CCPSA
COMMUNITY COMMISSION FOR
PUBLIC SAFETY AND ACCOUNTABILITY

Report on the
Proposed Chicago Police Department Budget
for 2027

October 27, 2026

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CCPSA
COMMUNITY COMMISSION FOR
PUBLIC SAFETY AND ACCOUNTABILITY

Dear City Council members,

The Community Commission for Public Safety and Accountability is submitting its annual report on the proposed 2027 Chicago Police Department budget. The Commission is required by law to review the Police Department budget every year before the City Council votes on it.

This year, the Commission first viewed CPD's proposed 2027 budget when it was released to the public and members of the City Council on October 21, 2026. The Commission had less than a week to review the budget and prepare this report in time to share it with members of the City Council before CPD's budget hearing on October 28, 2026. With such limited time to review the budget, five of seven Commissioners have signed this letter and formally endorsed the report.

The proposed budget for 2027 is very similar to budgets over the last two years. More than 90 percent of the budget pays for people. That includes both police and civilian employees. This year's budget is larger than last year's, mostly because of salary increases required by contracts. The number of employees in the budget is a little higher than last year, though, because CPD proposes to "freeze" a number of positions—keep them counted but not hire people to fill some vacant positions in 2027—the total number of CPD employees in 2027 may be similar to the total number of employees in 2026, but less than the number it would have been if all vacant positions had been filled in 2026.

For the second year in a row, the proposed overtime budget better reflects what CPD has spent on overtime in recent years, though the budget is still lower than what CPD has spent recently on overtime. We do not know whether a cap on overtime spending, instituted with an Executive Order in late 2025, has been or will be applied.

As in previous years, the budget provides information about how CPD personnel are allocated at a high level. For example, there is information about how many employees will be funded for various organizational units in the Bureau of Patrol and the Bureau of Detectives. But the budget does not include important information like how many patrol officers are allocated to each Police District or how many Detectives are allocated to each Area.

We need better information to be able to assess whether the Police Department is using its workforce in ways that are best meeting our city's public safety needs. The City's spending on policing is increasing, yet the rates of violence remain alarmingly and unacceptably high in some communities. Chicago has experienced meaningful citywide reductions in several categories of violent crime, but serious violence, service demands, response-time disparities, and other public safety challenges remain concentrated in particular communities. Our spending on public safety is not delivering the results all our communities need. We need to spend better and more strategically.

For too many years, residents across the city have come to have different expectations about their own safety based on where they live. For example, too often, police districts on the South and West Sides have too few officers working to handle the number of calls that come in on some days and at some times. When South Side and West Side residents call 911, they wait longer for a Police response than their fellow Chicagoans on the North Side. Police Officers on the South and West Sides also have less time and opportunity to get to know people in the communities they serve, learn about recurring problems in those communities, and work with residents in those neighborhoods to solve the problems.

Earlier this year, CPD received a comprehensive Workforce Allocation Study, for which the Commission and many others across the city have advocated for years. We hope that in 2027, CPD will make significant progress using information from the study to make better decisions about when and where to assign police officers to work. We hope that next year's budget will include more transparency about those decisions. And we hope that someday soon, every Chicagoan expects and experiences the same feeling of safety and security wherever they live and wherever and whoever they are.

We also renew our call for greater transparency in the City budget generally and the CPD budget specifically. Many budget items that are essential for CPD to succeed are not included in CPD's budget and are impossible to identify anywhere in the City budget. For example, too many police cars don't work, which means police can't respond as quickly to emergency calls. And some police stations are in abysmal condition, which undermines officer wellness and morale. Police officers can't do their jobs effectively without cars, computers, communications equipment, and workplaces that are maintained to some humane standard. Those investment and commitments are included in budgets for the Office of Public Safety Administration, the Office of Emergency Management and Communications, and the Department of Fleet and Facilities Management, but you won't be able to find then without help, and you won't be able to meaningfully assess how effectively the City is investing in the police department and the infrastructure that is necessary to support and sustain it. You won't be able to ensure that police officers have the tools they need to do their jobs and workspaces that support their health and well-being. Future proposed budgets must clearly highlight CPD-related expenses that are incorporated in other department's budgets, or a supplemental document must be prepared that includes and disaggregates all CPD-related expenses. Future budgets must also provide information that makes it possible to understand how CPD staff resources are allocated to police districts, areas, and other relevant subunits.

