FORMAL CITIZEN COMPLAINT AND REQUEST FOR INVESTIGATION

Detective Caleb J. Koker | Fairfield Police Department
September 15, 2026 encounter | Incident FPD26-00643

Submitted to: Mayor Gary Moore; Chief of Police Benjamin W. Lewis; City of Fairfield.

[redacted]

I submit this formal citizen complaint requesting an impartial investigation of Detective Koker's handling of the body-camera recording of the September 15, 2026 encounter. The complaint concerns the apparent failure to classify and flag an encounter that resulted in detention, the associated preservation obligations, and the explanation subsequently given for withholding the recording.

The evidence supporting detention includes Lieutenant Rennie Cates's express statement that I was detained, his remaining with me while Koker prepared the citation, and Koker's subsequent acknowledgment concerning detention for issuance of that citation. These circumstances must be evaluated together.

I request findings supported by the recordings, original metadata, audit logs, governing policies, and identified personnel responsibilities. The numbered allegations below are submitted for investigation and determination.

Scope: Detective Koker is the subject of this complaint. Lieutenant Cates is identified as a witness. The department's later FOIA response is evidence requiring reconciliation; authorship or responsibility for that response is not attributed to Koker without supporting records.

Organization: This consolidated submission contains the operative complaint, a supplemental firsthand statement, an exhibit index, and all seven supplied PDFs. Each exhibit is preceded by a cover sheet identifying its source, relevance, evidentiary limits, and requested investigative follow-up. The original exhibit pages are reproduced without substantive editing.

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NUMBERED ALLEGATIONS

Allegation 1 - Failure to recognize and classify a detention

On September 15, 2026, Detective Koker and Lieutenant Cates contacted me at my apartment at the Wayne County Housing Authority. Cates expressly answered my question about detention by stating, "Yes, you are being detained." Koker's report states that Cates remained with me while Koker returned to his patrol vehicle to issue the notice to appear. The supplied transcript records Koker explaining Cates's presence and then acknowledging detention in connection with giving me the citation.

Taken together, the posted officer, the express statement of detention, and Koker's acknowledgment establish the factual basis for my complaint that this was a detention. No reasonable person in my position would have believed they were free to shut the door, disengage, or walk away. The issuance of a notice to appear does not answer the separate question whether detention occurred before its issuance.

Requested finding: Determine the beginning, duration, purpose, and end of the detention, using the complete recordings and both officers' accounts. Identify the classification entered for this encounter and reconcile it with the actual events.

Allegation 2 - Apparent failure to implement statutory flagging and retention

Section 10-20(a)(7)(B)(iv) of the Law Enforcement Officer-Worn Body Camera Act addresses encounters resulting in detention or arrest, subject to the traffic-stop exclusion. This encounter concerned a disorderly-conduct citation at a residence, rather than a minor traffic stop. I allege that the detention criterion applied regardless of whether personnel entered an administrative flag.

The October 7, 2026 denial states that the footage had not been flagged. Investigate whether Koker failed to perform a flagging, classification, notification, or preservation duty assigned to him by the applicable policy. Obtain that policy before determining his individual responsibility. Determine separately whether supervisors, records personnel, or system settings contributed to any omission.

Requested finding: Identify each responsible person, the applicable duty, what action was required, what action occurred, and the evidence supporting the resulting finding. Establish whether any recording was lost, altered, or exposed to routine deletion; the present packet does not establish that destruction occurred.

Allegation 3 - Unreconciled discrepancy in the department's FOIA explanation

The denial signed by FOIA Officer Keith Colclasure states that I received a notice to appear, was not taken into custody or restrained, and that the recording was not flagged. Compare that explanation with the officers' recorded statements and Koker's report. Determine whether the explanation improperly treated absence of a custodial arrest as resolving detention.

Requested finding: Identify the factual sources, reviewers, communications, and approvals underlying the denial. Determine whether Koker supplied or approved any relevant factual representation. Do not assume his authorship of a denial signed by another official.

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SUPPLEMENTAL STATEMENT OF [redacted]

This statement supplements the original written statement reproduced as Exhibit B. It explains the totality of the circumstances supporting my understanding that I was detained.

I uploaded the YouTube video identified in Exhibit F and prepared the accompanying transcript. The transcript is my account of the recorded exchange. The linked recording should be preserved and considered with the complete police body-camera recordings.

Lieutenant Cates expressly told me that I was being detained. He remained with me while Detective Koker went to prepare the citation. Koker explained that Cates remained to ensure continued contact with me and, when questioned about detention, acknowledged that we were detained to give me the citation, as reflected in Exhibit F.

The totality of the circumstances was unmistakable: an officer was posted with me, that officer told me I was detained, and Koker confirmed detention in connection with the citation. No reasonable person in my position would have believed they were free to shut the door, disengage, or walk away.

I understood that I was required to remain while Koker prepared and issued the citation. My understanding arose during the encounter, which is why I asked the officers directly whether I was being detained. It was not a conclusion first reached afterward.

The absence of handcuffs does not change what the officers told me or the control they maintained over the encounter. I ask that the investigation assess their words and conduct together, rather than rely exclusively on the label placed on the eventual citation.

I submit this supplemental statement in support of my formal complaint. My original signed statement is preserved as Exhibit B.

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STATUTORY FRAMEWORK AND REQUESTED DETERMINATIONS

The following provisions identify the principal issues for investigation. Official statutory source: Illinois General Assembly, 50 ILCS 706/10-20, https://ilga.gov/legislation/ilcs/fulltext?DocName=005007060K10-20 (consulted November 11, 2026).

Detention: Section 10-20(a)(7)(B)(iv) treats detention or arrest as a flagging event, with the stated traffic-stop exclusion. Determine whether the events documented here satisfied that criterion and whether the agency implemented the resulting retention obligations.

