



COMPLIANCE EVALUATOR REPORT

August 2024

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Table of Contents

Lead Compliance Evaluator Message

Requirements Completed During Q1 and Q2 2024

Accountability – BPC and IIU

Policy Development

Training

Community Engagement

Use of Force and Internal Investigations Audits

Requirements Nearing Completion Q3 and Q4 2024

Ongoing Challenges

Milestones to Date

Conclusion

Appendix

A. Compliance Evaluator Team Biographies

B. The Settlement Agreement

Lead Compliance Evaluator Message

On behalf of the Compliance Evaluator Team (“CET”), I present our fourth report that covers developments during the first two quarters of Calendar Year 2024 related to the [Settlement Agreement](#) between the United States Department of Justice (“DOJ”) and the City of Springfield, MA (“City”) filed on April 13, 2022. In addition to updates pertaining to this period, the report also provides commentary on current developments and anticipated successes and challenges during the second half of this calendar year.

During this reporting period, significant leadership changes took place. Superintendent Cheryl Clapprood retired following a notable 45-year career with the City of Springfield. Retired Judge John Payne, who selflessly returned to the position of City Solicitor to assist following his retirement from the bench, also completed his service. The CET would like to acknowledge the contributions of Superintendent Clapprood and Judge Payne to this process. We had frank conversations from time to time, but always in the spirit of collaboration and mutual respect. My team and I extend our sincere best wishes to both. We also would like to highlight the valuable contributions of Deputy City Solicitor Kathleen Breck who retired from her full-time role with the City early in the year but remains onboard in a consulting capacity to assist the City and maintain continuity in the process.

The parties and the CET anticipated a potential break in momentum as new leaders transitioned into their roles, but we’re pleased to report that newly appointed Superintendent Lawrence Akers and City Solicitor Steven Buoniconti have enthusiastically embraced this process and have, early on, demonstrated commitment to it.

Once again, the CET expresses appreciation to those community members and organizations that continue to make valuable contributions. Many of them have worked tirelessly to organize productive in-person and remote community events where we’ve captured input and feedback from people living and working in neighborhoods throughout Springfield.

Also, thanks to the members of the Springfield Police Department at all ranks who have accepted this challenge and are working hard to evolve and modernize the organization. We appreciate your commitment and dedication to those you serve. We also admire your courage during these challenging times in policing, as evidenced by the bravery of Officer Santos, recently shot and seriously wounded in the line of duty. We wish him the very best in his recovery.

We hope readers find this report informative. Please [contact our team](#) if you have any questions, comments, or concerns.

Sincerely,



Kathleen O’Toole

Requirements Completed During Q1 and Q2 2024

In this section, the CET will provide an overview of developments from this reporting period that were also presented at the April 11, 2024 and July 24, 2024 status hearings in federal court. An updated workplan used as a roadmap for the parties and CET is inserted later in this document.

Accountability - Board of Police Commissioners and Internal Investigations Unit

As noted in previous reports, the development of manuals for the Board of Police Commissioners (“BPC”) and the Internal Investigations Unit (“IIU”) became more time consuming than the parties originally anticipated. It was important, however, to engage all stakeholders and produce quality documents. The CET is pleased to note that both manuals have now been completed and approved.

The City Solicitor’s Office worked with the Department of Justice (DOJ) during the development of the BPC manual and is also responsible for developing board training. Some procedural training has been offered by members of the City Solicitor’s team, but they are also leveraging external resources to educate the Board. The Settlement Agreement requires training on SPD use of force policies, how to conduct and review investigations and how to impose appropriate, fair, and consistent discipline. In addition to addressing these requirements, the City has laid out a plan to train the BPC on numerous other topics that are included in the BPC manual. For instance, the Board has received training on Open Meeting Laws, Conflicts of Interest, the SPD Disciplinary Matrix, and three board members attended a course on use of force offered by the Municipal Police Training Committee (MPTC) in March 2024. Additional trainings on the IIU Manual, SPD Use of Force polices, and a presentation by the Executive Director of the Peace Officer Standards and Training Commission are scheduled for September and October 2024. These are positive developments indeed. Robust training for the BPC on a regular basis will further enhance the board’s knowledge and educate new members as turnover occurs. Challenges in scheduling training have been noted by the City as board members serve as volunteers and often have competing demands on their time. The CET joins the City in emphasizing to board members the importance their availability for training.

The Settlement Agreement requires the BPC to host an annual meeting. The 2024 meeting took place in March at the Raymond A. Jordan Center. The facility is welcoming, accessible, and has ample parking. More than sixty community members attended, as well as some elected officials. The CET member present was pleased to witness robust interaction between the board and attendees. The board was very receptive to questions and feedback, both during the formal meeting and when approached by individuals following the meeting. There were detailed questions about the BPC Annual Report, which was also a positive indication that many attendees had read it. As required, the annual report and quarterly reports have been posted on both the SPD and City websites.

The CET will continue to closely monitor BPC performance. Police legitimacy depends in large part on effective accountability systems. The BPC adjudicates the most serious SPD disciplinary cases. Therefore, it is imperative that commissioners are guided by the BPC Manual, which was finalized this year, and become well educated in relevant law and administrative procedures.

The Springfield Police Department IIU investigates all serious allegations of misconduct in the department. The City Solicitor’s Office and DOJ worked closely with IIU representatives in the

development of a manual for the IIU. Following completion of a draft, and preliminary approval by the CET, the manual was posted for public comment, feedback was considered, and the CET granted final approval.

The City contracts an independent attorney to guide investigators through their processes, but training for IIU is also required. The SPD has identified an external instructor with extensive experience in internal investigations and training in Massachusetts. He has proposed a four-day educational program to be offered to IIU investigators. The City Solicitor's Office has committed to contributing to this training to ensure it aligns with unique Springfield processes and will provide detail as to their role to DOJ and CET in advance of the program. Pursuant to Paragraph 144 in the Settlement Agreement, DOJ is currently reviewing the training curriculum as required and looks forward receiving this additional information from the City.

