



CITY OF CHARLOTTESVILLE · VIRGINIA

“To Be a Place Where Everyone Thrives”

◆

Police Civilian Oversight Board

2025 ANNUAL REPORT

◆

PREPARED BY

James R. Walker

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INTRODUCTION

Fulfillment of Reporting Requirements

The City of Charlottesville Police Civilian Oversight Board (the Board) submits this report in fulfillment of Article XVI, Section 2-466(c) of the Charlottesville City Code, which requires the Director to provide City Council an annual report on the activities of the Board and the Office of Police Civilian Oversight (the Office) for the preceding calendar year. This report summarizes the complaints received, the investigations monitored, the policy recommendations made, the community engagement undertaken, and the other work of the Board and the Office during the 2025 calendar year.

Its primary audience is everyone who lives, works, studies, or spends time in Charlottesville. The Board offers it as a transparent account intended to strengthen public trust and accountability in local law enforcement. To keep the report readable, detailed case data, budget tables, and visualizations are published in a digital dashboard on the Board's webpage; references to that dashboard appear throughout.

IN APPRECIATION

Recognitions

Civilian oversight depends on people willing to build an institution that will outlast their own tenure. In 2025, the Board and the Office marked the departure of two such people, each of whom strengthened the organization and left its mission better positioned than they found it. The Board records its gratitude here for their service and for the foundation they helped establish.



Inez Gonzalez

EXECUTIVE DIRECTOR

Inez Gonzalez served as Executive Director of the Office from May 2023 through August 15, 2025. She brought to the role more than twenty-five years of experience with the Newark, New Jersey Police Department, where she rose to the rank of Captain, commanded the Office of Internal Affairs, and became the department's first Hispanic woman to hold the ranks of lieutenant and captain. Under her leadership, the Office secured the most extensive access to police data systems and records held by any oversight body in the Commonwealth of Virginia, a foundation that remains central to the Board's capacity for independent review. In September 2025, she became the Independent Police Auditor for Bay Area Rapid Transit, carrying forward the oversight work to which she has devoted her career. The Board is grateful for her service and wishes her continued success.



Al Pola

FORMER BOARD CHAIR

Al Pola, a retired attorney, was elected Chair of the Board in January 2025 and led it through June of that year. He brought a lawyer's discipline to the Board's governing framework, insisting that the authorizing ordinance be honored as a binding obligation and advocating for the structural reforms, independent counsel, and staffing that meaningful oversight requires. His call for the City to strengthen the foundation of civilian oversight helped shape the reform agenda the Board carries forward today. The Board thanks him for his principled service and extends its best wishes.

FOREWORD

Letter from the Chair

To the Charlottesville community, the City Council, and the City Manager,

It is my honor to offer this reflection on behalf of the Police Civilian Oversight Board as we close a year defined as much by perseverance as by progress. When I was elected Chair on November 13, 2025, the Board was just emerging from one of the most challenging stretches in its short history. That we end the year with renewed momentum, a clarified mandate, and a clear path forward is a testament to the dedication of my fellow Board members, the steady leadership of Acting Director James R. Walker, and the patience of a community that has never stopped asking us to do this work well.

2025 was, above all, a year of transitions. The Board began the year under one Chair, elected another in January, and saw significant turnover in March with the welcoming of four new members and the departure of three. A series of resignations in late spring left the Board without a quorum from June through October. This was a difficult period during which formal action was impossible, but during which the Office, the Acting Chair, and our partners across city government kept the work moving. In August, we said goodbye to Executive Director Inez Gonzalez and welcomed Mr. Walker into acting leadership of the Office. By November, with the seating of two new members, quorum was restored, new officers were elected, and the Board was once again able to fully act on behalf of the community it serves.

Against that backdrop, the Board's most significant accomplishment of the year was the adoption of Ordinance O-25-142 on November 17, which was the most consequential revision of Article XVI since the Board was created. The new ordinance formally established the Office of Police Civilian Oversight as a division of the City Manager's Office, clarified the respective roles of the Board and the Office, placed the authority to retain independent legal counsel with the Director, expanded the Director's audit authority, and streamlined Board-member training requirements. These were not abstract reforms. They addressed a number of the practical obstacles that had limited the Board's effectiveness for years, and they did so in a way that strengthens our independence while integrating our work more clearly into the structure of city government and the needs of the community we serve.

