



Police Civilian Oversight Board

Annual Report

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2024

FULFILLMENT OF REPORTING REQUIREMENTS

The Charlottesville Police Civilian Oversight Board submits this report in fulfillment of Article XVI § 2-464(b) of the Charlottesville City Code [1]. In accordance with this provision, the PCOB is obligated to provide a report to City Council detailing activities from the preceding calendar year. The report includes summaries of complaints received, investigations conducted, policy recommendations issued, community engagement efforts, and other activities reflecting the Board's mission. The report is intended as a transparent account of the work performed by the Executive Director's office and by Board members throughout 2024. All those who live, work, or spend time in Charlottesville, including residents, employees, students, and visitors are the primary audience of this report. The PCOB hopes this information will enhance public trust and accountability in law enforcement.

THE CITY OF CHARLOTTESVILLE COMMUNITY

The PCOB serves a community with a historically significant and culturally vibrant background. Charlottesville is home to more than 46,000 residents, with a median age of 32.9 years, shaped in part by the University of Virginia's presence. The city is racially and ethnically diverse with 65% of the population identifying as White, 15% as Black or African American, 9% as Asian, and over 10% as foreign-born residents. The median household income is nearly \$70,000, and more than 60% of residents hold a bachelor's degree or higher, well above national averages. At the same time, approximately 22.6% of the population lives below the poverty line, underscoring the importance of equity in civic and policing matters. With a median property value around \$450,000 and an average commute of just under 17 minutes, the city offers both livability and unique challenges [2].

Through this report, the Board reaffirms its commitment to representing the interests and experiences of the full Charlottesville community, striving to ensure that all people are treated with fairness, dignity, and respect in their interactions with local law enforcement.

[1] Throughout the report, only in-line references will be made to the city ordinance governing the PCOB. There are four active revision dates in the ordinance, due to updates made in specific sections. Unless noted, references will refer to the most current version of the section cited. To view current and prior versions of the ordinance, please refer to the online link below and the list of each revision. City of Charlottesville. (2024). *City of Charlottesville Ordinance: Police Civilian Oversight*. Retrieved from https://library.municode.com/va/charlottesville/codes/code_of_ordinances

- (Ord. No. O-24-155, 11-18-24)
- (Ord. No. O-22-164, 12-19-22)
- (Ord. No. O-21-183, 12-20-21)
- (Ord. No. O-21-144, 10-4-21)

[2] US Census Bureau. (2023). *City of Charlottesville, VA*. Retrieved from https://data.census.gov/profile/Charlottesville_city,_Virginia?q=050XX00US51540#populations-and-people

LETTER FROM THE CHAIR

I want to thank all the Board members for their hard work and support over the past year. We have reached some important milestones as we continue down the road toward fully implementing the powers granted to us by City Council.

One major development was the hiring of James Walker in July 2024 as our Management Analyst to support the Executive Director. Over the past several months James has provided invaluable help to Ms. Gonzalez in managing data and supporting the operational functions of the office. He also took on the critical task of collecting and organizing the data necessary to produce the Board's annual report, a requirement under the PCOB Ordinance.

One of the Board's goals is to develop the framework and infrastructure necessary for the Board to conduct detailed audits of the Charlottesville Police Department, an essential function we have long aspired to carry out.

The most significant milestone was finalizing the Standard Operating Procedure for information sharing. This document affirms the Executive Director's authority to receive the information she needs from the Charlottesville Police Department to carry out the Board's mission. In addition, new procedures now allow the Executive Director to monitor Internal Affairs investigations and attend interviews of Charlottesville Police Department employees, developments that have greatly enhanced Ms. Gonzalez's ability to contribute meaningfully to police oversight.

Some of our more "routine" actions this year included reviewing the CPD General Order on Professional Traffic Stops and holding a public discussion on the potential impacts of installing FLOCK Safety automated license plate readers. I'm proud that many of the Board's comments on both matters were ultimately reflected in CPD policy. We also made a point of being present at several community events this year, including the Chihamba Festival, Westhaven Community Day, and the CPD's National Night Out.

Later in the year, we began the important task of reviewing and revising our enabling documents to remove inconsistencies and ensure alignment with each other, as well as with current Commonwealth and local laws. This effort will continue well beyond the end of my time as Chair, but I'm glad to see it underway. I wish my successor the very best!

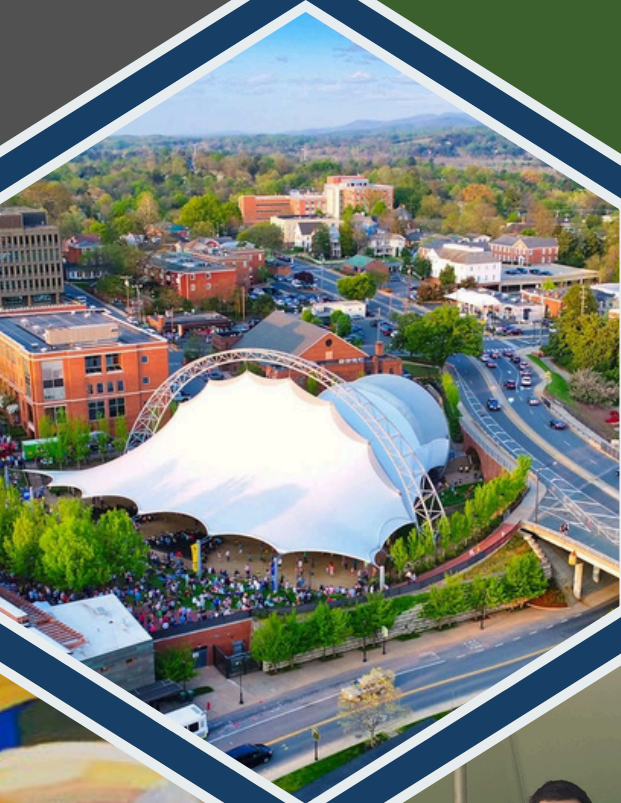
Sincerely,

William Mendez

William Mendez
Chair of the Board

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LETTER FROM THE EXECUTIVE DIRECTOR

Overcoming Challenges – Reflections of 2024 and the Road Ahead

Dear Charlottesville Community,

The past year has been one of progress and institutional development for the Police Civilian Oversight Board. Throughout this period, I have remained deeply committed to the mission of working to rebuild public trust in civilian oversight and to establish a constructive relationship with the Charlottesville Police Department.

While we have achieved important milestones, several structural and operational barriers persist. Inconsistencies within the Board's enabling documents continue to present legal and procedural challenges, at times limiting both the Board's and the Executive Director's ability to exercise the full scope of their authority. In addition, fiscal constraints and staffing limitations have affected our office's operational capacity. Most critically, temporary restrictions on access to CPD records hindered oversight activities, requiring collaboration with the City Attorney's Office and CPD leadership to establish appropriate information-sharing protocols required by our city ordinance.

Despite these challenges, 2024 was a year of measurable improvement. In May, the adoption of the Standard Operating Procedure for Information Sharing marked an important milestone, clearly outlining procedures for accessing departmental records and affirming our office's right to information necessary for impactful oversight. This was followed in June by the execution of a Memorandum of Understanding that granted the Executive Director the authority to monitor Internal Affairs interviews.

The PCOB also played an active role in advancing policy reform. The Board's recommendations were incorporated into revisions of the Professional Traffic Stops and the FLOCK Safety Automated License Plate Reader General Orders, underscoring the PCOB's growing influence on public safety policy. Additionally, the hiring of a Management Analyst in July marked a step forward in strengthening the office's administrative capacity.

The Board maintained a strong presence in the community throughout the year and participated in a range of public events, including the Tom Tom Festival (April), the Chihamba African American Cultural Arts Festival (July), Westhaven Community Day (August), and the Sabroso Festival hosted by Sin Barreras (September), enabling Board members and staff to connect with a broad cross-section of the Charlottesville community and ensuring that community perspectives remained central to our work.

Our professional development efforts also expanded. Training included courses on Basic Internal Affairs, Advanced Internal Affairs, Interviewing Vulnerable Populations, and Trauma-Informed Interviewing, as well as specialized oversight training.

The Management Analyst successfully completed an Accreditation Manager's course, a nationally recognized program that equips participants with a deep understanding of best practices in law enforcement standards. This training has proven valuable in the review and development of CPD policies, providing insight into how policies can be aligned with accreditation benchmarks, legal requirements, and community expectations. It also enhances the PCOB's ability to assess departmental procedures through a lens of accountability, consistency, and professional excellence.

In addition, I was honored to earn Certified Practitioner of Oversight credentials through the National Association for Civilian Oversight of Law Enforcement (NACOLE), further strengthening the professional standards guiding our oversight activities.

Recognizing the need to address foundational issues, the Board established an Amendments Committee in November to conduct a comprehensive review of its enabling documents. This initiative reflects the Board's commitment to developing a more coherent, consistent, and sustainable legal framework for civilian oversight in Charlottesville.

As I look to the future, I remain dedicated to advancing the mission of the Police Civilian Oversight Board. Through this work, my aim is to build a model oversight system that upholds the highest standards of fairness, objectivity, and effectiveness, in service to both the public and law enforcement. In the work of oversight, we do not seek perfection, but progress, measured in truth, built on trust, and fueled by justice. It is with this purpose that I move forward, committed to ensuring our systems serve not only the letter of the law, but the heart of the community.

Sincerely,

Inez M. Gonzalez

Inez M. Gonzalez
Executive Director

**“NOT EVERYTHING THAT IS FACED CAN BE CHANGED. BUT
NOTHING CAN BE CHANGED UNTIL IT IS FACED.”**

— James Baldwin

CURRENT STATE OF OVERSIGHT

The landscape of civilian oversight of police in the United States continued to evolve throughout 2024, reflecting broader tensions between accountability and autonomy. Approximately 200 oversight entities now operate nationwide, a notable increase from 144 in 2016 [3]. This growth occurred amid contrasting legislative approaches across states and localities. While some jurisdictions are strengthening oversight powers, others have implemented restrictions. In particular, Florida's House Bill 601 (April 2024) restricts local government authority over police complaint investigations and limits civilian oversight functions, affecting numerous established review boards across the state [4].

Nationally, four main oversight models are used, each with its own strengths and challenges. These include models that focus on reviewing cases (the most widespread), conducting independent investigations, auditing or monitoring agency practices, and a growing trend toward hybrid models that blend elements of the others [5]. Despite the modest size of the city, Charlottesville's PCOB holds a level of authority that is uncommon even among the nation's largest municipalities. According to recent data, only 48% of the 200 largest U.S. cities have granted their oversight bodies independent investigative authority [6]. While many challenges exist for all oversight models, there is some progress in public sentiment, reflecting the ebb and flow relationship between communities and law enforcement. Confidence in police increased to 51% (+8%) in 2024, including 25% of U.S. adults expressing "a great deal" of confidence and 26% reporting "quite a lot". This is a clear recovery from record lows in 2023, with improvements across multiple demographic groups [7].

Whether these trends are attributed to oversight or not, the attention has allowed oversight bodies to use a data-driven approach, professional standardization, and technological innovations as they mature. Alternative response models for mental health have also emerged in alignment with the goals and efforts of these bodies. The future success of civilian oversight hinges on addressing persistent challenges. Resource adequacy, information access, and institutional support remain critical factors for oversight bodies to expand accountability and transparency in law enforcement, as does navigating the complex political environment surrounding police reform. As oversight bodies continue to professionalize, adopting evidence-based practices and measurable outcomes will be essential to demonstrating the value and sustainability of police oversight.

[3] National Association for Civilian Oversight of Law Enforcement. (2024). *Recent Reports: The Evolution and Growth of Civilian Oversight*. Retrieved from https://www.nacole.org/recent_reports

[4] Florida Legislature. (2024). *Chapter No. 2024-86, Laws of Florida*. Retrieved from https://laws.flrules.org/node?field_list_year_nid=9364

[5] National Association for Civilian Oversight of Law Enforcement. (2024). *Oversight Models: Is one model better than another?* Retrieved from https://www.nacole.org/oversight_models

[6] National Association for Civilian Oversight of Law Enforcement. (2024). *NACOLE Research Series: Civilian oversight capabilities in mid-sized American cities*. Retried from https://www.nacole.org/reports_publications

[7] Gallup. (2024, July 15th). *U.S. Confidence in Institutions Mostly Flat, but Police Up*. Retrieved from <https://news.gallup.com/poll/647303/confidence-institutions-mostly-flat-police.aspx>

ENGAGING WITH THIS REPORT

This 2024 Annual Report provides transparency on the activities, accomplishments, and challenges of the City of Charlottesville Police Civilian Oversight Board (referred to as the PCOB) as it works to fulfill its mission to build trust between the Charlottesville Police Department (referred to as the CPD), city leadership, and the community. The report is structured to guide readers through the multifaceted work of police oversight in Charlottesville. Each section, detailed below, covers a variety of related oversight activities, but also concludes with an "Overcoming Challenges" portion, reflecting the Executive Director's (referred to as the Director) commitment to transparency about the obstacles faced and dedication to finding constructive solutions. While acknowledging these difficulties, the Director also highlights the concrete steps taken to address them, demonstrating ongoing commitment to improvement. The concluding page of this report provides directions on how to access the Digital Appendix where additional reference items are provided for context.

SECTION SUMMARIES

- *Section One - The Police Civilian Oversight Board:* The first section focuses on the Board itself, introducing the Board's purpose, legal authority, duties, and membership, along with training participation, policy development work, and meeting proceedings. This foundation helps readers understand both the mandate and the procedural and governance challenges the PCOB has worked to address throughout the year.
- *Section Two - The Office of the Executive Director:* The second section highlights the work of the Executive Director's office, in which details are provided regarding the operational infrastructure that drives most oversight functions of the PCOB. This includes the Director's core duties, strategic priorities, staffing developments, and budget considerations. This section also documents how administrative challenges have been addressed through improved systems and processes, particularly the milestone of adding a Management Analyst position in 2024.
- *Section Three - Police Department Oversight:* The third section documents all monitoring of the Charlottesville Police Department, including complaint investigations, Police Department audits, and budgetary analysis. This section highlights progress in resolving information access challenges through the implementation of the Standard Operating Procedure for Information Sharing and the Memorandum of Understanding regarding Internal Affairs interviews.
- *Section Four - Outreach and Community Engagement:* The final section showcases the PCOB's community connections, public events, and collaborative efforts with other city departments and local organizations. This section explores the challenges of building community awareness and engagement across diverse stakeholder groups, and how the PCOB has worked to create more meaningful participation opportunities.

THE POLICE CIVILIAN OVERSIGHT BOARD

The Police Civilian Oversight Board serves as the cornerstone of civilian oversight of law enforcement in Charlottesville, reflecting the community's commitment to transparent and accountable policing. This section explores the Board's foundational elements, including its purpose, legal authority, and core duties as established by ordinance. It introduces the diverse group of community members who serve on the Board and details their professional development activities throughout 2024. As the Board works to fulfill its oversight mandate, this section also examines the policy initiatives undertaken, meeting proceedings held, and actions taken by the Board. The collaborative relationship between the Board and law enforcement personnel has evolved throughout the year, creating new pathways for community input into policing practices. The section concludes with a candid assessment of the challenges faced in governance and policy implementation, highlighting the Board's work to strengthen its structural foundation and its ongoing efforts to clarify the Board's authority and procedures.

PURPOSE AND MISSION STATEMENT

As prescribed in Article XVI § 2-452, the PCOB serves as an independent body established to foster trust among the CPD, City Council, City Manager, and community members. The Board is authorized to conduct objective, civilian-led oversight that enhances departmental transparency, ensures accountability, advances equitable and effective policing practices, and safeguards the civil and constitutional rights of all Charlottesville residents. Through investigation of complaints, review of incidents, policy analysis, and community engagement, the Board and Executive Director work to ensure policing that respects diversity, promotes justice, and strengthens community relations across all neighborhoods and demographic groups within the City of Charlottesville.

LEGAL AUTHORITY

The PCOB functions as an independent oversight entity established under Virginia Code § 9.1-601 and implemented through Article XVI of the Charlottesville City Code [8]. The Board possesses defined investigative and review powers, including authority to examine civilian complaints, internal affairs investigations, and departmental policies. Council-appointed Board members must maintain objectivity in all proceedings, with support from a City Manager-appointed Executive Director. The Board may retain independent legal counsel and must operate in compliance with all applicable laws and Council-approved Operating Procedures [9].

[8] Throughout the report, only in-line references will be made to the: Code of Virginia. (2020). § 9.1-601. *Law-enforcement civilian oversight bodies*. Retrieved from <https://law.lis.virginia.gov/vacode/title9.1/chapter6/section9.1-601/>

[9] City of Charlottesville. (2022, December 19th). *Resolution to approve operating procedures for the City's Police Civilian Oversight Board No. R-22-165*. Retrieved from <https://weblink.charlottesville.org/public/Browse.aspx?startid=619241&row=1&dbid=0>

DUTIES OF THE BOARD

The Police Civilian Oversight Board executes a mandate focused on three primary functions: investigations, policy review, and public reporting. The Board's principal duties include:

- **Investigation Authority**

- Receive, investigate, and issue findings on civilian complaints regarding conduct of officers and civilian employees
- Investigate major incidents including use of force, in-custody deaths or injuries, serious misconduct, discriminatory stops, and other conduct issues
- Access Department records and information pertinent to investigations
- Request judicial subpoenas, as necessary, after good faith efforts to obtain cooperation

- **Disciplinary Oversight**

- Recommend disciplinary actions when investigations substantiate misconduct
- Receive written explanations when CPD declines to implement recommendations

- **Policy Review**

- Examine departmental policies, practices, and procedures
- Make formal recommendations for policy improvements
- Conduct retrospective audits of internal affairs investigations

- **Fiscal Oversight**

- Review police expenditure reports and budgetary projections
- Make recommendations regarding police budget appropriations

- **Community Engagement**

- Host community listening sessions to address policing concerns
- Facilitate police-community relations through public meetings
- Issue commendations for exceptional police service
- Publish regular reports on Board activities and findings

- **Administrative Functions**

- Develop operating procedures with Council approval
- Propose legislative recommendations
- Submit comprehensive annual reports
- Establish alternative dispute resolution mechanisms for complaints

Constrained by several limitations in the ordinance, the PCOB cannot access juvenile records, confidential informant identities, active investigations, EEOC claims, or records exempt under VA Code. Investigation powers are also limited: statements from Department employees cannot be compelled except by subpoena, investigations must be suspended if criminal conduct is alleged, and the PCOB cannot examine incidents older than one year. The Board also lacks authority over pending legal proceedings, maintaining separation from active legal cases. These limits are in alignment with state law and recognize the PCOB as a civilian entity.

HISTORY OF THE BOARD

The City of Charlottesville's Police Civilian Oversight Board (PCOB) has evolved over the past several years, in principle, to become one of the most empowered civilian oversight bodies in Virginia, based on the duties and powers outlined in its ordinance. However, practical limitations during the implementation of those duties have emerged, many of which are outlined in the challenges sections of each chapter in this report. The origins of the PCOB lie in community activism following the 2017 Unite the Right rally, where many residents criticized the police response and called for greater transparency and accountability. In response, the City Council initiated the formation of a Police Civilian Review Board (PCRB) in December 2017, tasked with researching best practices and recommending a structure for permanent oversight [10].

The first Board was seated in 2018 and quickly faced challenges, including limited access to police data and friction with police leadership. Despite these issues, the Board presented a draft ordinance in 2019 calling for independent investigative powers, data access, and dedicated staff. City Council passed an ordinance in November 2019 establishing a permanent PCRB, although initial powers were limited by state law at the time.

A turning point came in 2020, when the Virginia General Assembly passed legislation enabling localities to expand oversight authority. Charlottesville responded by restructuring the Board and hiring its first Executive Director in 2021. The City Council adopted a new ordinance in December 2021, renaming the body the Police Civilian Oversight Board (PCOB) and granting it the authority to conduct independent investigations, review internal affairs cases, make disciplinary recommendations, and propose policy changes [see 1, 8].

The PCOB conducted a mock hearing in early 2022 but has not yet held a formal hearing on a civilian complaint. Delays have been caused by changes in Board membership, the loss of staff in the City Attorney's Office, and the departure of independent legal counsel. An online complaint intake system, Sivil, was released later that year. However, it should not have been launched, as the Board had not yet approved a required investigations manual or audit manual. Additionally, the Board operated under misaligned timelines, affecting the process for disciplinary recommendations.

Further complicating matters, the Board accepted complaints before these required procedures and investigative staff were in place. It is important to note that several actions taken throughout the Board's history were not in compliance with the ordinance, creating confusion about the practical implications of its authority. In late 2023, the CPD halted the sharing of investigative records due to the lack of a Standard Operating Procedure (SOP).

[10] Evans, W. (2022, August 26th). Charlottesville's police oversight board still a work in progress after five years. *VPM News*. Retrieved from <https://www.vpm.org/news/2022-08-26/charlottesvilles-police-oversight-board-still-a-work-in-progress-after-five>

The ordinance required clarification on how data is to be shared with the Board and Director. This barrier functionally paused the PCOB's oversight capabilities for nearly eight months.

In June 2024, the city adopted both the SOP and a Memorandum of Understanding (MOU), which defines the Director's access to internal affairs interviews and other sensitive materials [11]. Despite this progress, limitations remain: the ordinance explicitly states the Board cannot compel officer testimony, significantly restricting the Board's ability to conduct complete investigations. While the Board possesses subpoena power, legal protections like Garrity rights prevent officers from being forced to speak if it risks self-incrimination. These conditions continue to challenge the Board's ability to conduct investigations and make fully informed disciplinary recommendations.

Despite these structural and procedural limitations, the PCOB has persisted in its role. A new Executive Director was appointed in May 2023, and leadership changes brought renewed attention to community outreach [12]. The Board began reviewing internal policies and making recommendations for their revision throughout 2024.

TIMELINE OF KEY EVENTS

- Aug 2008: Creation of a Police Citizen's Advisory Panel within the Department.
- Nov 2011: Internal CPD investigation into police brutality is not released to the public.
- Jun 2014: Report on racial disparities in juvenile justice is presented to City Council.
- Nov 2016: Funding appropriated for disproportionate minority contact study in adult criminal justice.
- Aug 2017: Unite the Right rally prompts demand for police oversight.
- Dec 2017: City Council authorizes creation of Police Civilian Review Board (PCRB).
- Aug 2018: Initial PCRB appointed to research and recommend board structure.
- Nov 2019: Council adopts ordinance establishing permanent PCRB with limited powers.
- Apr 2020: Virginia General Assembly passes enabling legislation for stronger oversight.
- Sep 2021: First Executive Director hired.
- Dec 2021: Council adopts ordinance forming Police Civilian Oversight Board with expanded powers.
- Jan 2022: PCOB conducts mock hearing.
- Aug 2022: Sivil online complaint system launched without required manuals.
- Oct 2023: CPD halts access to records due to lack of formal SOP.
- May 2023: New Executive Director appointed.
- Jun 2024: SOP and MOU adopted to restore PCOB access to CPD materials.

Throughout this timeline, a consistent and ongoing grassroots effort to reform law enforcement and correctional practices in Charlottesville was spearheaded by many organizations, groups, and individuals who forged the pathway to the establishment of increasingly powerful civilian oversight.

[11] Carrier, A. (2024, June 5th). Eight months after Charlottesville police stopped sharing records with oversight board, member says the city's compromise doesn't ensure enough transparency. *Charlottesville Tomorrow*. Retrieved from <https://www.cvilletomorrow.org/disappointing-8-months-after-charlottesville-police-stopped-sharing-records-with-the-police-civilian-oversight-board-the-city-creates-a-solution-that-the-board-finds-unsatisfactory/>

[12] Ratliff, C. (2023, May 24th). PCOB plans. *C-VILLE Weekly*. Retrieved from <https://c-ville.com/pcob-plans/>

COMPOSITION AND MEMBERSHIP

The PCOB consists of eight members, seven voting and one non-voting, all appointed through a public application process by the City Council. Council will seek to appoint fair-minded and objective members with a demonstrated commitment to community service who have training and experience, including lived experience, with topics relevant to the business of the Board. This includes law, police practices, human resources practices and procedures, trauma-informed mental health issues, and the sociology of historically overpoliced communities (Article XVI § 2-453).

While described in further detail in the policy section to follow, November 2024 saw an important change by the City Council, who voted to amend § 2-453(b)(4) regarding residency requirements. This expanded eligibility to include both employees or residents of Albemarle County, with preference given to City of Charlottesville residents. This change preceded the appointment of four new Board members, two for previously unfilled positions and two replacing members serving beyond their terms. The amended language diverges from the Board's recommendation to City Council, which emphasized maintaining the City of Charlottesville residency requirement for all seven voting members.

MEMBERSHIP REQUIREMENTS

- Three (3) members who are residents of public housing or who come from historically disadvantaged communities that have traditionally experienced disparate policing.
- One (1) member who represents an organization that seeks racial or social justice on behalf of historically disadvantaged communities.
- The non-voting member of the Board shall be an individual with policing expertise or experience. The non-voting member may be a retired law enforcement officer who prior to his or her retirement was employed in a locality similar to the City of Charlottesville.
- The seven (7) voting members of the Board shall be residents of, or shall be employed in, the City of Charlottesville or Albemarle County, with priority given to city residents and those with significant and demonstrable ties to the city.
- No Board member shall be a current candidate for public office, a former member of the Department, an immediate family member of a current department employee, or a current employee of a law enforcement agency, the fire department, the emergency communications center, or the sheriff's office. If council considers appointing a Board member who is employed by the City of Charlottesville, council will seek to avoid potential conflicts of interest.

Members serve three-year terms, maintain confidentiality regarding sensitive information, and may be removed for ethics violations, confidentiality breaches, or failing to complete required training. They must recuse themselves from matters where their impartiality could be questioned and comply with Virginia's Conflict of Interests Act.

MEMBER PROFILES

The PCOB's members bring diverse professional backgrounds to the Board, spanning law enforcement, psychology, community development, mental health, and social services. These public officials strengthen police oversight through their engagement with local organizations and initiatives. The combination of professional experience and community involvement position the Board to evaluate policies, review complaints, and build bridges between law enforcement and residents. As volunteers, the Board offers a voice within the city government directed at improving outcomes of law enforcement and public safety.



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. He served as Vice Chair (2021-2022) and Chair (2022-2024) of the PCOB, playing a role in drafting the ordinance that expanded the Board's powers in 2021. His expertise in data analysis has supported his understanding of disparities in policing. In 2022, he served on interview panels for selecting a new Chief of Police. 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 Chair of the PCOB. 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 36-year Charlottesville resident, Dr. Fracher also serves on the Parks and Recreation Advisory Board. He is the founder and chair of the Charlottesville Parks Foundation. He shares his home with his wife of 53 years, Kay, a retired special education teacher, and two rescued Golden Retrievers. He has two adult sons.



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.



Cameron McBride

At-Large Representative, Term: u3/6/2024 - 8/31/2026

Cameron McBride is a partner at the law firm of Davis Hartman Wright LLP. She is a former Assistant Commonwealth's Attorney with experience prosecuting Virginia traffic offenses and crimes at every level, from speeding to murder. She also is a former Assistant United States Attorney with significant drug and firearm prosecution experience. She is a dynamic investigator and litigator in both civil and criminal matters, including contract disputes, torts, defamation, employment matters, and criminal defense. Cameron's record includes more than 60 jury trial wins in federal and state courts.



Al Pola

At-Large Representative, Term: u3/6/2024 - 8/31/2026

Al Pola graduated with a B.A. in Political Science from The George Washington University, a J.D. from Syracuse University, and a Certificate in Secondary Social Studies from the State University of New York, Cortland. He retired in June 2021 as a full-time high school teacher, a part-time assigned counsel criminal defense attorney, and a volunteer firefighter/EMT. A native Virginian, Mr. Pola also held positions as an adjunct faculty professor in Criminal Science and Fire Science. He recently returned to Virginia with his wife, Lucy. A father of three grown children, Mr. Pola was appointed to the Police Civilian Oversight Board by City Council in 2023 to fill an unexpired term.



Lakeshia Washington

Community Representative, Term: u2/22/2023 - 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.

Note: The eighth seat on the PCOB remained vacant after the resignation of Mr. Charles Flemming II.

PROFESSIONAL DEVELOPMENT

Board training faced scheduling challenges in 2024, resulting in limited professional development for members. While the operating procedures require regular NACOLE training, competing priorities between the Chair and the Director, as well as logistical constraints, prevented the implementation of the training curriculum. Several trainings were postponed due to scheduling conflicts and attendance issues. The Director's office remains committed to fulfilling Board member training requirements in the coming year, recognizing that professional development is central to meaningful oversight. Future training plans include exploring alternative delivery methods and more flexible scheduling options to ensure all Board members receive the education necessary to perform their oversight responsibilities.

USE OF FORCE

In May 2024, the Police Civilian Oversight Board received training on Use of Force policies and practices during its regular monthly meeting. Chief Michael Kochis delivered this educational presentation, providing Board members with context for their oversight responsibilities regarding police use of force incidents. The presentation covered legal standards, departmental policies, decision-making frameworks, and accountability mechanisms related to use of force situations encountered by law enforcement officers.

Following the presentation, Chief Kochis engaged in an interactive question-and-answer session, addressing inquiries from Board members and community members in attendance. This training session exemplified the Board's commitment to ensuring members possess sufficient knowledge of law enforcement standards and legal requirements to effectively evaluate policies, procedures, and incidents involving use of force. The professional development opportunity reinforced the importance of informed oversight and transparent communication between the Police Department, the Oversight Board, and the community.

PARLIAMENTARY PROCEDURES

The November 21st, 2024 Parliamentary Procedures workshop hosted by Walter Erwin, former Lynchburg City Attorney, presenting essential principles for conducting public meetings. The training covered fundamental aspects of Robert's Rules of Order, demonstrating how proper parliamentary procedure creates more productive and orderly board operations. Key topics included basic meeting principles (establishing quorum, managing motions, controlling debate), voting procedures, handling amendments, and addressing points of order, all presented with applications for local government.

Materials illustrated how proper procedure facilitates decision-making while ensuring all participants have appropriate opportunities to contribute. This training provided Board members with practical tools to navigate challenging meeting dynamics while maintaining order and public transparency in their oversight responsibilities.

ORDINANCE AND POLICY RECOMMENDATIONS

The PCOB addressed important governance challenges in 2024 by reviewing and refining foundational documents that guide oversight functions. This work focused on resolving inconsistencies within the enabling ordinance, establishing clear information-sharing protocols with CPD, and finalizing procedures for conducting PCOB hearings. Notable achievements included the adoption of the SOP for Information Sharing in May, the execution of a supplementary MOU in June, and the establishment of an Amendments Committee to conduct ongoing ordinance review.

Despite progress, the policy recommendation process revealed procedural challenges requiring continued attention. The Board experienced a disconnect between recommendations and implementation outcomes, most notably when City Council enacted membership qualification amendments that diverged from Board's proposal. These experiences highlighted the need for improved communication channels between the PCOB and City Council, with more defined pathways for policy changes. Through these refinements, the PCOB aims to build a more coherent, consistent, and sustainable oversight system for the City of Charlottesville community.

COMMUNICATION GUIDELINES

The PCOB made progress toward standardizing communication practices in 2024 with the development of a Communication Protocol Policy. This initiative addressed an operational need by establishing clear guidelines for both internal Board communications and external engagement with stakeholders. The draft policy, initially developed in June 2024 and refined through several revisions, designates the Director and Board Chair as official spokespersons while establishing specific protocols for media relations, social media usage, and public statements. Particularly notable are provisions addressing confidentiality requirements, which strengthen protections for sensitive information while preserving the Board's commitment to transparency. The policy also establishes formal procedures for routing communications through appropriate channels, ensuring consistent messaging aligned with official Board positions rather than individual perspectives.

Beyond procedural requirements, the policy reflects broader governance priorities including accountability, operational consistency, and professional standards. The guidelines address practical challenges faced by Board members when navigating complex oversight responsibilities in public settings, providing clear direction for responding to media inquiries, managing electronic communications subject to FOIA requirements, and maintaining appropriate boundaries with CPD. The policy institutes a chain of command for information flow, reinforcing the Board's commitment to ethical communication practices. The policy will be provided on the PCOB website once the Board is able to vote on final approval, likely to occur in 2025.

ORDINANCE AMENDMENTS

The PCOB initiated a review of its enabling ordinance in mid-2024 after identifying inconsistencies, contradictions, and operational challenges within the document. Initial discussions between the Director, Board leadership, and city officials began in July, with the Director submitting formal recommendations to the City Manager in September. These efforts recognized the need for structural improvements to enhance the Board's effectiveness.

In November 2024, Chair Mendez formally proposed establishing an Amendments Committee dedicated to reviewing the ordinance and developing recommendations for revision. The Board unanimously approved the Committee's formation, reflecting shared recognition of the need for substantive improvements to the oversight framework. The Committee was tasked with proposing changes by the first quarter of 2025.

The Amendment Committee first prioritized Article XVI § 2-453 concerning Board membership qualifications, identified as an urgent matter by City Council. Following a dedicated work session in November, the Board developed and unanimously approved amendments to forward to the City Attorney's Office for review. Chair Mendez emphasized the urgency of this work with the upcoming appointment of new members.

The amendment process revealed coordination challenges between the Board and City Council. Despite the Board's deliberate efforts, communication breakdowns occurred, creating confusion about timing and content. As a result, City Council ultimately enacted amendments to § 2-453 that diverged from the Board's recommendations. The recommendations of the Board and the subsequent final language of Article XVI § 2-453 approved by City Council can be found in the Digital Appendix.

Board members also discussed community engagement needs during the amendment process. The existing outreach strategy, mainly participation in community events, was deemed insufficient for recruiting Board members and gaining detailed feedback from the community. Member Dillard noted the importance of more direct community engagement, emphasizing that "the Board must go out into the community and meet the people where they are." The Amendments Committee continues its work, with recommendations for remaining sections targeted for completion in 2025.

BYLAWS

In January 2024, the Board voted unanimously to rescind the 2019 PCRB Bylaws in favor of the more comprehensive Operating Procedures approved by City Council in December 2022. This decision streamlined governance by eliminating duplicative and sometimes contradictory guidance, establishing the Council-approved Operating Procedures as the single authoritative source for Board operations. The vote followed an unsuccessful attempt in December 2023, which failed due to insufficient attendance to meet quorum requirements.

INFORMATION SHARING PROTOCOLS

The development of formal protocols governing information sharing between the PCOB and CPD represented a material advancement in 2024. This process addressed an operational challenge that emerged in October 2023 when CPD temporarily suspended the Director's access to departmental records despite the Board's ordinance-mandated right to "full access to all Department reports, files and records" pertinent to oversight functions (Article XVI § 2-452(e)). The resulting eight-month negotiation process highlighted the complexity of robust civilian oversight within the City of Charlottesville. The information sharing framework evolved through multiple developmental stages:

- *Initial Framework* (Late 2023): The process began on November 29th, 2023, when the Chief of Police sent a preliminary outline to the Director, from which the Director developed a draft framework more consistent with the duties and authorities granted by the ordinance. On December 28th, the Director then forwarded the draft policy to the City's Attorney's Office for review.
- *Review and Revision* (February-March 2024): On February 22nd, the City Manager forwarded the draft SOP created by Deputy City Attorney April Wimberley to the Director and Deputy City Manager Reynolds-Marshall for review. The Director submitted recommendations on February 29th, noting significant gaps between the draft and the Board's ordinance-granted authority. These recommendations particularly emphasized the Director's right to "actively monitor" investigations with access to records and witnesses "to the same extent as the Department." Ultimately, these gaps were addressed by the creation of the MOU described below.
- *Final Approval* (May-June 2024): The Standard Operating Procedure (CPD/PCOB-01) was signed by City Manager Sanders on May 31st, 2024, establishing protocols for:
 - Written request procedures for departmental records
 - Three-day timelines for CPD to furnish requested information
 - Procedures for auditing internal affairs files
 - Protocols for access to body-worn camera footage
 - Dispute resolution mechanisms for access disagreements
 - Procedures for handling confidential information
- *Supplemental MOU* (June 2024): Recognizing the need for additional clarity regarding interview monitoring, a complementary Memorandum of Understanding was developed and signed on June 28th, 2024. This document established specific procedures for the Director's observation of internal affairs interviews, including:
 - Notifying the Director of all external complaints within one business day
 - Providing 24-hour advance notice of scheduled interviews
 - Procedures for the Director to monitor interviews
 - Mechanisms for the Director to provide feedback and suggest follow-up questions

The implementation of these protocols yielded immediate practical benefits, with the Chief of Police authorizing chief-level access to Evidence.com for the Director on July 9th and approving Criminal Justice Information Services training for the Management Analyst on July 12th. These tangible outcomes established the operational infrastructure for impactful oversight by the Director. The final SOP and MOU can be found in the Digital Appendix.