This complaint: Section 10-20(a)(7)(B)(i) separately addresses a formal or informal complaint. Record receipt of this submission and immediately apply the appropriate preservation controls. This additional basis does not resolve whether the recording should already have been flagged because of detention.

Evidentiary value: Under subsection (a)(7)(B)(vi), a defendant's determination of evidentiary value is another listed criterion. As the defendant in the related prosecution, I expressly determine that these recordings have evidentiary value concerning the encounter, detention, and citation, and request preservation on that additional basis.

Retention: Subsections (a)(7)(A)-(C) govern the initial storage period, flagged retention, and recordings used in proceedings. Apply all applicable retention requirements and any longer preservation obligations; do not allow a routine retention setting to dispose of responsive material.

Disclosure: Retention and public disclosure present distinct questions. Subsection (b) governs access, including privacy limitations and access by the subject or counsel under (b)(3). This complaint requests investigation and preservation and does not assume that every part of the recording must be publicly released without review.

Source cross-check: State of Illinois GATA body-camera program page reproduces the retention provisions: https://omb.illinois.gov/public/gata/csfa/Program.aspx?csfa=2537. The department should identify the policy and statutory provisions effective on the incident date and explain their application.

Policy evidence needed: Obtain the policy versions governing September 15 and October 7, 2026; officer and supervisor responsibilities; upload and category procedures; complaint retention rules; training acknowledgments; and the vendor's retention configuration. The supplied exhibits do not contain those policies.

PRESERVATION AND INVESTIGATIVE REQUESTS

Immediate preservation

Preserve the complete original body-camera recordings from Koker and every other recording officer, including the encounter at the apartment, the citation preparation interval, and related pre- and post-contact footage. Preserve native files, audio tracks, timestamps, device identifiers, metadata, upload records, checksums if available, backups, and vendor-held copies.

Preserve all tags, classifications, retention schedules, changes, audit trails, user identities, access and viewing logs, exports, redactions, deletion events, recoverable copies, dispatch/CAD records, radio communications, original and supplemental reports, photographs, and correspondence concerning this encounter, the FOIA request, PAC review, and this complaint.

Suspend routine deletion and overwrite for relevant evidence. Record when the hold was applied, by whom, to which files, and for what duration. If any item is missing, identify its last known location, disposition date, responsible account, reason, recovery efforts, and governing authorization. Preservation does not require alteration of the original recording.

Investigation sequence

1. Assign an investigator who did not make or approve the disputed classification or denial, and identify that investigator and any reviewing authority.

2. Secure native evidence before making working copies. Obtain accounts from Koker, Cates, the FOIA officer, relevant supervisors, and the recording-system custodian. Observe applicable rules governing officer reports and access to recordings.

3. Synchronize the civilian video, police recordings, CAD timestamps, and citation timeline. Identify the exact words and conduct bearing on whether I could terminate the encounter.

4. Reconstruct the recording's complete classification and retention history. Determine whether an administrative flag was absent, delayed, changed, or unnecessary under a different existing retention hold. Identify the evidence for each conclusion.

5. Compare the October 7 denial with the recordings and report. Determine the origin of its factual assertions and whether corrective action or a corrected response is warranted.

6. Issue an allegation-by-allegation determination identifying the governing standard, evidence considered, factual findings, unresolved gaps, and any corrective measures or referral warranted by the findings.

Written response requested

Provide acknowledgment of receipt; the complaint or investigation control number; confirmation of preservation and the responsible custodian; confirmation of an impartial investigation; and written notification of findings and any corrective or disciplinary action that may lawfully be disclosed.

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Please forward this complaint directly to Chief Benjamin W. Lewis and enter it in the formal citizen complaint process. Explain any required additional submission step in writing. Lieutenant Cates remains a witness, not a subject of this complaint.

The related PAC request for review is reproduced as Exhibit G. FPD26-00643 is the police incident identifier; this packet does not supply a separate PAC-assigned review number or acknowledgment.

Respectfully submitted,

[redacted]

EXHIBIT INDEX

The operative complaint and supplemental statement precede the exhibits. PDF bookmarks provide navigation. Each original source has its own explanatory cover sheet.

Exhibit A - Original formal citizen complaint
1. FORMAL CITIZEN COMPLAINT AND REQUEST FOR INVESTIGATION.pdf

Exhibit B - Original written statement of [redacted]
2. WRITTEN STATEMENT OF [redacted]

Exhibit C - Original Freedom of Information Act request
3. Original Freedom of Information Act Request.pdf

Exhibit D - October 7, 2026 Fairfield Police Department FOIA denial
4. FPD FOIA DENIAL.pdf

Exhibit E - Koker incident report, photograph, and notice to appear
5. Koker Incident Report.pdf

Exhibit F - Relevant timestamped transcript and video reference
6. Relevant Transcript.pdf

Exhibit G - Request for PAC review
7. Request for Review — Fairfield Police Department FPD26-00643.pdf

Original supplied documents remain identifiable by their filenames, original page counts, and SHA-256 fingerprints on their cover sheets. The formal complaint and statement are reproduced as source exhibits in addition to the consolidated operative narrative.

EXHIBIT A
Original formal citizen complaint

Source document: 1. FORMAL CITIZEN COMPLAINT AND REQUEST FOR INVESTIGATION.pdf

Description and provenance: The previously prepared three-page complaint dated November 11, 2026.

What this exhibit establishes or supports: Documents the original allegations, requested investigation, preservation demand, and electronic signature appearing in the supplied copy.

Context and evidentiary limits: It is a complaint, rather than an adjudicated finding. Its shortened Koker quotation should be read with the full exchange in Exhibit F. The operative narrative at the front of this packet supplies the fuller treatment.

