/budget/2016/ex/fdny.pdf>.

⁹ The audit focused on position assignments in 2014, therefore we focus on 2014 figures here. City of Chicago, Office of Budget and Management, "2014 Annual Appropriations Ordinance," 5, 10, 11, 14, http://www.cityofchicago.org/content/dam/city/depts/obm/supp_info/2014%20Budget/2014ordinance.pdf, and "2014 Grant Detail Ordinance," 245, 246, accessed September 22, 2015, http://www.cityofchicago.org/content/dam/city/depts/obm/supp_info/2014%20Budget/2014%20Grant%20Detail%20Ordinance.pdf.

¹⁰ City of Chicago, "Labor Contract between Chicago Fire Fighters Union, Local No. 2, International Association of Fire Fighters A.F.L. – C.I.O. – C.L.C. and the City of Chicago, July 1, 2012 through June 30, 2017" accessed August 17, 2015, <http://www.cityofchicago.org/content/dam/city/depts/dol/Collective%20Bargaining%20Agreement3/POLICEFIRE-Local2CBA2012-2017final.pdf>.

¹¹ See Appendix C for a description of each personnel services appropriation type.

CFD Personnel Services Appropriations by Type

	2013	2014	2015
Salaries and Wages - On Payroll	\$ 440,449,900	\$ 438,046,336	\$ 469,137,212
Overtime	20,665,000	36,015,000	20,665,000
Sworn/Civilian Holiday Premium Pay	19,871,536	19,871,536	19,782,370
Specialty Pay	18,241,897	18,241,897	19,280,947
Duty Availability	15,628,372	15,628,372	16,546,497
Uniform Allowance	5,949,216	5,949,216	5,451,000
Cooperative Education Program	2,903,000	2,903,000	4,724,380
Furlough / Supervisors Compensation Time Buy-Back	3,476,666	3,476,666	4,516,000
Driver's Differential	3,100,000	3,100,000	3,510,500
Schedule Salary Adjustments	1,731,886	1,598,604	1,315,413
Compensatory Time Payment	1,190,896	1,190,896	1,192,000
Fitness Benefit	893,350	893,350	1,034,700
Fringe Benefits	532,074	451,536	479,911
Tuition Reimbursement and Educational Programs	425,000	425,000	425,000
Required Certifications	172,000	172,000	177,000
Contract Wage Increment - Salary	-	-	14,391
Contract Wage Increment - Prevailing Rate	3,715	3,119	3,009
For the Employment of Students as Trainees	7,125	7,125	7,125
Total	\$ 535,241,633	\$ 547,973,653	\$ 568,262,455

Source: Amounts calculated from Appropriation and Grant Detail Ordinances

B. Staffing and Temporary Assignments

In 2014, 95% of CFD employees held positions budgeted in the Bureau of Operations, which consisted of five divisions: Fire Suppression and Rescue, Emergency Medical Services, Special Operations, Training, and Airport Operations. The remaining 234 employees had positions budgeted in CFD's 5 other bureaus and offices: Office of the Fire Commissioner, Office of the First Deputy Fire Commissioner, Bureau of Logistics, Bureau of Fire Prevention, and Bureau of Administrative Services.¹²

Most uniformed members work 24-hour shifts called "platoon duty" and are off duty the following 48 to 72 hours. Some uniformed members work standard 40-hour weeks. Uniformed members are considered "on-call" at all times and can be called to serve any time at the discretion of the Fire Commissioner. Uniformed members receive a "duty availability" premium above and beyond regular compensation because of that "on-call" status, and are paid for any such time they are called into actual service, including overtime and holiday pay as warranted.

CFD temporarily assigns uniformed members with specialized skills from operations to administrative roles to complete specific projects at the discretion of the Fire Commissioner. According to CFD, each temporary assignment creates operational vacancies, which must be filled by other firefighters or paramedics compensated at a rate of one-and-a-half times their base salary rate.

Uniformed members' titles express their rank but not their job duties or responsibilities. For example, a Lieutenant could appear in the annual Appropriation Ordinance simply as "Lieutenant" but serve as an administrative assistant. The absence of corresponding job duties or

¹² See Appendix B for descriptions of CFD bureaus and offices.

responsibilities has been observed to have the incidental effect of hampering external review of CFD operations, including actual budgetary needs.

C. Reasonable Accommodations Under the Americans with Disabilities Act

During the course of the audit, CFD stated that some firefighters were granted reasonable accommodations under the Americans with Disabilities Act of 1990.¹³ The ADA prohibits the City of Chicago from discriminating against qualified employees and job applicants who have disabilities. Reasonable accommodations can be either an adjustment to the work environment to enable the employee to perform the essential functions of the job, or a modification that allows employees with disabilities to enjoy equal privileges of employment.

Prior to 2013, City departments handled ADA reasonable accommodation requests at the department level. In February 2013 DHR introduced a central process and required that all such requests be reviewed and approved by the newly-hired Disability Officer. Those requirements were formalized in the City of Chicago Reasonable Accommodation Policy effective July 24, 2015.¹⁴

¹³ Americans with Disabilities Act of 1990. Public Law 101-336. 108th Congress, 2nd session, July 26, 1990.

¹⁴ City of Chicago Department of Human Resources, "City of Chicago Reasonable Accommodation Policy," Effective Date July 24, 2015, accessed August 31, 2015, http://www.cityofchicago.org/content/dam/city/depts/dhr/supp_info/HRpolicies/REASONABLE_ACCOMMODATION_POLICY_FINAL_07_24_15.pdf.

III. OBJECTIVES, SCOPE, AND METHODOLOGY

A. Objectives

The objective of the audit was to identify whether there were positions held by uniformed members of CFD that could instead be filled by civilians.

B. Scope

The scope of the audit included all CFD positions budgeted as of January 1, 2014.

