

**APPLICATION FOR  
INDEPENDENT MONITOR  
BALTIMORE CITY POLICE  
DEPARTMENT**



**DLG**  
DAIGLE LAW GROUP, LLC

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INDEPENDENT MONITOR PROPOSAL**

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**A. Executive Summary (§ 32)**

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Daigle Law Group, LLC (DLG) is pleased to present its proposal to conduct independent monitoring of the Settlement Agreement involving the United States Department of Justice, the City of Baltimore, and the Baltimore Police Department (BPD). The DLG Team will consist of Attorney Eric P. Daigle, who will serve as the monitor, eight additional monitor team members and selected advisors. This team will offer what no other team in the country can offer the City of Baltimore and BPD during the monitoring process. We believe our success relies upon the attainment of BPD's compliance with the Consent Decree and their ability to do so in a timely and cost-effective manner.

Our principal, Attorney Eric Daigle, is a national renowned expert in law enforcement operations, effectiveness and management. For over a decade, Attorney Daigle has worked with law enforcement agencies to ensure constitutional police operations. Specifically, Attorney Daigle is an expert in Use of Force management and force investigations. He has served on two teams that monitor police consent agreements and works with agencies across the country in developing constitutionally based policies, training, investigation, auditing and management.

Attorney Daigle has experience with monitoring agreements as a member of the monitoring teams in Oakland (CA) and formerly Niagara Falls (NY). He also consults with Law Enforcement Agencies across the country, some under DOJ scrutiny, to implement proper policy, training, supervision, and accountability.

Based on the significance of the project, the management team will also include a Deputy Monitor and a Senior Advisor. Our Deputy Monitor will be Chief Ronnell Higgins, who is currently the Chief of Yale University Police Department. With an emphasis on community policing, public safety, and crime reduction, Mr. Higgins' reputation for leadership, experience, and exemplary achievement reflects his ability to drive change, broker exceptional intercommunity relationships, optimize operations, and ensure overall public safety. Mr. Higgins' broad background and understanding of the unique issues of an urban Ivy League campus have earned him a reputation for delivering solutions, which produce outstanding results, and for leveraging relationships for mutual benefit.

Our Senior Advisor is Chief Charles Reynolds (Ret.), one of the few distinguished experts in this country on police reform and methods for successful and timely completion of this agreement. He has twenty years of experience monitoring police agencies that were under a federal consent decree. In 1997, Chief Reynolds was appointed as the Independent Auditor for Steubenville, Ohio, the second consent decree in this country. Over the next eighteen years, he has served on multiple projects, has worked as a DOJ Consultant and has developed the standards and methodologies of monitoring techniques and methodology.

The remaining members of our independent monitoring team are composed of Chief James White, Gregory Thomas, Chief (ret) Terri Wilfong, Tricia Koosa, Esq., Dr. Thomas Tyler, Zayid Saleem, Esq. and selected advisors. This is a team of law enforcement and legal professionals who possess recognized subject matter expertise and extensive monitoring

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experience and who remain engaged with rapidly evolving contemporary policing practices. Our special advisors are professionals in judicial and judicial processes, academic research and survey methods, and local community relationships. Our proposal combines the talents and experience of these professionals to assure steady progress towards the achievement of full compliance with Agreement requirements.

A detailed review of the Consent Decree has allowed DLG determine the proposed budget for the process. The proposed cost to provide monitoring over the five-year period is capped, as required, at a maximum of \$1,475,000 per year. DLG has proposed the following costs over the five years as follows: Year One, \$1,300,004; Year Two \$1,318,133; Year Three, Year Four and Year five \$1,285,677. It is understood that the annual estimates may vary so as to mirror activity generated by the BPD required monitoring, however will not exceed the \$1,475,000 annual maximum as required. While DLG is dedicated to working with the parties to obtain compliance in an effective and efficient manner, the recognition of budgetary constraints and the need for flexibility is important.

**B. Scope of Work (§33)**

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The DLG team is clearly positioned and prepared to assist with the implementation of the Agreement and compliance with its requirements, while promoting both organizational improvement and strengthened community relationships. The members of the team are experts in contemporary law enforcement practices, police monitoring, auditing and evaluation, intergovernmental relations, civil rights compliance, and constitutional considerations. The DLG team has extensive experience working with law enforcement agencies in formulating law enforcement policies, designing law enforcement training, teaching contemporary law enforcement practices, assessing internal affairs and disciplinary systems, evaluating law enforcement information management systems, and working with all elements of the criminal justice system. The DLG team is well-versed in collective bargaining issues. In addition, the DLG team is ready, willing, and able to provide technical assistance to the BPD, as it may be requested.

DLG recognizes that the Settlement Agreement is merely the vehicle that outlines certain revisions, including those that are procedural and administrative in nature, which the BPD must implement. When properly implemented, these revisions will enhance police accountability to the community, increase individual and organizational integrity, and minimize the risk of police misconduct, especially with respect to the use of excessive force. The city, in this Agreement, has agreed to promote, foster, and implement a number of changes in BPD policies and practices. These changes will result in improved police community relations, with a net effect of improving the delivery of police services to a more trusting and involved community.

**C. Personnel and Current Time Commitments (§34)**

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The DLG team consists of professionals who are experienced and well-qualified to address the various issues and requirements contained in the Agreement. The team will be led by

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Attorney Eric Daigle as the Monitor, Chief Ronnell Higgins will act as the Deputy Monitor and Chief Charles Reynolds will serve as a Senior Advisor.

Attorney Daigle has experience with monitoring agreements as a member of the monitoring teams in Oakland (CA) and formerly Niagara Falls (NY). He also consults with Law Enforcement Agencies across the country, some under DOJ scrutiny, to implement proper policy, training, supervision, and accountability. As an experienced state police officer and police practices litigator, he currently instructs in police and legal seminars across the country on agency liability, use of force standards and investigations, internal affairs, and tactical operations. He is a regular presenter for International Association of Chiefs of Police - Legal Officers Section (IACP), the Americans for Effective Law Enforcement (AELE), FBI-Law Enforcement Executive Development Association (FBI-LEEDA), and the National Association for Oversight of Law Enforcement (NACOLE). Attorney Daigle annually hosts one of the nation's largest three-day Use of Force Summits. The Summit focuses on current issues and methodologies involving police use of force and related use of force liability issues, as well as community relations and effective internal affairs and force investigation practices.

Chief Reynolds is one of the original consent decree monitors and has been instrumental in developing the monitoring process over the last eighteen years. We believe that Chief Reynolds has been instrumental in developing the standard practice in development of monitoring techniques and methodologies. Appointed in 1997 as Auditor of the second consent decree under the provisions of 42 U.S.C. §14141 involving the Steubenville (OH) Police Department, he adapted and developed the methodology to effectively monitor police departments. Since that time, Chief Reynolds has continued to improve those techniques, technologies, and methodologies while monitoring consent decrees and/or agreements involving the New Jersey State Police, Prince George's County (MD) Police Department, and as Deputy Monitor involving consent decrees/agreements for the Detroit (MI) Police Department, Oakland (CA) Police Department, and the Niagara Falls (NY) Police Department. He was also a principal evaluator with the Oversight Commission on Policing Reform in Northern Ireland, responsible for monitoring and reporting on progress with the "Patten Report" recommendations as part of the ongoing peace process. Chief Reynolds has also held several municipal government positions, including mayor, city councilor, acting city manager, and a member of various city boards and commissions.

Additional team members possess wide-ranging experience and expertise in law enforcement and related areas. For example, members of the team have or are serving as chiefs of police or in high level command positions within their respective agencies and understand the challenges that confront police chiefs and the agencies they lead. Members have legal background and have or are serving as police legal advisors or counsel and provide organizational technical assistance, one having served as Legal Advisor for the Puerto Rico Government on reform and civil rights issues and as General Counsel and Director of Policies and Procedures for the Puerto Rico Police Department. Members fully understand the requirements of settlement agreements.

In order to remain skilled and knowledgeable on contemporary issues and practices, team

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members are active in and hold key positions with several prominent law enforcement and law enforcement related organizations. These include the International Association of Chiefs of Police (IACP), the National Association for Civilian Oversight of Law Enforcement (NACOLE), Americans for Effective Law Enforcement (AELA), FBI-Law Enforcement Executive Development Association (FBI-LEEDA), FBI National Academy, International Law Enforcement Auditors Association, and the Historical Black Colleges and Universities Association. Members also maintain close affiliations with the Civil Liberties Union, the Innocence Project, the National Organization of Black Law Enforcement Executives (NOBLE), and the Commission on Accreditation of Law Enforcement Agencies (CALEA). Such diversity and background will be important to ensure community confidence in the work of the Monitor.

DLG offers a wide breadth of experience that will facilitate a higher quality evaluation and effective technical assistance to the Baltimore Police Department. Our monitoring methodology consists of a customized team concept. For purposes of this monitoring proposal, we have identified team members; however, the team can be adjusted to meet the needs of the project. The individual characteristics of our team principals make them uniquely qualified to best serve the needs of the review process. The review team members' experiences and background are complementary characteristics that are mutually reinforcing, as we will illustrate. Our team members are well-versed in best practices for use of force, stops and detentions, non-discrimination, and community policing. They have recent monitoring experience and are technically skilled with regards to analyzing risk management databases, citizen complaint procedures, and police officer training. We are acutely aware of the burdens a large monitoring team places on an agency; accordingly, we will coordinate activities closely with the BPD so as to avoid disruption of ongoing service delivery commitments.