Requested investigative follow-up: Compare the original allegations with the recordings, policy duties, and classification history.

Original pages: 3
Integrity: The supplied PDF pages follow this cover sheet without substantive editing. Packet pagination is added in the lower margin.

SHA-256 of source PDF:

e0d943c83dafab4eef34f8d133ed7b7413ccbc52a1ba74d79790b962b7f831a5

FORMAL CITIZEN COMPLAINT AND REQUEST FOR INVESTIGATION

To: Mayor Gary Moore, City of Fairfield

To: Chief of Police Benjamin W. Lewis, Fairfield Police Department

Subject: Formal Complaint Against Detective Koker – September 15, 2026 Body-Camera Recording – Case FPD26-00643

Mayor Moore and Chief Lewis:

I am submitting this formal citizen complaint requesting an investigation into the conduct of Fairfield Police Department Detective Koker concerning his September 15, 2026 encounter with [redacted] at the Wayne County Housing Authority.

This complaint concerns the apparent failure to properly flag and preserve body-camera footage of an encounter that, according to the available evidence, resulted in an actual detention.

1. Evidence Establishing Detention

The following statements and documentation are particularly relevant:

1. Lieutenant Cates expressly told [redacted] "Yes, you are being detained."
2. Detective Koker's incident report states that Lieutenant Cates remained with [redacted] while Koker returned to his patrol vehicle to issue the notice to appear citation.
3. Koker explained that Cates remained there "Just to make sure that we could still make contact with you."
4. During a subsequent discussion about detention, Koker stated: "At the moment? Yeah, we were, to give you that citation."

These statements raise substantial questions about the department's subsequent position that no detention occurred.

2. Potential Violation of Illinois Body-Camera Requirements

Under 50 ILCS 706/10-20(a)(7)(B)(iv), an encounter resulting in detention is deemed flagged under the statute, subject to the specified traffic-stop exclusion.

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Additionally, subsection (a)(7)(B)(i) provides that an encounter is deemed flagged when a formal or informal complaint has been filed.

The department's October 7, 2026 FOIA denial relied on the position that [redacted] received a notice to appear rather than being arrested and that the recording had not been flagged.

However, an arrest is not required for the detention provision to apply.

I request an investigation into whether Detective Koker properly complied with the Illinois Body Camera Act and applicable Fairfield Police Department policies, including whether he was responsible for ensuring that the encounter was properly classified and flagged.

3. Requested Investigation

I respectfully request that the Mayor and Chief of Police:

1. Initiate a formal investigation into Detective Koker's handling and classification of the September 15, 2026 body-camera recording.
2. Determine who was responsible for the decision not to flag the recording.
3. Determine whether the failure to flag the encounter violated Illinois law or department policy.
4. Review Detective Koker's incident report against the statements made during the actual encounter.
5. Determine whether the department's October 7, 2026 FOIA denial accurately represented the circumstances of the detention.
6. Determine whether any supervisory personnel reviewed or approved the decision not to flag the recording.

4. Immediate Preservation of Evidence

I formally request that the department preserve all evidence relating to this encounter, including:

- The complete, original body-camera recording from Detective Koker.
- Any other officers' body-camera recordings.
- All recording metadata and audit logs.
- Flagging and classification records.
- Records identifying who reviewed, classified, or authorized the handling of the recording.
- Dispatch communications and related incident documentation.
- All versions of the incident report and related correspondence.

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No responsive recording or associated evidence should be deleted, altered, overwritten, or destroyed while this complaint and the related FOIA proceedings remain pending.

5. Written Acknowledgment and Investigation Results

Please provide:

- Written acknowledgment that this complaint has been received.
- A formal complaint or investigation control number.
- Confirmation that the requested evidence is being preserved.
- Confirmation that the complaint has been forwarded to the appropriate investigative authority.
- A written response explaining the findings and any corrective or disciplinary action deemed appropriate.

This complaint is submitted in good faith based on the available documentary and recorded evidence. I am requesting an impartial investigation and a determination based on the actual events, rather than the department's administrative classification of the encounter.

Respectfully,

[redacted]

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EXHIBIT B
Original written statement of [redacted]

Source document: 2. WRITTEN STATEMENT OF [redacted]

Description and provenance: The supplied three-page firsthand statement bearing an electronic signature and date.

What this exhibit establishes or supports: Documents [redacted] contemporaneous understanding that he was detained, the officers' statements and conduct, and his explanation that the encounter was not voluntary.

Context and evidentiary limits: The statement is firsthand evidence of [redacted] experience. The supplemental statement at the front makes the totality-of-the-circumstances position explicit.

Requested investigative follow-up: Evaluate the account with the recordings and officer interviews; distinguish personal observations from inferences about police intent.

Original pages: 3
Integrity: The supplied PDF pages follow this cover sheet without substantive editing. Packet pagination is added in the lower margin.

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WRITTEN STATEMENT OF [redacted]

In Support of Formal Citizen Complaint Against Detective Koker

Incident date: September 15, 2026
Location: Wayne County Housing Authority
Related FOIA case: FPD26-00643

I, [redacted] submit this written statement based on my personal knowledge and recollection of the September 15, 2026 encounter involving Fairfield Police Department Detective Koker and Lieutenant Cates of the Wayne County Sheriff's Department.

1. My understanding that I was detained

During the encounter, I specifically asked whether I was being detained. I asked because I wanted to understand whether I was free to end the encounter and disengage from the officers.

Lieutenant Cates expressly answered:

"Yes, you are being detained."

I also addressed the issue directly with Detective Koker. During that exchange, Koker stated:

"At the moment? Yeah, we were, to give you that citation."

These statements confirmed my understanding that I was being detained during the encounter.

