



COMPLAINT INITIATION AND LOG NUMBER INVESTIGATION ASSIGNMENT



ISSUE DATE:	13 December 2021	EFFECTIVE DATE:	
RESCINDS:	04 May 2018 Version		
INDEX CATEGORY:	08 - Professionalism		
CALEA:	Law Enforcement Standards Chapters 12 and 26		

I. PURPOSE

This directive:

- A. defines the responsibilities of Department members to promptly report complaints when they come to their attention.
- B. outlines the opportunities and methods to submit complaints against Department members.
- C. sets forth procedures for initiating Log Number investigations upon receiving complaints.
- D. introduces the Initiation Report (CPD-44.XXX).
- E. provides definitions of terms related to the Department's complaint and disciplinary system, including complaint initiation and Log Number investigation assignments.

II. DEFINITIONS

For the purposes of complaint initiation and Log Number investigation assignment, the following definitions apply:

- A. **Case Management System (CMS):** the application for processing Log Number investigations initiated on or after 11 February 2019. The CMS maintains investigation data regarding the number, classification, and status of all Log Number investigations initiated on or after 11 February 2019, from the intake process through the final disposition.
- B. **Civilian Office of Police Accountability (COPA):** an agency within the City of Chicago responsible for administrative investigations of certain complaints against Department members as well other as incidents in where no complaint is made. Chapter 2-78 of the Municipal of Code of Chicago establishes COPA
- C. **Complaint:** one or more allegations of misconduct reported to the Department, COPA, or the Office of the Inspector General (OIG).
- D. **Confidential:** a designation (not classification type) given to Log Numbers of a sensitive or highly confidential nature (e.g., allegations of sexual misconduct, drug-related crimes, association with known felons, residency violations, medical roll violations, misallocation of Department resources). Such investigations may require investigative techniques such as surveillance or wire taps and may involve outside local, state, or federal agencies.
- E. **Less Serious Transgression:** An act or omission which warrants prompt and appropriate action but does not require a Log Number as outlined in the Department directive titled "[Summary Punishment](#)."

- F. **Log Number:** a unique tracking number assigned to any incident brought to the attention of the Department or COPA by a reporting party involving a Department member that may be investigated and that will be linked with all phases of the investigation and disciplinary process through the final disposition. A Log Number is classified by type to identify the incident notification or investigation's administrative process. The Log Number classification type may change based on the progress of the administrative notification and investigation of the incident; however, the Log Number itself will always remain the same, including during the grievance process, arbitration, any Police Board proceeding, or appeals therefrom thereby permitting reporting parties/subjects (or their representatives) the opportunity to track their complaints. The Department will ensure that information related to any grievance process, arbitration, Police Board proceeding, or appeals therefrom (e.g., grievance numbers and docket numbers) are entered into CMS. The Log Number classification types are:
1. **INFORMATION/COMPLAINT**—the classification given to a Log Number when it is initiated to document a complaint (allegation of misconduct).
 2. **COMPLAINT REGISTER (CR)**—the classification given to a Log Number by a BIA investigator or accountability sergeant after he or she completes the preliminary investigation and obtains a sworn affidavit or sworn affidavit override, or determines that a sworn affidavit is not required to conduct a full investigation.
 3. **NOTIFICATION**—the classification given to a Log Number that is initiated for administrative tracking purposes because the incident requires an immediate notification to COPA even where there is no accompanying allegation of misconduct. This notification to COPA is required for the following incidents:
 - a. when a sworn Department member discharges a firearm (on or off duty) and another person is injured or killed by one or more bullets fired by that member, or when a sworn Department member has suffered a self-inflicted gunshot wound.
 - b. when a sworn Department member discharges a firearm (on or off duty) at a person and the person is not injured or killed.
 - c. unintentional firearm discharge incidents and firearm discharge incidents solely for the destruction or deterrence of an animal.
 - d. Taser discharges.
 - e. Oleoresin Capsicum (OC) and other chemical agent discharges.
 - f. the use of chemical/smoke dispensing or distraction devices.
 - g. an incident involving a motor vehicle accident with fatalities including any death resulting from a motor vehicle accident involving a Department member engaging in law enforcement activity off duty.
 - h. any other miscellaneous and extraordinary incidents including death in custody, suicide in custody, or an attempted suicide in custody.
- G. **Log Number Investigation:** The process during which evidence is collected, assessed, and analyzed about an incident subsequent to the assignment of a Log Number.
- H. **Misconduct:** Any violation of law or any Department rule, regulation, directive, or order.
- I. **Objective Verifiable Evidence:** information based on facts that can be proven to be true by means of search such as analysis, measurement, and observation. Examples of objective verifiable evidence include, but are not limited to, Department calendars and schedules, swiping reports, body-worn camera video, in-car camera video systems, Police Computer Aided Dispatch (PCAD) messages, and Global Positioning System (GPS) data.

