



# ORANGE POLICE DEPARTMENT

## GENERAL ORDER

3-02

TITLE: CIVILIAN COMPLAINTS	NUMBER 3-02	
EFFECTIVE: 03/16/2026	ISSUED: CHIEF ROBERT GAGNE	REVIEW: ANNUAL
RESCINDS: 3-02 (11/08/2024)(05/01/2023)(10/01/2021) (10/01/2019) (07/08/2015)		
Accreditation 1.5.1c, 1.5.9, 1.5.9a, 1.5.9b, 1.5.9c, 1.5.9d, 1.5.9e, 2.6.12, 2.6.13, 2.8.3, 3.3.24a, 3.3.24b, 3.3.26a, 3.3.26b, 3.3.26c, 3.3.26d, 3.3.26e		

### I. PURPOSE

The purpose of this policy is to provide a uniform policy to accept, process, investigate, take appropriate action upon and resolve complaints from a member of the public relating to alleged misconduct or malfeasance committed by Orange Police Department personnel. Complaints may allege abuse of authority, corruption, criminality, poor or slow service, biased policing, or other misconduct or malfeasance on the part of Orange Police Department personnel.  
**(Accreditation 1.5.1c)**

### II. POLICY

It is the policy of the Orange Police Department that it shall respond to allegations of misconduct or malfeasance against its employees consistent with this policy and fairly and impartially investigate all complaints or allegations of such conduct to determine their validity. The Department shall impose any disciplinary or non-disciplinary corrective actions that may be warranted in a timely manner.

There shall be no retaliation in any form by any member of this Department directed at an individual who makes a complaint.

During the complaint intake process, no questions shall be asked of a complainant regarding their immigration status.

Officers who withhold information, fail to cooperate with Department investigations, or who fail to report alleged misconduct or malfeasance of employees to a supervisor shall be subject to disciplinary action.

### III. DEFINITIONS

**Complaint:** An allegation of employee misconduct or malfeasance.

**Complainant:** Any person who files a complaint regarding misconduct or malfeasance on the part of a Department employee.

**Complaint Control Number**: A unique numerical or alphanumeric code used to identify and track citizen complaint investigations.

**Discipline**: Adverse action taken by the Department against any employee as the result of a sustained internal affairs investigation including, but not limited to, a verbal reprimand, written reprimand, suspension, demotion or dismissal.

**Employee**: Any person employed by the Department, whether sworn or non-sworn.

**Internal Affairs Designee**: The designated supervisor with primary responsibility to conduct investigations of administrative or citizen complaints of misconduct or malfeasance; or any supervisor assigned to investigate a citizen complaint.

**Malfeasance**: Illegal or dishonest activity, especially by a public official.

**Misconduct**: Any act or omission by an employee that is illegal, or which violates established policy.

## IV. PROCEDURE

### A. INTERNAL AFFAIRS RESPONSIBILITY (**Accreditation 1.5.9**)

1. The Office of the Chief of Police has primary oversight and authority over investigation of complaints made against employees. Upon receipt of a complaint, the Chief of Police will assure that the complaint is assigned to the appropriate designated supervisor for investigation through the appropriate chain of command. (**Accreditation 1.5.9a,b**)
2. The designated supervisor shall be responsible for:
  - a. Conducting a thorough, fair and impartial investigation of every complaint received regardless of the method of receipt.
  - b. Investigating and determining the nature, facts and circumstances of every complaint.
  - c. Reporting up the chain of command, up to and including the Chief of Police, the results of the investigation, any recommendations, and the resolution of that investigation. (**Accreditation 1.5.9b**)
  - d. Identifying and recommending appropriate investigation and prosecution criminal misconduct discovered on the part of any individual during an internal affairs investigation.
  - e. Preparing suggested revisions of Department policies and procedures, in accordance with General Order 2-02 Written Directive System, where existing deficiencies have been identified as a contributing factor to misconduct.

