



City of Boston, Massachusetts
Mayor Michelle Wu



Office of Police Accountability and Transparency
Evandro C. Carvalho, Executive Director

ANNUAL REPORT FY2025

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LETTER FROM THE EXECUTIVE DIRECTOR



Evandro C. Carvalho
Executive Director
Office of Police Accountability and Transparency

Reflecting on my first year as Executive Director of the Office of Police Accountability and Transparency (OPAT), one word comes to mind: **resolve**. Our work in FY2025 was defined by our determination to rebuild OPAT's foundation, restore transparency, and strengthen trust between the people of Boston and the systems responsible for policing oversight.

This office was created out of a historic demand for accountability. As a civilian body, our mission is to serve as a single point of entry for individuals with concerns or complaints related to the Boston Police Department (BPD) and its officers and sworn personnel, providing the critical function of independent investigation and review of policing in Boston.

As we look back on FY2025 and forward to the year ahead, I reflect on why this work matters—both to me personally and to the people of Boston. With more than a decade in the criminal justice and police reform movements, I see OPAT's creation as a bold and necessary step forward for accountability in our city. Just a few months ago, May 25, 2025, marked the five-year anniversary of the murder of George Floyd by Minneapolis police officer Derek Chauvin—a reminder of the urgent call for reform that led to OPAT's founding.

Born in the final days of 2020, OPAT emerged in response to months of protest in Boston, across the country, and around the world demanding an end to racialized police violence and greater accountability. While the headlines have shifted and hashtags have faded, our mission has not.

This is a pivotal moment for OPAT. Our organization has weathered a challenging period of transition and rebuilding. Our work is far from finished. Now is not the time to step back—it is the time to build on our momentum and move forward. Together, we must continue to fulfill OPAT's mission, ensuring that Boston is a safe and welcoming city for everyone who calls it home.

As detailed in this annual report, our efforts in FY2025 laid the groundwork for lasting reform and strengthened OPAT's collaboration with Mayor Wu, BPD leadership, and other city stakeholders.

Our Work in FY25

FY2025 (July 1, 2024, through June 30, 2025) was a year of stabilization and progress.

- **Rebuilding capacity:** We hired staff, filled vacant board seats, and fully seated OPAT's three boards, bringing on nine new members across the Civilian Review Board (CRB) and the Internal Affairs Oversight Panel (IAOP).
- **Restoring transparency:** We relaunched OPAT's data dashboards, publishing key statistics on complaints, arrests, use of force, and field interactions to ensure the public has access to clear, timely information.



- **Engaging the community:** Through 14 bi-weekly coffee hours, six open-door days, and more than 30 community events, we strengthened our connection with residents across the city.
- **Enforcing accountability:** The CRB heard 19 cases, sustaining 19 allegations of misconduct—representing 43% of OPAT’s all-time total sustained allegations—and issued meaningful commensurate disciplinary recommendations.
- **Laying the groundwork for reform:** We established a CRB Policy Subcommittee and began exploring relationships with oversight partners, including the Massachusetts POST Commission and other city and state agencies.

What the FY25 Data Shows

While we rebuilt OPAT’s infrastructure and visibility this year, the data we collected remind us why our work remains urgent:

- Black Bostonians accounted for 46% of complaints.
- Black Bostonians represented 45% of arrests and 56% of reported use-of-force incidents, while white Bostonians were significantly underrepresented in these categories.
- Dorchester, Roxbury, and the South End remain the neighborhoods with the highest complaint volumes and enforcement activity.

Addressing these disparities requires continued transparency and accountability-driven action.

Our Priorities for FY26

We enter FY26 resolved to make Boston a city where policing is transparent, equitable, and accountable to the community it serves. Looking ahead, we will:

- Operationalize OPAT’s subpoena power and adopt clear regulations for our investigative process.
- Expand community outreach to ensure every Bostonian knows how to access OPAT.
- Pilot a complaint mediation program to provide timely, constructive resolutions where appropriate.
- Revitalize OPAT’s Youth Advisory Council to elevate the voices of young Bostonians.
- Issue semi-annual data reports to further strengthen public access to policing data.
- Collaborate closely with city leadership, BPD, and oversight partners to ensure our findings translate into meaningful policy changes.

The achievements of FY25 would not have been possible without the hard work and commitment of our dedicated OPAT staff and board members. I thank each member of our team for their service and dedication to the mission of our office.

This report fulfills OPAT’s mandate to provide an annual update on our work to the Mayor, Police Commissioner, and City Council, and to keep the public informed about our progress and priorities for the year ahead.

Thank you for your interest and your continued partnership in this vital work.