Our experience includes:

- working as law enforcement officers and executives responsible for the development, implementation, management, and evaluation of policies and procedures;
- providing expert assistance to a variety of law enforcement agencies on policing issues, including use of force policies, procedures and training, stop and detentions, community policing, complaint systems, disciplinary systems, investigations, and accountability mechanisms;
- designing and implementing programs to correct systemic deficiencies in law enforcement agencies;
- responding to crisis situations following police shootings and other significant uses of force and making the difficult judgments about the propriety of particular uses of force;
- addressing legal issues specific to law enforcement;

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- assisting in investigations of cases involving alleged excessive use of force;
- working with government officials, police unions, and community groups on a variety of policing issues;
- working with the U.S. Department of Justice investigating law enforcement agencies with systemic civil rights violations;
- participating in public policy and criminal justice research to assess the impact of management systems on police integrity and police use of force;
- designing and implementing leadership development programs to ensure that supervisors have the tools, ability, and will to uphold policies and procedures related to use of force and police integrity; and
- compliance monitoring of law enforcement agencies.

There are nine regular members of the DLG Team all with extensive law enforcement or related experience; five are active or retired police executives, two have experience in community police relations, and three are attorneys' who specialize in law enforcement operations. Our consultants' rapport with departments comes, in part, from the fact that we have been on both sides of the fence so to speak. As police chiefs, we have gone in front of the community after a "bad shooting" incident, been responsible for the firing of police officers, and have implemented reforms in our own agencies. As consultants or professionals involved in related activities, we have studied police conduct, externally overseen police activities, and been challenged to convince police officers that reform is a positive change. Equally important, we have the patience, experience, and restraint to provide monitoring services in a manner that minimizes the intrusion into the day-to-day affairs of the police department.

**1. Identification and Background of Team Members (§ 34 a, b, and d)**

We propose that Eric Daigle will serve as the monitor, Chief Ronnell Higgins will serve as the Deputy Monitor and Charles Reynolds to serve as a Senior Advisor. To assist in the review, DLG has chosen law enforcement executives and has identified subject matter experts to provide specific focused support in selected areas. Additional subject matter experts may be identified as required. Competent administrative staff will be selected as required. In our experience, working in collaborative teams yields the most positive results when assessing policy and procedure.

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**Eric P. Daigle, Esq.**



Attorney Eric P. Daigle is an attorney, whose primary area of expertise is in civil litigation in both federal and state court, with an emphasis on civil rights actions, including police misconduct litigation. Attorney Daigle is the principal of Daigle Law Group, LLC a nationally renowned law firm specializing in police operations and police misconduct. Attorney Daigle currently serves as member of the federal Independent Monitoring Team for the City of Oakland Police Department, California. He has also served as a member of the Independent Monitoring Team for the Niagara Falls Police Department, NY Consent Decree brought by the State of New York. As a lawyer with civil rights and law enforcement experience, Attorney Daigle brings to his position of Monitor both the police perspective and the civil rights perspective when examining all compliance tasks. It is his position that all problem-solving techniques must make sense from both perspectives.

Attorney Daigle works as a consultant and expert witness for law enforcement pattern and practice development. He has worked as a Police Practices Consultant for the Virgin Islands Police Department and the Puerto Rico Police Department, which is under a Federal Consent Decree. His work focused on the development of use of force policy, developed training for the officers and supervisors, and implemented operational changes. He works with agencies across the country to prevent DOJ investigations where allegations of excessive force, multiple officer involved shootings have occurred, or an ineffective internal affairs process is identified. He works with agencies to develop policies, training, and implementation of investigation/ tracking functions.

Attorney Daigle is a legal use of force trainer and conducts training related to managing force, deadly force investigations, and tactical liability. He has developed and conducts the only Internal Affairs Certification training programs in the Country. Attorney Daigle has attended multiple Force Science training programs and is a Certified Force Science Investigator. He is currently participating the Advanced Force Science Specialist training. Attorney Daigle is also a certified trainer in the Fair and Impartial Policing training programs.

Attorney Daigle is a member of the International Association of Chiefs of Police (IACP) where he serves as the Chairman of the Legal Officers Section and a member of the Civil Rights Committee for a second term. He serves as general counsel for the FBI Law Enforcement Executive Development Association and conducts internal affairs training for the association. He is well versed in best practice standards for use of force and internal affairs. He is a member of the Americans for Effective Law Enforcement (AELE) where he serves on the Board of Directors, an instructor in the use of force seminar, and holds its Certified Litigation Specialist (CLS) credential. Attorney Daigle is a member of the National Association for Civilian Oversight of Law Enforcement (NACOLE) and an Executive Board member for the Connecticut Chiefs of Police Association. He holds the Certified Practitioner of Oversight from NACOLE. Attorney Daigle is a retired Connecticut State Police Trooper and a certified officer in the state of Connecticut.



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**Ronnell Higgins**



Mr. Higgins is currently the Chief of Police for the Yale University Police Department, the nation's oldest campus police department, established in 1894. Mr. Higgins has been instrumental in designing and implementing strategies to reduce crime at Yale to the lowest levels since the department began reporting UCR Crimes in 1985. With an emphasis on community policing, public safety, and crime reduction, Mr. Higgins' reputation for leadership, experience, and exemplary achievement, reflects his ability to drive change, broker exceptional intercommunity relationships, optimize operations, and ensure overall public safety. Mr. Higgins' broad background and understanding of the unique issues of an urban Ivy League campus have earned him a reputation for delivering solutions, which produce outstanding results and for leveraging relationships for mutual benefit.

Mr. Higgins serves as a member of the Connecticut Police Officers Standards and Training Council (POSTC) and the International Association of Chiefs of Police's (IACP) Juvenile Justice and Child Protection Committee. He also serves as President of the South Central Connecticut Chiefs of Police Association, as Sergeant at Arms for the National Organization of Black Law Enforcement Executives (NOBLE) Connecticut Chapter, as an Associate with Margolis Healy & Associates, a professional services firm specializing in campus safety, security, and regulatory compliance for higher education and K-12 and as an Executive Fellow for the Police Foundation.

**Charles Reynolds**



**Mr. Reynolds** serves as Deputy Monitor for the Negotiated Settlement Agreement related to the Oakland Police Department and served in a similar capacity for the Detroit and Niagara Falls Police Departments. He previously served as the Independent Auditor for the consent decree in the City of Steubenville (OH) and as a member of the monitor teams for the consent decree/agreements between the USDOJ and the State of New Jersey (State Police) and Prince George's County (MD) Police, respectively. Moreover, Mr. Reynolds was one of the principle evaluators with the Oversight Commission on Policing Reform in Northern Ireland, responsible for monitoring and reporting on progress with the "Patten Report" recommendations as part of the ongoing peace process.

Mr. Reynolds has consulted on police organizational and management issues in eighteen states and internationally. He recently consulted with the Puerto Rico Police Department, which is under a Federal Consent Decree, and serves as a policy reviewer for the consulting group overseeing the Federal Court Order involving the Maricopa County (AZ) Sheriff's Office. He also serves as a police practices expert for the Civil Rights Division of the U.S. Department of Justice. He holds a Bachelor of Science (cum laude) Degree in Criminal Justice and a Master's Degree in Public Administration (MPA).

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**Gregory A. Thomas, M.S.**



Gregory A. Thomas serves as the Senior Executive for Law Enforcement Operations in the Office of the Kings County (Brooklyn, N.Y.) District Attorney, the third largest district attorney's office in the United States. As a member of the executive staff, he serves as a senior advisor to Acting District Attorney Eric Gonzalez on criminal justice and law enforcement policy and procedures and is the principal office liaison to the New York City Police Department (NYPD) and other local, state and federal law enforcement agencies in relation to major investigations and operational matters. He also plays a senior leadership and advisory role in the work conducted by the Crime Strategies Unit which was created to reduce the occurrence and frequency of violent crimes in Brooklyn, through the use of an approach that focuses resources on the "drivers of crime" and the identified "hot spots" where the majority of crime occurs.

Gregory Thomas brings to this position over thirty years of executive experience in the fields of criminal justice and public safety. He has served as Deputy Director of Planning and Response at the Columbia University National Center for Disaster Preparedness; as Executive Director of the Office of School Safety and Planning (during the terrorist attacks of September 11, 2001) with the New York City Department of Education, the largest school district in the United States; as an Assistant Commissioner with the New York City Fire Department; as the Associate Director of the City University of New York/NYPD Cadet Program at John Jay College of Criminal Justice; as a senior investigator and member of the executive staff with the Mollen Commission, the mayoral commission that investigated allegations of police corruption and the anti-corruption procedures of the NYPD; and as a First Deputy Inspector General with the New York City Department of Investigation, the New York City agency charged with

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Investigating and referring for criminal prosecution cases of fraud, corruption and unethical conduct by New York City's over 300,000 employees, or contractors and others who receive money from the city.

As an internationally recognized law enforcement/campus safety/emergency management expert, consultant and conference speaker, Mr. Thomas' professional affiliations include membership in the National Organization of Black Law Enforcement Executives (NOBLE) where he served as their 38th National President, as a member of the International Association of Chiefs of Police (IACP), where he currently serves on the advisory board of their Law Enforcement Policy Center (LEPC) which develops and disseminates model policies on all aspects of policing for use by law enforcement agencies throughout the world, and membership in the American Society of Industrial Security (ASIS). He has also been associated with the Commission on Accreditation for Law Enforcement Agencies (CALEA) where he served as an on-site assessor of various police departments across the nation.