### B. ACCEPTANCE, FILING, AND INTAKE OF COMPLAINTS

All persons are encouraged to bring forward legitimate complaints regarding possible misconduct or malfeasance of employees of this Department. All sworn and civilian employees shall be required to accept a complaint alleging misconduct or malfeasance by Department personnel. All employees must courteously inform an individual of his/her right

to make a complaint if the individual objects to an employee's conduct. Employees have a duty to assist any person who wishes to file a citizen's complaint by documenting the information and allegations they provide, advising the individual how to proceed, and by promptly putting the complainant in contact with a supervisor who can assist them with filing their complaint. No employee shall refuse to assist any person who wishes to file a citizen complaint or discourage, interfere with, hinder, delay, or obstruct a person from making a citizen complaint. **(Accreditation 1.5.9a)**

## 1. Acceptance of Complaints

- a. The use of a uniform *Civilian Complaint Form* to record complaints shall be implemented using the standardized form adopted by the Police Officer Standards and Training Council (P.O.S.T.C.) for such documentation. Each complaint shall be assigned a Complaint Control Number (CCN) to track complaints, and a copy of this form shall be filed in a separate Complaint File.
- b. Complaints may be accepted in writing, verbally, in person, by mail, telephone (TDD), facsimile, electronically, or by any other means. Anonymous and third-party complaints will be accepted. **(Accreditation 1.5.9c)**
- c. All employees will assist those who express a desire to lodge complaints against any member of the agency. This includes:
  - i. Calling a supervisor to the scene to conduct a preliminary inquiry and document the complaint.
  - ii. Explaining the Department's complaint procedures.
  - iii. Providing complaint form(s) and/ or complaint filing information and/ or giving instructions as to where the complaint forms may be obtained.
  - iv. Ensuring that complainants who are unable to read, write or understand the English language with sufficient proficiency to fill out the complaint form, or to be interviewed regarding their knowledge of the incident complained of, receive adequate language assistance to permit them to file their complaint and assist, as needed, in the investigation thereof. The name and identifying information of any person providing such language assistance to a complainant shall be recorded on the complaint form or in the body of the report.
- d. All personnel who are approached by a person seeking to make a complaint will, when possible, call a supervisor, obtain a brief description of the allegation, record contact information from the complainant, if provided, and obtain a Complaint Control Number (CCN) which should be provided to the complainant.
- e. If a supervisor is not readily available, the officer will inform the complainant that they will be contacted by a supervisor, or the person assigned to conduct internal affairs investigations, by the next business day.
- f. Sworn and civilian employees who receive a complaint about their own conduct shall immediately refer the complaint to a supervisor.
- g. All complaints shall be documented to include the date, time, location, and nature of the complaint, complainant's information (name, address, date of birth, telephone number, or other contact information), date and time the complaint was received, and the name, rank and/ or title of the person receiving the complaint.

- h. The withdrawal of a complaint does not prohibit the agency from completing an investigation.
- i. If complaints are received by mail, all correspondence received containing allegations shall be forwarded to the Chief of Police, or his designee, where they will be officially received. These complaints shall be assigned a Complaint Control Number. A letter of acknowledgment must be prepared advising the complainant that the matter is being investigated and that they will be contacted by the investigator assigned.
- j. Walk-in complaints shall be referred to a supervisor who shall then receive and document the complaint. The supervisor shall then forward the complaint to the Assistant Chief of Police who will assign the internal affairs designee. The complaint will be assigned a Complaint Control Number.
- k. Telephone complaints shall be referred to a supervisor or the internal affairs designee. The party who receives the complaint shall obtain the details of the complaint as soon as practicable, dispatch a supervisor to the complainant's location, and proceed as described in the foregoing paragraph.
- l. Complaints from the field in which any member of the agency is approached by a complainant expressing allegations of misconduct or malfeasance shall immediately be reported to a supervisor. The complainant shall be requested to await the arrival of the supervisor. If a supervisor is unavailable, or the complainant is unable to await the arrival of a supervisor, the complainant should be informed that he/ she may respond to Orange Police Headquarters to make his/ her complaint.
- m. The Chief of Police or designee will maintain a record of all complaints made against the Department or any Department employee and maintain any complaint made in a secure area separate from Department personnel records or the Department records management system. (**Accreditation 2.8.3**)