HEARING EXAMINER DESKBOOK

Chair Mendez worked in 2024 to finalize the Hearing Examiner Deskbook, a procedural framework developed to standardize oversight hearings as required by Article XVI § 2-459, 460. This document, created by the Law Firm of Sands Anderson in 2023 and reviewed by the City Attorney's Office in 2024, establishes detailed protocols for conducting three distinct types of oversight proceedings: internal affairs investigation reviews, civilian complaint examinations, and serious misconduct incident investigations. Structured to balance procedural fairness with transparency, the Deskbook fills an operational gap by providing clear, consistent guidelines for hearing examiners who serve as neutral presiding officers during proceedings.

The Deskbook requires hearing examiners to possess Virginia Bar membership and either five years of active law practice or equivalent judicial experience, ensuring qualified legal professionals oversee all proceedings. The document provides guidance on pre-hearing conferences, evidence admissibility standards based on Virginia Rules of Evidence, procedures for witness testimony, and protocols for maintaining complete hearing records. Particularly noteworthy are provisions addressing confidentiality protections for sensitive information, guidelines for handling *ex-parte* communications, and a framework for handling procedural objections during hearings. Following the Chair's prioritization of this project in early 2024, the Deskbook received a legal review by the City Attorney's Office and now awaits Board approval.

MEETING SUMMARIES

The Police Civilian Oversight Board convened regularly throughout 2024, meeting on the second Thursday of each month at 6:30 p.m. The Board addressed operational, administrative, and policy matters with meeting agendas developed by the Chair of the Board. Though meetings in February, August, and September were canceled due to lack of quorum, the Board engaged in work through nine public meetings, not including an additional dedicated November work session focused on ordinance amendments. These meetings served as forums for board training, policy review, and community engagement, while also providing space for public comment.

JANUARY 11TH, 2024 – REGULAR PUBLIC MEETING

The Board's first meeting of the year primarily focused on administrative and procedural matters, beginning with Chair Mendez's update that the Information Sharing Agreement of Standard Operating Procedures remained pending with the City Attorney's Office. Members formally voted to extinguish the 2019 Police Civilian Review Board Bylaws and supersede them with the existing PCOB Operating Procedures approved by City Council in December 2022. Elections for leadership positions resulted in William Mendez and Jeffrey Fracher continuing in their roles as Chair and Vice Chair, respectively, through unanimous votes. Chair Mendez also emphasized the Board's legal obligation to conduct primarily in-person meetings, with only three fully remote meetings permitted annually. Chair Mendez reviewed relevant local and state statutes related to the requirements for in-person and virtual meetings.

- *Public Comments:* SP noted the circulation of Board member applications by the Charlottesville Area Justice Coalition and inquired about the FLOCK Safety automated license plate reader (ALPR) system status, though no updates were available.

FEBRUARY 8TH, 2024 – MEETING CANCELLED

No regular meeting held due to lack of quorum and membership turnover; agenda items moved to March 2024.

MARCH 14TH, 2024 – REGULAR PUBLIC MEETING

The Board conducted a virtual meeting focused on administrative updates and procedural matters. Chair Mendez announced two new City Council appointments to the PCOB, including Al Pola and Cameron McBride, who were introduced at the meeting. Key discussions included the ongoing vacancy for a Social Justice Representative position, updates on the Standard Operating Procedures for Information Sharing with the Police Department (noting that both the Chair and Director had submitted remarks on the draft SOP).

The Chair also reminded members about annual training requirements, encouraged participation in the CPD's Citizen Police Academy, and requested redistribution of the Professional Traffic Stops General Order to new members. Director Gonzalez provided an update on the Management Analyst hiring process, reporting that first-round interviews were complete with final interviews pending Human Resources availability. Member James Watson proposed organizing a board retreat like the one previously conducted and volunteered to plan logistics.

- *Public Comments:* KF inquired whether the PCOB would attend the upcoming Council meeting discussing the FLOCK Safety ALPR camera system and if the Board would take a public position on FLOCK. Chair Mendez responded that he had already provided official remarks concerning FLOCK that were available to the public.

APRIL 11TH, 2024 – REGULAR PUBLIC MEETING

The Board meeting centered on policy review and pending matters, with the Chair leading a discussion about recommendations for revisions to the CPD's Professional Traffic Stops General Order. Members unanimously approved a motion authorizing Chair Mendez to formally submit these recommendations to Chief Kochis with minor edits. Chair Mendez reported that the Information Sharing Agreement SOP remained pending with the City Manager and City Attorney's Office. The meeting included a component led by the Chair consisting of a discussion regarding the PCOB's powers and authority. Chair Mendez also addressed Chief Kochis' final presentation to the Council concerning the FLOCK Safety ALPR system, noting his outreach to external entities to research appropriate parameters for a FLOCK system pilot study. The Director announced upcoming community events, including the Tom Tom Festival (April 17th-21st) and the 3rd Annual Abundant Life Ministries Community Festival.

- *Public Comments:* No public comments were made during this meeting.

MAY 23RD, 2024 – REGULAR PUBLIC MEETING

The Board's meeting featured a Use of Force training and presentation delivered by Chief Michael Kochis, which included a question-and-answer session with both Board members and community members in attendance (available in the Digital Appendix). Prior to the training, Vice-Chair Fracher announced the upcoming Region Ten Festival at Riverside Park scheduled for May 24th. The meeting followed standard protocol with approval of the agenda and previous meeting minutes, but did not include updates on ongoing matters such as the Information Sharing Agreement that had been discussed in previous meetings. The focus was primarily educational, providing Board members with important context for their oversight responsibilities related to Use of Force policies and practices within CPD.

- *Public Comments:* KF inquired whether the CPD was involved in decisions regarding the State Police response to University of Virginia student protests.

She also raised concerns about an alleged false arrest by the CPD. KF was advised to forward her complaint to the Board for referral to the Office of Internal Affairs, as the Board cannot yet investigate complaints directly due to the pending status of the Information Sharing Agreement.

JUNE 13TH, 2024 – REGULAR PUBLIC MEETING

The Board's brief meeting addressed several administrative and operational challenges. Chair Mendez informed members about draft Communication Guidelines he would be circulating for input. He noted that the Standard Operating Procedures had been finalized, but they did not incorporate recommendations made by the PCOB. Positive developments included an update on the Management Analyst position, with the selected candidate awaiting successful completion of a background investigation before starting. A large portion of the meeting focused on concerns regarding a perceived conflict of interest, as the Law Firm of Sands Anderson, which represents the PCOB, was recently contracted by the City of Charlottesville to serve as acting City Attorney during the current City Attorney's leave of absence. Chair Mendez also announced an upcoming NACOLE Webinar on "Principles Governing Police Community Encounters" scheduled for June 27th.

- *Public Comments:* Reporter Anastasiia Carrier (Charlottesville Tomorrow) inquired whether the PCOB's lawyer had requested consent before agreeing to represent the City of Charlottesville, addressing the potential conflict of interest discussed during the meeting.

JULY 11TH, 2024 – REGULAR PUBLIC MEETING

The Board's meeting marked a milestone with the introduction of the PCOB's new Management Analyst, James Walker, a position that had been discussed in previous meetings. The Management Analyst role is intended to support the operational, data, and reporting elements of the PCOB's work. Chair Mendez provided an overview of the recently signed Memorandum of Understanding between CPD and the PCOB, representing progress on information sharing issues that had been pending for months. The Memorandum addressed the procedures and access regarding officer interviews during Internal Affairs investigations. The meeting included educational components with the Chair requesting the Director to explain the concept of compelled statements, followed by a brief discussion about Garrity Rights, enhancing Board members' understanding of legal protections for officers during investigations. The Chair also announced several upcoming community events: the Chihamba African American Cultural Festival (July 27th), Westhaven Community Day (August 3rd), and National Night Out (August 6th), highlighting opportunities for community engagement. The meeting was notably brief, at 22 minutes, with standard approval of agenda and previous meeting minutes.

- *Public Comments:* No public comments were recorded in the minutes for this meeting.

AUGUST 8TH, 2024 – MEETING CANCELLED

No regular meeting held due to Chair's illness; agenda items moved to October 2024.

SEPTEMBER 12TH, 2024 – MEETING CANCELLED

No regular meeting held due to Chair's illness; agenda items moved to October 2024.

OCTOBER 10TH, 2024 – REGULAR PUBLIC MEETING

The Board meeting featured several developments, including the introduction of a more formal complaint tracking system by the Management Analyst, who provided an overview of complaints received by both the PCOB and CPD's Internal Affairs Unit. Mr. Walker announced that beginning in October, he would produce monthly statistical reports for public consumption on the PCOB's webpage, which he was in the process of updating. The meeting addressed two major governance challenges: the recruitment of independent legal counsel (with Deputy City Attorney April Wimberly recommending an RFI process) and needed amendments to the enabling ordinance, which Chair Mendez described as containing problematic, incorrect, and contradictory language that limits the Director's oversight activities. A specific motion by Member McBride regarding revisions to Article XVI § 2-453 concerning membership failed to receive a second. Councilor Payne, who was in attendance, stated that the Council would follow the Board's lead on timing but noted that Board vacancies would remain unfilled until resolved. Board Member Dillard emphasized that community event participation was ineffective for recruitment and advocated for more direct community engagement. Chair Mendez also provided a brief overview of the FLOCK Safety Automated License Plate Reader (ALPR) Pilot Program.

- *Public Comments:* JF commented on the proposed revision to Article XVI § 2-453 that would include county residents, suggesting that Board members and/or the Director should actively participate in the interview process for PCOB applicants. JF also expressed concern that the City Council had neglected the PCOB in making a determination about the change to membership residency requirements, taking oversight out of the hands of City of Charlottesville residents directly.

NOVEMBER 11TH, 2024 – WORK SESSION

The Board held a special work session focused on developing recommendations for ordinance amendments and addressing operational challenges. Chair Mendez organized this session to finalize language regarding Board residency requirements in Article XVI § 2-453, with urgency highlighted by the Chair's warning that "if we don't provide suggestions to the Council soon, they will act without our input." The session addressed three primary agenda items: proposed changes to Board residency requirements, other amendments to the enabling ordinance, and the Request for Information (RFI) for independent legal counsel recruitment.

This collaborative working meeting was designed to reach consensus on specific language recommendations before the regular monthly meeting on November 14th, where a formal vote could be taken. The session successfully produced agreed-upon amendments to Article XVI § 2-453 and a revised RFI draft incorporating Board member McBride's language changes regarding conflicts of interest, both of which were subsequently approved unanimously at the regular meeting three days later.

NOVEMBER 14TH, 2024 – REGULAR PUBLIC MEETING

The Board meeting demonstrated progress on administrative and governance matters, with successful action taken on two key initiatives from the previous month's meeting. The Management Analyst formally introduced the new monthly reporting format that would be published on the PCOB's website, enhancing transparency about complaint data. The Board unanimously approved a revised Request for Information (RFI) draft document for independent counsel recruitment, with amendments to section 3, subsection 3 regarding conflicts of interest as proposed by Board Member McBride. Similarly, the Board unanimously approved forwarding amendments to Article XVI § 2-453 to the City Attorney's Office for review, reflecting the consensus reached during the November 11th work group session. Chair Mendez successfully established an Amendments Committee dedicated to formally reviewing the ordinance and recommending additional changes, with the proposal receiving unanimous support.

- *Public Comments:* No public comments were recorded in the minutes for this meeting.

DECEMBER 12TH, 2024 – REGULAR PUBLIC MEETING

The Board's final meeting of the year focused on ongoing administrative matters and highlighted a developing tension with City Council regarding ordinance amendments. The Management Analyst provided the regular monthly report overview, continuing the standardized reporting practice established in October. Chair Mendez updated members on the status of the Request for Information (RFI) for independent counsel recruitment, which had been approved at the previous meeting.

A large portion of the meeting addressed concerns about City Council's handling of the Board's recommended changes to Article XVI § 2-453 of the enabling ordinance, with the Chair noting that Council had implemented changes contrary to the Board's recommendations. The Director presented recommendations for additional ordinance amendments for the Board's consideration. Looking ahead to 2025, Chair Mendez reminded attendees that elections for PCOB Officers would be held in January. The meeting took place in a new location, the Neighborhood Development Conference Room at City Hall, rather than the usual CitySpace venue.

- *Public Comments:* No public comments were recorded in the minutes for this meeting.

BOARD MEMBER ATTENDANCE

Board Member	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
William Mendez (Chair)	P		P	P	P	P	P			P	P	P
Jeffrey Fracher (Vice Chair)	P		P	P	P	P	P			P	P	P
George Dillard	A		A	P	A	A	A			P	P-R	A
Cameron McBride	V		A	P	P	A	P-R			P	P	P-R
Al Pola	V		P	A*	A*	P	P-R			P-R	P	P
Lakeshia Washington	P		P	P-R	P-R	P-R	P-R			P-R	P-R	A
James Watson	P		P	P-R	P	A	A			End of Term 8/31/24		
Public Comment	Y-1		Y-1	N	Y-1	Y-1	N			Y-1	N	N

Note: During the April 2024 meeting, Board Member Al Pola attended the CPD Community Police Academy as a representative of the Board. Details about the Academy can be found in the Digital Appendix.

Table Key

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

“A NATION THAT VALUES ITS CITIZENS MUST ALSO VALUE
THE QUESTIONS THEY ASK OF THOSE IN POWER.”

– Barack Obama

OVERCOMING CHALLENGES

Confronting the challenges faced by the Police Civilian Oversight Board demands both a critical assessment of past systemic limitations and a proactive strategy to strengthen the institution. The work undertaken in 2024 underscores the shared resolve of the staff and Board to address long-standing structural, legal, and operational hurdles. Through targeted efforts to amend ordinance gaps, enhance internal operations, and build organizational expertise, while also actively drawing from experts in the field of civilian oversight, the PCOB is advancing its capacity to meet its oversight responsibilities with integrity, resilience, and lasting impact.

GOVERNANCE AND ORDINANCE CHALLENGES

The PCOB operates under an ordinance that is procedurally burdensome and structurally inconsistent. Redundant provisions, vague language, and conflicting documentation have delayed oversight activities and created ambiguity around the Board's responsibilities. These challenges underscore the urgent need for ordinance reform and a clearer legal foundation. In response, the Board launched an amendments reform initiative in 2024, while continuing to fulfill its core obligations. The formation of an Amendments Committee in the fall marked a shift toward proactive governance. This committee reviewed key sections of the enabling ordinance beginning with Article XVI § 2-453 on Board membership, and submitted proposed revisions to the City Attorney's Office, the City Manager's Office, and the City Council for review.

Despite these efforts, the Council declined to adopt the proposed amendments. This decision was made without direct engagement with the Board Chair, Board members, or PCOB staff, and no questions were raised to clarify the recommendations or explore the rationale behind them. While this outcome was disappointing, it highlights an ongoing need to strengthen communication and mutual understanding between the Board and city leadership. Historical tensions and prior interpersonal dynamics have, at times, complicated this relationship. Moving forward, fostering a more open, consistent, and collaborative approach will be foundational to building trust and advancing meaningful oversight reform.

Looking ahead, however, the PCOB remains committed to reestablishing productive dialogue and building mutual trust, while pursuing ordinance reform through transparent, principled advocacy. The PCOB continues to build the institutional capacity necessary to fulfill its oversight role successfully. Collaboration with city leadership is not only possible, but also essential. By working together to reform the ordinance and strengthen the foundation of civilian oversight, the city has an opportunity to support the development of a model that other oversight bodies facing similar challenges can admire and seek to emulate. The path forward is difficult, but with shared vision and partnership, it can lead to a more transparent, accountable, and community-rooted system of oversight.

LEGAL CLARITY AND INDEPENDENCE

A challenge that emerged in 2024 was the need for dedicated and truly independent legal counsel. Early in her tenure, the Director identified a structural vulnerability in the ordinance: it granted a civilian volunteer, the Board Chair, the authority to initiate contracts with outside legal counsel. The Director raised concerns that this arrangement, while well-intentioned, lacked necessary oversight and accountability safeguards. Without a formal mechanism for coordination with the Director, this arrangement could lead to governance and cost-control issues.

Ultimately, allowing a non-city employee to call upon independent legal counsel at will did indeed prove to be expensive and unsustainable. The temporary appointment of the Law Firm of Sands Anderson as Acting City Attorney raised concerns about potential conflicts of interest, particularly given the firm had been previously contracted by the PCOB to serve as its independent legal advisor. While the Board Chair viewed this dual role as a clear conflict, city leadership did not share that assessment.

Following Sands Anderson's decision to end its relationship with the PCOB, the Board was left without legal representation during a critical period. Recognizing the importance of impartial and consistent legal guidance, the Board worked to develop and approve a Request for Information (RFI) to identify new legal counsel. The RFI includes explicit conflict-of-interest safeguards and establishes a process requiring the Board to confer with the Director before engaging with independent counsel, fostering greater coordination and fiscal responsibility.

An additional challenge was the lack of internal legal support: the City Attorney's Office, already stretched thin, had no designated attorney assigned specifically to address the needs of the PCOB. This lack of access to timely legal guidance further underscored the necessity of securing dedicated legal resources for the Board. Independent legal counsel remains a core component of the Board's ability to interpret policy, ensure procedural compliance, and fulfill its oversight mission with integrity and confidence.

Recommendations: Oversight of Legal Counsel Engagement

- *Incorporate Safeguards into the Ordinance:* Revise the ordinance to include the same conflict-of-interest safeguards and coordination requirements outlined in the Board's 2024 RFI for independent legal services. This will ensure consistency, accountability, and long-term procedural clarity.
- *Delegate Contracting Authority to the Director:* Amend the ordinance to specify that the Director, in consultation with the Board and the City Attorney's Office, shall hold the authority to initiate, manage, and terminate contracts with independent legal counsel. This will align decision-making with city governance standards and reduce the risk of mismanagement or procedural conflict.

BOARD COMPOSITION AND CAPACITY ISSUES

Operational delays in 2024 were compounded by challenges related to Board member appointments, attendance, and overall availability. The staggered nature of appointments requires multiple rounds of onboarding and training, placing a considerable demand on staff resources. These challenges are exacerbated when appointments are not made promptly following the expiration of member terms. Inconsistent participation and limited availability among some members further disrupted quorum and delayed decision-making processes.

Recognizing that participation begins with an improved selection process, the Board also formally requested a more active role in the appointment of Board members, including the ability to review applications and participate in candidate interviews. This recommendation was declined by Council in the fall of 2024. Nevertheless, the Board continues to view improvements to the appointment process as imperative to building a more engaged, effective, and sustainable oversight body.

Recommendations: Improving the Board Appointment Process

- *Allow PCOB Staff Participation in Interviews:* Recommend that City Council permit PCOB staff to participate in the Board member application and interview process. As the office responsible for coordinating all oversight activities, PCOB staff are best positioned to explain the substantial time commitment and responsibilities involved, ensuring that candidates enter service with a full understanding of what the role entails.
- *Post PCOB Vacancies Separately with a Minimum 30-Day Application Window:* Recommend that vacancies for the PCOB be posted separately from general city board and commission openings to avoid confusion around differing application deadlines. PCOB staff further recommend a minimum of 30 days to advertise and share openings with the public to encourage a broader and more representative applicant pool.
- *Reinstate City Residency Requirement for Board Members:* Recommend that City Council reconsider and reverse its decision to allow non-city residents to serve on the Board. Community members have expressed strong concerns that individuals who do not live in Charlottesville may lack the lived experience necessary to represent and understand local concerns. Restoring a city residency requirement would align board composition with community expectations.

TRAINING REQUIREMENTS AND IMPLEMENTATION CHALLENGES

The current training mandates outlined in Article XVI § 2-466 of the ordinance impose a complex and fragmented training structure that has burdened staff and hindered operational efficiency. The ordinance requires that multiple types of training be provided within strict and overlapping timeframes following any new appointments.

Mandated Trainings Include:

- NACOLE or Comparable Training (§ 2-466a)
 - At least eight (8) hours of training
 - Must be delivered within 90 days of any new board appointments
 - Repeats at least once every two years
 - Requires coordination with a national or comparable professional organization
- City or Police Department Training (§ 2-466b)
 - Must be provided within six (6) months of any new board appointments
 - Includes at least five (5) different subject areas, such as:
 - FOIA and legal obligations
 - Police Department procedures and record-keeping
 - City policies and code of ethics
 - Requires collaboration with both the Director and CPD leadership
- Additional Training (§ 2-466c)
 - Unspecified frequency, but requires the city to provide training "as needed"
 - Covers a wide range of specialized subjects, including mental health, constitutional law, and community outreach
 - Involves coordinating subject matter experts on a rolling basis

This training regime, while well-intentioned, becomes highly impractical and cost prohibitive in the context of staggered appointments. Every new appointment triggers multiple timelines (90-day and 6-month windows), requiring staff to repeatedly coordinate and deliver the same training sessions across the year, sometimes to just one or two individuals. These repeating cycles consume staff time, delay other work, and strain city resources.

Recommendations: Improving Board Training and Implementation

- *Adopt an Annual Standardized Training Schedule:* Recommend the city adopt a single, standardized annual training schedule to ensure all Board members receive the required education in a timely, consistent, and efficient manner. This approach would eliminate the current need for staggered or repetitive trainings triggered by individual appointments and streamline staff coordination while maintaining compliance with ordinance requirements.
- *Amend the Ordinance to Reflect Practical Implementation:* Recommend the ordinance be amended to align with the proposed annual training structure and eliminate overlapping or conflicting training timelines. Consolidating the current multiple timelines (e.g. 90 days, 6 months, biennial) into a clearly defined, annual process will support long-term planning and reduce confusion or inadvertent noncompliance.

- *Establish Training Compliance Tracking and Accountability Measures:* Recommend the development of a formal tracking system to document completion of required trainings and report compliance to the Board, City Manager, and City Council. Further recommend that consequences for non-compliance, such as repeated failure to attend mandatory sessions, be clearly defined.
- *Incorporate Training into the Appointment Process:* Recommend the required training commitment be clearly communicated during the application and interview process, so prospective members understand the expectations and time required. Written acknowledgment of these requirements should be included in the onboarding process.

MANDATES WITHOUT MEANS

Article XVI § 2-464 of the ordinance outlines two important responsibilities of the PCOB. First, the submission of legislative recommendations to City Council by August 15th of each year. Second, the production of an annual report detailing the Board's activities for the prior calendar year, due by April 15th. These obligations reflect the intent to keep the Council informed and the public engaged in the Board's progress and priorities.

However, in practice, the burden of fulfilling these responsibilities has fallen entirely on staff. The ordinance assigns the task of producing the annual report and legislative recommendations to the Board itself, but does not specify how a part-time volunteer body, which meets once per month and often without consistent quorum, would be expected to draft, revise, and submit a detailed document of this scope. Nor does the ordinance account for the research, coordination, data analysis, writing, or formatting required to produce a professional report aligned with the expectations outlined in § 2-464.

In response, the Director and staff have taken on the responsibility of developing the report and any related recommendations, with the Board providing review and approval. While this approach has ensured compliance and continuity, it further underscores a persistent theme throughout the ordinance: the assignment of complex, time-bound deliverables to a body that lacks the infrastructure or capacity to fulfill these requirements independently. This reinforces the need to reassess the structural assumptions built into the ordinance, and to align formal responsibilities with practical capabilities.

STRUCTURAL BARRIERS TO PUBLIC HEARINGS

Article XVI § 2-459 of the ordinance grants the PCOB authority to conduct hearings following the conclusion of an investigation, either of an Internal Affairs matter conducted by the Police Department, or of an investigation conducted by the Director. The ordinance outlines a detailed process, including the potential for independent investigation and public reporting of findings. However, this entire section raises serious questions about feasibility, legality, and purpose, especially when applied to a part-time volunteer body with no dedicated legal staff or administrative hearing infrastructure.

One of the most fundamental concerns is capacity. A part-time board that meets once a month cannot realistically conduct hearings, issue detailed written findings, or adhere to timelines as complex as those required under this section. These responsibilities more closely resemble those of a full-time administrative tribunal or oversight agency with dedicated legal and investigative teams.

Even more pressing are the legal limitations on what information can be shared publicly. While the ordinance requires that findings from hearings be made available to the public, Virginia Code § 2.2-3706(b)(9) places clear restrictions on the public release of records from administrative investigations of law enforcement personnel. In practice, the Chief of Police has the legal discretion to withhold such records and has exercised that discretion. As a result, the Board cannot publicly share the findings of a review hearing involving a personnel matter unless the Chief specifically authorizes the release.

This creates an irreconcilable contradiction between the ordinance and state law: the ordinance envisions transparent, public hearings and reports; state law and departmental practice limit what can be disclosed. In essence, the public reporting process imagined by the ordinance cannot be realized under current conditions.

Furthermore, the structure of this section is convoluted and internally inconsistent. It attempts to cover multiple investigative paths, findings, and outcomes in great detail, but without clear alignment to existing legal frameworks, timelines, or access to resources. As it stands, this section creates an expectation that the Board is empowered and equipped to carry out quasi-judicial proceedings, when in fact, it lacks the staffing, legal authority, and public access rights to do so effectively.

Ultimately, this section of the ordinance is emblematic of a broader issue: the gap between what the ordinance envisions and what the Board can lawfully and practically do. Addressing this will require honest conversation and legislative revision, not to weaken oversight, but to align its structure with the real-world tools, authority, and capacity available to the Board and its staff.

ISOLATION WITHIN THE OVERSIGHT LANDSCAPE

The PCOB operates in relative isolation, particularly within Virginia, where few independent civilian oversight bodies exist. This limits opportunities for peer exchange, mentorship, and the ability to benchmark best practices against similar entities. As a result, the Board must often develop policies, procedures, and engagement strategies without the benefit of local precedent or collaborative infrastructure.

To address this, the PCOB intends to strengthen its involvement in national oversight networks such as the National Association for Civilian Oversight of Law Enforcement (NACOLE), which offers training, support, and a professional community for oversight practitioners.

Exploring learning exchanges or partnerships with oversight entities in other jurisdictions, even those outside of Virginia, may also provide valuable insights and reduce institutional isolation.

At the same time, it is important to approach these efforts with caution. Oversight structures are deeply shaped by state laws, local government systems, and collective bargaining agreements. What works in one city or state may not be legally viable or operationally relevant in Charlottesville. While external models can provide inspiration and guidance, the PCOB must remain rooted in the specific legal, political, and community context in which it operates. Adaptation, rather than replication, must guide the Board's efforts to learn from others while building an oversight model that is uniquely suited to serve this community.



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**“IT IS NOT ENOUGH TO WANT TO DO GOOD;
ONE MUST KNOW HOW.”**

– Eleanor Roosevelt

THE OFFICE OF THE EXECUTIVE DIRECTOR

The Executive Director serves as the operational cornerstone of the PCOB, providing essential leadership and implementation expertise. Selected through a process that includes PCOB member participation, the Director is intended to work closely with the Board Chair to execute all Board functions. Though the Director is supervised by the City Manager, the Board maintains input through a formal annual performance review of the Director, creating dual accountability to both city administration and civilian oversight members. In its brief history, the PCOB has employed only two Directors. The first, Hansel Aguilar, served from September 2021 to October 2022, establishing a complaint portal and supporting the City Council's adoption of an updated governing ordinance that transformed the Police Civilian Review Board into the current PCOB [13]. After a six-month vacancy, the second and current Director, Inez M. Gonzalez, joined in May 2023, bringing 25 years of law enforcement and internal investigation experience from the Newark, NJ Police Department [14]. Since this appointment, the Director and Management Analyst have worked to document and report on PCOB activities and outcomes dating back to 2023.

ROLE AND PURPOSE

The Director offers leadership and functional support to ensure the Board can exercise its authority as established by city ordinance. Implementation of PCOB responsibilities, including complaint investigations, policy audits, and transparent reporting, fall to the Director and office staff. The Director serves as a crucial bridge between the Board, law enforcement, city leadership, and the community, working to enhance accountability in police operations.

Core Functions of the Executive Director

- *Operational Leadership:* The Director manages day-to-day operations of the Board, including coordinating meetings, supporting Board members, and ensuring compliance with legal requirements like the Freedom of Information Act (FOIA). The Director is also responsible for ensuring the Board is able to engage with one another and other resources relevant to the fulfillment of their duties using.
- *Investigative Oversight:* Another central function involves managing audits of police policies, practices, and procedures, with particular focus on citizen-police encounters and complaint patterns. The Director is intended to investigate civilian complaints and conduct audits of CPD Internal Affairs investigations as well, with the goal of preparing detailed reports on findings and recommendations.

[13] Tubbs, S. (2022, October 12th). Director of Charlottesville Police Oversight Board leaving city. *Information Charlottesville*. Retrieved from <https://infocville.com/2022/10/12/director-of-charlottesville-police-oversight-board-leaving-city/>

[14] C-VILLE Writers. (2023, April 26th). In brief: PCOB gets new director. *C-VILLE Weekly*. Retrieved from <https://www.c-ville.com/in-brief-58>

- *Policy Development:* The Director assists the Board and the City Attorney's Office in developing and refining oversight policies impacting both the PCOB and CPD. This includes continuous review of CPD General Orders, as well as amendments to the enabling PCOB ordinance and operating procedures. The Director also provides guidance on the complex relationship between CPD policies, collective bargaining, and the PCOB, highlighting the legal implications of internal administrative investigations.
- *Training and Education:* The Director coordinates the onboarding process and required follow-up training for Board members, working with organizations like NACOLE while also developing in-house training with staff in relevant departments like the City Attorney's Office. The Director must stay current on federal and state legislation, court opinions, and law enforcement best practices to both carry out the work of the Board and to educate Board members regularly on the ever-changing landscape of law enforcement.
- *Community Engagement:* The role requires building trust among diverse stakeholders including Board members, Police Department personnel, city officials, local organizations, and community members. The Director must effectively dialogue with various audiences and engage proactively with all segments of Charlottesville's citizenry. This often includes participation in and hosting of community events.
- *Administrative Management:* The Director supervises office staff and contractors while also managing the Board's budget and procurement needs. The Director is responsible for coordinating infrastructure repairs and upgrades within the PCOB Office and ensuring all technology needs are met by city IT staff. The Director is also responsible for records retention and the security of access to PCOB data and systems.

The Director's responsibilities extend beyond those detailed above from Article XVI, requiring participation in city leadership meetings and representation across municipal departments. With only one additional staff member in the office, the Management Analyst added in July 2024, the work of the PCOB remains understaffed in relation to the responsibilities of its mandate. The Director must constantly balance PCOB work (investigations, complaint monitoring, board administration) with broader city-wide responsibilities, creating a variety of operational challenges.

The need for specialized positions is clear. A dedicated Investigator would enable more timely complaint examinations, while a Community Engagement Specialist would strengthen relationships with historically disadvantaged communities and local organizations as required by § 2-465 of the ordinance. This targeted expansion would improve both the efficiency and quality of civilian oversight in Charlottesville. Inevitably, the result of having only two staff members is an ongoing need to shuffle priorities based upon events and incidents rather than strategic direction. A new complaint or the needs of the Board may, at times, sideline the longer-term projects of the Director and office staff. These limitations prevent the PCOB from adequately addressing all aspects of its mandate simultaneously.

STRATEGIC PRIORITIES

The Director established a strategic framework in 2024 through a Department Work Plan focusing on policy development, operational enhancements, community engagement, and professional growth. Alongside these priorities, the Director addressed two critical capacity needs in seeking to secure new independent legal counsel and recruiting a Management Analyst to support data analysis and reporting functions. While the Management Analyst position was successfully filled in July, challenges continue in securing appropriate independent legal representation through a Request for Information (RFI) process. Additional staffing recommendations for investigation and community engagement functions remained unfunded in the Fiscal Year 2025 budget. Even so, these priorities collectively aim to strengthen the PCOB's institutional framework, improve operational capabilities, and enhance public engagement while maintaining appropriate independence.

WORK PLAN

The Director established strategic priorities early in the year for FY2025, so the resulting Work Plan reflects both development and implementation throughout 2024 (FY25 includes July 1st, 2024 - June 30th, 2025). This planning document identifies specific goals, timelines, and measurable objectives across four priority areas, while also acknowledging potential challenges and budgetary considerations. These priorities reflect a structured approach to strengthen the foundation of civilian oversight in Charlottesville while addressing both immediate and long-term objectives. The FY25 Work Plan is provided in the Digital Appendix.

- Policy priorities enhancing the institutional framework of oversight through:
 - Revising the PCOB ordinance to improve logical structure
 - Incorporating information sharing protocols from the existing SOP/MOU
 - Proposing the creation of a formal Office of Police Civilian Oversight
 - Restructuring leadership titles to align with other city departments
- Operational priorities measuring oversight activities and expanded capacity by:
 - Implementing systematic audits of body-worn camera and dash camera recordings
 - Hiring an Investigator and Community Outreach Specialist to address capacity
 - Developing a mediation program for less serious complaints
 - Reviewing completed investigations and current policies
- Community outreach priorities reflecting transparency and public engagement through:
 - Updating the PCOB webpage with current information
 - Upgrading the web portal to improve complaint tracking and data analysis
 - Conducting community and Police Department surveys/feedback
 - Expanding education-centered outreach activities

- Professional development priorities establishing ongoing training requirements for:
 - Enhancing staff skills, knowledge, and effectiveness
 - Ensuring Board members understand duties and procedures
 - Reducing risk associated with potential overreach
 - Maintaining awareness of best practices in police oversight

These priorities aim to better inform residents about PCOB services, capabilities, and limitations while gathering meaningful feedback to guide future operations. Beyond the formal Work Plan, the Director pursued a vision in 2024 aimed at establishing model oversight practices that could serve as a benchmark for similar organizations across the region. This approach acknowledges that oversight requires both robust operational capabilities and sustained community engagement.

SECURING LEGAL COUNSEL

The PCOB faced challenges in 2024 following the departure of its existing independent counsel, which had provided legal guidance in 2023. The absence of dedicated legal representation created operational obstacles for the Board's oversight functions, prompting the Director to prioritize securing new independent counsel for the PCOB. In June 2024, Board Chair Mendez articulated what he perceived as a concern regarding potential conflicts of interest when the Law Firm of Sands Anderson was contracted to serve as Acting City Attorney.

The Board Chair and Vice-Chair worked closely with other members of the Board throughout August to explore potential pathways for securing new legal counsel. Following consultation with the City Attorney's Office in October, Deputy City Attorney April Wimberly recommended pursuing either a Request for Information (RFI) or Request for Statements of Interest as the most appropriate procurement approach. This guidance helped establish a clear direction for the recruitment process while acknowledging that these requests would not constitute formal solicitations.

By November 2024, the Board unanimously approved a draft RFI document with specific revisions to the Conflicts of Interest section, as proposed by Board Member McBride. The Director facilitated submission of the approved document to the City Attorney's Office for review, receiving minor edits on December 2nd, 2024. The distribution strategy unfolded throughout December, with Board members identifying key channels for dissemination including: The Charlottesville-Albemarle Bar Association; Virginia Lawyer Weekly; The Richmond Bar Association; local law professors; and targeted outreach to legal firms with relevant expertise. The RFI is provided for reference in the Digital Appendix.

This approach aims to attract qualified candidates while ensuring the independence necessary for oversight operations. At the time of this report, independent legal counsel has not yet been secured by the Board.

PERSONNEL

In 2024, the PCOB made progress in addressing operational capacity constraints with the recruitment and onboarding of a Management Analyst position. This role, initially proposed in December 2023, was designed to provide support for complaint processing, investigation monitoring, data reporting, and administrative functions. The successful staffing of this position represents an enhancement to the PCOB's operational capabilities and is an important step in building a robust oversight infrastructure.

The Director implemented a detailed recruitment strategy beginning in early 2024, working closely with the Human Resources Department to establish position parameters and develop an effective interview process. Initial interviews were conducted in March 2024, followed by in-person evaluations of top candidates. The recruitment process emphasized candidates with strong analytical skills, relevant experience, and a commitment to oversight principles. By June 2024, final interviews were completed, and preparations for onboarding began, including the configuration of office space and technology resources to support the new position.

James Walker joined the PCOB team on July 8th, 2024, bringing over a decade of experience spanning education, data analysis, and technology management. The Director developed a structured onboarding program that began with an orientation to the city's policies, legal framework, CPD General Orders, and investigative procedures. Mr. Walker's integration into the organization included a variety of specialized training as well.