**Terri Wilfong**



Ms. Wilfong has 33-years of law enforcement experience. She served as Chief of Police in Greenville, South Carolina from 2007- 2014. In her role as Chief, she reorganized the department through allocation of manpower into three divisions for a more balanced approach of responsibility to the community. The Internal Affairs Unit was restructured to enhance the efficiency of citizen interaction, officer involvement, and the investigation and tracking of all complaints. During her tenure as Chief, a Crisis Intervention Team (CIT) was created with officers who were trained to respond to individuals experiencing a mental health crisis. This team was the first one established in the state of South Carolina and the agency consisted of the largest numbers of officers trained in CIT throughout the state. A Compstat program was implemented to review crime maps and trends in coordination with crime reduction strategies. To ensure transparency of crime in the City of Greenville, a program called Raids on Line was accessible on the department's website. The program had the capability to send email notifications of current crime every 24 hours to those who signed up through the website.

In 2003, the Jefferson County Police Department and the Louisville Division of Police were merged into the new Louisville Metro Police Department. Ms. Wilfong was promoted to the rank of Lieutenant Colonel as part of the first executive command staff of the newly created department from 2003-2006. In her role as Lieutenant Colonel, she worked with a committee to merge all aspects of the two agencies and developed the new organizational chart for the merged Louisville Metro Police Department. She implemented and directed the Compstat Management Process and restructured and directed the crime analysis section to serve the Department's Compstat goals and directives. She created and managed a Violent Crime Task Force, whose goal was to identify and apprehend wanted violent chronic offenders. She planned and coordinated the law enforcement strategies for all special events in the Louisville area, including the Kentucky Derby, the Breeder's Cup, and the PGA championship.

Ms. Wilfong also served 17 years with the Jefferson County Police Department. During this

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time, she completed a variety of assignments and rose to the rank of Captain. Her assignments included a patrol officer, certified police instructor, Sergeant in the patrol division and criminal investigations division, Lieutenant in the patrol division, Commander of the Internal Affairs Unit, Accreditation Coordinator, Assistant Commander on the Hostage Negotiations Team, and a Captain as a Patrol Commander.

Ms. Wilfong has expertise in the area of ethics, discipline, internal affairs and re-organization of police departments. She has a Bachelor of Science Degree in Justice Administration and a Master of Science Degree in Justice Administration, both from University of Louisville. She is a graduate of the Southern Police Institute, 95th Administrative Officer's Course. Ms. Wilfong is an instructor for IACP on leadership and the FBI Law Enforcement Executive Development Association on discipline and ethics.

**James E. White**



Chief White is the Assistant Police Chief of the City of Detroit Police Department where he serves as a law enforcement executive adept at serving the public with a personally charged sense of responsibility. With an adherence to strict ethical employment guides, this communicative police manager has been successful at developing positive relationships with both colleagues and citizens alike. His approach to each administrative situation is grounded in traits of leadership and professionalism. In a display of supervision that is reflective of his twenty-plus years of law enforcement expertise, James White informs troop leadership respectfully, always mindful to safeguard and promote the city's positive image.

An executive powerhouse, the Assistant Chief possesses professional skills that include such talents as: Use of Force Oversight and Monitoring under the city's federally mandated, court ordered, Consent Judgement. His information assets make him an essential figure for guiding the direction of comprehensive law enforcement. A.C. White's career is a testament to his commitment to the ideals of community policing in his current responsibility of directing Administrative Operations for the Detroit Police Department. These duties include supervising several branches of Administrative Commands, as well as management of the department's two consent judgments – of which he was a key policy writer and training facilitator. To his credit, the Detroit Police Department has successfully completed the necessary processes to now enjoy full federal compliance of the Decree. The Department attributes a great deal of this accomplishment to A.C. White and his efforts.

A.C. White's responsibilities included the management of the department's Consent Decree which he met with increased compliance each quarter under his command. Additionally, A.C. White's duties were extended to the reduction of backlogs in Force Investigations and Discipline Administration – areas of critical organizational importance where strengthening was welcome.

This extensive law enforcement history with the Detroit Police Department has run concurrently with the A.C.'s dedication to life-long learning for career betterment and also personal enrichment. Building on his Associate of Arts Degree in General Studies from Wayne County

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Community College District in Detroit, Michigan, this dynamic leader displayed his example of leadership through continuing education. The successes of those preliminary studies led to a full scholarship opportunity to pursue a Bachelor of Arts Degree at Detroit's Wayne State University (WSU). Armed with his WSU Sociology Credentials, Assistant Chief James White is presently enrolled in the Master Degree program at Central Michigan University, based in Mount Pleasant, Michigan. Upon completion of studies, the A.C. will have earned his degree in Counseling. This effort will culminate with considerations for further expanded leadership prospects for a proven effectual manager.

**Tricia Koosa, Esq.**



Mrs. Koosa practices civil litigation in federal and state courts, with an emphasis on municipalities and public officials. Attorney Koosa leads the Daigle Law Group Policy Center by managing the design, development and implementation of drafting policy and procedure manuals for police departments across the Country.

Mrs. Koosa is an integral member of the Daigle Law Group Law Enforcement Consulting team which provides guidance and oversight to department command staff on operations, organizational structure and risk management. Mrs. Koosa has extensive experience analyzing department policies and developing policies that meet effective and constitutional police practices. Many departments across the country have retained Daigle Law Group to assist with the review, development, and revision of department policies to maintain and reflect constitutional police practices. Mrs. Koosa acts as the project manager and quality assurance while working with consultants to develop department policies and meet accreditation needs.

**Tom Tyler, PhD**



Tom R. Tyler is the Macklin Fleming Professor of Law and Professor of Psychology at Yale Law School. He is also a professor (by courtesy) at the Yale School of Management. He joined the Yale Law faculty in January 2012 as a professor of law and psychology. He was previously a University Professor at New York University, where he taught in both the psychology department and the law school. Prior to joining NYU in 1997, he taught at the University of California, Berkeley, and at Northwestern University.

Professor Tyler's research explores the role of justice in shaping people's relationships with groups, organizations, communities, and societies. In particular, he examines the role of judgments about the justice or injustice of group procedures in shaping legitimacy, compliance, and cooperation. He is involved in the National Initiative for Building Community Trust and Justice. The National Initiative for Building Community Trust and Justice is a project to improve relationships and increase trust between communities and the criminal justice system and advance the public and scholarly understandings of the issues contributing to those relationships.

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The National Initiative's work involves trust-building interventions with police departments and communities based on three pillars:

- Enhancing **procedural justice**: the way police interact with the public, and how those interactions shape the public's views of the police, their willingness to obey the law, and their engagement in co-producing public safety in their neighborhoods.
- Reducing the impact of **implicit bias**: the automatic associations individuals make between groups of people and stereotypes about those groups, and the influence it has in policing.
- Fostering **reconciliation**: frank engagements between minority communities and law enforcement to address historical tensions, grievances, and misconceptions that contribute to mutual mistrust and misunderstanding and prevent police and communities from working together.

He is the author of several books, including *Why People Cooperate* (2011); *Legitimacy and Criminal Justice* (2007); *Why People Obey the Law* (2006); *Trust in the Law* (2002); and *Cooperation in Groups* (2000). He was awarded the Harry Kalven prize for "paradigm shifting scholarship in the study of law and society" by the Law and Society Association in 2000, and in 2012, was honored by the International Society for Justice Research with its Lifetime Achievement Award for innovative research on social justice. He holds a B.A. in psychology from Columbia and an M.A. and Ph.D. in social psychology from the University of California at Los Angeles.

### Zayid A. Saleem, Esq.



Zayid A. Saleem serves as general counsel to the largest division within Memphis City Government to the Police Director and command staff concerning civil proceedings and administrative and operational issues. In his capacity as Legal Advisor, he drafts policies and departmental field procedures in compliance with existing constitutional standards. He provides regular counsel to MPD command staff regarding disciplinary actions involving police employees. In his capacity as Legal Advisor, he responds to major incidents involving serious injury, death, and/or extensive property damage related to police action.

Mr. Saleem represents the City of Memphis in State and Federal court litigation, as well as in proceedings before its Civil Service Commission. He is a graduate of the University of Memphis, Cecil C. Humphreys School of Law. Mr. Saleem is active in the Memphis legal community through his pro bono representation of clients on behalf of Memphis Area Legal Services. He is also an active member of the American Bar Association, National Bar Association, Tennessee Bar Association, and Memphis Bar Association.

## **2. Internal Organization**

DLG submits the following internal organization of the team and the intended areas of responsibility for each member:

- iii. **Community Policing and Engagement** - Reynolds, White, Higgins, Tyler

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- iv. **Stops, Searches, Arrests and Voluntary Police-Community Interaction** - Daigle, Koosa, Saleem, Wilfong
- v. **Impartial Policing**– Daigle, Saleem, Tyler, Wilfong
- vi. **Responding to and Interacting with People with Behavioral Health Disabilities or in Crisis**- Reynolds, Higgins, Thomas
- vii. **Use of Force** – Daigle, White, Wilfong
- viii. **Interaction with Youth** – Reynolds, White, Thomas
- ix. **Transportation of Persons in Custody**- Reynolds, White
- x. **First Amendment Protected Activities** – Daigle, Saleem
- xi. **Handling of Reports of Sexual Assault** – Reynolds, Wilfong, Saleem
- xii. **Technology** – Daigle, Wilfong
- xiii. **Supervision** – Reynolds, Higgins, White
- xiv. **Misconduct Investigation and Discipline** – Daigle, Higgins, Saleem
- xv. **Coordination with Baltimore City School Police Force** – Thomas
- xvi. **Recruitment, Hiring and Retention** – Reynolds, Wilfong, Thomas
- xvii. **Performance Evaluations and Promotions** – Reynolds, White, Saleem
- xviii. **Officer Assistance and Support** – Reynolds, Wilfong,

**3. Description of other projects including time commitment**

Below is a chart which identifies projects on which team members are currently working and a summary of hours worked by month.