2. The totality of the circumstances

My understanding was not based solely on the presence of police officers. It was based on the officers' statements, their conduct, and the circumstances surrounding the encounter.

Although I was not handcuffed or physically restrained, and although I was not necessarily given an express order to stand in one particular place, I did not understand the encounter to be voluntary.

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I reasonably understood that attempting to close the door, terminate the interaction, or otherwise disengage could result in further police action. I was concerned that doing so could be characterized as disorderly conduct, obstruction, or another offense.

I did not believe I could simply end the encounter without risking additional law-enforcement consequences.

My understanding that I was detained existed at the time of the encounter. It was the reason I specifically asked whether I was being detained.

3. The officers' statements and conduct

Detective Koker's incident report states that Lieutenant Cates remained with me while Koker returned to his patrol vehicle to issue the notice to appear citation.

Koker also explained that Cates was positioned there:

"Just to make sure that we could still make contact with you."

This statement is consistent with my understanding that the officers were maintaining contact and control of the encounter rather than treating it as a voluntary interaction that I could freely terminate.

4. Relevance to the body-camera recording

I submit this statement to document my firsthand experience and understanding of the encounter.

I request that the department consider this statement together with:

- Detective Koker's incident report;
- Lieutenant Cates's statement that I was detained;
- Detective Koker's statements concerning the detention;
- The complete body-camera recordings;
- Dispatch records and related documentation; and
- Any available recording metadata and flagging records.

I specifically request an investigation into whether this encounter resulted in a detention within the meaning of 50 ILCS 706/10-20(a)(7)(B)(iv), and whether the body-camera recording was properly flagged as required by law and department policy.

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I am not claiming that physical restraint or handcuffs were necessary for a detention to occur. I am asking that the encounter be evaluated based on the totality of the circumstances, including what the officers told me and what a reasonable person in my position would have understood.

I submit this statement in support of my formal citizen complaint against Detective Koker.

I certify that the foregoing is true and correct to the best of my personal knowledge and recollection.

Electronically signed:

[redacted]

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EXHIBIT C
Original Freedom of Information Act request

Source document: 3. Original Freedom of Information Act Request.pdf

Description and provenance: The two-page request attributed to Kathy Sands, Editor, The Villagers' Voice.

What this exhibit establishes or supports: Shows the body-camera footage requested and the media requester's stated purpose. It connects the later denial to the September 15 encounter.

Context and evidentiary limits: The source contains an apparent reference to White County Housing Authority within a request otherwise concerning Wayne County. That original wording is preserved. The denial supplies the department's receipt chronology.

Requested investigative follow-up: Identify the received request, receipt date, responsive searches, and records personnel involved.

Original pages: 2
Integrity: The supplied PDF pages follow this cover sheet without substantive editing. Packet pagination is added in the lower margin.

SHA-256 of source PDF:
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Freedom of Information Act Request

From: thevoice1 (thevoice1@frontier.com)

To: hrm@fairfieldilcitygov.us

Date: Wednesday, September 23, 2026 at 02:07 PM CDT

Chief Benjamin W. Lewis
1002 Leininger Road
Fairfield, IL 62837
618-842-2151

Dear FOIA officer,
if you are not the FOIA officer, please forward this request to the FOIA officer.

This request concerns the following:

1.Copies of all reports from the Fairfield Police Department that concern calls from the Wayne County Housing Authority in Fairfield, IL, for police presence whether they are for criminal complaints or for evictions, along with all records of police responses to the calls and copies of all citations issued that include who they were issued to and for what violation. The time period I am requesting is for and includes all calls, police responses, and all citations for the past 12 months issued to anyone at the Wayne County Housing Authority.

2. Complete body cam footage from police contact at the Wayne County Housing Authority on the afteroon of September 15, 2026 in response to a complaint by Executive Director Kim Musgrave of the Wayne County Housing Authority against tenant [redacted] A citation for Disorderly Conduct was issued by the Fairfield officer to Mr. [redacted] Please release all footage related to this incident.

This is a media request for information and will be used to better inform the public of policies and procedures of the White County Housing Authority and the Fairfield Police Department.

Electronic copies are requested.

This is not a commercial request.

This is also a request for fee waiver, should any fees be imposed, as this information bears on the public business of the local and state governments in Illinois and will be used to inform citizens of the actions of their public officials, of their rights and responsibilities, of news and current or passing events, and for

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articles of opinion or features of interest to the public. The principal purpose of this request is to access and disseminate information regarding the health, safety, and welfare or the legal rights of the general public and is not for the principal purpose of gaining a personal or commercial benefit.

Please respond in the required five day time period required by **5 ILCS 140/3(d) or request an extension if needed. If any part of the request is denied, please cite the appropriate part of the statute used to deny the request.**

"Each public body shall, promptly, either comply with or deny a request for public records within 5 business days after its receipt of the request, unless the time for response is properly extended under subsection (e) of this Section. Denial shall be in writing as provided in Section 9 of this Act. Failure to comply with a written request, extend the time for response, or deny a request within 5 business days after its receipt shall be considered a denial of the request. A public body that fails to respond to a request within the requisite periods in this Section but thereafter provides the requester with copies of the requested public records may not impose a fee for such copies. A public body that fails to respond to a request received may not treat the request as unduly burdensome under subsection (g).

(e) The time for response under this Section may be extended by the public body for not more than 5 business days from the original due date..."

Thank you for your cooperation.

Kathy Sands
Editor
The Villagers' Voice
618-384-8756
thevoice1@frontier.com
www.thevillagersvoice.com

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EXHIBIT D
October 7, 2026 Fairfield Police Department FOIA denial

Source document: 4. FPD FOIA DENIAL.pdf

Description and provenance: The complete two-page letter to Kathy Sands signed by FOIA Officer Keith Colclasure.

