



City of Chicago



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CITY OF CHICAGO
Office of Inspector General



Audit and Program Review Section
Draft 2015 Annual Plan

Approved by the Inspector General September 29, 2014

TABLE OF CONTENTS

I. MISSION	3
II. PURPOSE OF ANNUAL PLAN.....	4
A. Subject to Change.....	4
B. Departmental Action.....	4
C. Process.....	4
III. SELECTION OF TOPICS FOR INCLUSION IN ANNUAL PLAN	5
A. Topic Sources.....	5
B. Prioritization Criteria	5
1. Risk Assessment	5
2. OIG Role and Value Added	6
3. Follow-Up on Past APR Reports	6
4. Available Staff Resources	7
IV. 2015 NEW PROJECTS	8
A. City Development and Regulatory.....	8
1. Department of Planning and Development's Enforcement of the Affordable Requirements Ordinance.....	8
2. Environmental Permitting and Law Enforcement.....	8
3. Electrical Inspection Process Management.....	9
4. Chicago Base Wage Ordinance Enforcement	9
B. Community Services.....	9
1. Chicago Building Code Accessibility Requirements	9
2. City of Chicago Mammography Program.....	9
3. Chicago Public Library Performance Measurement	10
4. Food Establishment Inspections.....	10
5. DFSS WorkNet Oversight	10
C. Finance and Administration.....	10
1. City Payroll-Related Operations	10
2. Chicago Lives Healthy Wellness Program Results	11
3. Local Records Act Compliance	11
4. Information Technology System Controls	11
5. GPS-Equipped City Asset Tracking.....	11
6. Administrative Hearing Settlements and Mandatory Minimum Fines.....	12
7. Enforcement of City Travel Policies.....	12
D. Infrastructure	12
1. Multi-Unit Building Recycling Program Oversight.....	12
2. Water Service Terminations.....	12
3. Airport Parking Contract Management	12
E. Public Safety	13
1. 911 Call Processing Times.....	13
2. Emergency Preparedness Inventory	13
3. Fire Department Commissary Management	13
4. Fire Prevention Bureau Inspections	14
5. Fire Department Overtime Use	14
6. Asset Forfeiture Proceeds	14
V. REPORTS PUBLISHED IN 2014	15
A. City Development and Regulatory.....	15
1. Department of Business Affairs and Consumer Protection (BACP) Confiscated Property Audit	15
2. Commission on Animal Care and Control (CACC) Shelter Operations Follow-Up Audit.....	15
B. Community Services.....	15
C. Finance and Administration.....	16
1. Advisory Concerning the City's Real Property Management.....	16

D. Infrastructure16

1. Chicago Department of Transportation 311 Service Request Performance Reporting Audit 16

2. Department of Streets and Sanitation Garbage Ordinance Enforcement Audit 17

E. Public Safety17

1. Chicago Police Department Assault-Related Crime Statistics Classification and Reporting Audit..... 17

VI. FOLLOW-UP REPORTS TO CONDUCT IN 2015.....18

I. MISSION

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

The OIG Audit and Program Review (APR) section supports the OIG mission by conducting independent, objective analysis and evaluation of municipal programs and operations, issuing public reports, and making recommendations to strengthen and improve the delivery of public services.

APR audits of Chicago municipal programs and operations are conducted as performance audits in accordance with generally accepted Government Auditing Standards (GAS or “Yellow Book,” December 2011 revision) established by the United States Government Accountability Office. GAS defines “performance audits” as “audits that provide findings or conclusions based on an evaluation of sufficient, appropriate evidence against criteria” (GAS 2.10). In addition to performance audits, APR may also generate non-audit work such as OIG Advisories, descriptions of programs, or other non-evaluative reports.

APR’s role is separate from but complementary to the OIG Investigations section. While Investigations primarily examines allegations of individual misconduct or wrongdoing, APR focuses on the effectiveness and efficiency of programs and processes—not individuals.

II. PURPOSE OF ANNUAL PLAN

The purpose of the APR Annual Plan is to express priorities for the Fiscal Year and outline a list of potential audit and non-audit work subjects that fit those priorities.