Sincerely,

Evandro C. Carvalho

Evandro C. Carvalho
Executive Director



HIGHLIGHTS & ACCOMPLISHMENTS

In FY2025, OPAT worked to strengthen our foundation, deepen community engagement, and advance our oversight work. Highlights include:

- Created the role of Community Engagement Specialist and implemented a robust community engagement strategy, including:
 - 14 bi-weekly coffee hours across Boston neighborhoods
 - 6 monthly open-door days at OPAT's Nubian Square office
 - Participation in 30+ community events citywide
 - Executed social media and digital billboard campaigns across the city in English and Spanish
- Fully seated OPAT's 3 boards with 9 new members.
- Held 6 public board meetings (3 CRB, 2 IAOP, 1 OPAT Commission).
- Hosted a discussion with a broad group of key stakeholders, including members of the 2020 Boston Police Reform Task Force and IAOP's predecessor, the Community Ombudsman Oversight Panel (CO-OP).
- Hosted Mayor Wu and more than 30 immigrant community leaders to discuss the impact of ICE's mass deportations and how the city and OPAT can respond.
- Met with potential partners and collaborators including the Massachusetts Peace Officer Standards and Training (POST) Commission, the Suffolk County District Attorney's Office, the Attorney General Office's Police Accountability Unit, and the City of Chicago's Civilian Office of Police Accountability.
- Relaunched OPAT data dashboards, improving public access to complaint and policing data.
- Collected, analyzed, and shared to the public via [Boston.gov/OPAT](https://boston.gov/opat) the last several years' worth of critical BPD data for: Arrests, Use of Force Incidents, FIOEs (Field Interactions [Stops] / Observations / Encounters), and Civil Settlements.
- Processed 137 complaints and brought 19 cases before the CRB, which sustained 19 allegations of misconduct (43% of OPAT's all-time total).
- CRB recommended suspensions of 2-30 days for 5 officers; 1 day suspension for a 6th.
- Established the CRB Policy Subcommittee to review specific BPD areas for reform.
- Installed large signage that reads "City of Boston Police Accountability & Transparency" above our Nubian Square office Square to increase visibility.
- Received FY25 budget of \$1,481,277.



KEY FY2025 DATA AT A GLANCE

137

Total complaints received by OPAT

19

Sustained findings of misconduct (43% of OPAT's all-time total)

46%

Share of complaints filed by Black Bostonians

45%

of all Bostonians arrested were Black

56%

of Bostonians on whom force was used were Black



In April 2025, OPAT was proud to host Mayor Wu and immigrant community advocates from across the city to discuss strategies for ensuring that Boston remains a safe city for every one of its residents.

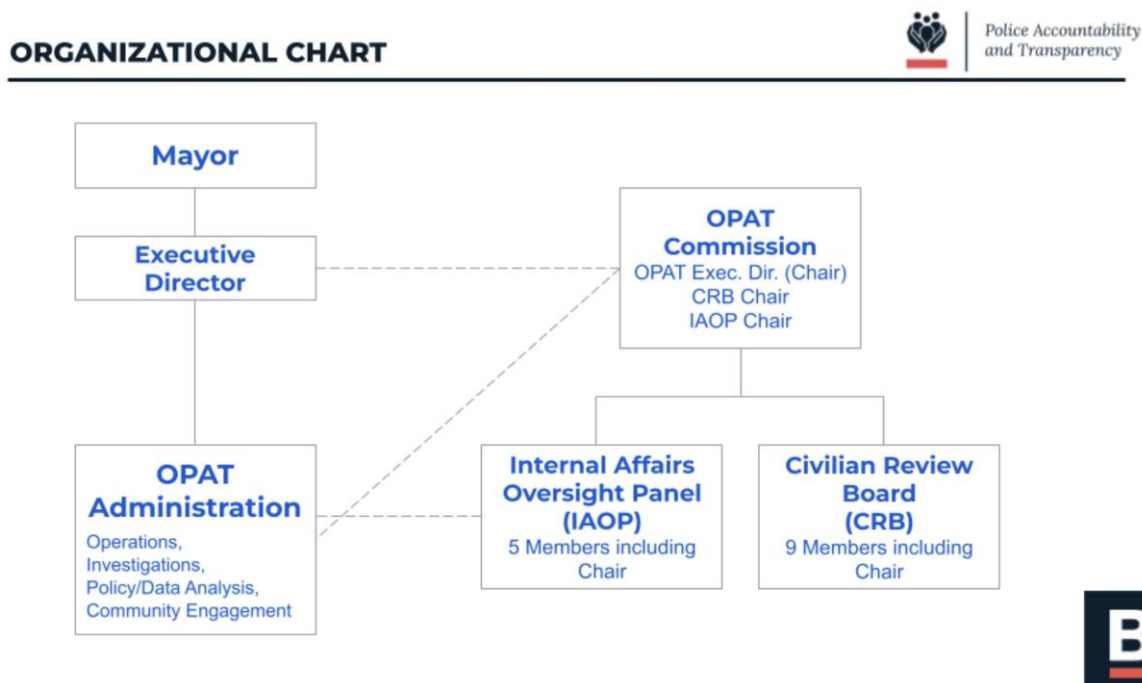


ORGANIZATIONAL STRUCTURE

The Office of Police Accountability and Transparency (OPAT) is structured to ensure meaningful community input and participation. Under the City of Boston Code, Chapter 12, Section 16 (“the Ordinance”), OPAT consists of four key components:

- **OPAT Administration:** Led by the Executive Director, OPAT’s full-time staff provide daily operational support to the office and its oversight boards.
- **Civilian Review Board (CRB):** Composed of nine community members from a pool of applicants recommended by civil rights advocacy groups, youth organizations, neighborhood associations, and those with past experience and knowledge of law enforcement. The CRB investigates, adjudicates, and issues commensurate disciplinary recommendations to the Commissioner regarding complaints from residents against the Boston Police Department (BPD) and its employees.
- **Internal Affairs Oversight Panel (IAOP):** Made up of five community members with experience in civil rights advocacy, youth advocacy, and those with past experience and knowledge of law enforcement, the IAOP reviews and hears appeals of cases investigated by BPD’s Internal Affairs Division.
- **OPAT Commission:** Comprised of the Executive Director and the chairs of the CRB and IAOP, the Commission establishes the rules and regulations that guide OPAT’s work.

The organizational chart below provides a visual overview of this structure. The next section summarizes the work of each board during FY2025.



OVERSIGHT IN ACTION

In FY2025, OPAT's oversight boards and commission advanced the office's mandate to hold the BPD accountable and provide real transparency. Through the work of the Civilian Review Board (CRB), the Internal Affairs Oversight Panel (IAOP), and the OPAT Commission, the office strengthened its capacity, resolved cases, and engaged the community in meaningful dialogue about public safety and police reform.

Civilian Review Board (CRB)

In FY2025, the Civilian Review Board (CRB) carried out the following:

- Onboarded 6 new members: Chair Samuel Harold, Tanisha Deleon, Reginald Smalls, Amaury Perez, Bernard Fitzgerald, and Dieufort J. Fleurissant; the 3 original members who remain on the Board are E. Peter Alvarez, Natalie Carithers Utley, and Joshua Dankoff
- Held 3 public meetings
- Voted to create a Policy Subcommittee to develop recommendations for the BPD Commissioner on rules, processes, and procedures
- Heard 19 cases

Findings of the 19 cases heard:

- 8 sustained cases, including 19 sustained allegations*
- 11 not sustained
- 2 exonerated
- 3 unfounded
- 2 insufficient evidence to make a finding
- 3 cases in which the board could not reach agreement
- Recommended suspensions of 2-30 days for 5 officers; 1-day suspension for a 6th

On June 30, 2025, OPAT received responses from Michael Cox, Police Commissioner, to 4 of the 8 FY25 sustained cases. He indicated he had referred all four cases to BPD's Internal Affairs Division for further review and to "evaluate the CRB's findings and recommended discipline to determine whether the Department concurs and whether any additional action is warranted." OPAT is evaluating these responses and will move forward in a manner consistent with the goals of our office and the well-being of the community.

** Some complaints include multiple allegations of misconduct, which is why the number of findings exceeds the total number of cases.*



Internal Affairs Oversight Panel (IAOP)

In FY2025, the IAOP:

- Seated 4 new members: Chair Anthony Fugate, Jamika Hobbs, Quoc Tran, and Eron Hackshaw; Christina Miller is the only original member who remains
- Held 2 meetings
- Reviewed 4 cases, which included*:
 - 3 agreements with the BPD's Internal Affairs Division, involving 6 allegations
 - 2 disagreements with the Internal Affairs Division
 - 2 allegations where the panel could not reach consensus

** Cases may include multiple allegations of misconduct.*

OPAT Commission

In FY2025, the OPAT Commission:

- Seated its new members:
 - Attorney Samuel Harold, Chair of the Civilian Review Board
 - Attorney Anthony Fugate, Chair of the Internal Affairs Oversight Panel
- Held its first community meeting with the new commissioners
- Engaged in dialogue with community members about their ideas and concerns regarding police accountability and reform



Complaint Overview

Pursuant to Ordinance Section 12-16.16 ("Communication"), a critical part of OPAT's mandate is to publish disaggregated data on the complaints it receives from the public, including demographic information, complaint trends, and the nature of alleged misconduct. In FY2025, OPAT:

- Received and processed **137 civilian complaints**
- Reviewed **4 appeals** of BPD Internal Affairs investigations and received **1 direct appeal** from a community member

Of the 137 complaints received:

