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Chicago Police Department's Response to Hate Crimes and Hate Incidents

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Acronyms

A&A	Attendance and Assignment
BIA	Bureau of Internal Affairs
BJS	Bureau of Justice Statistics
CCHR	Chicago Commission on Human Relations
CCPSA	Community Commission for Public Safety and Accountability
CPD	Chicago Police Department
CPIC	Crime Prevention and Information Center
DOJ	Department of Justice
FBI	Federal Bureau of Investigation
HCT	Hate Crimes Team
IACP	International Association of Chiefs of Police
ILCS	Illinois Compiled Statutes
LAPD	Los Angeles Police Department
LGBTQ+	Lesbian, Gay, Bisexual, Trans, Queer, +
MCC	Municipal Code of Chicago
NYPD	New York City Police Department
OEMC	Office of Emergency Management and Communications
OIG	Office of Inspector General

I | Background

Pursuant to the Municipal Code of Chicago (MCC) §§ 2-56-030 and -230, the Public Safety section of the Office of Inspector General (OIG) has conducted an inquiry into the Chicago Police Department's (CPD or the Department) response to hate crimes and hate incidents. CPD defines "hate crime" as a crime "targeting individuals or groups based on actual or perceived race, color, creed, religion, ancestry, gender, sexual orientation, physical or mental disability, citizenship, immigration status, or national origin," and lists assault, battery, and property damage as examples of hate crimes.¹ CPD's definition of hate crimes is informed by the Illinois Compiled Statutes (ILCS) (720 ILCS 5/12-7.1) and the MCC.² As outlined in the ILCS, a hate crime is a felony charge, and certain misdemeanors—for example, misdemeanor theft or misdemeanor criminal damage to property—can be elevated to a felony if the investigating law enforcement agency determines that the crime was motivated by hate.³ In this report, OIG examines CPD's and relevant City agencies' response model for reported hate crimes and hate incidents.

A | Hate Crimes in Chicago

According to CPD's Hate Crime Dashboard, there were 239 reported hate crimes in 2024.⁴ As shown in Figure 1 below, reported hate crimes in Chicago rose sharply after 2021, mirroring a national trend of increasing reported hate crime totals.⁵ Notably, a study by the Center for the Study of Hate and Extremism at California State University, San Bernardino found that, among the largest U.S. cities, Chicago had the greatest percentage increase in reported hate crimes from 2021 to 2022.⁶ According to CPD data, reported hate crimes in Chicago increased 88.1% in 2022 (See Figure 1). The Center for the Study of Hate and Extremism's study found that Chicago's 2022 increase in reported hate crimes outpaced the next city—Austin, Texas—by nearly 30 percentage points.⁷ While the study did not make causal inferences for the increase in reported hate crimes, some contributing factors may include an increase in hate crimes being committed, an increase in communities' or law enforcement's awareness of what constitutes a hate crime and how to report them, or a combination of these and other factors.⁸ In a September 2025 exit conference for this inquiry, personnel from CPD's Office of Equity and Engagement stated that the Department believes that some of the increase in hate crime statistics in Chicago is due to an increase in City efforts to educate communities on hate crimes and reporting.

¹ Chicago Police Department, "Hate Crimes 2023 Review," accessed October 9, 2024, <https://home.chicagopolice.org/wp-content/uploads/2023-Hate-Crimes-Annual-Report.pdf>.

² Illinois Compiled Statutes (720 ILCS 5/12-7.1) (from Ch. 38, par. 12-71.) Sec. 12-7.1, Hate crime, accessed March 24, 2025, <https://www.ilga.gov/legislation/ilcs/documents/072000050K12-7.1.htm>.

City of Chicago, Municipal Code of Chicago § 8-4-085, accessed March 24, 2025, https://codelibrary.amlegal.com/codes/chicago/latest/chicago_il/0-0-0-2643513.

³ 720 ILCS 5/12-7.1.

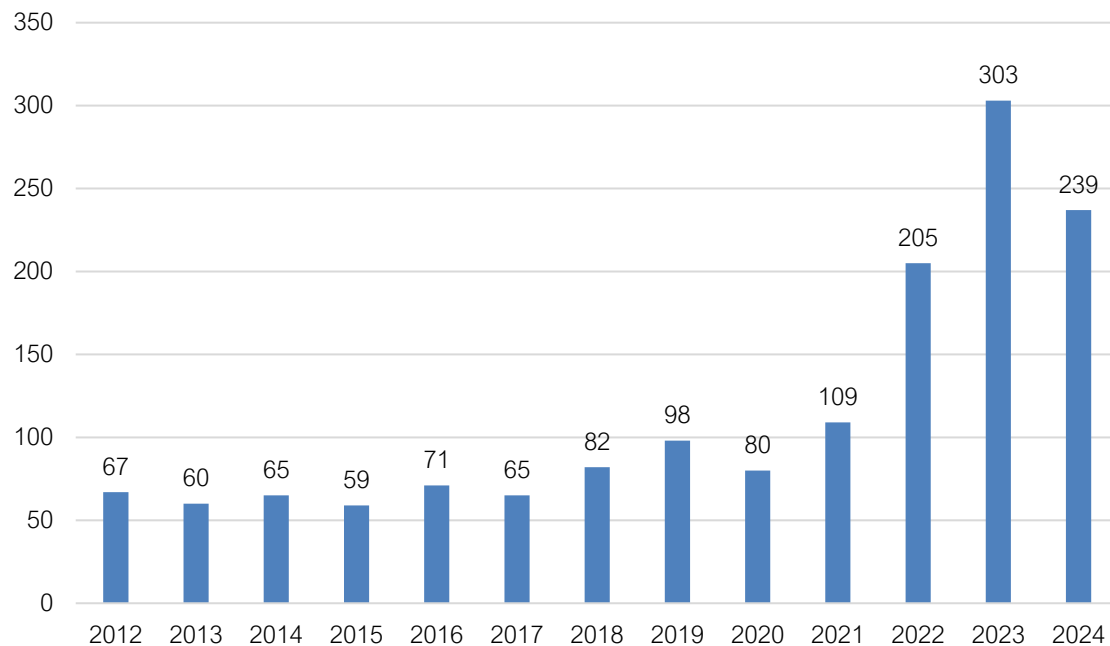
⁴ Chicago Police Department, "Hate Crime Dashboard," <https://www.chicagopolice.org/statistics-data/data-dashboards/hate-crime-dashboard/>.

⁵ Brian Levin, Kiana Perst, Analissa Venolia, and Gabriel Levin, "Report to the Nation: 2020s – Dawn of a Decade of Rising Hate," August 2022, accessed November 21, 2024, <https://www.csusb.edu/sites/default/files/2022-08/Report%20To%20The%20Nation8-4-22.pdf>.

⁶ Russell Contreras, "Report: Hate crimes surged in most big cities in 2022," *Axios*, August 30, 2023, accessed January 25, 2024, <https://www.axios.com/2023/08/30/report-hate-crimes-record-2022-black-antisemitism>.

⁷ Contreras, "Report: Hate crimes surged in most big cities in 2022."

⁸ U.S. Department of Justice and U.S. Department of Health & Human Services, "Raising Awareness of Hate Crimes and Hate Incidents During the COVID-19 Pandemic," May 20, 2022, accessed January 29, 2025, <https://www.justice.gov/hatecrimes/file/1223831/>.

Figure 1: Annual Reported Hate Crimes in Chicago, 2012 – 2024

Source: CPD's Hate Crime Dashboard⁹

CPD's Hate Crime Dashboard shows that between January 1, 2012, and July 1, 2025, 49.1% of reported hate crimes were motivated by race, ethnicity, or ancestry; 25.0% by sexual orientation; 24.5% by religion; 3.6% by gender identity; and 0.4% by disability. Specifically, the most common bias motivations for hate crimes were "anti-Black" (349 incidents), "anti-Jewish" (277 incidents), and "anti-gay (male)" (271 incidents).¹⁰ The Districts that reported the most hate crimes during the same time period were concentrated on the north side of the city: the 19th District (Town Hall), the 24th District (Rogers Park), and the 18th District (Near North).¹¹ Assault and battery were the most common types of hate crimes reported to CPD during that time period.¹² Given that victims of hate crimes do not always file police reports, CPD's reported numbers likely understate the full extent of bias-motivated crimes that occur and do not provide a comprehensive accounting of hate crimes in Chicago (See Section C, Barriers to Hate Crime Reporting).

1. Hate Incidents

CPD publishes a Hate Crimes Annual Report that summarizes both hate crimes and non-criminal hate incidents reported to CPD.¹³ CPD's 2023 Hate Crimes Annual Report states that, "[non-criminal] incidents motivated by hate include a bias component, but the underlining elements do not

⁹ CPD's Hate Crime Dashboard displays information about hate crimes in Chicago, including hate crime totals, where they occur, which demographic groups are most frequently targeted, what types of offenses are most frequently associated with hate crimes, and demographic characteristics of offenders. Neither the dashboard nor the Department's Hate Crimes Annual Report disclose any data on CPD's hate crime clearance or case closure rate, or the number of investigations that result in arrests or convictions. For more information, see Chicago Police Department's "Hate Crime Dashboard" at <https://www.chicagopolice.org/statistics-data/data-dashboards/hate-crime-dashboard/>.

¹⁰ Chicago Police Department, "Hate Crime Dashboard."

¹¹ Chicago Police Department, "Hate Crime Dashboard."

¹² Chicago Police Department, "Hate Crime Dashboard."

¹³ Chicago Police Department, "Hate Crimes Annual Reports," accessed November 22, 2024, <https://www.chicagopolice.org/statistics-data/statistical-reports/hate-crimes-annual-reports/>.

reach the threshold of a crime.”¹⁴ CPD’s definition for hate incidents aligns with that provided in the “Chi vs. Hate” ordinance passed by City Council in December 2023.¹⁵ The ordinance established a standardized intake system for the public to report hate incidents through the Office of Emergency Management and Communications (OEMC) and 311 City Services.¹⁶ In an interview with OIG, ordinance sponsor Alderperson Debra Silverstein (50th Ward) underscored the importance of documenting hate incidents, stating that hate incidents can be “precursors” to hate crimes and that systematically tracking them could aid in the City’s hate crime prevention efforts and in combating underreporting.