C. Methodology

We interviewed CFD management to gain an understanding of CFD's operations and structure. To determine the population of CFD employees and to verify status (uniformed vs. civilian), we compared CFD's organizational charts with personnel budget data from OBM.¹⁵ We identified positions that did not appear to be primarily involved in, or had duties in addition to, emergency response and therefore could be eligible for civilianization. We learned that actual job duties were not always documented in position descriptions or titles, as in the case of two firefighters who served as mail carriers. Therefore, we also asked CFD to identify all employees who may have appeared on the budget documents and organizational charts to be assigned to emergency response duties but in fact were not.¹⁶

CFD and OIG agreed that a position would be eligible for civilianization if it did not meet at least one of the following criteria:¹⁷

1. The training required of firefighters or paramedics directly supports the position's present duties.
2. The position's duties benefit sufficiently from firefighting or paramedic experience and credibility.
3. The position manages or supervises positions engaged in firefighting or paramedic functions.

OIG ultimately identified and discussed with CFD the positions and duties of 555 uniformed members, including 384 that did not appear to be primarily involved in, or had duties in addition to, emergency response. The other 171 were either uniformed members on temporary assignments outside their normal duties, or uniformed members known to have been granted a reasonable accommodation under the ADA. OIG discussed the positions with CFD management

¹⁵ OIG assessed the reliability of personnel data by comparing documentation from CFD and OBM and discussing discrepancies with management of each department. We determined that the data was sufficiently reliable for the purpose of this audit. We did not independently verify the completeness and accuracy of all position information because it would have required interviewing each CFD employee regarding his or her assigned duties.

¹⁶ OIG did not independently verify the completeness and accuracy of all position information because it would have required interviewing each CFD employee regarding his or her assigned duties. We relied on CFD to self-report any uniformed members performing duties other than those indicated in the documentation.

¹⁷ These criteria were based on a CFD position classification study completed in August 1993 by the Chicago Department of Personnel at the request of OBM. We found them to be reasonable based on similar criteria used in civilianization analyses of the Los Angeles Fire Department, New York Fire Department, Oklahoma City Fire Department, and Wilmington, Delaware Fire Department.

and supervisors. If a position met any of the three criteria, we did not recommend civilianization.¹⁸

To assess if CFD adhered to the City of Chicago Reasonable Accommodation Policy, we compared CFD's internal list of reasonable accommodations to available supporting documentation from both CFD and DHR.

D. Standards

We conducted this audit in accordance with generally accepted Government Auditing Standards issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

E. Authority and Role

The authority to perform this audit is established in the City of Chicago Municipal Code § 2-56-030 which states that the Office of Inspector General has the power and duty to review the programs of City government in order to identify any inefficiencies, waste, and potential for misconduct, and to promote economy, efficiency, effectiveness, and integrity in the administration of City programs and operations.

The role of OIG is to review City operations and make recommendations for improvement.

City management is responsible for establishing and maintaining processes to ensure that City programs operate economically, efficiently, effectively, and with integrity.

¹⁸ Certain positions were required to be filled by uniformed members by the MCC, the State Fire Marshall, the Illinois Administrative Code, the Federal Aviation Administration, the Department of Homeland Security, or the Centers for Disease Control. OIG considered these positions to have met the criteria.

IV. FINDINGS AND RECOMMENDATIONS

Finding 1: CFD assigned 35 uniformed members to positions that did not require firefighting or medical emergency response training and experience; it could save an estimated \$1.2 million annually by civilianizing 34 and eliminating 1 of these positions.

CFD assigned 35 uniformed members to positions that could be filled by civilians or eliminated, thereby paying \$4.5 million in salary and benefits annually for their training and experience as firefighters or paramedics without utilizing that training and experience. Furthermore, CFD paid an additional estimated \$4.5 million annually in overtime to other uniformed members to fill operational gaps created by these assignments.¹⁹

CFD and OIG agreed that a position would be eligible for civilianization if it did not meet at least one of the following criteria:²⁰

1. The training required of firefighters or paramedics directly supports the position's present duties.
2. The position's duties benefit sufficiently from firefighting or paramedic experience and credibility.
3. The position manages or supervises positions engaged in firefighting or paramedic functions.

We compared CFD's organizational charts with personnel budget data and identified positions that did not appear to be primarily involved in, or had duties in addition to, emergency response and therefore could be eligible for civilianization. We learned that actual job duties were not always documented in position descriptions or titles, as in the case of two firefighters who served as mail carriers. Therefore, we also asked CFD to identify all employees who may have appeared on the budget documents and organizational charts to be assigned to emergency response duties but in fact were not.²¹ We ultimately identified and discussed with CFD the positions and duties of 555 uniformed members including 384 that, as of January 1, 2014, did not appear to be primarily involved in, or had duties in addition to, emergency response. The other 171 were either uniformed members on temporary assignments outside their normal duties (called

¹⁹ This process is also called "backfilling" or "re-hiring" and refers to the practice of assigning a uniformed member to an administrative position and filling the operational vacancy using overtime. OIG estimated the \$4.5 million in overtime by a) calculating a weighted average of the hourly rates of the 35 operational roles, b) multiplying the hourly rate by 1.5 (overtime rate per the CBA), and c) multiplying that amount by 2,016, which is the annual number of hours of overtime needed to backfill an operational vacancy (the equivalent of 84 24-hour shifts). This is the same methodology CFD employs to project overtime needed to cover absences due to vacation, medical leave, and other leave types.

²⁰ These criteria were based on a CFD position classification study completed in August 1993 by the Chicago Department of Personnel at the request of OBM. We found them to be reasonable based on similar criteria used in civilianization analyses of the Los Angeles Fire Department, New York Fire Department, Oklahoma City Fire Department, and Wilmington, Delaware Fire Department.

²¹ OIG did not independently verify the completeness and accuracy of all position information because it would have required interviewing each CFD employee regarding his or her assigned duties. We relied on CFD to self-report any uniformed members performing duties other than those indicated in the documentation.

