



CITY OF CHARLOTTESVILLE

POLICE CIVILIAN OVERSIGHT BOARD ANNUAL REPORT 2023



Prepared by:

Inez M. Gonzalez
Executive Director

James R. Walker
Management Analyst

106 5th St NE
Charlottesville, VA 22902
(434) 970-3794
pcob@charlottesville.gov
www.charlottesville.gov

LETTER FROM THE CHAIR

This year has been an exciting, rewarding, and challenging time for the City of Charlottesville Police Civilian Oversight Board. We greatly appreciate the support from all the stakeholders, partners, and members of the public in our mission to enhance public safety and protect civil rights by providing independent, objective oversight of the Charlottesville Police Department.

A dominant theme this year has been change: In January, the Board welcomed the incoming Chief of Police Michael Kochis. We thank the City Council and City Manager for allowing the Board to have substantial input into the selection process.

In February, the Board welcomed five new members: George Dillard Jr., Charles Fleming, Rev. Patricia Jones Turner, Susan Krischel, and Lakeshia Washington. Thanks to them for volunteering! In May, Inez Gonzalez took over as our new Executive Director and immediately set about getting our house in order, organization-wise, from her new office next to CitySpace. Her arrival means that many of the powers vested in the Board, through the Executive Director, can now be exercised.

While we are still working out procedures for implementing the Board's full statutory powers to investigate civilian complaints, the year has not been without achievements in the areas of public outreach, recommendations for improvements to General Orders of the Police Department, and monitoring of complaint investigations. These many accomplishments are detailed in this report.

Charlottesville is one of the smallest municipalities in the Commonwealth of Virginia with expansive police oversight powers vested in a civilian body. Despite the formidable challenges facing our all-volunteer Board, we remain committed to working with the Charlottesville Police Department to improve policing and increase trust in the Department through mutual cooperation.

Sincerely,

William Mendez

William Mendez
Chair of the Board

Table Of Contents

01	EXECUTIVE SUMMARY
02	INTRODUCTION
07	BOARD MEMBERS AND MEETINGS
15	STAFF OPERATIONS
20	OVERSIGHT ACTIVITY
32	POLICY AND PROCEDURE
37	PROFESSIONAL DEVELOPMENT
41	COMMUNITY ENGAGEMENT
46	CHALLENGES AND OPPORTUNITIES
52	APPENDIX A - D

EXECUTIVE SUMMARY

The City of Charlottesville Police Civilian Oversight Board experienced notable progress in 2023, reflecting its ongoing commitment to providing robust civilian oversight of the Charlottesville Police Department. Foundational to this year's developments were strengthened institutional processes, deeper community engagement, and a continued focus on fostering trust between the Department and the community. One of the key milestones was a leadership transition in May, at which time the Board filled the Executive Director position; a role which had been vacant since October 2022. This change brought fresh energy to the PCOB, resulting in the establishment of key operational protocols and an expansion of community engagement initiatives. During this period, the PCOB office also relocated, a move that improved accessibility for community members.

Operationally, the PCOB monitored a number of complaints and review requests, issued policy recommendations, and held regular meetings to address key issues. However, challenges arose in October when access to CPD records was suspended. This incident underscored the need for clearer protocols governing information sharing between the Board and the Department. Policy reviews and recommendations were another area of focus, with the Board providing input on the Bias-Based Policing policy. The Board undertook a thorough review of additional policies regarding Professional Traffic Stops and the proposed FLOCK License Plate Reader system, demonstrating its commitment to addressing complex policy issues.

Community engagement efforts flourished throughout the year, as the Executive Director expanded the PCOB's presence by participating in over twenty community events, speaking engagements, and conferences. These included events like the Chihamba African American Arts Festival, multiple Westhaven Community events, the Sabroso Festival, and the Pride Festival, among others. Board members also attended various neighborhood and community meetings, further strengthening ties with residents. Professional development remained a priority, with the Executive Director attending training opportunities such as the 29th Annual NACOLE Conference in Chicago and the IACP Women's Leadership Institute Conference in Austin, Texas. These experiences enhanced capacity to deliver effective oversight and bring nationally recognized best practices to the City of Charlottesville.

As the PCOB looks ahead to 2024, several strategic initiatives are underway. These include developing improved investigative protocols, enhancing the complaint management system, strengthening community outreach programs, and implementing new training programs to bolster oversight capacity. With these initiatives, the Executive Director and Board aim to build on successes from 2023 and continue fostering transparency, accountability, and trust within the Charlottesville community.

Sincerely,

Inez M. Gonzalez

Inez M. Gonzalez
Executive Director



INTRODUCTION

The City of Charlottesville Police Civilian Oversight Board presents its annual report detailing activities, accomplishments, and challenges during the 2023 calendar year. This comprehensive review covers investigative work, policy recommendations, and operational initiatives from January 1 through December 31, 2023, in accordance with Charlottesville City Code, Article XVI (Ord. No. O-21-183), Section 2-464b. While the submission timeline prescribed by the ordinance experienced a delay due to leadership turnover on the Board and in the Executive Director position, the completion of this report demonstrates ongoing commitment to providing City Council and the public with thorough insight into the police oversight functions of the PCOB.

To learn more about the PCOB and to access meeting documents and recordings, visit the City of Charlottesville website, accessible through the *Departments* listing under the *Government* tab or directly at: <https://www.charlottesville.gov/1440/Police-Civilian-Oversight-Board>

Mission Statement

The purpose of the City of Charlottesville Police Civilian Oversight Board is to establish and maintain trust between and among the Charlottesville Police Department, the City Council, the City Manager, and the public. In furtherance of that goal, the Board provides objective and independent civilian-led oversight of the Department to enhance transparency and accountability, to promote fair and effective policing, and to protect the civil and constitutional rights of the people of the City of Charlottesville. [1]

Legal Authority

The PCOB is an independent oversight body established pursuant to Virginia Code § 9.1-601 with authority to provide civilian oversight of the CPD. The Board's legal authority is implemented locally through Article XVI of the Charlottesville City Code. The Board functions as an appointed oversight body with investigative and review powers. Board members are expected to be fair and objective in conducting their duties and must be perceived as such by the community. The Board works alongside an Executive Director appointed by the City Manager and may retain independent legal counsel. All powers and duties must be exercised in accordance with federal, state, and local laws, as well as Board Operating Procedures approved by City Council. [2]

Core Powers and Duties

The PCOB's mandate centers on three essential functions: investigations, policy review, and public reporting. The Board holds investigative authority over civilian complaints regarding officer conduct, with the power to recommend disciplinary actions to the Chief of Police upon finding misconduct. As part of its investigative role, the Board evaluates internal department investigations to ensure their thoroughness and verify the appropriateness of any disciplinary measures taken. In its policy oversight capacity, the Board conducts detailed examinations of departmental policies, practices, and procedures, providing recommendations for strategic improvements. To support these responsibilities, the Board maintains extensive access to departmental records, files, and information, operating within established procedures that safeguard confidential information. [3]

The Board fulfills its commitment to transparency through regular public reporting of its activities, investigations, findings, and recommendations. This structure establishes the Board as an effective oversight mechanism while preserving appropriate boundaries between oversight and the Police Department's operational management.



Based on Section 2-452(c) of the ordinance, the Board's core powers and duties include:

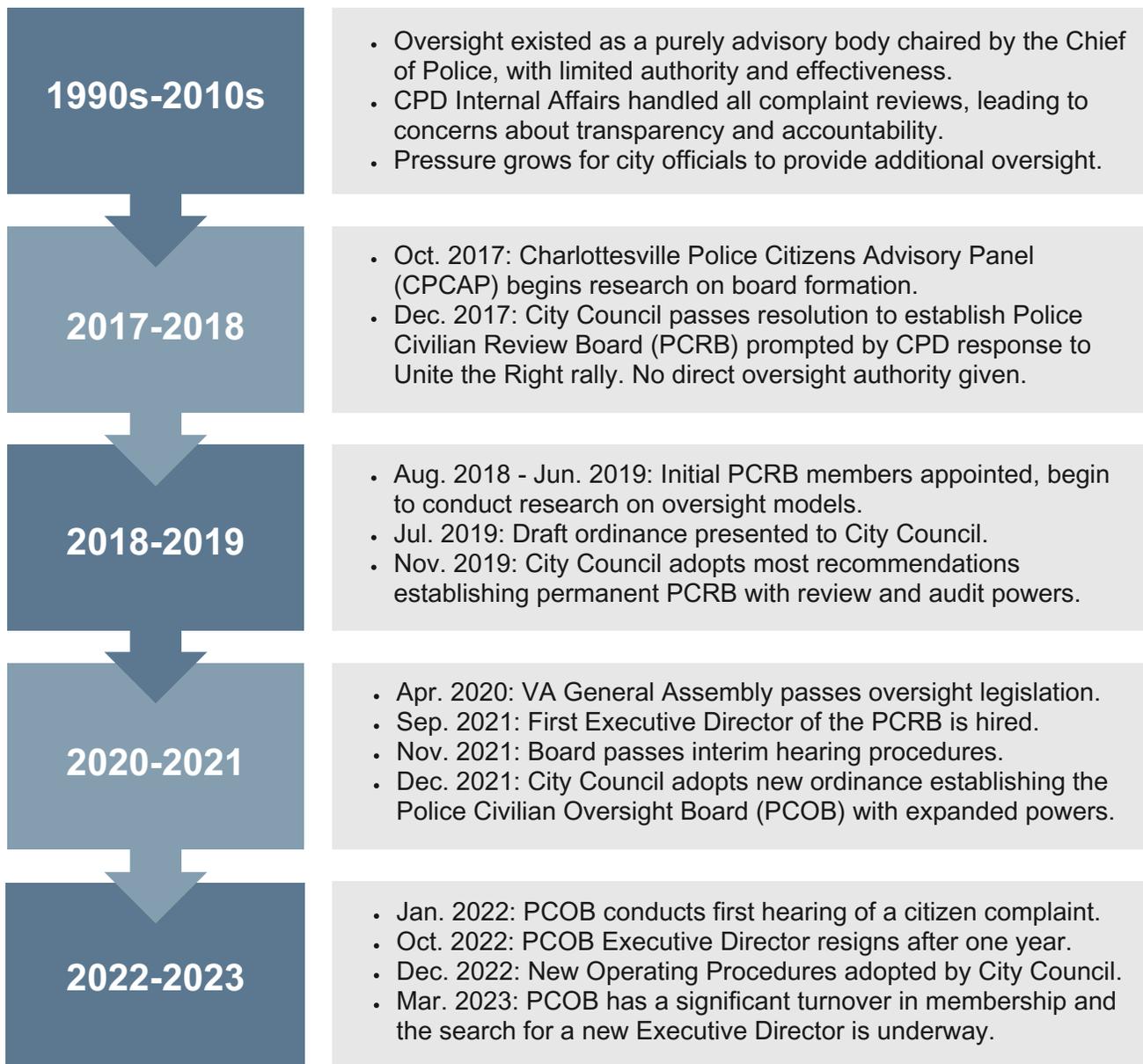
1. Investigation Authority
 - a. Receive, investigate, and issue findings on civilian complaints regarding conduct of law enforcement officers and civilian employees
 - b. Investigate significant incidents including use of force, deaths/serious injuries in custody, serious abuse of authority, discriminatory stops, and other conduct issues
 - c. Access department reports, files, and records pertinent to investigations, subject to certain limitations
 - d. Subpoena witnesses and documents through Circuit Court if necessary for investigations
2. Disciplinary Recommendations
 - a. Recommend disciplinary actions to the Chief of Police when misconduct is found
 - b. Receive written explanation if the Department declines to implement disciplinary recommendations
3. Policy Oversight
 - a. Review and investigate department policies, practices, and procedures
 - b. Make recommendations for policy changes
 - c. Conduct retrospective examinations and audits of patterns in internal affairs investigations and police interactions
4. Fiscal Oversight
 - a. Review annual police expenditure reports
 - b. Make budgetary recommendations to City Council and City Manager
 - c. Request reports on departmental spending
5. Community Engagement
 - a. Host public community listening sessions at least twice yearly
 - b. Participate in police-community relations meetings
 - c. Engage in community outreach to seek input from community members
 - d. Issue public reports on activities, investigations, findings, and recommendations
 - e. Recognize exceptional police service through public commendations
6. Administrative Functions
 - a. Establish operating procedures and manuals to guide specific powers and duties
 - b. Make legislative recommendations to City Council
 - c. Submit annual report detailing activities and recommendations
 - d. Establish procedures for alternative dispute resolution of complaints

History of the Board

The existence and development of the PCOB represents a significant evolution in local law enforcement accountability and community relations. Emerging from a context of historical over-policing of Black communities and concerns about police conduct, particularly following the 2017 Unite the Right rally, the Board has developed from an advisory body with limited authority into one of Virginia's most empowered civilian oversight organizations. The Board's current structure, established by ordinance in December 2021, reflects both local needs and expanded state-level authority granted by the Virginia General Assembly. With seven voting members, one non-voting member with law enforcement expertise, and with the leadership of the Executive Director, the Board serves as an independent investigative and oversight body which gives voice to the community on matters of effective law enforcement.



Unlike its predecessor organizations, the current Board possesses several powers, including the authority to conduct independent investigations, review internal affairs cases, hold hearings, make disciplinary recommendations, and propose policy changes. This transformation over time demonstrates Charlottesville's commitment to enhancing police accountability, transparency, and community trust. While some functions still need development, the organization stands as a model for civilian oversight of law enforcement in Virginia. The Board's evolution shows a clear progression from a limited advisory panel to today's more empowered oversight Board with independent investigative authority. Below is a historical timeline of the context surrounding the Board's establishment and progression of authority over time leading up to 2023.



2023 Achievements

The PCOB achieved significant progress in 2023, marking a transformative year in its evolution as an oversight body. As the Board worked to fulfill its mission of enhancing transparency and accountability in local law enforcement, several key themes emerged that characterized its work and the work of the Executive Director. The following section highlights twelve major accomplishments, organized into four strategic themes, that demonstrate the Board's commitment to effective civilian oversight, policy reform, community engagement, and professional excellence. Each accomplishment has strengthened the foundation of civilian oversight in the City of Charlottesville.



Policy Impact & Oversight

- Reform of various CPD General Order policies
- Enhancement of Internal Affairs process and reporting format
- Development of the Hearing Examiner Desk Book process



Professional Development

- Attendance at national oversight conferences
- Creation of Board member training content
- Enhancement of investigative capabilities of best practice

Institutional Development & Leadership

- Appointment of new Executive Director
- Relocation to more accessible office space
- Implementation of oversight protocols and tracking



Community Engagement & Outreach

- Participation in 20+ community events
- Formation of new organizational partnerships
- Expansion of educational outreach programs



ENDNOTES - INTRODUCTION

[1] City of Charlottesville. (2021). Article XVI. Police Civilian Oversight Board, Charlottesville City Code § 2-452a (Ord. No. O-21-183).

[2] Code of Virginia § 9.1-601 (2020, Special Session I, cc. 29, 30), Law-enforcement civilian oversight bodies, Title 9.1 Commonwealth Public Safety, Chapter 6 Civilian Protection in Cases of Police Misconduct.

[3] City of Charlottesville. (2021). Article XVI. Police Civilian Oversight Board, Charlottesville City Code § 2-452 (Ord. No. O-21-183).



BOARD MEMBERS AND MEETINGS

The Police Civilian Oversight Board conducted regular monthly meetings throughout 2023, with additional special sessions for training. These meetings provided forums for reviewing civilian complaints, examining police policies and procedures, engaging with community members, and collaborating with police leadership on departmental initiatives. This section details the Board's composition, member profiles, strategic priorities, and key actions taken during both regular and special meetings throughout 2023. It demonstrates the Board's commitment to fulfilling its oversight responsibilities while working to strengthen police-community relations in Charlottesville.

Board information along with meeting agendas, minutes, and recordings can be found on the City of Charlottesville website, accessible through the *Departments* listing under the *Government* tab. The Police Civilian Oversight Board website provides direct links to these meeting archives.

Board Composition

The PCOB has a carefully structured membership composition designed to ensure diverse community representation and professional expertise while maintaining independence from law enforcement. The board consists of eight members in total - seven voting members and one non-voting member - all appointed by the City Council through a public application process. [1]

The Council seeks to appoint members who demonstrate fairness, objectivity, and a commitment to community service. Appointees should possess relevant training and experience, including lived experience, in areas such as law, police practices, human resources, trauma-informed mental health issues, and the sociology of historically overpoliced communities.

The specific membership requirements are as follows:

- At least three voting members must be residents of public housing or come from historically disadvantaged communities that have traditionally experienced disparate policing.
- The Council may appoint one voting member who represents an organization focused on racial or social justice advocacy for historically disadvantaged communities. This member must either reside in Charlottesville or represent an organization that advocates for city residents.
- The non-voting member must be someone with policing expertise or experience, such as a retired law enforcement officer from a similar locality. This is the only position that does not require Charlottesville residency.