The CET met with the City to discuss the course material and engaged in a follow-up call with the instructor. The CET appreciates SPD's efforts to identify a highly experienced, external instructor, as an ongoing commitment to quality training for IIU is essential. The CET and DOJ will have representatives observe segments of this training when it does occur.

Policy Development

As reported previously, the Settlement Agreement requires the development and implementation of specific SPD policies. Policies covered by the Settlement Agreement are subject to an exhaustive process where parties collaborate on a draft, the CET reviews it and, if satisfied, grants preliminary approval. The policy is then posted for public comment. Comments are considered and policies amended if agreed by the parties and the CET. Once the CET grants final approval, the policy becomes official. Policies approved and implemented in earlier reporting periods, such as those covering use of force, are listed in the workplan later in this document.

Three additional policies were approved and became effective during this reporting period – field training, peer to peer support, and promotions.

It is critical that new recruits receive proper training when they transition from the police academy to their field assignments. They need capable, experienced officers to guide and mentor them through this important period. The CET acknowledged in its last report that the public comment period for the field training policy was underway. Since then, public comment was considered, the CET approved the policy, and it is now in effect. Candidates are currently being sought and will be carefully screened for field training officer positions.

The CET was also pleased to give final approval to the peer-to-peer support policy following the public comment period. It is important that officers have resources readily available when experiencing stress following traumatic incidents or to help with the long-term effects of working in an often dangerous and demanding environment.

Police promotions in civil service departments such as the SPD are governed by Massachusetts state law. As such, the newly approved promotions policy reflects state requirements and processes. For purposes of clarity, the parties did agree to further define evaluation criteria. The draft policy has been agreed by the parties and approved by the CET. Because this policy reiterates existing state law that cannot be altered, a draft was not posted for public comment.

Training

As stated consistently by the CET throughout this project, new policies must be followed by robust training to ensure SPD personnel understand them and apply them to their work. The CET has advocated for training underpinned by quality curricula and teaching methods that align with adult learning principles. Those in the SPD responsible for compliance have provided considerable support to SPD's training unit to achieve these goals. Scenarios, including some with live actors, have been incorporated into in-service training for officers and supervisors. The CET has observed several trainings and has seen improvement over time.

Supervisors' training focused on use of force was completed during the 1st quarter of 2024. This training addressed issues identified by the CET during early review of force cases. The supervisors attending this training engaged in critical dialogue as they reviewed actual cases that had been flagged by the CET and by SPD's Settlement Implementation Unit. Participants were required to identify policy violations and tactical concerns. They discussed the responsibilities of supervisors in such situations. They were also provided with templates for reviewing and documenting use of force cases. The CET observed sessions of this training. It is important to note that this training was offered by the SPD Settlement Implementation Unit ("SIU"), not the SPD Training Division. At the time, it was apparent that the training staff did not have the capacity to meet this obligation, so Captain Brian Beliveau, who oversees the SIU, and his able team stepped in to assist. In fact, members of the team were sent to an instructor course in advance of the training to develop their teaching skills. These newly trained instructors were also very receptive to feedback from the CET. Following their presentations at early sessions, suggestions were made to improve subsequent sessions. For instance, the CET observer noted the need to spend more time on the topic of witness statements. Greater interaction between presenters and attendees was suggested. Instructors were also encouraged to elicit divergent views. The CET observer noted that many attendees readily engaged in discussion and did not hesitate to critique the performance of fellow officers when reviewing actual SPD cases during class. This was encouraging as supervisors in the SPD must possess critical mindset to be effective. Overall, the CET was pleased with the outcome of this training, however, the true measure of this and subsequent trainings will be clear as CET members conduct reviews of cases to determine if officers are complying with laws and policies and supervisors are completing thorough investigations that address shortcomings.

One of the challenges experienced by the parties is reconciling the scheduling of trainings with the amount of time required to review and approve curricula for those trainings. In one instance, training commenced prior to formal approval. The CET has urged SPD and DOJ to address this issue to allow sufficient opportunity to review, provide feedback, and officially approve future trainings.

The Settlement Agreement requires an SPD system that allows the Department to maintain training curricula and track all training that individual officers receive. During this period, SPD acquired PowerDMS, which the CET and DOJ reviewed. The CET has determined that the system meets the Settlement Agreement requirement. This SPD system will supplement the statewide tool that tracks all Massachusetts police training and education requirements.

Community Engagement

Quarterly community meetings are required under the Settlement Agreement. Working with community partners, the SPD continues to meet this requirement. In addition to C3 meetings that are held regularly in neighborhoods throughout the City, the SPD has worked with community organizations to organize quarterly meetings accessible to all. The CET would like to acknowledge the commitment of the Pioneer Valley Project, Massachusetts Senior Action Council, and the NAACP for their collective efforts to build stronger lines of communication and engagement between their members and SPD. These organizations have worked closely with the parties to ensure community meetings, both remote and in-person, have been well-organized and productive. They also continue to collaborate with SPD on the development of a community engagement plan and a public-facing data dashboard that will give community members greater insight into the work of SPD.

Use of Force and Internal Investigations Audits

As explained previously, it is the responsibility of the CET to determine if the City and the SPD are in compliance with the Settlement Agreement. When assessing compliance, the CET will conduct comprehensive reviews of use of force incidents and misconduct investigations. An audit tool has been developed to ensure there is a consistent method for these reviews. The CET will have access to all reports, bodycam video, and other evidence for each case that has been designated for review. All serious use of force cases (Level 4 and Level 5) and a sampling of less serious cases (Level 2 and Level 3) will be reviewed. All UOF and IIU investigations involving the Firearms Investigation Unit (FIU) will be critically reviewed by CET subject matter experts.