“detailed” or “detached”), or uniformed members known to have been granted a reasonable accommodation under the ADA. OIG discussed the positions with CFD management and supervisors. If a position met any of the three criteria, we did not recommend civilianization. Some positions were mandated to be filled by uniformed members pursuant to the MCC, the State Fire Marshall, the Illinois Administrative Code, the Federal Aviation Administration, the Department of Homeland Security, or the Centers for Disease Control. OIG considered these positions to have met the criteria, although other jurisdictions may employ civilians in the same roles. For example, New York, NY, Philadelphia, PA, and St. Paul MN employ civilians to inspect buildings for fire code compliance. In Chicago, MCC § 2-36-200 requires all fire inspections conducted by the Bureau of Fire Prevention to be performed by uniformed members, thus these positions cannot be civilianized absent a change to the MCC.

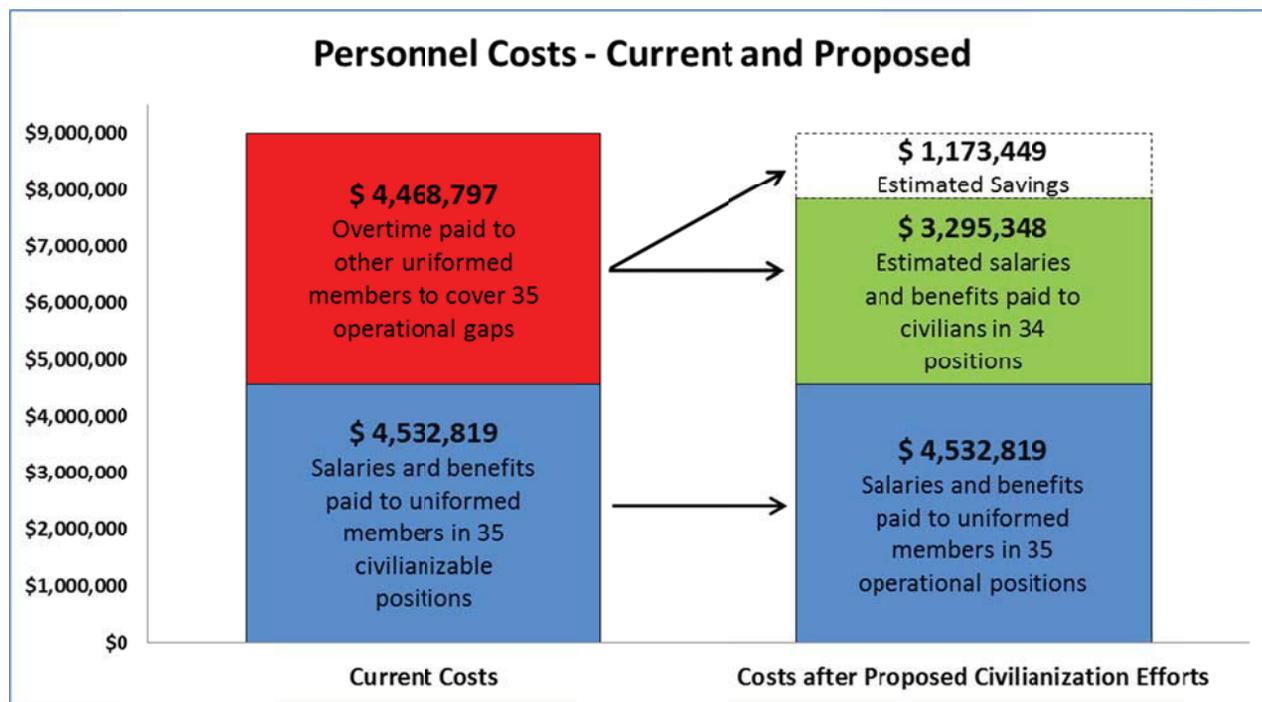
OIG identified 35 positions assigned to uniformed members that met none of the three criteria and therefore could be civilianized. The following table describes the assigned responsibilities for these positions and their related salary and benefits. Although four of the positions were vacant at the time of the audit, they were included in the analysis because CFD intended to fill them with uniformed members.²²

Bureau	Assigned Responsibilities/Position	# of Uniformed CFD Members	Salary and Benefits
Office of the 1st Deputy	Manpower Support (Ensures CFD's scheduling complies with the CBA minimum staffing requirements and provides support in the development of software to automate that function)	13	\$1,965,319
Logistics	Telecommunications Support	2	\$224,701
	Mail Delivery	2	\$204,341
	Commissary Liaison (Monitors uniform exchanges between CFD members and the commissary vendor)	1	\$135,925
	Building & Property Project Officer	1	\$133,285
	Fleet Liaison	1	\$102,885
Administrative Services	Administrative Support	3	\$313,421
	Case Managers in the Medical Division	2	\$217,031
	Human Resources Support	1	\$127,678
Office of the Fire Commissioner	FOIA/Subpoena Compliance Support	2	\$215,663
	Special Events Liaison in Media Affairs	1	\$165,074
	Special Projects (as assigned)/Manpower Support	1	\$134,737
	Executive Assistant in Media Affairs	1	\$123,029
	Administrative Support	1	\$98,388
Operations	Procurement and Inventory Support	1	\$135,271
	Photography File Management and Maintenance	1	\$128,433
Fire Prevention	Administrative Support	1	\$107,639
Total		35	\$4,532,819

Source: Discussions with CFD and OIG analysis of City of Chicago salary data.

²² The annual amount for four positions that were vacant at the time of the audit was based upon the base salary and benefit amounts of those position titles. The annual amount for one position that was vacant for a portion of 2014 but filled at the time of the audit was estimated based upon the portion of the year worked.

CFD could save an estimated \$1.2 million annually by hiring civilians to fill 34 of these positions and eliminating the commissary liaison position.²³ This would allow CFD to reassign the 35 uniformed members to positions within operations and reduce the amount of overtime spent to compensate for their absence. Greater savings could be recognized if CFD determines that additional positions can be eliminated instead of civilianized. The following graph summarizes current costs and the projected savings that could be realized through OIG's proposed civilianization of 34 positions and elimination of the commissary liaison position.



Source: OIG analysis of CFD-provided data and City of Chicago salary data.