- Management Analyst specialized training in operational data systems included:
 - SAP finance system for budget management and expenditure tracking
 - FOIA portal for managing public records requests
 - Website management tools for public communication and outreach
 - CivicPortal and CivicClerk for coordinating Board activities and documents
 - Sivil Oversight for case management and service tracking
 - CJIS security protocols for handling sensitive information

The addition of the Management Analyst position has enhanced the PCOB's data analysis capabilities, complaint processing efficiency, and administrative capacity. Despite this progress, the Director continues to advocate for additional staffing resources to fulfill the Board's complete oversight mandate. The absence of dedicated investigative and community engagement personnel remains a key constraint, limiting the PCOB's ability to conduct thorough and timely complaint investigations and to build and maintain vital community relationships. The Management Analyst must function, in effect, as a *'deputy'* to the Director because the PCOB Office only has two staff members. Even so, both the Director and Management Analyst are responsible for all categories of work within the PCOB Office, including administrative, oversight, outreach, and board support functions. This forces prioritization and a limit to the amount of time that can be spent on any one task.

SYSTEMS AND PROCESSES

The PCOB Office continues to establish clear processes governing access and use of internal information and law enforcement data through a variety of Software as a Service (SaaS) applications. While the staff have access to request investigation files through CPD Internal Affairs, direct digital access would allow for more efficient management of case files. Crucial to this are the systems and sources used to search, access, and analyze law enforcement records. The utilization of various data systems has enhanced the staff's operational efficiency, allowing for improved monitoring and auditing capabilities. Further refinements are planned for 2025 to strengthen these technological capabilities.

PROCESS DEVELOPMENT

During 2024, the Director and Management Analyst launched a thorough attempt at establishing foundational operational processes across four key areas.

- *Case Management and Complaint Processes:* The team developed standardized templates for complaint intake and complaint communication documents, including an initial citizen contact letter and case closure letter. These templates serve as the foundation for future integration into an automated case management system with deadline tracking capabilities for both PCOB and Internal Affairs investigations.
- *Inter-departmental Collaboration:* The staff established formal working relationships with city departments including IT, CPD, Communications, and the City's Data Analytics Group. This initiative created structured processes for inter-departmental collaboration and identified clear channels for information sharing essential to the PCOB's oversight functions.
- *Data Infrastructure and Reporting:* To support transparent public reporting, the Management Analyst created a data source matrix that inventories available information from both the PCOB and the Police Department. This matrix evaluates data relevance, determines access requirements, and establishes sustainable collection processes that enable ongoing transparency.
- *Documentation and Archives:* The Management Analyst conducted an inventory of PCOB files, accounts, and member-created content to organize materials and establish clear archival processes. This effort addressed gaps in the Board's website documentation and created systems for proper storage and tracking going forward. Recognizing past reporting deficiencies, the Director tasked the Management Analyst with completion of the overdue 2023 Annual Report and initiating monthly reporting to the Board beginning in October 2024, providing regular updates on oversight activities and initiatives.

INFORMATION SYSTEMS

- **Sivil Oversight Case Management**

- The PCOB currently utilizes Sivil, a specialized oversight platform, as its primary case management solution for secure complaint intake, investigation tracking, and case documentation [15]. The platform enables community members to submit and track complaints through a public portal while allowing investigators to manage cases in a secure dashboard. As a founding client of Sivil, the Board continues to utilize the SaaS platform at no cost, though the system has several current limitations which restrict case management capabilities. To address these limitations, the Management Analyst conducted an evaluation of alternative case management products, including IAPro, Axon, PowerDMS, Vector, and CMTS to compare costs, functions, and features against Sivil and one another. Additionally, the Board maintains regular monthly meetings with Sivil to review product updates, discuss new features, address concerns, and provide suggestions for system improvements, ensuring ongoing optimization of the platform's functionality for oversight operations.

- **CivicPlus Local Government Management**

- CivicPlus is a platform designed to assist local governments in managing digital communications, public engagement, and administrative processes through two primary solutions: agenda and meeting management, and municipal website content management [16]. The platform helps office staff facilitate agenda creation and distribution, manage and archive meeting recordings, and centralizes board meeting materials in a public place for citizens to access. The system also offers website content editing to ensure PCOB information is current and accessible. It also includes an integrated calendar for public notice to comply with FOIA requirements.

- **New World LERMS Records Management**

- New World LERMS is a records management system designed for law enforcement agencies to capture, process, analyze, and share data related to cases, incidents, individuals, vehicles, property, and citations [17]. The system features an integrated workflow that connects with computer-aided dispatch and field reporting systems, role-based functionality with customizable dashboards, advanced search tools for swift information retrieval, and built-in features which allow for the auditing of data to ensure compliance with reporting standards. The PCOB staff utilize this system to access and review call-for-service records and case reports when conducting investigations and audits of law enforcement activities.

[15] Sivil Technologies. (2024). *Oversight by Sivil: Case & Form Management Software*. Retrieved from <https://sivilco.com/home/>

[16] CivicPlus. (2024). *Agenda and Meeting Management Software Overview*. Retrieved from <https://www.civicplus.com/brochures/am/brochure-agenda-and-meeting-management-software-for-local-government/>

[17] Tyler Technologies. (2024). *Enterprise Law Enforcement Records Software*. Retrieved from <https://www.tylertech.com/solutions/courts-public-safety/public-safety/law-enforcement-records-management>

- **FLOCK Safety Automated License Plate Reader (ALPR)**

- The FLOCK Safety ALPR system is a technology that captures images of passing vehicles, recording license plate numbers and vehicle details such as make, model, and color [18]. The system provides real-time alerts when vehicles match entries on local or national law enforcement 'hotlists' for stolen vehicles, missing persons, warrants, etc. The PCOB has actively participated in oversight of the FLOCK pilot study from its inception, collaborating with the Chief of Police and Professional Standards Office to develop clear policies governing appropriate use by law enforcement officers. PCOB staff have conducted continuous review of the system through meetings with company specialists, policy development recommendations, and establishment of best practices for data collection, reporting, and auditing.

- **SAP/OpenGov Financial Management**

- Both SAP and OpenGov are financial management systems designed for municipal budgeting processes. SAP provides budget lifecycle management, accounting, and financial tracking [19]. OpenGov is a platform featuring collaborative budgeting tools, capital and workforce planning capabilities, interactive online budget applications, and performance reporting dashboards [20]. The PCOB Office utilizes both systems to track and reconcile budget line items, conduct detailed audits and reviews of the Police Department budget, and develop budget proposals for future fiscal years. This enables the PCOB to maintain robust financial oversight, ensure accurate budget tracking, and make informed decisions while promoting fiscal transparency and accountability.

- **Axon Evidence Management**

- Axon Evidence is a digital platform that serves as a centralized system for law enforcement to securely store, manage, and share digital evidence through integration with body-worn cameras, TASER devices, drones, and in-vehicle recording systems [21]. The platform provides advanced search capabilities and secure collaboration tools for sharing evidence with verified stakeholders. The PCOB leverages this platform to fulfill its mandate by accessing and reviewing digital evidence such as body-worn camera footage, use-of-force reports, and incident data to conduct investigations and audits. Following meetings with command staff and Axon representatives, the office staff are pursuing an independent instance of the *Standards* portal that would provide access to additional features, including: case management, use of force reporting, vehicle pursuit review, and an early intervention notification dashboard.

[18] FLOCK Safety. (2024). *FLOCK Safety for Law Enforcement: Unified Crime Prevention*. Retrieved from <https://www.flock-safety.com/industries/law-enforcement>

[19] SAP. (2024). *SAP Budgeting and Planning for Public Sector*. Retrieved from https://help.sap.com/docs/SAP_BUDGETING_AND_PLANNING_FOR_PUBLIC_SECTOR/426efe455fd648a2ab81c7c89047ddc0

[20] OpenGov. (2024). *Budgeting and Planning*. Retrieved from <https://opengov.com/products/budgeting-and-planning/>

[21] Axon. (2024). *Axon Evidence: Digital Evidence Management*. Retrieved from <https://www.axon.com/products/axon-evidence>

PROFESSIONAL DEVELOPMENT

Civilian oversight requires specialized knowledge spanning multiple disciplines, from constitutional law and investigative techniques to organizational management and emerging technologies. Throughout 2024, the Director and Management Analyst engaged in targeted professional development to strengthen the office's capacity for independent, informed oversight of CPD. This training, required under Article XVI § 2-466, focused on seven core areas: civilian oversight best practices, evidence-based investigative interviewing techniques, law enforcement operations analysis, organizational leadership and personnel management, equity and community engagement strategies, technology systems and emerging tools, and policy development standards. Together, these training investments ensure staff can evaluate police conduct, investigate complaints, analyze departmental policies, and engage meaningfully with community stakeholders. Participation in each training is indicated by 'ED' and 'MA' to refer to the Director and Management Analyst respectively.

CIVILIAN OVERSIGHT TRAINING

The National Association for Civilian Oversight of Law Enforcement (NACOLE) is a non-profit organization that creates a community of support for independent civilian oversight entities and works to enhance accountability and transparency in policing [22]. Staff participated in multiple NACOLE training sessions throughout the year (plus two additional trainings by IACP and Lexipol):

- *Principles Governing Police Community Encounters* (June 2024, ED): Professional development exploring constitutional standards including reasonable suspicion, probable cause, and "Stop, Question, & Frisk" procedures. The session, led by Ashley Heiberger, a retired police captain with federal oversight experience, enhanced understanding of legal frameworks governing police detention, search practices, and arrest protocols.
- *Using Data and Collaboration to Drive Innovative Change* (April 2024, ED): Focused on leveraging data analytics to improve oversight effectiveness and drive systemic reforms.
- *Investigating Police Surveillance Technology* (May 2024, ED): Examined oversight approaches to emerging law enforcement technologies and their implications for community privacy and civil liberties.
- *Subcultures in Policing: Features and Implications* (August 2024, ED/MA): Training on how police organizational culture affects accountability and oversight effectiveness.

[22] National Association for Civilian Oversight of Law Enforcement. (2024). *NACOLE Training*. Retrieved from <https://www.nacole.org/training>

- *The Importance of a Discipline Matrix in Policing and Civilian Oversight* (November 2024, ED): Training on analysis of disciplinary frameworks and their role in oversight.
- *IACP: Searching Policies and Forms* (November 2024, ED/MA): The International Association of Chiefs of Police (IACP) Policy Center provided training on four key types of policy resources used to guide law enforcement agencies: model policies for operational directives, considerations for agency-specific adaptations, concepts and issues for background context, and 'Need to Know' briefs that distill important principles [23].
- *Lexipol: Navigating Challenging Times - 3 Leadership Strategies for Public Safety* (December 2024, ED): This webinar featured insights from Jocko Willink, Leif Babin, and Mitchell Sklar, focusing on leadership strategies for public safety professionals [24].

INVESTIGATIVE SKILLS AND TECHNIQUES

Wicklander-Zulawski is an internationally recognized training firm specializing in effective, ethical, evidence-based interview methods using non-confrontational techniques [25]. The Director completed an extensive three-part training series provided by the firm, including:

- *Level I – Investigative Interviewing Techniques* (February 2024, ED): Foundational training in non-confrontational, research-based interview techniques designed to minimize resistance and de-escalate conversations while obtaining actionable intelligence.
- *Level II – Practical Application Workshop* (February 2024, ED): Advanced scenario-based workshop applying Level I methods to complex, simulated investigations from complaint intake through resolution, reinforcing real-world investigative competencies.
- *Trauma-Informed Interviewing* (May 2024, ED): Specialized training on approaches for interviewing survivors of traumatic events, emphasizing techniques that promote information gathering through understanding trauma's impact on memory and behavior.

LAW ENFORCEMENT OPERATIONS AND ANALYSIS

Daigle Law Group (DLG) Learning Center provides specialized law enforcement training focusing on legal standards, use of force analysis, and human factors research [26]. Staff participated in multiple technical training programs:

- *Human Perception vs. Digital Video Evidence Training* (May & June 2024, ED): Training on limitations in video evidence analysis and factors affecting perception during incidents.

[23] International Association of Chiefs of Police. (2024). *Policy Center*. Retrieved from <https://www.theiacp.org/policycenter>

[24] Lexipol. (2024). *Navigating Challenging Times: 3 Leadership Strategies for Public Safety*. Retrieved from <https://one.lexipol.com/webinar-echelon-front-leadership-strategies-for-public-safety>

[25] Wicklander-Zulawski & Associates, Inc. (2024). *Training Courses*. Retrieved from <https://www.w-z.com/wz-courses/>

[26] Daigle Law Group. (2024). *DLG Learning Center: Online Law Enforcement Training*. Retrieved from <https://dlglearningcenter.com/>

- *Human Factors for Force Investigations and Analysis Training* (July 2024, ED): Introduction to human factors research covering vision, perception, attention, decision-making, and memory in use of force investigations, taught by Dr. Paul Taylor.
- *Internal Affairs Course* (June 2024, ED): Exhaustive training on internal investigation standards, procedures, and best practices for oversight of police processes.
- *Technology Summit* (August 2024, ED/MA): Training on emerging technologies affecting law enforcement and oversight operations.
- *Accreditation Manager Course* (October 2024, MA): Training on accreditation standards and compliance management for law enforcement oversight.

ORGANIZATIONAL LEADERSHIP AND MANAGEMENT

The City of Charlottesville Human Resources Department provided management and supervision training to support the Director's role in leading the oversight office and managing staff. These internal training programs focused on personnel management practices within the municipal government framework and included:

- *Fair and Effective Interview Training* (January 2024, ED): Detailing the interview process requirements within the City of Charlottesville.
- *Supervisor Performance Evaluation Training* (January 2024, ED): Illustration of the city's performance evaluation processes.
- *Managing in a Unionized Work Environment* (June 2024, ED): Training on navigating unionized environments, including understanding the impact of collective bargaining in the public sector.
- *Collective Bargaining Overview* (August 2024, ED/MA): Training with Labor Relations Manager James Morani providing an understanding of collective bargaining processes and their implications for the City of Charlottesville.

EQUITY AND COMMUNITY ENGAGEMENT

- *Awake to Woke to Work: Building a Race Equity Culture* (February 2024, ED): Two-module training on the Race Equity Cycle framework for organizational transformation, focusing on operationalizing equity and building race equity cultures. The training included breakout discussions designed to support clarification of the priorities and action steps needed to dismantle institutional racism and build sustainable practices [27].

[27] Equity In The Center. (2024). *Awake to Woke to Work®: Building a Race Equity Culture™*. Retrieved from <https://equityinthe-center.org/aww/>

- *Mediation Center of Charlottesville Training* (October 2024, MA): Three-day detailed training in mediation fundamentals, including mock sessions, practice scenarios, and exploration of mediation processes for alternative complaint resolution [28].

TECHNOLOGY AND SYSTEMS TRAINING

Additional training by City of Charlottesville staff as well as representatives from various contracted service providers related to municipal technology and data systems:

- *LERMS System Training* (September 2024, ED/MA): Law Enforcement Records Management System training by CPD staff [29].
- *SAP Budget System Tutorial* (August 2024, ED/MA): Financial management system training for budget oversight and expenditure tracking.
- *SAP Learning Management System (LMS) Training* (September & November 2024, ED/MA): HR Department training on professional development tracking and compliance.
- *FLOCK ALPR System Training* (September 2024, ED/MA): Training on Automatic License Plate Reader technology and audit collection procedures to enhance oversight of surveillance technology usage.
- *AI in the Workplace Workshop* (September 2024, ED/MA): City-sponsored training on artificial intelligence applications and implications for municipal operations.
- *Balancing Innovation and Ethics: AI's Role in Modern Law Enforcement* (November 2024, ED/MA): Lexipol training examining ethical considerations in law enforcement AI adoption (see [25]).
- *The Age of AI: Transforming Public Safety* (November 2024, ED/MA): Axon Evidence training on emerging AI technologies in public safety operations.

[28] Mediation Center of Charlottesville. (2024). *Training & Workshops*. Retrieved from https://mediationcville.org/becoming_a_mediator/training-workshops/

[29] References for LERMS, SAP, FLOCK Safety, and Axon Evidence can be found in the prior section on *Systems and Processes*, as each is described in detail there.

INTERNAL BUDGET

The PCOB continued to refine its financial structure throughout calendar year 2024, which is comprised of both Fiscal Year (FY) 2024 and 2025 [30]. The current FY25 budget maintains focus on essential operational needs including personnel, office management, community engagement, technology, and professional services. Provided here is a review of the FY25 budget utilization through December 31st, 2024, an overview of the FY26 budget request submission, and an analysis of four-year budget trends back to FY22 [31]. In October 2024, budget planning for FY26 began with a meeting between the PCOB Director and the City's Budget Director. The meeting was held to evaluate prior PCOB budget allocations, address changes to the funding process, and identify new strategic line items to include. Following this preliminary planning, the Director completed and submitted the FY26 budget request to city leadership on November 4th, 2024.

FISCAL YEAR 2025

The FY25 budget demonstrates a more mature operational structure than in the past. Personnel costs account for the majority of the budget allocation, followed by Contracted Services and Training & Outreach. This reflects the Director's strategic priorities of maintaining professional staffing while engaging with outside expertise and in community engagement initiatives. The figures below show the FY25 total budgeted amount, along with the percentage of the total, and a six-month utilization rate for July 1st - December 31st, 2024. Descriptions of line items included in each category are also shown in the table.

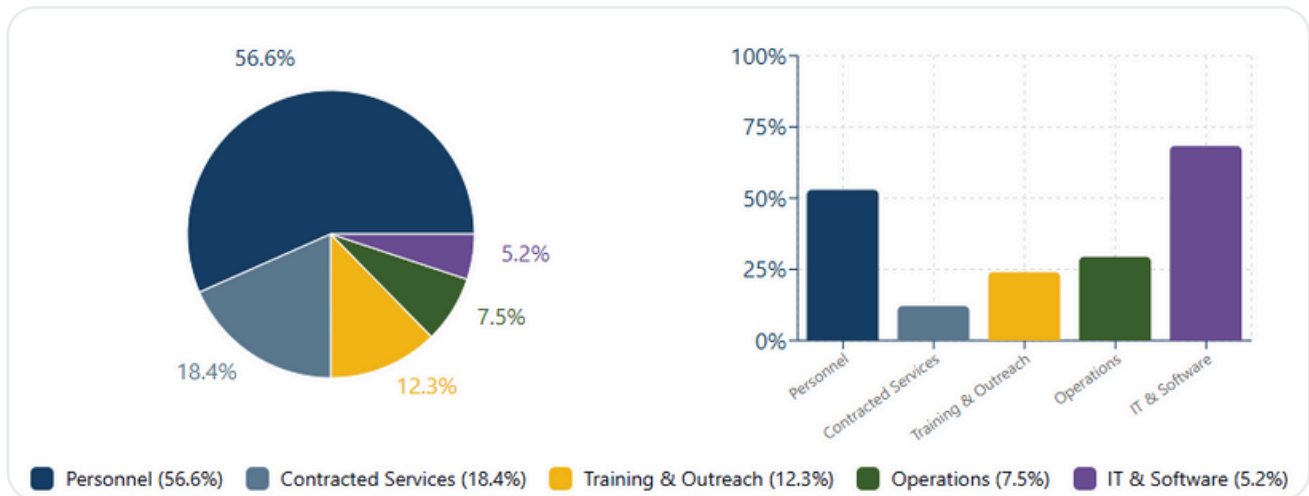
Category	Budget Amount	Percentage	Utilization	Description
● Personnel	\$230,828	56.6%	52.9%	Salaries, benefits, retirement, insurance
● Contracted Services	\$74,952	18.4%	12.1%	Professional services, dues, subscriptions
● Training & Outreach	\$50,300	12.3%	24%	Marketing, travel, registration fees, meals
● Operations	\$30,763	7.5%	29.4%	Office supplies, equipment, furniture, printing
● IT & Software	\$20,759	5.2%	68.3%	Software, cell phones, IT support
● Total	\$407,602	100.0%	34.8%	Overall budget allocation

[30] Calendar year 2024 is split between FY2024 (July 1st, 2023 - June 30th, 2024) and FY2025 (July 1st, 2024 - June 30th, 2025). This misalignment in calendar year vs. fiscal year is important to note for the entire budget analysis, both here and in the Oversight section in reference to the CPD budget. Any actual spending figures from FY25 represent only a six-month window of time through December 31st of the year. This is most relevant when viewing any charts showing budget utilization rate. This is noted again in each chart that contains only a six-month perspective. All other fiscal data points related to budget allocations apply to the full fiscal year identified.

[31] City of Charlottesville. (2024). *Budget Explorer*. Retrieved from <https://www.charlottesville.gov/1473/Budget-Explorer>

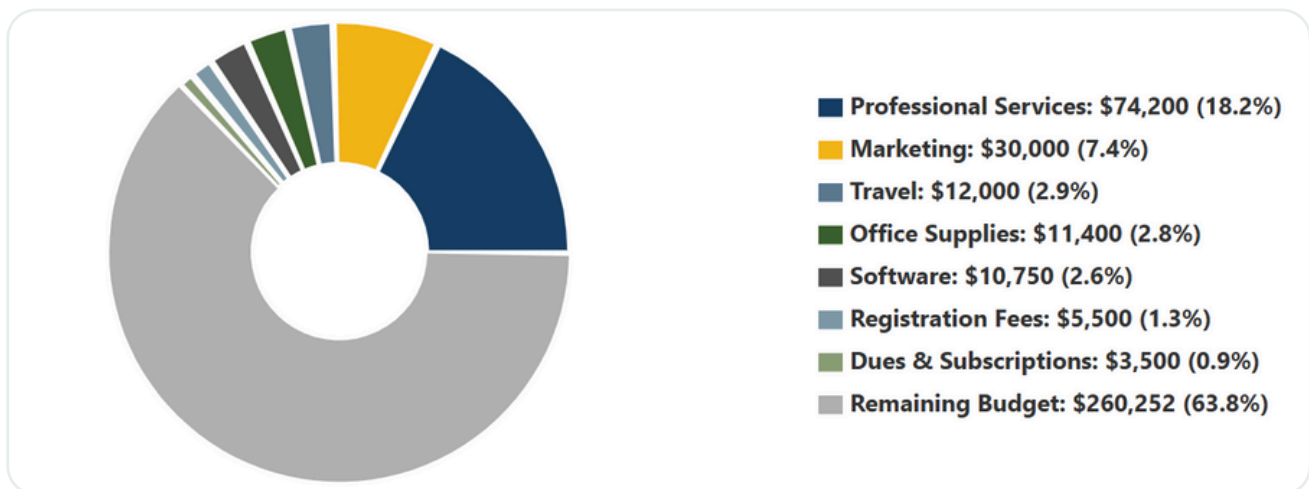
FY25 FULL-YEAR ALLOCATION BY CATEGORY

FY25 SIX-MONTH (7/1-12/31) UTILIZATION RATE



Note: This pie and bar chart display the same information in the table on the prior page but offer a different visualization of the data. Placing the visuals side-by-side shows that some categories of line items are in need of additional adjustments to allocation, which is reflected in the FY26 budget proposal. Specifically, IT & Software represent an increasing need as digital enhancements are available for oversight purposes and with the hiring of the Management Analyst. Conversely, the underutilization of Contracted Services and Training & Outreach is due to the loss of the PCOB's independent legal counsel and the delay of appointments to the Board by City Council. The impact of this is described below in the Overcoming Challenges portion of this section.

FY25 NEWLY BUDGETED LINE-ITEMS



Note: Newly allocated budgeting for seven FY25 line items constitute \$147,350, representing 36.2% of the total annual appropriation. This chart illustrates the proportionality of new line-item allocations for FY25, demonstrating capacity development and targeted planning based on an assessment of needs, rather than incremental adjustments. More line-item specification in the PCOB budget allows for greater transparency and accountability. The addition of the Management Analyst to the office team naturally requires funding to be allocated in areas like Travel, Office supplies, Software, Registration Fees, and Dues & Subscriptions. Professional Services, on the other hand, are intended mainly for legal counsel, but may also be used for other services like contracting auditors, support for public events, or other services which support not only the office team, but direct needs of the Board as well.

FISCAL YEAR 2026 REQUESTS

While budget preparation for the following July begins each fall, final allocations are not known until the spring prior, in this case, spring 2025 for the release of approved budget requests for FY26. The table below displays all line-item request changes for FY26. The table shows refinement of the existing FY25 budget by further targeting funding allocation to specific purposes and needs. Until the Director created the first PCOB line-item budget in FY25, there was no clear budget. Prior to this, the budget consisted of two general categories (Salaries & Benefits and an Operational Lump Sum Appropriation).

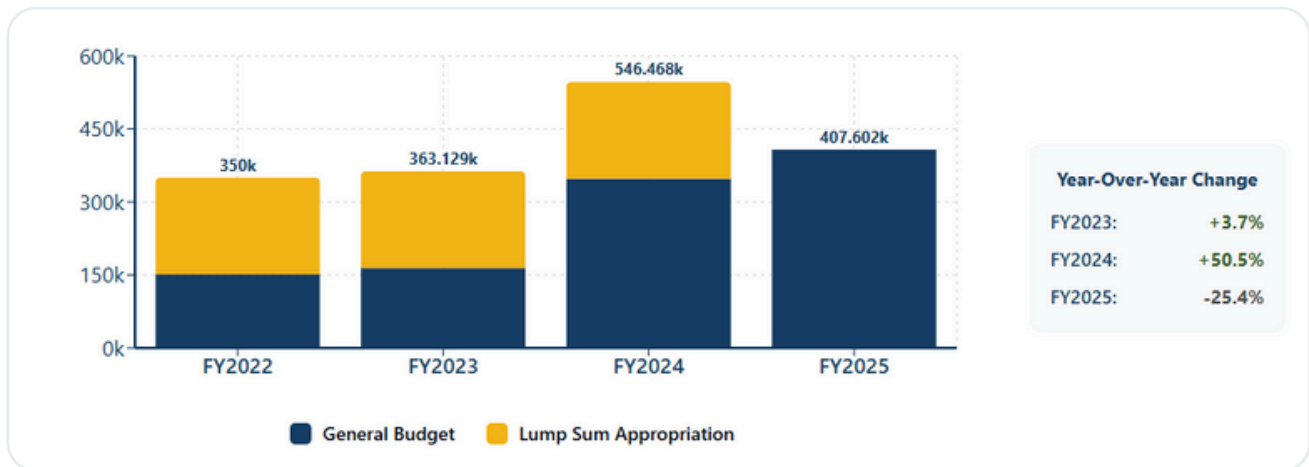
Line Item	FY25 Adopted	FY26 Proposed	Difference	% Change
Office Supplies	\$11,400.00	\$5,000.00	-\$6,400.00	-56.1%
Awards/Trophies	\$0.00	\$1,500.00	\$1,500.00	New
Machinery/Equipment/Furniture	\$9,200.00	\$18,500.00	\$9,300.00	101.1%
Cell Phone Service	\$1,200.00	\$2,400.00	\$1,200.00	100.0%
Professional Services	\$74,200.00	\$20,000.00	-\$54,200.00	-73.0%
Dues/Subscriptions	\$3,500.00	\$5,500.00	\$2,000.00	57.1%
Printing/Duplicating	\$1,600.00	\$1,500.00	-\$100.00	-6.3%
Legal Fees	\$0.00	\$50,000.00	\$50,000.00	New
Travel	\$12,000.00	\$15,000.00	\$3,000.00	25.0%
Meals	\$2,800.00	\$5,000.00	\$2,200.00	78.6%
Advertising	\$0.00	\$10,000.00	\$10,000.00	New
Equipment Rental	\$750.00	\$2,500.00	\$1,750.00	233.3%
Education/Training	\$0.00	\$15,000.00	\$15,000.00	New
Software Licensing/Maintenance	\$0.00	\$1,500.00	\$1,500.00	New
Contracted Services	\$650.00	\$5,000.00	\$4,350.00	669.2%
Marketing Material	\$30,000.00	\$25,000.00	-\$5,000.00	-16.7%
Monthly Parking Fees	\$0.00	\$250.00	\$250.00	New
TOTAL	\$163,550.00	\$199,900.00	\$36,350.00	22.2%

Note: This table only shows line items with a requested change from FY25 to FY26. Increases or new line items are the result of previously unspecified lump sum funding and adjustments to funding allocation based upon an assessment of prior actual spending and revolving needs. For example, separation of Professional Services and Contracted Services was intended to disentangle spending on different types of service like legal fees, subject-matter experts, and auditing.

FOUR-YEAR BUDGET TRENDS

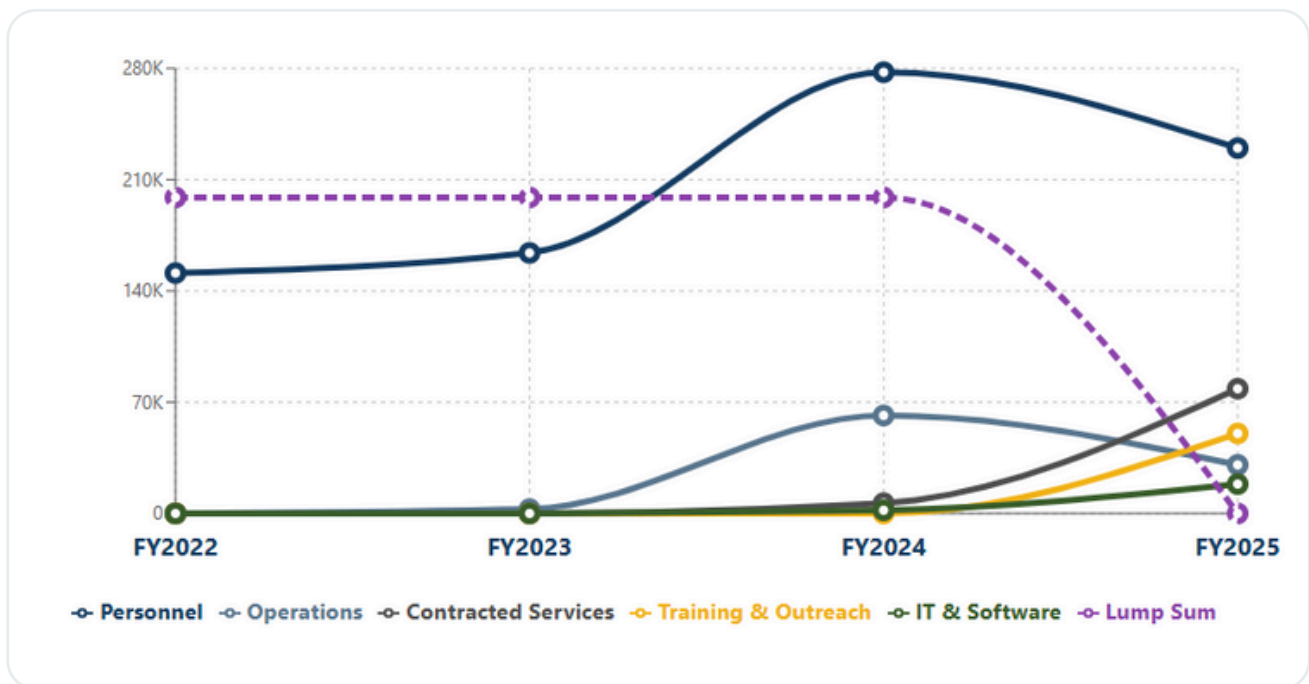
The budget trend visuals on the following page examine the fiscal resource allocation of the PCOB from FY22 through FY25. Over this period, there have been several transformations in funding structure, strategic priorities, personnel, and operational maturity. The PCOB has evolved slowly from an organization with limited categorical allocations to a more operationally diverse entity with targeted line items. Additionally, the *Budget Trends by Category* chart provides a visualization of defined line-item funding for operations, contracted services, and IT infrastructure in FY25, while also showing the rise and fall of other funding, such as the loss of the lump sum and the slight decline in personnel and operations expenditures from FY24 to FY25.

TOTAL BUDGET BY FISCAL YEAR



Note: The total change from FY22 to FY25 is +16.5% (\$57,602), representing modest, though inconsistent growth. It is, however, difficult to compare across all four years due to the existence and removal of the lump sum seed funding paired with personnel costs in FY22 to FY24. No other line-item allocations were made during these three years, and each subsequent annual budget proposal was based off the actual spending from the prior year (which was retroactively placed in line items, though often without clear definitions for what spending was placed in each line).

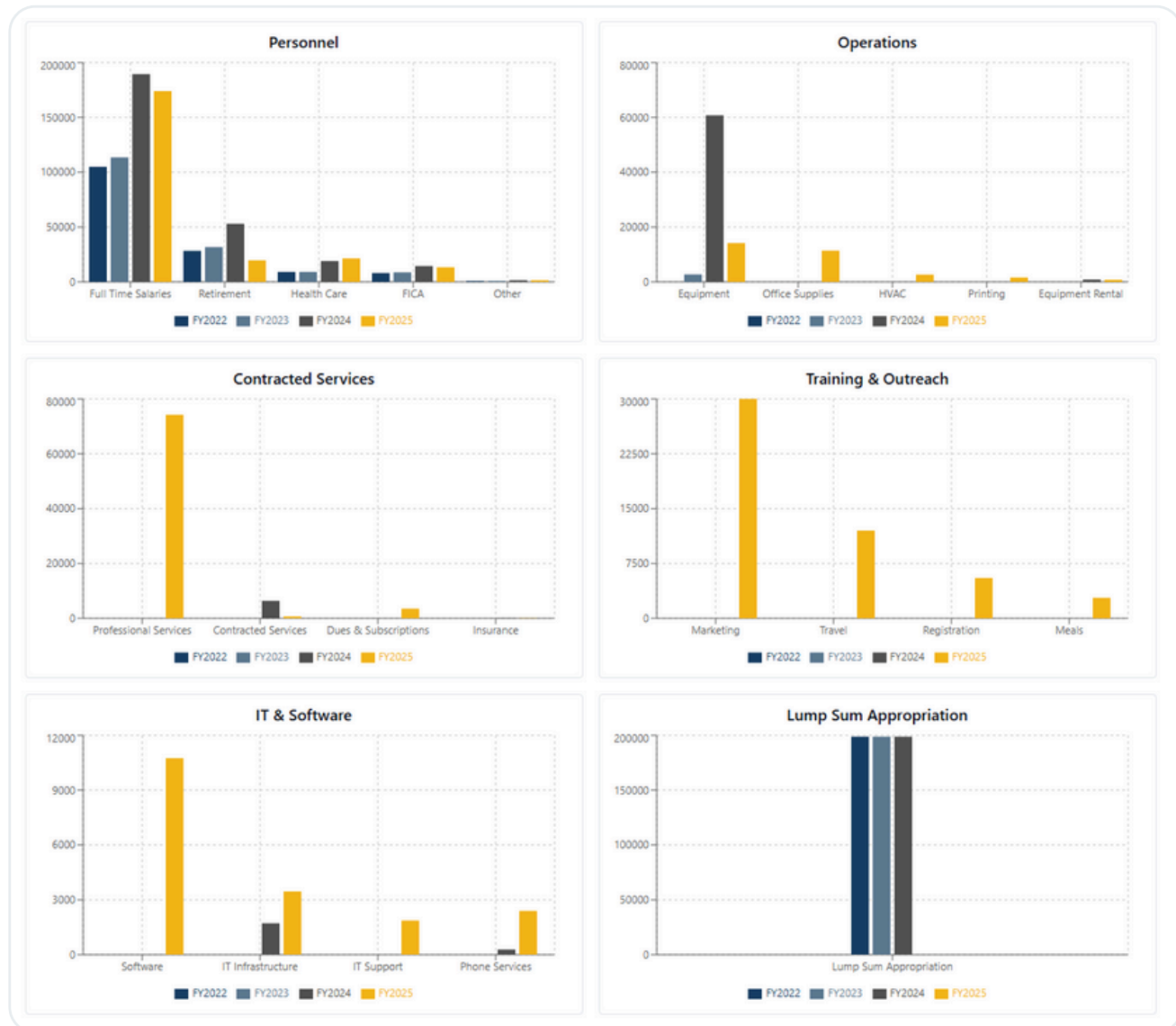
BUDGET TRENDS BY CATEGORY



Note: Several budgeted line items included here within the Operations and IT/Software categories incur costs outside of the PCOB's control but are still applied to the PCOB's budget as a shared expense across all city departments. Expenditures of this type are covered by additional allocation beyond the approved PCOB budget if not known in advance. The impact of this practice is a distortion of the budget in an inflationary way, giving the perception that PCOB spending is higher than it truly would be absent these externally applied costs. Going forward, it is the hope of the PCOB to be informed of these expenses in advance and future budget reporting will seek to separate out these figures.

Lastly, the following categorical year-over-year charts help reveal line-item outliers and significant changes within the PCOB budget over the four-year period. Shown below are line items that exhibit either exceptional volatility, strategic reallocation, or defined priorities that reflect organizational maturation and operational evolution. These charts do not include all line items in the PCOB budget.

