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Advisory Concerning the City's Complaint-Based Approach to Providing Services

March 6, 2024

DEBORAH WITZBURG | INSPECTOR GENERAL FOR THE CITY OF CHICAGO



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March 6, 2024

A core function of the City of Chicago Office of Inspector General (OIG) is to make recommendations for the improved economy, efficiency, effectiveness, and integrity of City operations. Across its past work, OIG has identified recurring instances of inefficiency resulting from an imbalance between proactive and reactive service delivery. Specifically, the City's primary use of 311 complaints to allocate resources has had negative impacts on the long-term cost, safety, and equity of City services.

In December 2023, OIG advised the Mayor's Office of these observations and suggested that City departments develop and document service delivery strategies based on considerations of need, risk, and multi-year budget planning.

In its response to OIG's advisory, the Mayor's Office agreed that "promoting the proper balance between complaint-based service provision and routine, proactive service provision is necessary to City operations." The response highlighted examples of how the City is striving to achieve that balance, noting that the Mayor's Office will "continue to work with the Office of Budget and Management and all City departments to ensure that long-term cost, safety, and equity guide decisions about service delivery."

OIG appreciates the Mayor's response and continues to suggest that measures be taken to develop and document these balancing decisions in a systematic way. OIG's letter to Mayor Johnson is attached as Appendix A; the response sent on his behalf is attached as Appendix B.

¹ MCC § 2-56-030(c)

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Appendix A | OIG Letter



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Via Electronic Mail

December 18, 2023

Brandon Johnson Mayor City of Chicago 121 N. LaSalle St., Room 507 Chicago, IL 60602

Dear Mayor Johnson:

The City of Chicago Office of Inspector General (OIG) has encountered multiple instances of inefficiency related to the City's reliance on complaints as its principal basis for determining when and where to provide services. To be sure, a complaint-based approach can address emergency situations and provide direct solutions to individual concerns. However, forgoing routine, proactive work in favor of responding to complaints can increase costs, actually impede the full provision of public services, and create or magnify inequities in service delivery.

To support the coordination of the City's service delivery strategy, this advisory summarizes OIG's encounters with inefficient complaint-based service provision and suggests improvements to promote a balance between complaint-based and proactive approaches.

I | Background

City departments receive complaints through aldermanic ward offices, the Office of Emergency Management and Communications (OEMC) 311 Call Center, and the CHI311 application, among other sources. Sole reliance on these complaints for service provision is a reactive strategy that can increase long-term costs, prevent optimal provision of public services, and neglect people and communities less likely to register complaints.

A | Service Delivery Strategies that Focus on Complaints Raise Concerns for Cost, Equity, and Safety

Reactive service delivery occurs only after a problem arises. Under this approach, governments may reduce short-term costs by delaying the routine maintenance of capital assets like infrastructure, equipment, and service delivery networks. However, as an asset's condition degrades, service levels become more difficult and expensive to sustain. This may generate

¹ According to the United States Department of Energy, long-term costs of deferred asset maintenance include unexpected overtime, unplanned repair/replacement of equipment, sudden failures that cause secondary damage, and the shortened lifespan of capital assets. United States Department of Energy (DOE), "Operations & Maintenance Best

complaints, creating a cycle in which government agencies deliver services primarily to address urgent breakdowns. Waiting for such acute circumstances to provide services can adversely affect the public's safety and quality of life.

Reactive service delivery also raises concerns about potential equity issues. It is possible that not all communities contact ward officials or use 311 platforms in the same way, creating the risk that services driven by complaints will be inequitably provided. The City acknowledged this risk in the 2024 Equity Report, stating, "While 311 is a helpful tool, [the Department of Streets and Sanitation (DSS)] recognized disparities in who used 311. Specifically, heat maps and data show that certain areas of the City, predominantly on the North Side in majority white neighborhoods, were more likely to file a complaint via 311." Regarding tree-trimming and removal services, the current administration acknowledged the benefits of DSS shifting from "solely a reactive response (addressing 311 complaints) to a proactive one."

While 311 is a great technology for constituents to let the City know what they need, solely relying on a complaint-based system to determine which trees to trim or remove prevented DSS from addressing tree maintenance needs equitably. Because they were solely focused on meeting individual requests, they only addressed the tree reported to 311. Now, because DSS recognized how this approach wasn't meeting the needs of certain areas of the City, they were able to change their approach. Crews can now schedule and trim all trees in one geographic area simultaneously, creating a more efficient and equitable process for all Chicago residents, especially those left behind.