During this reporting period, the CET continued to review a sampling of cases from 2023, not for purposes of compliance assessment, but rather to test its methods and to identify early concerns to share with SPD for remediation. Many of the cases reviewed to date preceded important training for officers and supervisors on new policies. During the next reporting period, which commenced on July 1, 2024, the CET will conduct formal compliance assessments of use of force and IIU cases related to incidents occurring after the supervisor and officer training. Also, the CET will complete an annual report specifically focused on FIU as required in the Settlement Agreement. While formal compliance assessments and the annual FIU report have not been completed, the CET continues to share concerns with SPD for the purpose of remediation.

The following is a synopsis of the ongoing annual review of FIU cases. The CET reviewed all twenty-nine of the reported use of force cases between April and December of 2023.

Twenty-three of the twenty-nine reported cases fall into Level 2 use of force. This is the lowest category of force that requires reporting. For instance, pointing a firearm is considered reportable Level 2 force. In fact, 82% of the FIU incidents reviewed involved pointing a firearm and in the majority of these there was no other physical force used on suspects. In 69% of the cases reviewed, the CET determined that all the force used was objectively reasonable. In 4% of cases, the reviewer was unable to decide based on the bodycam video and available reports. The CET identified seven cases that required follow-up and review by SPD leadership.

Of the twenty-nine cases, five involved foot pursuits and three involved vehicle pursuits. It is important to scrutinize these cases as new policies relative to foot and vehicle pursuits went into effect last year

and the CET must determine if officers understand and are complying with the policies. It appears that at least half of the pursuits were not in compliance with policy. Again, these 2023 cases preceded this year's supervisory training associated with the new policies.

There is an opportunity to improve reporting and supervisory review of cases. Many of the reports are not thorough. In 34% of cases, officers' reports lacked clear articulation of the justification for each of their force applications. Also, officers are required to document the efforts they make to de-escalate prior to using force. This discussion of de-escalation efforts, or why they were not feasible, was only noted in one of the cases reviewed. Documenting their efforts to de-escalate and providing sufficient, credible evidence to support the use of force provides essential information to supervisors conducting reviews.

Supervisors play critical roles in responding to and reviewing force incidents. In the FIU cases reviewed by the CET, supervisors did not document their identification and handling of issues such as training opportunities, tactical issues, or policy violations, and their reports were also, at times, incomplete. According to policy, an uninvolved supervisor must respond to the scene of a Level 3 or Level 4 use of force. There were instances where it appears that did not occur. The SPD indicated it is committed to developing solutions to address these concerns and is designing training opportunities for supervisors to reinforce these requirements.

Again, this is simply a synopsis of a review that is currently underway. The CET will produce more comprehensive findings in a report that will be finalized during Q3 2024. The CET will work closely with SPD and DOJ to identify opportunities to improve in SPD members' understanding of policy and law. This collaborative effort will continue to inform valuable training for officers and supervisors.

In addition to wrapping up the review of 2023 cases, the CET has now initiated audits of more recent force incidents and internal investigations assigned to field supervisors throughout the SPD. The focus is on investigations after the conclusion of supervisor training that took place in Spring 2024. The CET is hopeful that these audits will show improvement in investigations resulting from the supervisory training and will also identify compliance gaps that can be addressed with further training and focused effort. Also, as we continue through this reform process, the CET will continue to assess SPD's capacity to identify, review and appropriately address all issues present in use of force incidents.

It should be noted that SPD has made considerable strides to improve CET and DOJ access to UOF incident information, which will meaningfully improve the ability to conduct future audits.

Also, Superintendent Akers and City Solicitor Buoniconti have committed to personally reviewing any concerning cases that emerge to be certain SPD and the City are taking appropriate action to address weaknesses and ensure accountability.

Requirements Nearing Completion Q3 and Q4 2024

Some of the topics below have been referenced earlier in this report but will continue to be on the agenda for the parties and the CET during this current reporting period which commenced on July 1, 2024.

- Further development and implementation of BPC training offered by internal and external instructors will be organized by the City Solicitor’s office.
- A Force Investigation Team policy and manual has been drafted and is currently pending DOJ and CET approval.
- SPD, DOJ, and community representatives have collaborated on the development of a community engagement plan that has been shaped and is now being formalized.
- The next round of use of force training is currently under development, as well as additional training for IIU.
- Edits to the body-worn camera policy are being contemplated to provide greater clarity to officers and supervisors.

Ongoing Challenges

Following on the CET’s testimony at the recent federal court status hearing, the two most important areas of focus will be training and supervision. Compliance with the Settlement Agreement will depend in large part on improvements in these two areas.

Training

In terms of training, the CET has consistently emphasized concerns about SPD’s capacity to provide quality in-service training in addition to other demands, for example, recruit training and annual state-mandated requirements. In addition to general supervisory and officer training, specialized training will be required for IIU, FIU, the Use of Force Committee (“UFC”) and BPC. We urge SPD, once again, to leverage additional external resources from the MPTC, neighboring educational institutions, and external contractors.

The training must be underpinned by formal curricula that includes learning objectives, lesson plans, and teaching methods. As noted earlier, the Settlement Agreement requires approval of course curriculum by DOJ and the CET prior to commencement of training. Again, we urge SPD to broaden its capacity, internally and externally, to develop quality curricula for review well in advance of scheduled training. At the same time DOJ and the CET will make every effort to provide timely responses so as not to delay scheduled trainings.

SPD has enacted major policy changes during the past two years. Robust training that aligns with adult learning principles is essential to educate officers effectively, enhance their performance, increase safety for them and the community, and ensure the department is in compliance with the Settlement Agreement.

Supervision

First-line supervision in policing is crucial as it serves as the direct link between frontline officers and senior leadership. These supervisors play a pivotal role in ensuring that policies and procedures are effectively implemented on the ground. They are responsible for mentoring and guiding officers, fostering ethical conduct, and enhancing accountability within the organization. First-line supervisors also play a key role in maintaining morale and motivation among officers, addressing concerns promptly, and providing critical support during high-stress situations. Their ability to lead by example, offer constructive feedback,

and facilitate continuous professional development significantly impacts the overall effectiveness and integrity of the police department, thereby strengthening community trust and ensuring public safety.