A. Subject to Change

The Annual Plan is a guiding document subject to change and does not prohibit the introduction of new priorities or projects during the course of the year. Higher priority projects may emerge during the year or circumstances may arise that reduce the priority of a planned project. Thus some items on the Plan may not be performed in that year. In addition, a project originally launched as an audit may instead be completed as an OIG Advisory or other non-audit report, or it may be terminated if OIG determines that further work on the topic is not cost effective.

B. Departmental Action

OIG encourages City departments to proactively assess any programs included on the Plan and alert OIG to any corrective action taken in advance of an OIG performance audit. Such action will not deter an OIG audit of the program, but the audit will assess and report on any proactive measures taken.

C. Process

The Annual Plan is drafted in consultation with the Inspector General and senior OIG staff, with final approval by the Inspector General. A draft of the Annual Plan is published for public comment each September. The Annual Plan is reviewed, updated, and published no later than four weeks after the passage of the annual City Budget Appropriation by the City Council for the corresponding year.

III. SELECTION OF TOPICS FOR INCLUSION IN ANNUAL PLAN

A. Topic Sources

OIG gathers potential audit topics from a variety of sources including: complaints received from the public through the OIG hotline, suggestions from governmental leadership, past OIG reports, OIG investigations, OIG staff knowledge, other governments' performance audits, audited financial statements, internal audits and risk assessments, new initiatives, program performance targets and results, public hearings and proceedings, and public source information including media, professional, and academic reports and publications.

We encourage the public to submit suggestions anytime through the OIG website:

<https://ChicagoInspectorGeneral.org/Get-Involved/Help-Improve-City-Government/>

B. Prioritization Criteria

OIG selects projects for the Annual Plan based on a risk assessment of the programs or services involved in potential new project topics, the unique value added by OIG, follow-up required on past APR reports, and available staff resources.

1. Risk Assessment

A risk factor is an observable or measurable indicator of conditions or events that could adversely affect an organization. It can identify inherent risk (such as a large organizational structure) or organizational vulnerability (such as inadequate internal controls).

APR's assessment of potential topics is based on risk factors that reflect the nature of the departments, vendors, and activities that may be evaluated. APR considers a number of risk factors, including:

- Resources used to deliver service
 - Size (in dollars budgeted) of department/program
 - Number of staff working in department/program
- Public interest
 - Critical to City's mission or core service provision
 - Affects public safety
- Number of residents, employees, and/or businesses affected/served
 - Quality/quantity of service provision
 - Customer satisfaction
- Compliance with laws, regulations, or policies
- Amount, type, and volume of financial transactions

- Quality of internal control systems, including:
 - Existence of robust operational policies and procedures
 - Existence and utilization of performance metrics

APR assesses risk based on publicly available information, discussions with departments and leadership, information requested from departments, information obtained from prior OIG work, and additional research. In some cases, OIG may select a project because there is preliminary evidence of specific program vulnerabilities. In other cases, OIG selects a project where there is no evidence of vulnerability, but the public or governmental leadership would benefit from independent evaluation and assurance that the program is working well.

2. *OIG Role and Value Added*

OIG considers whether it can add unique value stemming from its role as the City's independent oversight agency by prioritizing APR projects that,

- analyze performance of governmental operations and programs based on data and information not available to external entities;
- analyze governmental operations and programs where no recent independent analysis exists;
- analyze the breadth of governmental functions and services in the following areas:
 - City Development and Regulatory
 - Community Services
 - Finance and Administration
 - Infrastructure
 - Public Safety;
- develop knowledge of the operation of municipal programs and services; or
- analyze narrow or obscure aspects of municipal operations that receive little attention, in addition to broad scope topics.

3. *Follow-Up on Past APR Reports*

Each completed project is evaluated six months after its publication date to determine if, when, and how follow-up should be conducted. APR considers factors such as the nature of the original findings and recommendations, changes in management or staff structure, and external circumstances affecting the department in determining what follow-up action to take. For example, APR may decide to postpone follow-up for an additional six months, conduct another full-blown audit with complete re-testing, or simply request and receive documentation of corrective actions from management.

