1	IN THE UNITED STATES DISTRICT COURT NORTHERN DISTRICT OF ILLINOIS			
2	EASTERN DIVISION			
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4	STATE OF ILLINOIS,			
5	Plaintiff, Ocket No. 17 C 6260			
6	VS.			
7	CITY OF CHICAGO, Chicago, Illinois January 9, 2024			
8	Defendant.) 1:07 p.m.			
9	TRANSCRIPT OF PROCEEDINGS Hooping			
10	TRANSCRIPT OF PROCEEDINGS - Hearing BEFORE THE HONORABLE CHIEF JUDGE REBECCA R. PALLMEYER			
11	APPEARANCES: HON. KWAME RAOUL			
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(The following proceedings were had via videoconference:)

THE COURT: All right. Thank you all for joining us this afternoon for another public hearing on our consent decree issues.

We have an agenda that calls for a presentation from the Independent Monitoring Team, then from OIG and PSIG. We will also hear about disciplinary consistency across the City and some further issues regarding (indiscernible) for that.

What I would like to do, though, is begin by again thanking you for being here and wishing everybody a happy new year.

I will tell you that we have been working hard in developing what I hope will be an effective mechanism for moving forward and making progress -- a great deal of progress this year -- this calendar year.

Why don't I ask, then, if we can hear first from the monitor.

MS. HICKEY: Yes, your Honor. Thank you very much, and thank you for convening us today.

Last year you began to hold monthly status hearings regarding the City's progress with the requirements of the consent decree. This is something that we are going to be doing monthly moving forward.

In December, we heard from the City and the Office of the Attorney General, the parties, regarding the Chicago Police Department's in-service training.

Today we will focus on the accountability and transparency section of the consent decree. The reach of this section is vast, including several City entities.

Today you will hear about the City's Office of the Inspector General and Public Safety Inspector General, or commonly known as the PSIG.

There's also the CPD's Bureau of Internal Affairs, known as BIA; the City's Civilian Office of Police Accountability, known as COPA; and the City's Police Board.

And to note, since the consent decree was put into place, there is also a new City entity, The Community Commission For Public Safety and Accountability, the CCPSA, which gives Chicagoans a meaningful new rule in oversight to strengthen the police accountability system.

The City's accountability system is complex and requires the five City entities to play different roles.

And as we are all aware, the system, including the consent decree, need to continue to find ways to work in better alignment so that the City can continue on its path for accountability and transparency.

While each of the City entities -- the CPD, COPA, PSIG, and the Police Board -- are working toward the common

goal of increased accountability and transparency under the consent decree, they have made progress at different rates.

For example, the deputy PSIG achieved full compliance with all the consent decree requirements pertaining to its office in the fourth reporting period in 2021. They have maintained that full compliance since.

Therefore, the parties move to release the OIG and PSIG from its consent decree requirements after successfully completing that required two-year sustainment period. And your Honor granted that motion last month.

Additionally, COPA and the Police Board have developed and followed plans that have allowed them to consistently gain compliance with various requirements of the accountability and transparency sections through the past reporting periods.

Both entities have developed sound policies and training that have allowed them to make real progress in the last several years.

Unfortunately, the CPD have not kept up at the same rate of compliance with the consent decree requirements in the eighth and ninth reporting periods. However, we have seen considerable progress in CPD's BIA as they have focused their efforts on specific BIA training courses after focusing the first four years on developing and implementing policies to address the consent decree requirements.

We are currently working on the ninth monitoring report and expect to see CPD achieve secondary compliance for numerous paragraphs due to the efforts of BIA in developing and delivering in-service training to BIA personnel and accountability sergeants.

While we appreciate this progress, the IMT continues to have concerns in several areas, and we make note of the following:

First, CPD has not enforced consent decree requirements regarding two accountability sergeants be assigned in each district, with their primary duties being receiving, processing, and investigating complaints against CPD members.

We have continuously heard that these sergeants are tasked with other duties and are, therefore, unable to meet the timeliness of the investigations that are required by the consent decree and, consequently, their own policies, and that also has led to lower morale.

Second, there has been a sharp decline in collaboration with CPD and COPA with regard to report access, data access, and regularly occurring collaborative conversations that have been nearly obsolete in recent months.

As we noted, the City's accountability system is complex and requires consistent communication and appropriate

collaboration among all entities.

And finally, the CPD still has more work to have a consent-decree-compliant officer-involved shooting and officer-involved death incident policy, arguably one of the most important requirements of the consent decree.

We hope to see more consistency from the CPD and their approach to compliance in this section, as well as continued consistency from COPA and the Police Board.

In the meantime, we congratulate the City and the OIG and the PSIG's successful sustainment of compliance with the consent decree.

At this point, I would like to turn it over to our new associate monitor, Mike Dirden, so that he would have an opportunity to introduce himself to the public.

Mike.

MR. DIRDEN: Thank you, Maggie.

And good afternoon, your Honor.

As Maggie said, I am Michael Dirden. I am delighted and privileged to work with our partners to continue the good work that has been ongoing within this particular focus area.

I come to this role having been in law enforcement since 1985 and also serving the Houston Police Department for 31 years.

In that 31 years, I worked in a variety of

capacities that I think gives me a good perspective on the role of the parties and what we are trying to accomplish here with the consent decree.

Previously I have worked in Internal Affairs. I've worked from investigator all the way to chief of the Internal Affairs Division.

I've also worked as a legal adviser to Internal Affairs in the role that CPD uses and advocates to ensure that an investigation is done thoroughly and completely in a manner that is consistent with the mission of the organization.