- 78 are actively under investigation by OPAT's investigators
- 4 were brought before the Civilian Review Board (CRB)
- 7 were already filed with BPD's Internal Affairs Division (IAD) and are therefore not currently eligible for OPAT investigation (per ordinance, a complainant must wait for the IAD complaint results/findings and may then file an appeal with OPAT if they choose)
- 8 were withdrawn by the complainant
- 40 were dismissed for the following reasons:
 - 23 contained no allegation of misconduct
 - 7 were outside OPAT's jurisdiction; complainants were referred to the appropriate agency (e.g., Massachusetts POST Commission or another local police department)
 - 6 were dismissed due to complainant inactivity
 - 3 contained insufficient information to investigate
 - 1 was deferred because the conduct is the subject of an ongoing criminal case; [by ordinance](#), OPAT must wait for its conclusion before investigating

Preliminary Key Findings

Further analysis is needed to fully understand FY2025 complaint data and identify actionable steps for BPD improvement. Our preliminary findings highlight key trends:

- The most common kinds of complaints were:
 1. Neglect of Duty (46%)
 2. Disrespectful Treatment (18%)
 3. Abuse of Power (12%)
- Although Black Bostonians make up just **22% of the city's population**, they accounted for **46% of all complaints**.
- The neighborhoods with the highest number of complaints were:
 1. Dorchester (24%)
 2. South Boston (12%)
 3. Downtown (11%)
 4. South End (8%)
 5. Roxbury (7%)

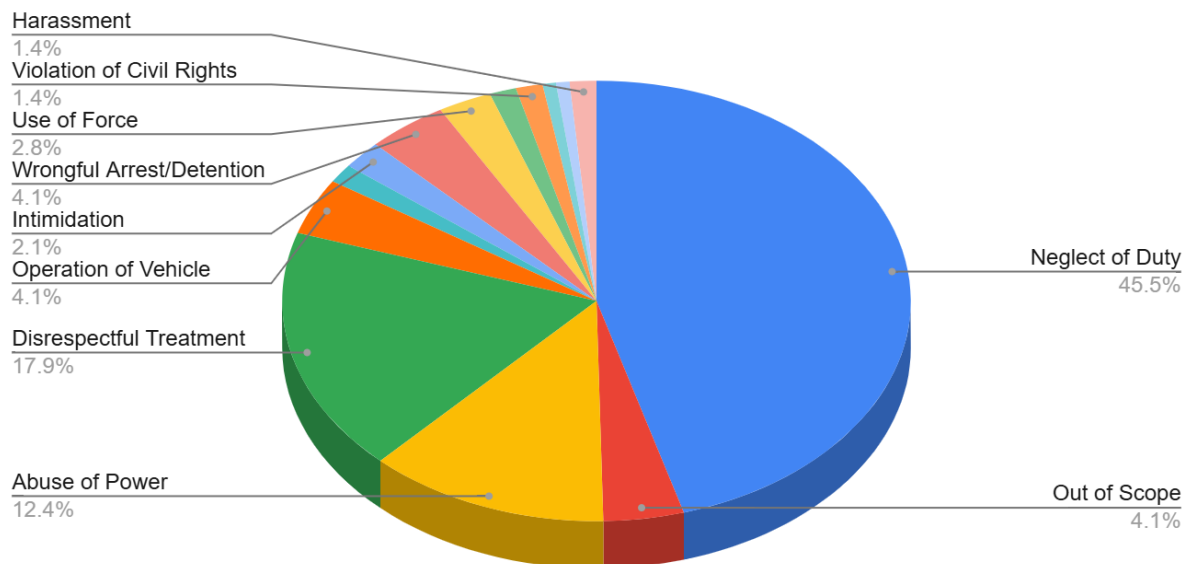


Nature of Complaints

Among the 137 complaints received in FY2025, the top categories of alleged misconduct were:

1. Neglect of Duty (46%)
2. Disrespectful Treatment (18%)
3. Abuse of Power (12%)
4. Wrongful Arrest / Detention (4%)
5. Operation of Vehicle (4%)

FY25 Nature of Complaints



Demographics of Complainants Compared to the City of Boston

Of the 113 complaints in FY2025 where the complainant's race was reported, the breakdown was:

- 46% Black/African American (n=52)
- 33% White (n=37)
- 10% Latino (n=11)
- 5% Asian (n=6)
- 4% Middle Eastern descent (n=4)
- 2% Indigenous (n=2)