The ordinance includes several restrictions on membership eligibility. Members cannot be:

- Current candidates for public office
- Former members of the Charlottesville Police Department
- Immediate family members of current Department employees
- Current employees of any law enforcement agency, fire department, emergency communications center, or sheriff's office

Members serve three-year terms and must maintain strict confidentiality regarding sensitive information they access through their Board service. The City Council can remove members for cause, including ethics violations, confidentiality breaches, or failure to complete required training.

To ensure objectivity, members must recuse themselves from any matters where their impartiality could reasonably be questioned, including complaints involving family members. They are also subject to Virginia's State and Local Government Conflict of Interests Act.



Board Members

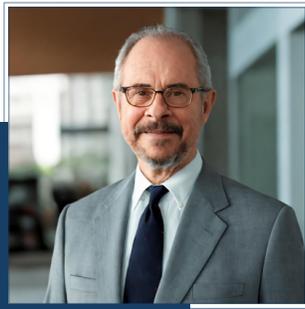
The Police Civilian Oversight Board's dedicated members bring diverse professional backgrounds and deep community connections to their vital work of enhancing transparency and trust between law enforcement and our community. Board membership in 2023 included:



William Mendez (Chair)

At-Large Representative, Term: 9/1/2021-8/31/2024

A retired environmental scientist, Bill Mendez joined Charlottesville's police oversight efforts in 2018 after the Unite the Right demonstrations. He served as Vice Chair (2021-2022) and Chair (2022-2023) of the Police Civilian Oversight Board, playing a crucial role in drafting the ordinance that expanded the Board's powers in 2021. His expertise in data analysis has supported understanding of disparities in policing. In 2022, he served on interview panels for selecting a new Police Chief and hosted public engagement events. Bill relocated to Charlottesville in 2017 to be near his granddaughter in Scottsville.



Dr. Jeffrey Fracher (Vice Chair)

At-Large Representative, Term: 9/1/2021-8/31/2024

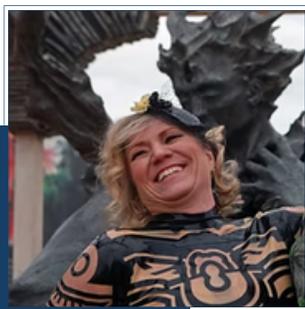
Dr. Jeffrey C. Fracher brings 42 years of clinical and forensic psychology expertise to his role as Vice Chairperson of the Police Civilian Oversight Board. A Clinical Assistant Professor in UVA's Ph.D. Clinical Psychology program, he previously held faculty positions at Rutgers University and Rutgers Medical School. A native Virginian and 35-year Charlottesville resident, Dr. Fracher also serves on the Parks and Recreation Advisory Board. He shares his home with his wife of 53 years, Kay, a retired special education teacher, their two grown sons, and two rescued Golden Retrievers.



George Dillard Jr.

Law Enforcement Representative, Term: 2/22/2023-8/31/2026

George Dillard Jr. brings 31 years of distinguished law enforcement experience to the Police Civilian Oversight Board, having served with the Greene County Sheriff's Department, Gordonsville Police Department, and Virginia State Police. His investigative background provides valuable insight into law enforcement operations and community relations. A Charlottesville native now residing in Fluvanna County, George has been married for 35 years and is father to three children. Beyond his service, he cherishes time with his grandchildren and enjoys motorcycle riding.



Susan Krischel

At-Large Representative, Term: 3/1/2023-8/31/2026

Susan Krischel serves as Founder and Board President of the IX Art Park Foundation, a nonprofit organization enhancing Charlottesville's cultural landscape through innovative art initiatives. Under her leadership, the foundation launched "The Looking Glass," Virginia's first immersive art installation, and hosts numerous community events including children's arts programming and cultural celebrations. Her strategic vision and collaboration with stakeholders have established IX Art Park as a vital hub for creativity and community engagement in Charlottesville.





Rev. Patricia Jones Turner

Social Justice Representative, Term: 2/22/2023-8/31/2026

Reverend Patricia Jones Turner, a Lane High School graduate with degrees from St. Augustine's University and Union Theological Seminary, serves as Executive Director of Lifelines' Ministries and Pastor of Light House of Hope. Her extensive experience includes roles as Domestic Violence Coordinator for Chesterfield County and developer of anti-oppression curricula. Currently chairing the Religious Affairs Committee of Albemarle-Charlottesville NAACP, she received the 2023 Martin Luther King Community Award. Her work combines ministry, education, and advocacy for peaceful coexistence.



Lakeshia Washington

Community Representative, Term: u 2/22/2023-8/31/2024

Lakeshia Washington serves as Associate Director of Community Partnerships at Habitat for Humanity of Greater Charlottesville, overseeing their Pathways to Housing program. A Charlottesville native with a B.A. in Psychology and M.S. in Forensic Psychology, she brings 16 years of mental health expertise to the Police Civilian Oversight Board. Her career includes serving adults with intellectual disabilities and early intervention for preschoolers. A certified Mental Health First Aid trainer, she balances community service with supporting her daughter's athletic pursuits and participating in local activities.



James Watson

Community Representative, Term: u 3/1/2023-8/31/2024

James M. Watson, former Chair of the Police Civilian Oversight Board (2020-2022), brings expertise in urban planning and civil engineering as a Federal Agency Project Manager. A double graduate of the University of Virginia (B.A. in US History, Master of Urban and Environmental Planning), he serves as President of the 100 Black Men of Central Virginia. His tenure on the board focused on bridging communication gaps between the community and police department. A dedicated family man, James resides in Charlottesville with his wife of 21 years and their four children.

*Photo and bio not available

Charles Fleming

Community Representative, Term: 3/1/2023-8/31/2026

The Police Civilian Oversight Board members' diverse expertise—spanning law enforcement, psychology, community development, mental health, and social services—enables comprehensive and balanced decision-making. These dedicated public servants strengthen police oversight through their active engagement in numerous local organizations and initiatives. The combination of professional experience and deep community involvement positions the Board to effectively evaluate policies, review complaints, and build bridges between law enforcement and residents. Through careful analysis and thoughtful deliberation, the Board works to ensure fair, equitable, and effective police oversight for all Charlottesville residents. As volunteers, the Board provides a service to members of the community through offering a voice within the city government directed at improving outcomes of law enforcement and public safety for all stakeholders.

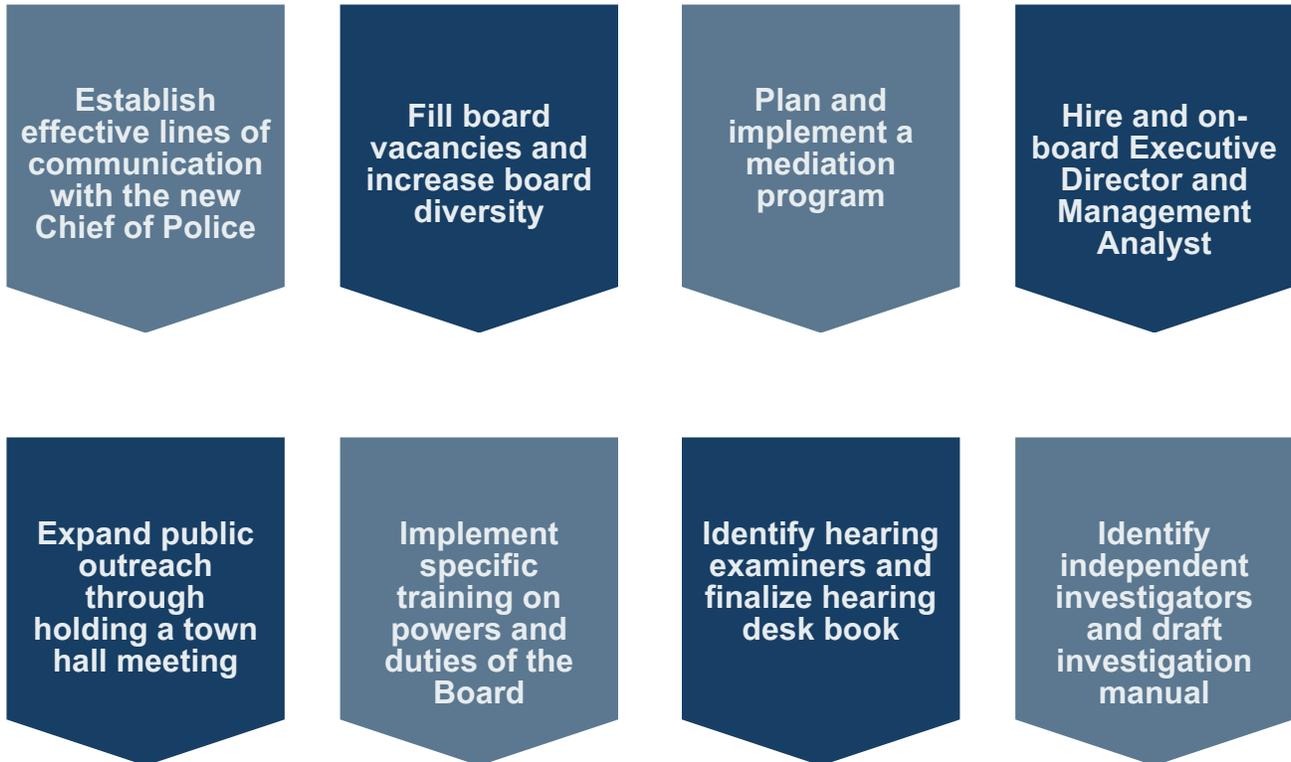


Board Priorities for 2023

The Board established a set of annual goals focused on strengthening oversight infrastructure and expanding community engagement. The immediate priority centered on critical operational needs, which Chair Mendez characterized as "survival requirements" - specifically hiring and onboarding a new Executive Director along with a Management Analyst position, filling existing board vacancies with diverse members, and developing strong communication channels with the newly appointed Chief of Police. These early initiatives were fundamental in getting traction as 2023 began in a state of significant leadership transition and operational change, both for the Board and the Department.

The broader strategic priorities encompass several key initiatives aimed at enhancing the Board's effectiveness. These include implementing a new mediation program, establishing a roster of hearing examiners, and developing essential operational documentation through a comprehensive investigation manual and desk book. The Board has also prioritized expanding public outreach efforts through community events, while simultaneously focusing on specific training content that emphasized member understanding of Board powers and authority.

These priorities reflect a dual focus on both strengthening the Board's internal capabilities and improving its external engagement with the community and law enforcement leadership. The emphasis on documentation, training, and systematic processes indicates a move toward more structured and sustainable oversight operations, while the focus on diversity in recruitment and community outreach demonstrates a commitment to maintaining strong connections with the populations the Board serves.



2023 Board Meeting Summaries

January 19th, 2023

The Board engaged in leadership transitions, including officer elections and ongoing efforts to select a new Executive Director through a structured interview process. The Board addressed operational challenges, including pending review requests that remain stalled without an Executive Director, while also discussing policy matters related to bias-based policing procedures. Looking ahead, the Board outlined key priorities for 2023, emphasizing the importance of filling vacancies, establishing strong relationships with law enforcement leadership, and ensuring the Board's continued effectiveness.

February 9th, 2023

Meeting cancelled, and agenda items move to March 2023 regular meeting.

March 9th, 2023

The Board focused on organizational matters, including welcoming new Board members and police representatives, followed by a comprehensive overview of the Board's history and police oversight in Charlottesville. The second major theme centered around personnel and operational updates, particularly regarding the Executive Director search and the status of pending complaint reviews. The final portion addressed structural and procedural matters, including training requirements and public comments, with particular attention given to community violence prevention and bias-based policing initiatives.

April 1st, 2023

The Board held a special meeting outside the regular schedule to provide training for new members. Focus was placed on establishing the framework and operational procedures for police oversight, covering the legal precedent set by *Graham v. Connor* and the Board's scope of authority. The session examined the anticipated volume and types of complaints, addressed transparency requirements under FOIA while balancing confidentiality needs, and outlined the comprehensive process for handling complaints—from initial processing through investigations, hearings, and disciplinary recommendations. The meeting concluded with a discussion of questions and planning of next steps.

April 13th, 2023

The Board focused on reviewing internal affairs investigations and discussing efforts to improve police-community relations through new policies and training initiatives. A specific discussion of the disciplinary matrix and related General Orders of CPD was held. The new Chief of Police introduced himself and addressed the Board's role in building trust with the community. Board members had the opportunity to ask questions of the Chief about topics like officer wellness, training initiatives, and coordination with other jurisdictions. The Board addressed several administrative matters, including the recruitment of a hearing examiner, appointment of the Executive Director position, and updates to departmental procedures and oversight mechanisms. There was also substantial discussion about implementing bias-related policy changes and enhancing officer wellness programs, with input received from both Board members and the public.



May 11th, 2023

The Board welcomed and introduced the new Executive Director, who provided brief remarks about the beginning of her work with the Board. The Board reviewed updated complaint data from Internal Affairs and discussed outstanding review requests and complaints held over during the time without an Executive Director. The Board discussed the use of Sivil as an online complaint receipt system and identified cases that remained unresolved in the system. The Board addressed procedures for Hearing Examiners and discussed the development of a procedural handbook, with confirmation that the first draft would be available for review within a week. The Board also unanimously approved recommended revisions to the Bias-Based Policing General Order, followed by a discussion of upcoming community engagement initiatives including event participation and plans for a town hall meeting.

June 8th, 2023

The Board meeting centered on several key administrative and policy developments, including the recognition of leadership contributions and routine approval of previous meeting minutes. The substantive portion of the meeting featured discussions on bias-based policing policy revisions, along with presentations from various stakeholders about training programs and civil rights concerns. The meeting concluded with a detailed review of complaint statistics and oversight metrics, demonstrating the Board's ongoing commitment to transparency and accountability in police oversight functions.

July 13th, 2023

The Board discussed ongoing operations and community engagement. A presentation was given by the Executive Director of The Haven about homelessness in Charlottesville and its intersection with policing. The Board received updates on complaint statistics, heard a presentation on homelessness and policing, and discussed initiatives including hearing examiner recruitment and dash cam usage. Community members provided input during public comment periods, particularly regarding police-citizen encounters and data transparency. The meeting covered both routine administrative matters and strategic planning for improved police oversight.

August 10th, 2023

The Board addressed routine matters including agenda modifications and approval of previous minutes, followed by a guest speaker presentation on community mental health services. The Executive Director provided updates on complaint statistics and community engagement activities, noting participation in several cultural festivals and events. Finally, the Board focused on operational developments, including discussions about case management software improvements and preparations for implementing hearing procedures, with emphasis on examiner recruitment and training.

September 14th, 2023

Meeting cancelled, and agenda items move to October 2023 regular meeting.



October 12th, 2023

The Board began the meeting by entering closed session to consider the recommendations of the Executive Director concerning pending review requests involving three complaints. A motion to accept the recommendations was passed with five yes votes and one abstention. A presentation was provided by CPD representatives on the rationale and implementation behind the automated license plate reader system (FLOCK) and questions were answered. The Board received updates on complaint statistics and heard public comment on the FLOCK system that recommended against implementation of the system. The Board identified upcoming community events in which to participate.

November 9th, 2023

The meeting focused on external partnerships and policy development, featuring a presentation from Equal Justice USA about community-centered public safety initiatives. Administrative updates highlighted ongoing work on information sharing protocols between the Department and the Board, alongside various community engagement activities. The meeting concluded with discussion of internal Board matters including work planning, position postings, and procedural documents, while noting a temporary suspension of oversight activities pending new procedures.

December 14th, 2023

The Board meeting covered administrative updates including member changes and position vacancies, while also focusing on policy development through discussion of traffic stop procedures and information-sharing protocols between the Department and the Board. A presentation on restorative justice approaches was delivered, though planned bylaw changes couldn't proceed due to lack of quorum. Public comments focused on traffic stop procedures and constitutional rights questions. An update on the Executive Director's activities was provided and status of complaint investigations noted the lack of information sharing between CPD and PCOB.

Note: Public comment summaries can be found in the Community Engagement section.

Board Meeting Attendance Record

Board Member	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
William Mendez (Chair)	P-R		P-R	P	P	P	P	P		P	P	P
Dr. Jeffrey Fracher (Vice Chair)	P-R		P-R	P	P	P	P	P		P	P	P
George Dillard Jr.	V		P-R	A	P	A	P	P		P	P	P
Charles Fleming	V		P-R	A	P	P-R	P	P-R		P-R	P-R	A
Susan Krischel	V		P-R	P	P	A	P	P		A	A	R
Rev. Patricia Jones Turner	V		P-R	P	P-R	A	P-R	P-R		P-R	P-R	A
Lakeshia Washington	V		P-R	P-R	P	P	P	A		P-R	P	A
James Watson	P-R		P-R	P-R	P	P	P	A		P	P-R	P-R
Public Comment	N		Y-1	Y-1	N	Y-2	Y-2	Y-1		Y-2	Y-1	Y-2

Table Key

- P: Present in person
- P-R: Present remotely
- A: Absent
- R: Resignation
- Y/N: Yes/no public comment & count
- V: Seat currently vacant



ENDNOTES - BOARD MEMBERS AND MEETINGS

[1] City of Charlottesville. (2021). Article XVI. Police Civilian Oversight Board, Charlottesville City Code § 2-453 (Ord. No. O-21-183).