CFD management provided the following information regarding the assignment of uniformed members to these 35 positions:

Manpower Support
 14 positions²⁴

The CFD Manpower section is responsible for ensuring that each truck, engine, ambulance, and ladder is properly staffed, per union agreements, for each shift. Manpower is transitioning to a new software system that will digitize the shift assignment process. CFD stated that it intends to civilianize some Manpower positions after the new system is in place, but that it would be inefficient to train new staff on the old system only to have to retrain them on the new system once it is completed. CFD management stated that they expect the new system to be implemented by the end of 2016.

ADA Reasonable

CFD assigned five uniformed members to roles related to

²³ To estimate civilian costs, OIG used the City's average civilian salary and benefits (\$71,000 and \$25,922, respectively) and multiplied the total by the 34 positions we recommend to be civilianized.

²⁴ Thirteen Manpower Support positions were in the Office of the 1st Deputy and one was in the Office of the Fire Commissioner.

Accommodations 5 positions	telecommunications, Freedom of Information Act and subpoena compliance, and general administrative support in order to provide them with ADA reasonable accommodations. Accommodations are typically provided to employees with medical issues that prohibit them from actively responding to fire and medical emergencies. However, there are other CFD positions that require a uniformed member but do not require physical exertion and are therefore suitable for uniformed members seeking reasonable accommodations. The uniformed members in these five positions could be accommodated in such other operational positions and these five positions could be civilianized. See Finding 2 for further information on the Department's practices related to reasonable accommodations.
Mail Delivery 2 positions	Two firefighters were assigned the responsibility of delivering mail to firehouses. CFD explained that the Department of Fleet and Facility Management offered to provide mail delivery for CFD, as it does for other City departments, but that the proposal did not meet CFD's requirement for twice-daily mail service at 50 locations. ²⁵ It should be noted that these two positions were not reflected in the CFD organization charts; OBM personnel budget data identified the two firefighters filling the positions as assigned to Fire Suppression and Rescue within the Bureau of Operations, not Logistics. OBM was unaware that these two individuals were, in fact, delivering mail.
Commissary Liaison 1 position	A third-party vendor provides commissary service at which uniformed members may exchange or purchase CFD uniform items. CFD stated that the Commissary Liaison resolves uniform exchange disputes between uniformed members and the vendor. CFD said that such disputes arise when a uniformed member wants to exchange more items than are allowed by the contract with the vendor.
Human Resources Support 1 position	CFD stated that a uniformed member was needed for the Human Resources support position because firefighters and paramedics refuse to sign personnel documents approximately one-third of the time, and civilian CFD management within the Division of Human Resources did not have the authority to order them to sign documents.
Other 12 positions	CFD stated that four uniformed members were given temporary assignments but, over time, their responsibilities increased and the positions became more permanent in nature. These positions were the Building and Property Project Officer, the Special Events

²⁵ In 2004, KPMG, a consulting firm, conducted a review at OBM's request and recommended a number of efficiency measures including that, "CFD should consider hiring civilians to perform the duties of mailmen." In 1999, TriData, a public safety consulting firm, recommended that CFD "civilianize [...] the mail messengers."

Liaison, the Executive Assistant position in Media Affairs, and an administrative support position in the Office of the Fire Commissioner. CFD provided no explanation for the remaining eight positions including the Medical Division case managers, the Fleet Liaison, and positions providing administrative, procurement and inventory, telecommunications, and photographic file maintenance support.

There are likely additional opportunities for civilianization in CFD beyond the positions identified in this audit. To identify positions eligible for civilianization, OIG utilized CFD's oral descriptions of job responsibilities,²⁶ discussions with CFD management, and a comparison of CFD organizational charts with personnel budget data—we did not examine all duties for each position in the organization or conduct desk audits to determine uniformed members' daily activities. Furthermore, CFD did not have a method to identify all temporary assignments so there may be additional uniformed members in temporary assignments that could be civilianized.²⁷

During the course of the audit, CFD initiated civilianization efforts related to some of the positions identified in this finding. These efforts included the two mail delivery positions. On May 15, 2015, the Chicago Firefighters Union Officer filed a grievance stating, "It has come to our attention that on Monday, May 18, 2015, the document section 'mailmen' of the Chicago Fire Dept. will no longer perform the work of the bargaining unit members. Delivering mail has been Local 2 bargaining members work for decades. This is a unilateral work rule change not negotiated with Local 2." The grievance urged CFD to, "Stop this practice immediately and return this work to bargaining unit personnel." The union's grievance provided no justification as to why mail delivery required the training and experience of a firefighter, only that the work had been performed by uniformed members for decades.

Recommendation:

We recommend that CFD civilianize 34 of the positions described above because the positions do not meet any of the three criteria requiring a uniformed member—they do not require firefighter or paramedic training, experience, or credibility; they do not benefit sufficiently from such training, experience or credibility; and they do not supervise positions engaged in firefighting or paramedic functions. In addition, we recommend that CFD eliminate the commissary liaison position and develop other controls to settle disputes between uniformed members and the vendor. We understand that CFD must consider collective bargaining agreements in any efforts to civilianize or eliminate positions. However, to the extent that CFD assigns uniformed members to positions which, but for provisions in a collective bargaining

²⁶ We learned that actual job duties were not always documented in written positions descriptions or titles, therefore we did not rely on them, but instead interviewed CFD supervisors and leadership.

²⁷ CFD stated that it could research the assignments of individual personnel but could not run reports to identify all personnel with temporary assignments. OIG found two reports on the City's centralized reporting system that accurately listed temporary assignments of 215 uniformed members to secondary firehouses and administrative positions. However, CFD did not use the lists to track temporary assignments and could not determine if they were complete.

agreement, would be appropriate for civilianization the City may wish to negotiate for the removal of such provisions at the next opportunity.

There are likely more positions in CFD that could be civilianized, therefore we recommend that CFD undertake a comprehensive assessment of all uniformed member assignments to identify and civilianize such positions. During that assessment, we encourage CFD to engage directly with management and staff in each position to understand their daily activities, thereby identifying positions that have evolved away from their original responsibilities.

We recommend that CFD assess temporary assignments before assigning them to uniformed members to determine if the assignments could be performed by civilians. CFD should also develop a method to identify, track, and routinely review all temporary assignments to ensure firefighters are returned to operations in a timely manner and that temporary assignments have not passively defaulted or otherwise evolved into permanent positions.