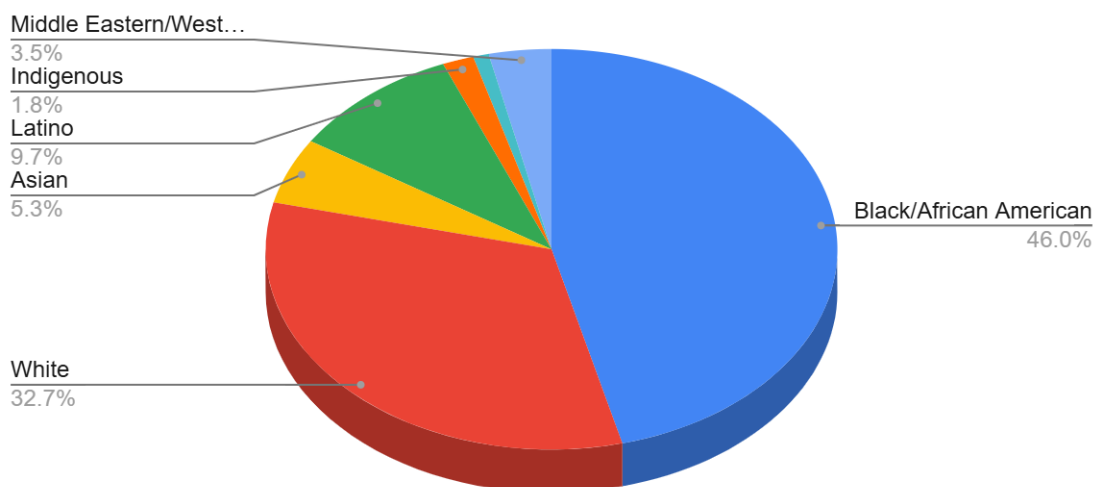


According to the U.S. Census Bureau, Boston's population is approximately:

- 47.8% White
- 21.5% Black
- 10% Asian
- 18.9% Hispanic or Latino
- 13.2% Two or more races
- 0.3% American Indian or Alaska Native
- 1.1% Arab*

* 2025 Arab population estimate from [ZipAtlas.com](https://www.zipatlas.com). Data is limited on this population group. In 2024 The Arab American Institute produced [these numbers](#) for the congressional districts covering Boston in 2024.

FY25 Complainant Race & Ethnicity



Consistent with trends from OPAT's first two and a half fiscal years, FY2025 data show:

- Black Bostonians were substantially overrepresented among complainants.
- White Bostonians were substantially underrepresented.
- Bostonians of Arab or Middle Eastern descent were overrepresented.
- Asian and Latino Bostonians were underrepresented.

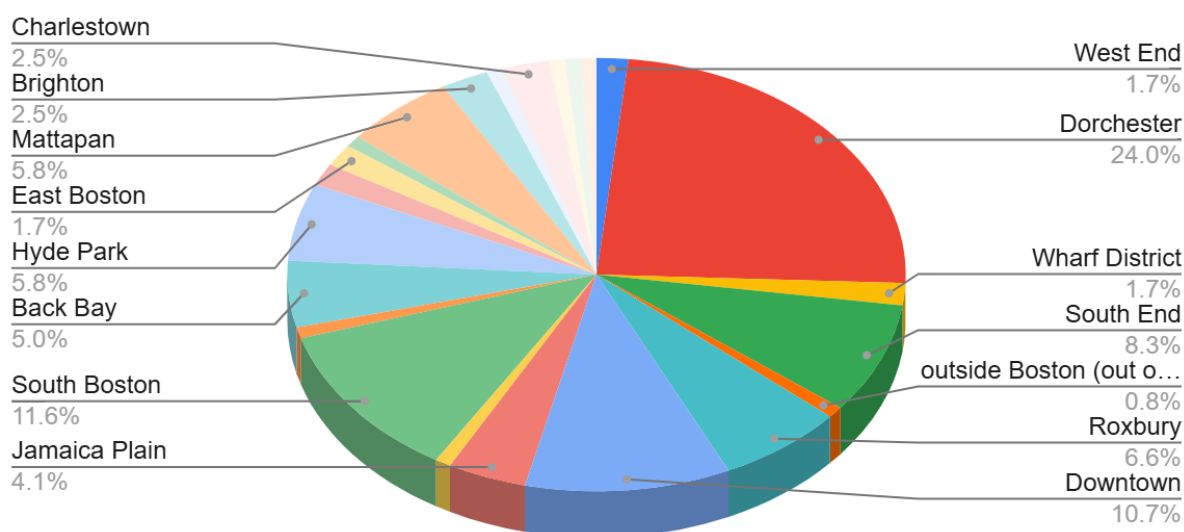


Geography of Complaints

As in previous years, Dorchester accounted for the largest share of complaints (24%). The next five leading neighborhoods were South Boston (12%), Downtown (11%), South End (8%), Roxbury (7%) and Mattapan and Hyde Park each at 6%.

This marks a slight shift from the historical top five: Dorchester (29%), Roxbury (11%), South Boston (10%), Downtown (8%), and Jamaica Plain (7%).