Team Member	Project	Hours Per Month
Charles Reynolds	Oakland Deputy Monitor	32-40 Hours
Charles Reynolds	Police Practices Expert DOJ	8-16 Hours
Eric Daigle	Daigle Law Group LLC	120 Hours
Eric Daigle	Oakland Police Department	5 Hours
Ronnell Higgins	Yale University Police	160 Hours
Zayid Saleem	Memphis Police	160 Hours
Terri Wilfong	FBI – Law Enforcement Executive Leadership Programs	60 Hours
Terri Wilfong	DLG Policy Consultant	80 Hours
James White	Detroit Police	160 Hours
Tricia Koosa	DLG Attorney	160 Hours
Tom Tyler	Yale University	160 Hours
Gregory Thomas	Brooklyn DA	160 Hours

**D. Qualifications (§ 35)**

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This following section has been organized to present the information required by the Request for Qualifications in a manner intended to enhance its clarity and reduce

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repetitive responses. This section describes the qualifications of each member, specific to requested topics. The intent is to demonstrate each team member's strengths, which meet the requirements of this Request for Proposal and address the following topics:

- a. Monitoring, auditing, evaluating, or otherwise reviewing performance of organizations, including experience in monitoring settlements, consent decrees, or court orders;**

The members of the DLG team are recognized experts in contemporary policing and have extensive backgrounds in law enforcement or law enforcement practices. Team members also have extensive experience in monitoring settlements, consent decrees, and court orders, as demonstrated below.

Mr. Reynolds has more than 28 years' experience as a police chief, having served in five communities, including Dover and Lebanon, New Hampshire. He also served as Assistant to the Director of Public Safety for the Navajo Nation, where he prepared recommendations for organizational change to include, personnel and resource allocation, internal affairs operations, law enforcement training, and in addition, monitored compliance with a Tribal Court consent decree relating to jail conditions.

Mr. Reynolds has been involved with monitoring since its inception, having been appointed in 1997 as the Independent Auditor for the Consent Decree involving the City of Steubenville, OH and the U.S. Department of Justice. He also served as a member of the Independent Monitor Teams in the Consent Decree involving the New Jersey State Police, where he monitored compliance with requirements relating to traffic stops, searches and seizures, and citizen complaints, and the Memorandum of Agreement involving the Prince George's County Police Department where he monitored use of force. He served as the Deputy Monitor for the Detroit Police Consent Decrees relating to the Use of Force and Conditions of Confinement, served as Deputy Monitor for the Consent Decree in Niagara Falls (NY), and presently serves as Deputy Monitor for the Negotiated Settlement Agreement related to the Oakland Police Department

Mr. Reynolds has consulted on police organizational and management issues in eighteen states and internationally. He also serves as a police practices expert for the Civil Rights Division of the U.S. Department of Justice. Moreover, Chief Reynolds was one of the principal evaluators with the Oversight Commission for Policing Reform in Northern Ireland, responsible for monitoring and reporting on progress with the "Patten Report" recommendations as part of the ongoing peace process. He also served as a member of the Commission on Accreditation for Law Enforcement Agencies (CALEA) and Vice President and President of the International Association of Chiefs of Police (IACP).

Attorney Daigle currently serves as member of the federal Independent Monitoring Team for the City of Oakland Police Department, California. He also has served as a member of the Independent Monitoring Team for the Niagara Falls Police Department, NY Consent Decree brought by the State of New York. As a lawyer with civil rights and law enforcement experience, Mr. Daigle brings to his position of Monitor both the police perspective and the civil rights



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perspective when examining all compliance tasks.

Attorney Daigle works as a consultant and expert witness for law enforcement pattern and practice concerns. He has worked as a police practices consultant for the Virgin Islands Police Department and the Puerto Rico Police Department, which are under a Federal Consent Decree. He works with agencies across the country to prevent DOJ investigations where allegations of excessive force, multiple officer-involved shootings have occurred, or an ineffective internal affairs process are identified. He works with agencies to develop policies, training, and implementation of investigation/ tracking functions.

The remaining team members all bring unique expertise to auditing, evaluating and reviewing performance of organizations. Assistant Chief White has over a decade of experience working as the person responsible for moving Detroit Police Department through the successful completion of their negotiated agreement. Chief Higgins, Chief Wilfong, and Attorney Saleem work specifically with their agencies in the auditing and evaluations of their department.

- b. Law enforcement practices, including use of force and investigations of force; search and seizure practices; constitutional policing; bias-free policing; community policing, problem-oriented policing and engagement; crisis intervention and de-escalation techniques; First Amendment speech and protest-related rights; intake, investigation, and adjudication of complaints of officer misconduct; civilian oversight; police-youth interactions; and officer and staff training;**

In addition to the information provided in Section 1 above, several members of the DLG team have extensive command and consulting experience implementing all of the law enforcement practices identified above. The members of this team believe that the linkage of these topic areas is the necessary methodology to improve effective and constitutional-based policing.

Mr. Reynolds, Chief Higgins, Chief White and Ms. Wilfong have over 70 years of experience as a police executive dealing with these topic areas. Attorney Daigle, Mr. Reynolds, and Chief White now consult with law enforcement agencies to enhance the linkages from policy development, training, supervision, and accountability. Members of the DLG team have consulted on these topics with various police departments, such as Steubenville (OH) Police Department, Detroit (MI) Police Department, Oakland (CA) Police Department, New Jersey State Police, Prince Georges County (MD), Puerto Rico Police, Virgin Islands Police, Niagara Falls (NY) Police Department, Seattle (WA) Police Department

Multiple members of the DLG team conduct training as subject matter experts on these topics. Most significantly is Attorney Daigle, who provides instruction at a majority of nationally recognized law enforcement organizations on practices, training, community linkage, complaint and use of force investigations, along with the concept of constitutional based policing. Attorney Daigle instructs nationally and at the Connecticut Police Academy on subjects including use of force and investigations of force; search and seizure practices; constitutional policing; bias-free policing; community policing, problem-oriented policing and engagement; crisis intervention and de-escalation techniques; First Amendment speech and protest-related rights; intake,

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investigation, and adjudication of complaints of officer misconduct; civilian oversight; police-youth interactions; and officer and staff training. Attorney Daigle is clearly the leader in the industry conducting high level training on these subjects across the country.

Attorney Daigle is a legal use of force trainer and conducts training related to managing force, deadly force investigations, First Amendment protests and tactical liability. He serves as general counsel for the FBI Law Enforcement Executive Development Association (FBI-LEEDA) and conducts internal affairs training for the association. The training includes the intake, investigation and adjudication of complaints involving officer misconduct. He is well-versed in best practice standards for use of force and internal affairs. He is a member of the Americans for Effective Law Enforcement (AELE) Board of Directors, an instructor in the use of force seminar, and holds its Certified Litigation Specialist (CLS) credential.

Mr. Reynolds has consulted on police organizational and management issues in eighteen states and internationally. He consulted with the Puerto Rico Police Department, which is under a Federal Consent Decree, and presently serves as a policy reviewer for the consulting group overseeing the Federal Court Order involving the Maricopa County (AZ) Sheriff's Office. He also serves as a police practices expert for the Civil Rights Division of the U.S. Department of Justice. He is a member of the Americans for Effective Law Enforcement and holds its Certified Litigation Specialist (CLS) credential.

Assistant Chief White has unique experience as the command officer at Detroit Police Department responsible for the implementation of all subjects identified in this paragraph. All members of the team have extensive experience in ensuring effective and constitutional practices.

**c. Assessing legal sufficiency and compliance with constitutional and other legal requirements;**

The proposed team has extensive experience assessing legal sufficiency and compliance with constitutional and other legal requirements. These include search and seizure analysis to include stops, searches and seizures, arrest, interrogations, crowd control and use of force standards. The members of the team have utilized their expertise to assess legal sufficiency in other consent decree projects and consulting with law enforcement agencies. Attorneys Daigle, Saleem and Koosa have spent over a decade focusing on the legal sufficiency and compliance with constitutional and other legal requirements and legal advisors to Law Enforcement.

Team members have set the standards in the industry by writing articles, conducting training and developing police policies. Team members are active in key organizations such as the Legal Officers Section of the IACP, the Civil Rights Section of the IACP, Americans for Effective Law Enforcement, IACP Policy Center, and National Association of Civilian Oversight of Law Enforcement, just to name a few. The members of this team are not just members they hold key positions of leadership in these organizations. These organizations and associations are responsible for evaluation of constitutional requirements and implementing them nationally into law enforcement operations.

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**d. familiarity and understanding of local issues and conditions; including local experience and expertise with Baltimore's diverse communities, and issues and challenges facing those communities;**

DLG understands the significance of strong community relations for the success of any monitoring project. DLG utilizes proven methodologies based on the principles of constitutional policing, accountability and community trust. These three principles are intended to act as a system of checks and balances. Each principle can identify failures in the others to ensure a strong foundational approach to monitoring.