STAFF OPERATIONS

The PCOB underwent substantial organizational development in 2023, marked by key leadership appointments and operational improvements that enhanced its oversight capabilities and community engagement. These operational changes positioned the Board to better fulfill its oversight mandate while establishing sustainable administrative infrastructure for future operations. The developments reflect significant progress toward professional, systematic police oversight in Charlottesville, though important work remains in solidifying information access protocols and investigation procedures.

Executive Leadership Transition

In a pivotal development, Inez Gonzalez was appointed as Executive Director in May 2023 following an extensive search process. The selection involved multiple rounds of interviews, with final candidates evaluated by panels including Board representatives, City Manager's Office officials, and CPD leadership. The Executive Director position, reporting to the Deputy City Manager for Race, Equity, Diversity and Inclusion, was established to provide professional management of Board operations and investigations.

The Executive Director of the PCOB serves as the key administrative leader responsible for implementing and supporting the Board's oversight functions of CPD. This position provides essential leadership and functional support to ensure the Board can effectively exercise its authority as established by city ordinance and operating procedures. Working under the supervision of the City Manager, the Executive Director manages critical responsibilities including complaint investigations, policy audits, and maintaining transparency while ensuring confidentiality where required. The Executive Director serves as a crucial bridge between the Board, law enforcement, city government, and the community, working to enhance transparency and accountability in police operations while maintaining appropriate confidentiality and professional standards. [1]

Role and Purpose:

The Executive Director's core functions encompass several key areas of responsibility:

- Operational Leadership
 - The position manages day-to-day operations of the Board, including coordinating meetings, supporting Board members, and ensuring compliance with legal requirements like FOIA. The Director oversees administrative staff and contractors while managing the Board's budget and procurement needs.
- Investigative Oversight
 - A central function involves managing audits of police policies, practices, and procedures, with particular focus on citizen-police encounters and complaint patterns. The Director supports the investigation of civilian complaints and reviews of internal police investigations, preparing detailed reports on findings and recommendations.
- Policy Development
 - The Director assists the Board and legal counsel in developing and refining oversight policies, including drafting amendments to local enabling ordinances and operating procedures. The Director also provides guidance on disciplinary recommendations and prepares subpoena requests when necessary.



- Training and Development
 - The position coordinates training for Board members, working with organizations like NACOLE while also developing in-house training with city officials. The Director must stay current on relevant federal and state legislation, court opinions, and law enforcement best practices.
- Community Interface
 - The role requires building trust among diverse stakeholders including Board members, police department personnel, city officials, and community members. The Director must effectively communicate with various audiences and engage proactively with all segments of Charlottesville's citizenry.

Supporting Personnel and Professional Resources

The Board's effectiveness relies on specialized professional support to fulfill its oversight mandate. The Board maintains independent legal counsel and hearing examiners while also pursuing additional staffing to support its expanding operational needs. During 2023, the Board benefited from the expertise of Independent Counsel Pamela O'Barry, who provided essential guidance on legal matters while maintaining appropriate separation from city legal services when required by potential conflicts of interest. This arrangement ensures the Board can effectively execute its investigative and oversight responsibilities while maintaining necessary independence. [2]

The Board also developed comprehensive procedures for hearing examiners who will preside over administrative hearings. These procedures were formalized in a Hearing Examiner's Desk Book, completed in late 2023 and awaiting final approval from the City Attorney's Office. The hearing examiner role is crucial for ensuring procedural fairness and proper handling of confidential information during complaint review proceedings. [3]

To strengthen operational capacity, the Board also initiated recruitment for a Management Analyst I position in December 2023. This position will provide critical support for complaint processing, investigation monitoring, and administrative functions. It is the hope of the Board to be more fully staffed in future years with specific investigative and community outreach personnel.

Chief of Police Appointment

While not connected with the Board, the appointment of Michael Kochis as Chief of Police in January 2023 also significantly impacted Board operations. Chief Kochis demonstrated early commitment to oversight by implementing the Board's recommended changes to the Bias-Based Policing Policy in June 2023. This collaborative approach initially facilitated increased transparency in Departmental operations, though challenges emerged in October 2023 regarding information sharing protocols that necessitated development of new standard operating procedures.

Operational Infrastructure Development

The Executive Director established a new permanent office at 106 5th Street NE in May 2023, relocating from temporary City Hall facilities. This move included comprehensive office setup and infrastructure development, culminating in an August renovation that enhanced the Board's ability to conduct confidential investigations and facilitate community engagement. The dedicated facility provides improved public accessibility while maintaining necessary security protocols for sensitive oversight functions. The office space is welcoming and allows for space to meet and grow staffing.



Systems and Process Improvements

Significant progress was made in modernizing complaint handling systems and investigation protocols. The Executive Director implemented standardized investigation formats and enhanced quality control measures for complaint processing. A notable development was the collaboration with Sivil to enhance the citizen complaint portal and develop a comprehensive "investigator's toolkit" designed to standardize oversight investigations. While Sivil is a complaint management system which does not require any ongoing cost to the PCOB, the Executive Director frequently consults with Sivil leadership to improve the platform and offer feedback on system functionality.

The Executive Director also undertook reconciliation of historical complaints, addressing cases filed in the system between October 2022 and April 2023 during the Executive Director vacancy. This effort included establishing improved tracking mechanisms and communication protocols with complainants, ensuring no cases were overlooked during the leadership transition.

Case Investigation and Digital Evidence Management

In 2023, the Board enhanced its technological infrastructure to support thorough and efficient oversight operations, implementing integrated systems for complaint management and evidence review. While some of these improvements were impacted by the loss of data access, use of modern systems emphasizes the Board's commitment to timely complaint investigations and well-documented case and evidence records.

- Digital Complaint Management
 - The Board utilizes Sivil, a specialized oversight software platform, as its primary case management solution. Hosted on AWS GovCloud with FIPS 140-2 compliance, this system provides secure complaint intake, investigation tracking, and case documentation capabilities. The platform enables community members to submit and track complaints through a public portal while allowing investigators to manage cases through a secure dashboard. This implementation aligns with the Board's mandate to maintain an accessible complaint process while protecting confidential information.
- Digital Evidence Management
 - In a significant advancement for investigative capabilities, the Executive Director established direct access to Evidence.com in October 2023, enabling authorized review of body-worn camera footage and other digital evidence. This integration supported the Board's investigative authority, though access was temporarily suspended later that month pending development of new information-sharing protocols. The Executive Director worked closely with the Police Department to establish appropriate security measures and access controls during the initial implementation period.
- Investigation Process Management
 - The Executive Director developed comprehensive investigation tracking protocols that integrate complaint intake, evidence review, and investigation documentation. This system supports the Board's various investigative functions, including monitoring Internal Affairs investigations, independent PCOB investigations, review of completed investigations, and documentation of findings and recommendations.



Work continues to establish processes and procedures governing investigation and digital evidence management. These procedures aim to ensure appropriate information organization and access while maintaining the Executive Director's ability to conduct thorough oversight as mandated by ordinance. The implementation of these integrated case management systems has enhanced the Board's operational efficiency while maintaining necessary security protocols for sensitive oversight functions. Further refinements are planned for 2024 to strengthen these technological capabilities within the framework of forthcoming information-sharing procedures.

Budget and Resource Management

During 2023, the PCOB established its core financial infrastructure, culminating in formal budget presentations to the City Council and City Manager's Budget Team in December. The Executive Director developed a comprehensive financial management framework aligned with the Board's oversight mandate, encompassing essential operational components including personnel costs for the Executive Director and support staff, office space maintenance, and professional development requirements. The budget prioritizes key strategic areas including community engagement initiatives, technology investments in case management and investigative tools, and contracted services for independent legal counsel and specialized investigative support. Prior year expenses had operated out of a seed fund for the PCOB rather than a static budget, but the Executive Director made proposals based upon the creation of a consistent line-item budget going forward.

Expense Category	Amount	% of Budget
Core Operations	\$194,291	50.9%
Personnel	\$176,864	46.4%
Contractual Services	\$7,967	2.1%
Infrastructure	\$2,199	0.6%
Flexible Staffing (Overtime, Bonuses, etc.)	\$0	0.0%
Total Expenses	\$381,321	100.0%

Note: Represents the fiscal year 2024 budget from July 1, 2023 to June 30, 2024.



ENDNOTES - STAFF OPERATIONS

[1] City of Charlottesville. (2022, October 31). Executive Director - Police Civilian Oversight Board [Job posting]. City of Charlottesville Employment. <https://www.charlottesville.gov/jobs>. Job Number: 221000016.

[2] City of Charlottesville. (2021). Article XVI. Police Civilian Oversight Board, Charlottesville City Code § 2-456 (Ord. No. O-21-183).

[3] City of Charlottesville. (2021). Article XVI. Police Civilian Oversight Board, Charlottesville City Code § 2-459 (Ord. No. O-21-183).



OVERSIGHT ACTIVITY

The PCOB experienced significant growth and development in its oversight capabilities during 2023. The Board's mandate includes receiving and investigating civilian complaints, reviewing internal investigations, monitoring departmental policies and procedures, and making recommendations for improving police services. This section details the oversight activities of the Board and Executive Director throughout 2023, including the establishment of consistent information sharing, monitoring of police operations, complaint processing, and development of essential reporting mechanisms. Throughout the year, the Executive Director focused on developing robust investigation protocols and procedures as a way to legitimize the investigative work of the PCOB in light of its disruption and delay during the Board's time of membership and leadership transition from 2022.

Access to Department Information Timeline

The establishment and maintenance of appropriate information access between the PCOB and CPD represented both a significant achievement and ongoing challenge during 2023. The Board is mandated to receive "full access to all department reports, files and records pertinent to board investigations of complaints and incidents or to its review of department internal affairs investigations." The ordinance also mandates the establishment of Standard Operating Procedures (SOP) that govern and define the access of the Board and Executive Director to Department records and evidence. As this guiding policy had not been developed in the original timeframe given by the ordinance, the Department restricted information sharing access until such time a policy could be created, but this occurred only after some access had already been provided. [1]

Early 2023 originally saw positive developments in information sharing, culminating in the Executive Director receiving authorization for Evidence.com access on October 11, 2023, enabling review of body-worn camera footage and other digital evidence. However, on October 23, 2023, CPD temporarily suspended the PCOB's access to departmental records, necessitating meetings with city legal counsel to establish more structured information-sharing protocols.

Working with the City Attorney's Office late in 2023, the Executive Director and Chief of Police began developing a comprehensive SOP document for information sharing which balances oversight requirements with confidentiality protections. This protocol development remains ongoing, with focus on establishing sustainable procedures that support effective oversight while protecting sensitive information. The experience gained through these challenges has informed the development of more robust information-sharing mechanisms for future interactions with the Department.

Overview of Complaint Processing and Investigations

The PCOB utilizes a structured system for receiving and processing complaints through multiple channels including the online portal, in-person at the PCOB office, by phone or email, and by the website contact portal. Additionally, complaints can also be referred to PCOB from other departments like the Office of Human Rights or from requests sent to the Clerk of Council's office. All complaints are tracked and monitored through a standardized process to ensure thorough review and timely response. Upon arrival, the Executive Director implemented a systematic approach to complaint classification and tracking, including the reclassification of submissions that did not constitute police conduct complaints for appropriate referral to other city departments. While complainants are alerted to the fact that CPD is informed of all complaints, the PCOB protects personal information to the extent allowed by local, state, and federal law.



Documentation and Reporting Systems

The PCOB made substantial progress in 2023 developing comprehensive documentation and reporting procedures to support its oversight mission. A key focus was the creation of standardized investigation formats that ensure consistent documentation across all case types.

The Executive Director implemented regular reporting processes to track oversight activities and maintain transparency with stakeholders. This provided crucial data for identifying patterns in police-community interactions and assessing the effectiveness of oversight mechanisms.

Public reporting mechanisms were enhanced to improve community access to oversight information. The Executive Director established protocols for publishing investigation summaries and policy recommendations while protecting confidential information as required by city code. Additionally, the PCOB refined its data collection methods to better capture and analyze metrics related to civilian complaints, departmental responses, and investigation outcomes.

These documentation and reporting improvements lay the groundwork for more effective oversight operations and enhanced accountability to the Charlottesville community. The standardized procedures ensure consistent handling of investigations while supporting the Board's commitment to transparent civilian oversight of law enforcement activities.

Department Monitoring and Engagement

A significant component of the PCOB's oversight function in 2023 involved comprehensive monitoring of police operations, policy, and procedures. The Executive Director was provided an initial tour of CPD headquarters in June 2023 by the Commander of Internal Affairs. The Executive Director was then able to participate regularly in CPD operational meetings, reviewed internal affairs investigations and use of force incidents, and observed departmental training activities. This level of engagement is consistent with the Board's statutory authority but also emphasized a clear effort of the Executive Director to establishing meaningful working relationships with CPD leadership.

The Executive Director's engagement with departmental activities expanded throughout the year, including attendance at CPD recruit candidate interviews in May 2023 and regular participation in the Chief's Community Action Team meetings. This direct involvement provided valuable insights into departmental operations and facilitated more effective oversight. The Executive Director also attended officer promotional ceremonies, strengthening institutional relationships with officers while maintaining appropriate oversight independence.

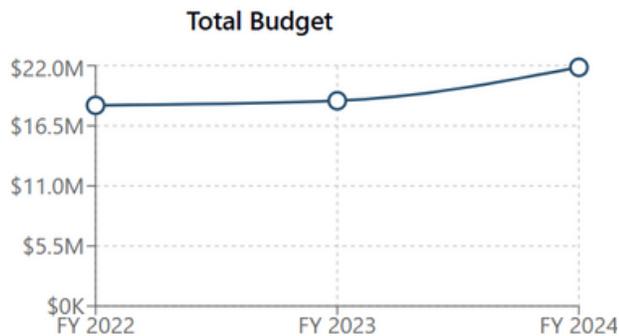
Of particular note was the Board's involvement in departmental hiring processes. During the April 13th, 2023 meeting, Board members engaged in substantive discussions regarding recruitment procedures, specifically addressing concerns about the psychological assessment process for officer candidates. The Board expressed reservations about the sufficiency of current assessment methods and began developing recommendations for enhanced screening protocols.

The Executive Director's monitoring activities also included observation of departmental training sessions, providing an opportunity to assess the implementation of policies and procedures in practice. This comprehensive approach to monitoring enabled the PCOB to fulfill its oversight mandate while maintaining constructive engagement with the department. Through these various monitoring activities, the Board worked to ensure that departmental practices aligned with community expectations and professional standards while maintaining appropriate channels of collaboration with CPD leadership and officers.

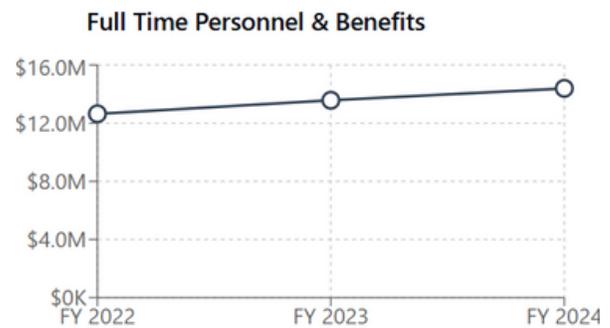


Budget and Resource Management

The PCOB maintains a statutory responsibility to review and provide input on Police Department expenditures during the annual budget process. The ordinance specifically requires that during the City Manager's preparation of the proposed city budget, the budget office must provide the Board with annual expenditure estimates and future year projections for the Department, itemized to the same level of detail as provided to the City Manager. These estimates must be presented to the Board concurrent with their presentation to the City Manager, enabling the PCOB to review the figures and make budgetary recommendations to both the City Manager and City Council during budget deliberations. This authority represents an important aspect of the Board's oversight mandate, allowing for civilian input into departmental resource allocation and spending priorities. While the Board did not make any specific recommendations, monitoring and reporting on the change in Department expenditures facilitates important discussion and highlights potential questions to ask of the budget determinations and process. The following set of charts show the fiscal year budget of CPD for 2022 through proposed 2024:



The total operating budget has shown significant growth from \$18.36M in FY22 to \$21.84M in FY24, representing an overall increase of 18.9%. This substantial increase of \$3.48M over two years reflects expanded operational needs and inflationary pressures. The growth wasn't linear - there was a modest 2.3% increase from FY22 to FY23, followed by a more substantial 16.3% increase from FY23 to FY24. Personnel costs remain the dominant expense, consuming approximately 66% of the total budget. The most volatile categories were Core Operations and Infrastructure & Fuel, both showing significant increases in FY24. Contractual Services demonstrated the most stability, suggesting effective contract management. The substantial budget increase in FY24 appears to be driven primarily by investments in Core Operations and Infrastructure rather than personnel costs.