In Houston we have a unique perspective. The in-house counsel for the police department prosecutes the terminations, the ones that the chief determines that an officer should be fired. So I've worked in that capacity as well. And I've also worked as Inspector General in the city of Houston for four years.

So that doesn't give me any knowledge at all about the city of Chicago, but it does help me -- put me in a frame of mind that I can understand the perspective of the roles of the parties in this case. So I'm grateful for the opportunity to work with them.

Thank you.

MS. HICKEY: Thank you very much, Mike. We are glad to have you on the team.

1 We look forward today to hearing more from the 2 City, the CPD, and the Office of the Attorney General 3 regarding accountability and transparency in the consent 4 decree. Thank you, your Honor. 5 6 THE COURT: Thank you, Maggie. 7 And thank you, Mr. Dirden. Welcome aboard. 8 happy that you are able to join us this afternoon, and I am 9 happy that you are joining the team. 10 Let's turn, then -- our next 20 minutes we had 11 designated for hearing from OIG and PSIG -- first from the 12 City for 15 minutes, and then we will get guestions from the 13 Office of Attorney General for about five minutes after that. 14 So a presentation first from the City on OIG, PSIG. We will begin there. 15 16 MS. WITZBURG: Hello. Thank you, your Honor. 17 My name is Deborah Witzburg. I'm Inspector General for the City of Chicago. I appreciate the invitation to be 18 19 here this afternoon. I'm going to talk a bit about our office's work 20 21 toward consent decree compliance, where we have come from and 22 what we have done. 23 I'm going to share my screen to show slides. 24 Can everyone see those? 25 THE COURT: Yes.

MS. HICKEY: Deborah, you may want to put them in 1 presentation format, if you can. 2 MS. WITZBURG: 3 Oh. MR. SEPÚLVEDA: If you have multiple screens, it 4 may just be sharing the off screen. 5 6 MS. WITZBURG: All right. Let me see if I can do 7 that differently. 8 How is this? 9 THE COURT: Good. 10 MS. HICKEY: Yes. That's perfect. 11 MS. WITZBURG: Sorry about that. Thank you. 12 I will start very briefly with an introduction of 13 the Office of Inspector General and a little bit about what 14 we do. 15 We are an independent and nonpartisan agency of 16 City government with the goal to promote economy, 17 effectiveness, efficiency, and integrity by identifying corruption, waste, and mismanagement in City government. 18 19 We have, by ordinance, jurisdiction over many entities related to the City, many City actors, including 20 21 elected and appointed City officials, City employees, as well 22 as contractors, vendors, licensees, and lobbyists of the 23 City. 24 We do our work -- we achieve our oversight mission 25 through three channels of work.

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The Office of Inspector General and specifically 25 its public safety section was obligated to do a number of

We do confidential, administrative, and criminal investigations into allegations of misconduct. We do audits, evaluations, and reviews of City programs, operations, and policies. And we do public-facing transparency initiatives.

Our public safety section, PSIG, is a section of the Office of Inspector General. And the mission of that section is to initiate policy work looking at the police department, COPA, and the Police Board with the goal, as written in the municipal code, of enhancing the effectiveness of each of those agencies, increasing public safety, protecting civil liberties and civil rights, and ensuring the accountability of the police force, thus building stronger police community relations.

The public safety section came about in 2016 by amendment to the municipal code and has a number of enumerated powers and duties. Those include, although are not limited to, analysis of trends in police disciplinary investigations; evaluations of the operations of those entities, COPA, the police department, and the Police Board; the analysis of civil judgments and settlements of claims against CPD and its members; and the review of individual closed police disciplinary investigations conducted by the Bureau of Internal Affairs and COPA.

things -- a number of things under the consent decree, touching a range of OIG's operations.

Some of the areas of our obligations included our ongoing and ordinance-mandated work in the public safety section, including with specific topics for inquiry, which I will talk a bit more about in just a moment; our procedures for processing complaints of misconduct; our public reporting on our project, work, and data analysis; staffing needs and training for OIG employees.

The duties of our Director of Diversity, Equity, and Inclusion are implicated in the consent decree, as well as our engagement with other City entities, as Monitor Hickey described, other players in the field on the City's accountability work.

Our consent decree compliance and sustainment timeline at a high level is here.

In April of 2021, we were first found in compliance with some of our obligations in the third independent monitoring report.

In the fourth report in 2021, the Monitoring Team found that we had complied fully with all of our obligations.

From that date -- from October 8th through December of last year, we maintained that compliance and continued to demonstrate our compliance.

Then on December 21st of 2023, this Court entered

an order finding that we had achieved and maintained that full and effective compliance for the required two-year period, and our obligations were, therefore, terminated on that date.

I have information here about each of the paragraphs under which we were obligated and how we reached preliminary, secondary, and full compliance, although in the interest of time, your Honor, my inclination is to focus on one of these, although I'm happy to go back to any of them that are of particular interest, if that's okay.

THE COURT: Sure. Fine for you to focus on one. If we do have time, we will go back.

MS. WITZBURG: Okay. Thank you.

The one that I will focus on, then, is
Paragraph 558, which is a little bit unusual among the
paragraphs that contain our obligations in that this
paragraph speaks to a broad range of our public safety
section's work in ways that both overlap with our existing
and ongoing statutory responsibilities as well as posed
specific topics for inquiry and study on reporting by our
public safety section.

So the language of Paragraph 558 is here. It required that, within 60 days of the effective date of the consent decree, we develop policies for annual data-driven reviews and audits to measure the effectiveness of the City

and the police department's accountability practices.

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The subparagraphs here lay out a number of those specific topics, areas of inquiry and of reporting. And those requirements include data analysis and reporting, which we do in our annual report around misconduct investigations, trend analysis, a look at the thoroughness of administrative investigations, which overlaps broadly with our statutory responsibilities.