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

Sincerely,

Commissioner Angel Rubi Navarijo
Commissioner Angelique Guzman
Commissioner Anjanette Young
Commissioner Anthony Driver
Commissioner Gina Piemonte

Overview of the Process

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

The ordinance that created the Commission establishes goals that the Commission uses to frame its review of the Police Department budget, including:

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

Based on these statutory goals, the strategic priorities that the Commission adopted in January 2026, and the Commission's prior budget reviews, Commissioners focused the 2027 budget review on the following topics:

- Workforce allocation;
- Civilianization;
- Overtime;
- Legal judgments and risk assessment.

To prepare for this budget review, Commission staff met with the CPD's Deputy Director of Financial Operations to get an overview of the budget, including learning at a high level, the Department's FY2027 budget priorities, and about changes related to the Workforce Allocation Study that was completed earlier this year. The Department communicated that its intent in the FY2027 budget proposal is to reflect improved transparency, fiscal responsibility, and to increase the rate of civilianization within the Department.

The Commission first reviewed CPD's proposed 2027 budget when it was released to the public and members of the City Council on October 21, 2026. The Commission had less than a week to review the budget and prepare this report in time to share it with members of the City Council before CPD's budget hearing on October 28, 2026.

The information that the Commission gathers and the issues that it highlights through the budget review process will inform other work that the Commission does over the course of the next year.

Overview of the Proposed 2027 CPD Budget

The Mayor's Budget Recommendation for FY2027 seeks a $2,144,817,824 appropriation for CPD. That represents 13.71% of the $15,674,496,299 in revenue projected to be received from local sources. CPD's budget in FY2026 ($2,023,303,600) was 13.67% of that year's local revenue ($14,798,710,460). The FY2027 budget represents an approximately 6% increase from FY2026 in dollars spent. In terms of share of local revenue, CPD's share in FY2027 increased by approximately 0.26% from FY2026.

This reflects only a portion of the full amount that the Mayor is proposing to spend on policing in 2027. Spending on facilities, equipment, technology, and fringe benefits for CPD employees appear elsewhere in the budget, and proposed spending related to the Chicago Police Department isn't broken out in City budget documents.

The proposed budget includes several notable changes in CPD staffing. CPD is proposing to permanently eliminate 132 Police Officer positions that are now vacant. CPD is also proposing to "freeze" 368 Police Officer positions that are now vacant, which means that the positions will appear in the proposed budget for 2027, but CPD is not seeking to fund the positions or fill them in 2027. Because CPD is proposing to eliminate or freeze positions that are now vacant, it means that CPD's current workforce won't be reduced as a result, but it also means that the workforce won't grow as much as was proposed in the 2026 budget.

CPD is also proposing to add almost 200 civilian positions in 2027, many of which are jobs that are now being done by sworn police officers, though the jobs do not require specialized police training. Hiring civilians for these jobs will allow CPD to take many of the police officers who now hold these jobs and return them to more traditional police duties.

Spending on overtime is a big part of CPD's personnel services budget. For several years, CPD budgets consistently included substantially less for overtime than CPD typically paid for overtime. For 2026, CPD significantly increased the budget for overtime, and also planned to reduce the number of hours that CPD members work overtime. For 2027, CPD proposes the same overtime budget as in 2026.

Similarly, in recent years, CPD has budgeted substantially less to pay for the costs of lawsuits against CPD than the City has paid for these lawsuits. The proposed 2027 budget includes $90 million for the costs associated with lawsuits against CPD—more than was appropriated last year, but less than actual spending related to lawsuits in recent years.

Please note that this report has some important limitations The vast majority of CPD's budget pays for personnel, so when reviewing the Department's budget, the primary question is whether the Police Department is using its workforce in ways that best protect the health and safety of the people of Chicago. Yet the proposed budget does not provide enough information to fully assess the proposed CPD appropriation. As in previous years, the proposed budget provides information about how CPD personnel are allocated at a high level. For example, the budget includes information about all the different positions that would be funded within the

Bureau of Patrol and the Bureau of Detectives. As in previous years, however, the budget does not include more detailed breakdowns, such as how many patrol officers would work in each Police District or how many detectives would work in each Area. Those decisions could have an enormous impact on public safety across the city. Of course, CPD can and should move officers around to areas of greatest need, so any more detailed information would just be a snapshot in time, subject to change. But it could allow for a more meaningful review of the alignment between the budget and the Department's stated goals and values, and an assessment of whether CPD personnel are distributed across the city in ways that might ensure that the amount of time it takes for the police department to respond to a call for service—especially an emergency call for service—does not depend on what neighborhood you live in.