This category encompasses all costs related to full-time employees, including salaries, health insurance, retirement benefits, and other personnel-related expenses. This budget category represents the largest portion of the budget, growing from \$12.64M in FY22 to \$15.99M in FY24, a 26.1% increase. The growth has been steady, with a 13.8% increase in FY23 and a further 6% increase in FY24. This consistent upward trend likely reflects regular cost-of-living adjustments, step increases, and rising benefit costs. There is also an effort by CPD to return to full staffing levels from prior staff turnover in the Department.

Infrastructure & Fuel



This budget category encompasses facility maintenance, vehicle costs, fuel expenses, and related infrastructure support. Infrastructure & Fuel costs have increased significantly from \$1.46M in FY22 to \$2.24M in FY24, a 52.8% increase. After a modest 5.4% increase in FY23, there was a substantial 45% jump in FY24. This pattern might reflect rising fuel costs and increased infrastructure maintenance needs, or the cost burden of one-time projects and repairs.

Flexible Staffing



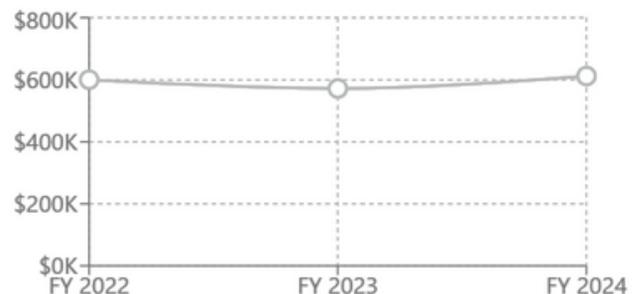
This category includes temporary staff, overtime, seasonal employees, bonuses, and other variable staffing costs. Flexible staffing shows a fluctuating pattern, starting at \$1.72M in FY22, dropping to \$1.37M in FY23 (a 20.4% decrease), then recovering to \$1.70M in FY24. The final FY24 number is still slightly below the FY22 level by 1.4%, suggesting a return to near-baseline levels after temporary reductions.

Core Operations



This budget category covers essential operational expenses including equipment, supplies, training, and general administrative costs. Core Operations shows the most dramatic percentage increase among all categories, rising from \$1.93M in FY22 to \$2.90M in FY24, a 50.1% increase. However, this growth wasn't linear - there was actually a decrease of 10.8% from FY22 to FY23, followed by a significant 68.2% increase in FY24. This pattern suggests a major operational expansion or strategic investment in FY24. Monitoring this trend will be important for future year budget recommendations.

Contractual Services



This budget category covers external vendor contracts, professional services, and outsourced operations. Contractual Services has remained relatively stable, showing the smallest variation among all categories. Starting at \$600K in FY22, it decreased slightly to \$572K in FY23 (a 4.7% decrease), before rising to \$612K in FY24. The overall increase from FY22 to FY24 was just 2%, suggesting well-controlled contract costs and consistent service levels.



Internal Affairs Process Recommendations

In October 2023, the Executive Director engaged in a collaborative project with CPD's Office of Professional Standards to enhance the quality and consistency of internal affairs investigations, the documentation process, and the organization of evidentiary information. After thorough evaluation of existing procedures, the Executive Director formally submitted detailed recommendations to Chief Kochis. This project demonstrates the value of collaborative efforts between the PCOB and the Department, which improve outcomes for the internal investigative process, but also improve the transparency and accessibility of investigative case files for use by the PCOB in its oversight capacity.

The recommendations focused on several key structural and procedural improvements to administrative investigations. One recommendation involved streamlining documentation through the implementation of a single comprehensive index to serve as an investigative roadmap, replacing the previous multiple section filing system. The Executive Director also recommended the creation of an investigative matrix to ensure uniformity across all administrative investigations and provide clear guidance for investigators at all experience levels.

To enhance transparency and accessibility of investigations, a standardized executive summary template was introduced as the cover page for all administrative investigations. This addition allows readers to quickly grasp the essential elements of each case before examining the detailed findings. The Department also adopted a chronological report format to ensure clear documentation of both the sequence of events under investigation and the investigative steps taken.

Additional procedural recommendations included strengthened documentation requirements, such as consistent dating of all correspondence and documents, and expanded evidence collection protocols. Notably, the recommendations emphasized the importance of not relying solely on body-worn camera footage, instead advocating for comprehensive witness canvassing and the collection of independent video evidence when available.

The complete implementation of these recommendations would create a more structured and transparent investigative process, allowing for more thorough and consistent internal affairs investigations. This collaborative effort between the PCOB and the Department demonstrates a shared commitment to maintaining high standards of professional accountability and organizational excellence.

Recognition of Departmental Leadership

The PCOB is authorized by ordinance to issue commendations for exceptional service of officers or employees of the Department. The Board may issue commendations based on input from the public or through consultation with the Chief. During the June 2023 meeting, the Board formally recognized Major Latroy A. ("Tito") Durette for his outstanding leadership during his tenure as interim Chief. The commendation, approved by majority vote, specifically acknowledged Major Durette's commitment to transparent oversight and his role in establishing strong communications between the Department and the Board during a time of important transition for the Department. Major Durette also sent a clear message that just and fair policing was a basic value of the CPD. The Board was able to issue the Commendation for outstanding community service to Major Durette in person at the meeting and members expressed their thanks for the Major's assistance and support.



Case Investigations by the Office of Internal Affairs

The following table includes a list of all cases investigated by the Office of Internal Affairs during the 2023 calendar year. The list includes external complaints filed by citizens, but excludes internal investigations initiated within the Department. While some complaints are originated through the PCOB, complainants are informed that if they would like a full investigation and conclusion to their complaint, Internal Affairs will provide the opportunity to have case findings sent to the Chief of Police for disciplinary action as directed by the CPD Disciplinary Matrix. While the PCOB can make disciplinary recommendations, the Chief makes disciplinary determinations based on Internal Affairs investigations. [2]

IA Case Number	Date Received	Date Closed	Allegations	Findings
2023-90001-C	Jan-5	Jan-18	Conformance of Laws, Abuse of Police Powers	Sustained, Unfounded
2023-90003-C	Jan-17	Jan-30	Unsatisfactory Performance, Arrest Procedures	Sustained, Exonerated
2023-90004-C	Jan-18	Jan-30	Respect	Sustained
2023-90005-I	Jan-18	Jan-24	Service-Related Inquiry	N/A
2023-90007-I	Jan-18	Jan-23	Service-Related Inquiry	N/A
2023-90009-C	Mar-6	Mar-21	Unsatisfactory Performance	Exonerated
2023-90010-I	Mar-9	Mar-20	Service-Related Inquiry	N/A
2023-90011-I	Mar-14	Mar-29	Service-Related Inquiry	N/A



2023-90012-C	Mar-30	Apr-21	Constitutional Procedures, Courtesy	Exonerated, Sustained
2023-90013-C	Apr-10	May-9	Unsatisfactory Performance	Unfounded
2023-90014-C	Apr-13	May-31	Unsatisfactory Performance, Biased-Based Policing	Unfounded, Unfounded
2023-90015-I	Apr-18	Apr-19	Service-Related Inquiry	N/A
2023-90019-C	May-30	Jun-1	Conduct Unbecoming	Sustained
2023-90020-C	Aug-25	Oct-9	Constitutional Procedures, Unsatisfactory Performance, Biased-Based Policing	Unfounded, Unfounded, Unfounded
2023-90021-C	Aug-30	Oct-27	Use of Force (2), Use of Force Reporting (2), Unsatisfactory Performance (2)	Unfounded (2), Sustained (2), Sustained (2)
2023-90022-C	Sep-13	Dec-15	Truthfulness	Unfounded
2023-90023-I	Sep-3	Nov-11	Service-Related Inquiry	N/A
2023-90024-C	Sep-18	Oct-24	Use of Force, Courtesy, and Bias-Based Policing (3), Constitutional Procedures	Unfounded, Sustained, Unfounded (3), Unfounded



2023-90025-C	Sep-22	Oct-24	Courtesy, Unsatisfactory Performance	Not Resolved, Exonerated
2023-90027-C	Oct-29	Dec-6	Use of Force	Unfounded
2023-90030-C	Nov-27	2024	Unsatisfactory Performance (3)	Sustained (3)
2023-90031-C	Dec-11	2024	Courtesy	Exonerated

Case Dispositions

Internal Affairs complaint investigations may result in one or more of the following findings:

- Sustained - Allegations true, and the officer is determined to have acted in violation of applicable procedures, techniques, and regulations.
- Unfounded - No basis of fact to support the allegation.
- Exonerated - Allegations true, but not misconduct due to adherence to applicable procedures, techniques, and regulations.
- Not Resolved - Unable to verify the truth or falsity of complainant's allegations.

Service-Related Inquiries

The CPD defines a Service-Related Inquiry as "a matter of concern brought forth to the department, which does not rise to a violation(s) of departmental policy and/or a violation of the law." However, concerns have been raised by the Executive Director and Board regarding the potentially broad application of this classification, particularly in cases where citizens reported negative interactions with CPD officers. During the April 13th Board meeting, the Commander of Internal Affairs addressed these concerns, emphasizing that all cases receive serious consideration and fair treatment, with transparent explanations provided for case classifications and outcomes. This dialogue highlights the importance of careful categorization of citizen concerns while maintaining public trust in the Department's internal review processes. [3]

Discipline Matrix

The CPD's disciplinary matrix provides a structured framework for addressing employee misconduct through progressive discipline. The system categorizes violations into six levels (A through F) of increasing severity, beginning with corrective measures like training and counseling for minor infractions before moving to more serious disciplinary actions. The matrix balances consistency with flexibility by allowing for mitigating and aggravating circumstances, while maintaining clear documentation requirements and appeals processes. While supervisors make disciplinary recommendations using the matrix guidelines, final authority rests with the Chief of Police, ensuring standardized discipline across the department while preserving appropriate procedural protections for officers. The PCOB only has the authority to submit non-binding disciplinary recommendations to the Chief of Police to consider as part of the administrative investigation. Refer to Appendix A for the full CPD discipline matrix. [4]



PCOB Case Investigations and Reviews

The Executive Director, having started in the role mid-year, began by reconciling older complaints that had been left unattended before hiring. These complaints had ultimately been forwarded and investigated by CPD Internal Affairs. The Executive Director ensured all complainants had been contacted and confirmed receipt of a closure letter and status from the Internal Affairs investigations conducted. Additional prior complaints were either re-classified by the CPD as service inquiries about policy or were identified as outside the scope of the PCOB’s investigative authority.

Two cases originating in 2022 were carried over for resolution in 2023. The PCOB Executive Director sent closure confirmation letters to both complainants affirming completion of the Internal Affairs investigation, and with no further communication received from either party, the cases were formally closed. These cases were taken by the Board prior to having Operating Procedures in place and therefore should not have been accepted at the time, as the City Council did not approve PCOB Operating Procedures until December 12th, 2022.

A review request from July 2022, involving three separate investigations, was completed in October 2023. The Executive Director conducted a thorough document and evidence review, culminating in a closed session Board meeting on October 12, 2023, where recommendations were presented and voted upon. The Executive Director recommended against proceeding with the review hearing, citing procedural and timing constraints rather than concerns about the complaint's substantive merits.

It was clear in 2023 that as a result of the ongoing vacancy in the Executive Director position, the Board's oversight capabilities had been significantly constrained. Two pending review requests remained unaddressed, as Board protocols require an Executive Director to advance these matters. In the interim, complaint investigations had defaulted to CPD Internal Affairs. This arrangement represents a departure from the intended independent oversight structure of the PCOB. The situation had prompted the need to implement additional monitoring measures, such as requesting regular updates from Internal Affairs and ensuring the Chief of Police's awareness of significant cases. This experience demonstrated the critical value of having an Executive Director.

Sivil Case # IA Case #	Case Open/Close Dates	Allegations	Executive Director Actions
OB-221201-312853 2022-90035-C	11/29/2022 - 7/11/2023	Unsatisfactory Performance (Exonerated), Mobile Recording Systems (Sustained)	Executive director confirmed complainant received closure letter from IA.
OB-221227-680263 2022-90036-I	12/23/2022 - 7/11/2023	Service-Related Inquiry	Executive director confirmed complainant received closure letter from IA.



OB-230224-188710 N/A	2/24/2023 - 7/11/2023	Non-CPD Complaint (Traffic Engineering)	Executive Director made contact with complainant and visited location of incident. Forwarded recommendation to Traffic Engineering Department related to crosswalk markings.
OB-230406-021647 2023-90014-C	4/6/2023 - 7/11/2023	Unsatisfactory Performance (Unfounded), Biased-Based Policing (Unfounded)	Executive Director contacted complainant confirming closure letter. ED reviewed BWC footage and found that officer actions followed policy and IA determination of “unfounded” was accurate.
OB-230509-586130 N/A	5/9/2023 - 7/11/2023	Non-CPD Complaint (UVA Police)	Executive Director followed up on complaint and determined to be UVA PD police cruiser. Outside the scope of the PCOB investigative authority.
OB-230513-119994 N/A	5/13/2023 - 5/26/2023	Compliment	Executive Director forwarded compliment to Chief of Police
OB-230724-377413 N/A	7/24/2023 - 12/18/2024	Biased-Based Policing, Constitutional Procedures	Executive Director confirmed receipt of complaint and requested documentation. Access to CPD records rescinded. Case was closed due to time and procedural limitations when access was restored.

<p>OB-230925-211207 N/A</p>	<p>9/24/2023 - 9/27/2023</p>	<p>Service-Related Inquiry</p>	<p>Executive Director provided complainant with non-emergency contact information for the CPD regarding making a report.</p>
<p>OB-231215-610987 N/A</p>	<p>12/15/2023 - 1/2/2024</p>	<p>Unsatisfactory Performance</p>	<p>Executive Director communicated with complainant for additional details and referred complainant to Internal Affairs due to PCOB lack of records access. Complainant did not file formal IA complaint. ED followed up once more on 8/20/24 with no response.</p>

Looking Forward

As the PCOB continues to develop its oversight capabilities, several key initiatives remain in progress. These include the finalization of the Hearing Examiner Desk Book, the establishment of permanent information-sharing protocols with CPD, and the enhancement of public reporting mechanisms.

Additionally, the classification and investigation of Service-Related Inquiries requires continued scrutiny to ensure appropriate handling of all civilian complaints. This includes developing clear criteria for distinguishing between inquiries and formal complaints. The restoration and maintenance of consistent public data reporting, particularly regarding police-citizen encounters, has been identified as a critical oversight priority. The Board intends to work collaboratively with CPD to ensure transparent public access to this important information.

The development of standardized investigation protocols, building on the improvements implemented in October 2023, will continue to be refined based on operational experience and best practices in civilian oversight. These priorities reflect the Board's commitment to fulfilling its statutory mandate while continuously improving its oversight capabilities and effectiveness in serving the Charlottesville community.

Lastly, there is an ongoing need for the PCOB to review budgetary decisions within the Department and to track spending trends to identify outliers or significant changes to spending. Doing so will help the Board to determine if city resources are being utilized transparently and with accountability measures in place.



ENDNOTES - OVERSIGHT ACTIVITY

[1] City of Charlottesville. (2021). Article XVI. Police Civilian Oversight Board, Charlottesville City Code § 2-452e (Ord. No. O-21-183).

[2] City of Charlottesville Police Department. (2024). General Order Policy #1003 – Discipline and disciplinary matrix (Rev. 05/24/2024).

[3] City of Charlottesville Police Department. (2024). General Order Policy #1010 – Personnel complaints (Rev. 05/24/2024).

[4] City of Charlottesville. (2021). Article XVI. Police Civilian Oversight Board, Charlottesville City Code § 2-461 (Ord. No. O-21-183).



POLICY AND PROCEDURE

In 2023, the PCOB undertook significant work to strengthen and clarify its policy framework, ensuring alignment with city ordinances and enhancing operational effectiveness. Following the appointment of the Executive Director in May 2023, a comprehensive review of governing policies and procedures was conducted. This review process included consultation with key stakeholders across city government, including the Labor Relations Manager, to understand the interplay between the Board's oversight role and the newly established collective bargaining agreement with CPD through Southern States Police Benevolent Association. The Executive Director identified several opportunities to improve the clarity and effectiveness of the Board's express duties through proposed amendments to the PCOB ordinance, which were initially presented to City Manager Michael Rogers in May 2023. Additionally, the Executive Director began developing revisions to the Operating Procedures to better facilitate the Board's oversight responsibilities while ensuring appropriate protections for confidential information. These policy initiatives reflect the Executive Director's commitment to establishing clear, effective frameworks for civilian oversight while maintaining appropriate procedural safeguards.

Policy Development Process

The PCOB implements a comprehensive, three-phase approach to policy development and review. The process begins with an initial assessment phase, during which the Board and Executive Director conduct a thorough review of existing policies, identify potential areas for improvement, evaluate alignment with industry best practices, and assess community impact. Following this assessment, the Executive Director and Board move into the recommendation development phase, which involves researching comparable jurisdictions, consulting with subject matter experts, incorporating community feedback, and drafting formal recommendations. The Department then provides detailed responses to each proposed recommendation. In the final implementation monitoring phase, the Executive Director systematically tracks accepted recommendations, reviews implementation progress, evaluates policy effectiveness, and conducts ongoing assessment of outcomes. This structured approach ensures a thorough and transparent policy development process that incorporates multiple perspectives while maintaining accountability throughout implementation.