2. Reporting Hate Crimes and Hate Incidents

The City of Chicago website advises victims to report hate crimes to CPD by calling 911.¹⁷ To report a hate incident, members of the public can call 311 or complete a City Service Request on the Chi 311 website by selecting the category “Public Safety,” selecting the subcategory “Discrimination,” and creating a request for a “Hate Incident.”¹⁸ In the hate incident service request, individuals must enter a service address and details about the hate incident. Additionally, individuals reporting hate incidents through the City Service Request system have the option of providing their contact information or reporting anonymously.

Figure 2: Reporting Hate Crimes and Hate Incidents in Chicago

Nature of Incident	Example	How to Report
Hate Crime – a crime which targets individuals or groups based on actual or perceived race, color, creed, religion, ancestry, gender, sexual orientation, physical or mental disability, citizenship, immigration status, or national origin.	Violent acts or threats of violence based on an individual’s race; vandalism or destruction of property motivated by an individual or group’s religious affiliation.	Call 911.
Hate Incident – a non-criminal hostile expression or action that may be motivated by bias against another person’s actual or perceived identity or status, including, but not limited to, actual or perceived race, color, sex, gender identity, age, religion, disability, national origin, ancestry, or sexual orientation.	Public distribution of flyers with hateful messages against individuals of a specific national origin.	Call 311 or report online through the City Service Request application. ¹⁹

Source: OIG analysis

¹⁴ Chicago Police Department, “Hate Crimes 2023 Review,” accessed April 3, 2025, <https://www.chicagopolice.org/wp-content/uploads/2023-Hate-Crimes-Annual-Report.pdf>.

¹⁵ MCC § 2-120-518(a)(3).

¹⁶ MCC § 2-120-518(h)(1).

311 City Services is a nonemergency service operated by OEMC. Chicagoans can access the service via its website online at 311.chicago.gov, the CHI311 mobile application, or by calling 311 to request City services (e.g., graffiti removal, rat abatement, senior wellbeing checks) or to make non-emergency police reports (e.g., lost property, telephone threats).

¹⁷ City of Chicago, “Hate Crime Victim Assistance,” accessed March 14, 2024, https://www.chicago.gov/city/en/depts/cchr/supp_info/assistance_for_hatecrimevictims.html.

¹⁸ City of Chicago, “Service Request Form,” accessed November 21, 2024, https://311.chicago.gov/s/service-request?language=en_US.

¹⁹ https://311.chicago.gov/s/service-request?language=en_US.

B | Best Practices for Law Enforcement's Response to Hate Crimes

Law enforcement research and professional organizations offer best practices for improving law enforcement agencies' response to hate crimes. One such organization is the International Association of Chiefs of Police (IACP), a professional association for police leaders that develops research-based resources and training opportunities on pressing law enforcement issues and challenges.²⁰ IACP guidance for police jurisdictions on the investigation of hate crimes states that "[S]wift and comprehensive action from police can reinforce not only that crimes inspired by hate and prejudice will not be tolerated, but also that the policing community stands with the victim(s), target(s), and/or associated groups that are being criminally targeted. Creating an atmosphere of police support and action will encourage victims to report hate crimes, help stabilize and heal the community, as well as aid in the physical and psychological community recovery essential for victims and targets of hate crimes."²¹ Additionally, IACP advises law enforcement agencies to "have a core group of officers skilled in hate crimes responses."²² IACP's resources on responding to and investigating hate-motivated crimes likewise emphasize the importance of data collection, training, and community engagement.

IACP reports collecting data on non-criminal hate incidents as a best practice. According to IACP, "[b]y collecting and analyzing hate incident data, agencies can get insight into patterns of hate and improper bias in their communities, prevent hate crimes, and improve community-police relations and the safety and quality of life for every individual within the community."²³ IACP suggests that agencies should develop reporting forms that indicate whether an incident might be a hate crime or non-criminal hate incident, and that data on hate crimes, hate incidents, and any potential "trending patterns" of such events should be shared both internally and publicly.²⁴

IACP also advises that all law enforcement members who interact with the community and any victim or crime advocates receive pre-service and ongoing training on the following:

- What constitutes a hate crime and/or hate incident;
- Recognizing indications of hate crime and/or incident;
- Procedures for interacting with victims and witnesses of hate crimes and/or incidents;
- The impact of hate crimes and hate incidents on victims and the importance of investigation; and
- Cultural competency, including fair and equitable policing, individual rights and liberties, and the role of policing in a diverse society.

IACP and the Lawyers' Committee for Civil Rights Under Law—a nonprofit legal advocacy organization—recommend that law enforcement, with community and civil rights organizations, develop and provide trainings to police on recognizing and classifying hate crimes, improving

²⁰ International Association of Chiefs of Police, "About IACP," accessed April 2, 2024, <https://www.theiacp.org/about-iacp>.

²¹ International Association of Chiefs of Police, "Investigation of Hate Crimes," March 2021, accessed April 4, 2024, <https://www.theiacp.org/sites/default/files/2021-03/Hate%20Crimes%20Formatted%202021-03-23.pdf>.

²² International Association of Chiefs of Police, "Action Agenda for Community Organizations and Law Enforcement to Enhance the Response to Hate Crimes," April 1, 2019, accessed July 22, 2024, <https://lawyerscommittee.org/wp-content/uploads/2019/04/IACP.pdf>.

²³ International Association of Chiefs of Police, "Investigation of Hate Crimes," Concepts & Issues Paper.

²⁴ International Association of Chiefs of Police, "Investigation of Hate Crimes," Model Policy.

cultural competency, and avoiding bias and discriminatory stereotypes.²⁵ The organizations state that this effort should be done annually to keep the training in touch with the community. IACP defines cultural competency as “[a] set of congruent behaviors, attitudes, and policies that come together in a system, an agency, or among professionals and enable that system, the agency, or those professions to work effectively in cross-cultural situations. The five essential elements for an agency to increase its competency include (1) valuing diversity, (2) having the capacity for cultural self-assessment, (3) being conscious of culture’s dynamics, (4) having institutionalized cultural knowledge, and (5) developing adapted services to reflect understanding of diversity.”²⁶

IACP notes that hate crimes are not just directed at individual victims but also towards other members of the identity group to which a victim actually belongs or is believed to belong.²⁷ Because of the community-wide effect of hate crimes, IACP stresses proactive community engagement as a tool to help build trust between law enforcement agencies and communities, as well as to encourage community reporting and potentially prevent future hate crimes.²⁸ For example, if a community is experiencing a high volume of reported hate crimes with an anti-LGBTQ+ bias, one way a law enforcement agency may approach community engagement work is to establish agency liaisons who work specifically with LGBTQ+ community-based organizations and leaders.

IACP further states that, to assume a leadership role in preventing hate crimes and incidents in their communities, police agencies can “establish a policy of ‘zero tolerance’ for prejudice throughout the department.”²⁹ In alignment with IACP, a 2020 report by the U.S. Department of Justice’s (DOJ) Office of Community Oriented Policing Services emphasized the importance of law enforcement agencies’ aligning their day-to-day work with “no hate” values by demonstrating a zero tolerance for prejudice and bias, modeling appropriate language and behaviors, and rewarding performance that reflects department values.³⁰

C | Barriers to Hate Crime Reporting

According to a special report by the DOJ’s Bureau of Justice Statistics (BJS), “Hate Crime Victimization, 2005-2019,” about 44%—less than half—of hate crime victimizations were reported to police between 2010 and 2019.³¹ BJS reported that about two in five violent hate crime

²⁵ International Association of Chiefs of Police and Lawyers’ Committee for Civil Rights Under Law, “Action Agenda for Community Organizations and Law Enforcement to Enhance the Response to Hate Crimes,” accessed June 30, 2025, https://www.theiacp.org/sites/default/files/2019-04/IACP_Hate%20Crimes_Action%20Agenda.pdf.

²⁶ International Association of Chiefs of Police, “Investigation of Hate Crimes,” Model Policy.

²⁷ International Association of Chiefs of Police, “Investigation of Hate Crimes,” Model Policy.

²⁸ International Association of Chiefs of Police, “Investigation of Hate Crimes,” Model Policy, p. 10.

²⁹ International Association of Chiefs of Police, “Responding to Hate Crimes: A Police Officer’s Guide to Investigation and Prevention,” accessed April 3, 2024, <https://www.theiacp.org/resources/responding-to-hate-crimes-a-police-officers-guide-to-investigation-and-prevention>.

³⁰ The Office of Community Policing Services is a component of the U.S. DOJ that provides training, technical assistance, and grant resources to law enforcement agencies for the purpose of advancing community policing.

United States Department of Justice Hate Crimes Enforcement and Prevention Initiative, “Improving the Identification, Investigation, and Reporting of Hate Crimes,” 2020, Office of Community Oriented Policing Services, p. 8.

³¹ U.S. Department of Justice Bureau of Justice Statistics, “Special Report, Hate Crime Victimization, 2005 – 2019,” September 2021, accessed January 24, 2024, https://bjs.ojp.gov/sites/g/files/xyckuh236/files/media/document/hcv0519_1.pdf.