When conducting preliminary reviews of use of force and IIU cases over the past several months, the CET observed some excellent examples of effective supervision, but also discovered some concerning lapses. Issues ranged from failure to identify policy violations in video files to breakdown of supervision at incident scenes. Following each concerning discovery, the CET has notified the City and SPD. At times we received feedback as to action taken. In other instances, it was unclear if action was taken.

It is important to note that it is not the role of the CET to investigate individual policy violations or misconduct cases. We expect that SPD will take on this responsibility as supervision continues to improve. Our role is to monitor progress in the implementation of the Settlement Agreement, identify and highlight systemic concerns, provide technical assistance, and determine if the City and SPD are in compliance. However, in performing these roles, we have a responsibility to alert the City and SPD of concerns that may arise so they can take appropriate action. We expect that they will do so and notify us of the disposition of each case.

The CET has discussed this issue with the recently appointed Superintendent and City Solicitor. Both were very receptive to receiving such notifications from the CET and expressed a commitment to personally reviewing cases brought to their attention. They also committed to providing feedback as to administrative and/or disciplinary measures taken. The CET appreciates their commitment to action and transparency.

Milestones to Date

The table below provides a roadmap of implementation requirements to date with the status of each. The requirements below shaded in green have been fulfilled. Those that have progressed and are likely to be met during the next reporting period are indicated in yellow.

SA Para	Area/Sub	Milestone	RS	Deliverable	Status
19-61	Force Policy	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will review and preliminarily approve the SPD Use of Force – General Policy	CET	Preliminary Approval or Disapproval of Use of Force – General Policy	
175, 176	Force Policy	SPD will post the Use of Force – General policy on its website for a two-week public comment period and provide opportunities for the public to comment on the policies.	SPD	Posting of Force Policies for Public Comment	
175, 176	Force Policy	SPD will consider whether any further revisions to the Use of Force - General policy are appropriate in light of public feedback received and revise the policy accordingly.	SPD	Consideration of Public Comments Regarding Force Policies	

19-61	Force Policy	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will review and preliminarily approve the SPD Use of Force – Foot Pursuit Policy.	CET	Preliminary Approval or Disapproval of Use of Force – Foot Pursuits Policy.	
19-61	Force Policy	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will review and preliminarily approve the SPD Use of Force – Vehicle Pursuits Policy.	CET	Preliminary Approval or Disapproval of Use of Force – Vehicle Pursuits Policy.	
19-61	Force Policy	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will review and preliminarily approve the SPD Use of Force – Investigation and Review Policy.	CET	Preliminary Approval or Disapproval of Use of Force - Investigation and Review Policy.	
19-61	Force Policy	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will review and preliminarily approve the SPD Use of Force – Reporting Policy.	CET	Preliminary Approval or Disapproval of Use of Force – Reporting Policy.	
175, 176	Force Policy	SPD will post the Use of Force – Foot Pursuit, Vehicle Pursuits, Investigation and Review, and Reporting policies on its website for a two-week public comment period and provide opportunities for the public to comment on the policies.	SPD	Posting of Force Policies for Public Comment	
175, 176	Force Policy	SPD will consider whether any further revisions to the force policies are appropriate in light of public feedback received and revise its policies accordingly.	SPD	Consideration of Public Comments Regarding Force Policies	
	Force Policy	The Compliance Evaluator will provide final approval of the Use of Force policies.	CET	Final Approval or Disapproval of Force Policies	
170	Body Worn Cameras Protocol	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will review and preliminarily approve the SPD's Body Worn Camera protocol.	CET	Preliminary Approval or Disapproval of Body Worn Camera Protocol	
175, 176	Body Worn Cameras Protocol	SPD will post the Body Worn Camera protocol on its website for a two-week public comment period and provide opportunities for the public to comment on the policies.	SPD	Posting of Body Worn Camera Protocol for Public Comment Note: Awaiting clarification of language in CBAs	
175, 176	Body Worn Cameras Protocol	SPD will consider whether any further revisions to the Body Worn Camera protocol are appropriate in light of public feedback received and revise its policy accordingly.	SPD	Consideration of Public Comments Regarding Body Worn Camera Protocol	

	Body Worn Cameras Protocol	The Compliance Evaluator will provide final approval of the Body Worn Camera protocol.	CET	Final Approval or Disapproval of Body Worn Camera Protocol	
136	Force Analysis	Upon receiving the agreed-upon draft from SPD and DOJ, the Compliance Evaluator will provide final approval of the Use of Force (UOF) Data Collection and Analysis protocol.	CET	Final Approval or Disapproval of the UOF Data Analysis Protocol	
141	Training (Field) Policy	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will review and preliminarily approve the SPD's Field Training and Evaluation Program (FTEP) policy.	CET	Preliminary Approval or Disapproval of FTEP Policy	
175, 176	Training (Field) Policy	SPD will post the FTEP policy on its website for a two-week public comment period and provide opportunities for the public to comment on the policies.	SPD	Posting of FTEP Policy for Public Comment	
175, 176	Training (Field) Policy	SPD will consider whether any further revisions to the FTEP policy are appropriate in light of public feedback received and revise its policy accordingly.	SPD	Consideration of Public Comments Regarding FTEP Policy	
	Training (Field) Policy	The Compliance Evaluator will provide final approval of the FTEP policy.	CET	Final Approval or Disapproval of FTEP Policy	
86	Accountability (IIU)	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will review and preliminarily approve SPD's Internal Investigations (IIU) policies.	CET	Preliminary Approval or Disapproval of IIU Policies	
175, 176	Accountability (IIU)	SPD will post the IIU policies on its website for a two-week public comment period and provide opportunities for the public to comment on the policies.	SPD	Posting of IIU Policies for Public Comment Extended review period through 3/31/2024	
175, 176	Accountability (IIU)	SPD will consider whether any further revisions to the IIU policies are appropriate in light of public feedback received and revise its policy accordingly.	SPD	Consideration of Public Comments Regarding IIU Policies	
	Accountability (IIU)	The Compliance Evaluator will provide final approval of the IIU policies.	CET	Final Approval or Disapproval of IIU Policies	
86	Accountability (IIU)	Upon receiving the agreed-upon draft training curricula from SPD and DOJ, the Compliance Evaluator will provide final approval of the training curricula for the IIU policies.	CET	Final Approval or Disapproval of IIU Policies Curricula	
86	Accountability (IIU)	Using the approved training curricula, SPD will deliver training on the IIU policies.	SPD	Delivery of IIU Policies Training	