- J. **Preliminary Investigation:** the initial investigatory steps conducted by the BIA Intake and Analytical Section and continued by the assigned BIA investigator or accountability sergeant after a complaint is received. Preliminary investigations will take all reasonable steps to discover any and all objective verifiable evidence relevant to the complaint or administrative notification through the identification, retention, review, and analysis of all available evidence, including, but not limited to, all time-sensitive evidence, audio and video evidence, physical evidence, arrest reports, photographic evidence, GPS records, computer data, and witness interviews. All reasonable steps will be taken to preserve relevant evidence identified during the preliminary investigation.
- K. **Reporting Party/Subject:** the complainant that brings an incident involving a Department member that may be investigated to the attention of the Department or COPA. The reporting party/subject can be a member of the public or a sworn or civilian Department member.
- L. **Reporting Party/Third Party:** a Department supervisor initiating a Log Number after receiving a complaint presented by a reporting party/subject.
- M. **Summary Punishment:** an alternative disciplinary procedure for conduct defined as a less serious transgression which is observed by or comes to the attention of a Department supervisor or COPA as outlined in the Department directive titled "[Summary Punishment](#)."
- N. **To-From-Subject Report:** A written report used for intra-Departmental correspondence submitted for situations where there is not already a prepared form when a situation requires a written response, for use as an informational report, or when documentation is required. The To-From-Subject Report format is used to maintain consistent, efficient, and professional intra- Department communications.
- O. **Quick View Report:** A display page in CMS that provides a summary of the of information pertaining to the Log Number including an incident description, incident narrative, involved Department members, involved non-Department individuals, and the location of occurrence.

III. POLICY

- A. The Department will courteously receive and accept all complaints regardless of how or from whom the complaint was received, such as complaints received verbally, in writing, in person, by telephone, or online, by a Department member, member of the public, anonymous complainant, or third-party representative. The Department will ensure all non-confidential complaints are documented and submitted to the Civilian Office of Police Accountability (COPA) within 24 hours of receiving the complaint.
 - 1. The Department will accept the complaints even if the reporting party/subject:
 - a. cannot identify the Department member, including identifying the member's name, star number, beat number, or any other employee-identifying information; or
 - b. does not accurately characterize the alleged misconduct.
 - 2. If the complaint includes that a Department member refused to accept a complaint, discouraged the reporting of the complaint, or provided false or misleading information about reporting a complaint, the documentation of the complaint will include these allegations in addition to the original allegations.
 - 3. COPA will assign a Log Number for all complaints and other required notifications.
- B. Consistent with the Department's commitment to the policies outlined in the Department directive titled "Prohibition Regarding Racial Profiling and Other Biased Based Policing," the Department will allow members of the public to submit complaints, regardless of whether the individual is a member or perceived member of an identifiable group, based upon, but not limited to race, ethnicity, color, gender, gender identity, age, religion, disability status, national origin, ancestry, sexual orientation, marital status, parental status, immigration status, homeless status, lawful source of income, credit history, criminal history, or incarceration status.

- C. The Department provides members of the public numerous opportunities and methods, including anonymously and through third-party representatives, to submit complaints and report allegations of misconduct against Department members, including:
1. in person at Department district stations or Public Safety Headquarters or by requesting a Department supervisor in the field.
 2. via telephone by calling the City of Chicago non-emergency service phone number at 3-1-1 (from within the City of Chicago) or (312) 744-5000 (from outside the City of Chicago), 24-hours a day, 7 days a week. Callers will be given the option to leave a voicemail for COPA or speak to a Department supervisor.
 3. via the Department's website (<https://home.chicagopolice.org>), which contains a link to COPA's online complaint form that can be accessed by selecting "submit a complaint."
 4. contacting COPA in person, by telephone, via its website, or by U.S. Mail.