Extinguishment of PCOB Bylaws

In December 2023, the Board addressed the need to streamline its governing documents by considering a motion to rescind the 2019 Bylaws in favor of the more comprehensive Operating Procedures approved by City Council in December 2022. This initiative aimed to resolve inconsistencies between the two documents and establish a single, clear source of procedural guidance for the Board's operations.

The proposed action was supported by several key considerations: the Operating Procedures had been developed through consultation with outside counsel and the City Attorney's Office, provided complete governance for the Board's internal operations and duties, and had received formal approval from the Charlottesville City Council. The motion to extinguish the Bylaws was properly presented in accordance with Article 13 of the existing Bylaws, which requires written presentation at a regular Board meeting followed by an affirmative vote of four Board members.

However, at the December 14th meeting, the Board was unable to proceed with the vote due to insufficient attendance, failing to meet the required quorum of four voting members. This matter remains pending and will require consideration at a future meeting when a quorum is present.



Hearing Examiner Desk Book

In 2023, the law firm of Sands Anderson completed the development of the Board's comprehensive Hearing Examiner Desk Book, marking a significant milestone in standardizing and professionalizing civilian oversight of law enforcement in Charlottesville. The intent of this document is to establish the procedural framework for conducting oversight hearings while ensuring consistent standards of fairness, transparency, and due process. The Desk Book's creation involved extensive consultation with legal experts and stakeholders, culminating in its submission to the City Attorney's office for review in late 2023. [1]

The Desk Book codifies three primary types of review hearings: internal affairs investigation reviews, civilian complaint examinations, and serious misconduct incident investigations. For each category, the document outlines specific procedural requirements while maintaining uniform standards of evidence and fairness. Key provisions address hearing examiner qualifications, requiring Virginia Bar membership and either five years of active law practice or equivalent judicial experience, along with specialized training in police oversight procedures.

Significant operational components of the Desk Book include:

- Detailed procedures for conducting pre-hearing conferences and managing evidence presentation
- Guidelines for protecting confidential information while ensuring appropriate public access
- Comprehensive documentation requirements and standards for maintaining hearing records
- Specific protocols for handling witness testimony and managing public participation
- Clear delineation of hearing examiner authority and decision-making parameters

The Board's intent for creating the Hearing Examiner Desk Book was believed to be a crucial step toward enhancing the effectiveness and professionalism of police oversight in Charlottesville. If approved, this document will serve as the guide for conducting oversight proceedings.

Internal Affairs Investigation Format

During 2023, the Executive Director conducted a comprehensive evaluation of the CPD's Office of Internal Affairs investigation procedures, focusing on standardization and quality improvement. Through systematic review and analysis over several months, the Executive Director developed detailed recommendations to enhance investigation formats and documentation standards. These recommendations were formally presented to Chief Kochis and Internal Affairs personnel on October 9, 2023, receiving official acceptance the following day. The Chief's endorsement of these procedural improvements led to implementation efforts beginning in the fourth quarter of 2023, marking a significant step forward in standardizing investigative practices. More detailed information about the specific recommendations and their implementation can be found in the Oversight Activity section of this report, as they align directly with the Board's oversight responsibilities.

Information Access and Sharing Protocols

In late 2023, the Executive Director initiated discussions with the City Attorney's Office to develop Standard Operating Procedures (SOPs) governing information sharing between the PCOB and CPD. These SOPs are designed to establish clear protocols that will facilitate the timely release of necessary information from CPD, enabling the Board to fully execute its responsibilities as mandated by the enabling ordinance. While preliminary drafting began in late 2023, the final SOPs are scheduled for completion and implementation by mid-2024, following thorough consultation and collaboration with all relevant stakeholders.



Policy Recommendations

The PCOB regularly exercises its statutory authority to review and recommend improvements to police department policies and procedures. This authority empowers the Board to conduct thorough examinations of departmental policies and to propose constructive changes that enhance police operations and community relations. During 2023, the Board reviewed three important policies of the Department focused on some of the most pressing topics of law enforcement. [2]

Bias-Based Policing Policy

In early 2023, the PCOB completed a review of the CPD's Bias-Based Policing Policy. The process began with an analysis of the existing policy, followed by the submission of recommendations from Board members in April 2023 to update the definition of "biased-based policing." Of particular concern was the General Order's restrictive language, which requires proof that unfair treatment occurred solely on the basis of racial or ethnic characteristics. This stringent requirement has created an exceptionally high threshold for substantiating allegations, effectively impeding oversight, as evidenced by the fact that no bias-based policing allegations have been sustained under the current policy. In response, the Board developed revised policy recommendations focused on strengthening the definition of bias-based policing, establishing more practical standards for assessing and addressing potential bias in policing activities. The full set of recommendations can be found in Appendix B. [3]

On May 11, 2023, the Board formally approved the proposed policy revisions through a unanimous vote. The motion, introduced by the Vice Chair and seconded by Board Member James Watson, established these recommendations as the official position of the Board. The recommendations were then forwarded to Chief Michael Kochis for consideration.

The collaborative effort between the Board and the Police Department culminated in June 2023 when Chief Kochis fully implemented the recommended changes, including the Board's proposed definition of bias-based policing. On June 9, 2023, Chief Kochis formally notified the Board's Executive Director that all recommendations concerning the Bias-Based Policing Policy had been accepted and implemented. This successful policy revision demonstrates the effective partnership between the Board and the Department in advancing fair and unbiased policing practices in Charlottesville.

Professional Traffic Stops

Throughout 2023, the PCOB issued recommendations for CPD's policy on Professional Traffic Stops, while simultaneously addressing concerns about dashboard camera utilization. The full set of recommendations can be found in Appendix C. [4] The key recommendations included:

- Revising enforcement language from "aggressively investigating" to "proactively investigating" traffic violations, with enhanced emphasis on reasonable suspicion requirements;
- Creating a separate general order for felony stops, noting current procedures inadequately address high-risk situations;
- Implementing neutral terminology by replacing "suspects" and "violation vehicles" with "subjects" and "subject vehicles";
- Establishing clear protocols for dashboard camera activation upon violation detection, though the Executive Director noted ongoing challenges with cameras not capturing initial infractions.



The Board Chair suggested exploring opportunities to expand dashboard camera usage in collaboration with the Department to address these documentation gaps. These recommendations reflect a broader effort to enhance procedural clarity while balancing enforcement effectiveness with professional conduct. The Board emphasized the need for comprehensive documentation of traffic stops while acknowledging current technological limitations in capturing preliminary violations that lead to vehicle stops.

Flock Safety System

In the fourth quarter of 2023, the PCOB received a presentation on the proposed FLOCK Safety Program, an automated license plate reader system. Lieutenant Joey Lewis delivered a detailed presentation outlining the program's technological capabilities, while Chief Kochis provided strategic context for the proposed implementation. The presentation initiated a thorough evaluation process that encompasses multiple critical areas of consideration.

The Executive Director and Board developed several key policy recommendations to ensure appropriate implementation and oversight of the FLOCK system. Recommendations focus on establishing clear operational protocols that differentiate between alert-driven activities and retrospective investigations, while implementing robust data protection measures. The Board proposed a 30-day maximum data retention period, quarterly audits with detailed documentation requirements, and comprehensive training protocols for all system users.

To promote transparency and accountability, the Executive Director recommended implementing clear procedures for alert validation and stop documentation, along with monthly public reporting of anonymized system outcomes. The proposed framework balances law enforcement needs with the privacy of the public. The Executive Director continues to work closely with CPD leadership to refine these guidelines to serve both public safety and community interests. The final policy is scheduled to go into effect in 2024 during the rollout of the FLOCK system. The full set of detailed recommendations can be found in Appendix D.



ENDNOTES - POLICY AND PROCEDURE

[1] Charlottesville Police Civilian Oversight Board. (2023, July 24). Desk Book for Hearing Examiners of the Police Civilian Oversight Review Board [Procedural Manual]. City of Charlottesville, Virginia. Derived from the Hearing Officer Desk Book, Office of the Executive Secretary of the Supreme Court of Virginia.

[2] City of Charlottesville. (2021). Article XVI. Police Civilian Oversight Board, Charlottesville City Code § 2-462 (Ord. No. O-21-183).

[3] City of Charlottesville Police Department. (2024). General Order Policy #401 – Bias-based policing (Rev. 05/24/2024).

[4] City of Charlottesville Police Department. (2024). General Order Policy #521 – Professional traffic stops (Rev. 05/24/2024).



PROFESSIONAL DEVELOPMENT

In accordance with the Board's commitment to maintaining high standards of oversight and the training requirements outlined in the PCOB ordinance, the Executive Director and Board engaged in professional development throughout 2023. [1] These activities were designed to enhance the effectiveness of the Board and Executive Director in fulfilling statutory responsibilities while ensuring members remained current with best practices in civilian oversight, law enforcement operations, and community engagement. The Board's professional development program integrated multiple training approaches, including participation in professional organizations, specialized training sessions with CPD and community leaders, as well as focused workshops on legal and procedural aspects of oversight. This multi-faceted approach ensured Board members received both the mandated training requirements and additional specialized knowledge necessary for effective oversight.

Professional Memberships and Affiliations

- National Association for Civilian Oversight of Law Enforcement (NACOLE)
- International Association of Chiefs of Police (IACP)

Professional Conference Participation:

- 29th Annual NACOLE Conference (Chicago, November)
- IACP Women's Leadership Institute Conference (Austin, September)
- Constitutional Policing Conference attendance (July, Virtual)
- Institute for American Policing Reform presentation at UVA (October)

Executive Director Professional Development

The Executive Director is responsible for oversight, leadership, and administrative duties which support the Board. Professional development is of high importance for effective management of the many responsibilities required by this role. The Executive Director participated in the following training activities in 2023:

- Oversight Training
 - Progressive Discipline (May)
 - NACOLE Webinar: The Evolution of Use of Force (July)
 - REI (Race, Equity, Inclusion) Groundwater Workshop (September)
 - Tomorrow Talks: Community Safety that Heals (November)
 - Criminal Justice Information Services (CJIS) Authorization (December)
- Leadership Training
 - Performance Management (May)
 - Emotional Intelligence Training Series (June)
 - Managing Conflict and Difficult Personalities (July)
- Administrative Training
 - Procurement (May)
 - Small Purchases (June)
 - Request for Quotation (June)
 - IT Systems Workshop (November)



Board Trainings & Presentations

The following is a list of Board trainings and guest presentations provided to Board members during 2023. The Board benefits greatly from opportunities to hear from community members and CPD leadership as part of the process to understanding investigation procedures and the impact of policing on the community. The knowledge gained through these professional development activities directly informed the Board's work, leading to more effective oversight practices and stronger community relationships.

Board Structure, Procedures, Challenges, and Training Requirements (March 9th)

This training session provided a wide-ranging overview of the PCOB's structure and operations. The presentation outlined the PCOB's foundation as a working Board empowered by the 2021 City Ordinance and 2022 Operating Procedures, with a mandate to provide independent civilian oversight of the CPD. The Board's composition includes seven voting members and one non-voting member, supported by an allocated budget of \$362,000 for FY 2023. The training program combines formal instruction with self-guided study, covering essential topics such as oversight history, Board procedures, hearings, investigations, and audits. Lieutenant Haney, serving as the CPD's training liaison, outlined additional resources available to Board members, including access to departmental policies and the opportunity for ride-along experiences to better understand police operations.

New Board Member Training Session (April 1st)

On April 1, 2023, the PCOB convened a special meeting dedicated to training its newest members. The comprehensive training session covered fundamental aspects of the Board's operations and responsibilities, beginning with an overview of its mission, authority, and the historical context of police oversight in Charlottesville. The Board Chair and Independent Counsel led presentations that delved into essential topics including the Board's procedures, member duties, and Freedom of Information Act (FOIA) requirements. A significant portion of the training focused on the legal framework governing police oversight, with particular attention to the *Graham v. Connor* case and its implications for the Board's work. Members were briefed on the Board's powers and responsibilities, anticipated complaint volumes and workload, and the delicate balance between maintaining transparency through FOIA compliance while protecting confidentiality. The session concluded with an introduction to core operational procedures, including complaint processing, conducting independent investigations, review hearings, and making disciplinary recommendations, followed by a discussion of key operational challenges, questions from new members, and next steps for the Board.

Disciplinary Matrix and General Orders Training (April 13th)

The PCOB received training on the CPD's disciplinary framework and General Orders from Internal Affairs command staff and Chief Kochis. This session covered the Department's progressive discipline approach, including its disciplinary matrix that categorizes violations and corresponding sanctions, with particular emphasis on procedures related to civilian oversight, bias-based policing, and handling of citizen complaints. The training enhanced the Board's understanding of departmental protocols and accountability measures, directly supporting its oversight responsibilities.



Addressing Homelessness Guest Presentation (July 13th)

On July 13th, The Haven's Executive Director Anna Mendez delivered a presentation to the Police Civilian Oversight Board addressing homelessness in Charlottesville. The presentation revealed concerning trends in local data, showing that emergency shelter stays have dramatically increased from 48 days in 2019 to 206 days in 2022-2023, while the by-name list tracked 459 people experiencing homelessness over the past year, with approximately 200 individuals homeless at any given time. The Haven was highlighted as a vital resource providing day shelter services, housing assistance, and connections to community partners like UVA Health and Region Ten. The presentation concluded by examining the intersection of homelessness and policing, referencing the *Martin v. Boise* (2018) case and emphasizing the Board's mandate to protect civil rights and champion equitable policing practices, particularly as they relate to Charlottesville's homeless population.

The Women's Initiative Guest Speaker (August 10th)

Kassandra Baltazar Alarcón from The Women's Initiative (TWI), provided an overview of TWI's work in the community. TWI is a nonprofit organization providing counseling, social support, and education services to transform women's challenges into positive change and growth. As Bienestar Programs Coordinator and Therapist, Ms. Baltazar Alarcón specializes in providing bilingual therapy services, with particular focus on serving Latinas and the Latine community through creative and culturally responsive approaches. The organization emphasizes trauma-informed, culturally responsive care that maintains high standards while creating a welcoming, safe environment. TWI's services are particularly focused on meeting the needs of women, Black, Latino, and LGBTQ+ communities. TWI's 2024-2026 strategic plan focuses on expanding access to care, strengthening community partnerships, and building sustainable growth to meet increasing community mental health needs.

Equal Justice USA Guest Presentation (November 9th)

Sam Heath presented on behalf of Equal Justice USA (EJUSA), a national nonprofit focused on death penalty repeal and building community-centered public safety ecosystems. Heath outlined EJUSA's approach to justice, which balances the needs of harmed persons, communities, and those who caused harm. The presentation highlighted four potential partnership opportunities: the Trauma to Trust program (bringing law enforcement and community members together), the Charlottesville Area Justice Coalition, Community Listening Sessions, and Central Virginia Community Justice's restorative justice initiatives. EJUSA's work emphasizes shifting from punitive measures to healing-centered approaches in public safety.

Central Virginia Community Justice Guest Presentation (December 14th)

Ashley Cinalli-Mathews, Co-Director of Central Virginia Community Justice (CVCJ), presented on their work providing restorative justice alternatives to criminal prosecution. CVCJ creates opportunities for direct accountability and healing between those who have caused harm and those who have been harmed. The organization focuses on countering mass incarceration and racial disparities in the justice system through restorative practices that build relationships and promote healing. Their services are open to all, with referrals coming from attorneys, victims' advocates, schools, prisons, and individuals seeking alternatives to traditional criminal prosecution.



ENDNOTES - PROFESSIONAL DEVELOPMENT

[1] City of Charlottesville. (2021). Article XVI. Police Civilian Oversight Board, Charlottesville City Code § 2-466 (Ord. No. O-21-183).



COMMUNITY ENGAGEMENT

After arriving in May 2023, the Executive Director worked to expand the PCOB's community presence through a strategic approach emphasizing direct public engagement and accessibility. Under this leadership, the Board implemented an outreach program that balanced formal oversight responsibilities with active community participation. The Board's engagement strategy focused on building stronger relationships across all segments of Charlottesville's community, with particular attention to historically underserved neighborhoods and populations. This enhanced engagement approach was evident in the PCOB's consistent presence at local events, targeted outreach engagements, and development of new partnerships with community organizations. The following sections list these engagement efforts throughout the year. [1]

- Spring Community Events:
 - Board Vice Chair Dr. Jeff Fracher participated in a neighborhood walk with Chief of Police and command staff (April 12th)
 - Executive Director participated in a neighborhood walk with Chief of Police (May 4th)
- Summer Community Events:
 - Chihamba African American Arts Festival - Booker T. Washington Park (July 29)
 - National Night Out - IX Park (August 1)
 - Westhaven Community Day Celebration (August 5)
 - Southwood Boys & Girls Club Back-to-School Bash (August 15)
- Fall Community Events:
 - Sabroso Festival - Booker T. Washington Park (September 16)
 - Pride Festival - IX Park (September 17)
 - Westhaven Halloween Celebration (October 31)
 - Westhaven Christmas Celebration (December 21)

Educational and Academic Engagement

The Executive Director actively engaged with academic institutions and professional organizations to share knowledge and promote understanding of civilian oversight practices. Through presentations, guest lectures, and community discussions, the Executive Director contributed expertise to various educational forums, fostering dialogue about police-community relations and oversight mechanisms. These events also provided opportunities for the community to ask questions and voice concerns about policing and the role of the PCOB in addressing those concerns through investigations, monitoring, and policy review. Engagements included:

- Virginia Council of Governments (March 17)
 - PCOB Chair delivered presentation: "Openness and the Charlottesville PCOB"
- Frank Batten School of Leadership and Public Policy (September 20)
 - Executive Director lecture on "Police Community Relations: Problems and Prospects"
- UVA Women in Policy (October 13)
 - Executive Director lecture for Hispanic American Heritage Month
- Charlottesville Police Department Citizen Police Academy (November 29)
 - Presentation on Police Civilian Oversight
- Trinity Episcopal Church White Feather Historical and Educational Project (November)
 - Participated in virtual panel discussion on "Systemic Inequity and how it can be Overcome"



Public Comment Summaries

The following are summaries of public comments provided during regularly scheduled 2023 meetings of the PCOB. The Board aims to provide transparency on recommendations, comments, input, and feedback from the public and from service organizations who shared.