There may be various reasons why community members in one area may engage with 311 differently than those in another area. For example, varying levels of access to technology and internet service may affect engagement with 311.⁴ Residents may also have different baselines for reporting issues; in neighborhoods with low-income and minority populations, 311 users may limit service requests to what they consider urgent problems rather than quality-of-life concerns. Given resource limitations, it is particularly important to ensure that government service provision aligns with greatest need, whether or not the most affected members of the public make complaints.

Unlike reactive services, proactive services intervene before major problems arise. For example, proactive maintenance of equipment may take place on a regular schedule or according to

Practices: A Guide to Achieving Operational Efficiency," August 2010, § 5.2, accessed October 13, 2023, https://www.energy.gov/sites/default/files/2020/04/f74/omguide complete w-eo-disclaimer.pdf.

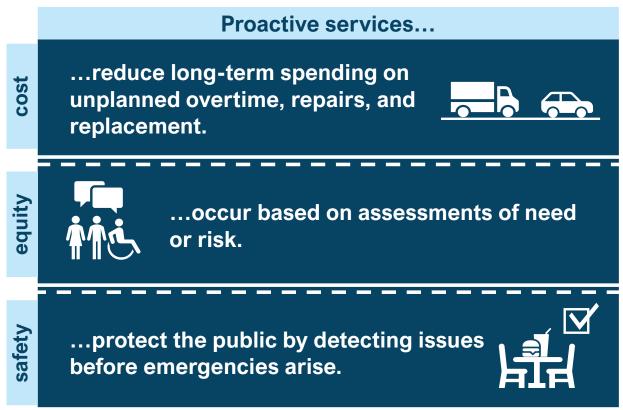
² City of Chicago, "2024 Equity Report, 17, October 11, 2023, accessed November 5, 2023, https://www.chicago.gov/content/dam/city/depts/obm/supp_info/budget-equity/2024-Budget-EquityReport.pdf.

³ In 2019, OIG issued an advisory concerning DSS's tree trimming operations, concluding that reliance on 311 complaints created inequitable servce delivery across ward areas. Based on those conclusions, DSS shifted from the complaint-based approach. City of Chicago Office of Inspector General, "Advisory Concerning Inefficient Tree Trimming Operations at the Bureau of Forestry," October 30, 2019, https://igchicago.org/wp-content/uploads/2019/10/OIG-Advisory-Concerning-DSS-Inefficient-Tree-Trimming-Operations.pdf.

⁴ On May 4, 2022, the Mayor's press office announced the launch of the Chicago Digital Equity Council and noted, "As many as 20% of Chicago households are without internet, and over 12% don't have computers. Communities with the lowest connectivity rates are over 90% Black on average, with median household incomes averaging less than \$27,000." City of Chicago Office of the Mayor, "Mayor Lightfoot Launches Chicago Digital Equity Council," May 4, 2022, accessed October 13, 2023, https://www.chicago.gov/city/en/depts/mayor/press_room/press_releases/2022/may/DigitalEquityCouncil.html.

standardized metrics for assessing its condition.⁵ For regulatory services like public health inspections, a proactive approach establishes periodic or risk-based plans and implements them according to defined standards.⁶ These types of service delivery can extend the useful life of assets and discover small problems before they have larger impacts on cost, safety, and quality of life.⁷ Figure 1 depicts the benefits of proactive service delivery.

Figure 1: Proactive Strategies Benefit the Cost, Equity, and Safety of Public Services



Source: OIG visualization based on Government Finance Officers Association (GFOA) best practices in capital asset management⁸

Pavement management practices illustrate the benefits of incorporating proactive measures into service delivery. OIG's 2015 audit of the Chicago Department of Transportation (CDOT) found that the City managed its street surfaces in a reactive manner that focused on pothole complaints. Industry standards, on the other hand, call for proactively locating and sealing cracks before they become potholes and monitoring street deterioration through a score called a Pavement Condition Index. Figure 2 models the effect of routine, proactive maintenance over the lifecycle of a street.

⁵ DOE, "Operations & Maintenance Best Practices," §§ 5.3-5.4. For example, conditions might be assessed by in-person surveys or the use of automated sensors.

⁶ National State Auditors Association, "Carrying Out a State Regulatory Program," 3, March 2004, accessed October 13, 2023,

https://www.nasact.org/files/News and Publications/White Papers Reports/NSAA%20Best%20Practices%20Document s/2004 Carrying Out a State Regulatory Program.pdf.