The underlying data in this report comes from one of two sources used by DOJ to measure hate crimes. This data comes from the National Crime Victimization Survey, a self-reported household survey that measures nonfatal crimes against individuals and households reported and not reported to police. The other source DOJ uses to measure hate crimes is the

victimizations were not reported to police. Of these nonreported violent hate crime victimizations, victims told BJS that they did not report to police because they handled the matter in some other way (38%), believed that the police could not or would not help (23%), believed it was not important enough to report to police (16%), feared reprisal for reporting (5%), or did not want to get the offender in trouble with the law or were advised not to report (4%). Another 14% of victims reported other, unknown, or no single most important reason as to why they did not report to police.³² The DOJ further reported in its 2022 report “Raising Awareness of Hate Crimes and Hate Incidents During the COVID-19 Pandemic” that the perception that law enforcement agencies are “not ready, able, or willing” to respond to hate crimes may diminish trust in law enforcement and discourage reporting by victims.³³

Individuals actively involved in the City’s response to hate crimes have acknowledged the challenge of the underreporting of hate crimes. “Chi vs. Hate” ordinance sponsor, Ald. Silverstein, reported to OIG that community members may be hesitant to report hate crimes and incidents to CPD because they think there will be no response from CPD or are afraid of interacting with law enforcement. Fear of interacting with law enforcement may stem from a variety of factors, such as a lack of confidence in police or fear related to immigration status.³⁴ The Chicago Commission on Human Relations (CCHR) is charged with enforcing the Chicago Human Rights Ordinance and “[promoting] appreciation of Chicago’s diversity and works to eliminate prejudice and discrimination.”³⁵ CCHR’s Hate Crime Advocate reported to OIG that hate crimes might not be reported, in some cases, because victims might not trust the police (see Section IV, Discussion for more detail).

1. Hate and Biased Acts by CPD Members

CPD members’ involvement in bias-based acts or association with bias-based groups risks exacerbating the existing fear and reluctance of many hate crimes victims to report to the police and jeopardizes the Department’s credibility to appropriately respond to crimes motivated by hate or bias; notably, the New York Police Department (NYPD) has acknowledged that prejudiced behavior by police “damages public trust,” and that citizens “feel unprotected when they believe that those who they entrust with the responsibility for their safety are capable of using racist language and acting in discriminatory ways” in its “Patrol Guide on Policing Impartially.”³⁶ In 2017, DOJ’s investigation of CPD found that “Chicago police officers expressed discriminatory views and intolerance with regard to race, religion, gender, and national origin in public social media forums, and that CPD takes insufficient steps to prevent or appropriately respond to this animus.”³⁷

Federal Bureau of Investigation’s Uniform Crime Report (UCR) Hate Crime Statistics Program (HCSP). For more information, see https://bjs.ojp.gov/sites/g/files/xyckuh236/files/media/document/hcv0519_1.pdf.

³² U.S. Department of Justice Bureau of Justice Statistics, “Special Report, Hate Crime Victimization, 2005 – 2019.”

³³ U.S. Department of Justice and U.S. Department of Health & Human Services, “Raising Awareness of Hate Crimes and Hate Incidents During the COVID-19 Pandemic.”

³⁴ International Association of Chiefs of Police, “Responding to Hate Crimes: A Police Officer’s Guide to Investigation and Prevention.” U.S. Department of Homeland Security, “Immigration Options for Victims of Crime,” March 10, 2025, accessed April 22, 2025, <https://www.dhs.gov/immigration-options-victims-crime#:~:text=To%20petition%20for%20U%20nonimmigrant,T%20Nonimmigrant%20Status.>

³⁵ Chicago Commission on Human Relations, “Who is the CCHR?,” accessed June 30, 2025, https://www.chicago.gov/city/en/depts/cchr/supp_info/who_we_are.html.

³⁶ New York Police Department, “NYPD Patrol Guide on Policing Impartially,” April 2017, accessed November 5, 2024, https://a860-gpp.nyc.gov/concern/nyc_government_publications/rn301218d?locale=en.

³⁷ United States Department of Justice, “Investigation of the Chicago Police Department.”

In recent years, several instances of CPD members involved in bias-based acts have received public attention.

- During a June 2020 protest, a CPD member was photographed wearing a facemask with the insignia for the group Three Percenters while on duty. In December 2022, OIG recommended that BIA reopen the case for further investigation, including to determine whether the association with the extremist group violated CPD's Rule 2. Rule 2 prohibits "any action ... which impedes the Department's efforts to achieve its ... goals or brings discredit upon the Department," including "association with persons of known bad or criminal reputation." CPD did not find that the member violated Rule 2, and in January 2025, the CPD member was issued a reprimand for an improper uniform.³⁸
- In November 2020, OIG found that a Bureau of Internal Affairs (BIA) investigation into a member's involvement with extremist group, the Proud Boys, was deficient, and recommended that BIA reopen the investigation to examine evidence that the member potentially violated CPD's Rule 14, prohibiting members from making false reports. OIG found evidence of the accused member making inconsistent statements to BIA and the Federal Bureau of Investigations (FBI). Despite this evidence, BIA initially recommended a five-day suspension for the member's failure to submit a written report that they were under federal investigation. Ultimately, the accused CPD member served a 120-day suspension for violating CPD Rules and Regulations, but was not found to have violated Rule 14, a violation warranting termination, according to CPD.³⁹
- In April 2023, CPD's official Twitter account "liked" a tweet expressing anti-transgender sentiment, prompting an internal affairs investigation.⁴⁰
- In August 2023, a CPD member was convicted of misdemeanors in connection with their participation in the January 6, 2021, Capitol insurrection. The member shared photos from inside the Capitol while wearing a CPD sweatshirt and sent text messages using a racial slur. The member was terminated in February 2024 for "a break in service, in violation of the [C]ity's personnel rules."⁴¹
- In October 2023, CPD members were identified on leaked rosters for the extremist organization, the Oath Keepers. In April 2024, BIA closed its investigation into the members with alleged affiliation with the Oath Keepers. BIA reached "Not Sustained" findings for each of the officers investigated.⁴²
- In August 2024, a CPD member accused a higher-ranked CPD Deputy Chief of religion- and ethnicity-based harassment and of making derogatory statements about LGBTQ+

³⁸ City of Chicago Office of Inspector General, "Advisory Regarding CPD Member Affiliation with Anti-Government and Extremist Groups."

³⁹ City of Chicago Office of Inspector General, "Advisory Regarding CPD Member Affiliation with Anti-Government and Extremist Groups," July 9, 2024, <https://igchicago.org/wp-content/uploads/2024/07/Advisory-Regarding-CPD-Member-Affiliation-with-Anti-Government-and-Extremist-Groups-2.pdf>.

⁴⁰ Cindy Hernandez, Matthew Hendrickson, and Tom Schuba, "Chicago police Twitter account's 'like' of anti-trans tweet prompts internal affairs probe," *Chicago Sun-Times*, April 6, 2023, accessed January 25, 2024, <https://chicago.suntimes.com/crime/2023/4/6/23673495/chicago-police-twitter-accounts-like-of-anti-trans-tweet-prompts-internal-affairs-probe>.

⁴¹ Tom Schuba, "Chicago cop convicted in Capitol riot has been fired from the police department," *Chicago Sun-Times*, May 10, 2024, accessed February 4, 2025, <https://chicago.suntimes.com/politics/2024/05/10/chicago-cop-capitol-riot-fired-police-department>.

⁴² Chicago Police Department, "Oath Keeper Report," April 4, 2024, accessed June 30, 2025, <https://www.chicagopolice.org/public-records-release/oath-keeper-report-04-april-2024-investigation-number-2023-0004935/>.

protesters. BIA sustained the allegation of making derogatory statements and recommended a 28-day suspension.⁴³

On January 13, 2023, CPD proposed draft changes to its policy “General Order G08-03: Prohibitions on Associations with Criminal Organizations,” to revise the 1997 version of the policy to expand the definition of “criminal organization” and the list of prohibited activities for Department members.⁴⁴ Under MCC § 2-80, the Community Commission for Public Safety and Accountability (CCPSA or the Commission) has authority over any CPD general order which does not fall within the scope of the Independent Monitor for the consent decree.⁴⁵ The Commission responded to CPD’s proposed revisions to the policy and recommended additional changes. Among CCPSA’s proposed changes to the policy was the inclusion of a prohibition on associations with biased organizations in addition to criminal organizations. The policy review process involved multiple rounds of proposed changes between CPD and CCPSA, public engagement, and revisions based on community feedback. The Commission voted unanimously to approve the revised policy, “General Order G08-03: Prohibitions on Criminal and Biased Organizations,” which was issued on January 12, 2024, and revised again on June 24, 2024.⁴⁶

The clarification in CPD policy reflects Department efforts to build public trust, as instances of CPD members accused of hate- and bias-motivated acts may threaten the Department’s effectiveness. Specifically, regarding hate crimes, a perception that CPD does not hold its members accountable for bias-based misconduct risks discouraging victims from reporting to the police.

⁴³ Tom Schuba, “High-ranking Chicago cop browbeat Palestinian underling about Gaza war amid DNC protests, complaint says,” *Chicago Sun-Times*, August 22, 2024, accessed February 4, 2025, <https://chicago.suntimes.com/2024-democratic-national-convention/2024/08/22/high-ranking-chicago-cop-browbeat-palestinian-underling-gaza-war-dnc-protests>.

⁴⁴ For more information, see https://www.chicago.gov/city/en/depts/ccpsa/supp_info/amendments-to-G08-03.html.

⁴⁵ MCC §§ 2-80-010 and -110

⁴⁶ Chicago Police Department, “General Order G08-03: Prohibitions on Criminal and Biased Organizations,” June 24, 2024, accessed September 4, 2025, <https://directives.chicagopolice.org/#directive/public/6192>.

II | Objectives, Scope, and Methodology

A | Objectives

The objectives of the evaluation were to examine CPD's response to hate crimes and hate incidents, including the CPD Hate Crimes team's:

- Organizational structure and operational resources;
- Interaction and engagement with the public;
- Identification and reporting of hate crimes; and
- Procedures for cooperation with other CPD units.

B | Scope

The scope of this inquiry includes CPD's response to hate crimes and hate incidents, including CPD's Hate Crimes team, victim outreach and community engagement efforts, and the extent to which Department members are trained on identifying and reporting hate crimes. This inquiry does not examine the investigative procedures or case outcomes for the Bureau of Detectives, which maintains the primary investigative responsibility for hate crimes reported to CPD, nor the rates of case closure, criminal charging, or prosecutorial outcomes for hate crimes in Chicago and Cook County. As annual reporting on Chicago's hate crime and hate incident statistics, including reporting on patterns and trends, is completed by CCHR and CPD, OIG does not conduct any such analyses in this inquiry.