## 2. Validity and Timeliness of Complaints (**Accreditation 3.3.24a**)

- a. Complaints by persons under the influence of alcohol or drugs: When a person who is noticeably intoxicated or impaired wishes to make a complaint, he/ she shall be encouraged to wait until the earliest opportunity after he/ she has regained sobriety to do so. When the supervisor determines the circumstances require immediate action, preliminary details of a complaint should be taken by a supervisor, when available, regardless of the person's sobriety. In that event, the internal affairs designee should re-interview the person after he/ she has regained sobriety.
- b. Delayed or untimely complaints: Complaints of misconduct or malfeasance shall be accepted regardless of when the alleged misconduct or malfeasance is alleged to have occurred. However, the timing of a complaint is one of the circumstances that the Department may consider in determining whether misconduct or malfeasance can be reliably substantiated and, if so, the nature and extent of discipline to be imposed. Where a delay in reporting alleged misconduct may call into question the veracity of the complainant or has resulted in the loss or destruction of evidence or the inability to locate witnesses due to the passage of time, the facts and circumstances should be detailed in the report.
- c. Although allegations of criminal behavior may be made past the expiration of the applicable statute of limitations and criminal prosecution may no longer be possible, a criminal violator may still be held accountable administratively.

## C. INVESTIGATION OF COMPLAINTS

1. The Chief of Police, or his designee, shall assure that all complaints received are processed and investigated appropriately as set forth in this policy. Internal affairs investigations shall be completed in a timely manner within the time limits determined by the Chief of Police, including extensions granted by the Chief of Police for good cause.
2. Complainants shall be notified in writing within five (5) business days of receipt that:  
**(Accreditation 1.5.9d)**
  - a. Their complaint has been received by the Department and is currently pending.
  - b. That a complaint number has been assigned (including the assigned number).
  - c. That they will be informed in writing of the outcome of the complaint promptly following conclusion of the investigation.
  - d. That they may contact the designated investigator (identify by name, telephone and/or email) at any time for further information while the investigation is pending.
3. The subject of the Internal affairs investigation shall be promptly notified in writing of the complaint in accordance with the provisions of the labor agreement. Such notification shall include: **(Accreditation 2.6.12)**
  - a. The fact that a complaint has been made and the identity of the complainant, if known.
  - b. The substance of the complaint.
  - c. The law or policy that is alleged to have been violated.
  - d. The date upon which the investigation is expected to be completed.
  - e. Any rights or responsibilities of the employee to comply with the investigation.
4. Where prior notification of the subject of a complaint is reasonably likely to impede the progress of an investigation, result in the loss or destruction of evidence, or jeopardize the safety of any individual, the Chief of Police may direct, in writing, that such notification be delayed, stating the reasons therefore and the anticipated extent of the delay.
5. Employees that are subject to an internal affairs investigation may be subject to the following examinations and searches, as long as they do not violate established case law or the collective bargaining agreement, at the discretion of the Chief of Police:  
**(Accreditation 2.6.13)**
  - a. A medical or laboratory examination.
  - b. Photographs of the employee.
  - c. Participation in a line-up for identification purposes.
  - d. Submission of financial disclosure statements that are not prohibited by law if it is believed that such financial disclosure statements are pertinent to the investigation.
6. Nothing in this policy precludes the Chief of Police from referring an internal affairs investigation to an outside agency if such action would be in the best interest of the Department and of justice.

7. A complainant who fears retaliation associated with filing a complaint: If a complainant expresses fears of retaliation as a result of filing a complaint, they must be assured that those fears will be taken seriously. Complainants should be asked to provide the basis for their concerns, if possible, and the information provided should be noted in the complaint. This will allow the supervisor or internal affairs designee to be aware of these fears and develop reasonable strategies to assist the complainant in dispelling those fears. **(Accreditation 1.5.9e)**

#### D. REVIEW OF THE INVESTIGATION

1. The Assistant Chief of Police shall review the internal affairs designee's investigation to determine the thoroughness, completeness, accuracy and objectivity of the investigation.
2. The completed report of investigation, disciplinary recommendation, if any, and the recommended disposition shall be reviewed by the Chief of Police.
3. The complainant shall be promptly notified in writing of the status and/or disposition of the complaint at the conclusion of the investigation by the Chief of Police, or his designee.
4. Findings of completed investigations and disciplinary recommendations, if any, shall be promptly conveyed, in writing, to the employee through his/ her chain of command.