- March 9th, 2023 - During the public comment period, a community member with extensive experience in police oversight provided several substantive points for the Board's consideration. The speaker highlighted that certain recommendations from the 21st Century Policing Report were outdated and offered to share more recent information from other sources. They also noted the exclusion of mandatory ride-alongs as a Board training requirement. The comment emphasized the importance of violence prevention strategies, specifically highlighting local organizations that approach violence through a public health lens. The discussion expanded to include information about both local and federal violence prevention initiatives utilizing primary prevention models. The speaker concluded by inquiring about current Police Department strategies for addressing bias-based policing concerns.
- April 13th, 2023 - Public comment included one speaker who sought to address limitations in the Biased-Based Policing policy in terms of racial language and dismissive behavior. The speaker asked about how this applies across city services with citizen interactions which involve CPD, the Fire Department, and the Rescue Squad. The Chief addressed the speaker during this time, indicating a review of the Biased-Based Policing policy was underway, that cross-service relationships and alignment were strong, and that all officers receive NARCAN training.
- June 8th, 2023 - Diversity Officer for the University of Virginia Police Department made a presentation concerning training programs that are available beginning the Fall of 2023. The speaker discussed new courses that train police officers in hate crime identification, LGBTQ+ awareness, and effective communication skills. A second speaker from the Legal Aid Justice Center made comments concerning Biased-Based Policing policy recommendations and asked questions concerning what information involving complaints against Police Department personnel can be revealed to the public.
- July 13th, 2023 - A speaker from the Legal Aid Justice Center thanked the PCOB for reengaging with the community. A second community member presented information from an article titled, "Escalated police stops of Black men are linguistically and psychologically distinct in their earliest moments". The speaker also asked questions about the 2022 CPD annual report. A third speaker asked a question about the mechanism of tracking police encounters with citizens.
- October 12th, 2023 - Two speakers from the Legal Aide Justice Center spoke on the topic of the FLOCK Automated License Plate Reader system and argued against adoption and implementation. Concerns were expressed about how the policy and procedures for use would be implemented by law enforcement.
- November 9th, 2023 - Public comment from a Home to Hope representative provided support of the presentation given by Equal Justice USA and outlined programs which overlap with the work of the PCOB.
- December 14th, 2023 - Two speakers independently addressed concerns regarding 5th amendment rights of citizens as they relate to pretextual motor vehicle stops and inquired about current CPD procedures.



Media and Public Outreach

The PCOB expanded its media presence and public outreach in 2023, working to ensure transparent communication about oversight activities and Board initiatives. Through strategic media engagement and the development of accessible public education materials, the Board strengthened its ability to keep the community informed about police oversight matters. The Executive Director maintained regular contact with local media outlets while developing new channels for public outreach. Key communications activities included:

- Media Appearances and Interviews:
 - In My Humble Opinion (IMHO) Talk Show appearance (August 27)
 - Meeting with reporters Patrick Wilson and Charlotte Woods (October 2023)
 - Participation in Chief Kochis press conference regarding Market Street Park incident
- Public Education:
 - Development and distribution of informational materials about oversight processes
 - Creation of public education resources explaining the complaint process
 - Regular updates on Board activities and initiatives through various communication channels
- Press Publications and Coverage:
 - The Daily Progress
 - 12/15/2023 - Seat opens on Charlottesville police oversight board [2]
 - 04/12/2023 - Kochis to speak at Charlottesville Police Civilian Oversight Board [3]
 - 03/8/2023 - Police Civilian Oversight Board to meet Thursday [4]
 - 02/8/2023 - Charlottesville's Police Civilian Oversight Board meeting canceled [5]
 - 01/28/2023 - Bellamy Brown resigns from police oversight board, makes bid for state House seat [6]
 - Information Charlottesville
 - 04/19/2023 - Charlottesville appoints new police board director [7]
 - 09/19/2023 - Charlottesville police considering use of license plate recognition system [8]
 - 10/03/2023 - Chief Kochis refutes charges of police brutality in Market Street Park [9]
 - C-Ville
 - 04/26/2023 - PCOB gets new director [10]
 - 05/24/2023 - PCOB plans: New Executive Director Inez Gonzalez discusses the oversight board's future [11]

This coverage consistently highlights the Board's ongoing evolution since its establishment following the 2017 Unite the Right rally, particularly focusing on its structural challenges and institutional development. One primary narrative centers on leadership transitions, most notably the appointment of Inez Gonzalez as Executive Director in May 2023, bringing extensive law enforcement experience to address the Board's previous operational gaps. The coverage reflects persistent tensions between police accountability and community relations, exemplified in detailed reporting of incidents involving unhoused individuals and subsequent investigations. The articles also document the Board's expanding role in police oversight, including its mandate to audit new law enforcement technologies like the FLOCK License Plate Recognition system. Another recurring theme is the Board's struggle with operational effectiveness, evidenced by meeting cancellations due to quorum issues and the challenge of maintaining consistent membership. The reporting particularly emphasizes the delicate balance between the Board's oversight responsibilities and its relationship with both the Police Department and community stakeholders.



Community Partnership Development

The PCOB prioritized developing and strengthening partnerships with community organizations throughout 2023, recognizing that effective oversight requires strong relationships with diverse stakeholders across Charlottesville. Through regular participation in community initiatives and strategic relationship building, the Executive Director and Board established meaningful collaborations with key organizations focused on justice, advocacy, and community safety. These partnerships enhanced the Board's ability to understand and respond to community needs while advancing its oversight mission.

- Legal Aid Justice Center - Participated in foundational discussions about PCOB development (May 2023) and ongoing collaboration meetings (June 2023)
- Charlottesville Area Justice Coalition - Regular bi-weekly participation following September 2023 inauguration
- Trauma to Trust Program - Strategic planning discussions with Sam Heath and Lionel LaTouche (December 2023)
- Regular participation in CPD Community Action Team meetings (July-August 2023)
- Collaboration with local advocacy groups and community leaders

Collaborative Initiatives:

The Executive Director fostered strategic collaboration across city departments while maintaining the Board's independence and oversight integrity. Working closely with the Police Department, Office of Human Rights, and other key stakeholders, the Executive Director established regular channels for communication and cooperation on initiatives ranging from policy review to community safety. These partnerships enhanced the Board's effectiveness while preserving its essential oversight role.

- Interdepartmental Collaboration:
 - Established monthly coordination meetings with Office of Human Rights
 - Participated in labor relations meetings with James Morani (May 2023)
 - Engaged with Deputy City Manager Ashley Reynolds-Marshall on homelessness intervention strategies (September 2023)
- Police Department Engagement:
 - Contributed to CPD recruitment through participation in interview panels
 - Attended command staff promotion ceremonies
 - Collaborated on policy reviews and recommendations
 - Participated in community outreach plan development for FLOCK Safety initiative (August 2023)
- Community Safety Initiatives:
 - Served on City Manager's task force on people experiencing homelessness
 - Participated in CPD operational meetings regarding Market Street Park unhoused population
- Professional Development:
 - Collaborated with Sivilco and oversight professionals to develop a nationwide investigator's toolkit
 - Established best practices for oversight operations through professional networking
 - Participated in ongoing training and development initiatives



ENDNOTES - COMMUNITY ENGAGEMENT

- [1] City of Charlottesville. (2021). Article XVI. Police Civilian Oversight Board, Charlottesville City Code § 2-465 (Ord. No. O-21-183).
- [2] The Daily Progress. (2023, December 14). Seat opens on Charlottesville Police Oversight Board. Retrieved January 13, 2025, from https://dailyprogress.com/news/local/government-politics/seat-opens-on-charlottesville-police-oversight-board/article_8a663f68-9abe-11ee-b04c-5f8d04d55385.html#tracking-source=in-article
- [3] The Daily Progress. (2023, April 12). Kochis to speak at Charlottesville Police Civilian Oversight Board. Retrieved January 13, 2025, from https://dailyprogress.com/news/local/kochis-to-speak-at-charlottesville-police-civilian-oversight-board/article_799cbe40-d96d-11ed-9eda-871d0e0bfa95.html
- [4] The Daily Progress. (2023, March 9). Police Civilian Oversight Board to meet Thursday. Retrieved January 13, 2025, from https://dailyprogress.com/news/local/government-politics/police-civilian-oversight-board-to-meet-thursday/article_4d875ac4-bdff-11ed-8024-bff79973bfaa.html
- [5] The Daily Progress. (2023, February 8). Charlottesville's Police Civilian Oversight Board meeting canceled. Retrieved January 13, 2025, from https://dailyprogress.com/news/local/charlottesvilles-police-civilian-oversight-board-meeting-canceled/article_c5dab7e8-a7f5-11ed-b088-2753f3025937.html
- [6] The Daily Progress. (2023, January 29). Bellamy Brown resigns from police oversight board, makes bid for state House seat. The Daily Progress. Retrieved from https://dailyprogress.com/news/bellamy-brown-resigns-from-police-oversight-board-makes-bid-for-state-house-seat/article_94388350-9f49-11ed-9959-5f0f1e5c0255.html
- [7] Information Charlottesville. (2023, April 19). Charlottesville appoints new police board director. Retrieved January 13, 2025, from <https://infocville.com/2023/04/19/charlottesville-appoints-new-police-board-director/>
- [8] Information Charlottesville. (2023, September 19). Charlottesville police considering use of license plate recognition system. Retrieved January 13, 2025, from <https://infocville.com/2023/09/19/charlottesville-police-considering-use-of-license-plate-recognition-system/>
- [9] Information Charlottesville. (2023, October 3). Chief Kochis refutes charges of police brutality in Market Street Park. Retrieved January 13, 2025, from <https://infocville.com/2023/10/03/chief-kochis-refutes-charges-of-police-brutality-in-market-street-park/>
- [10] C-VILLE Weekly. (n.d.). In brief: PCOB gets new director. Retrieved January 13, 2025, from <https://c-ville.com/in-brief-58/>
- [11] C-VILLE Weekly. (n.d.). PCOB plans. C-VILLE Weekly. Retrieved January 13, 2025, from <https://c-ville.com/pcob-plans/>



CHALLENGES AND OPPORTUNITIES

The Police Civilian Oversight Board reached a pivotal point in its organizational development during 2023, making progress while also navigating significant challenges. The Board faced several key obstacles, including policy and procedural complications, budget and staffing constraints, and limited access to Police Department records. Despite these challenges impacting core operations, the Executive Director achieved notable successes in community engagement, professional development, and departmental oversight. These accomplishments have established a strong foundation for continued opportunities for the Board to advance its purpose and mission. Looking ahead, the Executive Director has developed a clear set of objectives that will guide the Board's evolution and build long-term institutional excellence. The 2024 Work Plan Framework outlines specific priorities to capitalize on opportunities while systematically addressing ongoing challenges.

Challenge: Policy and Procedural Complications

The PCOB's effectiveness is constrained by structural limitations within its establishing ordinance. While the ordinance grants broad oversight authority, the structure complicates implementation through redundant provisions, unclear language subject to interpretation, and poorly organized information. This creates unnecessary complexity for city staff, particularly the Executive Director, in advancing investigations, audits, and oversight monitoring. Additionally, the documentation prerequisites mandated in the ordinance create an unnecessary barrier. Before the Executive Director can exercise oversight functions, an official procedural framework must be established, including investigation and audit manuals, reporting guidelines, operating procedures, and a hearing examiner's desk book. While progress has been made on many of these, they create a cascade of dependencies and procedural conflicts where oversight cannot proceed unencumbered.

One example of a barrier the ordinance caused was a premature launch of the public complaint portal and acceptance of cases in 2022. The Board was not legally prepared to investigate complaints due to lack of an approved set of operating procedures by City Council. [1] A review request received in July 2022 emerged as another significant illustration of these challenges. Lack of familiarity with the ordinance resulted in the Board's approval of this review request despite a legal prohibition related to potential civil litigation with the City. [2] Even with the Executive Director's completion of an investigative case file and evidence review in 2023, the Board encountered substantial barriers to conducting a formal hearing due to unfulfilled procedural requirements. Key impediments included the pending approval of a hearing examiner's desk book by the City Attorney's Office and the absence of approved hearing examiners. The situation underscored the critical need to develop more streamlined procedures that maintain accountability standards while enabling efficient and timely case resolution. [3]

Lastly, there exists a fundamental limitation is the PCOB's ordinance which restricts the ability of the Executive Director to compel officer testimony in a case investigation. This constraint materially impacts the Executive Director's investigative capacity and its ability to conduct thorough reviews of potential misconduct. The restriction, combined with the Board's inability to impose binding disciplinary recommendations, significantly diminishes its oversight effectiveness and creates operational contradictions with the Operating Procedures approved by City Council. [3] [4] Inconsistencies across various policy and procedure documents provides unnecessary avenues of subversion and resistance to Board powers and duties. Policy and procedural challenges are undoubtedly a long-term issue resulting from subsequent iterations of policy development by various stakeholders and compromises made between competing interests. The center of the issue rests with the difference between the understood or assumed powers and duties the Board should exercise and the actual written language of the policy.



Challenge: Budget and Staffing Constraints

The PCOB operates under budgetary constraints, impacting available resources and personnel. This impairs the Board's fulfillment of mandated responsibilities. Operationally, there is a critical need for enhanced case management software and a system for handling digital evidence. While a currently implemented free solution allows some functional fulfillment of these needs, the lack of enterprise systems creates security, retention, and data reporting concerns. The suspension of access to CPD records in fall 2023 highlighted the vulnerability of the Board's technological dependency on the Department and its systems. The need for more robust, independent alternatives is clear, requiring dedicated budgetary resources for multi-year contractual agreements, technology equipment, and software. Additionally, there is insufficient funding for professional development for Board members and a constraint on access to comprehensive legal counsel. These resource limitations can be resolved with a modest increase in the Board's appropriated funding by City Council.

The volunteer Board currently operates with one city staff member, relying solely on the Executive Director to manage an extensive portfolio of responsibilities. This concentration of duties without access to other personnel has created substantial operational inefficiencies and processing delays, limiting the ability of the Executive Director to provide dedicated attention to oversight activities.

Whereas most city department directors manage essential functions through supervisory staff, the PCOB Executive Director position is structurally unique. While required to participate in the same administrative responsibilities as other directors, including leadership meetings, training sessions, personnel development, and community outreach, the PCOB Executive Director lacks the support structure that allows other departments to maintain operational continuity during such engagements. During these times, the essential oversight work mandated by the PCOB ordinance must be paused due to the absence of the Executive Director. There is no ability to delegate authority through a deputy director, supervisors, or other personnel who can continue to advance the department's core functions. This structural limitation creates a direct trade-off between fulfilling administrative city leadership obligations and conducting the Board's statutory oversight responsibilities.

While the approval of a Management Analyst position for 2024 represents a positive development, the Board continues to lack funding for several other essential roles. The absence of a dedicated investigator/auditor significantly impairs the Executive Director's ability to conduct thorough and timely complaint investigations, reviews, and auditing functions. Similarly, the lack of a community engagement specialist reduces the Board's capacity to build and maintain vital relationships with citizens, institutions, and community organizations.

Challenge: Limited Access to Police Department Records

The relationship between the PCOB and CPD faced significant challenges in 2023, particularly regarding information access and transparency. Despite early progress, including the Executive Director's participation in CPD operational meetings and access to the Axon Evidence system, fundamental obstacles emerged in establishing effective oversight mechanisms. A pivotal setback occurred on October 23, 2023, when CPD suspended the Executive Director's access to departmental records during the Board's first formally approved investigation of the year. This suspension, triggered by the previous administration's non-compliance with the 45-day requirement for establishing information-sharing protocols, severely limited the Executive Director's ability to monitor CPD's internal records. [5] This interruption highlighted the vulnerability of the Board's oversight capabilities and its dependence on departmental cooperation for essential functions.