What this exhibit establishes or supports: Establishes the department's written assertion that [redacted] was issued a notice to appear, was not taken into custody or restrained, and that the body-camera footage had not been flagged.

Context and evidentiary limits: The letter proves what the department represented. It does not independently prove the accuracy of that representation or identify Koker as its author.

Requested investigative follow-up: Obtain the underlying factual inputs, review history, correspondence, and recording classification records; reconcile the denial with Exhibits E and F.

Original pages: 2
Integrity: The supplied PDF pages follow this cover sheet without substantive editing. Packet pagination is added in the lower margin.

SHA-256 of source PDF:
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Fairfield Police Department

Ben Lewis
Chief

S/SGT Richard F. Walton Building
1002 Leininger Road Fairfield, Illinois 62837
Ph: (618) 842-2152 Fax: (618) 847-4202 www.fairfieldpd.org

October 7, 2026

Kathy Sands
Email: thevoice1@frontier.com

Dear Ms. Sands:

Thank you for writing to the Fairfield Police Department with your request for information pursuant to the Illinois Freedom of Information Act, 5 ILCS 140/1 et seq.

On September 23, 2026 (Received on October 2, 2026), you requested the following documents:

1.Copies of all reports from the Fairfield Police Department that concern calls from the Wayne County Housing Authority in Fairfield, IL, for police presence whether they are for criminal complaints or for evictions, along with all records of police responses to the calls and copies of all citations issued that include who they were issued to and for what violation. The time period I am requesting is for and includes all calls, police responses, and all citations for the past 12 months issued to anyone at the Wayne County Housing Authority.

2. Complete body cam footage from police contact at the Wayne County Housing Authority on the afternoon of September 15, 2026 in response to a complaint by Executive Director Kim Musgrave of the [redacted]

This is a media request for information and will be used to better inform the public of policies and procedures of the White County Housing Authority and the Fairfield Police Department.

Electronic copies are requested.

This is not a commercial request.

This is also a request for fee waiver, should any fees be imposed, as this information bears on the public business of the local and state governments in Illinois and will be used to inform citizens of the actions of their public officials, of their rights and responsibilities, of news and current or passing

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events, and for articles of opinion or features of interest to the public. The principal purpose of this request is to access and disseminate information regarding the health, safety, and welfare or the legal rights of the general public and is not for the principal purpose of gaining a personal or commercial benefit.

Request #1: Your request is granted in part and denied in part as follows:

We have enclosed copies of the following documents that you requested. The Fairfield Police Department is denying your request for complete documents for the following reasons: All provided reports have been redacted pursuant to: Exemption 5 ILCS 140/7(1)(b), private information, including date of births, addresses and telephone numbers.

Request #2: Your request is denied.

Exemption 5 ILCS 140/7.5(cc) of FOIA exempts from disclosure "recordings made under the Law Enforcement Officer-Worn Body Camera Act, except to the extent authorized under that Act." Mr. [redacted] was issued a Notice to Appear (NTA) for a violation and was not taken into custody, nor restrained. An NTA is an alternative to arrest, and thus, by definition, a person who is given a NTA is not under arrest. The body camera footage has not been flagged for any reason set forth under section 10-20(b)(2) of the Body Camera Act and you are not authorized to obtain the requested footage.

You have a right to have the denial of your request reviewed by the Public Access Counselor (PAC) at the Office of the Illinois Attorney General (5 ILCS 140/9.5(a)). You can file your Request for Review with the PAC by writing to:

Public Access Counselor
Office of the Attorney General
500 South 2nd Street
Springfield, Illinois 62706
Fax: (217) 782-1396
E-Mail: public.access@ilag.gov

You also have the right to seek judicial review of your denial by filing a lawsuit in the State circuit court (5 ILCS 140/11).

If you choose to file a Request for Review with the PAC, you must do so within 60 calendar days of the date of this denial letter (5 ILCS 140/9.5(a)). Please note that you must include a copy of your original FOIA request and this denial letter when filing a Request for Review with the PAC.

Sincerely,

Keith Colclasure
FOIA Officer

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EXHIBIT E
Koker incident report, photograph, and notice to appear

Source document: 5. Koker Incident Report.pdf

Description and provenance: The supplied five-page PDF: three report pages, one photograph page, and one citation page.

What this exhibit establishes or supports: The narrative identifies Detective Caleb J. Koker and Lieutenant Rennie Cates, describes the apartment contact, and states that Cates remained with [redacted] while Koker returned to his patrol vehicle to issue the notice to appear.

Context and evidentiary limits: The report supports the sequence and officer identities. It does not itself establish the recording's administrative flagging history or every spoken word. No police account is adopted as true merely because it appears in the report.

Requested investigative follow-up: Compare the complete narrative and citation timestamps with the recordings, dispatch records, and officers' accounts.

Original pages: 5
Integrity: The supplied PDF pages follow this cover sheet without substantive editing. Packet pagination is added in the lower margin.