And then these are the specific topics that I mentioned which were assigned for inquiry by this paragraph. Those were an analysis of CPD's enforcement of its Rules 14, 21, and 22. Rule 14 is CPD's rule prohibiting false reports. Rules 21 and 22 mandate the reporting of misconduct by CPD members.

Subparagraph (e) here required an inquiry into disciplinary grievance procedures and outcomes; and Subparagraph (f), an analysis of complainant-involved mediations.

I want to talk quickly about a few of those 558 mandated projects and what we found, where we landed with that work mandated by the consent decree.

The first that I will talk briefly about is the enforcement of our project -- our report on the enforcement of CPD's rule against false reports.

Pursuant to Paragraph 558, we studied how and

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whether and the extent to which CPD's Rule 14 is effectively enforced. Our findings in that inquiry are here on the slide. We found structural failures in the accountability system, allowing CPD members who had been found to have violated Rule 14, had been found to have made false reports, to remain in positions in the police department with duties that depend on their truthfulness and credibility.

We found that the police department's processes for identifying members with Rule 14 violations in their history and for sharing that information with other entities in the criminal justice ecosystem lacked rigor and lacked controls, posing risks to the department and to the legal and constitutional rights of criminal defendants and litigants.

Finally, we found that gaps in practices and policies of the Bureau of Internal Affairs and COPA contributed to the underenforcement of Rule 14.

Similarly, we will talk briefly about our projects, looking at the enforcement of Rules 21 and 22. Those are CPD's rules requiring members to report misconduct.

Here we found that CPD does in fact inform its members of their duty to report misconduct during their initial training in the academy, but that there is a lack of formal reinforcement of those requirements during in-service training and over the lifecycle, over the career span of the CPD member.

We found that provisions of the consent decree, specifically Paragraph 429 of the consent decree and its interplay with CPD directives, inhibit effective enforcement of the rules requiring the CPD members to report misconduct and, in fact, go against best practices in the field by establishing, as Paragraph 429 does, that certain methods of reporting do not satisfy the duty to report misconduct.

So the rules -- the consent decree provisions as they stand both require the existence of an anonymous reporting mechanism and state that an anonymous report does not satisfy a member's duty to report misconduct.

Finally, we found that COPA and the Bureau of Internal Affairs do not consistently pursue potential violations of Rule 21 and 22, compromising the effective enforcement of those rules and inhibiting any thorough analysis of failures to report, either on an individual member level or agency wide.

Finally, I want to talk briefly about the 558 mandated project we did on the grievance procedure. I mention this in part because I think this is of renewed relevance given ongoing legal proceedings around disciplinary grievances and how and where and by whom those will be heard.

This project looked at the disciplinary grievance procedure and found -- we made a number of findings having to do with the rates at which discipline for CPD members is

reduced via the grievance process. We looked at the settlement process for grievances and how those work and limitations on the pool of available arbitrators.

In summary here -- there's more to this report, but of, I think, particular timeliness is that we found that the disciplinary grievance procedure, the process by which disciplinary grievances are resolved by arbitration, lacks transparency.

And we recommended that the City take a number of measures, which it could take independently unilaterally, to improve the transparency of the grievance process. Those included the -- we recommended publication of information on grievances and their outcomes as appropriate given relevant privacy constraints, including anonymized decisions and data on the number of cases grieved and their resolution.

The City declined to adopt those transparency-focused recommendations here in the grievance project.

Again, I'm happy to go back to any of these that are of interest, but I want to talk about two other general things quickly, if I may?

The first is that we have engaged -- we have regular and very robust community engagement efforts in the public safety section work, both in the service of our statutory mandate and in the service of our consent decree

compliance.

Those community engagement efforts are how we inform both our selection of project topics outside those which are mandated specifically and how we ensure that the areas of focus in our inquiries are as closely as possible aligned with those areas of most concern to Chicago and then to members of the Chicago Police Department.

So we have here sort of a sampling of our community engagement efforts around our consent decree obligations, including roundtables, listening sessions, discussions with community groups and with groups within the police department and other City agencies.

And finally, I want to sort of look ahead to what OIG's future path looks like alongside the consent decree, having now satisfied our own specific obligations. I think that the path ahead is really chartered by these three paragraphs of the consent decree.

Paragraph 560 requires that our public safety section have timely and full access to all information in the possession of the other relevant City agencies. We will continue to provide information about whether we have that timely and full access so that the monitor and the parties can assess compliance by those other City agencies.

Paragraph 564 requires that we -- that our public safety section exercise its discretion and oversight

responsibilities without interference.

Similarly, we will continue to provide information on any signs of interference or any challenges we see in meeting our own obligations so that the obligations of the other City entities under this paragraph may be assessed.

And finally, Paragraph 667 provides that the monitor may coordinate and confer with the Office of Inspector General for the City to avoid duplication of efforts.

I think this provides tremendous opportunity for us to work with the Court and the parties and the monitor to provide whatever support and assistance we can in the City's larger ongoing efforts to move toward consent decree compliance.

With that, your Honor, I am happy to answer any questions or to go back to anything that's of particular interest to the Court.

THE COURT: One question, I guess, I do have. You mentioned the difficulty of Paragraph 429 and apparently in position of inconsistent obligations or obligations that are inconsistent with other legal obligations.

Is it your recommendation that we look at an amendment to that paragraph?

MS. WITZBURG: Yes, in short. I think that the language of 429 contains this sort of internal tension with

the need in that the consent decree, as I mentioned, imposes both an obligation to maintain an anonymous reporting mechanism, but then says that no report made via that mechanism would satisfy the duty to report misconduct.