BUDGET LINE-ITEM ANALYSIS



Note: The year-over-year line-item charts reflect several key developments. The rise and slight fall in the personnel budget from FY23 to FY25 are attributable to the addition of a Management Analyst position and changes in compensation stemming from a city-wide study. With the hiring of the analyst in early FY25, all personnel expenses shifted from projected to actual costs. The equipment budget saw a spike in FY24 due to the PCOB Office's relocation from City Hall to the Market Street Garage, necessitating modest renovations that included cubicles, storage, furnishings, and carpeting. A substantial allocation for professional services aligns with actual expenditures in FY22 and FY23 under the prior Director and Board, covering legal counsel and other contracted expertise. Finally, newly itemized funds for marketing, travel, and outreach reflect the PCOB's ongoing commitment to public engagement and transparency.

OVERCOMING CHALLENGES

In 2023, the PCOB grappled with foundational structural limitations that significantly constrained its ability to fulfill its oversight mandate. Gaps in staffing, insufficient technological infrastructure, and a lack of internal operational clarity created persistent bottlenecks, slowing casework, limiting responsiveness, and impeding meaningful engagement with both the public and key stakeholders. Recognizing the urgency of these challenges, the Director initiated reforms in 2024 aimed at strengthening institutional capacity, improving efficiency, and laying the groundwork for a more resilient, responsive, and accountable oversight system.

While much work remains, the progress made in 2024 reflects a renewed sense of direction and determination. With improved coordination, clearer processes, and a growing foundation of support, the Director's Office is better positioned than ever to lead the Board into a new era of impactful, community-centered oversight.

STAFFING AND CAPACITY CHALLENGES

At the start of 2024, the Director served as the sole staff member of the PCOB, responsible for a wide range of duties (e.g. managing complaint intake, coordinating investigations, conducting policy reviews, ensuring full compliance with city ordinance requirements, and fulfilling the administrative responsibilities expected of all city department heads). This unsustainable concentration of responsibilities forced difficult trade-offs to be made between various essential functions.

A turning point came in July 2024 with the hiring of a full-time Management Analyst following a competitive recruitment process. The selected candidate brought experience in education, data systems, and operational management. The Director led the onboarding process and ensured that the Management Analyst received comprehensive training in city platforms, digital security protocols, including compliance with Criminal Justice Information System (CJIS) standards and oversight-specific training and technologies. This preparation enabled the Management Analyst to begin contributing immediately to complaint tracking, data collection and analysis, reporting, and day-to-day workflow management.

With a second staff member in place, the Director has been able to delegate key operational tasks and shift focus to strategic priorities such as ordinance implementation, policy review and recommendations, investigative oversight, and interagency coordination. This expansion of capacity has also opened the door to broader initiatives, including enhanced public reporting and secure access to CPD systems such as the FLOCK Safety Portal (Automated License Plate Readers), Axon (body-worn and dashboard camera footage), and LERMS (Law Enforcement Records Management System).

Despite this progress, staffing remains a core limitation. The office still lacks dedicated personnel for investigations, audits, and community engagement, roles that are vital to fulfilling the full scope of the Board's mandate. Investment in these positions would not only elevate the professionalization and effectiveness of oversight but also help ensure that the office's work remains sustainable. Expanding staff capacity is crucial to building a more accountable and resilient oversight institution.

Recommendations: Building Sustainable Oversight Capacity

- *Expand Core Staffing to Include Key Oversight Roles:* Allocate funding and authorize new positions to support core functions of the Director's Office, including:
 - Investigator: To handle complaint intake and investigations, enabling more timely responses and reducing the burden on the Director.
 - Community Engagement Specialist: To lead outreach, relationship-building, and public education, ensuring consistent presence in community spaces.
 - Auditor / Analyst: To support audits of police systems (e.g., FLOCK, Axon, LERMS, PowerDMS).
- *Establish a Deputy Director Position:* Create and fund a Deputy Director role to ensure continuity of oversight activities in the Director's absence.
 - The PCOB is one of only two departments in the City of Charlottesville without a second-in-command, presenting a clear risk to continuity during transitions, illness, or leave.
 - Promote the existing Management Analyst already trained in city systems, compliance protocols, and oversight technology into the Deputy Director position.
 - This role would enhance internal capacity for decision-making and would align the office structure with standard leadership models across other city departments.
- *Consider a Flexible Staffing Framework:* Consider a hybrid staffing structure that can be adjusted based on workload such as full-time, part-time or contract for surge capacity during periods of high case volume and audit cycles.
- *Create a Long-Term Staffing and Succession Plan:* Collaborate with the City Manager's Office and Human Resources to develop a multi-year staffing roadmap that accounts for:
 - Projected workload growth
 - Succession planning for key leadership roles
- *Secure Ongoing Budget Support for Staff Expansion:* Ensure the city budget reflects the growing scope of the PCOB's responsibilities by:
 - Submitting a staffing and resource justification during the annual budget cycle
 - Tying staffing needs to compliance with the enabling ordinance

TECHNOLOGICAL INFRASTRUCTURE AND CASE MANAGEMENT

Technological limitations have hindered the PCOB's operational efficiency. The premature launch of the Sivil complaint intake and case management portal in August 2022 contributed to a backlog of unaddressed complaints. Community members began submitting complaints through the portal, unaware that there was no Director in place to evaluate or respond to them. Following the resignation of the previous Director, the position remained vacant for seven months during an extended recruitment process. During this time, complaints accumulated in the system without being investigated. While some were forwarded to the CPD's Office of Internal Affairs, others went unaddressed until the newly appointed Director reviewed and reconciled all outstanding submissions.

By 2024, both the complaint intake process and the platform's functionality had improved. However, ongoing issues with usability and system limitations persist. There is increasing interest in transitioning to more advanced platforms, such as Axon Standards or IA Pro Next Gen, that would not only enhance case tracking and data reporting but also support early intervention strategies. These systems could enable the PCOB to compile key officer performance indicators, such as use of force, complaints, and arrests, to promote timely corrective action rather than delayed disciplinary measures. However, such a transition would require significant financial investment.

Technological capacity was further disrupted when the PCOB's access to CPD systems was suspended between October 2023 and June 2024. This exposed the Board's vulnerability when dependent on external infrastructure and reinforced the need for secure, independent technological systems. With the Management Analyst now trained in key platforms, the office is steadily regaining ground. Still, long-term operational independence will depend on sustained investment in technology that supports the PCOB's evolving oversight role.

ORGANIZATIONAL AMBIGUITY: AUTHORITY AND ROLES

Beyond staffing and systems, one of the most persistent challenges facing the PCOB is the lack of clarity in the delineation of authority between the Board and the Director. The Enabling Ordinance frequently uses the two entities interchangeably, particularly in relation to investigative and administrative functions. This ambiguity creates confusion not only within the organization but also for external stakeholders trying to understand the scope and limitations of each role.

In practice, only the Director, who is a city employee, is authorized to conduct administrative investigations into personnel matters. While the ordinance grants the Board formal authority to initiate investigations, the logistical and practical constraints make this nearly unworkable. A volunteer body that meets monthly is not realistically positioned to carry out timely investigations, especially when the ordinance mandates completion within 75 days. Most Board members hold full-time jobs, and coordinating their availability for an investigation of any scope would be highly challenging, if not impossible.

Further complicating matters is the ordinance's lack of alignment with the city's collective bargaining agreement and internal police procedures. For instance, while the Board has 75 days to complete a personnel investigation, the Office of Internal Affairs is required to conclude its process within 45 days. In practice, this means that by the time the Board reaches its findings, the Police Department's internal investigation will likely have concluded, discipline may have been imposed, and the appeal process may have run its course. It is neither practical nor fair to expect the Chief of Police, the subject officer, or the police union to delay action pending the Board's timeline. This misalignment raises serious concerns about redundancy, fairness, and the utility of the Board's investigative authority as currently defined by the ordinance.

This is just one example of how the ordinance, in its current form, is out of step with existing departmental policies, procedures, and labor agreements. These structural inconsistencies undermine the effectiveness of oversight and create legal and administrative confusion.

Additionally, divergent interpretations of the ordinance among key stakeholders, including the Director, Board Chair, City Manager, and City Council, have contributed to operational ambiguity. Competing or unclear priorities have made it difficult to determine where to allocate limited time and resources. Without a shared understanding or clear guidance, the Director's Office must navigate a politically complex and administratively ambiguous environment, often without the support necessary to execute the PCOB's mission.

Recommendations: Clarifying Authority and Role

To address these challenges, the following actions are recommended:

- *Ordinance Revisions:* Amend the ordinance to clearly delineate the investigative authority of the Board versus the Director, ensuring responsibilities are realistic, legally sound, and aligned with operational capacity.
- *Collective Bargaining Alignment:* Reevaluate oversight timelines and procedures to ensure they do not conflict with collective bargaining agreements, while still preserving the Board's ability to review and evaluate investigations in a meaningful way.
- *Unified Governance Framework:* Facilitate structured collaboration between the Director, Board Chair, City Manager, and City Council to define shared goals, expectations, and communication pathways. A standing intergovernmental working group could help mediate differing interpretations and ensure that oversight efforts are coordinated rather than fragmented.

By clarifying roles and aligning procedures with both legal frameworks and practical realities, the PCOB can better position itself to fulfill its mandate effectively, credibly, and sustainably.

LEGAL AMBIGUITY IN OVERSIGHT AUTHORITY AND COLLECTIVE BARGAINING

One of the most pivotal challenges to the PCOB's long-term effectiveness is the lack of clarity regarding how its powers intersect with the city's collective bargaining framework. Article VII § 19-203(c)(4) of the city's *Collective Bargaining Ordinance* explicitly states that the composition, duties, or powers of any civilian review board are not subject to negotiation, including decisions rendered by such a board. However, the *Collective Bargaining Agreement* (CBA) between the city and the police union includes language that directly references the PCOB in the disciplinary process.

Under Article 29 "Dispute Procedure", § 29.8(g) of the CBA, it is stated that: "no findings by Charlottesville's Police Civilian Oversight Board shall be admitted in any hearing that takes place pursuant to this Article." This provision mirrors a similar limitation placed on the PCOB within its own Ordinance (§ 2-461(b)).

- This creates legal ambiguity in the following ways:
 - The PCOB ordinance suggests that the PCOB may provide recommendations on disciplinary matters, but those recommendations or findings cannot be admitted in any personnel appeal or grievance hearing.
 - The CBA also prohibits those recommendations from being considered during key phases of the disciplinary process.

The inclusion of the PCOB in the CBA language, despite the *Collective Bargaining Ordinance's* assertion that oversight matters are not subject to negotiation, raises questions about how civilian oversight can operate independently if its role is referenced or restricted within a negotiated agreement. This contradiction not only undermines the intent of the PCOB ordinance but also creates confusion among stakeholders about what role the Board can or should play in disciplinary matters.

Compounding this contradiction is the operational policy of the Chief of Police, who has stated that he will not accept disciplinary recommendations from the Board unless the matter has first been investigated internally by the CPD's Office of Internal Affairs. This position, while grounded in due process and labor protections, operationally prevents the Board's independent findings from influencing disciplinary outcomes regardless of the strength or substance of the evidence gathered.

Together, these overlapping legal and procedural barriers create deep uncertainty about the Board's role in disciplinary matters. The community and Board may believe that the PCOB's powers are independent and non-negotiable, yet the current CBA references and restricts those powers. The result is a structural contradiction that not only hinders the Board's ability to fulfill its intended mandate but also erodes confidence among stakeholders about the authority and impact of civilian oversight.

Recommendations: Resolving Oversight Conflicts in Collective Bargaining

- *Conduct a Legal Review of Overlapping Ordinance and CBA Provisions:* Recommend that the City Attorney's Office conduct a formal legal review comparing the PCOB ordinance, the *Collective Bargaining Ordinance*, and the current CBA to identify contradictions and clarify which provisions supersede others during actual implementation.
- *Amend the CBA to Remove or Revise Restrictive Language:* Recommend that future negotiations with the police union seek to remove or revise § 29.8(g) of the CBA to eliminate restrictions on the admissibility of PCOB findings, at a minimum, clarifying that while the Board cannot impose discipline, its investigative findings may inform decision-making outside of formal grievance hearings.
- *Amend the PCOB Ordinance to Clarify Scope of Authority in Disciplinary Matters:* Recommend revising the ordinance to clarify the extent to which the Board may issue findings, provide recommendations, and participate in disciplinary processes, while aligning this authority with state law and Police Department policies and procedures.
- *Establish an Interdepartmental Working Group:* Recommend the creation of a working group including representatives from the City Attorney's Office, City Manager's Office, the PCOB, and labor counsel to align collective bargaining language, city ordinances, and the legal framework governing oversight. This group should identify areas of conflict before future contract negotiations.
- *Enhance Public Communication Around Oversight Limitations:* Recommend that the Board, in consultation with staff and the city, develop plain-language public education materials to explain the limits of the PCOB's authority under the current legal framework, especially in disciplinary matters. This will help set realistic expectations and promote transparency.

BUDGET OVERSIGHT

In 2024, the Director initiated a review and correction of budgetary discrepancies to ensure that expenses were properly aligned with designated line items, transaction dates were accurate, and departmental codes reflected actual use. These financial clean-up efforts were essential for increasing budget clarity, supporting informed planning, and laying the groundwork for future transparency.

By organizing expenditures and accurately identifying how funds were being utilized, the office was better able to assess where resources were insufficient and where unspent funds could be strategically reallocated. This process not only strengthened day-to-day fiscal oversight but also enhanced the ability to develop future budgets that are responsive to the office's evolving operational needs.

Maintaining accurate financial records is also vital for transparency and for avoiding potential issues during audits. While this foundational work marked an important step forward, ongoing monitoring and routine reconciliation will be necessary to preserve budget integrity and ensure the office's financial plan remains aligned with its oversight goals.

REAFFIRMING THE MISSION

As a volunteer body with limited staffing and resources, the PCOB has struggled at times to fully meet the extensive obligations outlined in its founding ordinance, which was enacted in December 2021. Many of the ordinance's requirements, including timelines, activities, and documentation, were not initially fulfilled. It is important to note that the current City Manager, Chief of Police, and Director were not employed by the city when the ordinance was passed. The Chief was hired in January 2023, the Director in May 2023, and the City Manager in August 2023.

Among the unmet obligations was the requirement to host two town hall listening sessions annually. Even in the face of criticism, these sessions would have served as a valuable tool for gauging community sentiment and helping the Board align its priorities with public expectations. The Director's aim is to fulfill this requirement in 2025.

Additionally, the ordinance required the creation of two foundational documents: a public-facing information release policy (to be issued by the City Manager) and an information-sharing Standard Operating Procedure (SOP) to be created within 45 days of the ordinance's enactment. While an SOP was developed, it was limited in scope, focusing only on hearings, and did not fulfill the full intent of the ordinance. This shortcoming eventually led to the Director temporarily losing access to CPD records, databases, and systems.

These gaps highlight a central truth: the demands of the ordinance and accompanying procedures cannot be met without adequate staffing. As a two-person operation, the PCOB's staff is constantly balancing competing priorities, making it difficult to focus deeply on any one function.

Despite these limitations, the Director has prioritized achieving full compliance with the ordinance while simultaneously recommending revisions to better align its mandates with practical realities, particularly those related to internal police procedures and collective bargaining agreements. By recommending a focus on policy review, training recommendations, and systemic oversight, rather than direct investigations which the current structure cannot support, the Board can still play a critical role in promoting accountability through improvements in policy, practice, and public transparency.

Notably, what began as a setback (the loss of access to Police Department systems) became a catalyst for progress. It prompted necessary collaboration between the Chief of Police, City Manager, and Director, resulting in the long-overdue development of the required Information Sharing SOP and a Memorandum of Understanding.

This cooperative effort not only restored access but also led to unprecedented transparency. The Director now has access to internal affairs records, departmental technologies, and operational processes, access that exceeds that of any other civilian oversight entity in the Commonwealth of Virginia.

This progress is due in no small part to the trust built between the Director and the Chief of Police. That trust has opened doors for meaningful collaboration on projects of mutual benefit, including participation on hiring panels for new officers and detectives, engagement in policy development for use-of-force and early intervention systems, and broader involvement in shaping departmental policies and updates.

This positive and professional working relationship does not diminish the PCOB's ability to hold the Department accountable, it strengthens it. Trust and mutual respect do not mean agreement on every issue. They mean acknowledging that both parties have distinct mandates, responsibilities, and obligations, and that these can be fulfilled through constructive, transparent, and principled collaboration.

As the PCOB continues to grow in experience and capacity, this model of trust-based cooperation with the Police Department will serve as a foundation for sustainable, community-centered oversight. It is a reminder that oversight and accountability thrive not in conflict, but through credible, consistent engagement rooted in integrity and shared purpose.

“CHANGE WILL NOT COME IF WE WAIT
FOR SOME OTHER PERSON OR SOME
OTHER TIME. WE ARE THE ONES WE’VE
BEEN WAITING FOR. WE ARE THE
CHANGE THAT WE SEEK.”

– *Barack Obama*



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POLICE DEPARTMENT OVERSIGHT

While the work of the PCOB during the first half of 2024 was greatly impeded by the loss of access to CPD data and Internal Affairs case files, the establishment of the SOP and MOU over the summer allowed for the Director to take a more holistic approach to oversight. The Board's mandate includes receiving and investigating civilian complaints, reviewing internal investigations, monitoring departmental policies, and making recommendations for improving law enforcement services. This section details the activities of the PCOB staff throughout 2024, including the establishment of consistent information sharing, monitoring of police operations, complaint processing, and participation in CPD recruitment. None of this work would be possible without frequent and open communication with the Chief of Police, who has provided the PCOB staff unfettered access to a variety of CPD systems and data. With that said, the PCOB continues to remain focused on its mission of building trust with the community through fair and unbiased monitoring and oversight of CPD.

OVERSIGHT THROUGH BUILDING TRUST

The Director and Management Analyst participated in several CPD functions which acknowledged and demonstrated support for internal celebrations and solemn tributes of the Department and its employees, including attendance at officer promotional ceremonies, memorials of remembrance for officers lost, and participation in the CPD's re-accreditation ceremony presided over by The Virginia Law Enforcement Professional Standards Commission (VALEPC). All of these efforts strengthened the institutional relationships with officers and command staff. Soon after arriving in July 2024, the PCOB Management Analyst met with the CPD 4th Amendment Analyst to discuss the work performed by his role and how it overlaps with the PCOB's mission. This meeting included a discussion of the review and analysis process, as well as the method of documenting and reporting on findings. These efforts show the relationship-building with CPD necessary to access, and carryout oversight as set forth in Article XVI of the City Code. Most importantly, this included regular meetings with CPD Office of Internal Affairs personnel.

An opportunity for influencing change within the CPD came by way of invitation from the Chief of Police to have the Director participate in interviews conducted by the Office of Community Oriented Policing Services (COPS). COPS is a component of the U.S. Department of Justice that advances community policing nationwide. Created in 1994, it provides grants, training, and technical assistance to law enforcement agencies to help them build trust and collaboration with the communities they serve. One primary function is conducting comprehensive reviews of department operations, including use of force policies, accountability systems, training, and community engagement practices. Though completely voluntary, these reviews typically result in detailed public reports with findings and recommendations. The Director met with the COPS team twice in 2024 (June and December) as part of the collaborative reform initiative with the Charlottesville Police Department.

The Director was able to discuss the PCOB's perspectives on complaint handling, training protocols, and the distinction between disciplinary and corrective actions for officer development within CPD. This engagement provided a valuable platform for the Director to share community concerns directly with federal reviewers and potentially shape the reform recommendations that will guide CPD's future practices.

INVESTIGATION INTERVIEWS

Starting in July 2024, based on the newly signed MOU, the Director and Management Analyst began monitoring interviews of officers conducted by the CPD Office of Internal Affairs. While there were many additional case investigation opportunities for the PCOB staff to monitor, the limited personnel within the PCOB Office means staff had to prioritize specific cases in which to conduct monitoring of interviews. Interviews observed included the following cases:

- 2024-90019-C (x2 Officers: 7/1/24, 7/2/24)
- 2024-90027-C (x5 Officers: 9/3/24, 9/5/24, 9/19/24)
- 2024-90028-C (x3 Officers: 9/23/24, 9/30/24)
- 2024-90029-C (x2 Officers: 9/25/24, 9/26/24)
- 2024-90030-C (x2 Officers: 10/2/2024, 10/7/24)
- 2024-90038-I (x2 Officers: 12/30/24)

CANDIDATE INTERVIEW PANELS

Throughout the year, the Director, Board Chair, Vice Chair, and Management Analyst served on various interview panels for the CPD to help select candidates for hire, including non-certified recruits, certified officers, and detectives. The PCOB is invited regularly to participate in interviews as an ongoing opportunity to have a direct influence in officer selection. PCOB staff and Board members served on panels for the following rounds of candidate interviews:

- Certified Officer (January 2024)
- Officer Recruit: Non-Certified (February 2024)
- Detective (September 2024)
- Officer Recruit: Non-Certified (October 2024)
- Certified Officers (October 2024)
- Certified Officers (November 2024)

This engagement with the hiring process allows for both Board members and members of the PCOB Office to provide insight, feedback, and direct selective input into CPD staffing. This is a unique and welcomed form of oversight and accountability. This collaboration proactively seeks to support selection of the most qualified candidates. The PCOB's participation also helps to keep Board members and office staff educated about the hiring and selection process, including minimum qualifications, assessment requirements, and interview questions.

DEPARTMENT POLICY RECOMMENDATIONS

Throughout 2024, the PCOB reviewed and provided recommendations on three critical CPD policies: Language Access Services, Professional Traffic Stops, and Automated License Plate Reader Technology [32]. These policy reviews addressed fundamental aspects of police-community interaction, ensuring equal access to services regardless of language barriers, establishing clear standards for motor vehicle stops, and protecting privacy rights while implementing new vehicle surveillance technology. Through collaborative engagement with CPD leadership, the PCOB's recommendations resulted in policy improvements that revised outdated language and clarified constitutional requirements. Each review process involved analysis of existing practices, identification of gaps or concerns, and development of recommendations to CPD leadership for possible adoption and implementation.

LANGUAGE SERVICES: GENERAL ORDER 333

The PCOB staff, in collaboration with staff from the Office of Human Rights (OHR), conducted a review of the CPD's Limited English Proficiency (LEP) Services policy (General Order 333). The review was prompted by a request to provide feedback on a revised pamphlet titled "Your Rights and Responsibilities," which is distributed by the Office of Human Rights. The Director's review of the pamphlet revealed inconsistencies between existing Police Department practices and guidance provided within the pamphlet. This prompted the Director to conduct a review of the existing CPD Language Services Policy, which illustrated the Department was not in compliance with its own policy. Upon identifying the discrepancies, the Director reached out to CPD command staff recommending they conduct a review of General Order 333 and take steps towards compliance and implementation of the policy.

The OHR and PCOB Directors submitted a set of questions and recommendations to clarify and improve the LEP policy. Key suggestions included the availability of translated "Know Your Rights" cards, clearer protocols for use of an interpreter, installation of required signage, and enhanced officer training on LEP protocols. In response, CPD appointed an LEP Coordinator, aligning with section 333.5 of the policy, which mandates oversight of LEP resources and services. The PCOB staff will continue to monitor compliance with the policy.

PROFESSIONAL TRAFFIC STOPS: GENERAL ORDER 521

Throughout spring 2024, the PCOB engaged in a review of CPD's General Order 521 on Professional Traffic Stops. The review process included discussion during multiple board meetings that culminated in the creation of an official set of recommendations which were voted on unanimously by the Board authorizing the Chair to formally submit the recommendations to the Chief of Police.

[32] All original CPD General Order policies can be found at the following location: PowerDMS. (2024). *City of Charlottesville PD: Policy and procedure manual*. Retrieved from <https://www.charlottesville.gov/335/Department-Policies>

Recommendations for the Professional Traffic Stop policy included:

- Separation of policies for motor vehicle and high-risk stops
- Elimination of outdated language
- Improvement of police citizen encounters

On April 30th, 2024, Chief Kochis formally responded to the PCOB's proposed changes and did not reject any of the specific recommendations, providing clarification where needed. These recommendations are included in the Digital Appendix.

AUTOMATED LICENSE PLATE READER (ALPR) USE: GENERAL ORDER 427

In advance of CPD's launch of its FLOCK ALPR pilot program, the PCOB reviewed and commented on the draft ALPR policy (General Order 427). The Director and Management Analyst conducted a detailed review in August 2024 and engaged with CPD and FLOCK representatives to better understand system functionalities, data governance, and privacy implications. This included an exhaustive review of the system mechanics and data reporting options to verify the feasibility of auditing as written in the order.

Recommendations included clarifying audit and oversight processes and ensuring protections against misuse. Most notably, the PCOB advocated for restrictions on data sharing and enhanced transparency measures. Chief Kochis adopted nearly all of the Director's recommendations, leading to a revised policy issued in late August. The pilot officially began on September 20th, 2024. Importantly, General Order 427 authorizes the PCOB Director to perform independent audits of the system's use. It is important to note that legislation at the state level is currently being advanced that would bring greater consistency to the use of ALPR systems across the Commonwealth. The recommended changes by the PCOB to the local order are included in the Digital Appendix.

**“THE POLICE ARE THE PUBLIC AND THE
PUBLIC ARE THE POLICE.”**

– Sir Robert Peel

INTERNAL AFFAIRS COMPLAINT INVESTIGATIONS

The following table includes a list of all cases investigated by the Office of Internal Affairs during the 2024 calendar year [33]. The list includes both internal and external complaints. While some complaints originate through the PCOB, complainants are informed that disciplinary action is only possible if a full investigation is conducted by the CPD's Office of Internal Affairs. While the ordinance states the PCOB can make non-binding disciplinary recommendations in Article XVI § 2-461(a)(2), the operational reality is that the Chief of Police will not accept those recommendations absent a full investigation by IA.

The CPD's disciplinary matrix provides a 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. While the Disciplinary Matrix Policy (GO 1003) states that supervisors are to make disciplinary recommendations using the guidelines, final authority ultimately rests with the Chief of Police [see 32].

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 Inquiry*: Defined 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."

Internal Affairs Case Number	Source	Date Received Date Closed	Allegations	Findings
2024-90001-C	External	1/12/24 3/7/24	Marked Vehicle Usage (x2), Take Home Vehicles, Mobile Audio/Video Recording	Sustained (x2), Sustained, Sustained
2024-90002-C	Internal	1/18/24 3/14/24	Vehicle Pursuit, Respect (x2), Failure to Obey Order, Sick Leave Usage	Sustained, Sustained (x2), Sustained, Unfounded

[33] All case, allegation, and outcome data provided in this section was sourced from the CPD Office of Internal Affairs. The information provided is an overview of the quantitative aspects of case data. It is the responsibility of the PCOB Office to ensure compliance with privacy requirements, protecting the names, details, and specific elements of investigations. According to the Code of VA § 2.2-3706 Title 2.2, Chapter 37, the Chief of Police is responsible for the discretionary release of law enforcement records in accordance with this section. Retrieved from <https://law.lis.virginia.gov/vacode/title2.2/chapter37/section2.2-3706/>

2024-90003-I	External	1/30/24 2/16/24	Service-Related Inquiry on Unsatisfactory Performance	N/A
2024-90004-C	Internal	2/5/24 3/8/24	Statements and Appearances	Unfounded
2024-90005-C	Internal	2/7/24 3/21/24	Unsatisfactory Performance (x2)	Sustained (x2)
2024-90006-C	Internal	2/13/24 3/18/24	Unsatisfactory Performance	Sustained
2024-90007-C	Internal	2/21/24 4/3/24	Failure to Obey Order, Truthfulness	Sustained, Unfounded
2024-90008-C	Internal	2/22/24 5/12/24	Reckless Driving	Sustained
2024-90009-C	External	2/29/24 3/26/24	Failure to Stop for a Pedestrian	Unfounded
2024-90010-C	External	3/18/24 5/12/24	Constitutional Procedures (x4), Traffic Enforcement, Mobile Audio/Video Recording, Incident Reports (x2), Juvenile Matters (x2)	Sustained (x2/4), Exonerated (x2/4), Unfounded, Exonerated, Exonerated (x2), Exonerated (x2)
2024-90011-C	Internal	4/3/24 5/3/24	Unbecoming Conduct, Harassment, Truthfulness	Sustained, Exonerated, Sustained
2024-90012-C	External	4/11/24 8/19/24	Excessive Force	Unfounded
2024-90013-C	Internal	4/7/24 5/14/24	Unsatisfactory Performance (x2)	Sustained (x2)

2024-90014-C	Internal	4/16/24 7/1/24	Duty to Report	Sustained
2024-90015-I	External	4/28/24 6/15/24	Service-Related Inquiry on Unlawful Detention	N/A
2024-90016-C	Internal	5/4/24 7/1/24	Conformance to Law	Unfounded
2024-90017-C	Internal	5/14/24 6/17/24	Negligent Handling of Weapon, Unsatisfactory Performance (x2)	Sustained, Sustained (x2)
2024-90018-C	Internal	5/15/24 7/1/24	Statements and Appearances	Not Resolved
2024-90019-C	External	6/13/24 8/29/24	Unsatisfactory Performance, Request for Assistance	Sustained, Sustained
2024-90020-C	Internal	6/27/24 8/29/24	Conduct Unbecoming, Harassment	Unfounded, Unfounded
2024-90021-C	External	7/1/24 8/22/24	Unsatisfactory Performance	Sustained
2024-90022-C	External	7/9/24 8/21/24	Unsatisfactory Performance	Sustained
2024-90023-I	External	8/10/24 9/5/24	Service-Related Inquiry on Trespassing	N/A
2024-90024-C	Internal	8/6/24 9/5/24	Conformance to Law, Truthfulness, Abuse of Authority	Sustained, Sustained, Sustained
2024-90025-C	External	8/13/24 9/18/24	Confidentiality, Constitutional Procedures	Withdrawn By Complainant, Withdrawn By Complainant

2024-90026-C	External	8/19/24 11/3/24	Constitutional Procedures, Respect	Unfounded, Unfounded
2024-90027-C	External	8/23/24 10/14/24	Constitutional Procedures, Bias-Based Policing (x5), K-9 Usage, Mobile Audio/Video Recording	Unfounded, Unfounded (x5), Unfounded, Sustained
2024-90028-C	External	8/27/24 11/4/24	Unsatisfactory Performance (x3), Incident Reports, Evidence Collection, Voluntary Statements, Handling of Citizen Complaint, Associations (x3), Abuse of Authority (x3)	Sustained (x3), Sustained, Sustained, Sustained, Sustained, Unfounded (x3), Unfounded (x3)
2024-90029-C	External	9/11/24 11/22/24	Marked Vehicle Usage (x2), Unbecoming Conduct, Mobile Audio/Video Recording, Use of Tobacco	Sustained (x2), Sustained, Sustained, Sustained
2024-90030-C	External	9/16/24 11/15/24	Excessive Force, Detention Report Requirement (x2), Mobile Audio/Video Recording	Unfounded, Sustained (x2), Sustained
2024-90031-C	Internal	10/1/24 12/10/24	Excessive Force, Courtesy (x2), Handling of Evidence	Sustained, Sustained (x2), Sustained
2024-90032-C	Internal	10/2/24 12/11/24	Respect	Unfounded
2024-90033-C	Internal	10/9/24 1/3/25	Harassment (x2), Respect	Unfounded (x2), Unfounded
2024-90034-C	Internal	10/16/24 1/15/24	Truthfulness, Unbecoming Conduct	Sustained, Sustained
2024-90035-I	External	11/1/24 1/23/25	Service-Related Inquiry on Arrest Procedures	N/A

2024-90036-C	Internal	11/4/24 1/23/25	Conformance to Law (x2)	Sustained (x2)
2024-90037-C	Internal	12/6/24 2/13/25	Conformance to Law	Sustained
2024-90038-C	External	11/25/24 1/29/25	Conformance to Law, Accident Involving Police Vehicle	Unfounded, Unfounded
2024-90039-C	Internal	11/25/24 1/29/25	Neglect of Duty, Use of Social Media	Unfounded, Sustained

THREE-YEAR INTERNAL AFFAIRS CASE

The following section presents an analysis of Internal Affairs case data spanning three years from 2022 through 2024. This detailed examination provides insight into patterns and trends in complaint volume, allegations, and outcomes within the Charlottesville Police Department's accountability system. The visualizations and analysis explore relationships between multiple data elements, including resolution timeframes, case classifications, complaint sources, officers involved, investigative findings, and resulting corrective actions when applicable to sustained allegations. All information has been carefully presented to maintain the anonymity of both complainants and officers while still providing meaningful observations into systemic patterns and investigation practices.

To ensure confidentiality, corrective action data has been disaggregated apart from individual case data. Corrective actions are tracked by the month of implementation rather than the timeframe in which the case was initiated or closed. This approach prevents direct correlation between specific cases and related corrective actions, as there is a continuous rolling process of case closures, corrective action implementation, and case initiation occurring each month.

The data presentation begins with an overview table showing aggregate statistics, followed by a series of detailed visualizations examining case factors and their interrelationships. Each visualization (with the exception of the initial overview table) includes either a "How to Read This Chart" or "More About This Chart" description to guide readers in understanding the content of each visual and to inform proper interpretation of the figures presented. Accompanying commentary identifies important patterns in the data, highlights notable trends, and poses questions for further research and review.

The goal of these visualizations is to provide factual information through multiple analytical perspectives, advancing insight and introspection into policing complaints and misconduct. By examining the information through various lenses, this section aims to support data-driven improvements in police practices and strengthen community trust through transparency.

2022 TO 2024 INTERNAL AFFAIRS CASE DATA OVERVIEW

Total Cases 107	Total Allegations 233	Sustained Rate 48.5%	Avg Days to Close 41.4
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YEAR	CASES	AVG DAYS	AVG ALLEGATIONS	AVG OFFICERS	INTERNAL %
2022	36	36.4	1.78	1.03	27.8%
2023	32	29.1	2.06	1.38	31.3%
2024	39	55.9	2.64	1.64	53.8%

CASE CLASSIFICATION	COUNT	PERCENT
Complaints	89	83.2%
Inquiries	18	16.8%

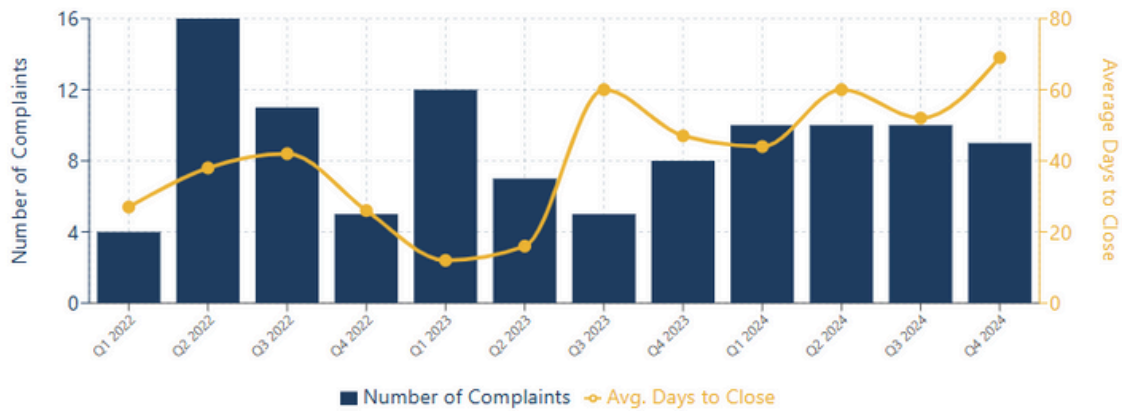
CASE ORIGIN	COUNT	PERCENT
External	66	61.7%
Internal	41	38.3%

TOP ALLEGATIONS	COUNT	PERCENT
Unsatisfactory Performance	41	17.6%
Unbecoming Conduct	14	6.0%
Courtesy	14	6.0%
Bias-Based Policing	14	6.0%
Truthfulness	12	5.2%

CASE FINDINGS	COUNT	PERCENT
Sustained	113	48.5%
Unfounded	72	30.9%
Exonerated	24	10.3%
Service-Related Inquiry	18	7.7%
Other	6	2.6%

Note: This dashboard presents an overview of key IA case investigation metrics. Each data category shown above is explored in more detail through dedicated visualizations on the following pages, including trend analysis and comparative insights.