#### E. CASE DISPOSITION STANDARDS **(Accreditation 3.3.24b)**

For each charge or allegation of misconduct or malfeasance which forms the basis for an internal affairs investigation, such charge or allegation shall be classified upon closing of the investigation in one of the following manners:

1. **Exonerated:** The investigation determined by a preponderance of the evidence that misconduct or malfeasance was committed, but not by the subject of the investigation.
2. **Unfounded:** The investigation determined by a preponderance of the evidence that the misconduct or malfeasance complained of did not occur.
3. **Not Sustained:** The investigation was unable to determine by a preponderance of the evidence whether or not the misconduct or malfeasance complained of occurred, or whether or not it was committed by the subject of the investigation.
4. **Sustained:** The investigation determined by a preponderance of the evidence that the misconduct or malfeasance complained of occurred and that it was committed by the subject of the investigation.
5. **Misconduct Not Based on Original Complaint:** The investigation determined by a preponderance of the evidence that other misconduct or malfeasance which was not the basis for the original investigation occurred, was discovered during the course of the original investigation, and was committed by the subject of the investigation.

6. **Withdrawn:** At some point prior to the completion of the investigation, the complainant notified the agency that he/ she wished the investigation to be discontinued and concurrence for this action was obtained from the Chief of Police.
7. **Summary Action: Disciplinary** action in the form of verbal counseling, or counseling documented in writing, was taken by an employee's supervisor or commander for minor violations of department rules, policies or procedures as defined by this agency. Summary actions are the lowest level of disciplinary action or remediation.
8. **Reconciled:** At the discretion of the Chief of Police, the process of reconciliation may be encouraged in lieu of any of the above dispositions. When authorized by the Chief of Police, supervisors receiving complaints shall to the extent possible, bring together the complainant and the officer or employee involved in minor violations and attempt reconciliation. This may be used where the complaint is from a misunderstanding on the part of the affected officer, employee, or the complainant. Reconciliation may be employed for complaints of a minor nature that do not reflect:
  - a. Discredit upon the agency.
  - b. Discredit upon the involved employee.
  - c. Commission of a criminal offense.
  - d. Allegations of racism, bigotry or prejudice against any race, religion, creed, national origin, sexual orientation, or circumstances beyond the individual's control.

Reconciliation must be documented through the chain of command to the Chief of Police, or his designee. Reconciliation does not preclude further corrective action on the part of the agency.

#### F. TRAINING

1. All supervisory personnel will be required to attend training on the Orange Police Department's Civilian Complaint General Order and the responsibilities of supervisors conducting internal affairs investigations upon the implementation of this policy.
2. All supervisory personnel will be required to attend periodic refresher training, as determined by the Department, regarding the policies and procedures contained herein and professionally accepted practices related to conducting internal affairs investigations.

#### G. CITIZEN SURVEY (**Accreditation 3.3.26**)

The Chief of Police, or designee, will ensure that once every three years a survey of citizen attitudes and opinions regarding the Department is conducted. The survey shall address the following issues:

- a. Overall agency performance.
- b. Overall competence of agency employees.
- c. Officers' attitudes and behaviors towards citizens.
- d. Community concern over safety and security within the Department's service area as a whole.
- e. Recommendations and suggestions for improvements.

## H. PUBLIC INFORMATION AND ACCESS

The Orange Police Department, through the Office of the Chief of Police, will:

1. Ensure informational materials are made available to the public through police personnel, the Department facility, the Department web site, the general government web site of the Department, and at other designated public facilities.
2. Ensure that copies of this policy and complaint forms are available at the Town Hall or another designated municipal building located within the Town, other than Police Headquarters. This information will include relevant phone numbers and any addresses where complaints can be made. This information will explain the complaint process in English and Spanish.
3. The complaint policy and forms will be made available online through the Department's website.

AUTHORIZED BY:

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Robert J. Gagne  
Chief of Police

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Date