I think that that tension can be resolved by clarifying certain safeguards and control mechanisms around an anonymous reporting system so that we can have anonymous reports which are trackable and verifiable as made by members of the police department.

OIG, in fact, before the entry of the consent decree built an anonymous reporting mechanism that satisfies those needs, that does have those features providing for well-controlled, traceable, anonymous reports. And I think that the language of 429 could be clarified to state that anonymous reports made via that anonymous but verified reporting mechanism would in fact satisfy members' obligations under Rules 21 and 22.

THE COURT: That's great. Thanks.

Then that's something we will definitely want to consider.

I know that we had set aside some time as well for questions from the Office of the Attorney General. So I want to give those lawyers an opportunity to speak up.

MR. HAZINSKI: Thank you, your Honor. My name is John Hazinski. I'm an attorney with the Illinois Attorney

General's office.

I just have a few brief remarks in connection with Ms. Witzburg's presentation.

First, we want to acknowledge the commitment of the Office of the Inspector General that they demonstrated in achieving and maintaining full compliance with their consent decree obligations.

The Office of the Inspector General and the Deputy
Inspector General of Public Safety serve as a model for other
City and CPD units in getting compliance and implementing
reforms.

We also commend OIG and PSIG for providing valuable audits and reports and issues that affect the range of CPD operations as well as the consent decree in particular.

Ms. Witzburg mentioned some of these audits and reports. One that I will mention is PSIG's report entitled "Fairness and Consistency in the Disciplinary Process For Chicago Police Department Members." This report, which was issued in 2022, identifies ways in which existing policies across the City lack sufficient guidance to ensure consistent discipline and determination and across misconduct cases.

Other reports have examined issues equally important to reform, including, as Ms. Witzburg mentioned, the report regarding barriers to officer reporting misconduct as well as more recent reports following up on the practices

of releasing videos of use-of-force incidents. So we commend OIG and PSIG for this important work.

And now that the Office of the Inspector General is no longer under the oversight of the consent decree, we urge the City to use the expertise of OIG to advance CPD's data collection and analysis efforts. Ms. Witzburg mentioned Paragraph 667 as a vehicle to create this kind of cooperation.

For example, COPA approaches full compliance with many of its consent decree obligations. The OAG, the IMT, and the City are in the process of developing strategies to assess full compliance, which will include audits of investigative files, for example. The expertise and resources of the Office of Inspector General should be part of that process.

This will also be a necessary step toward approving full compliance with the consent decree requirements and institutionalizing reforms that the City and CPD are working toward.

We look forward to collaborating further with the Office of Inspector General on their reform efforts.

Thank you.

THE COURT: All right. Thank you very much.

Any other questions from OAG or comments that the Attorney General would like to make before we move on to the

next issue? 1 2 MR. HAZINSKI: Nothing at this time, your Honor. 3 THE COURT: Okay. Well, we are just about right on time. 4 5 We are going to move now to a discussion of 6 disciplinary consistency across the City accountability 7 structures. 8 First hearing from the Office of Attorney General 9 and then briefly again from the City -- a discussion from the 10 City. 11 So let's begin with OAG. 12 MR. HAZINSKI: Thank you, your Honor. 13 So the focus of today's hearing is the 14 accountability systems for CPD officers, which is an issue at 15 the heart of the consent decree. That's because CPD officers 16 have been entrusted with extraordinary power. When officers 17 misuse that power, they violate public trust, and there should be consequences. In other words, those who enforce 18 19 the law must also follow the law. 20 THE COURT: Right. 21 MR. HAZINSKI: In 2017, the Department of Justice 22 found CPD's accountability systems were broken in four major 23 ways. 24 First, there were significant barriers to 25 initiating a complaint, and many were dismissed without any

investigation, either because of the sworn affidavit requirement or through a process known as administrative closure.

Second, even complaints that made it past the door were not adequately investigated. Investigators routinely failed to gather relevant evidence and interview witnesses.

Third, the Police Board's procedures for hearing the most serious misconduct cases were flawed.

And fourth, even when a complaint resulted in discipline, the discipline imposed was inconsistent and unpredictable.

In the consent decree, the City made a commitment to address these failures of accountability, and in certain areas the City has made substantial progress.

For example, as we have just heard, the Office of the Inspector General serves as a model for achieving consent decree compliance, but in other key areas, the City and CPD have not meaningfully addressed four issues of accountability.

In particular, as I will discuss today, the City and CPD have not ensured that their accountability systems coordinate and share information to ensure that allegations are thoroughly investigated and the discipline is fair and consistent.

The complex system of CPD accountability depends on

the coordination of multiple City entities. When officers are accused of misconduct, these entities need to share information and, in some cases, work in tandem.

The absence of cooperation among these entities creates barriers to consent decree compliance, accountability, and reform.

Before discussing these obstacles, I would very briefly like to explain the role of each of these entities in the accountability system.

Administrative investigations into officer misconduct are conducted either by the department itself or by the Civilian Office of Police Accountability called COPA.

First, COPA has jurisdiction over the most serious allegations against officers, such as uses of force, sexual violence, coercion, illegal searches, and biased policing.

COPA's City agency external to the police.

Second, if a complaint doesn't fall within COPA's jurisdiction, it's investigated by the department itself.

And this can include allegations such operational violations, conduct unbecoming, and verbal abuse.

The part of the department that investigates these complaints is called the Bureau of Internal Affairs, or BIA.

BIA also conducts criminal investigations of officers.

And third is, lower-level complaints can be referred by BIA to be investigated at a district level within

the department. And this can include complaints like traffic violations or neglect of duty. The officers assigned to the districts who handle these complaints are called accountability sergeants.