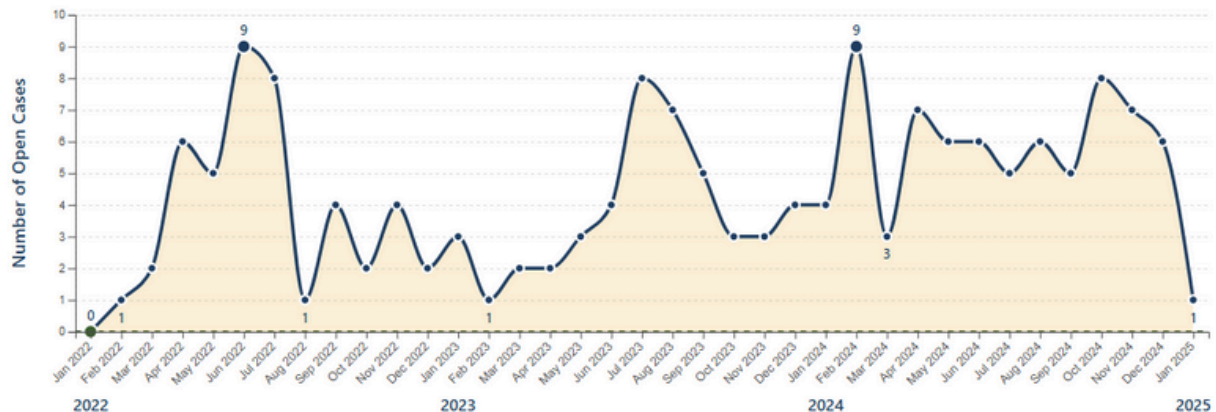
QUARTERLY CASE VOLUME AND RESOLUTION TIME



How to Read This Chart: Blue bars show the number of unique complaints received each quarter. The yellow line tracks the average number of days it took to close cases that were received in that same quarter. Higher bars indicate quarters with more complaint volume, while line peaks show quarters where cases took longer to resolve on average.

Note: The quarterly aggregation shows varied case volume in 2022 and 2023, with more consistency in 2024, paired with a small uptick in cases. Case complexity may contribute to extended resolution times and highlights the fluctuating nature of internal affairs investigations. The variation in average days to close across quarters may reveal opportunities to identify best practices from high-performing periods or address systemic bottlenecks during slower quarters. Understanding the relationship between case complexity, seasonal workload patterns, and processing efficiency could inform personnel allocation and procedural improvements.

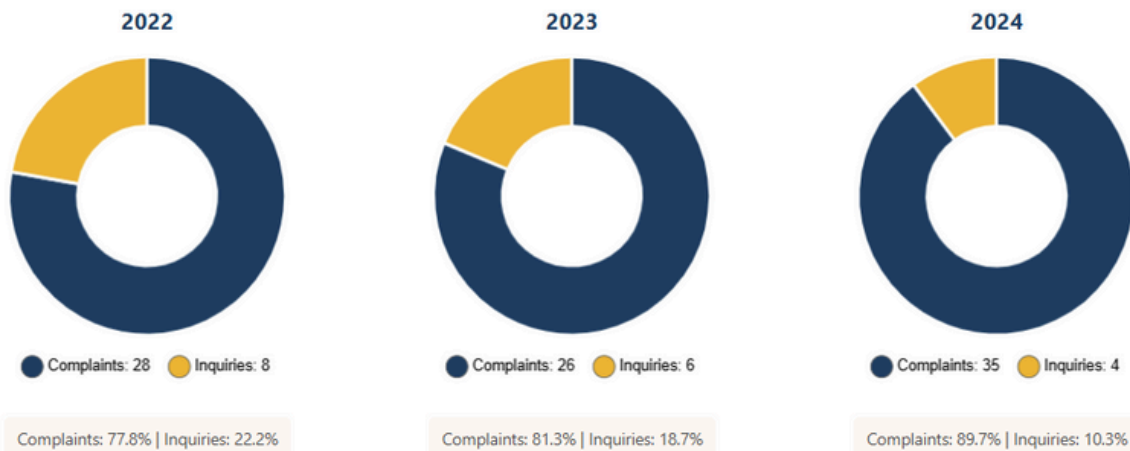
CASE BACKLOG RESOLUTION



How to Read This Chart: This line chart tracks the number of open cases (backlog) over time from January 2022 through January 2025. Each point on the line represents the total number of unresolved cases at the end of that month. The backlog is calculated as a running total: previous backlog + new cases received - cases closed. When the line rises, more cases were received than closed; when it falls, more cases were closed than received. The green dashed line at zero represents the goal of no backlog.

Note: The dramatic resolution of cases in August 2022 (dropping from 8 to 1 case) suggests either a dedicated "surge" effort or the resolution of a complex case that had been blocking progress. This pattern doesn't repeat at the second peak, where the February 2024 spike to 9 cases was followed by a more gradual, systematic reduction over 12 months. This could have been due to case complexity or competing priorities. Note that the data excludes any prior December 2021 cases and any new January 2025 cases, indicating that the first and last data points do not represent the actual case backlog for those two months.

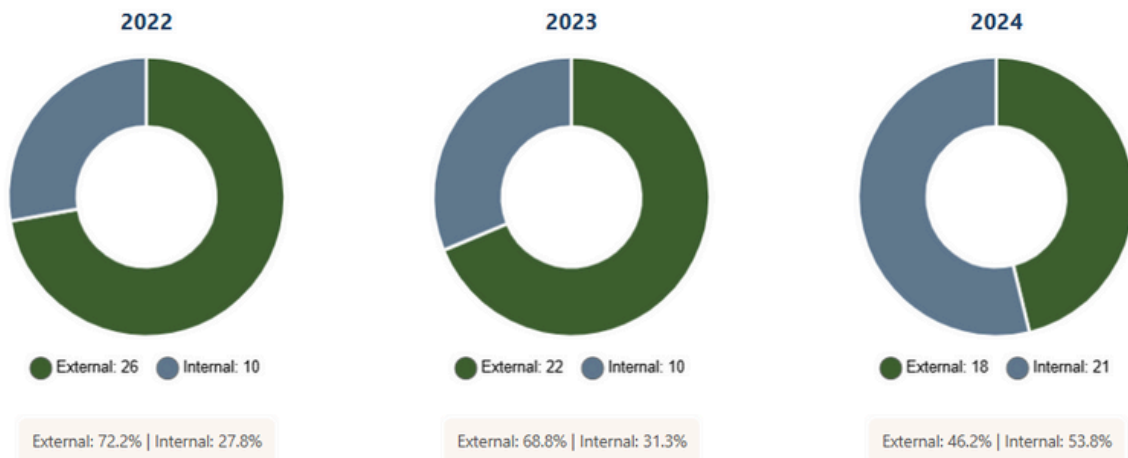
COMPLAINT VS INQUIRY CASE CLASSIFICATION



More About This Chart: Annual breakdown of case classifications showing complaint percentages across a three-year period from the Charlottesville Police Department Internal Affairs Division. Complaints increased from 77.8% to 89.7% while inquiries decreased from 22.2% to 10.3% during this period.

Note: The shift in distribution of complaints vs inquiries represents a notable change in how cases are being classified within the CPD's Office of Internal Affairs. This 12%-point increase in the ratio of complaints could reflect several factors, including improved transparency and accessibility in the complaint process, changes in training or case classification practices, or broader shifts in external vs internal case origin dynamics explored more below.

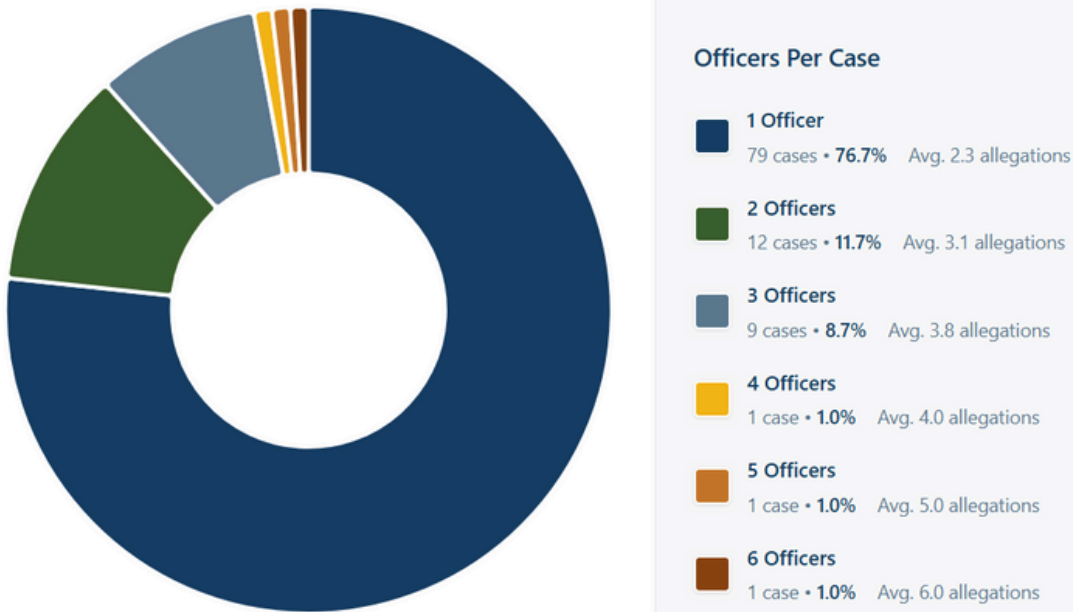
EXTERNAL VS INTERNAL CASE PROFILES



More About This Chart: Shift in External vs Internal case proportions from 2022 to 2024 showing a dramatic reversal in case origin patterns. External cases decreased from 72.2% to 46.2% while internal cases increased from 27.8% to 53.8% during this period.

Note: The reversal in case origin from 2022 to 2024 represents a shift in how concerns reach the CPD's Office of Internal Affairs. This 26%-point swing may suggest enhanced departmental accountability culture, which could indicate improved officer willingness to report misconduct. Conversely, the decline in external cases may reflect shifting community trust in the process or changes in public awareness. This trend underscores the importance of understanding if internal reporting improvements are driving positive accountability changes and/or if external reporting barriers for citizens need to be addressed.

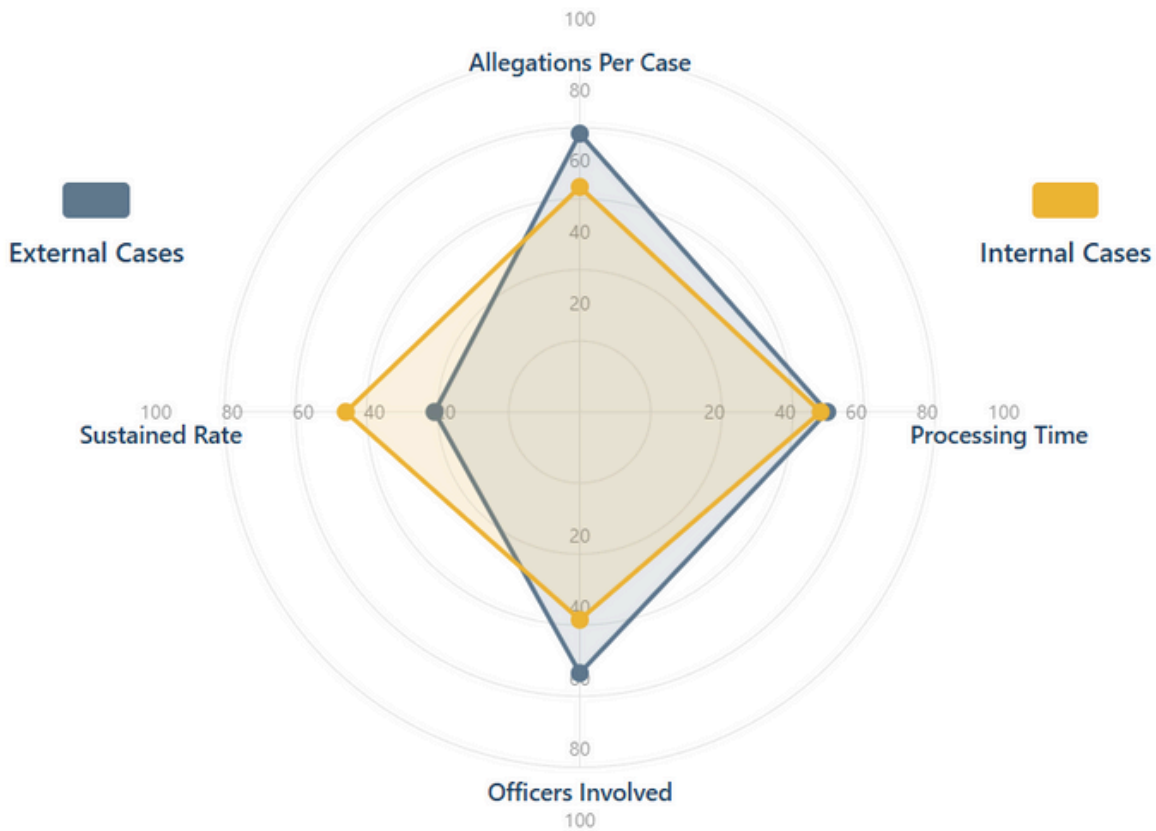
OFFICER INVOLVEMENT DISTRIBUTION



How to Read This Chart: This donut chart displays the distribution of Internal Affairs cases by the number of officers involved in each incident. Circle segments are sized proportionally to the number of cases. The legend shows exact case counts, percentages, and average number of allegations for each officer involvement level. The data reveals that the vast majority of cases (76.7%) involve single officers, with multi-officer cases becoming increasingly rare. Colors progress from dark blue for single officers to warmer tones for rare multi-officer scenarios.

Note: The stark dominance of single-officer cases raises questions about supervision, corrective action, and training. These cases can include the same officer multiple times with similar types of allegations. While this visualization is based on allegations only, multi-officer incidents may represent fundamentally different types of events. Additionally, investigating whether the same officers appear repeatedly in multi-officer complaints versus single-officer complaints might identify problematic team or leadership dynamics that warrant targeted intervention rather than broad policy changes.

EXTERNAL VS INTERNAL CASE PROFILES



How to Read this Chart: This radar chart compares four key metrics between external and internal cases. Each axis represents a different metric with values normalized to a 0-100 scale. Larger areas indicate higher values across metrics. The blue area shows external cases while the gold area represents internal cases.

External Cases Profile (66 Cases)

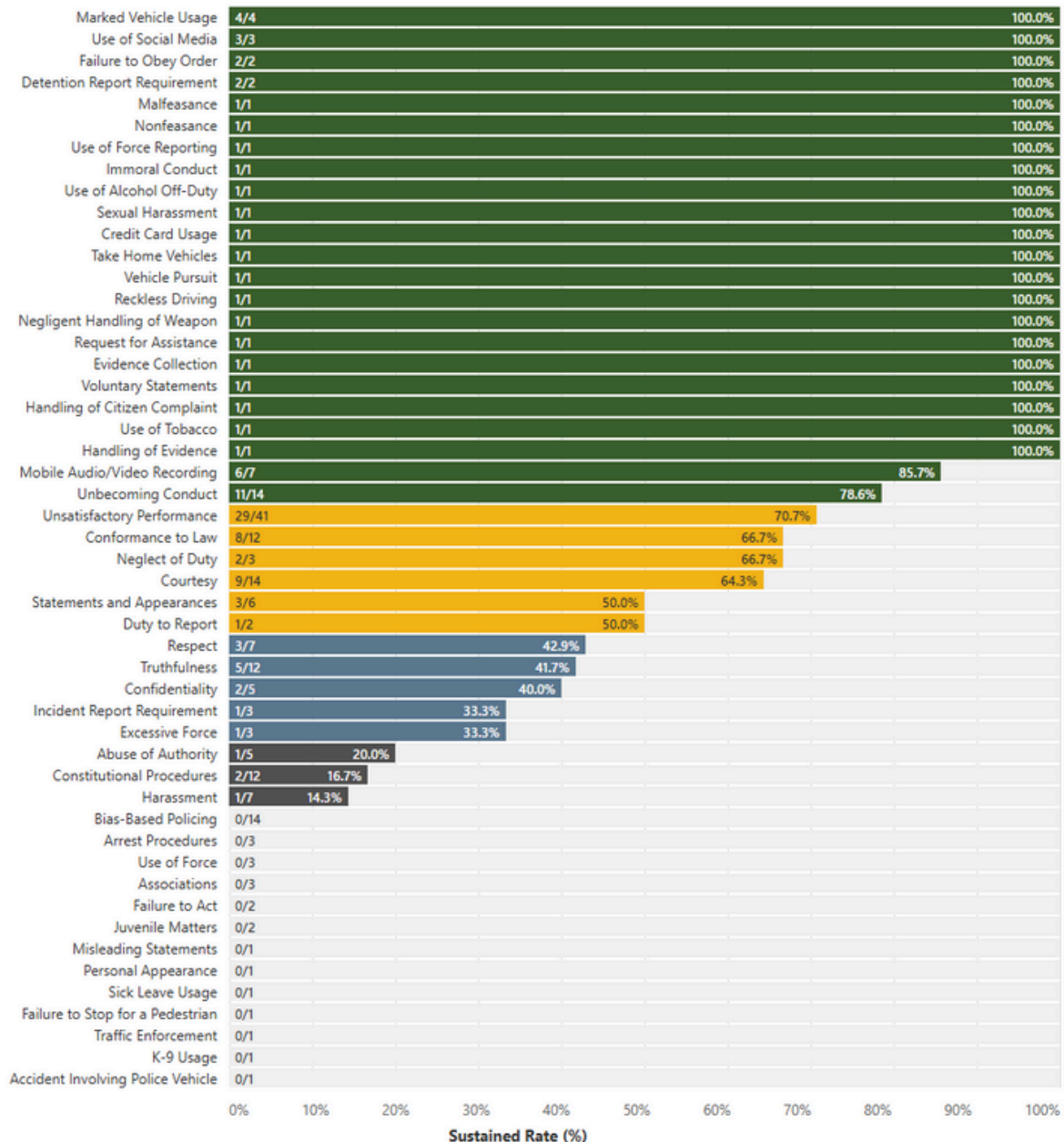
Average Allegations per Case	2.35
Average Days to Close	41.8
Average Officers Involved	1.47
Sustained Rate	40.9%

Internal Cases Profile (41 Cases)

Average Allegations per Case	1.90
Average Days to Close	40.7
Average Officers Involved	1.17
Sustained Rate	65.9%

Note: The stark 25%-point gap in sustained rates between internal and external cases suggests fundamentally different dynamics at play beyond simple case complexity. The similar processing times despite external cases involving more officers and allegations also hints at potentially different investigation depths or methodologies being applied based on case origin. This data raises questions about external complainants facing possible barriers to substantiation, perhaps related to evidence standards, burden of proof, or investigator process. Conversely, the lower allegation counts in internal cases may reflect specific instances of supervisor-supervisee interactions with clear allegations which are faster to investigate. The processing time parity is particularly intriguing: external cases require coordinating with 26% more officers and investigating 24% more allegations, maintaining the same timeline is unexpected. Understanding these dynamics would require examining factors like complainant demographics, allegation types, investigator assignment, and the evidentiary threshold applied to each case type.

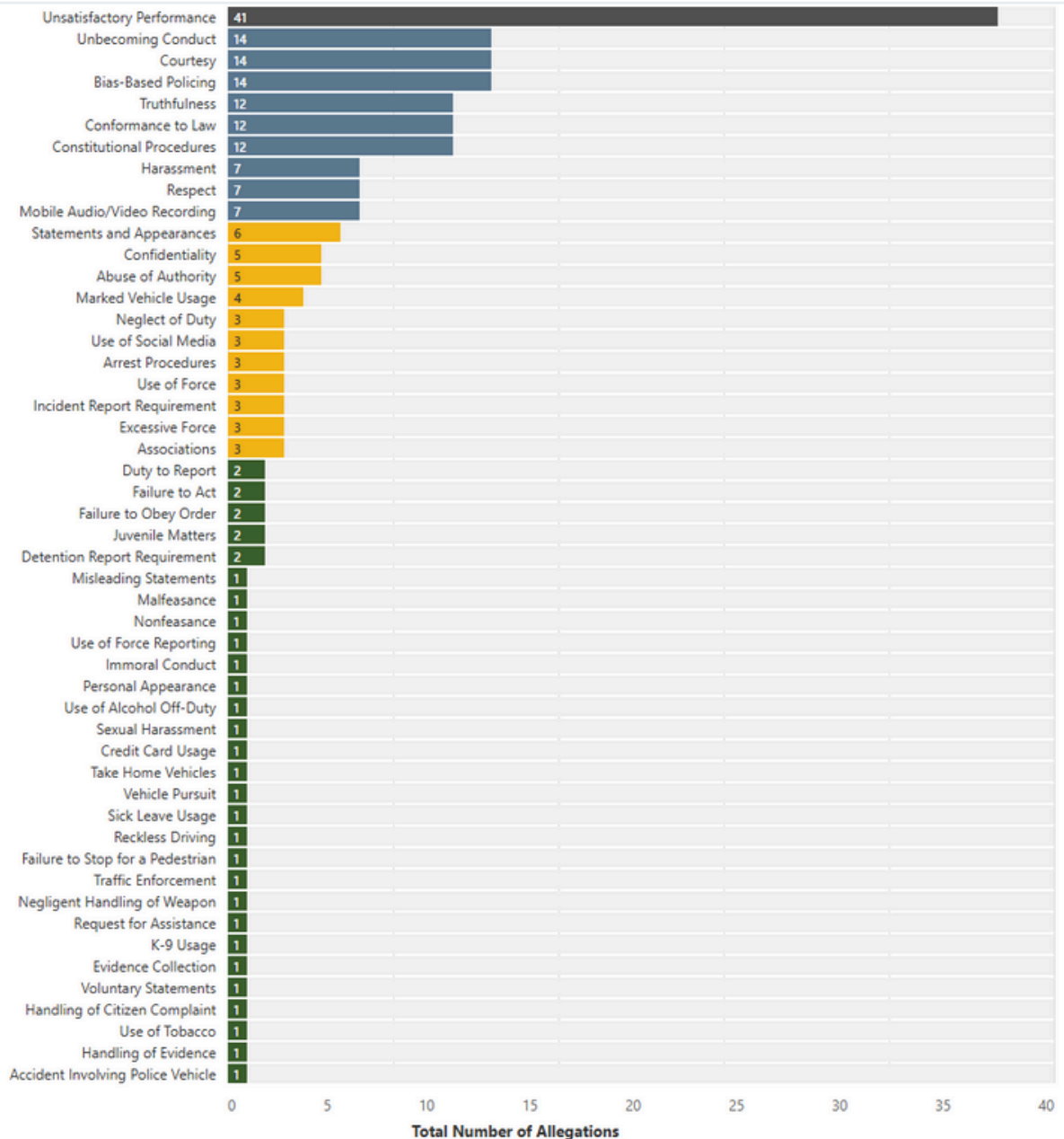
SUSTAINED RATE BY ALLEGATION TYPE



How to Read This Chart: This chart displays all allegation types ranked by their sustained rate (the percentage of cases where the allegation was upheld). Each bar shows the sustained rate as a percentage, with the actual numbers displayed as "sustained/total allegations of that type." Higher percentages indicate allegation types that are more frequently sustained when investigated. Color coding helps identify patterns: dark green for high sustainment rates (75%+), gold for moderate rates (50-74%), blue for lower rates (25-49%), and gray for rates below 25%.

Note: The sustained rate data reveals patterns in how different types of misconduct allegations are adjudicated. While numerous allegation types show 100% sustained rates, these are predominantly single-incident cases. More telling are the moderate-to-high sustained rates for higher-volume allegations: Unsatisfactory Performance, Unbecoming Conduct, and Mobile Audio/Video Recording allegations suggest substantive, measurable breaches of policy. The contrast between Bias-Based Policing frequency and its 0% sustained rate warrants deeper examination. Does this reflect the inherently complex nature of proving discriminatory intent? The data suggests that procedural and technical allegations (vehicle usage, social media, recording protocols) are more readily sustained than interpersonal conduct. It is also important to note that this chart excludes Service-Related Inquiries.

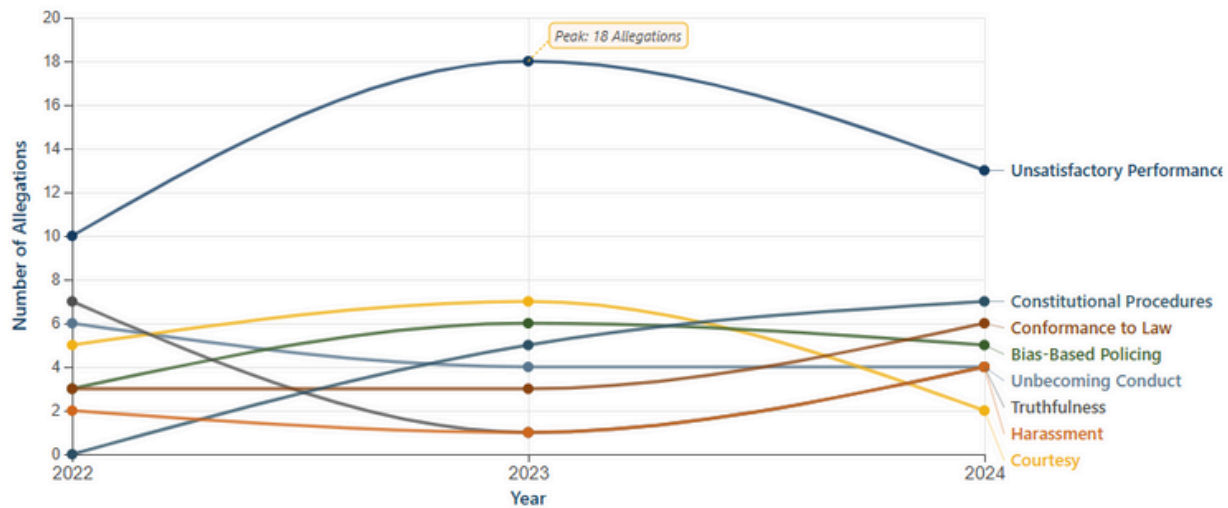
ALLEGATION FREQUENCY DISTRIBUTION



How to Read This Chart: This chart shows all allegation types ranked by frequency, revealing which types of misconduct allegations are most commonly reported. Each bar represents the total count of allegations, with the number displayed at the end of each bar. This view helps identify which allegations consume the most investigative resources and where patterns of problematic behavior may be emerging. Color coding reflects volume levels: dark gray for high-volume allegations (15+ allegations), blue for medium-high volume (7-14 allegations), gold for medium volume (3-6 allegations), and green for low volume (1-2 allegations).

Note: The frequency distribution illuminates where investigative resources are concentrated and potentially where systemic issues may be emerging. The dominance of Unsatisfactory Performance allegations suggests either widespread performance challenges or a catch-all category for various conduct issues. The clustering of Courtesy, Unbecoming Conduct, and Bias-Based Policing, despite different sustained rates, indicates these represent fundamentally different types of complaints with different investigative approaches. Notably, the data shows a "long tail" of allegations, many types appearing only once or twice, which could indicate either rare misconduct or inconsistent naming and categorization practices that might benefit from clarification. It is also important to note that this chart excludes Service-Related Inquiries.

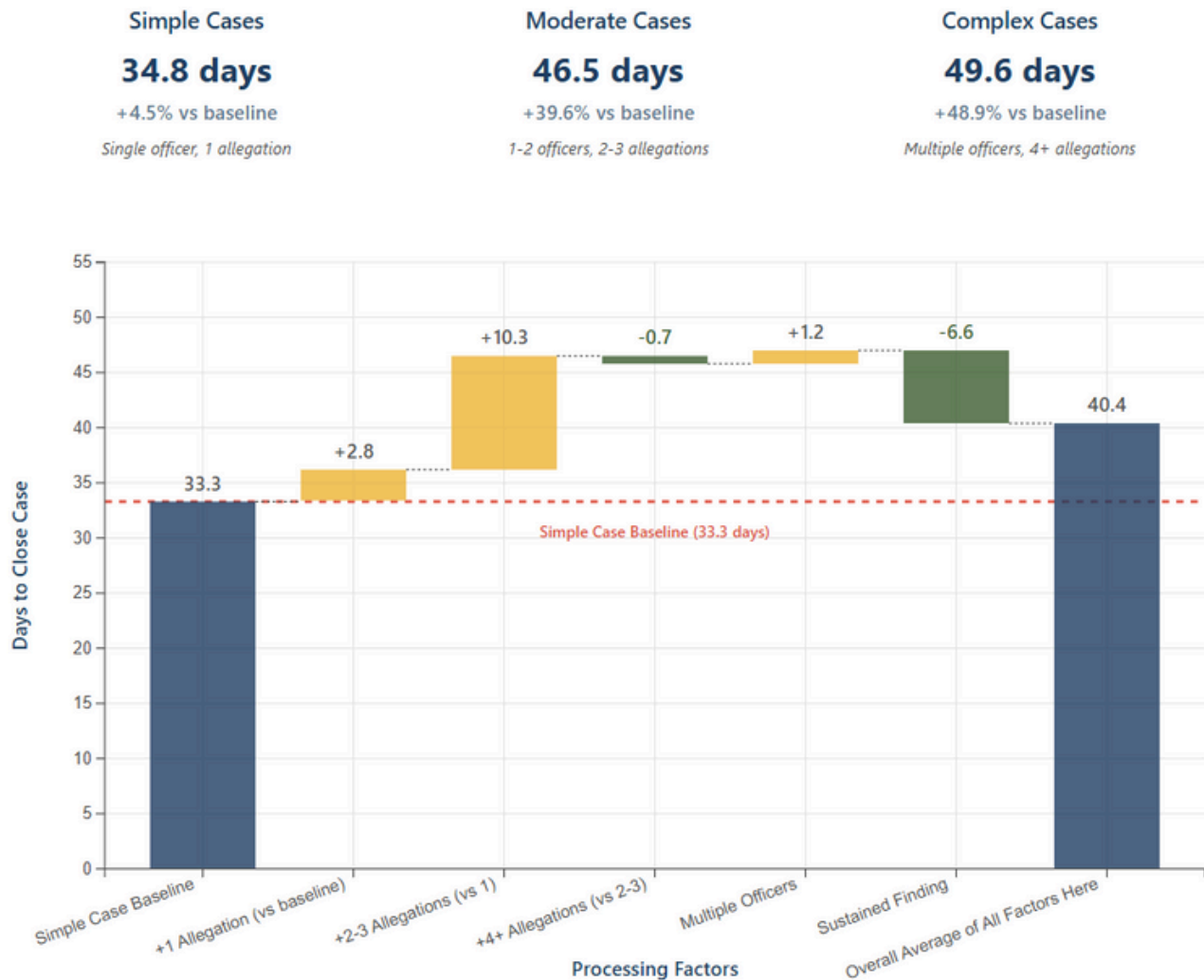
TOP ALLEGATION TRENDS OVER TIME



How to Read This Chart: This line chart tracks the frequency of the eight most common allegations from 2022 to 2024. Each colored line represents a different allegation type, with points marking the count for each year. The annotation highlights that Unsatisfactory Performance peaked at 18 allegations in 2023, while Constitutional Procedures violations emerged in 2023 and rose to 7 allegations by 2024. The labels on the right side show each allegation type connected to its 2024 value.

Note: Looking at the allegation patterns, several intriguing dynamics emerge that warrant deeper investigation. The dramatic 86% drop in Truthfulness allegations in 2023 followed by a partial rebound in 2024 suggests either a significant policy intervention, changes in reporting standards, or perhaps a shift in how these allegations are categorized. Meanwhile, the emergence and steady rise of Constitutional Procedures allegations from zero in 2022 to 7 in 2024 indicates the need for more exploration about the nature of these allegations. Important questions raised by this chart include: are these fluctuations driven by changes in officer behavior, shifts in how complaints are classified, variations in community reporting patterns, or modifications to internal investigation processes? The fact that Unsatisfactory Performance consistently dominates (representing 35% of all top allegations) while being relatively stable suggests it may serve as a catch-all category, potentially obscuring more specific behavioral issues. Understanding whether these trends reflect genuine changes in officer conduct or administrative adjustments in categorization would be crucial for evaluating the true effectiveness of current accountability measures.

CASE PROCESSING EFFICIENCY BY FACTOR



How to Read This Chart: This waterfall chart starts with a baseline processing time for the simplest case profile, which includes service-related inquiries (SRIs), and shows how various factors incrementally add or subtract days to the resolution time. Blue bars represent starting and ending points, golden bars show factors that increase processing time, and green bars represent efficiency gains that reduce processing time. The dotted lines connect each step to show the cumulative impact, while the red dashed line marks the baseline reference point. Each bar's height corresponds to the number of days added or removed from the total processing time. The baseline is lower than the '+1 Allegation' factor because SRIs, by nature, have zero allegations. Due to the mechanics of the waterfall chart which starts with no factors applied and then stacks them progressively, the figures at the top of the chart and within the chart will not match figures found elsewhere in this section, because not all factors are included here, and some SRIs also have zero officers involved, though not all.

Note: The data reveals several counterintuitive patterns that warrant deeper investigation. Most notably, cases resulting in sustained findings actually process 6.6 days faster than average, which challenges the conventional expectation that allegations which are ultimately sustained as violations might require more thorough investigation with a longer timeline. This could suggest either that clear-cut cases with obvious violations are resolved more efficiently, or that organizational expectations accelerate processing time when misconduct is evident. Similarly, the finding that cases with '4+ Allegations' process slightly faster than those with '2-3 Allegations' may indicate procedural differences or economies of scale in handling of complex cases. The most dramatic processing time increase occurs when moving from single to multiple allegations (a 10.3-day jump), suggesting this transition point represents a critical workflow threshold for investigation processing.

ALLEGATION CO-OCCURRENCE ANALYSIS

55

Cases with Multiple Allegations
51% of all cases

25

Cases with 3+ Allegations
23% of all cases

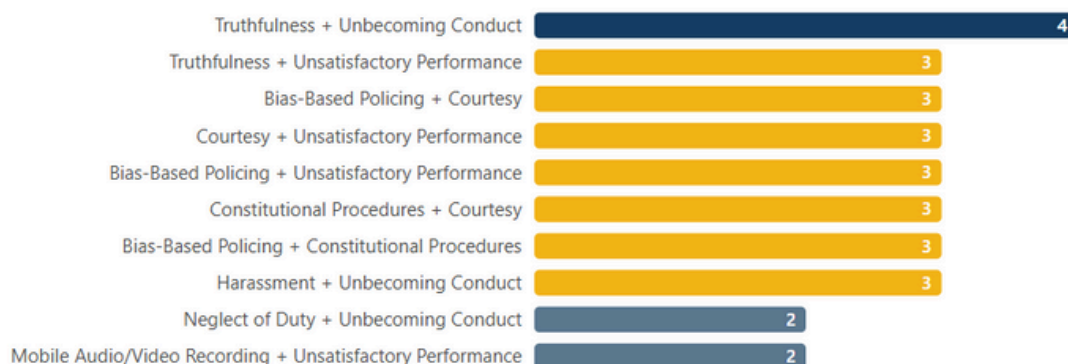
10

Cases with 5+ Allegations
9% of all cases

4

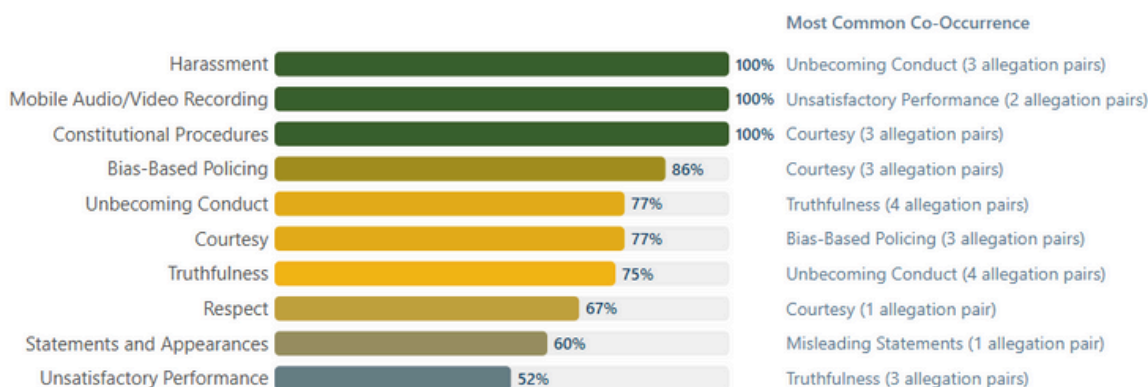
Most Common Co-Occurrence
Truthfulness + Unbecoming
Conduct

Top Co-Occurring Allegation Pairs



How to Read This Chart: This horizontal bar chart displays the ten most frequently co-occurring pairs of allegations found in Internal Affairs cases. The length of each bar represents the number of allegation pairs where both allegations in the pair were present together. The color coding distinguishes frequency levels: dark blue indicates the highest frequency (4 allegation pairs), gold represents moderate frequency (3 allegation pairs), and medium blue shows lower frequency (2 allegation pairs). The allegation pairs are listed on the left, with the count displayed within each bar.