C | Methodology

To assess CPD's Hate Crimes team's resources, policies, and procedures for identifying, reporting, and investigating hate crimes in Chicago, OIG interviewed the following personnel⁴⁷:

- Deputy Director, Office of Community Policing, CPD;
- Then-Sergeant, Office of Community Policing, CPD;
- Then-Hate Crime Investigator, Special Activities Section, Office of Community Policing, CPD;
- Hate Crimes Officers, Hate Crimes team, Special Activities, Office of Community Policing, CPD;
- Community Liaisons, Office of Community Policing, CPD, including:
 - LGBTQ+ Liaisons;
 - Immigration and Refugee Liaison Officer;
 - Homeless Outreach Officer;
- Hate Crime Victim Advocate, CCHR; and
- Alderperson Debra Silverstein (50th Ward), sponsor of the "Chi vs. Hate" ordinance.

Additionally, OIG:

- Reviewed current and previous versions of CPD directive "General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate;"

⁴⁷ At the time of OIG's interviews with the listed personnel, HCT was under the Special Activities Section in the Office of Community Policing. As of this writing, CPD reported to OIG that HCT now sits under the Office of Equity and Engagement within the Office of Constitutional Policing and Reform.

- Analyzed assignment histories for CPD members formerly and actively detailed to the Hate Crimes team as of January 2024, for assignments dating back to 2011;
- Reviewed training material for CPD recruits on hate crimes from April 2022;
- Requested training records for hate crimes trainings for all CPD members in 2023-2024;
- Reviewed training records for members assigned to the Hate Crimes team;
- Reviewed staffing rosters for the Hate Crimes team and for the Office of Community Policing Affinity Liaisons as of January 2024; and
- Reviewed CPD's website and the City of Chicago's Chi 311 City Service Request System.

D | Standards

OIG conducted this review in accordance with the Quality Standards for Inspections, Evaluations, and Reviews by Offices of Inspector General found in the Association of Inspectors General's *Principles and Standards for Offices of Inspector General* (i.e., "The Green Book").

E | Authority and Role

The authority to perform this inquiry is established in the City of Chicago Municipal Code §§ 2-56-030 and -230, which confer on OIG the power and duty to review the programs of City government in order to identify any inefficiencies, waste, and potential for misconduct, and to promote economy, efficiency, effectiveness, and integrity in the administration of City programs and operations, and, specifically, to review the operations of CPD and Chicago's police accountability agencies. The role of OIG is to review City operations and make recommendations for improvement. City management is responsible for establishing and maintaining processes to ensure that City programs operate economically, efficiently, effectively, and with integrity. Further, Paragraph 561 of the consent decree entered in *Illinois v. Chicago* required OIG's Public Safety section to "review CPD actions for potential bias, including racial bias."⁴⁸

⁴⁸ Consent Decree ¶ 561, *State of Illinois v. City of Chicago*, No. 17-cv-6260 (N.D. Ill. Jan. 31, 2019).

III | Overview of CPD's Response to Hate Crimes

A | CPD's Hate Crimes Team (HCT)

In alignment with IACP guidance, CPD has a dedicated team responsible for responding to hate crimes and hate incidents. The Hate Crimes team (HCT) is comprised of sworn CPD members who work out of CPD Public Safety Headquarters within the Office of Constitutional Policing and Reform's Office of Equity and Engagement. HCT has also been referred to as the "Hate Crimes Unit," and in previous Departmental policies as the "Civil Rights Unit." For the purposes of this report, OIG uses HCT title, as most recently reported by CPD and used in Departmental directives. Generally, HCT reviews reported hate crimes—while the primary, criminal investigation is conducted by CPD's Detectives Division—to supplement Detectives' efforts to determine whether a crime was motivated by hate. Recent draft revisions to CPD "General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate," revises the investigative responsibilities for hate crimes to reflect HCT's consultative role in the Detective's criminal investigation.⁴⁹ Previous and current versions of the policy refer to HCT as responsible for conducting a "parallel investigation" to that of the Bureau of Detectives. The proposed draft revisions would eliminate this language from the policy. Additionally, HCT liaises with and provides support to victims of a hate crime, hate incident, or other incident motivated by hate; reviews police reports to identify any potential hate crimes for which notification to HCT was not made; reviews reported hate crimes for inclusion in CPD's publicly reported statistics on hate crimes in Chicago; and provides any relevant information regarding the hate crime, hate incident, or other incident motivated by hate to the appropriate City agencies (e.g., CCHR).

1. Initial Hate Crime Response and Notification to HCT

According to CPD's 2023 Hate Crimes Annual Reports, the Department's response to hate crimes involves coordination among the Bureau of Patrol, the Bureau of Detectives, and HCT. CPD directive "General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate," states that following the report of a hate crime, any sworn CPD member may be assigned to conduct a preliminary investigation.⁵⁰ The directive instructs the preliminary investigator—typically the responding Patrol officer—to notify their immediate supervisor, the Watch Operations Lieutenant in the District of occurrence, and the appropriate Detective Area of any alleged hate crime, hate incident, or other incident motivated by bias or hate.⁵¹ In addition, the preliminary investigator must notify HCT.⁵² The policy notes that, "when available, the Hate Crimes team will

⁴⁹ Chicago Police Department, "Policy Review: Hate Crimes, Hate Incidents, and Related Incidents Motivated by Bias or Hate," accessed September 11, 2025, <https://www.chicagopolice.org/policy-review/hate-crimes-hate-incidents-and-related-incidents-motivated-by-bias-or-hate/>.

⁵⁰ Chicago Police Department, "General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate," Section III.A-B, June 24, 2024, accessed September 11, 2025, <https://directives.chicagopolice.org/#directive/public/6267>.

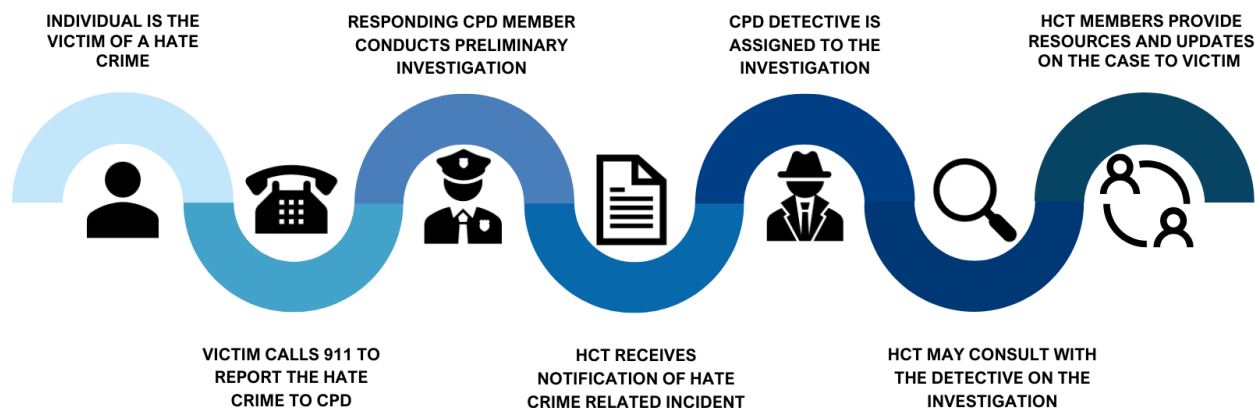
⁵¹ Chicago Police Department, "General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate," Section III.B.1.

⁵² In the event that the incident occurs outside of HCT's operational hours, preliminary investigators are to report the hate crime to the Crime Prevention and Information Center (CPIC).

support the efforts of the preliminary investigation by assisting in the identification of acts that could constitute elements of a hate crime.” The member conducting the preliminary investigation must complete an incident report and indicate that the incident is hate crime related.⁵³ The policy then instructs field supervisors who have been notified of an alleged hate crime to notify and forward a copy of the approved incident report to the Watch Operations Lieutenant, the appropriate Detective Area, HCT, and CPD’s Crime Prevention and Information Center (CPIC).⁵⁴ An Area Detective will then be assigned to conduct a comprehensive follow-up investigation, consulting with HCT as a resource for the investigation of hate or bias elements as appropriate and necessary.⁵⁵

One HCT member reported to OIG that there are some instances in which HCT is not notified by the preliminary investigator, but instead learns about a hate crime after the case is assigned to a Detective when new evidence is gathered that indicates a bias component to the crime. According to HCT member, for example, an unconscious battery victim might be unable to provide information about the circumstances of the crime, but Detectives might learn in the course of their investigation that the battery may have been motivated by bias.

Figure 3: CPD Hate Crime Response Process⁵⁶



Source: OIG analysis

2. HCT Review of Incident for Hate or Bias Motivation

When HCT is notified or becomes aware of a hate crime or hate incident, an HCT member is assigned to the incident.⁵⁷ The assigned HCT member then communicates with the victim and the

Chicago Police Department, “General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate,” Section III.B.1d.

⁵³ Chicago Police Department, “General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate.”

⁵⁴ Chicago Police Department, “General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate.”

⁵⁵ Chicago Police Department, “General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate.” Chicago Police Department, “Policy Review: Hate Crimes, Hate Incidents, and Related Incidents Motivated by Bias or Hate,” accessed September 11, 2025, <https://www.chicagopolice.org/policy-review/hate-crimes-hate-incidents-and-related-incidents-motivated-by-bias-or-hate/>.

⁵⁶ Figure 3 illustrates the typical process when a victim reports a hate crime by calling 911 but there are additional ways in which HCT becomes aware of a hate crime, such as a notification from CCHR. Additionally, HCT conducts a monthly audit of incident reports to determine if there are incidents marked as hate crime related and were not forwarded to HCT.