Once an investigation is concluded, the Police Board may also play a role. If an allegation is sustained, the Police Board will review the case if the police superintendent recommends that an officer should be fired or if COPA and the superintendent cannot agree on what the discipline should be.

This complex web of accountable structures requires coordination and cooperation to be effective. The City and CPD have not adopted some key policy reforms needed to make this coordination occur. One example is the issue of disciplinary decisions.

In 2017, the DOJ highlighted inconsistent discipline as a major problem, but the City and CPD have made little progress in addressing it. This is reflected in the Inspector General's report mentioned earlier, which found that policies governing CPD, COPA, and the Police Board created inconsistency and unfairness in discipline.

For example, these entities don't have a uniform set of aggravating and mitigating factors that investigators must consider when making disciplinary recommendations.

COPA has a list of aggravating and mitigating

factors in its policies that BIA does not. Instead, BIA has sought to train its investigators using a different set of factors that are drawn from criminal sentencing guidelines.

The City thus far has not accepted the Inspector General's recommendation to develop uniform standards that would address these inconsistencies.

The City's failure to remedy these problems reflect the larger challenge of implementing cohesive reform strategies across all of the various accountability entities. It manifests in other important ways, including investigations of shootings by officers. CPD has repeatedly failed to ensure that COPA has access to the information it needs to investigate these shootings.

With respect to COPA, since the start of the consent decree, COPA has achieved remarkable progress in developing data-driven, transparent, and community-focused approaches to its investigations. But for it to adequately investigate, including in serious cases of officer-involved shootings, it needs access to information and evidence, and CPD's suite of policies regarding these investigations fall short.

The department's most recent version of their policies doesn't ensure that COPA has immediate access to the scene and can fully participate in the investigation.

Instead, these policies have repeatedly allowed COPA

personnel to be excluded or prevented from accessing key evidence.

We also understand that, more generally, data sharing between BIA and COPA continues to face serious obstacles, particularly in recent months.

These are just a few examples of the ways in which failing to ensure a coordinated approach to accountability precludes the reforms needed to remedy CPD's investigation processes, as well as inconsistent and unpredictable discipline. The City should make every effort to address these needed policy changes and ensure cooperation and collaboration by COPA, BIA, the Police Board, and all entities responsible for police accountability in Chicago.

Thank you.

THE COURT: Thank you, Mr. Hazinski.

Response from the City or a discussion from the City.

MR. SLAGEL: Yes, your Honor. Allan Slagel on behalf of the City.

The description by Mr. (audio interruption) regarding the -- excuse me. The complex nature of the City's disciplinary process, by its definition, explains how complicated things are and the difficulty of coordination.

I would like to first address a couple of points that John raised with regard to access to information and

officer-involved shootings and death investigations.

If he is correct, those policies are not done, but those policies have also been extensively revised. The City hired an outside expert to look at those policies and provide guidance on them. They were produced to the monitor and the AG in early November of this past year, and we are waiting for them to provide us comments back on those policies. So it is not as though the City has neglected to work with those on those issues.

With regard to COPA's access to investigatory scenes involving officer-involved shootings and officer-involved death investigations, yes, there were challenges early on in the consent decree, but since then, we are not aware of COPA being denied access to the scenes of investigations.

There have been issues from COPA's investigations at scenes involving the Illinois State Police on expressways, but CPD has made a dramatic effort to provide COPA access.

I think the issue that COPA raised recently was not access to scenes but some data systems that they didn't have access to, in particular a new system that was created by the TRED unit, and that was just because they changed the methodologies that they were using.

In sum, your Honor, we can go into lots of details on these issues. There is lots of work to be done. We are

not denying that that isn't the case. We are just saying that we are making progress, and we can look forward to continue to work with the monitor, the AG, and others in continuing to make that progress toward improved accountability systems.

THE COURT: Okay. Thank you.

You know, I've been struck all along by the number of organizations and bodies that are involved and engaged in investigation of misconduct or complaints or just complaints from the community and wonder whether the sheer number of these organizations or potential reporting groups is inconsistent with the goal.

Even when I -- you know, I joke now that I'm really much more familiar with all the acronyms than I once was, but the reality is that the public would not be. And they hear these words like "COPA" or "OIG" or whatever, and they don't know exactly what the relationship or overlap, if any, is.

I wonder, in the same way that we have -- you know, there has been concern about records of complaints not being shared with various organizations or overlapping or being inconsistent, whether there is a way that we can think about streamlining these processes so it's really clear who investigates what. I know it's clear to all of you. So it's clear to the public.

MR. SLAGEL: Your Honor, you put your finger on the

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head of the problem. I mean, part of this is just the history of how these accountabilities -- organizations were created over times in response to issues that arose at those times.

Ms. Witzburg provided the history on PSIG's creation after the DOJ started their investigation on McDonald. There was a change at that time from what was called IPRA, which was the predecessor of COPA, which changed its responsibilities.

It's an acronym soup of organizations that oversee this.

THE COURT: Yes.

MR. SLAGEL: The City is stuck with that as the process that has been created. I think we have all said that if we went back, no one would have created this process from the start, but I think we have to work the best we can with the process that we have, and we are making efforts to do so.

THE COURT: Well, the City is stuck with it only insofar as it's statutory, right? I mean, other than that, it would not be.

Let me just point out something that I kind of learned in my long history here, and that is, if you want to explain or understand why something is, you never look at logic. You look at history. And I think this is a perfect example. You know, a logical system might not be set up this

way, but it is -- as you point out, Mr. Slagel, each one of these organizations popped up or became salient in a particular historic context. We can't necessarily go back and rewrite it.