⁷ DOE, "Operations & Maintenance Best Practices," §§ 5.3-5.5.

⁸ Government Finance Officers Association, "Capital Asset Management," March 31, 2010, updated October 2017, accessed April 27, 2023, https://www.gfoa.org/materials/capital-asset-management.

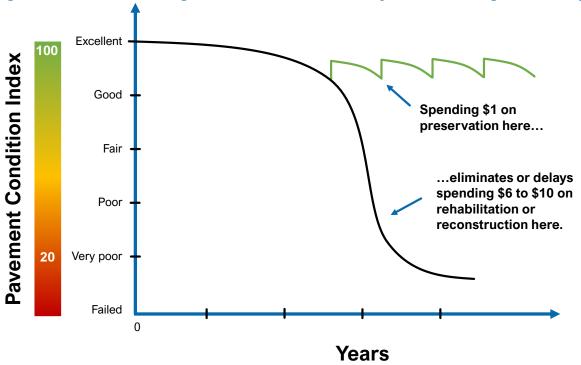


Figure 2: Preservation Strategies Maintain Pavement Quality and Create Long-Term Savings

Source: OIG visualization adapted from the Federal Highway Administration "Pavement Option Curve"9

II | Analysis

The reports cited in Figure 3 below illustrate situations in which OIG found that the City primarily relied upon complaints to provide service or ensure compliance with City regulations such as the health code and building code. Several audited departments committed to corrective actions to address the issues identified here. However, the many examples over multiple years suggest a Citygovernment-wide pattern of reliance upon complaint-based, reactive operations.

Figure 3: Over the Past Decade, the City's Complaint-Based Approach has Resulted in Long-Term Costs, Inequities, and Safety Risks

Report Title	OIG Observations
CDOT Pavement Management Audit ¹⁰	In 2015, OIG found that CDOT allocated almost all of its pavement management resources to corrective resurfacing (e.g., pothole-filling), primarily in response to 311 complaints. OIG estimated that the City could have saved \$69.5 million over the 15-year lifecycle of a street by reallocating \$2.9 million per year from corrective resurfacing to preventive maintenance—an average annual savings of \$4.6 million. ¹¹
CDPH Food Establishment Inspection Audit ¹²	In 2016, OIG found that the Chicago Department of Public Health (CDPH) completed 97.8% of complaint-based inspections within 21 days, but completed routine inspections at the State-mandated frequency for only 43.9% of high-risk establishments, 80.1% of medium-risk establishments, and 24.8% of low-risk establishments. Incomplete routine inspections may

have allowed food establishments to expose the public to foodborne illness. The Illinois Department of Public Health (IDPH) typically audits local programs, such as the City of Chicago's, once every three years. IDPH stated that Chicago was the only jurisdiction in Illinois that failed to comply with the State's inspection frequency regulations for consecutive years. Therefore, each year CDPH fails to meet the State inspection frequency standards, the Department is required to submit a corrective action plan to IDPH. In the event IDPH were to reject CDPH's proposed plan, IDPH could decline to award grant funds to CDPH. OIG found that the Department needed 56 additional full-time sanitarians to complete the required inspections.
In 2018, CDOT stated that it completed only five percent of required routine public way restoration inspections and relied almost entirely on 311 complaints to assign work. ¹⁴ Improper restorations can lead to street degradation and surface hazards; relying on complaints to trigger inspections limits corrective action to communities that report improper work. Due to its low inspection completion, CDOT could not estimate the number of improper restorations across the city or the amount of revenue forgone from unissued citations. CDOT stated that it did not have enough resources to meet its inspection mandate or track completion rates. OIG recommended that CDOT implement risk-based inspections to make the best use of its available resources.
In 2018, OIG audited the Department of Buildings' (DOB) complaint-based residential building safety inspection program. DOB had no policy for assigning priority levels to complaints, carried a large backlog, and did not

⁹ U.S. Department of Transportation, Federal Highway Administration, "Pavement Preservation Compendium II: Principles of Pavement Preservation," September 2006, accessed August 6, 2015, https://www.fhwa.dot.gov/pavement/ preservation/ppc0621.cfm.

The original figure was included on page 16 of OIG's Chicago Department of Transportation Pavement Management Audit #14-0625, https://igchicago.org/wp-content/uploads/2015/12/CDOT-Pavement-Management-Audit.pdf.