19	Force Training Approval	Upon receiving the agreed-upon draft training curricula from SPD and DOJ, the Compliance Evaluator will provide final approval of the training curricula for the force policies.	CE	Final Approval or Disapproval of Force Training Curricula	
19	Force Training Delivery	Using the approved training curricula, SPD will deliver Use of Force training to relevant personnel.	SPD	Delivery of Use of Force Training	
196	Force Assessment	The Compliance Evaluator will provide SPD and DOJ with a report detailing its method for conducting the Force Assessment.	CE	Survey tool agreed with DOJ.	
170	Body Worn Cameras Protocol Training	Upon receiving the agreed-upon draft training curricula from SPD and DOJ, the Compliance Evaluator will provide final approval of the training curricula for the Body Worn Camera protocol.	CE	Final Approval or Disapproval of Body Worn Camera Curricula	
170	Body Worn Cameras Protocol Training	Using the approved training curricula, SPD will deliver training on the Body Worn Camera protocol to relevant personnel.	SPD	Delivery of Body Worn Camera Training	
141, 142	Field Training Approval	Upon receiving the agreed-upon draft training curricula from SPD and DOJ, the Compliance Evaluator will provide final approval of the training curricula for the FTEP policy.	CE	Final Approval or Disapproval of FTEP Training Curricula	
142	Field Training Delivery	Using the approved training curricula, SPD will deliver training on the FTEP policy to relevant personnel.	SPD	Pending selection of FTO's	
116	Accountability BPC	Upon receiving the agreed-upon draft from SPD and DOJ, the Compliance Evaluator will provide final approval of the process for serving on the Board of Police Commissioners (BPC) and the posting of BPC terms and open vacancies on the City's website.	CE	Final Approval or Disapproval of BPC Application Process	
207	Public Engagement	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will provide final approval of SPD's community engagement plan.	CE	Parties currently iterating on draft.	
209	Public Engagement	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will provide final approval of SPD's community outreach and public information program.	CE	Final Approval or Disapproval of SPD Community Outreach and Public Information Program	
129	Accountability Disciplinary Matrix	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will review and preliminarily approve the SPD's Disciplinary Matrix.	CE	Preliminary Approval or Disapproval of Disciplinary Matrix Note: Awaiting clarification of language in CBAs	
175, 176	Accountability Disciplinary Matrix	SPD will post the Disciplinary Matrix on its website for a two-week public comment period and provide opportunities for the public to comment on the policies.	SPD	Posting of Disciplinary Matrix for Public Comment Note: Awaiting clarification of language in CBAs	

175, 176	Accountability Disciplinary Matrix	SPD will consider whether any further revisions to the Disciplinary Matrix are appropriate considering public feedback received and revise its policy accordingly.	SPD	Consideration of Public Comments Regarding Disciplinary Matrix	
	Accountability Disciplinary Matrix	The Compliance Evaluator will provide final approval of the Disciplinary Matrix.	CE	Final Approval or Disapproval of Disciplinary Matrix	
129	Accountability Disciplinary Matrix	Upon receiving the agreed-upon draft training curricula from SPD and DOJ, the Compliance Evaluator will provide final approval of the training curricula for the Disciplinary Matrix.	CE	Final Approval or Disapproval of Disciplinary Matrix Curricula	
129	Accountability Disciplinary Matrix	Using the approved training curricula, SPD will deliver training on the Disciplinary Matrix to relevant personnel.	SPD	Delivery of Disciplinary Matrix Training	
118	Accountability BPC	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will provide final approval of the BPC Manual.	CE	Final Approval or Disapproval of BPC Manual	
87	Accountability IIU	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will review and preliminarily approve SPD's Internal Investigations (IIU) Manual.	CE	Preliminary Approval or Disapproval of IIU Manual	
175, 176	Accountability IIU	SPD will post the IIU Manual on its website for a two-week public comment period and provide opportunities for the public to comment on the manual.	SPD	Posting of IIU Manual for Public Comment	
175, 176	Accountability IIU	SPD will consider whether any further revisions to the IIU Manual are appropriate considering public feedback received and revise its manual accordingly.	SPD	Consideration of Public Comments Regarding IIU Manual	
	Accountability IIU	The Compliance Evaluator will provide final approval of the IIU Manual.	CE	Final Approval or Disapproval of IIU Manual	
119	Accountability BPC	Upon receiving the agreed-upon drafts from the City and DOJ, the Compliance Evaluator will review and preliminarily approve the training curricula for BPC.	CE	Preliminary Approval or Disapproval of BPC Training This is a continuous process.	
175, 176	Accountability BPC	The City will post the BPC training on its website for a two-week public comment period and provide opportunities for the public to comment on the training.	City	Posting of BPC Training for Public Comment	
69	Force Committee	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will review and preliminarily approve the SPD's Use of Force Committee (UFC) policy.	CE	Pending changes in MA POST UOF guidelines	
175, 176	Force Committee	SPD will post the UFC policy on its website for a two-week public comment period and	SPD	Pending changes in MA POST UOF guidelines	