NOTE: Civilian Office of Police Accountability (COPA)
1615 W. Chicago Ave, 4th Floor
Chicago, Illinois 60622
(312) 746-3609
(312) 745-3598 TTY
<http://www.chicagocopa.org/>

- D. Information on submitting a complaint is also available through the above-listed methods. This information will be clearly displayed on the Department's website (<https://home.chicagopolice.org>), and via printed material developed and provided by the Department about submitting complaints and the disciplinary process.
- E. Department members receiving complaints from individuals with limited English proficiency will follow the procedures consistent with the Department directive titled "[Limited English Proficiency](#)."

IV. PROCEDURES FOR ACCEPTING, DOCUMENTING, AND SUBMITTING COMPLAINTS

- A. All Department members will perform the duties and assume the obligations of their rank or position to ensure that all complaints against Department members, including any allegation of a sworn Department member committing domestic violence, are accepted, documented, and submitted to COPA to initiate the intake process as outlined in Item V-A of this directive.

NOTE: This includes misconduct observed or complaints submitted via social media.

B. Nonsupervisory Department Members

1. When a nonsupervisory Department member observes a Department member engaged in misconduct, knows of an allegation of misconduct, receives an allegation of misconduct, or becomes aware that a member of the public wants to submit a complaint, the member will:

- a. immediately notify a supervisory Department member and request a supervisor respond to the scene.
- b. promptly provide the reporting party/subject with the contact information for COPA.

(1) Civilian Office of Police Accountability (COPA)
1615 W. Chicago Ave, 4th Floor
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NOTE: The on-coming watch operations lieutenant will assign an available field supervisor from their watch to immediately respond to the scene.

- (4) ensure the delay in response is documented on the Watch Incident Log.
 - c. The re-assigned supervisor will notify OEMC of the re-assignment and will immediately respond to the scene.
 - d. Watch operations lieutenants will monitor the Police Computer Aided Dispatch (PCAD) and dispatched radio assignments to identify any delays in supervisory responses and ensure the notified supervisors respond at the earliest opportunity they are available.
2. When a supervisory Department member or command personnel observe a Department member engaged in misconduct or becomes aware that a member of the public or a Department member wants to submit a complaint, the supervisor will:
- a. take immediate action to stop any misconduct and perform all duties consistent with any applicable Department directive;
 - b. document the complaint as a reporting party/third party even if the reporting party/subject does not accurately characterize the alleged misconduct. Documenting the complaint will include:
 - (1) information about the accused Department members;
 - (2) information about the reporting party/subject;
 - (3) information about a victim of misconduct, if applicable;
 - (4) information about any witnesses, if applicable;
 - (5) an articulation of the alleged misconduct;
 - (6) a narrative including all applicable details;
 - (7) the presence and (if, applicable) inventory number of any:
 - (a) physical evidence;
 - (b) video/recording evidence; or
 - (c) social media evidence.
 - (8) the presence of any evidence recorded on a Department recording device; and
 - (9) any applicable reports.
 - c. without looking to higher authority for such action, promptly report the complaint to COPA. The reporting party/third party will:
 - (1) notify COPA by telephone within one hour after the information is received for the purpose of obtaining a Log Number. If the notification occurs during non-business hours (e.g., on weekdays between 1900– 0900 hours, holidays, and weekends), the supervisor will contact the Crime Prevention Information Center (CPIC).

NOTE: This does not apply to less serious transgressions (acts or omissions which warrant prompt and appropriate action but does not require a Log Number) for which summary punishment may be administered consistent with the Department directive titled "[Summary Punishment.](#)"