The ongoing suspension of access to departmental records has highlighted the urgent need for clearly defined procedures that facilitate effective Board oversight while protecting sensitive investigative and criminal justice information. The Executive Director is currently collaborating with the City Attorney's Office and the Chief of Police to develop standard operating procedures that balance oversight requirements with the protection of confidential evidence. These procedures aim to establish systematic approaches for reviewing critical data while serving both the Board's mandate and the Department's operational needs. This experience underscores the importance of creating institutionalized information-sharing protocols that can withstand leadership changes and procedural challenges. The Board hopes to re-establish information sharing in 2024.

Opportunity: Community Engagement

Building upon an expanded community presence in 2023, the Executive Director aims to implement a more structured and strategic approach to public engagement and outreach. Experience has demonstrated that effective oversight requires deep community trust and understanding. In 2024, there is a greater opportunity for developing sustainable partnerships with social justice organizations and community groups, exemplified by growing relationships with entities like the Charlottesville Area Justice Coalition. The Executive Director plans to enhance public education initiatives through regular community forums, improved digital communication channels, and the development of comprehensive informational materials about citizen rights, oversight functions, and the complaint process. The Executive Director's goal is to continue improving access to public safety information for City of Charlottesville residents to enhance transparency. Lastly, expanding community outreach through events and initiatives will be essential for maintaining and growing public trust in 2024.

Opportunity: Professional Development

The coming year presents significant opportunities for enhancing operational capabilities and professional expertise through targeted training and engagement with industry organizations like the National Association for Civilian Oversight of Law Enforcement (NACOLE). Following the successful completion of various oversight and law enforcement training programs in 2023 by Board members and the Executive Director, continued priority will be placed on professional development opportunities which enhance understanding of best practices in civilian oversight. This effort will expand the Board's analytical capabilities for reviewing police practices and developing more sophisticated recommendations when auditing police functions and adherence to policy.

Opportunity: Department Oversight

The PCOB demonstrated the potential for making a regular impact on Police Department policies, as seen through the successful implementation of definitional changes in the Bias-Based Policing Policy and the Executive Director's recommendations for changes to the Internal Affairs investigation format. These achievements align with the Board's responsibility to audit policies, practices, and procedures of the Department in an effort to proactively improve community policing and protect citizens through prevention of avoidable incidents. An ongoing opportunity exists for the Board to make continuous impact on policing through policy review and identification of training opportunities for officers, supporting adherence to existing and newly revised policies.



Looking forward to 2024, the Executive Director aims to expand oversight capacity through several key initiatives. The Executive Director will establish a systematic review process for engaging in departmental policy recommendations. With the support of community input, the Executive Director can implement a comprehensive, priority-based approach to reviewing CPD General Orders. The Executive Director will also seek to enhance the Board's ability to implement mediation opportunities between complainants and the Department as outlined within the ordinance. [7] Additionally, the establishment of clear metrics for evaluating policy effectiveness will enhance the Executive Director's ability to fulfill the Board's mandate of maintaining trust between CPD and the City of Charlottesville community. Specifically, an initial review of the automated license plate reader (ALPR) policy will be critical as the FLOCK system is rolled out in 2024. In this regard, the Board will engage diverse community stakeholders through public meetings and focused outreach, ensuring recommendations reflect community priorities and concerns. These opportunities reflect meaningful ongoing work the Board can carry forward with limited barriers, creating a public record of CPD policy transparency and accountability.

2024 Work Plan Framework

The Executive Director has also established a structured Work Plan Framework to meet the PCOB's oversight responsibilities through measurable objectives and defined priorities. This framework outlines strategic activities aimed at enhancing investigative capabilities, strengthening community partnerships, and establishing model oversight practices that can serve as benchmarks for similar organizations. The framework provides a systematic approach for tracking progress through specific performance metrics while maintaining flexibility to address emerging needs. Through focused implementation of these priorities, the Executive Director aims to solidify the Board's oversight role, deepen community engagement, and contribute meaningfully to public safety outcomes in the City of Charlottesville. This strategic approach underscores the Executive Director's commitment to fostering accountability, transparency, and trust between law enforcement and the community.

Community Priorities

1. Community Outreach
 - a. Conduct targeted public outreach through meetings and town hall style forums
 - b. Deepen and establish relationships with local social justice and service organizations
 - c. Expand Board member presence through attendance at community events
2. Digital Enhancement
 - a. Upgrade web page design, functionality, and navigation
 - b. Improve complaint process through portal accessibility and awareness
 - c. Strengthen online transparency measures and access to public safety data
3. Educational Materials
 - a. Develop consistent reporting about the PCOB's oversight activities and achievements
 - b. Create collateral materials about the Board's role and the complaint process
 - c. Design public education resources regarding citizen rights and interactions with CPD



Oversight Priorities

- Information Sharing Protocols
 - Finalize an information sharing standard operating procedure with CPD
 - Establish protocols for accessing police department records and data
 - Implement evidence review procedures and security protocols
- Procedural Development
 - Draft clarifying amendments to enabling ordinance
 - Update operating procedures to ensure consistency with the ordinance
 - Establish a framework for rules of conduct to facilitate orderly Board meetings
 - Complete hearing examiner's desk book through City Attorney's Office approval
 - Identify and appoint qualified hearing examiners
- Investigation Framework
 - Develop comprehensive investigation protocols
 - Establish audit and review procedures
 - Implement mediation function for complaint resolution

Operational Priorities

1. Professional Development
 - a. Complete mandated NACOLE and procedural training for all Board members
 - b. Participate in additional law enforcement training opportunities on best practice
 - c. Engage with member conduct and rules of order training for Boards
2. Ordinance Requirements
 - a. Produce annual report by established deadline and begin monthly reporting
 - b. Monitor resource allocation and make justified budgetary recommendations
 - c. Enhance systematic review processes for CPD General Order recommendations
 - d. Track completion targets and measures of oversight activity through systematic mechanisms
3. Meaningful Data Collection
 - a. Investigation completion rates
 - b. Public engagement events and participation
 - c. Policy recommendation implementation
 - d. Resource utilization outcomes and return on investment
 - e. Training completion status and impact
 - f. Community feedback indicators

Conclusion

The strategic vision for the Police Civilian Oversight Board extends beyond operational improvements to encompass broader systemic change. The Executive Director aims to establish model oversight practices that can serve as a benchmark for similar organizations across the region. The establishment of sustainable community trust remains fundamental to this vision, supported by enhanced police accountability measures and improved public safety outcomes. This approach acknowledges that effective oversight requires robust operational capabilities and sustained community engagement. While resource constraints and institutional barriers present notable challenges, these must be evaluated against the potential for meaningful impact on police-community relations. A structured approach to these objectives, combined with strong community support and institutional commitment, positions the Executive Director to achieve notable progress in enhancing police oversight and accountability in the City of Charlottesville. Through systematic implementation of the identified strategies, the Board is empowered to advance its mission of promoting transparency, accountability, and trust between law enforcement and the community.



ENDNOTES - CHALLENGES AND OPPORTUNITIES

[1] City of Charlottesville. (2021). Article XVI. Police Civilian Oversight Board, Charlottesville City Code § 2-452e,h; 2-453f; 2-460a; 2-462b (Ord. No. O-21-183).

[2] City of Charlottesville. (2021). Article XVI. Police Civilian Oversight Board, Charlottesville City Code § 2-458c (Ord. No. O-21-183).

[3] City of Charlottesville. (2022). Operating Procedure No. PCOB-9: Hearing Examiners. In Police Civilian Oversight Board Operating Procedures (Resolution #R-22-165) (pp. 34-40).

[4] City of Charlottesville. (2021). Article XVI. Police Civilian Oversight Board, Charlottesville City Code § 2-458b; 2-461a,b (Ord. No. O-21-183).

[5] City of Charlottesville. (2022). Operating Procedure No. PCOB-5: General Principles for Board Investigations. In Police Civilian Oversight Board Operating Procedures (Resolution #R-22-165) (p. 29).

[6] City of Charlottesville. (2021). Article XVI. Police Civilian Oversight Board, Charlottesville City Code § 2-452e (Ord. No. O-21-183).

[7] City of Charlottesville. (2021). Article XVI. Police Civilian Oversight Board, Charlottesville City Code §§ 2-462a; 2-468 (Ord. No. O-21-183).



APPENDIX A - CPD DISCIPLINE MATRIX

CONDUCT-GENERAL (1-0)						
	CATEGORY					
	A	B	C	D	E	F
(1-1) Violations concerning general misconduct	X	X	X	X		
(1-2) Violations relating to inappropriate comments and gestures	X					
(1-3) Violations relating to rude or discourteous conduct, coarse, profane or insolent language (direct words towards persons)		X				
(1-4) Violations relating to rude or discourteous conduct, coarse, profane or insolent language (not directed towards any person)	X					
(1-5) Violations relating to rude or inappropriate comments, gestures, discourtesies or conduct relating to a person's race, religion, ethnicity, national origin, disability, or gender				X	X	X
(1-6) Violations relating to harassment of non-department member citizens		X				
(1-7) Violations relating to conduct of a sexual nature while on duty					X	X
MISREPRESENTING FACTS (2-0)						
(2-1) All intentional misrepresentation of facts and any manner of false reports or statements						X
DOMESTIC VIOLENCE (3-0)						
(3-1) Violations concerning domestic related misconduct (not assault related)	X	X	X			
(3-2) Violations concerning domestic violence / assault,					X	X
(3-3) Violations concerning domestic violence / battery and other violation ₂ (commission of an assault)					X	X
CONTROLLED/ DANGEROUS SUBSTANCE AND ALCOHOL and TOBACCO (4-0)						
(4-1) Violations concerning illegal drug use						X
(4-2) Violations concerning non-illegal drug abuse					X	X
(4-3) Violations relating to intoxication on duty					X	
(4-4) Violations relating to drinking on duty			X	X		
(4-5) Violations relating to reporting to work impaired		X				
(4-6) Violations relating to the Departmental tobacco use policy	X	X				
(4-7) Violation of the City of Charlottesville no smoking contract			X			
(4-8) Violations relating to failure to report for urinalysis						X
1- <i>F</i> is the preferred option. <i>E</i> may be used if there is substantial mitigation.						
2- Domestic Violence is a crime and members are subject to charges of violation of criminal statutes						

APPENDIX A - CPD DISCIPLINE MATRIX

CRIMINAL CONDUCT (5-0)						
	CATEGORY					
	A	B	C	D	E	F
(5-1) Violations relating to criminal conduct			X	X	X	X
HARASSMENT AND DISCRIMINATION (6-0)						
(6-1) Violations relating to racial harassment / discrimination					X	X
(6-2) Violations relating to religious, ethnic harassment / discrimination					X	X
(6-3) Violations relating to sexual orientation harassment / discrimination					X	X
(6-4) Violations relating to pregnancy harassment / discrimination					X	X
(6-5) Violations relating to gender harassment / discrimination					X	X
(6-6) Violations relating to disability harassment / discrimination					X	X
(6-7) Violations relating to age harassment / discrimination					X	X
(6-8) Violations relating to other harassment / discrimination					X	X
(6-9) Retaliation against person(s) alleging harassment / discrimination					X	X
(6-10) Failure to cooperate with harassment / discrimination investigation					X	X
(6-11) Failure to cooperate with EEOC investigations					X	X
(6-12) Failure to report acts of discrimination / harassment					X	X
EXCESSIVE FORCE AND BRUTALITY (7-0)						
(7-1) Force which is outside of policy, but not brutal or excessive	X	X	X	X		
(7-2) Excessive force – force that is excessive in scope duration or severity in light of the circumstances					X	X
(7-3) Failure to report use of force incident as described in policy		X	X			
(7-4) Failure to report incidents of the brutal use of force					X	X



APPENDIX A - CPD DISCIPLINE MATRIX

NEGLECT OF DUTY (8-0)						
	CATEGORY					
	A	B	C	D	E	F
(8-1) Violations concerning general neglects of duty	X	X	X	X		
(8-2) Violations concerning inadequate performance of duty	X	X				
(8-3) Violations concerning failure to perform duty	X	X	X			
(8-4) Violations concerning failure to submit appropriate reports or information as required	X	X				
(8-5) Violations concerning failure to report knowledge of matters of misconduct which would not constitute a category "A" violation		X	X	X	X	
UNIFORMS AND EQUIPMENT (9-0)						
(9-1) Violations concerning loss or damage of equipment not including service weapons, radios, badges, automobiles or ID	X	X				
(9-2) Violations concerning loss or damage of service weapons, radio, badges, automobiles or ID		X				
(9-3) Violations concerning the loss or damage of service weapons			X			
(9-4) Violations concerning allowing unauthorized persons to use Department equipment		X	X			
(9-5) Violations concerning improper attire / appearance	X					
FIREARMS (10-0)						
(10-1) Violations concerning negligent handling of a weapon resulting in discharge causing injury					X	
(10-2) Violations concerning negligent handling of a weapon resulting in the discharge not causing injury		X	X			
(10-3) Violations relating to the negligent handling of a weapon not resulting in discharge		X				
(10-4) Violations concerning carrying unauthorized weapon on duty		X				
(10-5) Violations concerning unauthorized ammunition on duty		X				
(10-6) Violations concerning failure to secure weapon		X	X			
(10-7) Violations concerning failure to report discharge of weapon			X	X	X	
(10-8) Violations concerning failure to maintain weapons as operational		X				



APPENDIX A - CPD DISCIPLINE MATRIX

PRISONER RELATED VIOLATIONS (11-0)						
	CATEGORY					
	A	B	C	D	E	F
(11-1) Inappropriate behavior during prisoner searches		X				
(11-2) Violations relating to improper searches (functionally inadequate).		X				
(11-3) Violations relating to improper transportation of prisoner	X					
(11-4) Violations relating to inappropriate handling of prisoner property		X				
(11-5) Violations relating to improper restraint of prisoners	X					
(11-6) Violations relating to inadequate guarding of prisoner violations		X				
(11-7) Violations related to medical / mental treatment violations (Failure to provide for the medical / mental treatment of prisoners)	X	X				
EVIDENCE AND PROPERTY (12-0)						
(12-1) Violations related to the initial recovery of evidence at a scene	X					
(12-2) Violations related to the receipt of evidence	X					
(12-3) Violations related to the processing / testing of evidence	X					
(12-4) Violations related to improper destruction, storage or release of evidence	X	X				
(12-5) Violations related to the initial recovery of found property	X					
(12-6) Violations relating to the receipt of found property	X					
(12-7) Violations related to the storage / release of found property	X	X				
(12-8) Violations related to intentionally tampering with evidence						X
MISCELLANEOUS (13-0)						
(13-1) Violations relating to criminal history dissemination				X	X	
(13-2) Violations relating to DMV history dissemination				X	X	
(13-3) Violations relating to improper dissemination of confidential departmental information			X	X	X	X



APPENDIX A - CPD DISCIPLINE MATRIX

MISCELLANEOUS VIOLATIONS (Continued) (13-0)						
	CATEGORY					
	A	B	C	D	E	F
(13-4) Violations related to being off post or leaving assignment without permission	X					
(13-5) All other miscellaneous violations	X					
(13-6) Violations relating to failure to obey direct order (oral or written)		X				
(13-7) Violations relating to insubordination		X				
(13-8) Violations relating to obstructing or hindering a criminal investigation					X	
(13-9) Violations relating to obstructing or hindering administrative investigation					X	
(13-10) Violations relating to failure to appear in court* <i>*First offense "A", Second offense within 12 mos "B" Subsequent offense follow normal matrix progression</i>	X*					
(13-11) Violations relating to absence without permission or leave		X	X			
(13-12) Violations relating to lateness for duty	X					
(13-13) Violations relating to sleeping on duty	X	X				

SECONDARY EMPLOYMENT VIOLATIONS (14-0)						
(14-1) Violations relating to no approved off duty employment form on file	X					
(14-2) Violations relating to expired secondary employment form	X					
(14-3) Violations relating to restriction violations (hours/week)	X					
(14-4) Violations relating to working on Sick Leave or Worker's Comp		X	X			
(14-5) Violations relating to using unauthorized departmental equipment while working secondary employment		X				



APPENDIX A - CPD DISCIPLINE MATRIX

DEPARTMENT VEHICLE VIOLATIONS (Continued) (15-0)						
	CATEGORY					
	A	B	C	D	E	F
(15-1) Allegations relating to parking offenses	X					
(15-2) Violations relating to seat belt offenses	X					
(15-3) Reckless use of or handling of Departmental Vehicles.		X	X	X		
(15-4) Allegations relating to preventable fleet accidents	X	X				
(15-5) Violations relating to reckless handling of any vehicle while on department time.		X	X	X		



APPENDIX B - BIASED BASED POLICING

Charlottesville Police Civilian Oversight Board Policy Recommendation

February 10, 2023

Revision of the Definition of Biased-Based Policing in General Order 06-2

Legal Authority for the Board's Recommendation

Sections 2-452(c)(4) Section 2-462(a) of the Charlottesville City Code grant the Charlottesville Police Civilian Oversight Board the authority: "...To investigate policies, practices, and procedures of the Department and to make recommendations regarding changes to such policies, practices and procedures..." The authority of municipalities to grant such powers to oversight organizations is found in VA Code 9.1-601(a)(4).