10 City of Chicago Office of Inspector General (OIG), "Chicago Department of Transportation Pavement Management Audit," December 18, 2015, https://igchicago.org/wp-content/uploads/2015/12/CDOT-Pavement-Management-Audit.pdf.

11 In the original audit, CDOT asserted that, if it performed no preventive maintenance, it would have to resurface a street once every 15 years. OIG's analysis demonstrated that by extending the surface life of city streets one year through crack seal (achieving a 16-year lifecycle instead of a 15-year lifecycle), CDOT would achieve significant, long-term savings. This analysis was premised on several variables, including the expected service life of crack seal (5 to 8 years) and crack seal's expected surface life extension (1 to 3 years). For the purposes of the audit report, the project team selected the more conservative values for both of these variables (i.e., 5-year expected service life and 1-year expected surface life extension). OIG's estimate is in constant dollars and not adjusted for inflation or interest rates. While OIG used crack seal figures to estimate potential savings, OIG does not specifically recommend crack seal as a type of preventive maintenance treatment CDOT should adopt network wide. Other preventive maintenance treatments may be more cost-effective for city streets.

¹² City of Chicago Office of Inspector General, "Chicago Department of Public Health Food Establishment Inspection Audit," November 28, 2016, http://igchicago.org/wp-content/uploads/2016/11/Audit-of-CDPH-Food-Establishment-Inspections.pdf.

 ¹³ City of Chicago Office of Inspector General, "Chicago Department of Transportation Management of Construction in the Public Way Audit," January 17, 2018, http://igchicago.org/wp-content/uploads/2018/01/CDOT-Public-Way-Audit.pdf.
 14 The Municipal Code of Chicago (MCC) § 10-20-155 requires CDOT to inspect all restorations of the public way. For example, when a utility company receives a permit to dig a trench in a public street, the Department must determine whether the permittee properly restores the pavement upon completion of the project.

¹⁵ City of Chicago Office of Inspector General, "Chicago Department of Buildings Complaint-Based Inspections Audit," April 10, 2018, http://igchicago.org/wp-content/uploads/2018/04/DOB-Complaint-Inspections-Audit.pdf.

	use data strategically to improve operations. DOB met its complaint response deadline only 36.5% of the time and 58.1% of open complaints were overdue for inspection. Some of the open complaints involved reports of serious threats to life or safety. DOB did not develop a service delivery prioritization policy in response to OIG's recommendations. Instead, the Department relies on the judgment of its bureau supervisors, noting that they "average 35 years of experience in their respective trades" and "have firsthand knowledge of what a priority, urgent and/or emergency complaint is based on their experience and their knowledge of the Chicago Building Code." 16
CDPH Air Pollution Enforcement Audit ¹⁷	CDPH monitors facilities that pollute the air, such as factories and drycleaning plants. In a 2019 audit, OIG found that although CDPH investigated 84.2% of air pollution complaints within 24 hours, it completed annual inspections for only 16.5% of facilities. Between 2015 and 2017, 18.8% of facilities received no inspections at all. This created the risk that CDPH would not discover violations until they resulted in public health or environmental issues. Although the Department stated that it had insufficient staff to meet its inspection requirements, it had no policy for assigning its limited resources based on risk or need. OIG recommended that CDPH draft guidance for prioritizing inspections and following up on violations.
CDOT Traffic Signal Planning Audit ¹⁸	In 2020, OIG found that rather than proactively servicing and retiming traffic signals, CDOT relied on 311 complaints and aldermanic requests to guide maintenance efforts. CDOT's reactive approach and lack of a comprehensive signal management plan hindered its ability to promote traffic safety, reduce congestion, and minimize air pollution. It also limited CDOT's ability to address problems before they became hazardous or unnecessarily expensive to repair. OIG determined that CDOT would have needed more than 2.5 times its number of technicians and seven times its number of engineers to meet best practices for signal maintenance. The deficiency in resources underscores the importance of CDOT addressing the greatest need rather than solely responding to complaints.
DSS Commercial and High-Density Residential Recycling	In 2020, OIG found that DSS relied solely on complaints to enforce the City ordinance requiring businesses and high-density residential building owners to provide recycling services. Although DSS had no inventory of the buildings under its oversight, the recycling ordinance covered approximately 60,000 businesses and 500,000 households at the time of the audit. However, between 2017 and 2019, complaints triggered only 97 inspections and three citations. Without active enforcement of the

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¹⁶ City of Chicago Office of Inspector General, "Department of Buildings Complaint-Based Inspections Follow-up Inquiry," November 19, 2019, https://igchicago.org/wp-content/uploads/2023/08/DOB-Complaint-Based-Inspections-Follow-Up.pdf.