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Fairfield Police Department

S/SGT Richard F. Walton Building
1002 Leininger Road, Fairfield, IL 62837
Phone: (618) 842-2152 Fax: (618) 847-4202

Case FPD26-00643 Printed on October 6, 2026

Status	Approved
Report Type	Incident
Primary Officer	Caleb Koker
Investigator	None
Records Technician	
Reported At	09/15/26 14:24
Incident Date	09/15/26 14:24 - 09/15/26 15:06
Incident Code	DISORD : LAW - DISORDERLY CONDUCT
Location	[redacted], FAIRFIELD, IL 62837 (Highrise)
Disposition	Forward to State's Attorney
Disposition Date/Time	09/15/26 18:17
Review for Gang Activity	None

Offense Information

Offense	Disorderly Conduct - Actions Alarm or Disturb Another Provoking Breach of Peace
Statute	720-5/26-1(a)(1)
NIBRS Code	90C - Disorderly Conduct
Counts	1
Include In NIBRS	Yes
Completed	Yes
Bias Motivation	None (no bias)
Location	Government/Public Property
Entry Forced	No

Cited

[redacted] P
Male, DOB [redacted]
[redacted]
[redacted] Cell

720-5/26-1(a)(1) - Disorderly Conduct - Actions Alarm or Disturb Another Provoking Breach of Peace

Complainant

MUSGRAVE, KIMELA R
Female, DOB [redacted]
[redacted]
[redacted] Home
Cell
Work

720-5/26-1(a)(1) - Disorderly Conduct - Actions Alarm or Disturb Another Provoking Breach of Peace

Offender

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[redacted] P
Male, DOB [redacted]
[redacted]
[redacted] Cell

720-5/26-1(a)(1) - Disorderly Conduct - Actions Alarm or Disturb Another Provoking Breach of Peace

Other

WAYNE COUNTY HOUSING AUTHORITY
[redacted]
FAIRFIELD, IL 62837
(618) 842-2163 Fax
(618) 842-7416 Secondary
(618) 842-9008 Work

Agency: 720-5/26-1(a)(1) - Disorderly Conduct - Actions Alarm or Disturb Another Provoking Breach of Peace

Primary Narrative By Caleb Koker, 09/15/26 16:49

[redacted] - Disorderly Conduct 720 ILC 5/26-1(a)(1)

On 09/15/2026, at approximately 1432 hours, I, Detective Caleb J. Koker #796, along with Lieutenant Rennie Cates #96-2, responded to the WAYNE COUNTY HOUSING AUTHORITY (WCHA), [redacted], Fairfield, Wayne County, IL 62837 regarding a report of disorderly conduct at that address by WCHA Supervisor MUSGRAVE/KIMELA/R. Upon arrival, Lieutenant Cates and I spoke with MUSGRAVE who advised that [redacted] was in the office area causing a disturbance and recording into a non-public area in which it is posted that video and audio recording is prohibited. MUSGRAVE also stated that she had previously contacted law enforcement due to similar actions by [redacted] MUSGRAVE stated that she informed [redacted] that if he continued recording, she would contact law enforcement. MUSGRAVE advised that [redacted] had threatened to obtain a no contact - stalking order against her, but that she was just attempting to do her job. I reviewed the sign prohibiting video and audio recording and confirmed what MUSGRAVE had stated about the notice. MUSGRAVE advised that [redacted] had returned to apartment [redacted] where he resides.

Lieutenant Cates and I went up to [redacted] apartment and spoke with [redacted] about the incident. [redacted] stated that he did take the video but that he was using as proof that meeting information was not provided properly as requested. [redacted] also stated that he believed he was not in violation of the posted video and audio recording notice in that he was not physically beyond the point of the notice and that it's no different than seeing into the area beyond the point of notice with his own eyes. [redacted] also disputed that the WCHA sells snacks in the area from which he was recording from, which he believed made it a public area. I requested to see the video [redacted] had advised he had taken, and [redacted] initially agreed to show the video. [redacted] stepped away from the door to get a different cellular device that the video was reportedly on, but [redacted] returned and stated that he was unable to produce the video due to the other device being dead. [redacted] stated that the video would be uploaded to YouTube and that he could send a link at a later time. I provided [redacted] with one of my Department contact cards and requested that the information about the video link be sent when able. [redacted] also advised that he was not experiencing issues in the office until KIMELA intervened. I explained to [redacted] that his actions caused alarm to the WCHA employees resulting in them contacting the Fairfield Police Department and that it was reported that he had previously been contacted by law enforcement about related actions. [redacted] was informed that he would be receiving a notice to appear citation for disorderly conduct. Lieutenant Cates remained with [redacted] while I returned to my patrol vehicle to issue the notice to appear citation.

[redacted] was given the notice to appear (Citation #2618750347) with an appearance date of 09/17/2026, at 1300 hours. Lieutenant Cates and I returned to the WCHA Office and informed MUSGRAVE that a notice to appear had been issued in relation to this incident. I also took a picture of the recording notice with a Department evidence phone. That image will be attached to this report for reference. I also request that MUSGRAVE provide any video surveillance footage in relation to this incident.

I was able to locate the previous incident referenced by MUSGRAVE that occurred on 08/12/2026. After reviewing that

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incident, it does appear that Officer Logan McGuire #878 informed [redacted] that if he performed similar actions again, he would be subject to disorderly conduct charges. That case report has been linked to this incident. Based on MUSGRAVE's statements and the previous contact and warning given for [redacted] actions, I am requesting that this incident is forwarded to the Wayne County State's Attorney's Office for review of charges in violation of 720 ILCS 5/26-1(a)(1).