What we may be able to do at some point is be thoughtful about how and whether we can reorganize these organizations so that it's clear who does what and that it's not only to us but also to the public. Anyway, that might be kind of a long-term goal at this point.

Any further comments with respect to the disciplinary consistency issue?

(No response.)

THE COURT: Then let's turn to the next item on our agenda, which is BIA. We are going to be hearing first from the Attorney General for five minutes on that issue, followed by a response or comments and questions from the City.

So we will go ahead there.

MS. STEINES: Good afternoon, your Honor.

My name is Stevi Steines, and I'm with the Illinois Attorney General's office.

As we've already heard today, many allegations of officer misconduct are investigated by BIA and district accountability sergeants, which are CPD's internal accountability systems, but BIA and the district have struggled to implement reform. Nearly five years into the

consent decree, CPD's accountability systems lag behind in compliance and suffer from serious operational challenges.

Crucial accountability policies have not been finalized, and progress on trainings has been inconsistent.

Most importantly, BIA and the accountability sergeants do not have the staffing or the resources needed to complete their investigations. This has led to significant delays despite the consent decree's requirement that BIA complete investigations in 180 days and the district, in 90 days.

Lengthy delays also increase the likelihood that officers with substantiated allegations of misconduct will not face any discipline at all.

With respect to written policies, although the department has managed to develop policies addressing most of its accountability obligations, some accountability paragraphs are still not at preliminary compliance. This includes requirements relating to the consideration of evidence from parallel criminal and civil investigations.

In 2017, the U.S. Department of Justice found that when criminal investigations or civil lawsuits turned up evidence relevant to an administrative investigation of officer misconduct, the investigators often failed to obtain that evidence.

CPD still, to this day, does not have a policy in

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place implementing sufficient procedures for obtaining and reviewing this type of evidence.

With respect to trainings, the department is now moving towards secondary compliance with many of the accountability paragraphs, but progress on these trainings has not been steady or consistent.

As a result, the department is hoping to develop dozens of training modules on a compressed timeline in the next few months in order to deliver these trainings sometime this year.

But most importantly from the perspective of officers and community members, CPD has not provided BIA and district accountability sergeants with the staffing or resources they need to complete their investigations in a timely manner.

The first issue I will talk about is staffing.

BIA and the district have each struggled with staffing limitations. BIA has consistently fallen short of its number of budgeted investigating sergeants and often has been short of lieutenants and civilian employees.

According to BIA's recent staffing needs plan, BIA's optimal recommended staffing requires 163 sworn members and four civilians, but it currently has only 89 sworn members and just one civilian.

The general investigation section, which has the

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broadest jurisdiction, is operating at 55 -- excuse me -- at 56 percent of its optimal staffing level and is short 18 investigating sergeants. And its special investigation section, which investigates more sensitive allegations, is operating at only 33 percent of its optimal staffing level and is short ten investigating sergeants.

BIA has been approved to hire 30 civilian investigators this year, which is a promising step after years of deficient staffing. But staffing issues also affect units outside BIA, like research and development, showing -- slowing the process of drafting and revising policies.

At a district level, staffing problems have rendered investigations by accountability sergeants essentially nonexistent in many districts.

As Ms. Hickey noted earlier, the consent decree requires each of CPD's 22 districts to have at least two accountability sergeants, and most districts have met or exceeded this requirement.

However, accountability sergeants have consistently shared that they have little or no time to tend to their investigation responsibilities because department-wide staffing shortages have required them to perform other duties.

Accountability sergeants also reported that they don't have access to basic resources they need to complete an

adequate investigation, such as computers and private spaces to conduct interviews.

The next issue I will discuss is delays.

These inadequacies in staffing and resources have caused tremendous delays. The consent decree requires BIA to complete its investigations in 180 days, and it requires the districts to complete their investigations in 90 days. But according to a November 2023 report issued by CPD's audit division, which reviewed data from the second half of 2022, BIA closed only 44 percent of its cases within 180 days, and

the district accountability sergeants closed only 10 percent

of their cases within 90 days.

These delays represent an ongoing and serious concern regarding accountability. They threaten the morale of department members, who are subjected to the uncertainty of lengthy unresolved investigations. They also undermine discipline, which may not be imposed until many years after the incident, making the sanction less effective at correcting behavior. Often delays mean that officers will experience no consequences at all.

According to COPA, officers appealing their decisions in arbitration almost always succeed when the case has been outstanding for a long period of time.

Delaying investigations for months or years signals to community members that the department does not take their

complaint seriously. This erodes community trust, undermines procedural justice, and makes the department as a whole less transparent and accountable to the public.

Unfortunately, the data suggests that these problems are getting worse. CPD cannot meet its accountability obligations until it provides sufficient staffing and resources to achieve the timeliness benchmarks required by both the consent decree and CPD policy.

We recognize that improving the City's accountability systems, including staffing shortages, is not easy. Many department members are working every day to meet these challenges. But the City and department leadership must demonstrate the same commitment to accountability if they hope to reform CPD's accountability systems.

THE COURT: Thank you, Ms. Steines.

We will hear, then, from -- a response from the City.

MR. SLAGEL: Good afternoon, your Honor. Again, Allan Slagel.

As Stevi pointed out, we are in the process of hiring this year -- I have slightly different numbers than her -- 31 civilian investigators and two civilian supervisors for the BIA section to help support the personnel that are there.