- (2) record all the information available at the time the allegation was received in a written Initiation Report (CPD-44.XXX) and forward the original report to COPA with an emailed copy provided to BIA (at biaintake@chicagopolice.org), COPA (at copa-intake@chicagocopa.org), and the reporting party/third party's commanding officer without unnecessary delay, but prior to the end of the reporting party/third party's tour of duty and within 24 hours. A transmittal letter or cover sheet is not required when such reports or documents are forwarded.
 - (a) Accountability sergeants and supervisors assigned to BIA will not use the paper Initiation Report (CPD-44.XXX) and will record the information directly into the Case Management System (CMS) according to BIA operational procedures. In this instance, a Quick View Report from the CMS will be created by the reporting party/third party and will be forwarded to BIA, COPA, and the reporting party/third party's commanding officer as outlined above.
 - (b) Accountability sergeants and supervisors assigned to BIA will advise the reporting party/subject of the Log Number generated by CMS.
3. When a supervisor receives any information from a Department member concerning misconduct or any misconduct-related information, the supervisor will ensure a complaint is initiated consistent with Item IV-C-2 of this directive.
4. If the complaint includes information that a Department member refused to accept a complaint, discouraged the reporting of the complaint, or provided false or misleading information about reporting a complaint, the supervisor will ensure the documentation of the complaint includes these additional allegations in addition to the original allegations.
5. If the supervisor allegedly authorized, allegedly engaged in conduct that led to, allegedly witnessed, or allegedly participated in the incident complained of, the supervisor will contact his or her immediate supervisor, who will assign another supervisor to immediately accept and document the complaint and submit the complaint to COPA consistent with the procedures outlined in Item IV-C-2 of this directive.
6. If the complaint or allegation of misconduct includes that a Department member retaliated against a Department member or member of the public, the supervisor will follow the procedures outlined in the Department directive titled "[Prohibition of Retaliation,](#)" including taking any appropriate action to stop any continuing acts of retaliation, in addition to following the procedures outlined in this directive.
- D. When incidents regarding allegations of misconduct are taken at the OEMC, the individual receiving the allegation will forward the phone call to COPA.
- E. Absent an accompanying allegation of misconduct, the following circumstances will not be accepted as complaints:
 1. Disputes between a Department member and a member of the public as to whether an Administrative Notice of Ordinance Violation (ANOV) Citation, Civil Law Citation, Ordinance Complaint, Personal Service Citation, or Violation Notice should have been issued.

2. Disputes concerning the provisions of a collective bargaining agreement. The grievance process will adjudicate these disputes.

EXCEPTION: However, if there is an accompanying allegation of misconduct, the responding supervisor will accept, document, and submit the complaint consistent with Item IV-C-2 of this directive. If there is no allegation of misconduct, the responding supervisor will provide the member of the public COPA's contact information consistent with Item IV-B-1-b of this directive.

F. If any supervisor determines that a complaint may warrant a confidential Log Number, the supervisor will record all information available at the time the allegation is received or the supervisor otherwise becomes aware of the possible misconduct. The information will be contained in a To-From-Subject Report directed to the Chief of the Bureau of Internal Affairs, with the subject line "Request for Confidential Investigation." The supervisor will:

1. **NOT** obtain a Log Number.
2. **NOT** use fax or email to transmit any report.
3. notify a BIA supervisor and hand-carry the report to the Administrative Section, BIA.

NOTE: The Chief of BIA, or designee, will determine if the complaint is of a sensitive or highly confidential nature to warrant a confidential Log Number investigation.

V. INTAKE AND ASSIGNMENT OF INVESTIGATIONS

A. Civilian Office of Police Accountability (COPA)

COPA investigates allegations of excessive force and other matters as directed by the Municipal Code of Chicago, Title 2, Chapter 2-78 and outlined in Item V-A-6-a of this directive. Pursuant to this authority and COPA's internal procedures, upon receipt of a complaint or an allegation of misconduct against a Department member, the appropriate member of COPA:

1. records the incident.
2. enters the required information into the Case Management System (CMS), recording the pertinent available information and circumstances of the allegation.
3. generates a Log Number for the incident and advises the reporting party of receipt of the complaint and the assigned Log Number within five business days of receipt.
4. notifies the Chief Administrator and other members of COPA, as appropriate.
5. reviews the nature of the allegation(s) of misconduct and appropriately classifies the complaint.
6. makes a determination to either retain the Log Number investigation or assign the Log Number investigation to BIA. Pursuant to MCC 2-78-120, COPA will retain Log Number investigations of the following:
 - a. complaints against Department members:
 - (1) domestic violence, defined as physical abuse (other than sexual abuse), harassment, stalking, intimidation, or violations of orders of protection (or similar court orders) involving a sworn member's family or household member.
 - (2) excessive force, defined as a Department member's application of force which, either because of the type of force employed or the extent to which such force is employed, exceeds the force that reasonably appears to be necessary under all the circumstances surrounding the incident, including whether any use of force was appropriate.