⁵⁷ Chicago Police Department, “General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate,” Section IV.C.3.

Detective assigned to the case, reads associated police reports, and reviews available evidence. After a case has been confirmed as a hate crime, HCT members reported that the hate crime determination is documented in the case management system used by CPD Detectives. HCT also identifies confirmed hate crimes and hate incidents for inclusion in CPD's public Hate Crime dashboard (see more below under "Public Reporting on Hate Crimes and Hate Incidents").

According to "General Order G04-06," the assigned Detective retains ultimate investigatory responsibility of the hate crime investigation and is instructed to consult with HCT.⁵⁸ Recent draft revisions to the policy note that Detectives will consult with HCT when deemed appropriate or necessary regarding the investigation of a bias motivation or to provide assistance to victims and communities.⁵⁹

3. Victim Services and Community Relations

While "General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate" tasks both the Detective and HCT member with contacting victims "on a regular basis" to provide investigative status updates and to request follow-up information as necessary, it also requires HCT member to determine "whether additional Department resources or efforts are necessary to assist the victim or in an effort to alleviate any community concerns."⁶⁰ In an interview with OIG, HCT members stated that most of their responsibilities are related to victim services, including working as a liaison between the Area Detective and the victim. HCT members reported that they provide victims with referrals to relevant agencies, transport or accompany victims to court, and assist victims in obtaining orders of protection, if necessary.⁶¹ Additionally, HCT members stated that they coordinate with CPD members in the District of occurrence of the hate crime or hate incident.

Specifically, HCT members told OIG that they coordinate with District Commanders—the top-ranking CPD member in a geographic District—and with District Affinity Liaison Officers ("Affinity Officers"). Affinity Officers are sworn CPD members who "lead the [D]istrict effort in conducting outreach, building strong relationships, and problem solving with affinity communities based on...race...gender... sexual orientation... language...nationality...intellectual/developmental disabilities...socio-economic class...family structure...[and] religion."⁶² HCT members stated that they collaborate with Affinity Officers to provide "another voice and line of communication between CPD and victims," leveraging the "close relationships" that Affinity Officers develop with community members in specific Districts. One HCT member provided an example of HCT's coordination with Affinity Officers when an Islamic place of worship was defaced on three separate occasions. In that instance, HCT reached out to Affinity Officers in the District to determine what information they had, whether any hate crime patterns had been identified, and whether any outreach had been made to victims or the Alderperson in the affected area. Because of their localized work in the Districts, Affinity Officers may be aware of ongoing issues or a special event in a particular area, and can

⁵⁸ Chicago Police Department, "General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate," Section IV.B.

⁵⁹ Chicago Police Department, "Policy Review: Hate Crimes, Hate Incidents, and Related Incidents Motivated by Bias or Hate," accessed September 11, 2025, <https://www.chicagopolice.org/policy-review/hate-crimes-hate-incidents-and-related-incidents-motivated-by-bias-or-hate/>.

⁶⁰ Chicago Police Department, "General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate," Section IV.C.

⁶¹ As previously mentioned, CCHR's Hate Crime Victim Advocate also reaches out to victims to provide resources and support.

⁶² Chicago Police Department, "Special Order S02-03: The Community Policing Office," June 30, 2021, accessed March 11, 2025, <https://directives.chicagopolice.org/#directive/public/6096>.

work with HCT to coordinate an increase in CPD resources for an area or event as necessary. For example, HCT members reported that when a local business received threats, they coordinated with the District of occurrence to provide additional beat cars and police presence for an upcoming event at the business. As of July 2025, 15 of CPD's 22 Districts had Police Officers assigned as Affinity Officers.⁶³ CPD reported to OIG that the intended staffing for Affinity Officers is one per District, but that staffing can vary due to ongoing, fluctuating vacancies within the roles.

HCT members reported coordinating with CPD's Community Liaisons as necessary to meet with victims who may feel more comfortable speaking with CPD members with whom they may share an identity. As of September 2025, CPD reported that there are eight Community Liaisons responding citywide, three LGBTQ+ Liaisons, three Migrant & Refugee Liaisons, and two Homeless Outreach Liaisons, an increase from four citywide Liaisons CPD had in 2024. CPD's District Affinity Liaison and Community Liaison roles align with IACP's guidance that law enforcement agencies can improve community relations by establishing agency liaisons who work with specific community-based organizations and leaders.⁶⁴

4. Identify Additional Potential Hate Crimes

HCT members reported to OIG that the team performs an internal monthly audit of incident reports to retroactively identify any reports that indicate that the incident may be bias motivated, but where HCT did not receive a corresponding notification. HCT has access to OEMC's 311 application portal, through which the public can report hate incidents. In an interview with OIG, a Detective assigned to HCT reported that the team regularly looks through the 311 system to identify any potential hate crimes and hate incidents of which it is not already aware, so that they may open an investigation, if necessary. HCT may also become aware of potential hate crimes and hate incidents through regular communications with community-based organizations, such as the Jewish Community Centers or the Chinese American Service League. HCT Detective stated that some individuals may feel more comfortable approaching community organizations with information about hate crimes and hate incidents, and those organizations can then relay information to HCT.

5. Public Reporting on Hate Crimes and Hate Incidents

The public reporting of hate crimes is mandated by Illinois and federal law.⁶⁵ In addition to CPD's obligations for uniform crime reporting at the state and federal levels, as discussed above, CPD provides a public data dashboard that displays statistical summary information of reported hate crimes in Chicago.⁶⁶ The "Chi vs. Hate" ordinance reinforces CPD's public reporting obligations, with specific requirements for the reporting of hate incidents, requiring CPD to update its Hate

⁶³ OIG reviewed the Department's recorded nature of assignment for active, sworn CPD members as of July 2025, and found that CPD had 17 Affinity Officers. Sixteen Affinity Officers were assigned to Districts, and one Affinity Officer had an assignment of "Airport Operations – South."

⁶⁴ International Association of Chiefs of Police, "Investigation of Hate Crimes," Model Policy.

⁶⁵ Illinois Compiled Statutes (50 ILCS 709/5-12) Sec. 5-12, Monthly reporting, accessed April 30, 2025, <https://www.ilga.gov/legislation/ilcs/documents/005007090K5-12.htm>.

28 U.S.C. § 534, Hate Crimes Act, accessed April 30, 2025, <https://ucr.fbi.gov/hate-crime/2017/resource-pages/hate-crime-statistics-act.pdf>.

⁶⁶ CPD participates in the FBI's Uniform Crime Reporting (UCR) Program. Through this program, participating law enforcement agencies voluntarily provide their crime statistics to the FBI or their state's UCR Program, including totals for different offenses, total case closures—whether by arrest or exceptional means, and demographic information of arrestees. Using this data, the FBI shares national, state, and agency-level crime data and crime trends. For more information, see the FBI's Crime Data Explorer at <https://cde.ucr.cjis.gov/LATEST/webapp/#/pages/home>.

Crime Dashboard with monthly statistical summaries of hate incidents, including information such as the location, bias motivation, type of incident, and disposition, to the extent known.⁶⁷ As reported to OIG, HCT's determination that an incident was bias motivated results in its inclusion in CPD's Hate Crime Dashboard, to be updated monthly per CPD directive "General Order G04-06." In addition, the directive charges the commanding officer of HCT with compiling and publishing an annual statistical report on hate crimes and other incidents motivated by hate. This Hate Crimes Annual Report summarizes reported hate crimes, hate incidents, and other incidents motivated by bias or hate during the previous calendar year; and provides information on the total number of incidents, citywide and per District, organized by type of crime, bias motivation, and disposition of the incident (i.e., Bona fide, Undetermined, Unfounded).⁶⁸ The Hate Crimes Annual Report provides information on what constitutes a hate crime and resources for hate crime victims.⁶⁹

The "Chi vs. Hate" ordinance tasks CCHR with using CPD's hate crime and hate incident data to identify patterns and hate-based tensions within certain areas.⁷⁰ The ordinance further requires CCHR to prepare an annual report on hate crimes and hate incidents, to be presented to the City Council Joint Committee on Public Safety and Health and Human Relations each year.⁷¹ CPD policy aligns with this objective of the ordinance; CPD directive "General Order G04-06" states that CPD will provide CCHR with a monthly statistical summary that contains all alleged hate crimes, hate incidents, and other incidents motivated by bias or hate reported to the Department during the previous month; and aggregate information on the total number of hate crimes, hate incidents, and other incidents motivated by bias or hate reported by community areas, bias motivation, type of incident, and disposition of the investigation, to the extent known.⁷² CCHR's Hate Crimes Specialist confirmed in an interview with OIG that CCHR receives this data from CPD.

CPD's practice of collecting and publicly reporting hate crime and hate incident data aligns with the aforementioned best practices outlined by IACP. By sharing data with CCHR, CPD practices reflect IACP guidance that law enforcement agencies share relevant information, records, and statistics with any other agencies as appropriate.⁷³

B | HCT Staffing

As mentioned, IACP advises law enforcement agencies to "have a core group of officers skilled in hate crimes responses."⁷⁴ Figure 4 below shows the count of sworn CPD members assigned to HCT from 2011 through 2024. As shown in the figure, HCT has had around three to four members assigned at a given time since 2011, and had its highest level of staffing in late 2021 with six members assigned. Previously, in October 2023, there was just one Police Officer assigned to HCT

⁶⁷ MCC § 2-120-518(a)(2).

⁶⁸ After HCT reviews an alleged hate crime incident, it gives the incident one of three possible dispositions: Bona Fide, Unfounded, or Undetermined. A Bona Fide incident signifies that HCT determined the incident to be bias motivated. If an incident is Unfounded, HCT's investigation found no evidence of bias motivation. If an incident is Undetermined, HCT was unable to conclude whether an incident was motivated by bias.

⁶⁹ Chicago Police Department, "General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate."

⁷⁰ MCC § 2-120-518(e)(1).