Finally, to ensure transparency and accountability, including for budget and oversight purposes, we recommend that CFD document job descriptions and duties for all positions, and ensure DHR and OBM are informed of the actual responsibilities of uniformed members (not just their titles). This would entail communication about current assignments as well as defining a process to ensure DHR and OBM are informed of future assignments.

Management Response:

“CFD is committed to providing its fire suppression, fire prevention, and emergency medical services in the most efficient manner possible, while always mindful of its critical public safety purpose. Accordingly, CFD welcomes OIG’s assessment, and appreciated the opportunity to cooperate with the OIG throughout their extensive analysis. This collaborative approach has produced substantial consensus: CFD agrees that 32 of the 35 positions identified by OIG for civilianization or elimination can appropriately be civilianized based on job function. From CFD’s perspective, however, it is important to note at the outset that this job function analysis is not the end of the inquiry. Rather, CFD is subject to a collective bargaining agreement (‘CBA’) for its sworn members, and provisions in that agreement may impact CFD’s civilianization efforts.

“In terms of the specific positions identified by OIG for civilianization or elimination, CFD agrees with OIG’s civilianization recommendations with respect to 32 of the 35 positions identified in the report. The three exceptions are as follows: First, as discussed at the closing conference for this audit, the position that OIG describes as Administrative Services – Human Resources Support has been changed during the course of the audit. The actual current title of this position is Commander-Paramedic, a sworn title, assigned to the Bureau of Administrative Services. The Commander-Paramedic works directly for the Deputy Fire Commissioner of Administrative Services. Like other employees serving in a Commander position, this position holds high level administrative responsibilities in the bureau and performs a broad range of operational duties at planned and unplanned incidents and events, which benefits significantly from firefighting/paramedic experience and credibility. As reconfigured, this position thus clearly meets the criteria that OIG and CFD agreed should control the civilianization analysis.

Second, CFD disagrees with OIG recommended civilianization of a position described as Office of the Fire Commissioner – Special Events Liaison in Media Affairs. This position serves as CFD’s liaison for a wide range of special events such as parades, festivals, film production, and concerts, and the position requires knowledge of firefighting and paramedic duties in order to ensure that the proper resources are identified and made available for the special event in question. In addition, firefighter and paramedic training, especially in terms of crisis management, is central to the duties required of the Special Events position. Accordingly, CFD believes that the identified civilianization criteria directly support retaining a uniformed member in this position. Third, CFD disagrees with OIG’s recommended elimination of the Commissary Liaison position in the Bureau of Logistics. As an initial matter, CFD believes that the Commissary Liaison position benefits significantly from firefighting/paramedic experience and credibility, and thus the identified civilianization criteria support retaining a uniformed member in this position. Specifically, firefighting/paramedic expertise is required in order to evaluate the uniforms and items of equipment that are being submitted by uniformed member to the Commissary for replacement. The Commissary Liaison evaluates the usability and functionality of the used equipment, and determines whether replacement is warranted and consistent with Uniform Order and Department Operating Procedures. Moreover, having a sworn member serving as the Commissary Liaison provides an important check on the Commissary vendor to ensure that they do not issue uniforms or items of equipment when not required. Elimination of this position would remove a critical oversight function, and create a risk of the vendor issuing new material, at the City’s expense, even where it is not warranted.

“With these three exceptions, CFD will pursue civilianization of the other 32 positions identified in the report. However, as OIG notes in its Recommendation, the CBA applicable to uniformed members may impact the Department’s ability to civilianize positions and the timing of any civilianization efforts. Indeed, CFD’s experience with its preliminary efforts to civilianize two of the positions identified by OIG – which as the Report notes, prompted immediate grievances, leading CFD to suspend the effort until OIG issued its final report so that the entire civilianization process can be evaluated – demonstrates that the CBA may present substantial obstacles to civilianization. Notwithstanding these obstacles, CFD is committed to moving forward with the civilianization effort. In order to do so, now that OIG has completed its Report, CFD is working with the Department of Law on a full legal analysis of the Report and CBA with respect to the specific positions identified for civilianization to determine if the CBA will permit CFD to replace the uniformed members currently in these positions with civilians. That analysis will guide the order and the timing of the ultimate civilianization process.

“Finally, in addition to specific position civilianization or elimination, OIG makes ancillary recommendations with respect to conducting an assessment of all positions; monitoring and tracking temporary assignments; and ensuring position descriptions more accurately reflect actual job duties. CFD accepts these recommendations, and notes that upgrades to its comprehensive computerized staffing management system, which is used to track daily assignments, will provide an ongoing monitoring function.”

Finding 2: CFD provided at least 13 ADA reasonable accommodations either informally or without proper approval.

As of October 2014, 18 uniformed CFD members had reasonable accommodations, 13 of which CFD had granted either informally or without proper approval. In February 2013, DHR introduced a centralized reasonable accommodation process and required that all such requests from City Departments be reviewed and approved by the newly-hired Disability Officer. CFD informally granted 4 of the 13 accommodations prior to February 2013, without documentation of the original request and the related approval. It granted the nine other accommodations after February 2013 without submitting them for required approval by DHR's Disability Officer.²⁸ Furthermore, CFD could not determine if the 18 firefighters represented *all* that had been granted reasonable accommodations, because CFD historically granted accommodations informally.

In 2012, CFD attempted to reassign two of the uniformed members who had been granted accommodations informally and return them to operations. Those two individuals filed charges with both the Illinois Department of Human Rights and the Equal Employment Opportunity Commission. Ultimately, the City entered into settlement agreements with the two uniformed members. The provisions of the settlements included reinstating them to the accommodation positions.

CFD stated, "On the advice from the Law Department, once we accommodated someone, formally or informally, we had to continue that accommodation." OIG spoke with DOL, who stated that their communications with CFD were specific to the two settlements at hand and not applicable as a broad policy. DOL also stated that their opinions did not legitimate CFD extending accommodations prospectively and that CFD should follow the City's policy for all accommodations.