Follow-up reports are an essential part of the oversight process because they are the means for determining whether or not a subject department or agency took action to correct problems identified in the original report. For that reason, they are the highest priority when planning the

activities of APR personnel. However, because the determination of how to best follow-up on a previous report is not finalized until at least six months after its completion, the amount of staff resources needed for follow-up is not predetermined.

4. Available Staff Resources

The number, experience, and specific expertise of staff available all affect the selection of project topics and scope. OIG will not conduct work for which it does not have the required competencies available among its personnel. APR will request assistance from other OIG staff when their specialized expertise (e.g., legal or data analysis) is needed and will adhere to all GAS requirements for the use of such internal specialists.

To be maximally useful, performance audits must be timely (see GAS A7.02(g)). All projects should be completed within six months of launch and must be completed within twelve months. Unexpected delays caused by an auditee are noted as findings or limitations in published audit reports. Proper planning requires that the Deputy Inspector General and/or Chief Performance Analysts assign adequate staff or reduce audit scope to ensure timely completion of all projects.

IV. 2015 NEW PROJECTS

As projects are completed and staff become available for new projects, APR reviews the topics on the Annual Plan and conducts additional research prior to launch (launch is the official opening of an audit with a department). The final decision to launch a project requires approval by the Inspector General on a just-in-time basis prior to launch, because circumstances affecting the decision of whether or when to launch a specific project are expected to change throughout the year.

We group the 25 potential project topics listed below into five broad categories, corresponding generally with the functions and departments presented in the City's Annual Appropriation Ordinance, Summary E. We do not rank the topics. The numbers below are provided solely for ease of identification. Each topic listed includes,

POTENTIAL OBJECTIVES: *Potential questions the project will seek to answer. Objectives are refined after more information about the topic is obtained from the department.*

RATIONALE: *Significance of the topic.*

A. City Development and Regulatory

1. *Department of Planning and Development's Enforcement of the Affordable Requirements Ordinance*

POTENTIAL OBJECTIVES:

- Has the City met its goals for creating new affordable housing through the Affordable Requirements Ordinance (ARO)?
- Does the Department of Planning and Development (DPD) ensure that developers subject to ARO are complying with the ordinance?

RATIONALE: Public concern over continued shortages of affordable housing units and the City's management of ARO fees have raised questions about the efficacy of the ARO.

2. *Environmental Permitting and Law Enforcement*

POTENTIAL OBJECTIVES:

- Does the Chicago Department of Public Health (CDPH) effectively enforce environmental ordinances in the Municipal Code, as well as the state and federal environmental laws it is responsible for enforcing?
- How effective and efficient is the City in issuing environmental permits and prosecuting violations as compared to its performance before the dissolution of the Department of Environment (DOE)?

RATIONALE: In 2012, the City disbanded DOE and assigned its environmental code enforcement function to CDPH. This reorganization may have impacted the frequency and vigor with which permits are issued and enforced.

3. *Electrical Inspection Process Management*

- POTENTIAL OBJECTIVES:
- Does the Department of Buildings (DOB) conduct electrical permit inspections and respond to complaints of dangerous wiring effectively and efficiently?
 - Does DOB accurately record electrical inspection information?

RATIONALE: Since July 2006, DOB has identified over 90,000 electrical violations during inspections, yet the City's Data Portal reveals that nearly 84% of those violations are still open. This backlog suggests ineffective management of the inspection process and may result in increased safety risk for citizens.

4. *Chicago Base Wage Ordinance Enforcement*

- POTENTIAL OBJECTIVES:
- Does the Department of Procurement Services (DPS) effectively enforce the Chicago Base Wage as required by the Municipal Code?

RATIONALE: City contractors must pay certain employees a minimum of \$13 per hour.¹ OIG has received complaints about contractors and subcontractors who do not comply with the Chicago Base Wage.