⁷¹ MCC §§ 2-120-518(e)(2) and -518(g).

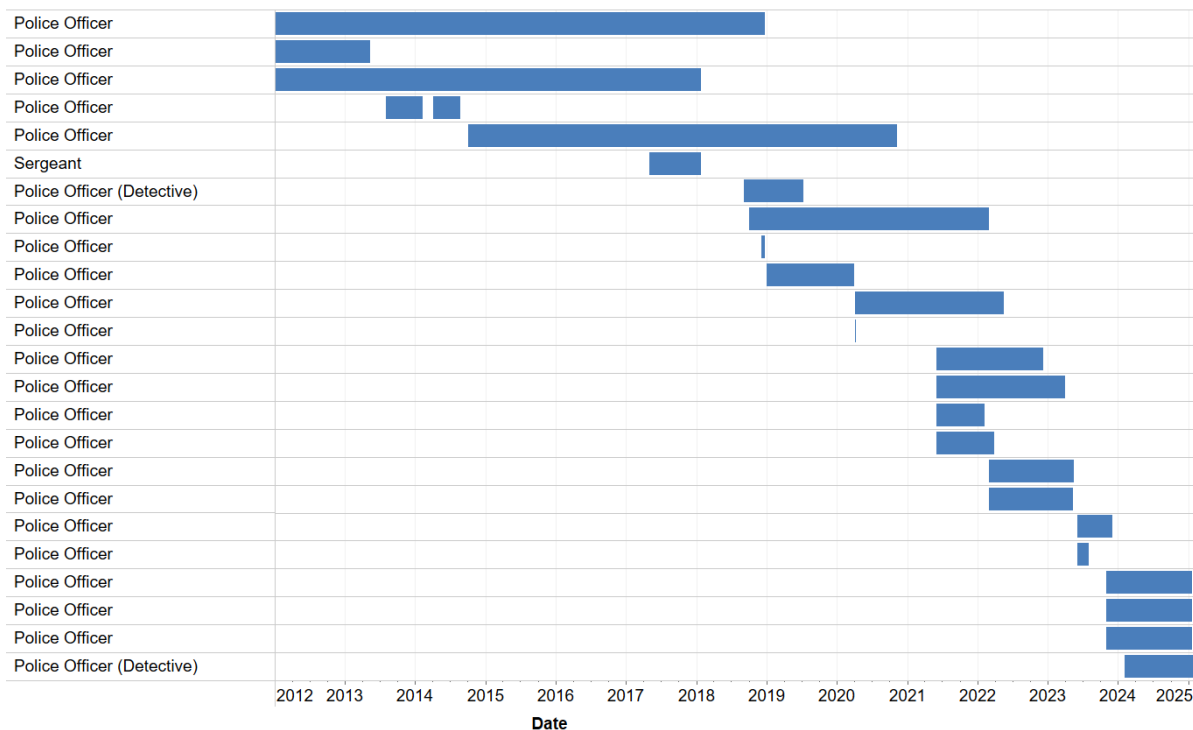
⁷² Chicago Police Department, "General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate."

⁷³ International Association of Chiefs of Police, "Investigation of Hate Crimes," Concepts & Issues Paper.

⁷⁴ International Association of Chiefs of Police, "Action Agenda for Community Organizations and Law Enforcement to Enhance the Response to Hate Crimes."

and worked as a hate crimes investigator.⁷⁵ Notably, during this time when CPD had a single sworn member assigned to HCT, Chicago saw the highest number of hate crimes reported in a single month since CPD began publicly displaying hate crime data in January 2012. According to CPD's Hate Crime Dashboard, 44 hate crimes were reported in October 2023 alone.⁷⁶ In November 2023, OIG was notified that the Hate Crimes Investigator was no longer assigned to HCT, and that the unit had been staffed with three Police Officers working as "Hate Crimes Officers." As part of this inquiry, OIG spoke with HCT members working as Hate Crimes Officers in December 2024. HCT members reported that the team was comprised of three Police Officers and one Detective. As of September 2025, CPD reported that HCT is staffed with three sworn CPD members—two Police Officers and a Detective—and one civilian Victim Specialist.

Figure 4: Length of Assignment for Sworn CPD Members Dedicated to Hate Crime Response since 2011, as of January 2025⁷⁷



Source: OIG analysis

C | CPD's Hate Crimes Trainings

CPD is mandated by the "Chi vs. Hate" ordinance to "train both full-time and part-time new recruits and veteran personnel on an ongoing basis about hate incidents," and "ensure that officers receive in-service training on methods, strategies, and techniques for recognizing and responding to hate crimes and hate incidents."⁷⁸ Additionally, CPD directive "General Order G04-06" requires the

⁷⁵ According to CPD's attendance records (referred to as Attendance and Assignment Sheets or A&A sheets), there was one member assigned to HCT between August 27, 2023, and November 12, 2023.

⁷⁶ Chicago Police Department, "Hate Crime Dashboard," <https://www.chicagopolice.org/statistics-data/data-dashboards/hate-crime-dashboard/>.

⁷⁷ Any CPD member involved in hate crime investigations work who did not have a "Civil Rights Unit" Beat designation would not be included OIG's analysis.

⁷⁸ MCC § 2-120-518(d).

Training and Support Group to ensure CPD recruits and sworn CPD members receive ongoing training on hate crimes and hate incidents. It notes that in-service training for sworn CPD members should occur every two years and focus on “methods, strategies, and techniques for recognizing and responding to hate crimes, hate incidents, and other incidents motivated by hate.”⁷⁹

In response to an OIG request, CPD reported that recruits in the Department’s Police Training Academy receive a four-hour “Crime Victims and Their Rights” training, a six-hour “Crimes Against Persons” training, and a one-hour “Hate Crimes” training. The “Crime Victims and Their Rights” training, revised in April 2023, instructs recruits on victims’ constitutional rights and how to effectively communicate with victims. The “Crimes Against Persons” training includes one hour of instruction on hate crimes, last updated in January 2023. The training includes the definition of a hate crime, how to determine whether incidents are motivated by bias, and how to complete case reports to indicate that an alleged crime may be a hate crime. The “Hate Crimes” training includes the characteristics of hate crime targets and offenders, how to determine a bias motivation, an examination of factors that may influence reporting, and instruction on how the Department responds to reported hate crime incidents. The training was updated in April 2025. According to CPD’s Training and Support Group’s Annual Training Reports, 803 and 509 recruits completed Academy training in 2023 and 2024, respectively.⁸⁰ Additionally, CPD reported that recruits take part in an interactive, seven-hour training held at the Illinois Holocaust Museum titled, “Law Enforcement and Democracy Initiative.” This course includes an examination of the history of the Holocaust, the role of policing in Nazi Europe, and the role of law enforcement in protecting the rights of individuals and society as a whole. The “Law Enforcement and Democracy Initiative” training is also part of the pre-service Sergeants and pre-service Lieutenants training curriculum.

CPD provided an in-service hate crimes training to CPD members involved in hate crimes responses—including Detectives, members of HCT, and citywide Community Liaisons—in November 2023 and February 2024. The training was administered by IACP and the Office of the Illinois Attorney General. The training was titled “Hate Crimes: Recognition and Reporting,” and focused on recognizing hate crimes and hate incidents, performing preliminary investigations, and following up with victims.

CPD reported that in September and November 2024, all members of the Bureau of Detectives received an eight-hour in-service training called, “Creating Safer Communities,” presented by the Matthew Shepard Foundation.⁸¹ According to CPD’s Annual Training Report, the “Creating Safer Communities” training reviews hate crime laws, how they are applied, and the history of racial injustices in policing.⁸²

Finally, CPD offers an e-learning refresher module on hate crimes for all Department members. The five-part course covers local, state, and federal hate crimes laws, and instructs on how hate crimes

⁷⁹ Chicago Police Department, “General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate,” Section VI.

⁸⁰ Chicago Police Department, “Annual Training Report – 2023,” February 2024.

Chicago Police Department, “Annual Training Report – 2024,” February 2025.

⁸¹ Chicago Police Department, “Annual Training Report – 2024.”

The Matthew Shepard Foundation is a nonprofit organization dedicated to promoting understanding, compassion, and acceptance for the LGBTQ+ community. For more, see <https://www.matthewshepard.org/>.

⁸² Chicago Police Department, “Annual Training Report – 2024.”

are investigated and documented in case reports. CPD's 2024 Hate Crimes Annual Report states that 550 members completed the e-learning module in 2024.⁸³

⁸³ Chicago Police Department, "Hate Crimes 2024 Review," accessed September 15, 2025, <https://www.chicagopolice.org/wp-content/uploads/2024-Annual-Hate-Crimes-Report.pdf>.

IV | Discussion

As previously mentioned, in 2022 reported hate crimes in Chicago increased from 109 to 205, and have surpassed 200 each year since.⁸⁴ Given this trend, it is especially important that the City of Chicago's public safety response to hate crimes and hate incidents is robust, equitable, and accessible to all residents. In this section, OIG discusses the City's hate crime response model and considerations around the effectiveness of that model, including allocation of resources, availability of training, etc.

A | The City of Chicago's Hate Crime Response Model

1. CPD: HCT, Community Liaisons, and Affinity Officers

As previously mentioned, CPD Detectives are responsible for investigating alleged hate crimes. However, HCT is the Department's dedicated group of members charged with reviewing reported hate crimes, compiling statistics, and liaising with and providing services to hate crime victims throughout Chicago. Despite being responsible for responding to victims of all reported hate crimes, OIG found that HCT's staffing has fluctuated from just one member to six total members (see again Figure 4).⁸⁵ A former CPD Hate Crimes Investigator reported to OIG that they believed that, as one of the largest police departments in the country, CPD should dedicate more personnel to responding to hate crimes. The staffing of HCT was previously scrutinized in DOJ's 2017 report, which noted that the unit was responsible for "investigating all hate crimes and hate incidents in Chicago, yet [had] only two investigators."⁸⁶ The report further noted that the New York City Police Department's Hate Crimes Task Force had 26 officers—including Detectives and supervisory staff—along with two civilian staff. As of September 2025, CPD's HCT is staffed by three sworn members designated as Hate Crimes Officers and one civilian Victim Specialist.