Recommendation:

We recommend that CFD comply with the City's Reasonable Accommodation Policy by ensuring all reasonable accommodation requests are submitted to DHR's Disability Officer for review and approval or denial.

Management Response:

"CFD agrees with OIG's recommendation that it comply with the City's Reasonable Accommodation Policy; indeed, CFD is already doing so. Immediately following the formalization of the City's revised Reasonable Accommodation Policy in July 2015, CFD promptly issued General Order 15-010, which expressly incorporates the City's policy. Since that time, all reasonable accommodation requests have been submitted through the City's Disability Officer at the Department of Human Resources."

²⁸ In February 2013 the Department of Human Resources sent a memo to Human Resources Liaisons and Reasonable Accommodation Liaisons in all City departments. It introduced a centralized reasonable accommodation process and required that all such requests be reviewed and approved by the newly-hired Disability Officer. Those requirements have since been formalized in the City of Chicago Reasonable Accommodation Policy effective July 24, 2015. The remaining five accommodations were initiated prior to the new requirement and were formally documented.

V. APPENDIX A: CFD UNIFORMED MEMBER TITLES AND OATH OF OFFICE

The uniformed membership of CFD consists of the following titles:

- Fire Commissioner
- First Deputy Fire Commissioner
- Deputy Fire Commissioner
- Assistant Deputy Fire Commissioner
- District Chief
- Deputy District Chief
- Chief Paramedic
- Assistant Deputy Chief Paramedic
- Battalion Chief – EMT
- Battalion Chief – Paramedic
- Firefighter – Paramedic
- Firefighter
- Fire Engineer
- Lieutenant
- Captain
- Battalion Chief
- Deputy District Chief
- Firefighter – Per Arbitrators Award
- Firefighter – EMT
- Fire Engineer – EMT
- Lieutenant – EMT
- Lieutenant – Paramedic
- Captain – EMT
- Captain – Paramedic
- Firefighter – Per Arbitrators Award – Paramedic
- Ambulance Commander
- Paramedic Field Chief
- Paramedic-In-Charge
- Paramedic

Uniformed members swear to the following oath upon graduation from the training academy:

Oath of Office

I do solemnly swear that I will support the Constitution of the United States, the Constitution of the State of Illinois, the Ordinances of the City of Chicago, the Code of Conduct, the Rules and Regulations, the Practices and Procedures of the Chicago Fire Department, and that I will faithfully discharge the duties of a member of the Fire Department.

VI. APPENDIX B: DESCRIPTIONS OF CFD BUREAUS AND OFFICES AS OF JANUARY 1, 2014

The following describes the various CFD Bureaus and Offices as of January 1, 2014. For the current structure, see CFD's web site, <http://www.cityofchicago.org/content/dam/city/depts/cfd/general/PDFs/FireDepartmentTableOfOrganization.pdf>.

Bureau of Operations

The Bureau of Operations consists of five divisions: Fire Suppression and Rescue, Emergency Medical Services, Training, Special Operations, and Airport Operations.

- The Fire Suppression and Rescue Division is responsible for day-to-day operations of all City fire suppression companies. They also conduct daily fire drills, school inspections, and fire hydrant inspections within their districts.
- The EMS Division provides victims of accidents with treatment and ambulance transport to hospitals and trauma centers. Within the Division, the Medical Administration and Regulatory Compliance Section is responsible for ensuring that CFD complies with State law and, therefore, reviews a sample of past events (both transport and non-transport).²⁹
- The Training Division conducts both the initial training of all incoming firefighters/paramedics as well as the required continuing education and training of all other CFD members.
- The Special Operations Division focuses on homeland security activities and includes the Hazardous Materials Unit, the Air Sea Rescue Unit and the Technical Rescue Unit.
- The Airport Operations Division provides emergency response to Midway and O'Hare airports.

Office of the Fire Commissioner

The Office of the Fire Commissioner houses the Division of Media Affairs and Special Events (which ensures city departments, outside government security agencies, and private event organizers adhere with the City's fire safety, emergency medical standards, and disaster preparedness protocols), the Division of Finance, and the Division of Safety (which evaluates CFD equipment and provides additional training to incoming firefighters and paramedics). This Office is also responsible for implementing the National Incident Management System as part of Homeland Security and responding to FOIA requests.

Office of the First Deputy Fire Commissioner

The Office of the First Deputy includes the Division of Fire Investigation, which determines the cause and origin of all fires within City limits, and the Division of Internal Affairs, which investigates misconduct by CFD personnel. It is mandated by state law and municipal ordinance to determine the cause and origin all fires within the limits of the City of Chicago. This Office also includes a "Manpower" section responsible for ensuring adherence to CBA minimum staffing requirements and developing software to automate this oversight function. Finally, the Office includes a Staff/Human Relations section which focuses on change in diversity, conflict

²⁹ Illinois Emergency Medical Services Systems Act, 210 ILCS 50.

resolution, leadership, communication, and team building and a Public Education group that provides instruction to schools, nursing homes, and high rise building managers.

Bureau of Logistics

The Divisions within this Bureau includes the Division of EMS Logistics (coordinates mobile reporting unit efforts, responds to emergency events according to EMS plans, and provides Equipment and Apparatus support) and the Division of Fire Suppression Logistics (coordinates CFD's inventory and store, communicates with other City departments to maintain buildings, properties, and its fleet, and performs repair and maintenance on some CFD equipment). The Division of Breathing Air Services inspects and repairs breathing equipment and apparatus, determines the functionality and air masks and oxygen needs and delivers breathing equipment to sites of emergencies. Finally, the Bureau includes the Division of Information Infrastructure which provides information technology and telecommunications support.

Bureau of Fire Prevention

The Fire Prevention Bureau has four area offices: North, South, West and Central. These offices conduct general inspections of businesses, schools, hotels, public places of assembly, and high-rise occupancies within their geographic boundaries. Inspections are done on an annual basis to insure that each entity complies with all required fire codes. The Fire Prevention Bureau has various sections with specialty focuses, such as Exit Sign/Fire Alarm, Pump, New Construction, School, and Courts.