		provide opportunities for the public to comment on the policies.			
175, 176	Force Committee	SPD will consider whether any further revisions to the UFC policy are appropriate considering public feedback received and revise its policy accordingly.	SPD	Pending changes in MA POST UOF guidelines	
	Force Committee	The Compliance Evaluator will provide final approval of the UFC policy.	CE	Pending changes in MA POST UOF guidelines	
64	Force FIT Manual	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will review and preliminarily approve the SPD's Force Investigations Team (FIT) Manual.	CE	Pending changes in MA POST UOF guidelines	
175, 176	Force FIT Manual	SPD will post the FIT Manual on its website for a two-week public comment period and provide opportunities for the public to comment on the manual.	SPD	Pending changes in MA POST UOF guidelines	
175, 176	Force FIT Manual	SPD will consider whether any further revisions to the FIT Manual are appropriate considering public feedback received and revise the manual accordingly.	SPD	Pending changes in MA POST UOF guidelines	
	Force FIT Manual	The Compliance Evaluator will provide final approval of the FIT Manual.	CE	Pending changes in MA POST UOF guidelines.	
122	Accountability BPC	SPD will post a quarterly summary of BPC meetings and hearings on the City's website.	SPD	Posting of BPC quarterly summary	
175, 176	Accountability BPC	The City will consider whether any further revisions to the BPC training are appropriate considering public feedback received and revise its training accordingly.	City	Consideration of Public Comments Regarding BPC Training Note: City Solicitor's Office continues to respond to feedback by developing internal and external training opportunities.	
	Accountability BPC	The City will provide details of all proposed BPC Training in advance.	CE	Note: City Solicitor's Office has been providing advance details.	
119	Accountability BPC	The City will deliver BPC training to relevant personnel.	City	Training is being delivered by City Solicitor's Office and external parties.	
71	Force Committee	Upon receiving the agreed-upon draft training curricula from SPD and DOJ, the Compliance Evaluator will provide final approval of the training curricula for the UFC policy.	CE	Pending changes in MA POST UOF guidelines	
71	Force Committee	Using the approved training curricula, SPD will deliver training on the UFC policy to relevant personnel.	SPD	Pending changes in MA POST UOF guidelines	
64	Force FIT Manual	Upon receiving the agreed-upon draft training curricula from SPD and DOJ, the Compliance Evaluator will provide final approval of the training curricula for the FIT Manual.	CE	Pending changes in MA POST UOF guidelines	

64	Force FIT Manual	Using the approved training curricula, SPD will deliver training on the FIT Manual to relevant personnel.	SPD	Pending changes in MA POST UOF guidelines	
148	Training Electronic Tracking System	Upon receiving notice that SPD and DOJ have collaborated on the system and agree, the Compliance Evaluator will provide final approval of SPD's electronic tracking system for training.	CE	Final Approval or Disapproval of Electronic Tracking System	
167	Supervision Promotions	Upon receiving the agreed-upon drafts from SPD and DOJ, the Compliance Evaluator will review and preliminarily approve the SPD's promotions policy.	CE	Preliminary Approval or Disapproval of Promotions Policy	
175, 176	Supervision Promotions	SPD will post the promotion policy on its website for a two-week public comment period and provide opportunities for the public to comment on the policies.	SPD	Posting of Promotions Policy for Public Comment Note: As this policy directly reflects MA law, public comment was not elicited.	
175, 176	Supervision Promotions	SPD will consider whether any further revisions to the promotions policies are appropriate considering public feedback received and revise its policies accordingly.	SPD	As this policy directly reflects MA law, public comment was not elicited.	
	Supervision Promotions	The Compliance Evaluator will provide final approval of the promotions and assignments policies.	CE	Final Approval or Disapproval of Promotions Policy	
167	Supervision Promotions	Upon receiving the agreed-upon draft training curricula from SPD and DOJ, the Compliance Evaluator will provide final approval of the training curricula for the promotions policy.	CE	Final Approval or Disapproval of Promotions Curricula	
169	Supervision Officer Assistance	Upon receiving the agreed-upon draft from SPD and DOJ, the Compliance Evaluator will provide final approval of SPD's officer wellness program.	CE	Final Approval or Disapproval of Officer Wellness Program	
169	Supervision Officer Assistance	SPD will implement the approved officer wellness program.	SPD	Implementation of Approved Officer Wellness Program	
152	Supervisor General Training	Upon receiving the agreed-upon draft training curricula from SPD and DOJ, the Compliance Evaluator will provide final approval of the general supervisor training curricula.	CE	Final Approval or Disapproval of General Supervisor Training Curricula	
152	Supervisor General Training	Using the approved training curricula, SPD will deliver training on the general supervisor training to relevant personnel.	SPD	Delivery of General Supervisor Training	
124	Accountability Annual Report – Complaints and Discipline	SPD will publish an annual report that summarizes, at minimum, complaint trends, disposition of complaints, the Board of Police Commissioners' discipline decisions, and its public outreach functions.	SPD	Final Approval or Disapproval of Annual Report	
196	UOF and IIU audit		CE	To be completed every six months.	

122	BPC Quarterly Summaries	Quarterly summaries posted to City website.	City		
123	BPC Annual Meetings	Public meeting to provide overview of BPC work.	City		
209	SPD - hosted Quarterly Meeting	SPD collaborates with community organizations on these meetings.	SPD		

CONCLUSION

The CET commenced its work on this project in August 2022. For two years, we have worked collaboratively with the parties and representatives of the Springfield community to advance reform and innovation in the Springfield Police Department. During status hearings and in its bi-annual reports, the CET has noted significant progress, particularly in the development of critical policies and manuals. It has also noted improvements in relationships with community members and organizations. Although significant leadership changes have occurred, we have heard consistently from the Mayor, the City Solicitor, and the Superintendent that they are determined to keep momentum in this project and to realize the goals defined in the Settlement Agreement.

The City must now demonstrate that modern policies, manuals, and training are producing the desired outcomes – that officers are performing professionally, lawfully, and according to department policy. It must also be apparent that accountability systems are working effectively - that complaints and misconduct allegations are being addressed appropriately by SPD supervisors, commanders, internal investigators, and the Board of Police Commissioners. Thorough reviews of use of force cases and internal investigations will be conducted by the CET when making these determinations.