Additionally, other jurisdictions such as the Los Angeles Police Department (LAPD) have adopted a localized structure for its response to hate crimes and hate incidents. Rather than a citywide team that works out of one centralized location, like CPD's HCT, LAPD has one hate crime investigator at each of its 21 area stations.⁸⁷ LAPD's localized model for its investigators is similar to CPD's model for Affinity Officers, who operate out of local CPD Districts. The Affinity Officers support the work of HCT in responding to hate crimes, however, as mentioned, not all CPD Districts' Affinity Officer roles are filled at any given time. District Affinity Officers are not always involved in CPD's hate crime response, but are solicited to support HCT as needed or available. Similarly, while CPD's Community Liaison roles are intended to support marginalized communities, created to help the Department better connect with LGBTQ+ residents, unhoused people, and immigrant and religious communities, the liaisons have not been consistently involved in CPD's hate crime response or

⁸⁴ Chicago Police Department, "Hate Crime Dashboard."

⁸⁵ One of the three Hate Crimes Officers currently staffed with HCT is a Detective. OIG learned in an interview with HCT members that all Hate Crimes Officers have the same responsibilities, and the team member who is assigned as a Detective does not have additional investigative duties.

⁸⁶ At the time, HCT was named the Civil Rights Unit and is so referred in the DOJ report.

United States Department of Justice, "Investigation of the Chicago Police Department."

⁸⁷ For more information, see Los Angeles Police Department, "What LAPD is Doing to Fight Hate Crimes," at <https://www.lapdonline.org/what-lapd-is-doing-to-fight-hate-crimes/>.

outreach.⁸⁸ In December 2024, Community Liaisons reported to OIG that they are rarely notified or included in the Department's outreach to hate crime victims or to efforts to inform the communities on hate crimes and how to report them to the police. As of September 2025, CPD reported to OIG that it anticipates a Departmental reorganization that took place in early 2025 will allow HCT and the Community Liaisons to work more closely going forward.

2. CCHR: Crime Victim Advocate

As mentioned, CCHR is charged with enforcing the Chicago Human Rights Ordinance and prohibiting discrimination within the city of Chicago. In December 2023, in connection with this report, OIG interviewed CCHR's Hate Crime Victim Advocate, who provides support to hate crime victims and engages with Chicago communities. The Advocate reported that one of the ways CCHR learns of a hate crime is when a hate crime is reported to CPD, the Department then notifies CCHR of the incident. However, the Advocate stated that there are also some cases in which a hate crime victim contacts CCHR directly, without reporting to CPD, in which case CCHR then notifies CPD. Once notified of a hate crime, the CCHR Hate Crime Victim Advocate contacts the victim to connect them with resources, such as finding a shelter if the victim needs to relocate or providing information on local organizations that can provide more support to the victim, including counseling services. If an offender is identified and charged with a crime, the Hate Crime Advocate reported to OIG that they track the criminal case by attending court proceedings until the case is resolved. Additionally, the Advocate reported that in instances of "community tensions," such as a dispute between neighbors, CCHR staff will work with the local Alderperson and community members in the area in which those arise in order to mediate and diffuse the situation.

CCHR's Hate Crime Advocate reported to OIG that their position is citywide, meaning they are responsible for completing all aforementioned duties for every hate crime and hate incident reported in Chicago. In their interview with OIG, the Hate Crime Victim Advocate stated they had a caseload of over 200 cases. During a June 2024 City Council Committee on Public Safety hearing, CCHR Commissioner Nancy Andrade reiterated that CCHR had just one Hate Crime Advocate and stated that if the current Hate Crime Advocate were to retire, CCHR would lose its connection to community groups and institutional knowledge related to hate crimes and hate incidents.⁸⁹ Commissioner Andrade stated that CCHR would like to have additional staffing, but that being able to add more personnel would be "up to the budget." Ald. Nicole Lee (11th) stated during the hearing that the level of Hate Crime Victim Advocate staffing was "problematic," and advocated for additional funding to allow more Hate Crime Advocate positions. As of July 2025, City employee records indicate there is still only one Hate Crime Advocate within CCHR.

3. OEMC

OEMC is the city's clearinghouse for calls for service, emergency or otherwise. OEMC processes emergency calls for service through its 911 Operations and processes non-emergency calls and requests for service through 311 City Services. As mentioned, hate incidents can be reported through 311 City Services.

⁸⁸ Paige Fry, "Chicago police Superintendent David Brown announces expansion of Civil Rights Unit, shift toward community policing," *Chicago Tribune*, June 4, 2021, accessed March 20, 2025, <https://www.chicagotribune.com/2021/06/04/chicago-police-superintendent-david-brown-announces-expansion-of-civil-rights-unit-shift-toward-community-policing/>.

⁸⁹ Chicago City Council, "Joint Committee Meeting – Thursday, June 27, 2024," 2:09:30 – 2:11:20, accessed April 30, 2023, <https://vimeo.com/showcase/8928494/video/968132472>.

B | CPD's Hate Crime Resources

In June 2025, CPD created a “Hate Crimes and Hate Incidents” webpage which defines hate crimes and hate incidents and provides information on how to report hate crimes and incidents in Chicago.⁹⁰ Previously, CPD’s website did not provide guidance specific to reporting a hate crime or hate incident. CPD has additionally revised its website to reflect updated contact information for its LGBTQ+, Unhoused, and Immigrant, Migrant, and Refugee Community Liaisons, found within their respective pages under the webpage for the Office of Equity and Engagement.⁹¹ Regarding resource information for hate crime victims, CPD’s Hate Crime Dashboard contains a link to a victim resource document under the header, “What if I’m a victim?,” available in five languages—English, Spanish, Polish, Mandarin, and Arabic.⁹² The resource document contains information on CCHR, the Cook County State’s Attorney Victim and Witness Assistance program, and a few local Chicago organizations and service providers. However, the document contains outdated information on CPD’s HCT and may be difficult for online users to access, as it is hosted on the data dashboard and only accessible once a user hovers over or clicks on a document icon, causing a pop-up window to briefly appear. OIG has notified the Department about the outdated victim resource in connection with this inquiry.

The creation of a centralized webpage on hate crimes and hate incidents is an improvement, but CPD’s online resources on hate crimes and victim resources remain relatively minimal compared to other large jurisdictions in the country. For example, both NYPD and LAPD’s hate crimes webpages link to hate crime victim resources by external partners. NYPD has a dedicated “Hate Crimes/Bias Incidents” webpage, which includes the contact information for its Hate Crime Task Force and resources for how to report hate crimes in 14 written languages.⁹³ LAPD’s “Hate Crimes” webpage includes hate crime reporting and resource literature in 15 written languages, as well as station contact phone numbers for each of its 21 Hate Crimes Coordinators.⁹⁴ LAPD’s webpage also provides guidance on where hate crime victims may access support resources and links to more specialized information such as how young people may experience hate crimes and how the internet is used to spread hate.

C | CPD Training on Response to Hate Crimes

CPD is mandated by the “Chi vs. Hate” ordinance to “train both full-time and part-time new recruits and veteran personnel on an ongoing basis about hate incidents,” and “ensure that officers receive in-service training on methods, strategies, and techniques for recognizing and responding to hate incidents.”⁹⁵ “G04-06: Hate Crimes, Hate Incidents, and Related Incidents Motivated by Bias or Hate” requires sworn Department members to receive such training every two years.⁹⁶ Training

⁹⁰ Chicago Police Department, “Hate Crimes and Hate Incidents,” accessed September 12, 2025, <https://www.chicagopolice.org/equity/hatecrimes/>.

⁹¹ Chicago Police Department, “Office of Equity and Engagement,” accessed September 12, 2025, <https://www.chicagopolice.org/equity/>.

⁹² Chicago Police Department, “Hate Crime Dashboard,” accessed September 12, 2025, <https://www.chicagopolice.org/statistics-data/data-dashboards/hate-crime-dashboard/>.

⁹³ NYPD, “Hate Crimes/Bias Incidents,” accessed September 12, 2025, <https://www.nyc.gov/site/nypd/services/law-enforcement/hate-crimes.page>.

⁹⁴ LAPD, “Hate Crimes,” accessed September 12, 2025, <https://www.lapdonline.org/office-of-the-chief-of-police/office-of-special-operations/detective-bureau/detective-support-and-vice-division/hate-crimes/>.

⁹⁵ MCC § 2-120-518(d).

⁹⁶ Chicago Police Department, “General Order G04-06: Hate Crimes and Related Incidents Motivated by Bias or Hate,” Section VI.

records for CPD recruits indicate that the topic of hate crimes is consistently addressed in the curriculum administered in the Police Training Academy.⁹⁷ However, while Department records showed that there have been hate crime related in-service trainings in 2023 and 2024, they were administered primarily to members of the Bureau of Detectives and CPD members who most regularly engage with hate crimes. CPD did not provide OIG with records of regular in-service trainings on hate crimes for CPD members at large, and e-learning records showed that just over 500 members completed the module on hate crimes in 2024. IACP notes that demographics and communities can change, and as such, trainings should be continually updated and given on an ongoing basis so that the instruction is relevant and effective.⁹⁸ Continuous, regularly updated training on recognizing and responding to hate crimes and hate incidents is necessary to support the Department's efforts to address hate crimes and hate incidents in Chicago and support victims.

⁹⁷ Several of CPD's Academy training modules relevant to hate crimes reviewed by OIG had not yet been revised to reflect changes to HCT's responsibilities or its position within the Department's organizational structure.

⁹⁸ International Association of Chiefs of Police, "Action Agenda for Community Organizations and Law Enforcement to Enhance the Response to Hate Crimes."