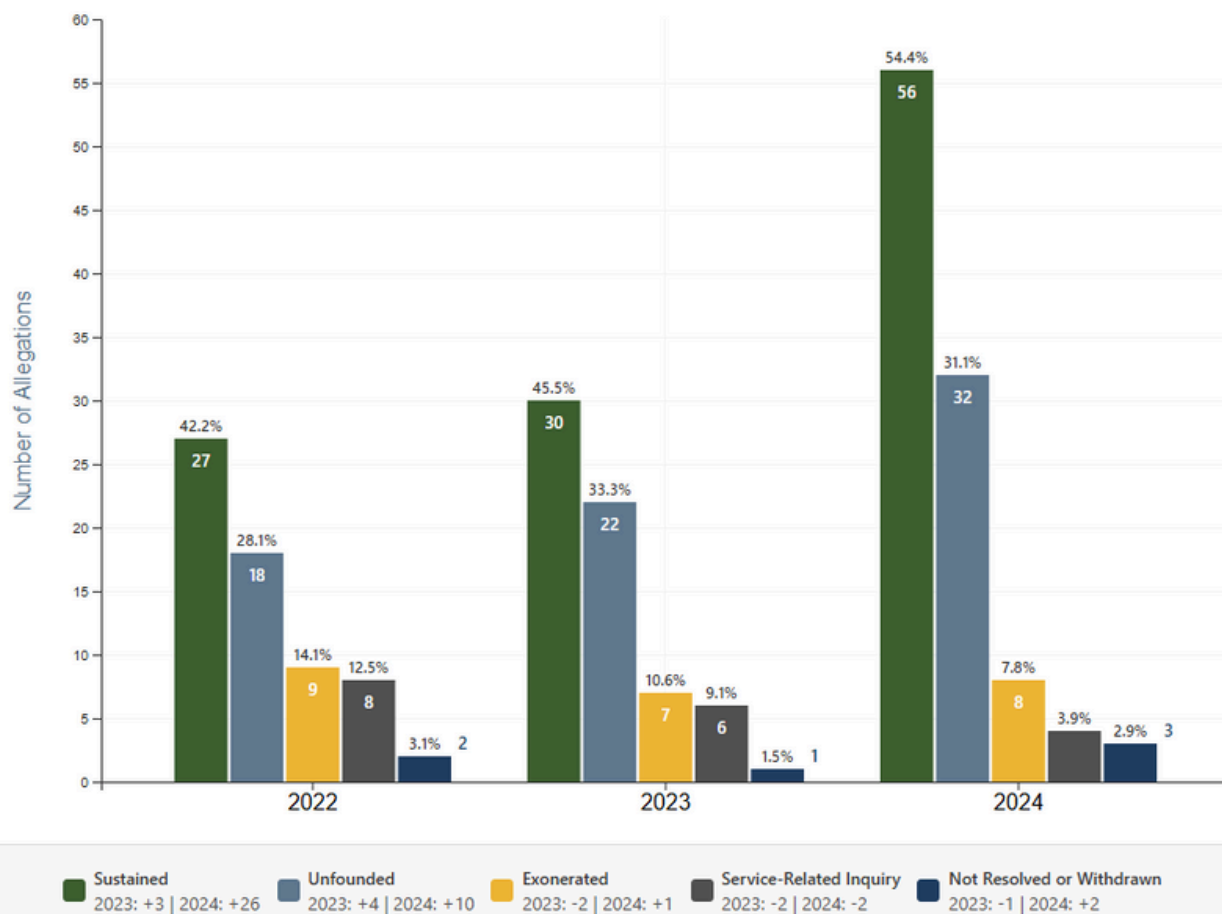
Red Flag Allegations



How to Read This Chart: This chart identifies allegations that rarely appear in isolation and typically signal multiple issues within a case. The colored bars show the percentage of times each allegation appears alongside other allegations, with green indicating 100% co-occurrence rate. The text on the right displays the most frequent partner allegation for each type, providing insight into common patterns of co-occurring misconduct.

Note: The data reveals that certain allegations never appear in isolation, suggesting they're indicators of possible broader misconduct patterns rather than standalone issues. There is a strong link between Truthfulness and Unbecoming Conduct (4 co-occurrences) allegations. While Unsatisfactory Performance dominates at 41 occurrences, it stands alone nearly half the time, raising questions about whether it serves as both an independent issue and a catch-all category. Most critically, the clustering patterns of co-occurring allegations suggest opportunities for early intervention. If certain allegations predict the occurrence of other allegations, targeted training and monitoring could theoretically prevent the risk of additional future allegations that are often related.

CASE ALLEGATION FINDING DISTRIBUTION BY YEAR



How to Read This Chart: This grouped bar chart displays Internal Affairs allegation findings from 2022 to 2024. Each year shows five types of findings represented by different colored bars, with the height indicating the number of allegations and percentages shown above each bar. The legend includes year-over-year changes for each finding type, with positive numbers indicating increases and negative numbers showing decreases in allegation counts.

Note: The sharp rise in total Internal Affairs case allegation findings in 2024 (a 56% jump from the previous year) coupled with the steady climb in sustained findings raises important questions about both departmental culture and investigative practices. The sustained rate's progression from 42.2% to 54.4% over three years suggests either improving investigative rigor or perhaps evolving standards for what constitutes policy violations. Particularly striking is the inverse relationship between sustained and exonerated findings, with exonerations dropping by nearly half while sustained cases doubled, a pattern that could indicate more thorough investigations, or higher levels of accountability for policy violations. The consistent decline in Service-Related Inquiries from 8 to 4 cases might reflect changing categorization practices. Most intriguing is whether the 2024 surge represents a true increase in misconduct, greater public willingness to file complaints, or simply enhanced internal monitoring. Understanding these drivers is crucial for determining whether the Department faces a conduct crisis requiring intervention or is experiencing the growing pains of more comprehensive accountability measures with a larger number of newer, less experienced officers.

SERVICE-RELATED INQUIRY ANALYSIS

TOTAL SRIS

18

16.8% of all cases

AVERAGE RESOLUTION

28.4

days

PEAK YEAR

2022

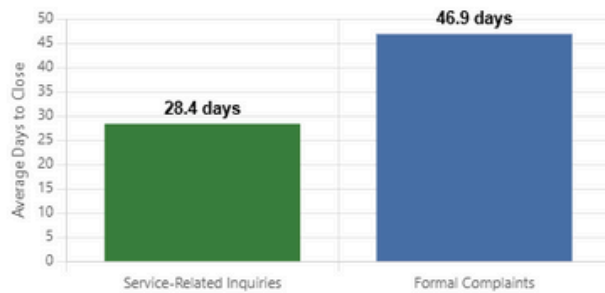
8 inquiries

MOST COMMON TOPIC

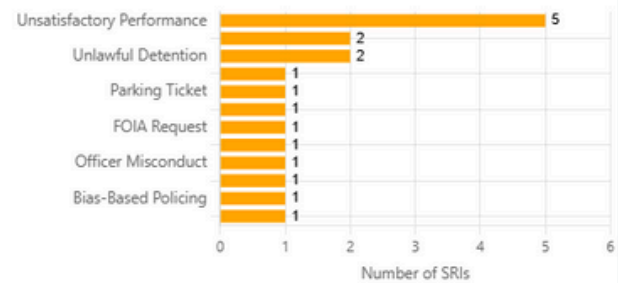
5

Unsatisfactory Perf.

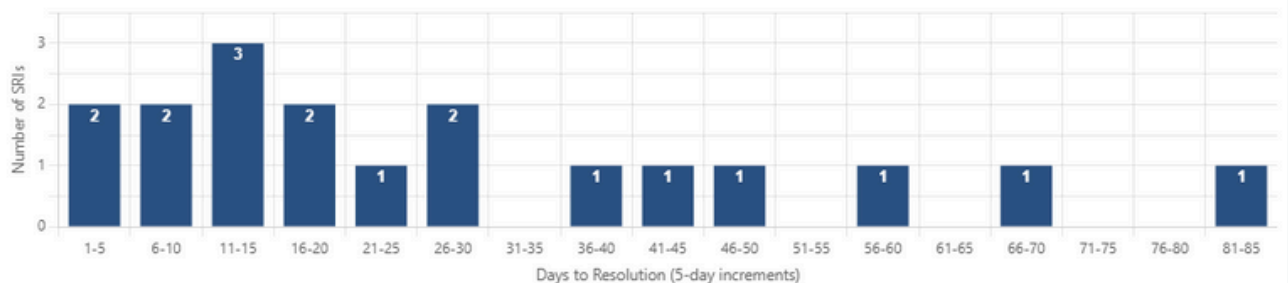
SRI vs Complaint Resolution Times



SRI Topics Distribution



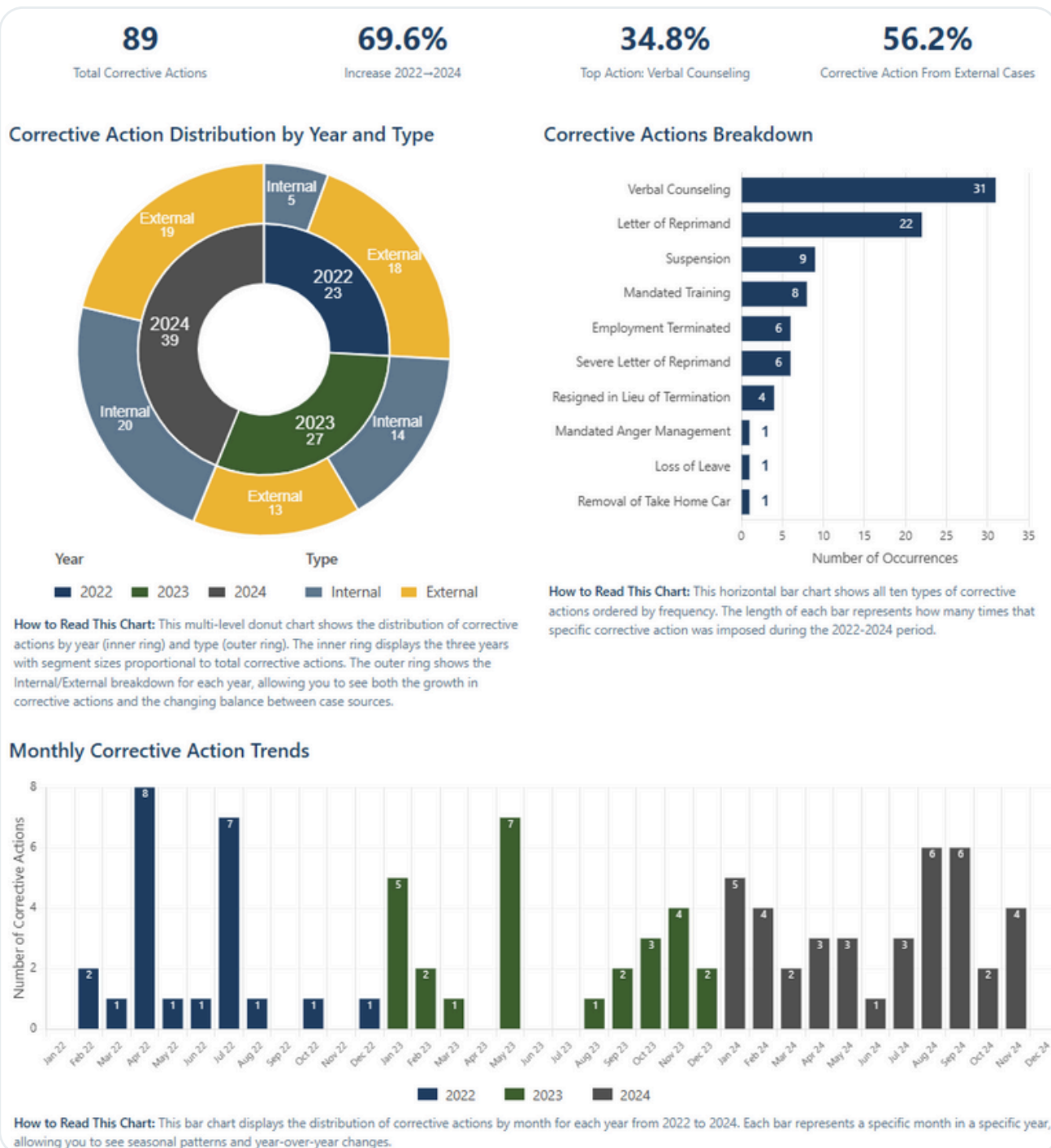
Resolution Time Distribution



More About These Charts: The data represents 18 Service-Related Inquiries (SRIs) processed between 2022 and 2024, comprising 16.8% of all cases reviewed. Resolution times show SRIs average 28.4 days to close compared to 46.9 days for Formal Complaints, demonstrating more efficient resolution of service-related matters. Topic distribution reveals Unsatisfactory Performance as the leading concern with 5 SRIs, followed by Trespassing and Unlawful Detention with 2 SRIs each. Time distribution indicates most SRIs (12 of 18) are resolved within 30 days, with the majority clustering between 11-15 days, though outliers extend to 83 days.

Note: The concentration of nearly 30% of all SRIs within the "Unsatisfactory Performance" category presents both a challenge and an opportunity. This broad classification likely encompasses various concerns about response time, communication style, or procedural compliance that, if disaggregated, could inform targeted training initiatives. The current data captures resolution timelines but misses context about resolution methods, whether cases were resolved through education, policy clarification, or referral to other departments. Understanding these pathways could transform SRI management from a reactive process to a proactive engagement strategy. The data raises several relevant questions: What exactly constitutes "resolution" for an inquiry versus a complaint? How can categorization remain consistent when broad labels like "Unsatisfactory Performance" could reasonably overlap with more specific categories? Addressing these questions could help develop a systematic approach that uses SRI patterns as an early warning system for emerging community concerns, ultimately reducing both inquiry volume and the progression to formal complaints. As a result, the Director has raised concerns about the broad application of the Service-Related Inquiry classification, particularly in cases where citizens reported negative interactions with CPD officers.

SUSTAINED ALLEGATION CORRECTIVE ACTIONS



Note: Corrective actions are imposed by the Chief of Police in response to sustained allegations from Internal Affairs. These represent the final disciplinary outcomes after Internal Affairs and command staff have completed their review and have made recommendations to the Chief. To protect individual privacy, this data has been aggregated and disconnected from individual cases, officers, and allegations. The months shown indicate when corrective action was imposed, not when the underlying investigations began or concluded. Each case follows its own timeline for resolution, and corrective actions recorded in any given month may relate to investigations from multiple prior months. No connection should be drawn between particular corrective actions and individual cases. A single month's corrective actions may apply to various combinations of cases, may involve only certain officers within those cases, or may address only specific sustained allegations.

PCOB COMPLAINTS AND INQUIRIES

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 City of Charlottesville's 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 review and timely response. Upon arrival, the 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.

Provided below is a table of all requests made to the PCOB Office directly, whether as complaints, inquiries, or requests for police service. The Director ensured all complainants had been contacted and, if applicable, confirmed receipt of a closure letter and status from the Internal Affairs investigations conducted. The Director continues to implement monitoring measures over cases which originate with the PCOB and are investigated by the CPD Office of Internal Affairs.

Tracking Number	IA Case Number	Open Close	Allegations	Office of the PCOB Actions Taken
240206-921401	N/A	2/6/24 8/21/24	Constitutional Procedures	Complaint submitted to PCOB by phone. The ED provided complainant with information for CPD IA. Complainant ultimately chose not to pursue an IA investigation.
240224-753887	IA2024 90009-C	2/24/24 9/6/24	Failure to Stop for a Pedestrian	Complaint submitted to the PCOB through online portal. Referred to CPD IA and monitored by the PCOB ED through updates requested from IA. Case closed by IA as <i>unfounded</i> .
240730-038456	N/A	7/30/24 8/21/24	Lack of Service (Not CPD Related)	Complaint submitted to PCOB through email. Complaint was related to city-created debris. The MA followed up with the complainant and provided information for the Public Works Department and also sent a notice to Public Works for awareness.

240730-042733	N/A	7/30/24 8/21/24	Discourtesy	Complaint submitted to PCOB through online portal. The MA contacted complainant and referred to CPD IA. Additional information obtained from OHR. The ED followed up with complainant who ultimately chose not to pursue an IA investigation.
240730-050509	N/A	7/30/24 9/6/24	Inquiry	Request for information about PCOB appointment process submitted by email. Response provided to submitter by the MA and ED regarding timeline and information from the Clerk of Council's Office.
240818-37629	IA2024 90026-C	8/18/24 11/21/24	Constitutional Procedures, Respect	Complaint received by PCOB through online portal. The ED contacted the complainant and provided information about starting an investigation through CPD IA. Monitored by the ED with updates provided to complainant. Closed by IA as <i>unfounded</i> .
240827-574144	IA2024 90028-C	8/27/24 11/19/24	Unsatisfactory Performance, Handling of Citizen Complaint, Incident Reports, Evidence Collection, Voluntary Statements, Associations, Abuse of Authority	Complaint received by PCOB through in-person visit. Referred to CPD IA and monitored by PCOB ED including review of body-worn camera footage and observance of officer IA interviews. Closed by IA with <i>sustained</i> findings for: Unsatisfactory Performance, Handling of Citizen Complaint, Incident Reports, Evidence Collection, Voluntary Statements.
240905-540720	N/A	9/5/24 9/9/24	Lack of Service (UVA PD)	Complaint received by PCOB through email. The ED forwarded the complaint to the Chief of Police with questions about jurisdiction. The Chief responded providing information about UVA and CPD cooperation to resolve the issue. The ED notified the complainant of this resolution.

241015-753797	N/A	10/15/24 10/21/24	Compliment	Compliment received by PCOB through fax/phone. Compliment stated an officer helped to de-escalate a situation and provided help to both parties with professionalism. The MA forwarded the compliment to the Chief of Police and notified the submitter.
241104-622982	IA2024 90035-I	11/4/24 2/18/25	Detention Procedures	Complaint received by PCOB through email. Referred to CPD IA and monitored by PCOB ED with response to complainant. Closed by IA as an <i>inquiry</i> on detention procedures.
241111-911624	N/A	11/10/24 12/2/24	Request for Service	Email received by PCOB related to a request for non-emergency police service. No complaint against officers. The MA reached out by phone and email to provide more information to submitter about filing a police report.
241119-252232	N/A	11/19/24 11/19/24	Request for Service	Complaint received which was designated as a request for police service for an animal welfare check. The ED and MA facilitated notice to CPD and monitored officer response to scene. Provided notice to complainant that officers had been dispatched for the welfare check.
241121-397104	N/A	11/21/24 12/16/24	Bias-Based Policing, Constitutional Procedures	Complaint received by PCOB through referral from OHR. The ED got more information about incident from CPD IA and reviewed body-worn camera footage. The ED contacted complainant by phone and indicated the incident was run by the State Police and provided information for the Legal Aid Justice Center. Complainant was informed the incident was outside of PCOB jurisdiction.

241121-399101	IA2024 90030-C	11/21/24 12/11/24	Use of Force	Complaint received by PCOB through email. Case referred to CPD IA and monitored by the ED, including review of body-worn camera footage and observance of officer interviews. The ED also met with the complainant on several occasions to provide information and updates. Case closed by IA as <i>unfounded</i> .
241211-722145	IA2024 90029-C	12/11/24 12/11/24	Marked Vehicle Use, Unbecoming Conduct	Complaint received by PCOB through email. Case referred to CPD IA and monitored by the ED, including review of body-worn camera footage and observance of officer interviews. Case closed by IA with collateral allegations as <i>sustained</i> .
241213-901389	N/A	12/13/24 1/30/25	Use of Force	Complaint received by in-person visit. The ED and MA took a full narrative of the allegation and obtained cellphone video. Complainant spoke with CPD IA regarding the situation and ultimately did not pursue a complaint with IA. The ED and MA provided some additional resources to pursue alternative resolutions to the incident.
241219-289835	IA2025 90001-C	12/19/24 2/26/25	Unbecoming Conduct	Complaint received by PCOB through the Clerk of Council's office. The ED conducted a phone call to obtain full allegation. An in-person interview of the complainant by the ED was also conducted. Referred to CPD IA and monitored by the ED including review of complainant-provided footage and body-worn camera footage. Closed by IA as <i>unfounded</i> .

Note: Beyond the official actions listed in this table, the PCOB Office routinely helps members of the community who are seeking support from the Police Department or other city services but happen to first arrive at the doors of the PCOB due to its location at the Market Street Garage. This additional communication also includes questions about the PCOB, specifically regarding the Board application process, questions about meetings and the work of the PCOB Office, and other routine inquiries which are not related to complaints against CPD officers or staff.

POLICE DEPARTMENT BUDGET

Provided here is an overview of the Charlottesville Police Department's budget trends from fiscal year 2022 through 2025, with a comparative look at the first half of fiscal year 2025 (July-December 2024). The analysis examines spending patterns across major expense categories and identifies changes in departmental resource allocation. The PCOB maintains a responsibility to review and provide input on Department expenditures during the annual budget process. This authority represents an important aspect of the Board's oversight mandate, allowing for civilian input into resource allocation and spending priorities. Monitoring and reporting on changes in Police Department spending facilitates important discussion and highlights potential questions to ask of budget determinations and the process [see 31].

POLICE DEPARTMENT BUDGET ANALYSIS

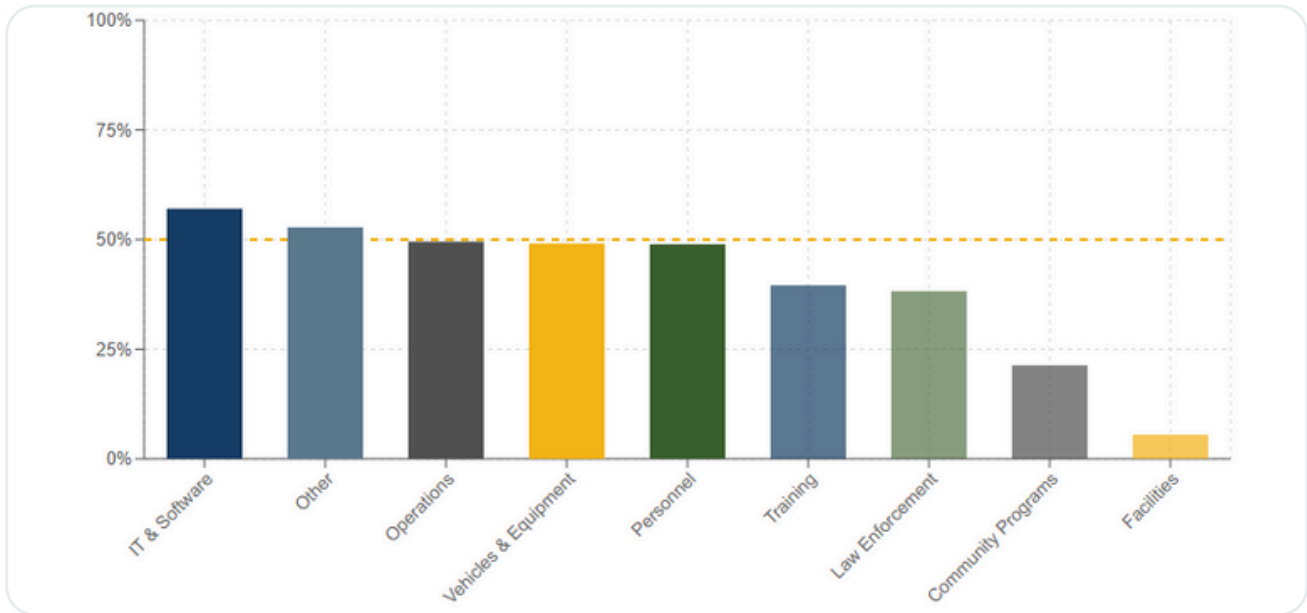
The CPD's FY25 budget totals \$23,723,418, with personnel costs comprising three-quarters of the total, underscoring the labor-intensive nature of police operations. The budget also supports key areas such as operations, vehicles and equipment, supplies, training, IT and software, facilities, and community programs, with a small portion unallocated for emerging needs. Mid-year expenditures align with expectations. Overall, the FY25 budget balances immediate operational requirements, future capabilities, and community-focused initiatives, maintaining transparent allocation of resources across police functions and showing stability in budgeted allocations compared to expenses.

FY25 BUDGET OVERVIEW AND CATEGORY DESCRIPTIONS

Category	Budget Amount	Percentage	Description
■ Personnel	\$17,689,707	74.6%	Salaries, benefits, retirement, insurance, overtime
■ Operations	\$2,562,564	10.8%	Office supplies, utilities, service contracts, insurance
■ Vehicles & Equipment	\$1,610,851	6.8%	Vehicle maintenance, fuel, machinery, equipment acquisition
■ Training	\$396,792	1.7%	Education programs, travel, registration fees
■ Law Enforcement Supplies	\$325,112	1.4%	Uniforms, forensic supplies, ammunition, firearms
■ Facilities	\$76,182	0.3%	Maintenance, rent, repairs
■ Community Programs	\$40,000	0.2%	Community engagement, wellness programs
■ IT & Software	\$190,410	0.8%	Infrastructure, software licensing
■ Other	\$831,801	3.5%	Miscellaneous expenses, strategic planning
Total	\$23,723,418	100.0%	

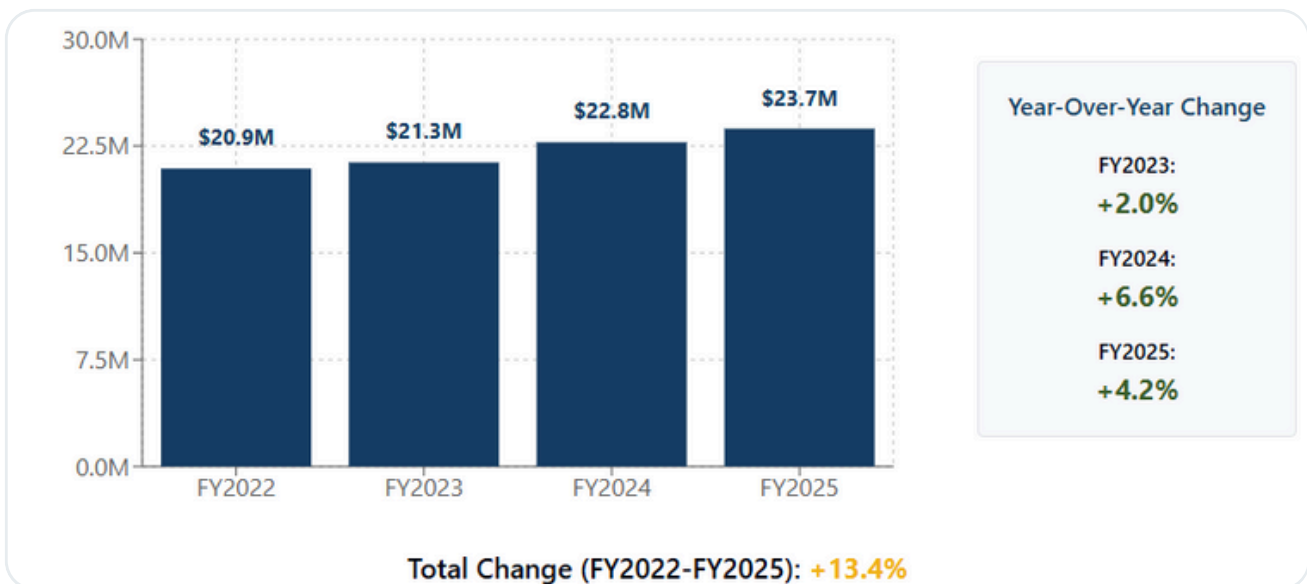
Note: Refer to this table for descriptions of what is included in each budget category for the trend analysis section below. Line items included in categories may change from year to year. The CPD budget has over 120 allocated line items, so trend analysis requires consolidation into broad categories. Category totals may therefore not equate to annual totals due to some discrepancy with line-item categorization from year to year.

FY25 BUDGET UNILIZATION AT MID-YEAR (7/1/24 - 12/31/24)



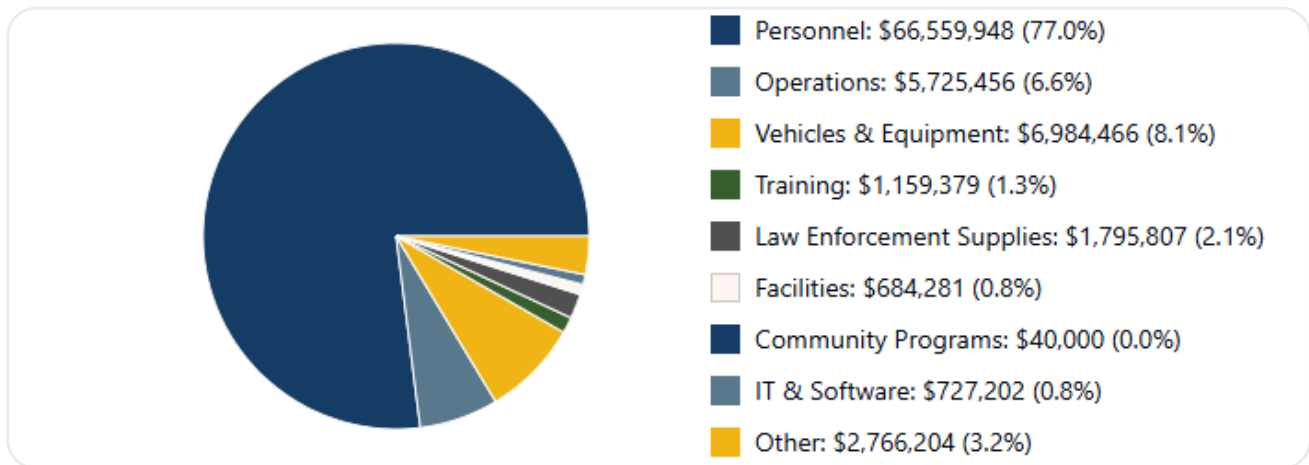
Note: This visual provides a breakdown of CPD’s budget utilization for the first half of FY25. The Department has used approximately 47.1% of its total \$23.7 million budget at the mid-year point. IT & Software (57.1%) are above the mid-year benchmark, likely reflecting payments made at the start of the fiscal year. Similarly, several categories falling below the mid-line may be slated for additional spending in the second half of the year (Training, Community Programs, etc.). This mid-year utilization chart provides the PCOB with the necessary data to gauge whether Department spending is generally on track, while highlighting areas that may require attention.

YEAR-OVER-YEAR POLICE DEPARTMENT TOTAL BUDGET



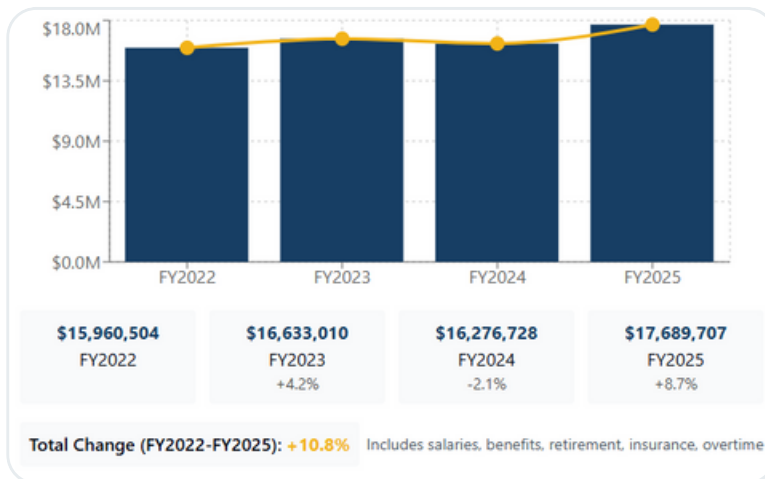
Note: From FY22 through FY25, the CPD’s budget showed consistent growth over the four-year period, increasing from \$20.9M in FY22 to \$23.7M in FY25, representing a 13.4% total increase with the most significant year-over-year jump occurring between FY23 and FY24 (+6.6%). This gradual upward trend has been anchored by personnel costs and occasionally influenced by capital investments. Overtime and bonus pay lines also remain key drivers of annual cost variations. Overall, the budget growth has largely stayed consistent with average inflation rates in the broader economy according to the US Bureau of Labor Statistics. (2025). *Consumer Price Index, VA South Region*. Retrieved from https://www.bls.gov/regions/southeast/news-release/consumerpriceindex_south.htm

FOUR-YEAR TOTAL BUDGET CATEGORY DISTRIBUTION



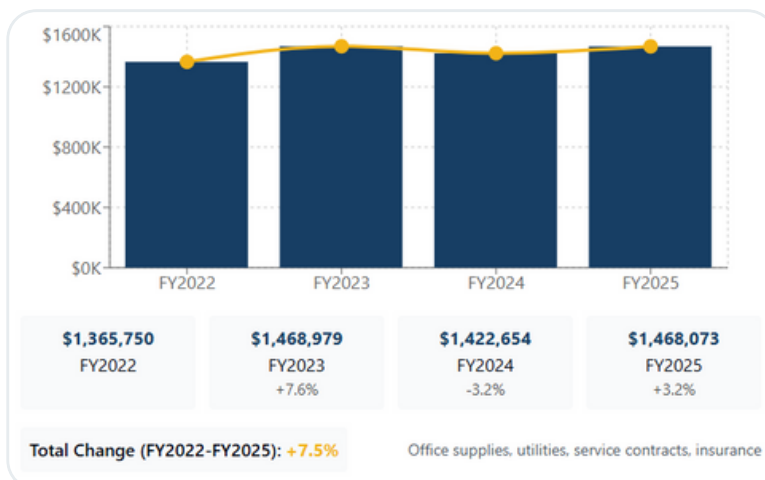
Note: This four-year budget distribution pie chart shows Personnel costs at approximately 77% of total expenditures (\$66.6M), highlighting the Department's primary investment in human capital. Vehicle and Equipment expenditures represent the second-largest category at 8.1% (\$7.0M), followed by Operations at 6.6% (\$5.7M). One category is so small (Community Programs) as a ratio of the others that it does not appear at this scale.

YEAR-OVER-YEAR PERSONNEL



Note: Representing more than 75% of the annual budget, Personnel expenditures increased steadily over four years, with full-time salaries climbing from \$8.5 million to \$9.8 million over this period. Retirement contributions rose from \$3.5 million to \$4.0 million, while defined contribution plans grew from \$113,826 to \$161,485. Health care program costs increased modestly from \$1.42 million to \$1.52 million. Overtime allocations remained stable at approximately \$740,000 annually across all four fiscal years.

YEAR-OVER-YEAR OPERATIONS



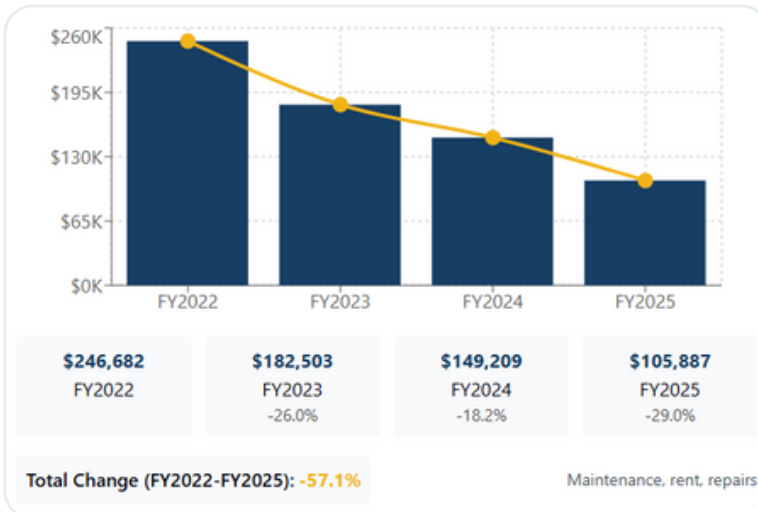
Note: Operations spending maintained stability around \$1.4-1.5 million annually. Service contracts consistently represented the largest expense at approximately \$400-500,000 per year. Worker's compensation insurance fluctuated from \$399,770 in FY22 to \$501,752 in FY23, then declined to \$449,838 in FY25. Professional services ranged from \$101,467 to \$148,232, while organizational fees remained steady around \$105,000-117,000 annually.