I think, as you are well aware, as well as

1 everybody is, CPD is short-staffed. There has been a 2 continued problem with staffing of sworn officers and let 3 alone civilians. But the department and the City this year 4 has allocated 400 individuals to be hired department-wide in 5 civilian positions and these 33 people in the BIA section. 6 So that should hopefully provide relief to the department. 7 It's not as though the department and the City haven't 8 recognized its obligations under the consent decree or the 9 issue with regard to staffing and is working on that as 10 promptly as possible in 2024. 11 Thank you. 12 Thank you, Mr. Slagel. THE COURT: 13 Any further comments about that issue? 14 (No response.) 15 THE COURT: Let me ask this question, Mr. Slagel. 16 You may or may not be able to answer. Are these delays in 17 staffing issues related to the number of organizations that 18 are involved? 19 I mean, would we be -- I don't know. Would it 20 help -- go ahead. 21 MR. SLAGEL: This issue is an issue of not having 22 enough personnel. Okay? This is having too much work to do. 23 I mean, if sergeants -- if there are calls for service, do 24 you want the sergeants to go to the calls for service, or do 25

you want the accountability sergeants to be working on

accountability issues?

Based upon levels of crime and levels of staffing, decisions were made in balancing that that created a backlog here of work.

We can quibble over some of the stats and the time. There has been some -- there has been substantial improvement in 2023, and there hopefully will be substantial improvement in 2024.

But the issues that we are talking about on BIA are number of personnel and staffing. And that's why, hopefully, you know, going outside of just having sworn members and having investigators, which is a break from past practice, is a definite step forward.

THE COURT: This is central to the concerns that animate the consent decree, so I really do think it's critical. I'm focusing on getting bodies there that can do this work and do it in a credible way. It's critical to the respect that the community has and to the function of the consent decree as a whole.

Okay. Comments -- any comments from the coalition?

Ms. Meek, you turned your camera on. Was there
something you wanted to say?

MS. MEEK: To briefly note that, while we certainly appreciate and acknowledge the staffing challenges that the department has overall, we do believe that this is also a

1 matter of prioritization. Particularly, as Ms. Steines 2 noted, when it comes to things like access to basic 3 resources, like laptops or private space to interview people, 4 those are not staffing shortage issues. 5 And, again, I think we have talked before about 6 issues of staffing prioritization and want to continue to highlight this issue as well as the real impact that these 7 8 lengthy backlogs have, as we have noted, on the effectiveness 9 of the accountability system. 10 THE COURT: Well, thank you. 11 I keep forgetting I'm muted. 12 Thank you, Ms. Meek. Those issues are important to 13 We do -- I recognize this is a priority. me, too. I think 14 the City must do so as well, and I think they will and should. 15 16 The last item on our agenda was a few minutes for 17 any comments from the coalition, if there are coalition 18 representatives or people here that would like to be heard. 19 MS. BLOCK: Thank you, your Honor. This is 20 Alexandra Block on behalf of the coalition. 21 The coalition would like to raise with the Court 22 two important points affecting transparency and 23 accountability at CPD. They are slightly different than the 24 points the parties raised. 25 But I will start by addressing some shortcomings in

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CPD's recently finalized policy regarding body-worn cameras, and then I will turn it over to my cocounsel, Sheila Bedi, who's going to address the coalition's concerns with the manner in which the City negotiated the recent extension of the contract between the City and the Fraternal Order of the Police.

So first turning to the body-worn camera policy. During last month's status hearing the coalition apprised the Court that CPD had at that time released a new version of this policy that was essentially unchanged from a 2022 version of the policy. And since then, CPD has released a final version of the body-worn camera policy, again essentially unchanged, as of December 29th of 2023.

The coalition -- all of our concerns about this policy that we raised for the last two years still remain. We are concerned that this is really an important opportunity missed for CPD to use body-worn cameras as a tool to promote transparency and accountability.

I will cover just a couple of the issues that we have previously raised with CPD in our letters that we sent them in 2022 and 2023.

First, CPD's policy allows officers who are involved in significant uses of force to shut off their cameras as soon as a (unintelligible) supervisor determines that the scene is secure, which might be only a few minutes

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24 25 after an officer has shot a person. This allows officers to potentially collude off camera, perpetuating CPD's engrained code of silence.

The coalition strongly recommends that officers involved in use-of-force incidents or other incidents that COPA investigates should be prohibited from deactivating their body-worn cameras until the end of their shift or until they submit to a COPA interview, whichever is earlier.

The other issue that we raised significant concerns about is how CPD is missing the opportunity to use body-worn cameras as a tool for training and supervisory mentoring of officers.

If CPD conducted robust audits of a significant sample of body-worn camera footage, this really could be a useful tool to provide corrective feedback, catch small issues with policy noncompliance before they become big But there's a real problem that CPD supervisors actually review very little body-worn camera footage on a routine basis -- only one incident per lieutenant per shift.

The policy doesn't require supervisors to review body-worn camera footage even when investigating complaints against officers or when approving arrests.

And finally, CPD's requirements for audit -- for their own audit division to review body-worn camera footage are really toothless and nontransparent because the audit

division doesn't publicly release its reports, and also, CPD doesn't require implementation of any changes that the audit division might recommend based on its review of body-worn camera footage.

So, again, this is really a missed opportunity to enhance transparency and accountability of officers.

Our second really large category of concerns with how CPD has recently addressed body-worn camera footage is that language in the newly adopted contracts between the City and the Fraternal Order of Police, the union that represents most police officers, is inconsistent.

So there are a number of versions of state statute, of consent decree, of the body-worn camera footage policy that CPD has finalized that appear to be different from provisions that the City negotiated with the FOP. And at the very least, this is likely to create confusion, if not outright disobeying the policy by CPD officers.

We have urged CPD to immediately clarify in its own policies that, in the event of a conflict between policy and the FOP contract, officers are required to obey CPD policies about when they can turn on or turn off their cameras, for example.

So here are some specific examples of some conflicts that we have identified.