Bureau of Administrative Services

The Bureau of Administrative Services includes the Divisions of Human Resources and Employee Relations. The Division of Human Resources is responsible for the day-to-day administration of the City's personnel rules and regulations. This includes oversight of all departmental hiring, resignation and termination activities and administration of the department's promotion, assignment and transfer process. The Division of Employee Relations is responsible for matters regarding the labor contract including negotiations, compliance, grievances, and arbitrations.

VII. APPENDIX C: PERSONNEL APPROPRIATION DESCRIPTIONS AND AMOUNTS

The following chart describes the various types of personnel appropriations and their related amounts as provided in the Collective Bargaining Agreement.³⁰

Appropriation Type	Description	Amount
Overtime	“Employees authorized to work any time on duty in addition to the normal shifts defined [...] shall be considered as working overtime hours.”	“Employees shall receive overtime pay at the rate of time and one-half for all work performed beyond their regularly scheduled hours consisting of fifteen (15) minutes or more. Such employees shall receive pay at the overtime rate for one-half (1/2) hour.”
Sworn/Civilian Holiday Premium Pay	Payment for employees who work on Flag Day or one of the 12 City-recognized holidays.	“A forty (40) hour employee who works on a recognized holiday shall be paid time and one-half for all hours worked in addition to his regular pay.” “Platoon employees who work as regularly scheduled on any of the thirteen (13) recognized holidays shall be paid double time for all hours worked (i.e., at the straight-time hourly rate of pay for all worked plus regular pay).”
Specialty Pay	Additional pay for Hazardous Material Technicians and Certified Divers.	“Five percent (5%) of their annual salaries.” This is applicable to each certification. Therefore, a uniformed member can receive 10% of annual salary if he/she is both a Hazardous Material Technician and a Certified Diver.
Duty Availability	Pay to compensate employees for the requirement to be “on call available to serve at the discretion of the Fire Commissioner.”	\$3,420 per employee. Per the collective bargaining agreement the amount will rise to \$3,480 in 2016 and \$3,600 in 2017.
Uniform Allowance	Payment for “cleaning and maintenance of dress uniforms, work clothes and protective clothing.” ³¹	“All platoon employees will receive the sum of \$1,250 per year” and “all forty (40) hour employees will receive the sum of \$1,500 per year.”
Cooperative Education Program	To pay “employees who are required while off duty to attend State of Illinois EMS-related	Employees “shall be compensated [...] at time-and-one-half their straight-time hourly rate of pay for the number of off-

³⁰ City of Chicago, “Labor Contract between Chicago Fire Fighters Union, Local No. 2, International Association of Fire Fighters A.F.L. – C.I.O. – C.L.C. and the City of Chicago, July 1, 2012 through June 30, 2017” accessed August 17, 2015, <http://www.cityofchicago.org/content/dam/city/depts/dol/Collective%20Bargaining%20Agreement3/POLICEFIRE-Local2CBA2012-2017final.pdf>.

³¹ In addition to the annual uniform allowance members receive, the City also provides “all uniformed members of the firefighting services [with] dress uniforms, work clothes, and protective clothing and gear, which shall be replaced at the City’s expense when worn out through normal use or destroyed or damaged beyond repair.”

	licensure training programs and examinations.”	duty hours of those total hours required that year.”
Furlough/ Supervisors Compensation Time Buy-Back ³²	“An employee who is separated from the service by reason of resignation, death, retirement or discharge [...] after twenty (20) years of service or more shall be compensated [...].”	“[...]an additional amount equivalent to [...] seven (7) vacation duty days if a platoon employee, at the employee’s straight-time and basic hourly rate of pay, and if a forty (40) hour employee, an additional amount equivalent to [...] twenty-one (21) eight (8) hour vacation duty days at the employee’s straight time and basic hourly rate of pay.”
Driver’s Differential	“The Employer shall pay the regular Driver and Tillerman of Hook and Ladder Companies, Drivers of Squad Companies, Communications Vans, ‘B’ licensed repair shop drivers (fire fighters permanently assigned to the repair shop), Helicopter Pilots, ALS Ambulance Drivers and Drivers of Ancillary Apparatuses at the employee’s next pay step.”	Paid “at the employee’s next pay step [...] provided, however, that such drivers’ pay for employees at step 6 and over shall be no less than the monetary equivalent of the percentage (%) difference between Appendix B, steps 5 and 6.”
Schedule Salary Adjustments	“The annual salaries of the members of the bargaining unit shall be paid pursuant to the salary schedule [...] identified as Appendix B [of the Collective Bargaining Agreement].”	Varies depending upon title and length of employment.
Compensatory Time Payment	This is not in the CBA. However, OBM explained that approximately 90% of these appropriations are for the payment of vacation time to CFD members who were on sick leave for one year and then left CFD employment. ³³ The remaining 10% is to pay compensatory time earned by members prior to becoming a CFD member. (For instance, a police officer may earn compensatory time then become a firefighter.)	Varies depending upon title and length of employment.
Fitness Benefit	Payment for the “successful completion of the physical fitness test.”	\$450 annually. ³⁴
Fringe Benefits	The City uses the “Fringe Benefits”	Approximately 40% of their annual

³² OBM explained that the title of this appropriation type reflects the typical use by the Chicago Police Department to pay out supervisors’ compensatory time, but is also used for CFD appropriations as described in the table.

³³ This is pursuant to a 1983 settlement (the “McCrea settlement”) in which the City agreed to pay all CFD employees on 12-month sick or disability leave for the vacation time accrued during that year.