///End of Report///

Detective Caleb J. Koker #796, 09/15/2026

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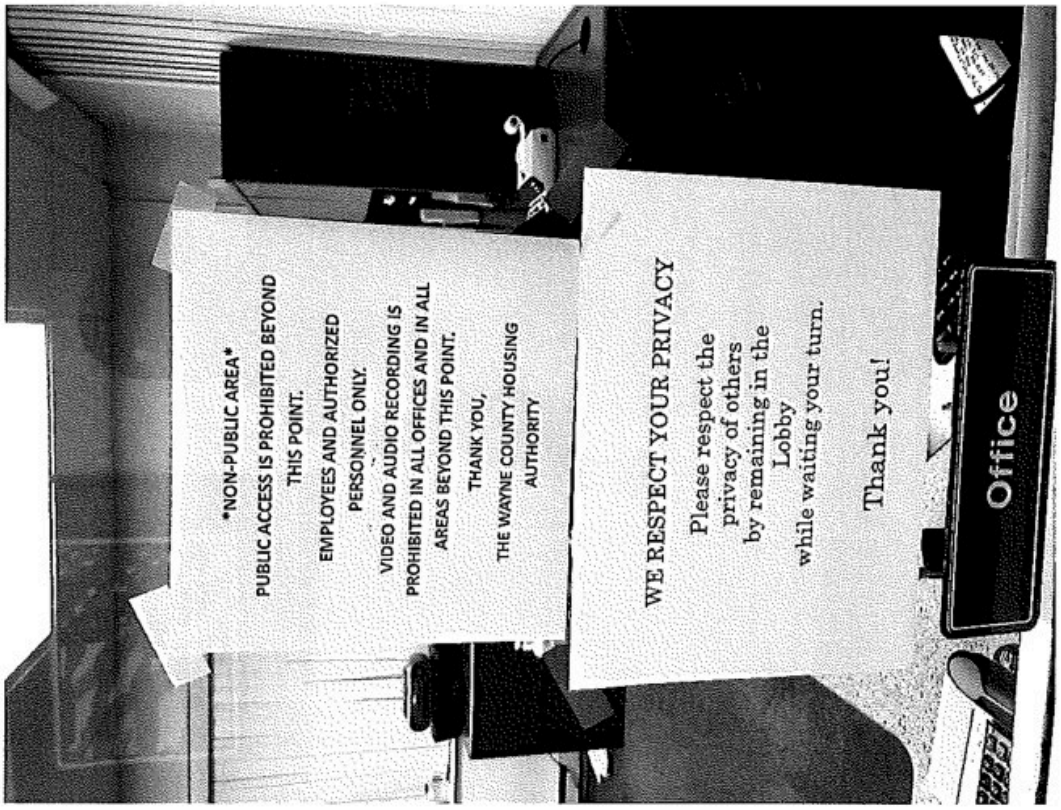
Fairfield Police Department

S/SGT Richard F. Walton Building
1002 Leininger Road, Fairfield, IL 62837
Phone: (618) 842-2152 Fax: (618) 847-4202



IMG_2211

Comments:

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NOTICE TO APPEAR
CONDITIONS OF PRETRIAL RELEASE
FAIRFIELD PD

COMPLAINT

[redacted]

☒ PEOPLE STATE OF ILLINOIS VS.

DEFENDANT

[redacted]

The Undersigned states that on 09/15/2026 at 02:24 PM
Defendant did unlawfully operate:

VEHICLE

REG. NO.	STATE	MO/YEAR	US DOT #
MAKE		YEAR	COLOR
TYPE	VEHICLE USE:		
	COMMERCIAL MOTOR VEHICLE	YES ☐ NO ☒	
	PLACARDED HAZ. MATERIAL	YES ☐ NO ☒	
	16 OR MORE PASS. VEHICLE	YES ☐ NO ☒	

Or as a Pedestrian or Passenger, and upon a Public Highway, or other Location, Specifically

[redacted]

Located in the County and State Aforesaid and Did Then and There Commit the Following Offense ☐ URBAN DISTRICT

VIOLATION

☒ ILCS ☐ Local Ordinance
720 ILCS 5/26-1(a)(1)
Nature of Offense: DISORDERLY CONDUCT

INCIDENT

CRASH TYPE: None
Report No.:
CAD/Event No.:
Visibility:
Road Conditions:
Method:
Notations:

NOTICE TO APPEAR

METHOD OF RELEASE:
☒ COURT APPEARANCE REQUIRED
See Instructions.

CIRCUIT COURT LOCATION, DATE AND TIME
Court Location: WAYNE COUNTY COURTHOUSE 301 E. Main Street, Fairfield, IL 62837

Date: 09/17/2026 Time: 01:00 PM

Under penalties as provided by law for false certification pursuant to Section 1-109 of the Code of Civil Procedure and perjury pursuant to Section 32-2 of the Criminal Code of 2012, the undersigned certifies that the statements set forth in this instrument are true and correct.

C Koker

09	15	2026		796
Month	Day	Year	Officer Signature	ID No.

CONDITIONS OF RELEASE

While on release you are subject to the following conditions pursuant to 725 ILCS 5/110:

1. Appear to answer the charge in Court having jurisdiction on a day certain and thereafter as ordered.
2. Submit yourself to the orders and process of the court.
3. Not violate any criminal statute of any jurisdiction.
4. File written notice of any change of address within 24 hours of change.

[ ] The victim of the criminal offense is deemed to be a family or household member and pursuant to 725 ILCS 5/110-10(d) for at least 72 hours after release:

1. You must refrain from contact or communication with the following victim(s)

and

2. You must refrain from entering or remaining at the victim's residence located at

If your citation is marked as COURT APPEARANCE REQUIRED, YOU MUST APPEAR IN COURT IN PERSON FOR THE LISTED OFFENSE on the date and time and at the location listed on this citation.

Your failure to appear or your failure to abide by the release conditions will subject you to sanctions including but not limited to admonishment from the Court, imprisonment up to 30 days, modification of pretrial release conditions, or Contempt of Court. 725 ILCS 5/110-6(f).

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EXHIBIT F
Relevant timestamped transcript and video reference

Source document: 6. Relevant Transcript.pdf

Description and provenance: The two-page transcript supplied by [redacted] who states that he uploaded the video and prepared the transcript. Video: https://www.youtube.com/watch?v=5IC5VsFpYhw&t=4s

What this exhibit establishes or supports: At 0:05, the transcript records the deputy saying, "Yes, you are being detained." At 1:05 it records Koker's explanation of continued contact. At 1:13 it records: "I don't know. I mean, at the moment? Yeah, we were, to give you that citation."