In addition, the proposed FY2027 budget is uniquely difficult to analyze because, according to CPD, for the first time in a long time, the proposed budget reasonably accurately reflects where many CPD employees work. The workforce allocation study published by Matrix Consulting on March 27, 2026 included a much more accurate analysis of where CPD employees work than had been reported in previous CPD budgets. The proposed FY2027 budget incorporates the findings of the workforce allocation study. As a result, there appear to be some significant shifts within the CPD workforce. For example, the proposed budget states that within the Bureau of Patrol, in 2026, 9,318 CPD employees were working in the City's 22 police districts. In the proposed 2027 budget, the number of CPD employees in the districts is 7,793. This appears to be a decline of more than 1,500 police officers working in Districts. But CPD told the Commission that actual proposed changes to the Bureau of Patrol are smaller than it appears, and that most of the change is just a more accurate reflection of where CPD employees work. So staffing comparisons between the 2026 and 2027 budgets may not reflect meaningful staffing changes but instead changes in recordkeeping.

One other significant limitation is that the CPD budget does not account for appropriations to other Departments that have a significant impact on CPD. For example, equipment and technology used by Department members, maintenance and upkeep of police facilities, and the purchase and maintenance of CPD vehicles are included in the budgets of the Office of Public Safety Administration and the Department of Fleet and Facilities Management. In short, this year, as in others, the amount of money proposed to be appropriated to the Police Department represents a fraction of the full cost of operating the Police Department. For example, if fringe benefits for CPD employees were reflected in CPD's personnel budget, that portion of the budget might double.

More importantly, the lack of transparency regarding budget items that have a significant impact on CPD has real consequences for CPD member wellness and morale. Many CPD officers work in poorly maintained police stations, often with equipment that is outdated or broken. Building maintenance appears to be woefully underfunded. Police cars are poorly maintained and sometimes out of service, in part because there are too few mechanics. Working in such conditions, in jobs that already involve high levels of stress, has a negative impact on officers' mental and physical health and morale. City departments need to have clear plans and

sufficient resources to address long-term facilities concerns and equipment issues, and there needs to be real accountability to ensure that progress is made.

Finally, this report reviews CPD's proposed 2027 budget that is funded with local resources only. Grant funding adds $98,874,000 to CPD's budget, along with nearly 200 budgeted full- time employees. However, CPD also receives grant funding from the State and federal government, which can often only be used for purposes detailed in the grant award. This limits CPD's discretion, rendering discrete policy recommendations ineffective without a deeper understanding of the language within each grant award, an issue for which the Commission lacks the resources.

Personnel and Workforce Allocation

The vast majority of CPD's non-grant-funded budget pays for personnel and related services, totaling $1,996,691,737. This is about 93% of CPD's $2,144,817,824 2027 non-grant-funded budget. This is an increase of about 6% from 2026's appropriation on personnel and related services of $1,884,897,763. In 2026, this also was about 93% of CPD's $2,023,303,600 non-grant-funded budget. The proposed budget for personnel services for 2027 is $111.8 million more than the appropriation for personnel for 2026. This accounts for an increase of 14 employees, from 13,544 in 2026 to 13,558 in 2027. Most of the proposed increase in personnel spending is the result of increased wages negotiated in CPD's collective bargaining agreements. The increase in the personnel services budget is smaller between 2026 and 2027 than it was between 2025 and 2026, when the personnel services budget increased by more than $140 million.

Given the sizable share of CPD's budget that is accounted for in salary, a review of the budget should focus on the allocation of personnel. However, that is difficult to do in the proposed 2027 budget. That is because CPD recently completed a workforce allocation study that recommended ways to reallocate personnel to better meet public safety needs. The study included a comprehensive accounting of CPD's existing workforce. In many cases, the workforce allocation study accounting did not match the personnel allocation information that was included in last year's Budget Recommendations.