B. **Community Services**

1. *Chicago Building Code Accessibility Requirements*

- POTENTIAL OBJECTIVES:
- Do the Department of Buildings (DOB) and the Mayor's Office for People with Disabilities (MOPD) ensure that new construction comply with the City's accessibility requirements?
 - Does DOB ensure that architects and engineers in the Self-Certification Program comply with the City's accessibility requirements?

RATIONALE: City employees and community leaders have alerted OIG to potential gaps in oversight in the permitting process that may undermine the City's goal of ensuring accessible design and construction for people with disabilities.

2. *City of Chicago Mammography Program*

- POTENTIAL OBJECTIVES:
- Has the Chicago Department of Public Health (CDPH) addressed the quality of service concerns that resulted in a loss of federal funding?
 - Has CDPH's Mammography Program met its projected number of patients served?

RATIONALE: The City's Mammography Program provides a vital service to uninsured women; however, it is unclear whether CDPH has addressed quality of service issues that resulted in the Program's loss of nearly \$300,000 in federal funding in 2013.

¹ City of Chicago, Mayor's Office, "Mayor Emanuel Signs Executive Order Requiring City Contractors to Pay a Minimum Wage of \$13," September 3, 2014, accessed September 3, 2014, http://www.cityofchicago.org/city/en/depts/mayor/press_room/press_releases/2014/sep/mayor-emanuel-signs-executive-order-requiring-city-contractors-t.html.

3. *Chicago Public Library Performance Measurement*

- POTENTIAL OBJECTIVES:
- Does Chicago Public Library (CPL) measure performance in accordance with its most recent strategic plans?
 - Does CPL measure performance in accordance with library best practices?
 - Does CPL use performance measurements to inform improvements to its services?
- RATIONALE: CPL's last two strategic plans commit to measuring system-wide performance in ways that allow CPL to meet the diverse needs of its over 10 million visitors per year.

4. *Food Establishment Inspections*

- POTENTIAL OBJECTIVES:
- Does CDPH conduct inspections in accordance with its regulations?
 - Does CDPH timely re-inspect food establishments found to be in violation?
 - Does CDPH conduct an inspection within the prescribed time following the filing of a complaint?
- RATIONALE: Food inspections mitigate the public health risks associated with foodborne illnesses, therefore it is critical that CDPH have the capacity to effectively inspect the over 16,000 food establishments in Chicago.

5. *DFSS WorkNet Oversight*

- POTENTIAL OBJECTIVES:
- Does DFSS effectively ensure that WorkNet delegate agencies comply with the terms and conditions of its contracts with the City?
- RATIONALE: Effective delegate agency oversight is necessary to ensure quality job training and placement services to WorkNet's targeted populations, including ex-offenders, persons with disabilities, and persons with limited English proficiency.

C. **Finance and Administration**

1. *City Payroll-Related Operations*

- POTENTIAL OBJECTIVES:
- Are time and attendance records accurate, complete, and appropriately approved?
 - Are leave payouts supported by complete and accurate documentation?
 - Are extra payments (e.g., overtime) supported by complete and accurate documentation?
 - Are City payroll-related operations conducted effectively and efficiently?
- RATIONALE: OIG investigations have revealed many instances of payroll-related fraud and abuse by individuals and wide variation in internal controls across departments.

2. *Chicago Lives Healthy Wellness Program Results*

- POTENTIAL OBJECTIVES:
- What health care savings has the Chicago Lives Healthy (CLH) program achieved?
 - Have City employees taken fewer sick days since the program was launched?
 - Do program savings exceed program costs?

RATIONALE: The City's healthcare costs have risen by an average of nearly \$12 million per year over the last decade. CLH was meant to reduce those costs, but may itself cost up to \$24 million over the three-year contract with the wellness program vendor.²

3. *Local Records Act Compliance*

- POTENTIAL OBJECTIVES:
- Do City departments comply with the Illinois Local Records Act?

RATIONALE: Past OIG work has found evidence of inconsistent compliance with retention of official records as required by the Local Records Act, which would represent a significant liability for the City and undermine the values of accountability, transparency, and public trust which the Act exists to promote.