Paragraphs 236 and 464 of the consent decree

require that body-worn cameras should be designed to increase officer accountability and that disciplinary issues, things like COPA and BIA, should consider all relevant evidence, including body-worn camera footage, when investigating alleged misconduct. But a provision negotiated between the City and the FOP purports to prohibit disciplinary action based on footage that's taken that's beyond the minimum requirements for when cameras should be activated.

Another example is that state law, the SAFE-T Act, prohibits officers from reviewing body-worn camera footage before completing incident reports in cases of serious uses of force.

For example, when officers shoot people, they are not allowed to review the body-worn camera footage before they create their incident report. But the City negotiated language with the FOP that says officers may review body-worn camera footage before writing an incident report "unless prohibited by law." But the contract doesn't clarify that state law actually does prohibit officers from reviewing their body-worn camera footage before writing the incident report in the situations of serious incidents, uses of force.

There are a number of other inconsistencies. In the interest of time, I won't go through all of them, but we're significantly concerned that these potential inconsistencies are going to confuse officers and will

certainly not help eliminate the post-incident code of silence that CPD has struggled to deal with for decades.

And the coalition urges CPD to adopt their recommended changes to the body-worn camera policy and rewrite its policy in a way that will promote true transparency and accountability.

Now I will turn it over to Ms. Bedi.

MS. BEDI: Thank you.

Thank you, your Honor, for the opportunity to address the Court this afternoon.

As your Honor alluded to and as Mr. Slagel alluded to, CPD is subject to this consent decree because of its historic inability or refusal to right itself.

Its efforts to respond to numerous scandals over the years have resulted in tinkers to the accountability system, and those tinkers have failed to produce real change over and over again.

Jon Burge and his underlings tortured confessions out of Black and Brown people for decades.

We have this consent decree because CPD

Officer Jason Van Dyke murdered teenage Laquan McDonald, and the accountability system entirely failed to hold him accountable until that video was made public.

During the summer of 2020, hundreds of officers were caught on tape brutalizing people who took to the

streets in protest. Only a dozen of those officers were ever disciplined.

CPD engages in brutal home raids that terrorize

children, and there's no formalized process for reviewing

These are all different types of misconduct. They all implicate different substantive policies. But all of these practices were able to persist because of complete and utter failures of the accountability system.

officers' conduct when they invade Chicagoans' homes.

Now, as this Court has heard from the coalition repeatedly, progress on the consent decree overall has been unacceptably slow. Any progress that has been made and the future success of this decree related to accountability is threatened by a number of issues related to the collective bargaining agreement.

Paragraph 711 of the consent decree requires that the City use best efforts to secure modifications to the CBA consistent with the terms of this decree; best efforts to secure modifications to the CBA consistent with the terms of the decree. We are gravely concerned that a number of issues with the current CBA suggest that the City is in violation of this provision.

First and most foundationally, the City ratified and agreed to this contract and agreed to a number of fundamental barriers to accountability and transparency

without ever making the contract available to the community or even to City Council. It wasn't available to City Council until the morning City Council voted to ratify the contract.

This action cemented the barriers to accountability and transparency for years to come and conflicts with the transparency provisions of the consent decree.

Directly undermining COPA's efforts to conduct careful, transparent disciplinary investigations, the new contract gives officers the right to undo discipline in informal, private hearings between FOP-approved friendly arbiters. And per the Office of Inspector General, these arbitrators have undone and reduced discipline in 80 percent of cases.

In negotiating this contract, it is almost as if the City completely disregarded some of the information that the OIG made available to negotiators about what best practices would be for accountability.

And then, contrary to the recommendations of the very DOJ investigation that led to this consent decree, the new contract prohibits post-incident conversations between officers and with supervisors of being recorded. And Ms. Block talked about that some.

And finally, there is the arbitration award.

Recently an arbitrator doubled down on an award that would all but guarantee another decade of police impunity in

1 It would allow officers who are accused of the most 2 serious misconduct the ability to have their fate decided in 3 secret by the same approved arbitrators who have overturned 4 CPD discipline in up to 80 percent of the cases. 5 This process would push the most serious 6 disciplinary cases back into secrecy. It would completely 7 undo any progress that has been done in terms of 8 accountability. Accountability is key to any type of real 9 culture change. 10 It's critical that the City continue to challenge 11 this award in court in order to meet its best efforts 12 obligation. Its failure to do so puts at risk Black and 13 Brown lives. It creates liability for the City under 14 Paragraph 711 of the consent decree and eviscerates the very foundational principles of this decree. 15 16 Thank you again, your Honor. 17 THE COURT: Thank you, Ms. Bedi. I appreciate 18 those comments. 19 All right. Anything further this afternoon? 20 think we have just a few minutes here for any closing 21 remarks. 22 I don't have anything to add to what I have already 23 said. If the monitor would like to make any closing 24 comments, you are welcome to do that.

MS. HICKEY: Thank you, your Honor.

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1	I just wanted to inform the public that we are
2	continuing to work on the comprehensive assessment Part 2
3	with the parties and that we anticipate filing with the Court
4	in the second quarter of 2024. I just wanted to let, you
5	know, the public know that.
6	THE COURT: Great.
7	All right. Well, thank you. And I will be seeing
8	you again all of you again soon.
9	I know we are making progress. It's not
10	satisfactory to everybody, but we are going to continue to do
11	our best.
12	MS. HICKEY: Thank you, your Honor.
13	THE COURT: Thank you.
14	(An adjournment was taken at 2:09 p.m.)
15	* * * *
16	I certify that the foregoing is a correct transcript from the
17	record of proceedings in the above-entitled matter.
18	/s/ Frances Ward
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