The proposed 2027 budget incorporates personnel data from the Workforce Allocation Study and so, according to CPD, better reflects where people are now working throughout the Department. As a result, when the 2026 and 2027 budgets are compared, there sometimes appear to be dramatic changes in the staffing levels of many organizational units throughout CPD. For example, under "Patrol Services," the 2026 budget showed 9,318 personnel within "Areas-Districts." That includes police officers carrying out patrol functions in districts across the city. The proposed 2027 budget shows 7,793 personnel within "Areas-Districts," an apparent decrease of more than 1,500. However, CPD says that the proposed 2027 personnel budget includes some reduction in patrol, but not as significant a reduction as the numbers suggest.

According to CPD, the Department is proposing to eliminate 132 Police Officer positions that are now vacant. These are positions that were included in CPD's 2026 budget but have not been

filled. CPD is also proposing to "freeze" 368 Police Officer positions that are now vacant. "Frozen" positions appear in the proposed 2027 budget but will not be funded to be filled in 2027. So, while CPD is not proposing to get rid of Police Officers who are now working for the Department, CPD is proposing to hire 500 fewer officers than were authorized in the 2026 budget.

Assuming CPD is correct that the proposed budget better reflects where people are working, the updated information suggests some notable developments. For example, the 2026 budget reported that 593 people were working in CPD's Office of Constitutional Policing and Reform. The proposed 2027 budget says that the Office of Constitutional Policing and Reform has 990 people—almost 400 more than were reported last year. That includes a Training Division with almost twice as many personnel as were reported last year (588 vs. 303). More training is essential for consent decree compliance and for continuing efforts to improve the services CPD provides, so it is encouraging to know that CPD has greater training capacity than has been reflected in prior years' budgets. Similarly, CPD's Reform Management Section is more than twice as big as was reported last year (39 vs. 16). The Professional Counseling Division is more than 50 percent larger than what was reported last year (49 vs. 31), suggesting a greater capacity to provide mental health services to CPD members. CPD's Tactical Review and Evaluation Division (TRED) also appears to be significantly larger than the 2026 budget suggested (88 vs. 47). TRED reviews and analyzes use of force incidents, investigative stops, and tactical encounters to improve officer skills, keep people safer, and increase accountability. On a more troubling note, the number of CPD members in the "Alternative Response Section" is substantially higher than what was indicated in last year's budget. The Alternative Response Section handles reports of non-emergency, low level crime. But it is also a place to which many police officers who are under investigation for alleged misconduct are sent to work while their cases are being investigated and they are awaiting disciplinary action. The 2026 Budget recommendations showed 11 CPD members in the Alternative Response Section. The 2027 Budget Recommendations show 300.

As in previous years, the proposed budget provides information about how CPD personnel are allocated organizationally. For example, the budget includes information about the positions that would be funded within the Bureau of Patrol and the Bureau of Detectives. As in previous years, however, the budget does not include more detailed geographic breakdowns, such as how many patrol officers would be allocated to each Police District or how many detectives would be allocated to each Area. Those decisions could have an enormous impact on public safety across the city and are relevant to the findings of the Department's recent Workforce Allocation Study. This lack of detail about deployment of human resources throughout CPD makes it impossible for CCPSA to assess the Department's operationalizing of the Workforce Allocation Study.

One of the most significant findings in the Workforce Allocation Study is that the Chicago Police Department contains far fewer civilians than other large police departments. The study found that most of the 30 largest police departments in the United States have workforces that are 15%-30% civilians, while CPD was less than 8% civilian. The study recommended that the Department prioritize hiring civilians to take on roles that are now being filled by police officers

but do not require sworn police powers. There is considerable cost savings in hiring civilians in these roles. In addition, the Department hopes that by transferring roles that do not require police powers to qualified civilians, they can return police officers to the streets to do more traditional police work.

For 2027, CPD proposes to hire 46 additional detention aides. Presently, CPD has too few detention aides to consistently staff the central booking area, resulting in the current staff working overtime, and additional sworn police being pulled into central booking to cover this understaffing. These 46 detention aides will reduce the need for overtime and keep sworn officers from being pulled from roles that require their police powers.