FY25 Complaints by Neighborhood



APPENDIX I

Boston Police Department Statistics: Stops (FIOEs), Arrests, and Use of Force Incidents

Chapter 12, Section 12-16.16 requires OPAT to publish semi-annual reports on its website, which must include, among other elements, “OPAT’s findings of its reviews and analyses of FIO data and BPD statistics.” This Appendix fulfills that requirement for FY2025.

Going forward, OPAT will publish these reports every six months, with the next report scheduled for early 2026 (Q3 FY26). Future reports will include a more in-depth analysis of historical BPD data to identify both areas where improvements are needed and practices that should be continued because they have proven effective.

Key Statistics from OPAT’s Initial Review

- **61,985 FIOEs (Field Interactions [Stops] / Observations / Encounters)** conducted from 2019–June 2025
 - 8,400 in FY2025
- **49,744 arrests** from 2022–June 2025
 - 17,046 in FY2025
- **471 use-of-force incidents** self-reported by BPD from 2022–April 23, 2025
 - 79 from July 1, 2024–April 23, 2025

FY2025 Key Findings

- Black Bostonians were disproportionately represented in arrests, FIOEs, and use-of-force incidents.
- White Bostonians were significantly underrepresented across these same measures.
- The neighborhoods with the highest levels of BPD activity (arrests and FIOEs) were Dorchester, Roxbury, the South End, Downtown, Jamaica Plain, and Mattapan.

In FY2025, Black Bostonians:

- Accounted for **45% of arrests**—more than double their share of the population (21.5%).
 - By contrast, White Bostonians accounted for **29% of arrests**, about 40% below their 48% share of the population.
- Represented **37% of FIOEs**, 72% higher than their share of the population.
 - White Bostonians accounted for **14% of FIOEs**, 71% lower than their share of the population.
- Were the subject of **56% of reported use-of-force incidents**, nearly 155% of their population share.



- White Bostonians accounted for **23% of use-of-force incidents**, less than half their population share.

A more detailed breakdown of BPD arrests, FIOEs, and use-of-force incidents for FY2025 can be found in the sections below.

I. Field Interactions (Stops) / Observations / Encounters (FIOEs)

According to [BPD Rule 323, Section 2](#), FIOEs are: A mechanism to allow the Department to document and accumulate up-to-date information concerning known criminals and their associates, the clothing they may be wearing, the vehicles they use, the places they frequent, and persons suspected of unlawful design. For all field interactions/stops and/or frisks, the FIOE Report must state the basis for the stop, including supporting information used to establish reasonable suspicion. The FIOE Report for observations and/or encounters must state the intelligence purpose for the action. An individual's race, ethnicity, national origin, gender, sexual orientation/identity, socio-economic status, religion, and/or age shall never serve as the basis for a field interaction/stop, frisk, observation or encounter.

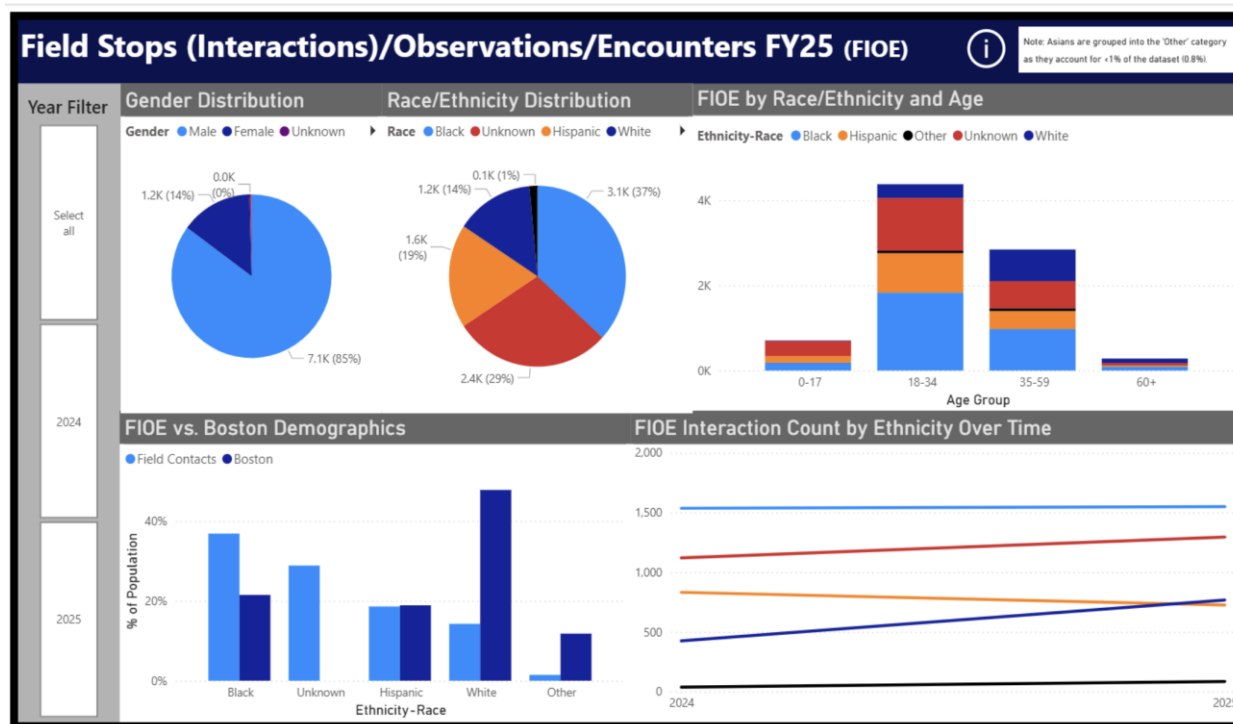
Key Definitions (BPD Rule 323)