The CET has consistently emphasized that ongoing, robust training and effective supervision will be essential, not only to meet the requirements of the Settlement Agreement, but also to provide the high-quality police service the community of Springfield deserves. The CET will continue to focus much attention on training and supervision.

Again, sincere thanks to all who have embraced this challenge with enthusiasm and determination. As the CET undertakes its formal compliance reviews, we will continue to work collaboratively with the parties and community members to address concerns or challenges that emerge. We also look forward to reporting the positive results of the commitment and hard work we regularly observe.

APPENDIX A

Compliance Evaluator Team

Members of the CET welcome opportunities to engage with representatives of the parties and the Springfield community. For those we have not met in person or during virtual community meetings, the biographies below should provide an overview of our diverse experience in modern policing.



[Kathleen M. O'Toole | Lead Compliance Evaluator](#)

O'Toole is a lawyer and career police officer who has earned an international reputation for her principled leadership and reform efforts. She currently serves as president of O'Toole Associates, LLC and as a partner at 21st Century Policing Solutions.

In 2018, O'Toole completed her service as Chief of Police in Seattle, Washington where she led the Seattle Police Department through a major transformation project. In addition to addressing the requirements of a settlement agreement between the US Department of Justice and the City, she introduced leading-edge business practices and operational strategies that reduced crime and enhanced community trust.

O'Toole also chaired the Commission on the Future of Policing in Ireland. In September 2018, the Commission presented its findings and recommendations for sweeping reforms to An Garda Síochána, the Irish national police service. She had previously served a six-year term as Chief Inspector of the Garda Síochána Inspectorate, an oversight body responsible for advising the Irish Minister of Justice and recommending best practices for policing and security.

Earlier in her career, O'Toole rose through the ranks of local and state policing in Massachusetts. She began her career as a beat cop in the Boston Police Department and was assigned to numerous patrol, investigative, undercover, supervisory and management positions. She served as Superintendent (Chief) of the Metropolitan District Commission Police and Lieutenant Colonel overseeing Special Operations in the Massachusetts State Police. She was later appointed Massachusetts Secretary of Public Safety and Boston Police Commissioner.

O'Toole has worked on other high-profile reform projects. In 1998-1999, she was a member of the Independent Commission on Policing in Northern Ireland (The Patten Commission). The Commission published recommendations that transformed policing there as part of the Peace Process. In 2009, she served on a four-person panel that created the blueprint for reforming the Northern Ireland Prison Service. She was a member of the Independent Commission on Policing in England and Wales that published findings in late 2013. She also served as Joint Compliance Expert overseeing an agreement between the US Department of Justice and the Town of East Haven, CT to ensure constitutional policing. She continues to serve as a consultant to several federal, state and local government agencies.

O'Toole earned a BA from Boston College, JD from New England School of Law, and PhD from the Business School of Trinity College Dublin. She is a life member and served on the board of directors of the

International Association of Chiefs of Police. She also served as a board member and treasurer of the Police Executive Research Forum.



Rodney D. Monroe | Compliance Evaluator

Retired Chief Rodney Monroe is an accomplished and highly respected subject matter expert in community policing and police reform. With over 40 years of experience in law enforcement, retiring as Assistant Chief of Police in Washington, D.C., and continuing to serve as Chief of Police for 15 years in three cities, he is now sharing valuable knowledge and expertise with various law enforcement entities.

Under his leadership as Chief of Police in Charlotte, NC, Richmond, VA, and Macon, GA, historical reductions in violent crime were reached. These departments also experienced a significant increase in police and community relationships through the development and implementation of innovative programs and engagements.

Chief Monroe continues his police reform efforts by partnering with noted professional organizations providing consulting services and subject matter expertise in collaborative reform projects, critical incident reviews, violence reduction projects, body worn camera programs, and the handling of mass demonstrations and special events.

He served as Monitor for Department of Justice Federal Consent Decree in Meridian, MS. He currently serves as the Deputy Monitor for the Chicago Police Department's Consent Decree. His focus areas include, Use of Force, Accountability/Transparency, Supervision, Training, Officer Wellness and Safety, and Hiring, Recruitment, and Promotion.

Chief Monroe has served as an Expert for the USDOJ Civil Rights Division in conducting Pattern and Practices investigations in the Louisville Metro Police Department, the Memphis Police Department, the Louisiana State Police, and the Mt. Vernon Police Department.

Additionally, Chief Monroe has provided subject matter expertise on several other projects, including conducting a Racial Bias Audit for the City of Charleston, SC; North Charleston Collaborative Reform; and Minneapolis Critical Incident Review. Chief Monroe served as a Strategic Site Liaison for the Department of Justice, Bureau of Justice Assistance National Public Safety Partnership (PSP), National Body Worn Camera Program, and Safer Neighborhoods through Precision Policing Initiative (SNPPI) TTA programs.



Natalia M. Delgado | Compliance Evaluator

Attorney Natalia Delgado left private practice in 2009 to begin her career in government, serving as Associate General Counsel with the Office of Illinois Governor Pat Quinn. Delgado had principal responsibility for addressing the legal issues of several State boards and agencies, including the Illinois State Police, Prisoner Review Board, and the Department of Corrections. In addition, Delgado managed Executive Clemency, leading a team reviewing petitions and making recommendations to the Governor, ultimately acting on nearly 5,000

petitions.

Delgado went on to serve as Deputy General Counsel and Chief of Litigation for the Illinois State Police. Her responsibilities included managing the litigation pending against the Department and its officers, prosecuting officers administratively for alleged policy violations, making policy recommendations, drafting proposed legislation, and testifying before the legislature. Delgado also created curriculum and provided training to sworn officers and forensic scientists on various topics including Civil Rights & Civil Liabilities, Responsibilities of Field Training Officers, Search & Seizure, Bias Based Policing and Civil Deposition Preparation. While there, Delgado received a Meritorious Service Medal, awarded for outstanding achievements contributing to the efficiency and effectiveness of the Department.