³⁴ An August 12, 2014 CFD memo stated that the physical fitness premium was \$500 annually.

	appropriation line to allocate benefit costs to grant-funded positions. This does not represent a benefit type, but rather an aggregation of expense for all benefit types applied to a grant-funded position.	salaries.
Tuition Reimbursement and Educational Programs	<p>“The Department agrees to provide tuition reimbursement for employees for extra-department education.”</p> <p>“To be eligible for reimbursement:</p> <ol style="list-style-type: none"> 1) Each course taken must be job-related or necessary for a degree. 2) Proof of acceptance for a degree program must be presented upon request. 3) Each course must grant college level credit. 4) Each course must be taken through an accredited college or university.” 	<p>“Reimbursement will be granted on the following basis:</p> <ol style="list-style-type: none"> 1) Grade “A” 100% 2) Grade “B” and other grades classified by the school as passing 75%” <p>“The amount an employee receives in financial aid [...] will be deducted from the cost [...] before determining the amount of tuition to be reimbursed by the City.</p> <p>Reimbursement will be made for a maximum of two (2) courses per school term.”</p>
Required Certifications	<p>“Employees may be granted paid leaves of absence for educational purposes to attend conferences, seminars, briefing sessions, or other functions of similar nature that are intended to improve, maintain or upgrade the individual’s certifications, skill and professional ability.”</p>	<p>“Employees who are required while off duty to attend State of Illinois EMS-related licensure training programs and examinations, shall be compensated in a one-time annual payment prior to August 1st at time-and-one-half their straight-time hourly rate of pay for the number of off-duty hours of those total hours required that year for licensure by the State of Illinois.”.</p>
Contract Wage Increment – Salary	CBA-required wage increases.	<p>“Effective January 1, 2014, a 2% increase. Effective January 1, 2015, a 1% increase. Effective January 1, 2016, a 1% increase. Effective July 1, 2016, a 2% increase. Effective January 1, 2017, a 1% increase.”</p>
Contract Wage Increment – Prevailing Rate	Budgeted amount for mid-year prevailing wage rate increases.	Does not apply to uniformed members.
For the Employment of Students as Trainees	Payment to student interns.	Unknown.

VIII. APPENDIX D: CFD APPROPRIATIONS AND ACTUAL EXPENDITURES

The following table summarizes the 2013, 2014, and 2015 personnel services appropriations, actual expenditures, and the amounts over or under budget. The table does not include grant appropriations or expenditures, because OBM could not provide actual expense data for grant-funded positions.³⁵

Appropriation Description	2013 Appropriation	2013 Actual Expenditures	Actual Over (Under) Budget	2014 Appropriation	2014 Actual Expenditures	Actual Over (Under) Budget	2015 Appropriation	2015 Actual Expenditures (as of June 30, 2015)	Actual Over (Under) Budget (as of June 30, 2015)
Salaries and Wages - On Payroll	\$ 439,170,525	\$ 420,010,513	\$ (19,160,012)	\$ 436,906,679	\$ 478,143,609	\$ 41,236,930	\$ 467,895,906	\$ 210,516,575	\$ (257,379,331)
Overtime	20,665,000	41,950,332	21,285,332	36,015,000	61,816,874	25,801,874	20,665,000	22,954,084	2,289,084
Sworn/Civilian Holiday Premium Pay	19,871,536	18,754,966	(1,116,570)	19,871,536	18,524,899	(1,346,637)	19,782,370	10,347,768	(9,434,602)
Specialty Pay	18,241,897	18,161,186	(80,711)	18,241,897	18,124,094	(117,803)	19,280,947	9,389,392	(9,891,556)
Duty Availability	15,628,372	15,024,788	(603,584)	15,628,372	15,475,298	(153,074)	16,546,497	8,123,070	(8,423,427)
Uniform Allowance	5,949,216	5,213,800	(735,416)	5,949,216	5,246,350	(702,866)	5,451,000	2,596,675	(2,854,325)
Cooperative Education Program	2,903,000	3,767,633	864,633	2,903,000	4,059,469	1,156,469	4,724,380	-	(4,724,380)
Furlough / Supervisors Compensation Time Buy-Back	3,476,666	4,424,639	947,973	3,476,666	6,872,137	3,395,471	4,516,000	1,100,832	(3,415,168)
Driver's Differential	3,100,000	3,348,143	248,143	3,100,000	3,474,657	374,657	3,510,500	2,237,295	(1,273,205)
Schedule Salary Adjustments	1,730,494	-	(1,730,494)	1,598,604	-	(1,598,604)	1,314,188	-	(1,314,188)
Compensatory Time Payment	1,190,896	780,157	(410,739)	1,190,896	941,946	(248,950)	1,192,000	405,829	(786,171)
Fitness Benefit	893,350	950,850	57,500	893,350	983,250	89,900	1,034,700	(7,650)	(1,042,350)
Tuition Reimbursement and Educational Programs	425,000	497,313	72,313	425,000	574,884	149,884	425,000	298,715	(126,285)
Required Certifications	172,000	258,000	86,000	172,000	16,500	(155,500)	177,000	15,750	(161,250)
Contract Wage Increment - Salary	-	-	-	-	-	-	13,346	-	(13,346)
Contract Wage Increment - Prevailing Rate	3,715	-	(3,715)	3,119	-	(3,119)	3,009	-	(3,009)
For the Employment of Students as Trainees	7,125	-	(7,125)	7,125	-	(7,125)	7,125	-	(7,125)
Totals	\$ 533,428,792	\$ 533,142,320	\$ (286,472)	\$ 546,382,460	\$ 614,253,966	\$ 67,871,506	\$ 566,538,968	\$ 267,978,336	\$ (298,560,632)

Source: 2013, 2014, and 2015 Appropriation Ordinances.³⁶

³⁵ CFD had 14 grant-funded positions in 2013, and 12 grant-funded positions in 2014 and 2015. The “Fringe Benefits” appropriation line included in the Background section and Appendix C of this report is the City’s allocation of benefit costs to grant-funded positions.

³⁶ Regarding columns with no appropriation or expenditure, OBM explained that while the appropriations for “Schedule Salary Adjustments,” “Contract Wage Increment – Salary,” and “Contract Wage Increment – Prevailing Rate” are have separate appropriation lines, the actual expenditures are recognized in the “Salaries and Wages” line. The table does not include a 2015 actual expenditure amount for Cooperative Education Program as those transactions had not yet occurred as of the compilation of this data.

CITY OF CHICAGO OFFICE OF THE INSPECTOR GENERAL

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MISSION

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

- administrative and criminal investigations;
- audits of City programs and operations; and
- reviews of City programs, operations, and policies.

From these activities, OIG issues reports of findings, disciplinary, and other 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.