- **Encounter (Sec. 3.1):** Encounter is defined as a consensual interaction with an individual that does not escalate into a formal stop and/or frisk. If you encounter an individual with the purpose of gathering intelligence, you must document the interaction.
- **Field Interaction/Stop (Sec. 3.2):** Field Interaction/Stop is defined as the brief detainment of an individual, whether on foot or in a vehicle, based on reasonable suspicion for the purposes of determining the individual's identity and resolving the officer's suspicions.
- **Intelligence (Sec. 3.4):** Intelligence consists of stored information on activities, associations of individuals, organizations, businesses, and/or groups who are either (1) suspected of actual or attempted planning, organizing, financing, or commission of criminal acts or are (2) suspected of being associated with criminal activity with known or suspected criminals.
- **Observation (Sec. 3.5):** Observation is defined as a direct viewing of an individual by an officer that does not include actual contact with the individual. Reasonable suspicion is not required to conduct an observation of an individual; however, the purpose of documenting the observation must be to gather intelligence in order to justify documenting the observation.



FY2025 FIOEs

From July 1, 2024, to June 30, 2025, the BPD conducted just over **8,400 FIOEs**. [Disparities observed in prior years](#) persisted:



- **Black Bostonians** accounted for **37% of all FIOEs**, despite comprising only 21.5% of the city's population—**72% above their population share**.
- **White Bostonians** accounted for **14% of FIOEs**, despite comprising nearly half (48%) of the population—**71% below their population share**.



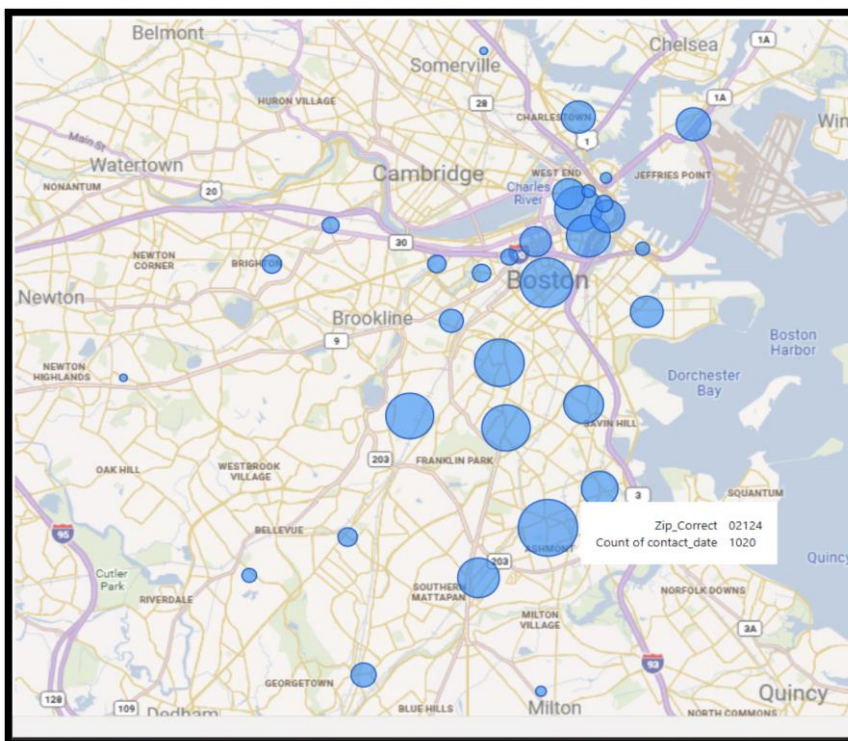
Geography of FIOEs

In FY2025, consistent with [historical trends](#), Bostonians were stopped, observed, and engaged most frequently in specific neighborhoods, as shown in the map and numbers below.