Delgado next served as Deputy Director of Policy at the Cook County State's Attorney's Office, where she coordinated the planning, development and execution of several new policy and research efforts. Delgado leveraged relationships with law enforcement partners and advocates to educate and train on new initiatives and developed multidisciplinary teams to coordinate investigations and support services.

Delgado went on to serve as City Prosecutor in the City of Chicago, managing the attorneys and department responsible for prosecuting criminal and administrative violations of the Chicago Municipal Code. Delgado's practice also included civil defense of Freedom of Information Act litigation pending against City Departments in circuit court.

Delgado currently serves as General Counsel for the Illinois Commerce Commission, the state agency responsible for overseeing electric, natural gas, telecommunications, water and sewer public utility companies in the state. The Commission employs close to 300 people and operates with an annual budget of approximately 65 million dollars.

Delgado received a Bachelor of Arts Degree from Colgate University and a Juris Doctor from DePaul University School of Law. She is bilingual in Spanish and English.



[Michael Teeter | Compliance Evaluator](#)

Mike Teeter is an educator and career police officer who serves as a police practices expert providing training, consulting, and expert witness services related to leadership, use of force, policy, significant incidents, accountability, human resources, and training. He uses the extensive experience garnered leading force investigations, training, policy development, human resources, and force review boards for the Seattle Police Department during Seattle's reform journey to help other organizations improve and reform their processes, practices, training, and leadership development. The overall goal of Teeter's work is to improve public trust and confidence in law enforcement through meaningful reform, timely and relevant training, solid supervision and effective accountability systems and measures including thorough, objective, and transparent investigations of police actions. In addition to building community trust and confidence, this work is intended to improve professionalism, wellness, and officer safety and ultimately, to reduce force related injuries and deaths recognizing the sanctity of human life.

Teeter rose through the ranks of the Seattle Police Department where he served for nearly 30 years before retiring in 2022 as a Captain. He has a broad range of experience which has prepared him to serve others as a consultant and expert, and to teach current and aspiring criminal justice professionals. In addition to the assignments noted above, Teeter commanded the Seattle Police West Precinct, leading a team of 200

sworn officers providing front line police services to a daytime population exceeding 260,000 in the heart of Seattle's downtown and tourist core. Other roles he's held in his career include impaired driving enforcement, drug recognition expert (DRE), field training officer (FTO), internal investigations sergeant and lieutenant, patrol sergeant and shift commander, and recruiting/background investigation lieutenant.

Teeter is now serving as the Graduate Program Director for Salve Regina University's online criminal justice and cybersecurity program. He teaches graduate level criminal justice courses, advises students and is responsible for the overall content and quality of this very popular degree program.

In addition to his work at Salve Regina, Teeter's current consulting work includes serving as an expert witness in police deadly force incidents, serving on the Springfield Compliance Evaluator team, and conducting leadership training for the Washington DC Metropolitan Police Department and Washington State police leaders.

Teeter earned two Bachelor of Science Degrees from the University of Washington and a Master of Science Degree from the University of Southern California.

APPENDIX B

The Settlement Agreement

The following is a synopsis of the process that led to the Settlement Agreement and this ongoing process:

On Wednesday, April 13, 2022, the United States Department of Justice Civil Rights Division (“DOJ”) and the United States Attorney’s Office for the District of Massachusetts (“USAO”) filed in U.S. District Court a complaint and proposed consent decree (“Settlement Agreement” or “Agreement”) with the City of Springfield, MA (City). This action was the culmination of an investigation, originally launched in April 2018, that concluded the Springfield Police Department’s (“SPD”) Narcotics Bureau engaged in a pattern or practice of excessive force that deprived individuals of their rights under the Fourth Amendment to the U.S. Constitution.

The DOJ investigation and subsequent Settlement Agreement focus primarily on the use of excessive force. The comprehensive, sixty-nine-page agreement outlines desired reforms that will improve policies, training and accountability related to SPD officers’ use of force. As stated in the press release issued by the Department of Justice on the day of the filing:

“The improvements will ensure that officers avoid force whenever possible through the use of de-escalation tactics; that officers know when force can and cannot be used; and that officers report all instances where force is used. In addition, the Springfield Police Department will provide better supervision of officers and improve internal investigations of complaints of officer misconduct. When officers violate use-of-force policies, the agreement will ensure that the Springfield Police Department holds officers accountable.”

The Agreement required the parties to recommend a monitor, known as “Compliance Evaluator,” to be appointed by the federal judge overseeing the Agreement, Magistrate Judge Katherine A. Robertson, U.S. District Court, District of Massachusetts. Following a rigorous and competitive process, O’Toole Associates, LLC was ultimately selected for the role and appointed by Judge Robertson on August 1, 2022. Kathleen O’Toole, the company’s founder and president, serves as lead compliance evaluator, assisted by Rodney Monroe, Natalia Delgado, and Michael Teeter who serve as deputy compliance evaluators. Collectively, this group is now referred to as the Compliance Evaluator Team (“CET”).

As the objective representative of the Court, the CET is required to assess and report whether the requirements of the Agreement have been met and if implementation is producing the desired result - constitutional and effective policing. The CET also works with the parties to identify any barriers to compliance and provides technical assistance to SPD to overcome such barriers.

As required in Paragraph 194 of the Agreement, prior to the appointment of the CET, DOJ and the City agreed on a detailed outline of key benchmarks for implementation of the Agreement.

Under Paragraph 196 of the Agreement, the CET is also required to conduct a review every six months to determine if the city and the SPD have met the requirements of the Agreement. In doing so, the CET considers policies that have been developed and implemented, training in

support of those policies, and measures to ensure the SPD is consistently following and holding its personnel to the requirements of the Settlement Agreement. The review processes include both quantitative and qualitative assessments.