¹⁷ City of Chicago Office of Inspector General, "Chicago Department of Public Health Air Pollution Enforcement Audit," September 16, 2019, https://igchicago.org/wp-content/uploads/2019/09/CDPH-Air-Pollution-Enforcement-Audit.pdf.

¹⁸ City of Chicago Office of Inspector General, "Chicago Department of Transportation Traffic Signal Planning Audit," June 17, 2020, https://igchicago.org/wp-content/uploads/2020/06/CDOT-Traffic-Signal-Planning-Audit.pdf.

²⁰ https://igchicago.org/wp-content/uploads/2020/06/CDOT-Traffic-Signal-Planning-Audit.pdf.

²⁰

MCC § 7-28-220 requires the owners of commercial and high-density residential buildings to provide refuse removal MCC § 11-5-030(a) requires those same owners to provide recycling services. Residential buildings with five or more units are considered "high-density."

Enforcement Audit ¹⁹	ordinance, commercial and household waste may be directed to landfills, where it contributes to greenhouse gas production and adversely impacts public health. OIG recommended that DSS set inspection goals and develop a random or risk-based inspection strategy.
DOB Permit Inspections Process Audit ²¹	In 2022, OIG found that due to DOB's practice of conducting permit inspections only upon request, permit-holders can construct buildings without the required inspections. While the Department relies on requests rather than complaints, the situation is analogous to complaint-driven service provision in that the City reacts to notifications from external parties to drive operational decisions. Of 80 new construction permits issued between January 1, 2017, and December 31, 2019, OIG identified 42 buildings that did not have all required inspections but had nevertheless been fully constructed. While DOB consistently performed requested inspections, it did not use available data to identify situations in which permit holders had not requested required inspections.

¹⁹ City of Chicago Office of Inspector General, "Chicago Department of Streets and Sanitation Commercial and High-Density Residential Recycling Enforcement Audit," December 2, 2020, https://igchicago.org/wp-content/uploads/ 2020/12/DSS-Commercial-and-High-Density-Recycling-Audit.pdf.

21 City of Chicago Office of Inspector General, "Audit of the Department of Buildings' Permit Inspection Process," August

^{25, 2022,} https://igchicago.org/wp-content/uploads/2022/08/Audit-of-the-Department-of-Buildings-Permit-Inspections-Process.pdf.

III | Suggestions

In the instances reviewed above, OIG found that an imbalance between reactive and proactive service delivery created negative impacts on the long-term cost, safety, and equity of City services. While each department has had the opportunity to propose and implement corrective actions within each project, the frequency with which OIG has identified imbalances between reactive and proactive service delivery suggests that the City could benefit from a systemic approach.

Several avenues exist through which the City could address this systemic issue, including annual budget development, the Capital Improvement Program, and departmental strategic planning. ²² Incorporating consideration of proactive service delivery into existing processes that entail considerations of cost, safety, and equity could help the City determine how best to meet residents' various needs.

Such an approach would also reflect best practices in enterprise-level strategic planning and capital asset management. For example, the Government Finance Officers Association (GFOA) recommends that municipal governments,

- finance the "preventative maintenance, repair, renewal and replacement of capital assets in order to continue the provision of services that contribute to public health, safety, and quality of life of the public;"²³ and
- define the most urgent issues facing communities and their relationship to local economic, demographic, social, and technological trends.²⁴

Multiple OIG audits found that City departments may not define the underlying issues facing communities or consider long-term costs when making decisions about the most effective way to deliver City services. The City may benefit from executive direction to departmental leadership that service delivery strategies be developed and documented based on considerations of need, risk, and multi-year budget planning.

IV | Conclusions

Whether or not they submit complaints, Chicagoans deserve quality services designed for the best outcomes for cost, safety, and equity. Observations from OIG's past work suggest that by relying primarily on complaints to deliver services, the City has missed opportunities to address issues before they negatively impacted operations and quality of life. OIG urges the Mayor's Office to lead

The City's Capital Improvement Program (CIP) develops five-year investment plans for infrastructure like the airports, the lakefront, sewer and water systems, neighborhood streetscapes, and municipal facilities. In 2020, OIG published an audit of the CIP's alignment with the U.S. Government Accountability Office's Executive Guide: Leading Practices in Capital Decision-Making. OIG found that the CIP development process largely followed leading practices, but did not include performance evaluation or use lessons learned to inform future decision-making.