CPD is also budgeting for 80 additional police administrative clerks. These are civilian administrative roles that can staff the desk inside CPD's 22 police districts and take on other administrative roles. In addition, CPD proposes to hire 37 civilian titles to carry out tasks related to managing records and handling administrative tasks like processing subpoenas and fingerprints. Filling these roles with civilians would also allow some sworn officers to return to traditional police work.

Additional civilian hires proposed for 2027 include 15 new members of the Forensic Sciences Unit. These will be specialized forensic scientists, who will already have the skills and training to undertake the job instead of sworn officers who would need to be trained in these roles, and who might later move to other roles within the Department. Finally, in 2027, CPD intends to hire two new helicopter pilots. Department representatives claim that the use of helicopters reduces the reliance on vehicle pursuits, which will hopefully increase public safety and reduce litigation risk.

In CPD's managerial accountability process, Compstat, CPD will hire 10 civilian data analysts to help the Department identify effective responses to crime. These roles have been filled by sworn police who might not have the technical experience to do this analysis and therefore required additional training.

Questions for Consideration

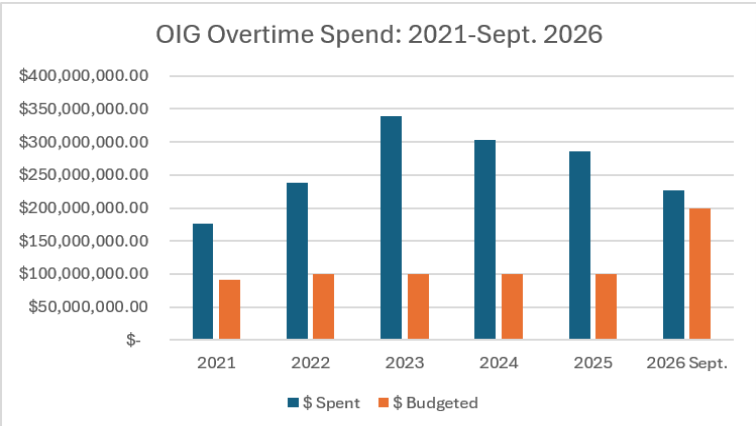
- The alignment of CPD's budget and personnel systems is an important step toward better accountability and transparency for the Department. How will CPD ensure that future budgets faithfully represent the Department's resource allocation?
- The budget is an opportunity to understand how the Department's workforce is being allocated. Given public interest in the implementation of the Workforce Allocation Study, could the Department provide more detailed information about how CPD members within the Bureau of Patrol and the Bureau of Detectives are being distributed throughout the Department's Districts and Areas?

Overtime Spending

For several years, CPD budgets consistently included substantially less for overtime than CPD typically paid for overtime. On December 23, 2025, Mayor Johnson signed executive order

2025-11, which limits use of overtime by CPD under non-emergency circumstances. Under the Executive Order, except when the Mayor declares an emergency that justifies the use of overtime, CPD cannot spend more on overtime than is approved in the annual appropriation ordinance, except with the approval of the Office of Budget and Management and the Mayor, and with an additional appropriation from City Council. At roughly the same time, the budget approved for 2026 doubled CPD's overtime appropriation from $100,000,000 to $200,000,000. In 2027, the proposed overtime budget is $200,000,000. In recent years, annual expenditures on CPD overtime have consistently significantly exceeded the City Council-approved budget for overtime. But in recent years, according to CPD data, overtime spending has significantly exceeded even the newer, higher budgeted amount. CPD's overtime spending was $282,757,004 in 2023, $237,974,220 in 2024, and $228,070,338 in 2025.

Moreover, it is not clear that CPD data fully capture the actual cost of CPD overtime. The City of Chicago Office of Inspector General and the Department report overtime spending differently CPD only counts "non-reimbursable overtime," which are the overtime costs that CPD is fully responsible for paying. The OIG aggregates non-reimbursable overtime, as well as "reimbursable overtime," which is overtime paid by City of Chicago sister agencies where some CPD members work, and compensatory time, which is a benefit similar to but distinct from overtime with a pre-existing line item in the budget. If reimbursable overtime is paid by Chicago taxpayers for overtime work performed by CPD members, it may be somewhat misleading to treat it as entirely outside CPD's budget. This may also have implications for implementation of the Mayor's Executive Order on overtime. For example, according to the OIG dashboard, by the end of September 2026, overtime spending had reached $228,070,338, more than the budgetary cap.