4. *Information Technology System Controls*

- POTENTIAL OBJECTIVES:
- Do departments follow City IT policies for user access to major City information systems?

RATIONALE: General controls over information technology are critical for IT security, especially when users are dispersed across departments. Financial systems present the greatest risk to the City if IT controls are weak.

5. *GPS-Equipped City Asset Tracking*

- POTENTIAL OBJECTIVES:
- Do Departments effectively use GPS to track City assets and personnel?
 - Do Departments that use GPS-enabled mobile assets (e.g., vehicles, phones) comply with the City's mobile asset tracking policies?
 - Does the City pay for GPS services that are not being utilized?

RATIONALE: An OIG investigation found that at least one department spent an estimated \$171,000 over four years on GPS services that were not being used. Current records suggest that additional GPS-enabled devices are underutilized in other departments.

² City of Chicago, "Contract Number 26319," April 14, 2012, accessed September 25, 2014, <https://webapps1.cityofchicago.org/VCSearchWeb/org/cityofchicago/vcsearch/controller/contracts/display.do?contractNumber=26319>.

6. *Administrative Hearing Settlements and Mandatory Minimum Fines*

POTENTIAL OBJECTIVES: • Do Administrative Law Judges (ALJs) accept settlement agreements in accordance with mandatory minimum amounts listed in City Code?

RATIONALE: City Council has raised concerns that ALJs approve settlements that are below the mandatory minimums. As the City searches for ways to meet budgetary needs, it should ensure that it is capturing all sanctioned revenue streams.

7. *Enforcement of City Travel Policies*

POTENTIAL OBJECTIVES: • Does the Office of Budget and Management (OBM) enforce compliance with the City's travel policies?

RATIONALE: OBM administers the City's policy on employee travel and expense reimbursement, and the Mayor's Office recently announced an additional policy governing travel during which campaign-related activities occur. Consistent enforcement of these policies is important for public confidence that taxpayer dollars are not used to reimburse employees for travel unrelated to official City business.

D. **Infrastructure**

1. *Multi-Unit Building Recycling Program Oversight*

POTENTIAL OBJECTIVES: • Does the Department of Streets and Sanitation (DSS) effectively enforce City Code requirements that require high-density and commercial building owners to procure recycling services?

RATIONALE: Nearly 25% of all of Chicago's waste is generated by high-density and commercial buildings, yet only 19% of that waste is recycled. City Code charges DSS with ensuring the availability of recycling in multi-unit buildings.

2. *Water Service Terminations*

POTENTIAL OBJECTIVES: • Does the Department of Water Management (DWM) effectively monitor terminated water services to ensure that service is not illegally restored?
• Are all fees for illegal service restoration accurately assessed and collected?

RATIONALE: OIG has received complaints about illegal water service restoration. If illegal service restorations are not detected and punished it may undermine public trust in water service billing.

3. *Airport Parking Contract Management*

POTENTIAL OBJECTIVES: • Does the Chicago Department of Aviation (CDA) effectively monitor its contracts with the vendor who manages parking facilities at O'Hare and Midway airports?
• Does the City assess and collect the appropriate Service Level Credits if the vendor fails to meet the contractual Service Level Agreement?

RATIONALE: OIG inquiries into CDA's oversight of the O'Hare airport parking contract

suggest that the City does not obtain all the information needed to enforce the vendor's Service Level Agreements. Failure to fully enforce contractual service agreements may result in substandard work by vendors and/or the forfeiture of monetary penalties available to the City.

E. Public Safety

1. 911 Call Processing Times

- POTENTIAL OBJECTIVES:
- Does the City have 911 call processing time goals? If so, are they equal to or better than the National Fire Protection Association standards (NFPA 1221)?
 - Does the City meet its goals for call handling and dispatch times?
- RATIONALE: The administration of the 911 call system is a critical City service. Prevailing industry standards measure performance of this core municipal service on the basis of call handling and dispatch response times.