City of Chicago Office of Inspector General, "Audit of the City's Capital Improvement Program Development and Evaluation," December 22, 2020, https://igchicago.org/wp-content/uploads/2023/08/OIG-Audit-of-the-Citys-Capital-Improvement-Program-Development-and-Evaluation.pdf.

²³ GFOA, "Capital Asset Management."

²⁴ GFOA, "Strategic Planning," March 3, 2023, accessed October 13, 2023, https://www.gfoa.org/materials/bp-strategicplanning.

City departments toward a more proactive service delivery strategy based on asset information, needs assessments, and long-term budgetary goals.

OIG invites the Mayor's Office to respond in writing before January 17, 2023. Any such response will be made public together with this advisory.

Respectfully,

Deborah Witzburg Inspector General City of Chicago

cc: Rich Guidice, Chief of Staff, Office of the Mayor
John Roberson, Chief Operating Officer, Office of the Mayor
Nathaniel Wackman, General Counsel, OIG
Darwyn Jones, Deputy Inspector General for Audit and Program Review, OIG

Appendix B | Mayor's Office Response



CITY OF CHICAGO . OFFICE OF THE MAYOR

MAYOR BRANDON JOHNSON

February 2, 2024

Deborah Witzburg
Inspector General
Office of Inspector General
740 North Sedgwick Street, Suite 200
Chicago, Illinois 60654

Dear Inspector General Witzburg:

Thank you for your Office's work on the recent advisory related to complaint-based service provision, and thank you for all of the work of the Office of the Inspector General to highlight opportunities for improvement in the efficiency, effectiveness, and equity of City operations.

We agree that promoting the proper balance between complaint-based service provision and routine, proactive service provision is necessary to City operations, and the City consistently strives to achieve that balance, with a primary goal of the equitable provision of services across the City.

Following are just a few examples of the long-term strategic planning and daily work that departments are engaged in year-round to proactively identify and address issues and equitably provide services:

- In addition to the tree trimming model highlighted in the advisory, the Department of Streets and
 Sanitation takes a proactive approach in their Quality of Life program, which identifies areas of need to
 target with services; and is moving this year towards more proactive rat-baiting measures with
 additional crews added in the 2024 budget.
- The Department of Public Health's PrEP housing program to address disparities in HIV mortality, Family Connects nurse home visit program for new parents, and planned coordinated systems for opioid use disorders are additional examples of proactive service provision in action.
- The Department of Water Management engages in focused recruitment of home-based daycares in priority neighborhoods to participate in the City's free Daycare Lead Service Line Replacement program, ensuring that dollars spent on the program impact the greatest number of the most vulnerable populations.
- Beginning in 2020, the Chicago Works capital plan aimed to address deferred maintenance of core City
 assets and infrastructure, and is now moving into ongoing proactive management and maintenance.
 Paired with the Chicago Department of Transportation's implementation of the Mobility and Economic
 Hardship Index (MOBEC) as a primary criterion in data-driven decision making, the City is guiding
 where and when infrastructure investments are made utilizing a proactive and equitable lens on capital
 projects citywide.

We understand that we can always do more, and that ensuring a systemic approach to these goals is critical to success. We will continue to work with the Office of Budget and Management and all City departments to ensure that long-term cost, safety, and equity guide decisions about service delivery and that consideration of need, risk, and multi-year budget planning inform decisions and prioritization in instances of limited resources.

Again, we appreciate the OIG's work towards our shared goal of efficiently and equitably providing the highest quality services to the residents of Chicago.

Sincerely,

Richard Guidice Chief of Staff



Nick McFadden Senior Performance Analyst

Anne O'Brien Senior Performance Analyst

Kevin M. Smith Chief Performance Analyst

Darwyn E. Jones

Deputy Inspector General, Audit and Program Review

The City of Chicago Office of Inspector General 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's authority to produce reports of its findings and recommendations is established in the City of Chicago Municipal Code §§ 2-56-030(d), -035(c), -110, -230, and -240.

For further information about this report, please contact the City of Chicago Office of Inspector General, 740 N. Sedgwick St., Suite 200, Chicago, IL 60654, or visit our website at igchicago.org.

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