YEAR-OVER-YEAR LAW ENFORCEMENT SUPPLIES



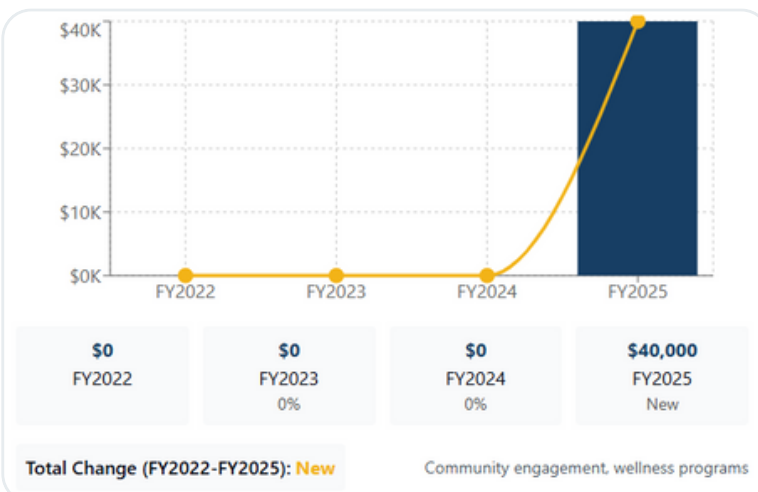
Note: Law Enforcement Supplies funding fluctuated significantly over the four-year period. Ammunition purchases varied dramatically: \$59,599 in FY22, dropping to \$26,399 in FY23, surging to \$66,914 in FY24, then settling at \$52,295 in FY25. Uniform and clothing expenditures ranged from \$172,527 to \$215,065 annually. Line-item level general law enforcement supplies decreased from \$151,479 in FY22 to \$130,697 in FY25. Forensic supplies fluctuated between \$11,500 and \$26,283 across the four-year period.

YEAR-OVER-YEAR FACILITIES



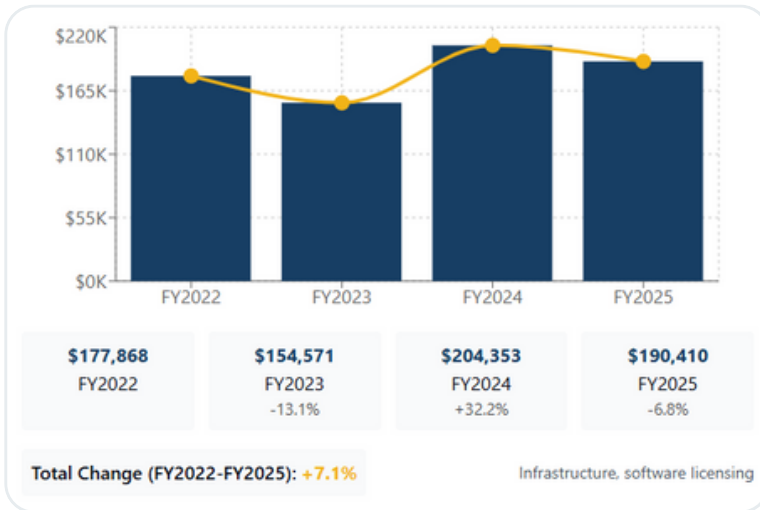
Note: Facilities expenditures show a consistent and substantial decline across all four years. Facilities costs declined consistently from \$246,682 to \$105,887. Rent expenses decreased from \$55,300 in FY23 to \$38,305 in FY25, while FY22 and FY24 showed lower rent costs of \$44,170 and \$14,256 respectively. Maintenance and repair costs fluctuated between \$29,877 and \$62,139 annually. Outside maintenance labor fluctuated between \$29,000-37,000 per year.

YEAR-OVER-YEAR COMMUNITY PROGRAMS



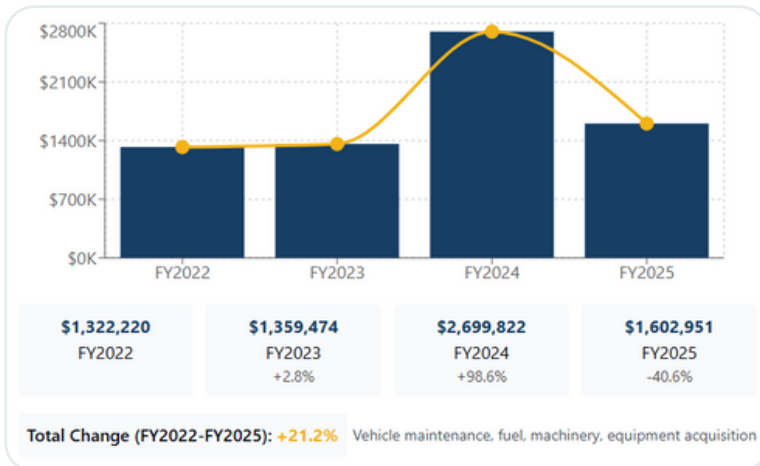
Note: Community Program line items were launched in FY25 with \$40,000 in funding. Both *Police Community Engagement* and *Police Wellness Programs* received \$20,000 each. Prior fiscal years showed zero allocation for this type of community-specific focus and wellness programming. This represents the first dedicated budget line for community engagement and officer wellness initiatives in the Department's four-year budget cycle, though these programs could have existed through miscellaneous funding allocations.

YEAR-OVER-YEAR IT & SOFTWARE



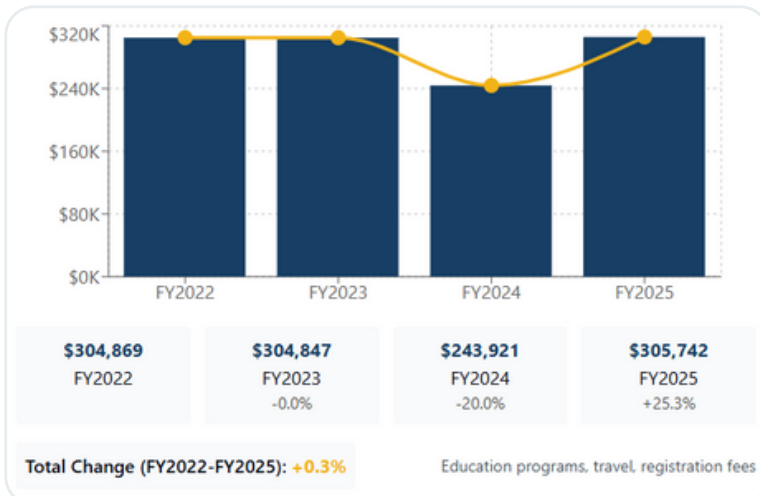
Note: Software licensing and maintenance costs increased from \$110,070 in FY22 to \$152,962 in FY25. IT Infrastructure replacement charges fluctuated between \$36,773 and \$56,644 annually. Computer software purchases ranged from zero to \$33,471 depending on the fiscal year. The overall category grew from \$177,868 to \$190,410, with FY24 representing the peak at \$204,353. This trend fluctuated from year-to-year but still showed only moderate overall growth from FY22-FY25.

YEAR-OVER-YEAR VEHICLES & EQUIPMENT



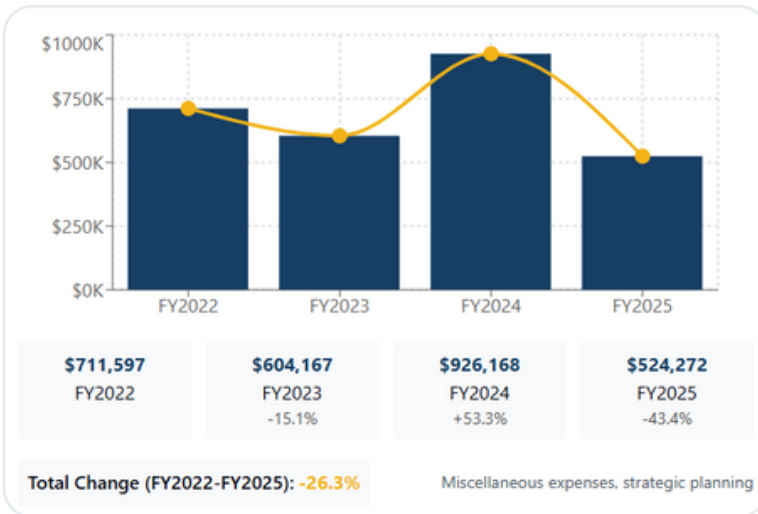
Note: Vehicle acquisition expenditures spiked dramatically in FY24 to \$1.08 million compared to \$373,691-380,692 in other years. Vehicle operations for repair, maintenance, fuel, and cleaning remained stable at approximately \$300,000 to \$400,000 annually. Fleet fuel costs ranged from \$220,246 to \$271,920 while vehicle washing and cleaning services cost between \$12,000-13,560 per year across the period. A focus for additional research is to discover the specific reasons for the FY24 spike and higher FY25 baseline.

YEAR-OVER-YEAR TRAINING



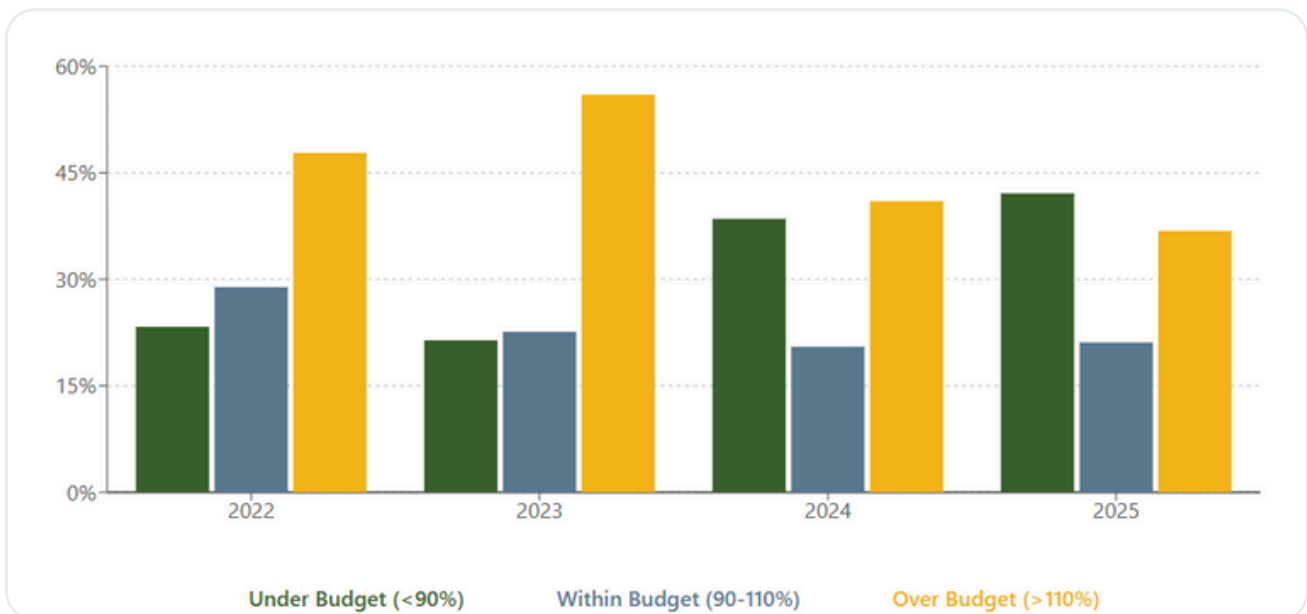
Note: Training maintained consistent annual expenditures around \$304,000-305,000, except for FY24's temporary reduction to \$243,921. Travel and lodging costs ranged from \$61,880 to \$90,300, while transportation expenses varied between \$48,082 and \$59,400. Registration fees fluctuated from \$38,527 to \$72,050. Training membership fees remained stable around \$68,000-75,000 annually, with education and training costs varying widely. Over the four-year period, there has been little change in the total allocation for this category.

YEAR-OVER-YEAR OTHER



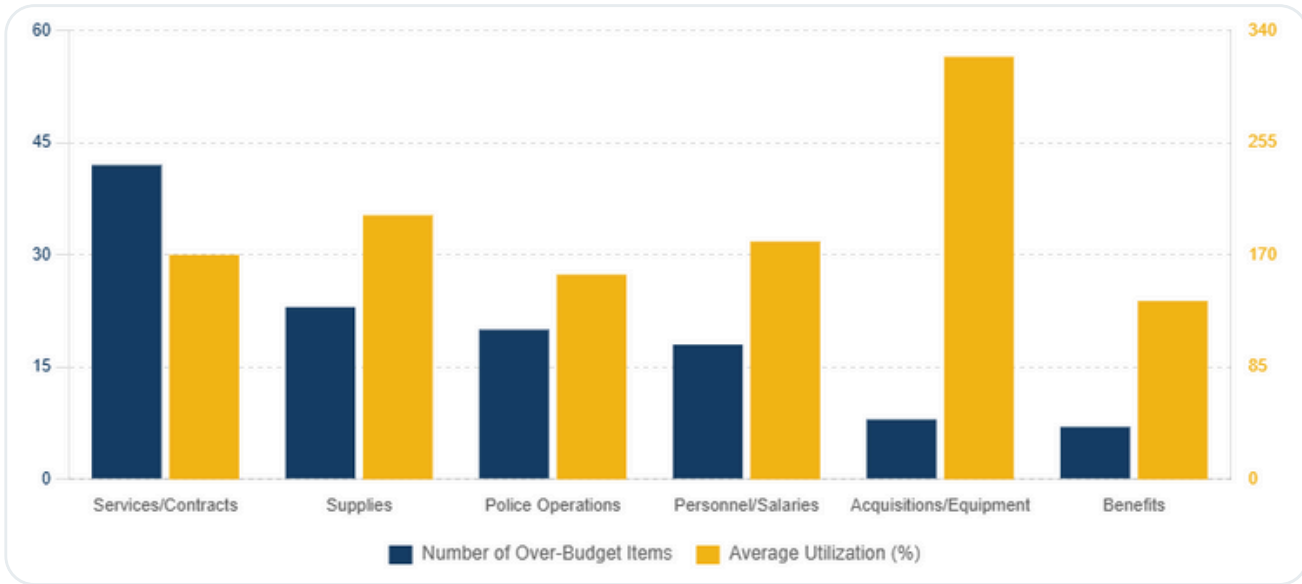
Note: This budget category encompasses miscellaneous expenses and strategic initiatives. Lump sum appropriations fluctuated dramatically from \$711,597 in FY22, \$604,167 in FY23, \$926,168 in FY24, and \$524,272 in FY25. The variation of over \$300,000 between peak and trough years demonstrates the flexible nature of this budgetary allocation across the four-year period and may necessitate newly created line items to capture categorical spending trends if identified.

BUDGET UTILIZATION DISTRIBUTION BY FISCAL YEAR



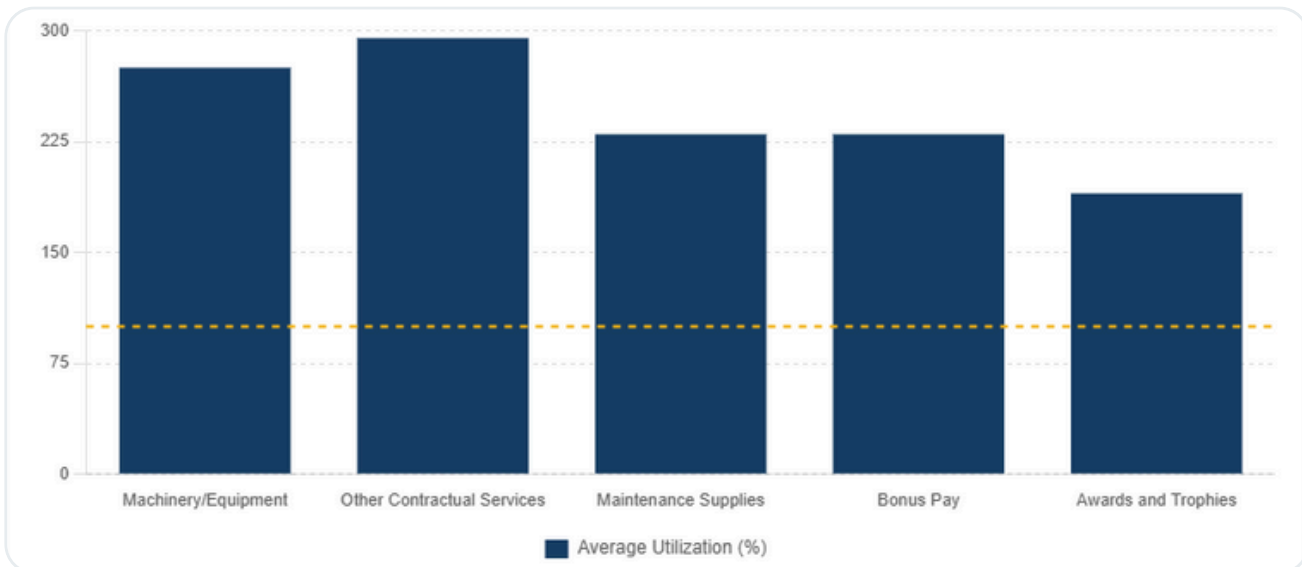
Note: Budget utilization patterns reveal significant variations in spending discipline across the four-year period, with FY23 representing the most challenging year for budget adherence. During FY23, 56.0% of all line items exceeded their allocated budgets by more than 10% (gold bars), the highest proportion of over-budget items in the analysis period. FY24 and FY25 demonstrate enhanced budget management, with over-budget proportions declining to 41% and 37% respectively, a clear downward trend. The percentage of line items maintaining fiscal discipline within the 90-110% budget range (blue bars) remained consistent across all four years, fluctuating only between 19-22% in the last three years. FY25 exhibits the highest proportion of under-budget items at 42%, though this data represents only the first half of the fiscal year from July through December 2024. This may not reflect full-year spending patterns as departments typically accelerate expenditures in the latter half of the fiscal cycle. The overall takeaway is that budget management is improving over time with respect to allocation and utilization ratios.

FOUR YEAR TOTAL LINE-ITEM UTILIZATION OVERRUNS BY COUNT AND GROUP



Note: Budget overruns exhibit patterns across line-item groups, with Services/Contracts emerging as the most problematic area. Over the four-year period, Services/Contracts recorded 42 instances of line items exceeding allocation, representing the highest frequency of overruns among line-item groups. The Acquisitions/Equipment category shows severe deviation, with average utilization of 320.7%. This category had 8 over-budget instances, but the magnitude was substantial. The Supplies group combines both high frequency and severity with 24 over-budget line items averaging 212.5% utilization. The Personnel/Salaries and Police Operations groups showed moderate overruns, with 17 and 19 instances respectively, and utilization rates around 180-190%. Notably, the Benefits category exhibited the most controlled overruns, with just 7 instances averaging 140% utilization.

PERSISTENT UTILIZATION OVERRUNS BY LINE-ITEM



Note: Certain line items show budget challenges, exceeding allocations across years. Machinery/Equipment is the most persistent, appearing over-budget in all four years with average utilization of 270%. Contractual Services exhibits the most severe overruns with average utilization of 295.6%. Maintenance Supplies was problematic across all years with average utilization of 233.5%. Bonus Pay shows challenges with 225.7% average utilization, while Awards and Trophies, despite being a small line item, shows overruns at 187.2% utilization. The line at 100% represents the baseline, highlighting how dramatically line items exceed allocation. These overruns across multiple years indicate either systematic underbudgeting in these categories or inadequate expenditure controls.

OVERCOMING CHALLENGES

Implementing civilian oversight requires more than good intentions; it demands clear legal authority, adequate resources, and well-aligned operational systems. Throughout 2024, the PCOB encountered structural and procedural obstacles that limited its ability to fulfill the oversight mandate envisioned in the city ordinance. These challenges ranged from legal inconsistencies between written expectations and practical capacity to technical barriers that complicated daily operations. This section examines the primary obstacles faced during the year, including governance gaps, due process conflicts, administrative burdens, and resource limitations. While some progress was made in addressing these issues, many fundamental challenges remain unresolved and continue to impact the Board's effectiveness. Understanding these barriers is essential for developing sustainable solutions that strengthen oversight while ensuring legal compliance and operational viability.

WHEN VISION EXCEEDS CAPACITY

Civilian oversight requires unhindered access to information, a capacity to act, and depends on legal clarity, structural authority, and a well-aligned operational framework. When the new Director was appointed in May 2023, it became immediately clear, within just 30 days of reviewing the enabling ordinance, operating procedures, relevant Virginia statutes, and the city's collective bargaining framework, that there were significant legal, procedural, and logistical inconsistencies that would hinder full implementation of the PCOB's mandate. Early conversations with the Chief of Police, Deputy City Attorney and the City's Labor Relations Manager further confirmed that several provisions of the ordinance would be difficult, if not impossible, to carry out as written.

It was also evident that the ordinance and operating procedures were drafted with an expectation of a full-time board, one capable of conducting investigations, holding hearings, reviewing policies, and engaging in continuous oversight activities. In reality, however, the Board is composed of volunteers who meet just once a month, most of whom have full-time jobs. The structure and scope of responsibilities outlined in the ordinance are not compatible with the practical capacity of a part-time, volunteer body.

These foundational issues were further illuminated in 2024, as access to Police Department systems was restored and deeper collaboration with the Chief of Police and the City Attorney revealed additional barriers. While progress has been made in addressing some of these challenges, core structural limitations remain. The reality is the ordinance was not drafted with the legal and operational infrastructure needed to support sustainable, effective oversight. Perhaps the greatest challenge has been not just identifying these gaps but making the case to city leadership that reform is necessary, not to weaken oversight, but to ensure it is legally sound, functional, and able to deliver the meaningful accountability the community expects and deserves.

GOVERNANCE WITHOUT GUIDANCE: THE NEED FOR DEFINED STRUCTURE

Another challenge has been the absence of a consistent process or policy guiding how the Board should engage with city leadership, particularly when seeking clarification on the ordinance, proposing amendments, or requesting direction on matters of interpretation. While it is clearly established that the Director, as a city employee, reports directly to the City Manager or their designee, the Board itself operates in a more ambiguous space. Board members are volunteers appointed by City Council, yet there is no defined “chain of command” or protocol outlining whether they should communicate through the City Manager, directly with Council, or via some other channel.

This lack of clarity has contributed to delays in resolving questions about the Board’s authority, hindered the advancement of proposed policy changes, and complicated the implementation of key oversight functions. Without codified guidance or a clearly defined governance framework, the Board risks being caught in a procedural limbo, tasked with fulfilling complex responsibilities, but lacking the structure, communication pathways, or institutional support needed to perform meaningful, informed oversight.

Encouragingly, in the fall of 2024, the current City Manager took important steps to address this issue by providing the Board with a pathway for submitting proposed amendments to the ordinance. He advised that the Board Chair forward those recommendations to him directly and committed to delivering them to City Council for consideration. Importantly, he also affirmed that recommendations could originate from the Board, the Director, or collaboratively creating a more inclusive and flexible process for advancing oversight reform. This guidance marks a key step toward improving communication, clarifying governance, and fostering a more functional and responsive oversight system.

RECONCILING OVERSIGHT WITH DUE PROCESS

Another critical obstacle to oversight is the misalignment between the Board’s investigative timeline and that of the CPD’s Internal Affairs process. Under current procedures, any delay in the Board’s review risks interfering with the due process rights of officers as outlined in CPD General Orders and the collective bargaining agreement. Even if the Board were to complete an independent investigation, the Chief of Police has made it clear that he will not consider its findings or recommendations unless they are preceded by an internal investigation conducted by the Office of Internal Affairs.

The rationale is legally and ethically sound: the Chief cannot impose discipline without affording the subject officer an opportunity to explain their actions. Unlike the CPD’s internal process, the Board does not have the authority to compel officer testimony. Any officer’s participation in a board investigation would have to be voluntary, something unlikely to occur, as the police union would certainly advise against it. This is because the protections afforded under *Garrity v. New Jersey*, which shield compelled testimony from being used in criminal proceedings, only apply when testimony is required under threat of disciplinary action.

Since the Board cannot compel testimony, those protections do not attach, making voluntary cooperation both risky and improbable. These due process concerns, while legitimate, underscore the urgent need for better alignment between civilian oversight mechanisms and internal disciplinary systems. Without shared standards or coordinated timelines, the Board's investigatory role risks becoming duplicative, procedurally invalid, or entirely sidelined. If the oversight process is to be both fair and effective, it must be integrated into a broader disciplinary framework that honors legal rights while still holding officers accountable through transparent, collaborative systems.

THE CASE FOR STREAMLINING DOCUMENTS

In late 2023, the CPD suspended the Board's access to internal systems, severely limiting the Director's ability to conduct real-time oversight. This disruption underscored the fragility of the Board's access rights in the absence of formalized, enforceable agreements.

In response, the Board, led by the Director, engaged in collaboration with the City Attorney's Office, Chief of Police, and City Manager to resolve the issue. These efforts culminated in the adoption of a Standard Operating Procedure (SOP) in May 2024 and a supporting Memorandum of Understanding (MOU) in June. Together, these documents restored access and clarified protocols for oversight participation in active investigations.

While these agreements represent a significant improvement, they also highlight a growing administrative burden. Because the SOP and MOU are designed to clarify expectations already outlined in the enabling ordinance, their continued relevance will depend on ongoing updates to reflect changes in CPD policy, city procedures, and state law. Moreover, they add to an already complex landscape of required documents that must be tracked, maintained, and reconciled with existing language in the ordinance and operating procedures.

Recommendation: Formalizing Agreements

One proposed solution is to incorporate the key elements of these agreements directly into the ordinance itself. Doing so would reduce redundancy, decrease administrative strain, and improve long-term clarity and consistency. Integrating protocols into the ordinance would also strengthen their enforceability and eliminate the need to update multiple parallel documents as changes occur.

WHEN PROCESS OUTPACES CAPACITY

The ordinance and operating procedures also require the development of several additional foundational documents before key oversight functions can be carried out. These include a public-facing information release policy (to be issued by the City Manager), an investigations manual, an audit manual, and a hearing manual, each of which is a prerequisite for their respective function to begin.

From May 2023 through July 2024, the Director was the sole city employee assigned to the oversight function. With limited capacity, the demand to both perform core oversight duties and author lengthy procedural manuals proved unmanageable. The Director, who brings more than two decades of policing experience to the city, including a decade in internal affairs, was already equipped to conduct investigations. However, the ordinance and operating procedures prioritized paperwork over practice, requiring documentation to be created before the work could proceed.

Greater consultation with oversight experts or national organizations such as NACOLE during the drafting of the ordinance may have allowed the city to adopt existing professional resources, such as the Police Misconduct Complaint Investigations Manual by Barbara Attard and Kathryn Olson. Similarly, the Generally Accepted Government Auditing Standards (GAGAS), or “Yellow Book,” could have served as a ready-made foundation for audit protocols. Lastly, substantial funds were spent having independent counsel develop a bespoke hearing deskbook, despite the availability of the Hearing Officer Deskbook published by the Office of the Executive Secretary of the Supreme Court of Virginia, which could have been tailored to meet the Board’s needs at far less cost.

In short, these requirements, though well-intentioned, reflect a disconnect between expectations and available resources. Realigning ordinance mandates with practical capacity, and drawing from existing professional standards, would not only reduce inefficiency and cost but allow staff to focus on delivering the meaningful oversight the community expects.

AUDITING THE USE OF SURVEILLANCE TECHNOLOGY

One particularly time-intensive oversight function is the audit of the CPD’s use of FLOCK Safety’s ALPR system. While this technology can aid legitimate law enforcement activities, it also raises critical concerns about privacy, data use, and accountability. Recognizing this, the Chief of Police made a public commitment to provide PCOB staff with full access to the FLOCK system for the purpose of conducting independent audits. This commitment reflects a commendable step toward transparency, but it also introduces a significant and ongoing demand on staff time and resources.

Conducting these audits is not a simple matter of reviewing FLOCK logs. To verify that license plate queries are associated with legitimate law enforcement activities, staff must also have access to the CPD’s Law Enforcement Records Management System (LERMS). The LERMS allows auditors to confirm whether a queried plate is tied to an active case, call for service, or investigation. Cross-referencing these two systems is necessary to ensure officers are not misusing surveillance technology or accessing data outside the bounds of policy or law.

This level of review is detailed, methodical, and labor-intensive. It demands technical proficiency, along with uninterrupted access to internal systems and data.

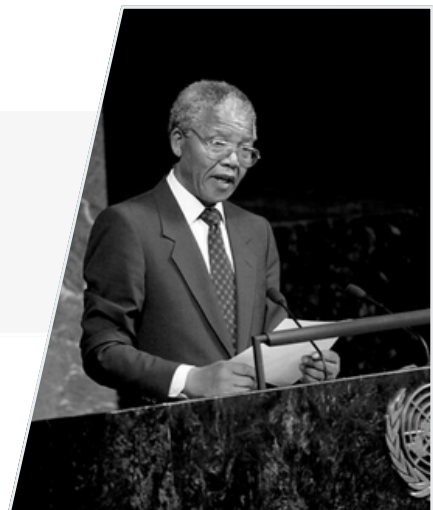
In practice, however, these audits are often complicated by technical difficulties and intermittent access to the Law Enforcement Records Management System (LERMS), which is necessary for verifying that each FLOCK query is tied to a legitimate case or investigation. Without consistent access and fully functional systems, the ability to conduct timely and accurate audits is compromised.

Another layer of complexity arises when PCOB staff attempt to verify that a license plate query was associated with a legitimate law enforcement purpose, but the originating case is tied to an external agency, not the Charlottesville Police Department. In such instances, CPD's Internal Affairs personnel have the authority and established protocols to contact outside agencies and obtain the necessary information. PCOB staff, however, do not have the same access or authority. There is currently no mechanism to compel cooperation from outside law enforcement agencies, and it would be both impractical and legally complicated to attempt to establish formal Memoranda of Understanding (MOUs) with multiple external entities. It is also highly unlikely that outside agencies would voluntarily provide confidential police information to a civilian oversight body.

This presents a difficult dilemma: PCOB staff must either exclude external queries from the audit, potentially overlooking questionable use of the system, or request that CPD Internal Affairs investigators conduct those verifications, further burdening a unit already tasked with conducting its own internal FLOCK audits, as required by department policy. These limitations underscore the need for clear boundaries, realistic expectations, and ongoing cooperation with CPD to ensure that oversight efforts remain comprehensive without duplicating or overwhelming internal accountability functions. While the commitment to oversight is strong, the capacity to fulfill it meaningfully is limited by staffing constraints. Expanding audit capacity requires additional staff if the Board is to meet community expectations and uphold the principles of lawful, ethical surveillance oversight.

**“IT ALWAYS SEEMS IMPOSSIBLE
UNTIL IT IS DONE.”**

– Nelson Mandela



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Sudhakaran, 1990)

OUTREACH AND COMMUNITY ENGAGEMENT

Law enforcement oversight requires a strong connection between the Board, community members, and local organizations. Throughout 2024, the PCOB staff focused on building partnerships, expanding public awareness, and strengthening relationships across Charlottesville's diverse community. These efforts aimed to ensure that oversight work reflects community needs and that residents understand how to access board services. The Board's outreach activities fell into four main areas: developing connections with community organizations and advocacy groups, participating in public events and educational forums, managing media requests and public communications, and collaborating with other city departments and officials. Each area supported the PCOB's mission to provide transparent, accessible oversight of CPD with the objective of building community trust. This section documents these activities and their impact on the PCOB's ability to serve the community.

COMMUNITY CONNECTIONS

Mediation Center of Charlottesville: Offers individuals and organizations a constructive approach to resolving disputes through peaceful and respectful dialogue [34].

The Director explored a collaborative partnership with the Mediation Center of Charlottesville as an alternative approach to resolving certain citizen complaints, recognizing that not all police-civilian interactions require a formal investigation. This dispute resolution method can address concerns while preserving relationships and reducing adversarial interactions for lower-level complaints. However, the Chief of Police rejected the Director's proposal. Due to the Director's desire to comply with the tenets of the ordinance, the Management Analyst participated in '*mediation basics*' training to better understand the process and requirements. The Director's initiative of working towards mediation as an alternative to discipline will continue while also making recommendations for this section of the ordinance (Article XVI § 2-468), consistent with the parameters of the city's collective bargaining environment.

Recommendations include:

- Mediation must be voluntary (both parties must agree)
- If a complainant is dissatisfied with the outcome of the mediation, they would not have the ability to pursue a complaint with the Office of Internal Affairs.

Charlottesville Area Justice Coalition (CAJC): Is a collaborative forum addressing criminal justice reform issues across the region [35]. CAJC maintains an email list of approximately 180 participants, with average meeting attendance of 15-20 members representing nonprofit leaders, government officials, formerly incarcerated individuals, and community advocates.

[34] Mediation Center of Charlottesville. (2024). *Bridging Differences*. <https://mediationcville.org/>

[35] Charlottesville Area Justice Coalition. (2024). *Facebook Group*. <https://www.facebook.com/groups/347779474466458/>

The coalition achieved notable successes during 2024, including advocating for free phone calls at the Albemarle-Charlottesville Regional Jail and securing improved jail uniforms.

The Director and Management analyst routinely attended CAJC meetings and events. The CAJC meets twice monthly to discuss the following topics: reentry support, housing access, crisis response, jail conditions, pretrial detention, gun violence prevention, solitary confinement reform, and protest of plans to expand the Regional Jail.

As the mission of the PCOB relates to the work of the CAJC, and community members demonstrate interest in both, the Director and Management Analyst worked towards supporting coalition activities. This included hosting an annual in-person CAJC event at CitySpace. The relationship between the CAJC and PCOB enhances the Board's understanding of broader justice issues while complimenting PCOB initiatives.

National Association for Civilian Oversight of Law Enforcement (NACOLE): The leading professional organization for civilian oversight practitioners nationwide [see 22].

The Director maintains active engagement with NACOLE to ensure the Board stays current with national standards, emerging practices, and developments in law enforcement oversight. NACOLE participation includes regular training opportunities for both Board members and staff, access to educational resources covering legal and policy developments, and networking with oversight professionals across the country. The Director serves on NACOLE's Standards and Training Committee, while the Management Analyst contributes to the organization's Membership Committee and participated in several investigator forums. Additionally, the Director attended the 2024 NACOLE conference from October 13th-17th in Tuscon, AZ. This connection to NACOLE provides valuable insight into national trends and best practices in civilian oversight, helping the Board adapt successful approaches from other jurisdictions while contributing Charlottesville's experiences to the broader oversight community.

UVA's Frank Batten School of Leadership and Public Policy: Throughout 2024, the Director had multiple opportunities to engage with local university students to answer a series of questions about law, policing practices, department equipment, and oversight [36].

Community Outreach Proposal – Center at Belvedere: The Center at Belvedere exists to serve a growing population of older adults and address the challenges and opportunities of aging. It offers the spaces and experiences that promote community health strategies [37].

In February 2024, the Director proposed a joint community outreach event with the CPD at The Center at Belvedere.

[36] UVA Frank Batten School of Leadership and Public Policy. (2024). *About*. Retrieved from <https://batten.virginia.edu/about>

[37] The Center. (2024). *What we do and why*. <https://thecentercville.org/mission>

The event aimed to engage Charlottesville’s senior population by increasing awareness of the PCOB’s role and fostering dialogue on police oversight. Despite initial planning efforts, the event did not materialize in 2024. The PCOB remains committed to this initiative and plans to revisit the proposal in 2025. The Director’s goal is to re-engage the CPD in PCOB community engagement initiatives that will strengthen outreach to older residents.

Oversight: A Police Accountability Training Guide: In January, the Director participated in group discussions with other oversight leaders and Sivil Oversight to develop an oversight guidance document for civilian entities. Its purpose is to provide practical training on how to investigate, classify, and adjudicate complaints of police misconduct, while strengthening the infrastructure for civilian oversight and transparency. It covers topics such as intake and classification of complaints, investigative procedures, police hearing board processes, administrative discipline, handling special cases (e.g., domestic violence, EEO violations), and promoting accountability through reporting, mediation, and policy reform. Their input was incorporated into a final training guide authored by Williams [38].

Community Advocacy Discussions: Throughout the year, the Director and Management analyst accepted numerous requests for discussion from community advocacy groups and individuals. This included members of the Legal Aid Justice Center, The People’s Coalition, and the Albemarle-Charlottesville NAACP [39].

Coalition of Virginia Civilian Oversight Practitioners: The Director participated in a Virginia oversight practitioners legislative subcommittee (January-March 2024) to develop and put forward recommendations to the state assembly. This provided opportunities to meet with other oversight leaders in Virginia including Richmond and Alexandria. Additionally, the Management Analyst worked with other oversight agencies from out of state to discuss data tracking methodologies (Suffolk County NY, September 2024).

[38] Williams, R. (2024). Oversight: A police accountability training guide. *SIVIL*. Unpublished manuscript.