- (3) coercion, defined as the use of improper or unlawful force or threats, express or implied, in order to compel a person to act against his or her will, including compelling a person to make statements.
 - (4) verbal abuse, defined as the use of oral or written remarks that are overtly insulting, mocking, or belittling, directed at a person based upon the actual or perceived race, immigration status, color, gender, age, religion, ancestry, national origin, sexual orientation, disability, marital status, parental status, military discharge status, source of income, or gender identity or expression of that person. "Verbal abuse" will also include any unwelcome sexual advances or requests for sexual favors.
 - (5) improper search or seizure of either individuals or property.
 - (6) unlawful denial of access to counsel.
 - b. incidents involving Department members, including those in which no allegation of misconduct is made:
 - (1) the discharge of a firearm in a manner that potentially could strike another individual.
 - (2) the discharge of a Taser or other weapon in a manner that results in death or serious bodily injury.
 - (3) the death or serious bodily injury of a person while detained or in Department custody, or as the result of police actions.
 - (4) officer-involved deaths, as outlined in the Police and Community Relations Improvement Act (50 ILCS 727/1-5).
 7. for Log Number investigations assigned to BIA:
 - a. notify BIA whenever specific allegations of misconduct are not investigated by COPA. COPA will immediately notify BIA for those incidents as agreed upon by COPA and BIA.
 - b. forward the appropriate automated Log Number investigations and attachments to BIA.
 8. investigate any allegations of misconduct in a fair and impartial manner pursuant to its authority and internal procedures.
- B. Bureau of Internal Affairs (BIA)
1. BIA or its designees investigate all complaints against Department members not conducted by COPA or the Office of the Inspector General upon the receipt of a Log Number investigation.
 2. BIA has the authority to assist and support accountability sergeants with or without request, particularly if the seriousness of the alleged violation appears to warrant involvement of BIA in the Log Number investigation.
 3. Upon receipt of a Log Number investigation from COPA, the BIA Intake and Analytical Section will begin the preliminary investigation, including but not limited to the following:
 - a. if additional information is needed, make initial contact with the reporting party via telephone, webmail, or sending a Request for Additional Information letter.

- b. in the circumstance that a Log Number is administratively closed (e.g., it is duplicative, the accused is not a Department member) send an Administrative Closure Letter to the reporting party with an explanation as to the decision to administratively close a Log Number investigation and any applicable remedy (e.g., challenge a citation through the courts or Administrative Hearings).
 - c. send an Initial Assignment Letter to the reporting party confirming the assignment of the Log Number investigation to a BIA investigator or accountability sergeant within five business days of receipt of that assignment.
 - d. assign the investigation to an investigator in BIA's Investigations Division or an accountability sergeant to efficiently investigate the incident in a fair and impartial manner consistent with the Department directive titled "[Complaint and Disciplinary Investigators and Investigations](#)."
4. BIA investigators and assigned accountability sergeants will investigate all complaints in a fair and impartial manner consistent with BIA internal procedures.
- C. The reporting party/subject may track the status of his or her complaint, from the intake process through final disposition, via the assigned Log Number:
1. by contacting BIA via telephone or in person at:
Bureau of Internal Affairs – Chicago Police Department
3510 S. Michigan Ave.
Chicago, IL 60653
(312) 745-6310
(312) 745-6877 TTY.
 2. by contacting COPA via telephone or in person at:
Civilian Office of Police Accountability (COPA)
1615 W. Chicago Ave, 4th Floor
Chicago, Illinois 60622
(312) 745-3598 TTY.
 3. online via the BIA Accountability Dashboard located at:
<https://home.chicagopolice.org/statistics-data/data-dashboards/accountability-dashboard/>
 4. online via the COPA Cases Summary website located at:
<https://data.cityofchicago.org/Public-Safety/COPA-Cases-Summary/mft5-nfa8>

David O. Brown
Superintendent of Police

19-47 JAB/MWK/JJR