Our experience in proposing projects has lead us to some specific conclusions. We believe that selecting community advisors is a significant and important part of the process. Selecting the wrong person or the wrong association could have a detrimental effect on community trust. DLG recognizes that a significant hurdle for a team is selecting the community advisors who will meet our methodology for success. We believe that community advisors should go through a selection process and a vetting of these advisors through all parties involved. After conducting extensive research, we have decided that if given the opportunity to be the Monitoring Team selected for this project, in the first 60 days DLG would identify a selection process to choose key individuals and groups as community advisors. We would first identify individuals and groups from all parties and local research. We would interview, assess and evaluate the strength of the community advisor. We would discuss community advisors with all parties to identify potential conflicts or challenges. We believe that within this first 60 days we could identify community advisors that will be essential to successful completion of this consent decree.

In addition, DLG brings its own experience to the Community interaction. Four of our team members are or were senior executives in police organizations. They are intimately familiar with issues confronting local police departments. They will be quick to understand the conditions and issues confronting the BPD. DLG clearly recognizes the importance of understanding and familiarity of local issues and conditions. Chief White, having successfully completed the Detroit Consent Decree, has a comprehensive understanding of what heightened and what hindered the progress with the Community.

In addition, we bring our own expert to this process. Professor Tyler's research explores the role of justice in shaping people's relationships with groups, organizations, communities, and societies. Specifically, he examines the role of judgments about the justice or injustice of group procedures in shaping legitimacy, compliance, and cooperation. He is involved in the National Initiative for Building Community Trust and Justice. The National Initiative for Building Community Trust and Justice is a project to improve relationships and increase trust between communities and the criminal justice system and advance the public and scholarly understandings of the issues contributing to those relationships.

We will use our relationships with the parties and community representatives to stay updated and will consider retaining local counsel if possible. DLG will work with local advisor in the community to identify local issues and receive recommendation on addressing these issues. In addition, DLG would host community meetings to learn about the local issues and concerns to consider in the reform process.

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**e. evaluating organizational change and institutional reform, including applying qualitative and quantitative analyses to assess progress, performance, and outcomes;**

DLG team members have extensive experience in other projects evaluating organizational change and institutional reform. The experience this team brings is not the theory of evaluating change and institutional reforms, but the battle scars of lessons learned. These lessons learned come from the position of the monitor, consultant, command staff of an agency under reform, legal advisors, and police practice across the country. We believe that the DLG team wrote the book on how to apply qualitative and quantitative analysis to assess progress, performance and outcomes. The key to BPD's successful compliance of the consent decree in a timely and cost-effective manner is our extensive expertise. DLG is that the team that brings the most knowledge of the processes needed that will obtain the desired result.

**f. Criminology and statistical analysis, including internal and external benchmark techniques, regression analysis, and other relevant statistical methods;**

Statistical and data analysis is an important part of monitoring or evaluating a police department. This process usually focuses on using both an early intervention or risk management database and collection of data regarding stops of subjects detained by police. Data analysis is a necessary step when properly evaluating department operations. This process includes: use of force, automobile accidents, Internal Affairs complaints, lawsuits, and injuries caused to prisoners. Former Police Chiefs of the DLG team have used and implemented statistical and data analysis into their department's operations.

The DLG team believes that their experience utilizing statistical and data analysis is superior to any other team. As the Deputy Monitor for the Oakland Police Department, Mr. Reynolds and Attorney Daigle have seven years of experience in the analysis of statistical and data analysis specific to vehicle stops, field investigation, and detentions. Attorney Daigle has audited thousands of field and stop data reports. Both Attorney Daigle and Mr. Reynolds collected and audited the available data for the use of reporting on the audit results.

Mr. Reynolds serves as Deputy Monitor for the Negotiated Settlement Agreement related to the Oakland Police Department and previously in the same capacity for Consent Decrees related to the Detroit (MI) and Niagara Falls (NY) Police Departments. He previously served as the Independent Auditor for the Consent Decree in the City of Steubenville (OH) and as a member of the monitor teams for the consent decree/agreements between the USDOJ and the State of New Jersey (State Police), and Prince George's County (MD) Police and Detroit Police Department, respectively. In these projects, the statistical and data analysis is necessary to identify compliance measures.

Chief White has extensive experience directing the Detroit Police Department Operations Bureau in which he was directly involved in the management of the department's two consent judgements. He has developed and utilized internal and external benchmarking, regression analysis, and other relevant statistical methods to successfully complete the

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processes to obtain full federal compliance with the decree.

**g. familiarity with federal, state and local laws;**

Knowledge of laws and rules of police practices is another strength of the DLG team. All members of the team have extensive experience in law enforcement operations, as well as Federal civil rights laws and policies and rules governing police practices. The team's Attorneys focus on specific laws and rules governing police practices nationally. Attorney Daigle has 16 years as a litigator, focusing specifically on Federal civil rights law specific to 42 U.S.C §1983, and agency liability under Monell v. Department of Social Services.

The DLG team has extensive experience in developing, auditing, and implementing policies and procedures that guide the operation of an effective and constitutional police department. Policy development requires a precise skill set. The DLG team is exceptionally knowledgeable about national standards, including model policies, effective operations, accreditation standards, DOJ agreements across the country, and legal standards, and the way they apply to law enforcement. This team possesses the necessary skill set required to effectively guide policy development at the Baltimore Police Department.

**h. working with government agencies, including municipalities, elected officials, civilian oversight bodies, collective bargaining units, and community members interested in policing issues;**

The strength of the DLG team is their collective experience in the industry. Mr. Reynolds, Mr. White, Mr. Higgins, and Ms. Wilfong have over 100 years of combined experience as Police Chiefs dealing with governmental agencies, municipalities and collective bargaining units. Attorney Daigle and Mr. Reynolds currently monitor, audit, and consult with law enforcement agencies across the country. These team members focus on working with local, state, and federal agencies in their respective careers. In his capacity as Acting City Manager, Mr. Reynolds had direct responsibility for negotiating labor contracts. Attorney Daigle, for over the past decade, has worked with Government Agencies and municipalities providing consulting services to improve police operations, effectiveness and management. During these consulting services, Attorney Daigle has worked with and negotiated with collective bargaining units.

**i. engaging effectively with diverse community stakeholders to promote civic participation, strategic partnerships, and community policing;**

Members of the DLG team have extensive experience and expertise in facilitating effective engagement with diverse communities.

Mr. Reynolds, in his capacity as Deputy Monitor in Oakland and Detroit, and including his capacity as police practices expert for the DOJ, has interacted with diverse community members. As part of these projects, Mr. Reynolds has met with community members, community leaders, and faith-based leaders to identify concerns relevant to police operation and understanding the concerns of the community. It is essential that the community be heard to understand their concerns. The DLG team is diverse in race and gender for meeting the needs of engaging a diverse community. In addition, Mr. Reynolds served as the Chair and member of the Board of

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Directors of the local mental health center and dealt with the problems surrounding de-institutionalization. He also established a community-based interactive policing program to address issues affecting the lives of people living in public housing.

We believe our success relies upon the attainment of BPD's compliance with the Consent Decree and their ability to do so in a timely and cost-effective manner. These duties include supervising several branches of Administrative Commands, as well as management of the department's two consent judgments – of which he was a key policy writer and training facilitator. To his credit, the Detroit Police Department has successfully completed the necessary processes to now enjoy full federal compliance of the Decree. The Department attributes a great deal of this accomplishment to A.C. White and his efforts.

Professor Tyler's research explores the role of justice in shaping people's relationships with groups, organizations, communities, and societies. Specifically, he examines the role of judgments about the justice or injustice of group procedures in shaping legitimacy, compliance, and cooperation. He is involved in the National Initiative for Building Community Trust and Justice. The National Initiative for Building Community Trust and Justice is a project to improve relationships and increase trust between communities and the criminal justice system and advance the public and scholarly understandings of the issues contributing to those relationships.

Chiefs' White, Higgins, Wilfong and Mr. Thomas all have extensive experience with strategic partnership and community-based interactive policing programs. Adding the operational knowledge to the Monitor experience and the academic application makes a three-tiered approach to success by the DLG team.

**j. mediation and dispute resolution, especially mediation of police complaints and neighborhood mediation;**

Mediation and dispute resolution is a necessary skill of those who evaluate organizations to facilitate change and encourage and provide outcome measures. All proposed team members are industry experts and during their tenure as police chiefs, attorneys, and educators, they have utilized their mediation and dispute resolution skills on an ongoing basis as leaders, instructors, and advocates. Their experience includes conducting disciplinary hearings and the administration of discipline to employees, as well as mediating complaints from members of society and mediating issues within the community, particularly those pertaining to police involvement.

Attorney Daigle, Koosa and Saleem have extensive experience as litigators with mediation and dispute resolution, which includes formal application in court or administrative hearings and the implementation of police practice changes in policy, training, and supervision. Mr. Reynolds has experience working with residents of public housing to improve police-public relationships and reduce crime. Chief Higgins, White, Wilfong and Mr. Thomas have experience with interactions between and within law enforcement and the community. Handling mediation and dispute resolution, especially mediation of police complaints and neighborhood mediation, is key to their daily tasks of operational control of a police department.

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**k. use of technology and information systems—including data collection and management, and analytic tools—to support and enhance law enforcement and court practices;**

The DLG team believes that their experience utilizing technology and information systems is superior to any other team. Technology is used for multiple assessment tools from Computer Aided Dispatch, Stop Data Collection, Use of Force reporting, Body-Worn Cameras, and Early Interventions software. They collect and audit the available data for the purpose of reporting on the audit results. Data collected correctly is essential for assessing performance, progress and outcomes of the BPD to comply with the consent decree. Experience has shown that when technology is not used correctly, the results are delays, extensions and unnecessary costs to the city.