V | Conclusion

As reports of hate crimes in Chicago have risen and remained at a higher rate since 2022, it is imperative that the City ensure that its responses to hate crimes and hate incidents reflect current best practices. Additionally, ensuring that information and resources are accessible to communities is crucial, given that research suggests that reported hate crimes do not depict the full picture of hate crime victimization in the city. In this inquiry, OIG found that CPD has made recent efforts to improve public information on hate crime reporting, but should examine areas where it could provide more current or accurate information, such as regarding resources for victims of hate crimes or specialized information tailored to Chicago's distinct communities. Additionally, OIG notes that the staff allocated to hate crime response across City agencies, notably within CPD and CCHR, should be evaluated in any forthcoming CPD staffing analysis and in consideration of CCHR's budget. The City's ability to adequately address hate crimes and hate incidents is critical not only to preserve the safety of Chicago's communities, but to bolster community trust in CPD and City institutions broadly.

A | Appendix: Chicago Police Department Response



Brandon Johnson
Mayor

Department of Police • City of Chicago
3510 S. Michigan Avenue • Chicago, Illinois 60653

Larry Snelling
Superintendent of Police

December 17, 2025

VIA ELECTRONIC MAIL

Ms. Tobar Richardson (TRichardson@igchicago.org)
Deputy Inspector General for Public Safety
City of Chicago Office of Inspector General
231 South LaSalle Street
Chicago, Illinois 60604

Re: Response to Chicago Police Department's Response to Hate Crimes and Hate Incidents

Dear Public Safety Inspector General Richardson:

The Chicago Police Department ("CPD") appreciated the opportunity to discuss the Public Safety Inspector General's ("PSIG") proposed findings contained in the above-named report ("Report"). CPD further appreciates that PSIG made corrections that are reflected in the Report draft circulated on November 28, 2025. This draft addressed several of the concerns raised by CPD. While the Report makes no recommendations for corrective actions, CPD provides the following comments to address remaining issues with the current draft of the Report.

CPD Member Training on Hate Crimes

Pages 19-21 and 24-25 discuss CPD's training on Hate Crimes. The Report does not fully capture the extent of training that all CPD members undertake with respect to Hate Crimes, not just those who most regularly engage in hate crimes responses. In addition to the Hate Crimes curriculum, CPD members also receive training on:

- Prohibitions on Criminal and Biased Organizations;
- Interactions with Religious Communities;
- Social Media; and
- Interactions with Transgender, Intersex, and Gender Nonconforming (TIGN) Individuals.

These trainings all address issues that are the subject of the Report.

On pages 21 and 25 of the Report, the PSIG cites CPD's 2024 Hate Crimes Annual Report to support its statement that in 2024, 550 members completed the Hate Crimes e-Learning module. For full context, the Hate Crimes e-Learning module at issue was released in 2022, which was the year in which the majority of CPD members - 95% - completed the Hate Crimes e-Learning. From 2022 through December 2025, 11,186 active CPD members have taken the 2022 Hate Crimes refresher e-Learning. A revised and updated Hate Crimes training has recently been approved, and CPD members will soon be enrolled.

The 2024 training on Hate Crimes specific to the Bureau of Detectives provided members with perspectives directly from victims and survivors. In the CPD 2024 Annual Report, the eight-hour Bureau of Detectives special training for investigators and investigative supervisors was described as follows:

Emergency and TTY: 9-1-1 • Non Emergency and TTY: (within city limits) 3-1-1 • Non Emergency and TTY: (outside city limits) (312) 746-6000

E-mail: police@cityofchicago.org • Website: www.cityofchicago.org/police

The Creating Safer Communities Hate Crimes Training Course focused on the history of hate crimes, federal law and case analysis, the importance of data and sound investigative strategies, and the impact of hate crimes on communities - including perspectives directly from victims and survivors.¹

On page 20, the Report states that CPD recruits complete the Brill Law Enforcement Action in Democracy (LEAD) training in collaboration with the Illinois Holocaust Museum. The Report should also note that this training is also given to pre-service Sergeant and pre-service Lieutenant classes. Since 2023, 384 pre-service Sergeants and 125 pre-service Lieutenants have completed the LEAD training.

These trainings demonstrate CPD's ongoing efforts to train all its members on Hate Crimes.

Purported Barriers to Reporting Hate Crimes

On pages 9-11, the Report advances a theory that "CPD members' involvement in bias-based acts or association with bias-based groups risks exacerbating the existing fear and reluctance of many hate crimes victims to report to the police and jeopardizes the Department's credibility to appropriately response to crimes motivated by hate or bias...." Notably absent from the Report is any evidence that such a fear or reluctance exists, much less by many victims of hate crimes. In fact, the graphic included on page 5 of the Report shows that in 2024 more than three times the number of hate crimes were reported to CPD over 2012, an indication that victims are not reluctant to make such reports. Page 6 also includes a graphic explaining the ways that a hate crime or hate incident victim may report the incident, including by providing a report anonymously. CPD appreciates the PSIG's acknowledgment of the efforts undertaken to update General Order G08-03 concerning the CPD's prohibition on associating with criminal based organizations. However, the conclusion that victims of Hate Crimes and Hate Incidents are discouraged from reporting these crimes because of a perception that CPD does not hold its members accountable for bias-based misconduct is a conclusion not supported by evidence in the Report.

Absence of Interviews with Bureau of Detectives Personnel

PSIG did not interview members of the Bureau of Detectives as part of its evaluation. Page 12 contains a list of categories of CPD members who were interviewed. On Page 12, the Report also states that it omitted an examination of the investigative procedures or case outcomes for the Bureau of Detectives. The Bureau of Detectives has one of the most important roles with respect to CPD's response to hate crimes. A thorough examination of the CPD's response to hate crimes and hate incidents is not complete without receiving input from members of the Bureau of Detectives.

Best Practices

Pages 7-8 of the Report discuss best practices and focus largely on a model policy published by the International Association of Chiefs of Police ("IACP"). As was discussed during the exit conference, when CPD developed its policy on Hate Crimes it looked to the IACP model policy, among other sources, for guidance. CPD also sought feedback from the community to tailor its policy to meet Chicago's unique needs. The Report's conclusion on page 26 states that it is imperative for the City to ensure that its responses to Hate Crimes and Hate Incidents reflect current best practices. Notably absent from the Report is an evaluation of whether CPD's Hate Crimes policy aligns with these best practices. At page 18, the Report acknowledges that CPD aligns with IACP guidance on collecting and sharing hate crime and hate incident data with other agencies, but there is no acknowledgment elsewhere - or recommendation for improvement - about whether CPD's Hate Crimes policy and response to

¹ Chicago Police Department 2024 Annual Report, page 91, available at <https://www.chicagopolice.org/wp-content/uploads/2024-CPD-Annual-Report-Final-For-Publishing.pdf>, and last accessed on December 17, 2025.

hate crimes and hate incidents comply with best practices. An identification of shortcomings or acknowledgment of compliance would resolve this ambiguity, but in the absence of recommendations for changes, CPD does not intend to change its current policy or practices in response to this Report.

Affinity Officers

At pages 16-17 and 22, the Report acknowledges the important role of Affinity Officers as part of CPD's response to Hate Crimes and Hate Incidents. The Report expressed concern that not all CPD Districts had Affinity Officers assigned, citing to a January 2024 staffing roster and a review of the recorded nature of assignment for active, sworn CPD members as of July 2025. As of October 23, 2025, CPD has Affinity Officers staffed in all police districts.

CPD Procedures

The graphic on page 15 of the Report does not accurately describe how cases are assigned to the Bureau of Detectives. In the current draft, the graphic indicates that notification to Detectives comes after notification to the Hate Crimes Team. In contrast, General Order G04-06, Section III.B.1, provides that the Bureau of Patrol makes notifications to Bureau of Detectives and the Hate Crimes Team at the same time. Additionally, Section IV.B and IV.C provide that assignments of personnel from both the Bureau of Detectives and the Hate Crimes Unit occur at the same time. CPD recommends that the PSIG update the graphic to reflect the procedures set out in General Order G04-06.

Report's Conclusion

At the exit conference, PSIG and CPD discussed issues with the Report's conclusion, which is currently on page 26. Many of these issues have not been addressed.

- The conclusion acknowledges that CPD has made recent efforts to improve public information on hate crime reporting but should examine areas where it could provide more current or accurate information. However, the Report does not contain discussion of inaccuracies in CPD's information or a critique of the timeliness of this information. On page 18 the Report even acknowledges that CPD's reporting of such information complies with best practices.
- The conclusion states that "research suggests that reported hate crimes do not depict the full picture of hate crime victimization in the city," but this research, or a discussion of the research, does not appear in the current draft of the Report.
- The conclusion states that CPD should provide more resources and specialized information tailored to Chicago's distinct communities, but on page 24 the Report describes the resources available, including that resources are available in five languages. Nothing in the Report's findings suggests an issue with CPD's efforts to tailor its response to particular victims or communities; in fact, this is the role of Affinity Officers who are currently present in all CPD districts.
- As mentioned above, the conclusion makes a statement about best practices that is not supported elsewhere in the report.
- CPD acknowledges that there was a technical issue with its Hate Crimes web page and appreciates that PSIG brought this to CPD's attention. The issue has been addressed.

CPD would appreciate PSIG making appropriate revisions to the conclusion before publishing the Report.

Hate Crimes and Hate Incidents are issues of great importance to CPD. Fortunately, most Chicagoans choose acceptance and inclusivity. For those who do not, the City and CPD work together to hold those committing crimes rooted in hate accountable. CPD appreciates the opportunity to provide this written feedback, as well as the opportunity to discuss the draft Report on this important topic.

Best regards,

A handwritten signature in blue ink, appearing to read "Scott Spears", is positioned above the typed name.

Scott Spears
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Chicago Police Department



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For further information about this report, please contact the City of Chicago Office of Inspector General, 231 S. LaSalle Street, 12th Floor, Chicago, IL 60604, or visit our website at igchicago.org.

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