[39] Legal Aid Justice Center. (2024). *Homepage*. <https://www.justice4all.org/>; The People's Coalition. (2024). *Homepage*. <https://www.ourpeoplescoalition.com/>; Albemarle-Charlottesville NAACP. (2024). *Homepage*. <https://albemarle-cvillennaacp.org/>

MEMORIALS

LOSS OF A LEADER IN OVERSIGHT

The following is a letter of remembrance and sympathy by the City of Alexandria, VA for the loss of an influential member of the oversight community, Kim D. Neal [40].



A Legacy of Justice, Compassion, and Change: Honoring the Life of Kim D. Neal

“Kim Neal, a passionate advocate for justice and a beloved public servant, passed away on December 13th, 2024, at Johns Hopkins Hospital in Baltimore, Maryland, after a courageous battle with a long-term illness. Kim's radiant smile and infectious laughter were the heart of every room she entered. She possessed a rare ability to bring joy and warmth to others, leaving an indelible mark on everyone she encountered. Her dedication to making the world a better place was matched only by her kindness, unwavering belief in the potential for change, and deep commitment to the community.

A pioneer in civilian oversight of law enforcement, Kim's professional life was defined by her tireless work to build trust between police officers and the communities they serve. In December 2022, she became the inaugural Independent Policing Auditor/Director for Alexandria, Virginia, where she worked to enhance accountability and transparency within law enforcement. Her key responsibilities included overseeing investigations, monitoring police functions, and fostering positive community and law enforcement relations.

Kim's impact was felt well before her time in Alexandria. She was the first Independent Police Oversight Monitor/Director for Fort Worth, Texas, where she created a groundbreaking restorative justice mediation program. This initiative was designed to repair and transform community-police encounters, providing a model for other cities grappling with similar challenges. Earlier in her career, Kim served as the Executive Director of the Citizen Complaint Authority in Cincinnati, Ohio, overseeing independent investigations into allegations of misconduct by local police officers. In Cincinnati, she also launched the “Real Talk with CCA” program, which created a safe space for youth and law enforcement to engage in open, meaningful dialogue.

Kim was a Washington, D.C. native who held various senior roles throughout her career in law, policy, ethics, investigations, and privacy, with experience across federal, state, and local governments. She earned a Bachelor's Degree in Business Administration from Georgetown University and a Juris Doctorate from the University of Baltimore School of Law. In addition to her legal training, she was certified in compliance and ethics, as well as in civilian oversight of law enforcement. She served on the Board of Directors for the National Association for Civilian Oversight of Law Enforcement (NACOLE) and was a lifelong volunteer and donor to various community and social causes.

Kim was not only a professional trailblazer, but a beloved friend, mentor, and advocate. She inspired many with her vision for a more just world and her unwavering commitment to effecting change. Her legacy will live on in the countless lives she touched, in the programs she created, and in the communities she helped heal. Kim is survived by her loving family and a network of friends and colleagues who will miss her boundless energy, her spirit of generosity, and her commitment to making the world a better place. Kim Neal's life was a testament to the power of empathy, justice, and perseverance. While her presence will be deeply missed, her impact will continue to inspire others for generations to come.”

[40] City of Alexandria. (2024). *AIPA – Leadership*. <https://www.alexandriava.gov/community-policing/aipa-leadership>

HONORING THE LIFE OF A FORMER BOARD MEMBER

The following is a segment of the obituary for Charles E. Fleming II, a former member of the Police Civilian Oversight Board in the City of Charlottesville, VA. Mr. Fleming was appointed by the City Council as a Community Representative for the term of March 1st, 2023 to August 31st, 2026. Due to health complications, Mr. Fleming had to resign from the Board at the end of 2023 [41].



Honoring the Life of Charles E. Fleming II

“It is with great sadness to announce the death of Charles E. Fleming II, 78 of Charlottesville, VA. He passed away on Thursday, February 20th, 2025, after a long battle with cancer. Charles was a great friend to many, a mentor to dozens and admired and respected by everyone who came in contact with him. He was energetic and vivacious every day until the end.

Charles was born on January 16th, 1947, to Juanita Terry Fleming and Charles E. Fleming, Sr. After Charles graduated from Jackson P. Burley High School in 1965, he went into the United States Air Force where he was a sergeant in the Vietnam war.

In 1967, Charles married Berdell McCoy Fleming and went on to have two children, Tamara Dawn Fleming Bell and Charles E. Fleming III.

In 2012, Charles retired from SNL Securities and spent his time playing pool, listening and playing music and skeet shooting. He also developed an interest in photography while in Vietnam and Thailand. He was a member of Chapman Grove Baptist Church, Central VA American Pool Players Association, Eagles Fraternal Society, Albemarle/Charlottesville NAACP, and the Police Civilian Oversight Board.”

“NEVER DOUBT THAT A SMALL GROUP OF THOUGHTFUL,
COMMITTED CITIZENS CAN CHANGE THE WORLD; INDEED,
IT’S THE ONLY THING THAT EVER HAS.”

– *Margaret Mead*

[41] J.F. Bell Funeral Home. (2025). *Obituaries*. Retrieved from <https://jfbellfuneralservices.com/obituaries/>

COMMUNITY EVENT ENGAGEMENT

As part of its core mission to build trust, foster transparency, and engage meaningfully with the Charlottesville community, the PCOB prioritizes active participation in a wide range of events throughout the year. PCOB staff and Board members attend, support, and in many cases help lead community forums, festivals, professional panels, and educational initiatives that align with the Board’s commitment to justice, oversight, and public service.

To ensure community visibility and to strengthen awareness, the PCOB Office consistently provides department literature alongside branded “swag” at each event. These giveaways include both child- and adult-friendly items designed to be practical and appreciated, such as backpacks and school supplies for youth, as well as chip clips and other small, useful household items for adults. This outreach strategy not only helps promote awareness of the PCOB’s mission and services but also offers tangible value to community members.

The events detailed below represent a diverse mix of civic and cultural themes, including:

- Civic dialogue and law enforcement oversight
- Community empowerment and re-entry support
- Youth and family-centered engagement
- Cultural and historical awareness
- City government participation and interagency collaboration

Together, these activities reflect the PCOB’s ongoing efforts to maintain a strong presence in the community, to learn from and support peer organizations, and to stay rooted in the values of accessibility, accountability, and equity.

Date	Event	Details
Jan. 11 th	Virginia Civilian Oversight Executive Leadership Meeting	Hosted by Kim Neal of the City of Alexandria, the Director. Multiple meetings for preparation.
Jan. 25 th	The State of Civilian Oversight in Virginia: Virtual Panel (ED)	Oversight practitioners from the City of Alexandria, Arlington County, the City of Charlottesville (ED), and Fairfax County participated in a moderated discussion about law enforcement oversight in the Commonwealth of Virginia (moderated by NACOLE Executive Director Cameron McElhiney) [42].

[42] Arlington County. (2024). *The state of civilian oversight in Virginia*. Retrieved from <https://www.arlingtonva.us/Government/Commissions-and-Advisory-Groups/Community-Oversight-Board/Virtual-Panel-The-State-of-Oversight-in-Virginia>

Jan. 25 th	City Manager's Budget Forum	The Director attended the city's budget forum event, which is a time for the public to be informed of the Fiscal Year 2025 budget plan, followed by an opportunity to provide feedback to department staff in person or in writing [43].
Apr. 17 th -21 st	12 th Annual Tom Tom Festival (ED)	The Director participated on a panel discussion at the Tom Tom Festival about "Conversations During Conflict," including some preparation sessions in early 2024. The festival was themed around the concept of "Together" and focused on re-entry, social justice, technology for good, entrepreneurship, affordable housing, and a block party concert series [44].
Apr. 27 th	Abundant Life Ministries Community Festival (ED, Board Chair)	The Director and the Board Chair represented the PCOB at the 3 rd Annual Abundant Life Ministries Community Festival, a unique event bringing together neighbors, community partners, and volunteers in a day of fun and fellowship [45].
Apr. 18 th	CAJC Re-Entry Summit Part: I (ED)	In the first Reentry Summit, the Director participated in discussing key challenges and opportunities in supporting formerly incarcerated individuals as they return to the community. Participants emphasized the need for efforts to be better coordinated among existing service providers, for services to be comprehensive and tailored to individual needs, and for support systems to be connected, guiding individuals clearly through the available resources [46].
May 21 st	CAJC Re-Entry Summit: Part II (ED)	In the second summit, the Director participated in focus groups to develop practical strategies around six core areas: expanding job access for returning citizens; strengthening peer support and service navigation; addressing housing needs through transitional and affordable options; engaging faith communities as reentry partners; establishing a centralized, physical reentry hub; and identifying sustainable funding models [see 46].

[43] City of Charlottesville. (2024). *City Manager to hold community budget forum on January 23*. Retrieved from <https://charlottesville.gov/CivicAlerts.aspx?AID=1659&ARC=2578>

[44] Tom Tom Festival: Central Virginia Community Justice. (2024). *Let's talk: A panel discussion about conversations during conflict*. Retrieved from <https://www.communityjusticeva.org/lets-talk-a-panel-discussion-about-conversations-during-conflict>

[45] Abundant Life Ministries. (2025). *4th Annual Community Festival*. Retrieved from <https://charlottesvilleabundantlife.org/events/4th-annual-community-festival/>

[46] Scott, S. (2025, February 12th). *Reentry Summit*. *Equal Justice USA*. Retrieved from <https://ejusa.org/reentry-summit/>

May 31 st	Community Connection Riverside (ED, Board Member)	The Director and Vice-Chair participated in a community event to provide information on governmental services [47].
Jul. 27 th	Chihamba 33 rd African American Cultural Arts Festival (ED, MA, Board)	The Director, Management Analyst, and several Board members represented the PCOB at this event celebrating African American leaders and community members in Charlottesville. The event was a festival aimed at uniting the community and celebrating Black culture. The event seeks to foster solidarity, promote healing, and highlight the contributions of African Americans in the area [48].
Aug. 3 rd	Westhaven Community Day Celebration (ED, MA)	The Director, Management Analyst, and several Board members represented the PCOB at this annual event organized by residents and the Public Housing Association of Residents (PHAR) in partnership with the Charlottesville Redevelopment and Housing Authority (CRHA). The celebration featured a resource fair, live music, games, a dunk tank, and free sports physicals for youth, fostering community spirit and providing essential services to residents [49].
Aug. 6 th	CPD National Night Out (ED, MA, Board)	The Director, Management Analyst, and several Board members represented the PCOB at CPD's National Night Out at IX Art Park. This free, family-friendly event aimed to strengthen police-community relationships and featured activities such as a dunk tank, food vendors, and opportunities for residents to engage with officers and learn about community resources [50].
Aug. 13 th	Southwood Boys and Girls Club Back-to-School Celebration (ED, MA)	The Director and Management Analyst represented the PCOB by giving out school supplies at the Southwood Boys & Girls Club, a back-to-school celebration event to prepare students and families for the upcoming school year. The event provided school supplies, connected families with local services, and offered a festive atmosphere to foster community engagement and support educational readiness [51].

[47] City of Charlottesville. (2024). *Neighborhood Leaders*. Retrieved from <https://www.charlottesville.gov/711/Neighborhood-Leaders>

[48] Chihamba/African-American Cultural Arts Festival and Community Health Fair. (2024). *Facebook group*. Retrieved from <https://www.facebook.com/ChihambaCharlottesville/>

[49] Womack, G. (2024, August 3rd). Westhaven gathering highlights community, fun, mutual support. *WVIR 29-News*. Retrieved from <https://www.29news.com/2024/08/03/westhaven-gathering-highlights-community-fun-mutual-support/>

[50] Glass, M. (2024, August 7th). ACPD and CPD celebrate National Night Out. *WVIR 29-News*. Retrieved from <https://www.29news.com/2024/08/07/acpd-cpd-celebrate-national-night-out/>

[51] Boys & Girls Clubs of Central Virginia. (2024). *Southwood*. Retrieved from <https://bgclubcvva.org/clubs/southwood/>

Sep. 21 st	Sabroso Festival (ED)	The Director represented the PCOB at the 12 th Annual Cville Sabroso Festival, a vibrant celebration of Latin American culture. Organized by Sin Barreras, the event featured nine hours of live music and dance performances representing countries such as Peru, Mexico, Ecuador, and El Salvador. The festival attracted over 4,500 people, making it one of the region's largest Latino cultural events [52].
Sep. 26 th	Ripples of Justices (ED)	The Director represented the PCOB at the "Ripples of Justice" event hosted by Central Virginia Community Justice at the Jefferson School in Charlottesville. This evening event highlighted the organization's restorative justice initiatives over the past year. The gathering fostered community connection and collaboration, aiming to promote healing and equity within the justice system [53].
Oct. 14 th	NAACP Monthly Executive Board Meeting (ED)	The Director, invited by the NAACP Board, attended a virtual meeting with NAACP Executive Board members to discuss the state of the PCOB [see 39].
Oct. 12 th -18 th	NACOLE Annual Conference (ED)	The Director attended and presented at the annual NACOLE conference in Tucson, Arizona, serving on a discussion panel on "The Critical Role of Board and Commission Member Training." The conference provided opportunities to network with oversight entities nationwide and exchange best practices and solutions to common challenges in the field of law enforcement oversight [54].
Oct. 15 th	Charlottesville Area Justice Coalition (CAJC) In-Person Meeting (ED, MA)	An in-person event attended by the Director and Management Analyst focused on housing issues in Charlottesville, particularly reentry and recovery housing. Attendees heard from representatives of local organizations including Blue Ridge Area Coalition for the Homeless, The Fountain Fund, Georgia's House, Uhuru Foundation, Pipelines & Pathways, and Central Virginia Violence Interrupters [see 35].

[52] Sin Barreras/Without Barriers. (2024). *Cville Sabroso*. Retrieved from <https://www.sinbarrerascville.org/cville-sabroso/>

[53] Central Virginia Community Justice. (2024). *Ripples of Justice*. Retrieved from <https://www.communityjusticeva.org/ripples-of-justice>

[54] National Association for Civilian Oversight of Law Enforcement. (2024). *Past annual conferences*. Retrieved from https://www.nacole.org/past_annual_conferences

Nov. 2 nd	Whitefeather Historical and Educational Project (ED)	The Director participated in a panel hosted by the Albemarle-Charlottesville NAACP, Coming to the Table, and Whitefeather Historical Society on the topic of Hidden Dangers of the 2025 Project [55].
Nov. 21 st	Community Walk with CPD on Riverside Ave (ED)	The Director participated in a community walk along Riverside Ave with a focus of building awareness of the PCOB and it's services.
Dec. 4 th	CAJC Re-Entry Summit: Part III (MA)	The Management Analyst attended the third CAJC Reentry Summit, a culmination of earlier discussions and launch of four ongoing working groups focused on critical aspects of reentry: housing, employment, peer support and navigation services, and faith-based partnerships. The summit reinforced the importance of sustained collaboration, community involvement, and structured support systems to advance long-term solutions for individuals transitioning out of incarceration [see 46].
Dec. 5 th	Virginia Law Enforcement Professional Standards Commission (VLEPSC) (ED, MA)	The Chief of Police extended an invitation to the Director and Management Analyst to join and observe the reaccreditation process of the CPD as part of the VLEPSC Professional Standards Commission quarterly meeting, on which the Chief has been a member since 2023. This helped the PCOB staff understand the Commission's evaluation criteria and accrediting procedures [56].

[55] White Feather Historical & Educational Project. (2024). *White Feather Historical & Educational Project*. Retrieved from <https://www.whitefeatherproject.net/>

[56] Virginia Department of Criminal Justice Services. (2024). *Virginia Law Enforcement Professional Standards Commission*. Retrieved from <https://www.dcjs.virginia.gov/law-enforcement/virginia-law-enforcement-professional-standards-commission>

MEDIA COVERAGE AND MARKETING MATERIALS

The PCOB strengthened its public communications and visibility over the course of the year through enhanced media relations and updated marketing materials. The Director responded to local news inquiries about Board operations and oversight activities. This included an October interview with Charlottesville Tomorrow reporter Anastasiia Carrier, with follow-up responses provided in December regarding the Board's ordinance amendment recommendations and clarifying the Board's statutory powers versus public perceptions.

While the PCOB receives coverage from local news outlets in and around Charlottesville, state and national media attention remains limited. To better understand media narratives surrounding police oversight, the Board initiated a long-term review of press coverage examining both the PCOB and CPD.

Additionally, following the City of Charlottesville's brand revision, which introduced new colors and fonts, the Management Analyst updated the PCOB's public-facing materials to align with the new branding standards. As a community-facing department, maintaining consistent and professional visual communications has proved indispensable to the mission.

The Management Analyst led this effort by:

- Creating new templates and stock photography reflecting updated brand guidelines.
- Designing fresh print materials including flyers, rack cards, and business cards.
- Installing improved signage at the Market Street Garage office to help citizens locate in-person services from the PCOB.
- Acquiring a retractable banner for display at community events and PCOB engagements.

These improvements enhanced the Board's professional presence and made information more accessible to community members seeking oversight services.

MEDIA SENTIMENT ANALYSIS AND HEADLINES

The media coverage of Charlottesville's PCOB reflects a predominantly negative sentiment characterized by frustration over persistent obstacles and unfulfilled promises of meaningful police oversight. The overall narrative of the nine publications below presents an entity struggling against institutional inertia, raising fundamental questions about whether civilian police oversight can function effectively when those being overseen control access to all relevant information (a struggle resolved through the creation of the SOP and MOU as it pertains to information access). Key themes directly from the media coverage include:

- *Systemic Resistance and Delays*: Media reports consistently highlight a pattern of institutional resistance spanning six years since the Board's creation. The coverage emphasizes how police leadership has created bureaucratic barriers, with one journalist noting that review boards are "slowly suffocated in the process of their establishment by police chiefs, PBAs, and lawmakers content to allow police to police themselves" [see 58].

- *Operational Paralysis*: The eight-month suspension of records access dominated coverage, with media describing the Board as "essentially non-functioning" and "paralyzed for months." The timing is particularly criticized in that after seven years of organizing, the PCOB reviewed one case before losing records access [see 59, 60, 63].
- *Trust and Transparency Concerns*: Coverage reveals skepticism about the city's commitment to oversight. The Board Chair's reaction to the PCOB attorney being hired by the city as the Acting City Attorney exemplifies this breakdown and questions whether the city genuinely supports independent oversight, as the Chair is quoted saying, the PCOB is the city's "last priority" [see 63].
- *Bureaucratic Dysfunction*: Articles emphasize the disconnect between ordinance mandates and operational realities. The reports indicate that new SOP guidelines ignoring the Director's input reinforced perceptions of a process designed to maintain police control rather than enable oversight [see 61].

The following table provides headlines and sources to all local news coverage regarding the PCOB directly in the 2024 calendar year.

Date	Publication & Author(s)	Headline & Source
Feb. 17 th	The Daily Progress, Richmond Times-Dispatch (Patrick Wilson, Charlotte Rene Woods)	Charlottesville police chief suspends oversight board's access to records [57]
Feb. 18 th	Charlottesville DTM (David McNair)	Undersight Board: PCOB still struggling to establish itself [58]
Jun. 5 th	Charlottesville Tomorrow (Anastasiia Carrier)	Eight months after Charlottesville police stopped sharing records with oversight board, member says the city's compromise doesn't ensure enough transparency [59]

[57] Wilson, P., & Woods, C. R. (2024, February 17th). Charlottesville police chief suspends oversight board's access to records. *The Daily Progress*. Retrieved from https://dailyprogress.com/news/local/crime-courts/charlottesville-police-chief-suspends-oversight-board-s-access-to-records/article_13aa4700-cc7f-11ee-bc55-6bae8d9d2580.html

[58] McNair, D. (2024, February 18th). Undersight Board: PCOB still struggling to establish itself. *The DTM*. Retrieved from <https://www.charlottesvilledtm.com/p/undersight-board-pcob-still-struggling>

[59] Carrier, A. (2024, June 5th). Eight months after Charlottesville police stopped sharing records with oversight board, member says the city's compromise doesn't ensure enough transparency. *Charlottesville Tomorrow*. Retrieved from <https://www.cvilletomorrow.org/disappointing-8-months-after-charlottesville-police-stopped-sharing-records-with-the-police-civilian-oversight-board-the-city-creates-a-solution-that-the-board-finds-unsatisfactory/>

Jun. 7 th	Virginia Mercury (Staff Report)	FOIA Friday: Charlottesville police oversight board - Revised guidance on sharing records inadequate [60]
Jun. 14 th	Charlottesville Tomorrow (Anastasiia Carrier)	While the police oversight board struggled for access to police records, its attorney was also representing the city [61]
Jun. 21 st	Charlottesville Tomorrow (Anastasiia Carrier)	Charlottesville denies that sharing a lawyer with the Police Civilian Oversight Board is an issue [62]
Jul. 8 th	The Daily Progress (Jason Armesto)	Conflict of Interest? Charlottesville shares an attorney with its own police oversight board [63]
Oct. 22 nd	NBC29 News WVIR (Amaya Mitchell)	Charlottesville still has no decision on an update to PCOB applications [64]
Dec. 23 rd	Charlottesville Tomorrow (Anastasiia Carrier)	Charlottesville's Police Civilian Oversight Board lost its attorney to the city — now it's looking for a new one [65]

Note: This list represents articles and publications which predominantly cover the PCOB. There are additional media sources which refer or relate to the PCOB but are not directly about the Board and the work of the Director's office. Many of these additional sources are focused on the CPD, such as the piloting of the FLOCK Safety ALPR system, which is monitored and audited by the PCOB staff. A search for additional news coverage about CPD may also speak to themes and activities which the PCOB is involved in monitoring, auditing, or investigating.

[60] Virginia Mercury Staff. (2024, June 7th). FOIA Friday: Charlottesville police oversight board—Revised guidance on sharing records inadequate. *Virginia Mercury*. Retrieved from <https://viriniamercury.com/2024/06/07/foia-friday-uva-withholds-police-body-cam-footage-more-possible-mvp-problems/>

[61] Carrier, A. (2024, June 14th). While the police oversight board struggled for access to police records, its attorney was also representing the city. *Charlottesville Tomorrow*. Retrieved from <https://www.cvilletomorrow.org/a-lawyer-representing-the-police-oversight-board-was-unable-to-be-a-zealous-advocate-while-the-board-struggled-for-access-to-police-records-because-that-attorney-was-also-representing-th/>

[62] Carrier, A. (2024, June 21st). Charlottesville denies that sharing a lawyer with the Police Civilian Oversight Board is an issue. *Charlottesville Tomorrow*. Retrieved from <https://www.cvilletomorrow.org/charlottesvill-denies-that-sharing-a-lawyer-with-the-police-civilian-oversight-board-is-an-issue/>

[63] Armesto, J. (2024, July 8th). Conflict of Interest? Charlottesville shares an attorney with its own police oversight board. *The Daily Progress*. Retrieved from https://dailyprogress.com/news/local/government-politics/conflict-of-interest-charlottesville-shares-an-attorney-with-its-own-police-oversight-board/article_a9726870-3a4e-11ef-87f0-0b4d94801fe7.html

[64] Mitchell, A. (2024, October 22nd). Charlottesville still has no decision on an update to PCOB applications. *WVIR 29-News*. Retrieved from <https://www.29news.com/2024/10/22/charlottesville-still-has-no-decision-an-update-pcob-applications/>

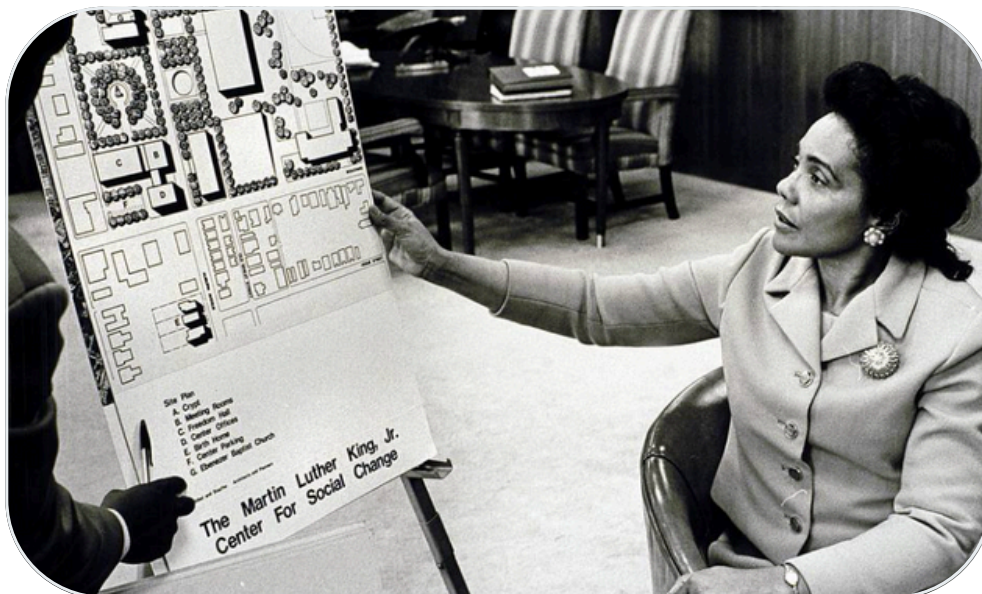
[65] Carrier, A. (2024, December 23rd). Charlottesville's Police Civilian Oversight Board lost its attorney to the city — now it's looking for a new one. *Charlottesville Tomorrow*. Retrieved from <https://www.cvilletomorrow.org/charlottesvilles-pcob-lost-its-attorney-to-the-city-now-its-looking-for-a-new-one/>

INTERNAL DEPARTMENT COLLABORATION

Civilian oversight depends on sustained, cross-departmental collaboration that integrates accountability efforts into the broader fabric of municipal governance. Throughout 2024, the PCOB staff engaged with a diverse range of city departments to exchange expertise and support public-facing initiatives. These efforts extended across areas such as constitutional training, emergency and public safety planning, legal and HR process development, policy review, and community engagement. The PCOB staff participated in the following inter-departmental activities throughout 2024:

- *Charlottesville Police Department Citizen Police Academy:* Board member Al Pola attended the Citizens Police Academy in April and May as a Board representative. The Community Police Academy provides experiential training on the daily operations and functions of the CPD. Classes are taught by members of the CPD, including the Chief of Police, command staff, detectives, and officers from specialty units.
- *4th Amendment Constitutional Procedures:* The Management Analyst attended and observed a fall training on constitutional procedures related to the 4th Amendment, hosted by the CPD for law enforcement officers (primarily in the Patrol Division).
- *Leadership Team Meetings:* The Director participates in bi-weekly city leadership meetings on priority topics related to emergency management planning, city processes, budget discussions, draft council agendas, and public safety solutions. Each quarter, the Management Analyst also attends as part of 'extended' lead team meetings for those who act as second-in-command for each department office.
- *Strategic Planning and Public Safety Team Meetings:* A series of meetings coordinating public safety initiatives and long-term planning related to law enforcement, fire, and EMS services and scenario planning.
- *Office of Human Rights Collaboration (OHR):* Monthly meetings with the Director and staff of the OHR to collaborate on related projects and initiatives. OHR meetings often include discussion of overlapping work, such as reviewing OHR's 'Know Your Rights' materials, researching limited English proficiency policies, and providing feedback on Spanish literature translations. These meetings also addressed department issues, solutions, and board management strategies.
- *Board Leadership Coordination:* Weekly meetings held by the Director and Management Analyst with the Board Chair and Vice Chair to plan agenda items, discuss pressing issues, and review PCOB related policy.
- *FOIA Team Meetings:* Regular attendance at the Freedom of Information Act group meetings regarding compliance and procedures, hosted by the Clerk of Council and City Attorney's Office, and attended by other department leaders.

- *Human Resources Department Support:* PCOB staff collaborated with HR from November through December to pilot the city's new learning management system, conducting thorough testing of certificate generation, assignment workflows, and reporting functions to support future staff onboarding and training initiatives. The Management Analyst also completed a position evaluation for the current role to more accurately define duties and responsibilities as the effective 'deputy' to the Director in a two-person office.
- *City Manager's Taskforce on Homelessness:* The Director participated in April planning sessions with other city leaders to address and discuss solutions for those in the city experiencing homelessness.
- *Department Head Interview Panels:* The Director participated in the selection and interview process for the Director of Social Services during April-May, 2024.
- *City Data Analysis Group:* The Management Analyst collaborated with other city staff and departments related to data systems and analytics, highlighting tools and use cases.
- *City Attorney's Office:* The PCOB staff collaborated routinely with Deputy City Attorney April Wimberley to conduct ongoing legal review of PCOB related ordinances and policies.



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“STRUGGLE IS A NEVER-ENDING PROCESS. FREEDOM IS NEVER REALLY WON; YOU EARN IT AND WIN IT IN EVERY GENERATION.”

— Coretta Scott King

OVERCOMING CHALLENGES

Community trust is the foundation of civilian oversight. For the PCOB, engagement with the public is not only a statutory obligation but a foundational element of legitimacy, transparency, and meaningful reform. In 2024, the PCOB began expanding its presence within the community, laying the groundwork for more visible and responsive oversight. However, that effort also revealed several systemic and practical challenges that must be addressed to make engagement more inclusive and impactful.

While the Board has made measurable progress, advancing its outreach mission will require a more strategic and well-resourced approach. By expanding staff capacity, formalizing outreach planning, fostering collaborative community partnerships, improving visibility, and addressing logistical barriers to public participation, the PCOB can deepen trust and better fulfill its role as a conduit between the public and law enforcement.

BUILDING OUTREACH CAPACITY THROUGH STRUCTURE AND SUPPORT

One of the most pressing challenges facing the PCOB is the limited availability of both staff and Board members to participate in outreach events. Many opportunities for engagement (e.g. town halls, community forums, and neighborhood meetings) occur outside regular office hours, typically in the evenings or on weekends. With a small office and a volunteer board, attending these events consistently has proven difficult, often requiring staff to work beyond their official hours or to choose between outreach and core oversight responsibilities. In addition, not all Board members have fully embraced their role as community liaisons or fully understand the time commitment necessary to fulfill ordinance mandates.

Recommendation: Proactively Informing Board Applicants

To address these challenges, the Director will develop a document outlining the duties and responsibilities of potential Board members as defined in the PCOB's enabling ordinance. This document will be submitted to City Council with a recommendation that it be used during the application and interview process to better inform prospective applicants and Council members of the significant time commitment, attendance expectations (including meetings, training, and outreach), and the labor-intensive nature of the Board's statutory obligations. These obligations may include, but are not limited to:

- Monthly meeting requirements (only 25% of meetings can be attended virtually)
- Board workgroup sessions may include investigations, audits, hearings, and policy review
- Community outreach events
- Training (time sensitive)

Note: Timeframes to perform mandated duties cannot be known and will vary based on the complexity and type of work being performed.

STRENGTHENING ENGAGEMENT THROUGH SHARED INITIATIVES

A persistent challenge to sustaining long-term community engagement is the absence of collaborative projects and shared goals. Without ongoing, tangible initiatives, relationships with community organizations may fade over time. While meetings and dialogue are valuable, many community groups seek partnerships that produce measurable outcomes, efforts they can actively support and point to as evidence of impact.

Challenges to this approach include fluctuating interest and engagement from community organizations, many of which face their own funding cuts, staffing limitations, and shifting priorities. While the PCOB staff consistently participate when invited, often dedicating limited time and resources to support external initiatives, reciprocity has been limited. Despite outreach efforts and invitations to attend PCOB meetings or City Council sessions where public support could have been valuable, participation from partner organizations has been inconsistent. Nonetheless, the Board remains committed to building collaborative relationships and will continue seeking opportunities for shared ownership in efforts to advance transparency, accountability, and public trust.

Recommendation: Collaborative Missions

To address this, the PCOB will prioritize identifying mutual areas of interest with community stakeholders (e.g. public safety policy, youth engagement, rights education, and restorative justice) and will recommend the development of co-created initiatives that reflect both community priorities and oversight objectives. These efforts aim to move beyond symbolic engagement toward mission-aligned, results-driven collaboration.

VISIBILITY, MEDIA COVERAGE, AND PUBLIC PERCEPTION

The work of the PCOB is often complex, legally nuanced, and not easily conveyed through brief media coverage or limited soundbites from public meetings. As a result, the Board's efforts and accomplishments frequently remain out of public view, while delays or criticisms tend to receive disproportionate attention. In some cases, media reporting may be incomplete or inaccurate, unintentionally distorting the public's understanding of the Board's role, progress, or limitations. This imbalance can skew public perception, erode community confidence, and obscure the meaningful work and structural reform efforts taking place behind the scenes.

In 2024, the Director and Management Analyst developed a communications strategy aimed at strengthening the PCOB's digital presence, producing accessible informational materials, and proactively sharing success stories. The goal was to ensure that both media outlets and the broader public would be more aware of the Board's accomplishments, particularly in areas such as policy reform, complaint resolution, and improvements in transparency.

However, the implementation of this strategy has been delayed due to staffing limitations. With only two office staff, the demands of direct oversight (case review, investigations, audits, and community engagement) must take priority over media outreach and public relations. While the intent remains, there is currently no dedicated staff member available to manage communications efforts, and support from the city's communications team has been limited, as they also serve multiple departments across the organization. Despite these challenges, the need for strategic communications remains imperative. With additional staff capacity or targeted support, this strategy could serve as a powerful tool to build public trust, clarify the Board's role, and better inform the community about its ongoing impact.

DISCONNECTION BETWEEN COMMUNITY PRIORITIES AND OVERSIGHT FOCUS

Engagement with community stakeholders sometimes reveals a disconnect between public priorities and the focus of oversight work. While many residents and organizations are understandably concerned with police-community relations, high-profile incidents, or individual cases, the Board is often engaged in more technical or structural reforms, such as amending the ordinance or improving internal processes. These efforts, though essential to the Board's long-term impact, may not always resonate with the broader public or generate visible momentum. As a result, building sustained community support, particularly in public forums like City Council meetings, can be challenging.

To address this, the PCOB is committed to better connecting its long-term reform efforts to the everyday concerns of residents. Public education around the purpose and real-world implications of structural changes, such as ordinance amendments, can help bridge this gap. Developing communication strategies that translate internal oversight work into relatable, community-relevant narratives will be paramount to building trust and understanding.

Dissemination of this annual report plays a key role in that effort. It provides one of the only comprehensive, accessible forums to highlight the Board's challenges, clarify its purpose, and demonstrate the significance of its behind-the-scenes work. That is why the Director has dedicated an entire section of this report to explaining the barriers and limitations that exist within the current oversight framework. After all, if the Board's foundational documents are not legally enforceable or practically implementable, even the strongest oversight vision will fail. Making those realities transparent is not only a duty, but also a step toward informed, meaningful reform.

CONCLUSION

The challenges detailed in this report, whether structural, legal, operational, or relational, are not simply obstacles; they are opportunities to refine, rebuild, and realign the civilian oversight system in the City of Charlottesville. While the Board and its staff have faced constraints in staffing, authority, visibility, and community engagement, the progress made in 2024 reflects a deeper institutional commitment to meaningful, sustainable reform. These efforts reveal what needs to change and clarify what is possible when trust, collaboration, and transparency are prioritized.

This annual report has served not only as a statutory obligation, but as a platform to tell the full story of oversight in practice: the constraints, the breakthroughs, and the vision moving forward. The Director and Management Analyst remain committed to strengthening the Police Civilian Oversight Board's foundation, improving communication, enhancing accessibility, and ensuring its work is aligned with the needs and rights of the community it serves. Though challenges remain, so does the resolve to transform them into lasting progress, grounded in accountability, guided by law, and shaped by the voices of the people.



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**“THE TIME IS ALWAYS RIGHT
TO DO WHAT IS RIGHT.”**

– Dr. Martin Luther King Jr.

DIGITAL APPENDIX ACCESS

To maintain a concise and reader-friendly annual report, all appendix items referenced throughout this document are made available exclusively in digital format. These supplementary materials, including policies, recommendations, and supporting documents, can be accessed on the Police Civilian Oversight Board's webpage. They are located under the "Data & Reporting" section, organized in a clearly labeled Appendix Table for this annual report. Readers are encouraged to visit the following link to explore or download the full appendix materials:

 <https://www.charlottesville.gov/1450/Data-Reporting>

This page can also be accessed manually by navigating to the main City of Charlottesville Website below and following the menu navigation listed here:

 <https://www.charlottesville.gov/>

Hover over the tab that says "GOVERNMENT" on the home page of the City of Charlottesville website. Look for the menu that says, "Departments L-V" and click on the link for the Police Civilian Oversight Board from the list. Once on the PCOB page, the left-side menu shows the "Data & Reporting" tab. Click there to access the digital appendix.