Mr. Reynolds serves as Deputy Monitor for the Negotiated Settlement Agreement related to the Oakland Police Department and previously served in similar leadership positions for Consent Decrees related to the Detroit (MI) and Niagara Falls (NY) Police Departments. He also served as the Independent Auditor for the Consent Decree in the City of Steubenville (OH) and as a member of the monitor teams for the consent decree/agreements between the USDOJ and the State of New Jersey (State Police), and Prince George’s County (MD) police and Detroit Police Department, respectively. In these projects, the technology and information systems were necessary to identify compliance measures.

Attorney Daigle currently serves as a member of the Federal Independent Monitoring Team for the City of Oakland Police Department in California. He also has served as a member of the Independent Monitoring Team for the Niagara Falls Police Department, NY Consent Decree brought by the State of New York. Mr. Daigle worked as a police practices consultant for the Virgin Islands Police Department and the Puerto Rico Police Department, which are under a Federal Consent Decree. In these projects, technology and information systems were necessary and essential to identify compliance measures.

DLG team members focus on the use of technology in many forms as a risk management tool. We have produced many articles on use of technology in Law Enforcement and have conducted extensive training across the country. Attorney Daigle has instructed at national law enforcement conferences across the country discussing topics such as Stop Data Collection, Use of Force reporting, Body-Worn Cameras, and Early Interventions software. These discussions involve the development of effective and constitutional policies for the use of technology and the need to examine legal implications such as privacy and seizure requirements as well as how to maintain and store data received.

**l. appearing in court as a judge, monitor, counsel, or expert witness, or providing other types of testimony;**

Members of the DLG team include law enforcement executives, attorneys, and police practices experts, who have extensive experience in preparing for and participating in court proceedings. The experts with law enforcement education and training have considerable experience in the preparation of police reports, affidavits, and evidence for use in court proceedings. This includes

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the ability to testify regarding the content of their reports and their findings. Team members also have extensive experience with testifying in criminal matters, administrative hearing, and in civil actions.

In addition, the team's Attorneys have knowledge and experience preparing legal briefs and cases for trial. Attorney Daigle has litigated multiple cases in both civil and criminal courts and in administrative hearings, which requires extensive preparation and participation.

**m. writing complex reports for dissemination to diverse sets of stakeholders;**

As a member of an Independent Monitoring Team, report preparation is an important and necessary task to advise a broad variety of stakeholders on the police department's progress in meeting the requirements of the Agreement. The DLG team has significant experience in report writing. Specifically, Mr. Reynolds has been preparing and writing extensive monitoring reports since 1997. In fact, he developed the reporting methodology that he used in Steubenville OH, Detroit MI, and Oakland CA. Having managed and produced well over fifty reports, he is unsurpassed in his understanding of the way reports are effective and beneficial to the project and for the dissemination of essential information to a variety of stakeholders.

Additional members of the team have worked as consultants on many projects across the country, which requires an analysis of data, documents, training, and police reports. Upon completion of the analysis, team members produce reports that clearly articulate the method of analysis, the scope of the data examined, and the result or outcome of the analysis. The extensive experience of this team will ensure a clear, effective report, which will be beneficial for a broad variety of stake holders. DLG produces reports on a regular basis related to operational studies, policy and training review, Internal Affairs investigations and staffing studies.

**n. providing formal and informal feedback, technical assistance, training, and guidance to law enforcement agencies;**

The proposed DLG team has extensive experience in multiple projects across the country providing feedback, training and guidance to law enforcement agencies. Attorney Daigle, Mr. Reynolds, Chief White, and Attorney Koosa have worked in and/or with agencies under a settlement agreement. For years, each has provided feedback and technical assistance on policies, training and operations. These topics have included search & seizure, use of force, internal affairs investigation, training standards and supervision. The team members utilize their years of experience and subject matter expertise to provide assistance, feedback and guidance to meet the needs of the settlement agreement.

DLG conducts extensive consulting services for police agencies across the country. These services, led by Attorney Daigle, focus on evaluating operations and providing extensive feedback or technical assistance to progress the agency forward. Daigle Law Group, LLC is one of the nation's leading law firms and management consulting services specializing in the support and development of effective and constitutional practices. Our firm focuses on legal



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representation, management organizational reviews, policy and procedure development and leadership training. DLG works with the three prongs of successful operation to include local governments, police agencies and community members.

**o. reviewing policies, procedures, manuals, and other administrative orders or directives, and training programs related to law enforcement practices;**

This proposal has clarified that one of the three fundamental elements to effective constitutional police operations is related to policies. Members of the DLG team have spent the last thirty years developing, training and enforcing effective constitutional based operations. When it comes to Policy Development, DLG and Attorney Daigle actually wrote the book. The DLG Policy Center prepares, develops and revises policy for Law Enforcement Agencies across the country. The policies and procedures of police departments across the United States are the core liability protectors of the agency. Policies that are comprehensive and current are the backbone of effective and constitutional policing.

It is not enough, however, to simply have sound policies. Officers must be trained on the policies, supervisors must hold officers accountable, and when the policies are violated, a sound disciplinary process should be engaged. A police department's policies and procedures shall reflect and express the department's core values and priorities, while providing clear direction to ensure that officers lawfully, effectively, and ethically carry out their law enforcement responsibilities. Since policy development is the backbone to effective and constitutional policing, all DLG team members have extensive experience in policy and training development.

Attorney Daigle provides instruction at a majority of nationally recognized law enforcement organizations on practices, training, community linkage, complaint and use of force investigations, along with the concept of constitutional based policing. Attorney Daigle instructs nationally and at the Connecticut Police Academy on subjects including use of force and investigations of force; search and seizure practices; constitutional policing; bias-free policing; community policing, problem-oriented policing and engagement; crisis intervention and de-escalation techniques; First Amendment speech and protest-related rights; intake, investigation, and adjudication of complaints of officer misconduct; civilian oversight; police-youth interactions; and officer and staff training. Attorney Daigle is clearly the leader in the industry conducting high level training on these subjects across the country.

**p. experience with municipal budgets; and**

DLG members, in their capacity as former Law Enforcement executives, were responsible for the development, analysis and implementation of municipal budgets. Mr. Reynolds, in his capacities as acting city manager, mayor and city councilor, he had the additional responsibility of reviewing and approving budgets for all city departments.

**q. completing projects within anticipated deadlines and budget**

Prior sections have demonstrated the vast experience of DLG members because of their involvement in multiple projects across the country. The team's projects have included monitoring, consulting, and auditing; and through their positions as police executives, they

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understand the importance of meeting the deadlines and budgets identified with this project to ensure that progress is continuous. In Section IV below, the DLG team identifies references for multiple projects on which they have worked. Contact with these references will establish that DLG team members can meet assigned deadlines.

**r. Any other qualifications the Monitor candidates believe are pertinent to fulfilling the duties of Monitor under the Consent Decree.**

We believe our success relies upon the attainment of BPD's compliance with the Consent Decree and their ability to do so in a timely and cost-effective manner. Members of the DLG team are experts in evaluating the breadth and depth of organizational change, including the development of outcome measures. Our extensive history demonstrates an ability to work collaboratively with the city, BPD and DOJ. Mr. Reynolds was one of the original monitors of police departments in 1997 under the authority of 42 U.S.C. §14141 and was a guiding force in developing the methodology of evaluating organizational changes and the development of outcome measures. The members of the DLG team, who served as police chiefs, utilize their experience in that role to evaluate the ability of those working in their departments. They are experts and active consultants in the police practices field. They have spent years mastering their craft and the ability to identify and evaluate the process of organizational change, assist departments in understanding their current stage in the organizational change process, and assist departments in implementing self-assessment outcome measures.

All members of the DLG team are clearly leaders in the process of developing effective quality improvement practices. In addition to the information provided above, the members of the DLG team are foremost experts in their respective areas of compliance analysis. The DLG team readily acknowledges and expects to not only be responsible for the evaluation of BPD through the life of the Agreement, but to provide BPD with the team's collective years of experience and knowledge in the form of technical assistance. One of the DLG team's strengths is that they maintain contemporary knowledge of issues facing law enforcement operations in 2017. By keeping current with present day issues, they remain leaders in the industry on topics affecting law enforcement agencies, including: policy development, training methodology, effective internal affairs methods, legal standards and recent court rulings, utilization of available technology, and use of force standards.

Experience has shown that one of the most challenging parts of a Consent Decree is the cultural change of the department. There is no consultant that can give a road map to institutional transformation and change management. Members of the DLG team have experience in watching agencies that have over time successfully transformed the cultural change in departments across the country. That experience will allow members of the DLG team to guide and assist Baltimore Police Department in determining the strategy of change.