2. Emergency Preparedness Inventory

- POTENTIAL OBJECTIVES:
- Does the City maintain an accurate inventory of all its emergency preparedness supplies (e.g., generators, drugs, water, respirators, radios, etc.)?
 - Are Emergency Preparedness assets properly maintained (e.g., functional, serviced, inspected, and tracked on an appropriate replacement procurement schedule)?
 - Are appropriate staff trained on the location and use of the items?
 - If the inventory requires compatibility with another item (e.g., a spare or disposable part), is the inventory kept compatible, or can it be easily made compatible?
- RATIONALE: Adequate preparation in the case of an emergency is a critical service for residents and visitors. Proper maintenance of the inventory needed in the case of an emergency is important.

3. Fire Department Commissary Management

- POTENTIAL OBJECTIVES:
- Does the Chicago Fire Department (CFD) appropriately manage the Commissary's free uniform trade-in program?
 - Is CFD's use of non-specialized uniforms cost-effective?
- RATIONALE: OIG has been alerted to the potential for abuse of the Commissary, where CFD staff can trade in or receive new work uniforms for free. Further, CFD uniforms require specialized shirts and cloth dye which may be an imprudent use of taxpayer dollars.

4. *Fire Prevention Bureau Inspections*

- POTENTIAL OBJECTIVES:
- Does CFD's Fire Prevention Bureau conduct all annual inspections as required by the Municipal Code?
 - Does CFD reliably notify building owners of noncompliance and conduct timely follow-up inspection of known violations?
- RATIONALE: The inspection of buildings for adherence to the fire code and timely correction of violations is a critical component of public safety. CFD does not currently publish fire inspection activity on the City's Data Portal.

5. *Fire Department Overtime Use*

- POTENTIAL OBJECTIVES:
- Does CFD effectively allocate staff in order to minimize overtime?
 - Does CFD enforce policies that ensure appropriate and equitable assignment of overtime to staff?
- RATIONALE: In recent years spending on CFD overtime has increased significantly. While some use of overtime is expected, excessive overtime or inequitable distribution of overtime may indicate that personnel assignments have not been optimized.

6. *Asset Forfeiture Proceeds*

- POTENTIAL OBJECTIVES:
- Does CPD receive its full share of asset forfeiture proceeds from federal, state, and local cases?
 - Does CPD have adequate controls and recordkeeping to account for proceeds owed by other jurisdictions, proceeds received from other jurisdictions, and CPD's use of proceeds?
- RATIONALE: The 2014 Budget Appropriation included over \$5 million in asset forfeiture proceeds from federal and state sources. Audits in other jurisdictions have found that local law enforcement agencies with weak recordkeeping and controls may not be receiving their full share of potential proceeds, and may not be expending the proceeds in compliance with all relevant regulations.

V. REPORTS PUBLISHED IN 2014

The following six reports were published in 2014 (*as of September 26, 2014*). All reports are available at ChicagoInspectorGeneral.org.

A. City Development and Regulatory

1. *Department of Business Affairs and Consumer Protection (BACP) Confiscated Property Audit*

PUBLICATION

DATE: June 23, 2014

SUMMARY: OIG evaluated BACP's management of property confiscated during business inspections, such as unstamped cigarettes and drug paraphernalia. We found that BACP effectively safeguarded property confiscated from businesses violating the municipal code and that it accurately managed its physical inventory and the data contained in its inventory database. BACP's policies and procedures were well documented and effectively communicated to BACP staff.

2. *Commission on Animal Care and Control (CACC) Shelter Operations Follow-Up Audit*

PUBLICATION

DATE: September 4, 2014

SUMMARY: OIG followed up on its May 2013 audit of CACC's shelter operations to determine if corrective actions had been taken to address shelter understaffing, timing of veterinary examinations, and accurate tracking of animals in the case management system. The follow-up audit found that CACC had fully implemented the necessary corrective actions and remediated the issues identified in the original audit report.

B. Community Services

None

C. Finance and Administration

1. *Advisory Concerning the City's Real Property Management*

PUBLICATION

DATE: April 23, 2014

SUMMARY: In an advisory addressed to the Mayor's Office, OIG noted that although the City actively tracks and markets unused property and may also engage in narrow re-use or consolidation projects, it does not periodically evaluate its full property portfolio to ensure that all City buildings and land are put to their best use. OIG presented an example of property used for free employee parking that might be a candidate for re-use or sale in a long-term management plan. It also provided information on best practice frameworks for real property asset management, as well as information about a related proposal considered by the Chicago Infrastructure Trust.