Source: CCPSA Staff Analysis of CPD and OIG Overtime Data

Questions for Consideration

- How have the overtime caps in Executive Order 2025-11 been implemented and operationalized?
- How does the Office of Budget and Management calculate overtime in comparison to the Office of the Inspector General or the Police Department?

- Is there a discrepancy between reported overtime spend in past mayoral budget recommendations and CPD-reported overtime spend?

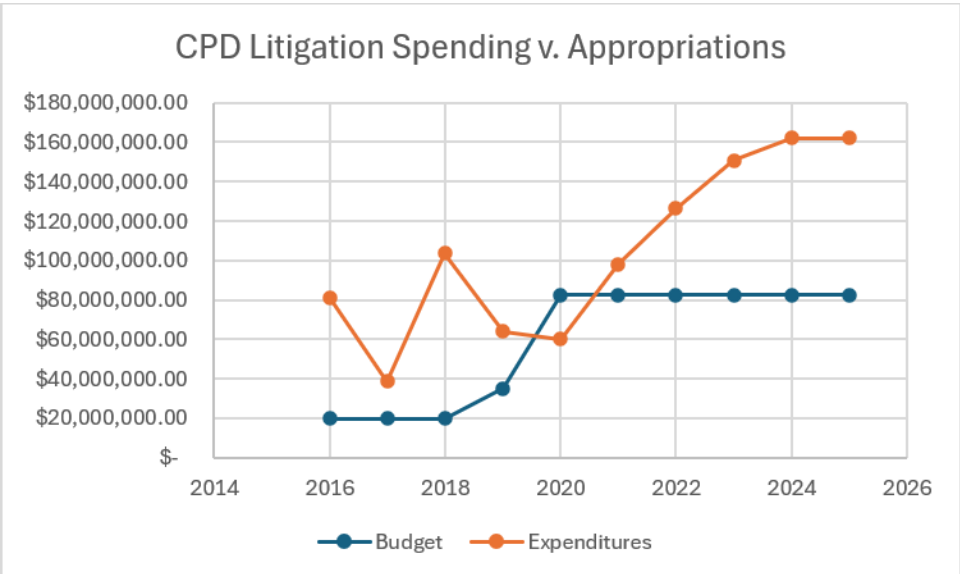
Legal Judgments and Risk Assessment

Since its first review of CPD's budget in 2022, the Commission has raised concerns regarding the extraordinarily large sums of money the City pays each year for legal judgments and the associated costs for lawyers and experts for trial. CPD almost always spends more on legal settlements than it has budgeted.

In previous reports, the Commission has recommended that CPD develop a comprehensive risk assessment plan to better understand repeat offenses and try to identify ways to change behavior that is causing harm and consistently resulting in legal judgments against the City. For example, vehicle collisions and uses of force are consistently among the largest sources of legal judgments against the City. These categories of cases warrant deeper analysis to consider how to reduce financial impact and, more importantly, increase public safety.

CPD and DOL must do more to learn from mistakes and manage risk by identifying patterns that result in significant legal judgments. The Consent Decree requires the City to analyze police misconduct litigation and trends and to make recommendations. The Commission continues to emphasize that CPD's budget should prioritize personnel needed to reduce risk and harm.

Moreover, the Department should review their policies related to sharing litigation information with the Department of Law to ensure coordination in the future. The OIG has in the past recommended to CPD that they undertake efforts to merge their litigation data systems with DOL. While CPD expressed a willingness to do so, it is unclear whether these efforts have been undertaken.



Source: CCPSA Staff Analysis of FY2026 – FY2017 Mayoral Budget Recommendations

Questions for Consideration and/or Recommendations for Consideration

- Since the Consent Decree requires the City to analyze police misconduct litigation data and trends, and to make recommendations, what concrete steps have CPD and the Department of Law taken to meet that requirement and what changes have resulted?
- In each of DOL's annual litigation reports, DOL notes that CPD's General Counsel meets weekly with the Federal Civil Rights Litigation Division of DOL. How do those meetings influence CPD's risk management strategy?
- In DOL's 2021 litigation report, the Law Department recommended formalizing the use of the Traffic Review Board. What is the Traffic Review Board? Has it been formalized?
- Has CPD merged its litigation tracking systems with the Department of Law?