Context and evidentiary limits: The exhibit also records Koker's initial "No" at 1:01; the full sequence is preserved so the later acknowledgment is considered in context. Timestamps are those of the supplied video transcript. This PDF incorporates the transcript and link, not an embedded audiovisual file.

Requested investigative follow-up: Preserve the uploaded video and any original available; compare the full exchange with native police recordings. Identify the deputy through the report and witness confirmation.

Original pages: 2
Integrity: The supplied PDF pages follow this cover sheet without substantive editing. Packet pagination is added in the lower margin.

SHA-256 of source PDF:

2c4e2743cb0c823b3e2b1e49aea080e101b21607cd3c926d256ac8403b0d5b61

Public Access Counselor
Office of the Illinois Attorney General
500 S. 2nd Street
Springfield, IL 62701
Email: public.access@ilag.gov

- https://www.youtube.com/watch?v=5IC5VsFpYhw&t=4s

Relevant Timestamped Transcript

Fairfield Police Department body-camera denial, Case FPD26-00643

0:02 [redacted] Hang on. Hang on. I got a question. So, I'm being detained.

0:05 Sheriff Deputy: Yes, you are being detained

0:07 [redacted] For what crime?

0:09 Sheriff Deputy: He said disorderly conduct

0:12 [redacted] From inside my home.

0:14 Sheriff Deputy: Yes.

0:17 [redacted] Do you understand the Fourth Amendment problem with that?

0:20 Sheriff Deputy: Like I said, it's, he's, I said, you need to talk to him

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Relevant Transcript with the Fairfield Illinois Police Detective Koker

0:51 Detective Koker: Mr. [redacted]

0:52 [redacted] Koker

0:53 Detective Koker: Yes, sir. All right. There's that for you. 9/17. That's this Thursday, 1:00 p.m.

0:59 So, to be clear, you detained me in my home.

1:01 Detective Koker: No

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1:02 [redacted] Then why was he posted here?

1:05 Detective Koker: Just to make sure that we could still make contact with you.

1:08 [redacted] So, if I had tried to leave to go somewhere, what would he have done? **Cuz he told me you detained me.**

1:13 Detective Koker: I don't know. **I mean, at the moment? Yeah, we were**, to give you that citation.

Kathy Sands

EXHIBIT G
Request for PAC review

Source document: 7. Request for Review — Fairfield Police Department FPD26-00643.pdf

Description and provenance: The supplied two-page request for review attributed to Kathy Sands.

What this exhibit establishes or supports: Documents the challenge to the October 7 denial and the detention-based statutory argument, including the full qualifying wording of Koker's response.

Context and evidentiary limits: The request itself does not establish receipt by the PAC, a PAC-assigned number, or a ruling. References to attachments within that source are preserved; this consolidated packet contains the seven PDFs listed here.

Requested investigative follow-up: Obtain the submission acknowledgment and any PAC correspondence, maintain the preservation hold, and keep complaint findings distinct from the PAC's disclosure determination.

Original pages: 2
Integrity: The supplied PDF pages follow this cover sheet without substantive editing. Packet pagination is added in the lower margin.

SHA-256 of source PDF:

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Public Access Counselor
Office of the Illinois Attorney General
500 S. 2nd Street
Springfield, IL 62701
Email: public.access@ilag.gov

Request for Review

Fairfield Police Department body-camera denial, Case FPD26-00643

I request review of the Fairfield Police Department's October 7, 2026 denial of Request #2 of my FOIA request, seeking body-camera recordings of the September 15, 2026 encounter involving [redacted] at the Wayne County Housing Authority.

The department relied on 5 ILCS 140/7.5(cc), stating that Mr. [redacted] received a notice to appear rather than being arrested, that he was not taken into custody or restrained, and that the footage was not flagged.

The issue is whether the encounter resulted in detention, thereby satisfying the statutory flagging criterion, regardless of whether department personnel entered an administrative flag.

Under 50 ILCS 706/10-20(a)(7)(B)(iv), an encounter is "deemed to be flagged" when "the encounter resulted in a detention or an arrest," subject to the specified traffic-stop exclusion. Detention is a separate qualifying event; a custodial arrest is not required.

The following evidence directly challenges the department's stated basis:

1. Lieutenant Cates expressly told [redacted] "Yes, you are being detained."
2. Detective Koker's incident report states: "Lieutenant Cates remained with [redacted] while I returned to my patrol vehicle to issue the notice to appear citation."
3. Koker explained that Cates was posted "Just to make sure that we could still make contact with you."
4. In the subsequent exchange about detention, Koker stated: "I don't know. I mean, at the moment? Yeah, we were, to give you that citation."

Taken together, these statements support that [redacted] was detained during the encounter while Koker prepared and issued the citation. Issuing a notice to appear instead of making a custodial arrest does not resolve whether detention occurred.

The statute's "deemed to be flagged" language makes the qualifying event—not merely an employee's classification entry—the relevant criterion. I therefore dispute the department's position that the absence of an administrative flag establishes that the recordings are exempt.

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I ask the PAC to obtain and examine the complete recordings and relevant classification records, determine whether the encounter met the detention-based flagging criterion, and review the withholding under section 10-20(b)(2). The department bears the burden of establishing an asserted FOIA exemption by clear and convincing evidence.

If the department asserts a separate privacy restriction or another exemption, I request review of that specific justification and disclosure of any portions that may lawfully be released. The present denial should not be sustained merely because the department issued a notice to appear or failed to classify the encounter as a detention.

Attachments and scope

Attach:

- Original FOIA request.
- October 7 Denial.
- Complete Denial Response
- Koker's Complete Incident Report.
- Relevant Timestamped Transcript
- https://www.youtube.com/watch?v=5IC5VsFpYhw&t=4s

Kathy Sands

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