Provisions of the Bias-Based Policing General Order

Charlottesville Police Department General Order 06-02, Bias-Based Policing¹, was issued on August 8, 2019. The aim of the policy is stated as: "The Charlottesville Police Department insists that citizens will only be stopped or detained when there exists reasonable suspicion to believe that they have committed, are committing, or are about to commit a violation of the law..." Further, "The purpose of this policy is to unequivocally state that biased-based policing in law enforcement is unacceptable." The policy goes on to affirm the constitutional rights of all individuals to equal protection, stating that despite Police responsibilities to proactively enforce the law, the CPD must protect the rights of all citizens "regardless of race, creed, color, ethnicity, sex, sexual orientation, physical handicap, or religion."

The Order further specifies approaches to assuring that bias-based policing does not occur, including ongoing training for officers in "courtesy, cultural diversity, laws of search and seizure, and interpersonal communication skills", as well as training on the law related to stops, searches and detentions. The Order finally specifies that citizen complaints related to bias-based policing be investigated by the Internal Affairs Department, and includes an explicit prohibition against retaliation against, or harassment of, individuals who file such complaints.

Areas of Concerns Related to the General Order

1. Definition of Bias-Based Policing. While the Order recognizes the need to preserve the rights of citizens, the definition of what constitutes bias-based policing is very narrow: "The detention, interdiction, or other disparate treatment of any person on the sole basis of their racial, ethnic status, or characteristics." From a practical standpoint, this appears

¹ <https://www.charlottesville.gov/DocumentCenter/View/708/400-05---Biased-Based-Policing-PDF>



APPENDIX B - BIASED BASED POLICING

to be a standard that is almost impossible to fulfill, depending as it does on being able to prove the intent and mental state of an officer during an incident. In addition, it leaves out a wide range of circumstances where the treatment of an individual was influenced by, but not totally dictated by racial or other forms of prejudice. Surely, individuals deserve protection from unequal treatment whenever bias is a contributing factor.

2. Outcomes of Bias-Based Policing Allegations. Since the General Order was issued in 2019, no allegations of bias-based policing have been sustained². Sixteen such allegations have appeared in the IA reports spanning calendar year 2019 through September 2022. Of these, 13 were judged by IA to be “unfounded”, two were closed as “exonerated” and one was administratively closed when an officer left the CPD. It may be that in all 16 cases, the police had not, in fact been responsible for bias-based policing. However, as noted above, it seems more likely that in practice the definition of bias-based policing is just too narrow to be sustained under commonly occurring circumstances.

Alternative Approaches to Defining Bias-Based Policing

Difficulties with regard to the use of a bias-based policing policy that requires an officer’s actions to be “solely” based on race, ethnicity, etc. have been known since at least 2002, when the Police Executive Research Forum (PERF) published Racially Biased Policing: A Principled Response³ In their report, they pointed out that the “solely” requirement did not apply to a wide range of police activities that might be classified as discriminatory under then-prevailing law. Focus group research conducted for their report also found that this definition of bias-based policing to be confusing to both officers and civilians. While there is not space here to review all the relevant literature on the definition of bias-based policing, it is becoming clear that discriminatory behavior by police is rarely driven “solely” by conscious prejudice. Thus, a number of analyses, including the President’s Task Force on 21st Century Policing⁴ (2015) and Bias-Free Policing⁵ (2020) by the Law Enforcement Policy Center stress the need for a wholistic approach to addressing discriminatory policing, including public outreach efforts, improved officer training on the legal basis for police actions and implicit racial and cultural bias, and increased supervision and performance monitoring. In support of such wholistic approaches, there is a distinct tendency to move to a more nuanced and broader definition of what constitutes

² All statistics in this discussion were abstracted from monthly and annual Internal Affairs Reports provided by the Charlottesville Police Department. <https://charlottesville.org/1495/Internal-Affairs-Case-Data>

³ Friedel et al. (2001); <https://cops.usdoj.gov/ric/Publications/cops-w0172-pub.pdf>

⁴ https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

⁵ International Association of Chiefs of Police (2020) <https://www.theiacp.org/sites/default/files/2020-06/Bias-Free%20Policing%20January%202020.pdf>



APPENDIX B - BIASED BASED POLICING

bias-based policing. The Appendix provides a small set of example definitions, some of which have been adopted by Virginia municipalities.

Recommendation⁶

As a first step in revising the CPD's approach to addressing Bias-Based Policing, the Board urges the CPD to broaden the definition of what constitutes bias-based policing to be more consistent with current thinking on the nature of discriminatory police actions and to be more applicable to the situations addressed in the "real world" when evaluating citizen complaints.

⁶ This recommendation was approved by a vote of the PCOB at their February 9, 2023 meeting.



APPENDIX B - BIASED BASED POLICING

Appendix: Alternative Definitions of Bias-Based Policing

This appendix provides a number of definitions of bias-based and discriminatory policing that have been suggested by standards and accreditation organizations and that have been implemented by police departments in Virginia and other states. This is by no means an exhaustive listing; however, the definitions are generally representative of what is found during simple web searches on the key phrase “biased-based policing.” The definitions are presented first, followed by citations. The cited documents generally also describe comprehensive programs for addressing discriminatory policing.

1. Biased policing is defined herein as discrimination in the performance of law enforcement duties or delivery of police services, based on personal prejudices or partiality of agency personnel toward classes of individuals based on specified characteristics. Conversely, fair and bias-free treatment refers to conduct of agency personnel wherein all people are treated in the same manner under the same or similar circumstances irrespective of specified characteristics.

Bias-Free Policing (2020), IACP/LEPC

2. Biased policing is the application of police authority based on a common trait of a group. This includes but is not limited to race, ethnicity, national origin, religion, age, gender, gender identity/expression, sexual orientation, immigration status, disability, housing status, occupation, or language fluency.

Accreditation Standards (2021), Commission on Accreditation for Law Enforcement Agencies (CALEA).

3. Unlawful discrimination is any action that unjustly results in unequal treatment of persons or groups based on personal characteristics such as age, race, gender, color, national origin, ethnicity, creed, religion, or disability. Racial discrimination, sexual harassment, racial profiling, bias based policing, or any other form of unlawful discrimination, either by a specific act or omission, by or against any employee, is unlawful and will not be tolerated... Inappropriate behavior, even absent any specific intent of the actor, can have a discriminatory impact.

Regulation 201.General Responsibilities (2019) Fairfax County Police Department.

4. Employees shall not make decisions or take actions that are influenced by bias, prejudice, or discriminatory intent. Law enforcement and investigative decisions must be based upon observable behavior or specific intelligence. Officers may not use discernible personal characteristics in determining reasonable suspicion or probable cause, except as part of a suspect description.

5.140 - Bias-Free Policing, Seattle WA Police Department Manual (2019)

5. Bias-based policing - An inappropriate reliance on characteristics such as race, ethnicity, national origin, religion, sex, sexual orientation, gender identity or expression, economic



APPENDIX B - BIASED BASED POLICING

status, age, cultural group, disability or affiliation with any non-criminal group (protected characteristics) as the basis for providing differing law enforcement service or enforcement.

Harrisonburg, VA Police Operations Manual 314.1 (2018)⁷

6. Biased policing is the inappropriate consideration of specified characteristics in carrying out duties. Specified characteristics include, but are not limited to race, ethnicity, national origin, gender, gender identity, sexual orientation, socio-economic status, religion, housing status, disability, and/or age.

Virginia Beach Police Department Operational General Order 6.04 Biased Policing (2021)

7. Bias-Based Policing - A law enforcement-initiated action based on race, ethnicity, gender, sexual orientation, economic status, religious beliefs, age, or other bias rather than an individual's behavior or other information identifying the individual as having engaged in criminal activity.

Arlington VA County Police Department Directive 531.06 (2021)

8. Bias-Based Policing: When a CHPD member takes a law enforcement action or decides to provide or not provide police services, and that action or decision is motivated by discrimination on the basis of an individual's demographic characteristics.

Cleveland Heights OH Police Department Policy 401.1.1 (year?)

9. Biased Policing- The inappropriate consideration of specified characteristics while enforcing the law or providing police services. Specified characteristics includes, but is not limited to, race, ethnic background, national origin, gender, gender identity, sexual orientation, religion, socioeconomic status, age, disability, political status, or any other legally protected characteristics.

North Miami Beach FL Police Department Bias-Based Policing 1-02 (2022)

⁷ The same definition is used by the Danville, VA Police Department (Policy 401, 2021)



APPENDIX C - PROFESSIONAL TRAFFIC STOPS

Police Civilian Oversight Board Comments and Recommendations on “Professional Traffic Stops” (General Order 521)

Legal Authority for the Board’s Recommendation

Sections 2-452(c)(4) Section 2-462(a) of the Charlottesville City Code grant the Charlottesville Police Civilian Oversight Board the authority: “...To investigate policies, practices, and procedures of the Department and to make recommendations regarding changes to such policies, practices and procedures...” The authority of municipalities to grant such powers to oversight organizations is found in VA Code 9.1-601(a)(4).

Board Comments and Recommendations

The Board’s comments on CPD General Order 521 “Professional Traffic Stops” are organized by Section as follows:

§ 521.2 POLICY

1. Modify the language about “aggressively investigating” traffic violations. (Maybe “proactively” would be better) and reformat the paragraph so that the need for reasonable suspicion is given equal emphasis with vigorous enforcement.
2. As currently written, this section refers only to “enforcing motor vehicle laws” However, the full General Order also deals with “Felony Stops.” As it stands now, the section on “Felony and High-Risk Stops” seems much too brief to cover this important subject. There should be a separate Procedure for felony stops.

§ 521.3.1 TRAFFIC STOPS

1. Define the differences between a “Traffic Stop” and “Felony Stop” because procedures can differ so much between them.
2. The Procedure should list the steps in initiating a stop (lights, siren, dashcam and body cam etc.) See comment 11 below.
3. There should be some discussion of officer discretion in initiating a stop and issuing a summons versus a warning. Officers should be cautioned in exercising discretion to avoid the appearance of bias or favoritism. Cite General Order 510 with regard to warnings.
4. Throughout this section, individuals that are stopped are referred to as “suspects” and vehicles that are stopped are referred to “violation” or “suspect” vehicles. This should be changed to “subjects” and “subject vehicles.”
5. No mention is made of traffic stops related to juveniles, people with special circumstances (e.g. anyone with designated immunity, military, incompetence, etc.) Cite the appropriate provision of GO 510.
6. § 521.3.1(b). assumes that traffic stops will be performed on a highway when that is not always the case. Instead, more general language should be used relating to preferred stop



APPENDIX C - PROFESSIONAL TRAFFIC STOPS

locations. As an example, "The actual stop should be made in a location that will afford the officer and subject the greatest safety available."

7. § 521.3.1(p). Clarify the meaning of "the trunk should be checked." Presumably this means visually inspected.
8. § 521.3.1(r). Discuss what to do when defiant, belligerent subjects are encountered. Cite guidance on use of force and de-escalation as necessary.
9. § 521.3.1(r)(3). Officers should be polite and careful when interacting with subjects. The procedure should caution officers that they should not unduly prompt or insist that the subject admit to the violation.
10. Add a sentence to this section that requires the officer to tell subjects that signing a summons does not constitute an admission of guilt.
11. § 521.3.1(u). This section should include instructions to turn on dash cams as soon as a violation is detected. It's our understanding that dashcams have a 30-second loop so that turning them on immediately will have a good chance of capturing the violation. This will provide an additional level of documentation when stops are challenged.

521.3.2 FELONY AND HIGH-RISK TRAFFIC STOPS

1. Define "Felony and High-Risk Stops" so that officers know when to apply this guidance. When they see someone commit a crime? When they see a car that is reported stolen or whose owner has an outstanding felony warrant?
2. As noted above, it does not seem that this very brief section adequately covers all the issues that might arise in the course of conducting these more dangerous stops. A separate General Order seems to be called for.
3. If these stops are to be covered here, then the relevant use of force and de-escalation GOs should be cited.

Approved by the PCOB April 11, 2023

Fracher	Aye
McBride	Aye
Mendez	Aye
Pola	Absent
Washington	Aye
Watson	Aye



APPENDIX D - AUTOMATED LICENSE PLATE READER

Comments on Proposes ALPR Procedures (Quoted text is language from the proposal; numbered paragraphs are responses.)

427.3 ADMINISTRATION

“The ALPR technology, also known as License Plate Recognition (LPR), allows for the automated detection of license plates.”

1. Flock is much more than a license plate reader. It is a powerful AI-driven system enabling real-time and retrospective identification of automobiles through both plate numbers and vehicle characteristics. It can also be used for analyses in support of investigations, crime trend analysis, and movements of potential criminal suspects.
2. The procedures need to recognize (a) the difference between alert-driven activities and retrospective investigations and (b) the differences between actions based solely on plate numbers (not “personal information” under VA law) and those which use of vehicle appearance, etc. (which may be covered under the Data Protection Act.)

“It [ALPR] may also be used to gather information related to active warrants, homeland security, electronic surveillance, suspect interdiction, and stolen property recovery. “

1. This is a very wide remit. The term “electronic surveillance” seems to open the system to use for almost any purpose. The language needs to be made more specific.
2. Some jurisdictions include AMBER and SILVER alerts by name. Some also identify the specific sources of external hot lists (NCIC, etc.) This raises the issue of how accurate we believe the Flock hot lists are, but I think this is a question that can only be answered by experience.
3. The circumstances under which the system would be used address active warrants should be clearly spelled out (under “Operations”?) One of the major fears in some parts of the community is that the system could be used to track folks suspected of trivial offenses and to collect fines.

427.4 OPERATIONS

“(b) An ALPR may be used in conjunction with any routine patrol operation or criminal investigation. Reasonable suspicion or probable cause is not required before using an ALPR.”

1. Again, this is a very broad mandate. Also, while not being a lawyer, I believe probable cause or reasonable suspicion would be necessary if the officers were relying solely on vehicle characteristics. This section is, in fact, totally silent about how information related to vehicle characteristics may be used.
2. Under what circumstances will CPD officers (or supervisors) enter license plate numbers into Flock hot lists? Who will be responsible for making sure that the uploaded numbers are removed from the system when action is no longer needed? Who will be responsible for assuring that officers have access to the most updated Flock hot list?



APPENDIX D - AUTOMATED LICENSE PLATE READER

3. Section (f) is not really detailed enough. There should be step-by-step procedures to be used to validate a Flock “alert”, confirm the identification of vehicles, and document the rationale for conducting the stop. Obviously, it would need to be flexible in cases when rapid action is necessary.
4. Finally, detailed procedures should be laid out by which CPD will provide Flock data to other law enforcement agencies.

427.5 DATA COLLECTION AND RETENTION

“All stored ALPR data should be retained in accordance with the established records retention schedule.”

1. I would clearly specify a 30-day maximum, with exceptions for ongoing investigations or other legitimate police activities.

427.6 ACCOUNTABILITY

“(b) Members approved to access ALPR data under these guidelines are permitted to access the data for legitimate law enforcement purposes only, such as when the data relate to a specific criminal investigation or department-related civil or administrative action.”

1. Specify that all officers who will use the Flock system and have access to Flock data will be appropriately trained.
2. We need to differentiate: (a) alert-related access to data (for one vehicle, in the present) from (b) searches of the Flock database (possibly involving multiple or unknown vehicles over a longer period.) The latter should require clear justification and supervisory approval and be documented in the Audit Log (see below.)

“(c) ALPR system audits should be conducted on a regular basis.”

3. The frequency (every three months?) and approach to audits should be much more clearly specified.
4. Audit procedures need to be clearly specified. The best I’ve seen¹ specify detailed descriptions of data elements that should be entered into “Audit Logs” that can be easily checked to confirm that: only authorized personnel obtained access to ALPR information, whether and if any data was moved to other systems, which data was purged when, what actions were taken in response to ALPR information, and whether any Flock access violated applicable law or procedures. Montgomery County also recognizes that retrospective ALPR data use for crime trend analysis or other investigative purposes must be carefully justified and documented. I

¹<https://city.milwaukee.gov/ImageLibrary/Groups/mpdAuthors/SOP/735-AUTOMATEDLICENSEPLATEREADERS-ALPR1.pdf>,
https://www.montgomerycountymd.gov/pol/Resources/Files/PDF/Directives/400/FC%20424_Automatic%20License%20Plate%20Recognition%20System.pdf



APPENDIX D - AUTOMATED LICENSE PLATE READER

think that the increasing power of “ALPR” systems to identify vehicles (“contextual images”) and store and search images requires some special recognition in the procedures.

5. This section should clearly specify who is responsible for conducting the audits (Professional Standards?) and who receives the audit reports (Chief, City Manager.) It goes without saying that anyone involved in the audit should be well-versed in system operations, procedures, and law; having an IT person would probably be a good idea. Adequate resources should be devoted to audits; the data will be voluminous.
6. Finally, a periodic (monthly?) anonymized summary of Flock alerts, actions taken, and outcomes should be provided to the public.



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