In response, the Department of Fleet and Facility Management stated that it evaluates the City's leased and owned facilities for optimal space utilization. The response did not address the example provided in the advisory, the real property assessment frameworks, or the need for real property assessment identified by the Chicago Infrastructure Trust.

D. Infrastructure

1. *Chicago Department of Transportation 311 Service Request Performance Reporting Audit*

PUBLICATION

DATE: January 4, 2014

SUMMARY: OIG evaluated CDOT's performance in addressing service requests for five major repairs between 2010 and 2012: potholes, streetlights, traffic lights, pavement cave-ins, and stop signs. CDOT regularly met its performance goals for three services, but failed to meet its goals for pothole and streetlight repair in any of the three years examined. OIG also found that CDOT's performance data was inaccurate on the City's Service Delivery Metrics website. Fifty-three percent of actual service requests were not reported, making CDOT's 2012 performance metrics for pothole and street light repairs appear better than they truly were.

CODT took immediate action to address the errors and noted in its response that it recently launched an independent performance tracking tool on its web site.

2. *Department of Streets and Sanitation Garbage Ordinance Enforcement Audit*

PUBLICATION

DATE: June 23, 2014

SUMMARY: OIG evaluated DSS's enforcement of the municipal ordinance provisions for garbage service to multi-unit residences covered by the ordinance's "grandfather" clause, and service to not-for-profit organizations. We found that DSS's enforcement was neither effective nor efficient because the grandfather list was inaccurate and the process to update it was unduly time and resource intensive. We also concluded that the Department's provision of garbage service to some not-for-profit organizations constituted the provision of free services at taxpayer expense that is not authorized by the municipal code.

DSS agreed with OIG's recommendation regarding service to multi-unit buildings and stated that it was working on a more efficient process involving self-certification. It provided its own interpretation of not-for-profit service authorization under the municipal code.

E. Public Safety

1. *Chicago Police Department Assault-Related Crime Statistics Classification and Reporting Audit*

PUBLICATION

DATE: April 7, 2014

SUMMARY: OIG audited CPD's classification and summary reporting on assault-related crimes that occurred in 2012. We found that CPD incorrectly classified 3.1% of 2012 assault-related events contained in incident reports. However, CPD's CompStat reports and the City's Data Portal accurately reflected the assault-related incidents in CPD's data warehouse. OIG also identified significant errors in CPD's reports to the Illinois Uniform Crime Reporting (I-UCR) program, which feeds into FBI's Uniform Crime Reporting (UCR) system. Contrary to I-UCR reporting requirements, CPD failed to count each victim in multiple victim crimes as a separate offense. This resulted in a 24% undercount in victim offenses in the reporting sample OIG examined. In addition, CPD erroneously excluded certain crimes committed against protected persons, thereby underreporting all aggravated assaults and batteries to the I-UCR program by 5.7% and 3.2% respectively.

CPD agreed with OIG's findings and stated that it was reviewing all aggravated assaults and batteries from 2012 and 2013 to ensure the accuracy of its reports to I-UCR. CPD will also provide clearer guidance on multi-victim crime reporting in its Field Reporting Manual and, if needed, will add categories to its classification rules in order to better address I-UCR reporting needs for incidents involving protected persons.

VI. FOLLOW-UP REPORTS TO CONDUCT IN 2015

The following reports will be evaluated for follow-up in 2015. Reports are first considered for follow-up six months after publication. Follow-up may be postponed until 12 months after report publication depending on the nature and scope of corrective actions required. Summaries of the original reports are in the previous section of this Plan.

1. Chicago Police Department Assault-Related Crime Statistics Classification and Reporting Audit (published April 4, 2014)
2. Department of Streets and Sanitation Garbage Ordinance Enforcement Audit (published June 23, 2014)