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**E. Prior Experiences and References (§36)**

Team Member	Project	References
Charles Reynolds	<b>Former CALEA Commissioner, Team Leader and Assessor.</b> Reviewed compliance with CALEA standards for enforcement agencies applying for Accredited status.	<b>W. Craig Hartley, Jr.</b> Executive Director <a href="mailto:chartley@calea.org">chartley@calea.org</a> <b>James D. Brown</b> Conference Coordinator <a href="mailto:jbrown@calea.org">jbrown@calea.org</a> Commission on Accreditation for Law Enforcement Agencies (CALEA) 13575 Heathcote Boulevard Gainesville, VA 20155 703-352-4225
Charles Reynolds	<b>Steubenville Consent Judgment - Independent Auditor.</b> Evaluated and reported on status of compliance with 1997 Decree entered in the U.S. District Court, Southern District of Ohio.	<b>William A. McCafferty</b> Chief of Police 123 S. Third Street Steubenville, OH 43952 740- 283-6102 <a href="mailto:bmcafferty@cityofsteubenville.us">bmcafferty@cityofsteubenville.us</a>
Charles Reynolds	<b>New Jersey (State Police) Consent Judgment - Member of Monitor Team.</b> Evaluated stops, searches, seizures for compliance with requirements relating to profiling.	<b>Colonel Rick Fuentes</b> Superintendent New Jersey State Police P.O. Box 7068 W. Trenton, NJ 08628 (609) 882-2000 Ext. 6500
Charles Reynolds	<b>Oversight Commission for Policing Reform in Northern Ireland – Principal Evaluator.</b> Evaluated and reported on progress with the implementation of the “Patten Report” recommendations as part of the ongoing peace	<b>Thomas A. Constantine</b> Former, Superintendent, New York State Police; Administrator, Drug Enforcement Administration; Oversight Commissioner (Police Reform) Northern Ireland <sup>1</sup>  <b>Gil Kleinknecht</b> Chief (Ret) St. Louis County (MO) Police Department

<sup>1</sup> Deceased

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	process in Northern Ireland.	Former Associate Commissioner & Naturalization Service Assistant Director (Ret), U.S. Marshals Service Evaluator, Oversight Commission for Police Reform, Northern Ireland 7 Douglas Lane, Kirkwood, MO 63122 Phone: 314-835-0091 Email: <a href="mailto:gikleinknecht@aol.com">gikleinknecht@aol.com</a>
Charles Reynolds	<b>Prince George's County (MD) Police Department</b> Memorandum of Agreement, OA Member of Monitor Team. Evaluated all uses of force and of force and assisted with issues related to implementation of the risk management system.	<b>Roberto L. Hylton</b> Chief of Police (ret) Prince George's County Police Department Senior Law Enforcement Advisor Office of the Administrator (FEMA) 202-646-7668 <a href="mailto:Roberto.hylton@fema.dhs.gov">Roberto.hylton@fema.dhs.gov</a>  <b>Melvin High</b> Chief of Police (ret) and present Sheriff, Prince George's County 5303 Chrysler Way Upper Marlboro, MD 20772 301-780-8600 <a href="mailto:sheriffinfo@co.pg.md.us">sheriffinfo@co.pg.md.us</a>
Charles Reynolds	<b>Detroit Police Department Deputy Monitor.</b> Responsible for coordinating activities of monitor team and specifically responsible for overseeing review and assessment of serious use of force events and overseeing the preparation of quarterly reports.	<b>Attorney Allan Charlton</b> City of Detroit and the Detroit Police Department Legal Counsel Detroit, MI. 313-530-4650 <a href="mailto:allanmchar@yahoo.com">allanmchar@yahoo.com</a>  <b>Celia Banks-Washington</b> 2 <sup>nd</sup> Deputy Chief, Legal Advisor Detroit Police Department 313-596-2158 <a href="mailto:Washingtonc@detroitmi.gov">Washingtonc@detroitmi.gov</a>
Charles Reynolds	<b>Oakland Police Department, Deputy Monitor.</b> Responsible for coordinating activities of monitor team and overseeing preparation of	<b>Anne E. Kirkpatrick</b> Chief of Police 455 7 <sup>th</sup> Street Oakland, CA 94607 510-238-3568 <a href="mailto:akirkpatrick@oaklandnet.com">akirkpatrick@oaklandnet.com</a>

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<p>Eric Daigle,</p>	<p>quarterly reports. Specifically responsible for providing monthly technical assistance to the OPD regarding compliance issues. Specific focused responsibility for overseeing the collection and analysis of stop data.</p> <p>Member of monitor team with specific responsibility for assessing stop data for indications of bias based policing, reviewing use of force and internal affairs reports.</p>	<p><b>Attorney James B. Chanin</b> Plaintiff's Attorney Oakland 510-848-4752 <a href="mailto:jbcofc@sbcglobal.net">jbcofc@sbcglobal.net</a></p>
<p>Charles Reynolds</p> <p>Eric Daigle, Esq.</p>	<p><b>Prior Puerto Rico Police Subject Matter experts and PRP consultants.</b> Focus was on use of force and search and seizure Policy development and training. No longer engaged with this project</p>	<p>Max Perez Bouret Former Assistant Superintendent Puerto Rico Police Assistant District Attorney United States District Attorneys Office Puerto Rico District Phone 787 922 8818</p>
<p>Charles Reynolds</p> <p>Eric Daigle, Esq.</p>	<p><b>Niagara Falls Police Department</b> Mr. Reynolds served as Deputy Monitor with responsibility for initial team administration. Assignment completed. Mr. Daigle was assigned responsibility for policy development and use of force review. No longer engaged with this project.</p>	<p><b>Superintendent Brian Dalporto</b> Niagara Falls Police Department 1925 Main Street, Niagara Falls, NY 14305 Phone: (716) 286-4545 Email: <a href="mailto:bryan.dalporto@niagrafallsny.gov">bryan.dalporto@niagrafallsny.gov</a></p>
<p>Eric Daigle, Esq.</p>	<p><b>Virgin Island Police Department</b> Prior consultant for VIPD under consent decree</p>	<p>Sherri Lewis, Esq. Virgin Islands Police Department Legal Counsel <a href="mailto:Sherri.lewis@vipd.gov.vi">Sherri.lewis@vipd.gov.vi</a></p>

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	responsible for policy development, training and use of force.	
Eric Daigle, Esq.	<b>Anchorage Police Department</b> Operational study, policy Development and Training	<b>Captain Sean Case</b> Anchorage Police Department 4501 Elmore Rd, Anchorage, AK Phone: (907) 786-8595 Email: <a href="mailto:SCase@muni.org">SCase@muni.org</a>
Eric Daigle. Esq.	<b>Wichita Police Department</b> Operational Study, policy development and Training	<b>Sharon L. Dickgrafe</b> Interim Director of Law and City Attorney Wichita, KS Phone: (316) 268-4681, ext 24

**F. Budget (§37)**

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In preparation of this estimated budget we have reviewed the Agreement in detail and have anticipated the duties/ responsibilities of the team members. It is the intent of DLG to maintain a manageable team size to reduce costs for the City of Baltimore. The data provided in *Table #1* represents our interpretation of the Agreement requirements and our attempt to meet the needs of the Agreement. DLG expects that the costs identified are the anticipated costs, however, DLG will bill for work actually conducted, not to exceed the agreed upon proposed price.

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*Table #1*

PROJECTED BUDGET – YEAR ONE										
Cost Item	On-Site Activities <sup>1</sup>			Off-Site Assessments/Reports and Project Management			Technical Assistance <sup>2</sup>			
	R	H	D	R	H	D	R	H	D	
Daigle	250.	388	97,000.	250.	288	72,000.	250.	63	15,750.	184,750.
Higgins	250.	228	57,000.	250.	288	72,000.	250.	43	10,750.	139,750.
Reynolds	250.	196	49,000.	250.	288	72,000.	250.	63	15,750.	136,750.
TM #1	200.	140	28,000.	200.	304	60,800.	200.	30	6,000.	94,800.
TM #2	200.	140	28,000.	200.	304	60,800.	200.	30	6,000.	94,800.
TM #3	200.	140	28,000.	200.	304	60,800.	200.	30	6,000.	94,800.
TM #4	200.	140	28,000.	200.	208	41,600.	200.	20	4,160.	73,760.
TM #5	200.	112	22,400.	200.	208	41,600.	200.	20	4,160.	68,160.
TM #6	200.	112	22,400.	200.	208	41,600.	200.	20	4,160.	68,160.
Admin. Assistant	-	-	-	75.	240	18,000.				18,000.
Total Labor Hours		1596			2640			279		4515
Total Labor \$\$		359,800.			541,200.			72,730.		973,730.
Travel		106,274.								106,274.
Other Direct Costs <sup>3</sup>		5,000.								5,000.
Administrative <sup>4</sup>		47,107.			54,120.			6,273.		107,500.
Contingency <sup>5</sup>		47,107.			54,120.			6,273.		107,500.
<b>Total</b>		<b>565,288.</b>			<b>649,440.</b>			<b>75,276.</b>		<b>\$ 1,300,004.</b>

R = Rate    H = Hours    D = Dollars

<sup>1</sup> Includes time on-site in Baltimore by team members.

<sup>2</sup> Technical Assistance-Est. 15% of Review, Report Writing for Principals and 10% for other team members.

<sup>3</sup> Equipment, supplies, printing, etc.

<sup>4</sup> Administrative 10%

<sup>5</sup> Unanticipated Labor, travel or other charges estimated at 10%.

Our preliminary budget was organized with a unique method of operations for DLG consultants. We anticipate an initial full team visit at the beginning of the project and then monthly site visits with select team members based on the needs of the visit. The data in *Table #1* is broken into three areas for budgeting: on-site activities, review/report writing/ project management, and technical assistance. The “On-site activities” category denotes time spent in Baltimore meeting with parties and BPD. The second category identifies the time necessary to review documents and data, prepare the necessary reports, and project management, including telephonic or electronic conferencing with the parties. The category “Technical Assistance” is anticipated costs to provide guidance on a specific portion of the Settlement Agreement and general guidance on compliance issues. The category defined as “Administrative” is 10% of the project for corporate expenses including accountant services and insurance. The final category identified as the contingency category is 10% of the project for unanticipated labor or travel.