Geographic Distribution

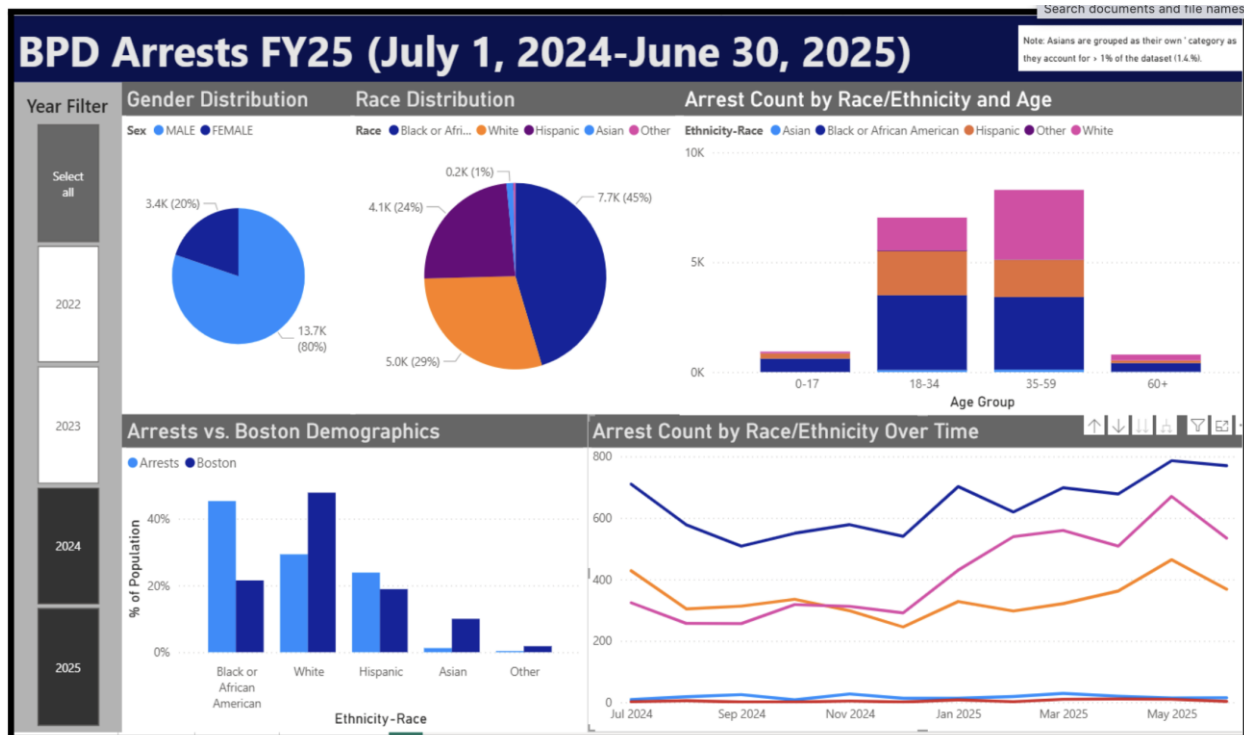
Of the 8,400+ FIOEs conducted in FY2025, the zip codes with the highest activity were:

1. **02124 – Dorchester:**
1,020 FIOEs
2. **02118 – South End:**
756 FIOEs
3. **02119 – Roxbury:**
684 FIOEs
4. **02121 – Dorchester:**
646 FIOEs
5. **02130 – Jamaica Plain:**
630 FIOEs
6. **02108 – Downtown Crossing:** 615 FIOEs



II. Arrests

From July 1, 2024, to June 30, 2025, the BPD reported **17,046 arrests**. [Historical disparities in arrest patterns](#) persisted.



Arrest Trends – FY2025

Largely in keeping with trends identified throughout this report:

- **Black Bostonians** accounted for **45% of FY2025 arrests**, more than double their share of the city's population (21.5%).
- **White Bostonians** accounted for **29% of arrests**, roughly 60% of their 48% share of the population.
- **Hispanic Bostonians** accounted for **24% of arrests**, 26% higher than their 19% share of the population.

The neighborhoods with the highest number of arrests were:

1. **Dorchester:** 3,552
2. **Roxbury:** 2,273
3. **Downtown:** 1,468
4. **South End:** 821
5. **Mattapan:** 779



III. Use of Force

From July 1, 2024, to April 23, 2025, BPD self-reported **79 incidents** in which officers used force on civilians. Consistent with the [trends we have historically seen](#):

- **Black Bostonians** accounted for **56% of use-of-force incidents**, nearly 155% of their population share (21.5%).
- **White Bostonians** accounted for **23% of use-of-force incidents**, less than half of their 48% population share.