*Table #2* below is a preliminary costing worksheet providing estimated costs associated with a full team visit for DLG team members. These figures were used to compute travel costs identified in the preliminary budget.

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*Table #2*

**BALTIMORE POLICE DEPARTMENT – FULL TEAM SITE VISIT**

<b>COSTING WORKSHEET – SITE VISIT #1 – FULL TEAM – YEAR ONE</b>								
<b>Name</b>	<b>Days/Hours</b>	<b>Services</b>	<b>Airfare</b>	<b>Hotel-Day</b>	<b>Meals</b>	<b>Transp.</b>	<b>Parking<sup>1</sup></b>	<b>Misc.</b>
Daigle	4.5 – 36	9000.	-	(5) 1125.	379.	850. <sup>2</sup>	225.	35.
Higgins	4.5 – 36	9000.	325.	(5) 1125.	379.	55.	120.	35.
Reynolds	4.5 – 36	9000.	325.	(5) 1125.	379.	55.	120.	35.
TM #1 – Koosa	3.5 – 28	5600.	325.	(4) 900.	310.	55.	100.	35.
TM #2 – Saleem	3.5 – 28	5600.	450.	(4) 900.	310.	55.	100.	35.
TM #3 – Thomas	3.5 – 28	5600.	550.	(4) 900.	310.	55.	100.	35.
TM #4 – Tyler	3.5 – 28	5600.	325.	(4) 900.	310.	55.	100.	35.
TM #5 – White	3.5 – 28	5600.	300.	(4) 900.	310.	55.	100.	35.
TM #6 – Wilfong	3.5 – 28	5600.	650.	(4) 900.	310.	55.	100.	35.
	<b>276 hours</b>	<b>60,600.</b>	<b>3250.</b>	<b>8550.</b>	<b>2997.</b>	<b>1290.</b>	<b>1025.</b>	<b>315.</b>
<b>Professional Services</b>	<b>60,600.</b>							
<b>Travel</b>	<b>17,427.</b>							
<b>Total</b>	<b>78,027.</b>							
<b>Administrative (10%)</b>	<b>7,802.</b>							
<b>Contingency (10%)</b>	<b>7,802.</b>							
<b>Total</b>	<b>\$ 93,631.</b>							

Table #3 below is a preliminary costing worksheet providing estimated costs associated with a monthly partial team visit for DLG team members. These figures were used to compute travel costs identified in the preliminary budget.

*Table #3*

**BALTIMORE POLICE DEPARTMENT – (MONTHLY SITE VISITS)**

<b>COSTING WORKSHEET – MONTHLY SITE VISIT</b>								
<b>Name</b>	<b>Days/Hours</b>	<b>Services</b>	<b>Airfare</b>	<b>Hotel – Day</b>	<b>Meals</b>	<b>Transp</b>	<b>Parking</b>	<b>Misc.</b>
Daigle	4.0 – 32	8000.	-	(5) 1125.	379.	850. <sup>3</sup>	225.	35.
Higgins/Reynolds	4.0 – 32	8000.	325.	(5) 1125.	379.	55.	120.	35.
Member #1	3.5 – 28	5600.	450.	(4) 900.	310.	55.	100.	35.
Member #2	3.5 – 28	5600.	450.	(4) 900.	310.	55.	100.	35.
	<b>120 hours</b>	<b>27,200.</b>	<b>1225.</b>	<b>4050.</b>	<b>1102.</b>	<b>1015.</b>	<b>545.</b>	<b>140.</b>
<b>Professional Services</b>	<b>27,200.</b>							
<b>Travel</b>	<b>8077.</b>							
<b>Total</b>	<b>35,277.</b>							
<b>Administrative (10%)</b>	<b>3,527.</b>							
<b>Contingency (10%)</b>	<b>3,527.</b>							
<b>Total</b>	<b>\$ 43,329.</b>							

<sup>1</sup> Hotel parking for Monitor rental vehicle

<sup>2</sup> Monitor Rental vehicle, gasoline, and tolls

<sup>3</sup> Monitor rental vehicle, gasoline and tolls



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The data provided in *Table #4* below represents our interpretation of the Agreement requirements and our attempt to meet the needs of the Agreement for year two. The costs identified below are the anticipated actual costs, however, DLG will bill for work actually conducted, not to exceed the agreed upon proposed price.

*Table #4*

PROJECTED BUDGET – YEAR TWO <sup>1</sup>										
Cost Item	On-Site Activities			Off-Site Assessments/Reports and Project Management			Technical Assistance			
	R	H	D	R	H	D	R	H	D	
Daigle	250.	388	97,000.	250.	288	72,000.	250.	63	15,750.	184,750.
Higgins	250.	228	57,000.	250.	288	72,000.	250.	43	10,750.	139,750.
Reynolds	250.	196	49,000.	250.	288	72,000.	250.	63	15,750.	136,750.
TM #1	200.	140	28,000.	200.	304	60,800.	200.	30	6,000.	94,800.
TM #2	200.	140	28,000.	200.	304	60,800.	200.	30	6,000.	94,800.
TM #3	200.	140	28,000.	200.	304	60,800.	200.	30	6,000.	94,800.
TM #4	200.	140	28,000.	200.	208	41,600.	200.	20	4,160.	73,760.
TM #5	200.	112	22,400.	200.	208	41,600.	200.	20	4,160.	68,160.
TM #6	200.	112	22,400.	200.	208	41,600.	200.	20	4,160.	68,160.
Admin. Assistant	-	-	-	75.	240	18,000.				18,000.
Total Labor Hours		1596			2640			279		4515
Total Labor \$\$		359,800.			541,200.			72,730.		973,730.
Travel		122,215.								122,215.
Other Direct Costs		5,000.								5000.
Administrative		48,701.			54,120.			6,273.		108,594.
Contingency		48,701.			54,120.			6,273.		108,594.
<b>Total</b>		<b>584,417.</b>			<b>649,440.</b>			<b>75,276.</b>		<b>\$ 1,318,133.</b>

R = Rate    H = Hours    D = Dollars

<sup>1</sup> Increases travel costs by 15% - No additional adjustments

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The data provided in *Table #5* below represents our interpretation of the Agreement requirements and our attempt to meet the needs of the Agreement for year three, four and five. The costs identified in the table are the anticipated actual costs, however, DLG will bill for work actually conducted, not to exceed the agreed upon proposed price.

*Table #5*

PROJECTED BUDGET – YEAR THREE										
Cost Item	On-Site Activities <sup>1</sup>			Off-Site <sup>2</sup> Assessments/Reports and Project Management			Technical Assistance <sup>3</sup>			
	R	H	D	R	H	D	R	H	D	
Daigle	250.	296	74,000.	250.	288	72,000.	250.	63	15,750.	161,750.
Higgins	250.	176	44,000.	250.	288	72,000.	250.	43	10,750.	126,750.
Reynolds	250.	152	38,000.	250.	288	72,000.	250.	63	15,750.	125,750.
TM #1	200.	120	24,000.	200.	288	57,600.	200.	28	5,600.	87,200.
TM #2	200.	120	24,000.	200.	288	57,600.	200.	28	5,600.	87,200.
TM #3	200.	120	24,000.	200.	288	57,600.	200.	28	5,600.	87,200.
TM #4	200.	120	24,000.	200.	288	57,600.	200.	28	5,600.	87,200.
TM #5	200.	96	19,200.	200.	288	57,600.	200.	28	5,600.	82,400.
TM #6	200.	96	19,200.	200.	288	57,600.	200.	28	5,600.	82,400.
Admin. Assistant	-	-	-	75.	240	18,000.				18,000.
Total Labor Hours	1296			2832			297			4425
Total Labor \$\$	290,400.			579,600.			75,850.			945,850.
Travel	122,215.									122,215.
Other Direct Costs	5,000.									5000.
Administrative	41,761.			57,960.			6,585.			106,306.
Contingency	41,761.			57,960.			6,586.			106,306.
<b>Total</b>	<b>501,137.</b>			<b>695,520.</b>			<b>79,020.</b>			<b>\$ 1,285,677.</b>

R = Rate    H = Hours    D = Dollars

<sup>1</sup> This provides for one (1) full team site visit and additional monthly site visits by the Monitor, the Deputy Monitor or Senior Advisor, and two team members. Projected at 3-4 days for Monitor, the Deputy Monitor or Senior Advisor and three days for team members (2 per site visit).

<sup>2</sup> This provides for 72 hours of off-site reviews, assessments, report writing for the Monitor, the Deputy Monitor, Senior Advisor and an additional 120 hours for team members

<sup>3</sup> Projected at 15% or Review, Report Writing for Principals and 10% for other team members.

**G. Collaboration and Cost Effectiveness (§ 38)**

The DLG Team understands that collaboration with all parties in this Consent Decree to include the DOJ, Federal Court System, the City of Baltimore, the Community of Baltimore and the Baltimore Police Department. As described in detail above, we believe that successful collaboration will lead to BPD effectively progressing through the requirements of the Consent Decree. As identified above we believe we can complete the task below the cost authorized by the parties and hope that with key collaboration cost effectiveness will continue to be an important part of this project.

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**F. Potential Conflicts of Interest or Bias (§ 39)**

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No other member of the team is involved in any matter that presents a potential or actual conflict or bias.

**END OF PROPOSAL**