Other accomplishments deserve mention. The Office maintained a level of records and interview access that exceeds that of any other civilian oversight body in Virginia, monitored internal affairs interviews across at least eight cases, and participated in use-of-force and hiring panels throughout the year. We built an audit framework for the FLOCK automated license plate reader system and educated both members and the public on its use.

We contributed to Police Department policy on Limited English Proficiency, Use of Force, the Early Intervention System, and ALPR oversight. Our inaugural PCOB Community Town Hall at the Carver Recreation Center on April 29 drew more than 50 participants whose voices directly shaped our reform priorities. And, with the support of the City Attorney's Office, we made meaningful progress toward retaining dedicated independent legal counsel, which was a long-standing Board priority that we expect to finalize in early 2026.

The most important work, however, still lies ahead. Six years into the Board's existence, it has become clear that the current oversight model, though ambitious in design, is difficult to operate as written. The October position statement and the December model analysis prepared by the Office laid the groundwork for a thoughtful shift toward a monitor, audit, and review framework: one that better fits the practical limits of a volunteer board, makes fuller use of the Office's professional capacity, and, in the words of our position statement, delivers "more of what the community asked for, in a clearer and more focused way." Deliberations on that redesign will continue into 2026, and they will be the central charge of the Board in the year ahead.

To the residents who attended our Community Town Hall, who filed complaints, who wrote to us, who challenged us, and who simply kept watching: thank you. Civilian oversight succeeds only when the community insists on it. To my fellow Board members, to Mr. Walker and the Office staff, to Chief Kochis and the men and women of the Charlottesville Police Department, to the City Manager and his staff, to the City Attorney's Office, and to City Council: thank you for meeting a difficult year with good faith and shared purpose.

The structural clarity gained in 2025 has prepared us well for what comes next. I look forward to the work ahead.

Sincerely,

Jeffrey Fracher, Ph.D.

Chair, Police Civilian Oversight Board

FOREWORD

Letter from the Acting Director

To the Charlottesville community, the City Council, and the City Manager,

I am proud to present this report, and prouder still of the year that produced it. 2025 asked a great deal of this Office. We carried the work through a change in leadership, through months when the Board met without the quorum it needed to act, and through the everyday demands of oversight, which pause for no one. We came through it, and we came through it together.

I want to acknowledge what made that possible, because it was not any single decision or document. It was a Board that kept meeting even when it could not formally act. It was colleagues across city government who answered when we called on them. It was a Police Department willing to keep a candid, sometimes difficult working relationship intact. And it was a community that never let us forget who this work serves. When residents filled the room at our first town hall in the spring, when people wrote to us, questioned us, and held us to account, they were not making the work harder. They were making it real.

What I hope comes through in these pages is not only that the Office grew sturdier this year, but that it grew more rooted. Oversight is not a structure or a line in the city code. It is a relationship, rebuilt with every complaint we take seriously, every interview we observe, and every honest answer we give a neighbor who wants to understand how their police department works.

That is the future I am most committed to as we move into 2026: not oversight that merely outlasts a hard year, but oversight that becomes a steady, dependable, and trusted part of life in Charlottesville. The foundation is in place. The work ahead is to make it durable, and to make it ours, alongside the people it is meant to serve.

Thank you for your attention, your candor, and your trust. I am proud of what this Office accomplished this year, and deeply hopeful about what we will build next.

Sincerely,

James R. Walker

Acting Director, Office of Police Civilian Oversight

FRONT MATTER

Table of Contents

Fulfillment of Reporting Requirements	i
Recognitions	ii
Letter from the Chair	iii
Letter from the Acting Director	v
Table of Contents	vi
The Charlottesville Community	1
The Current State of Civilian Oversight	2
Part I. About the Board and the Office	3
Purpose and Legal Authority	4
Duties of the Board	4
History of the Board	5
Composition and Membership	6
Member Profiles and Transitions	6
Board Membership	7
Board Meetings in 2025	8
The Office of Police Civilian Oversight	9
Quick Facts: Office Budget and Funding	10
Part II. Police Department Oversight	11
A Foundation of Trust and Access	12
Complaints, Inquiries, and Requests for Service	12
Quick Facts: Complaints and Case Data	13
Monitoring Internal Affairs Investigations and Interviews	14
Use-of-Force and Conduct Review Panels	14
Candidate Interview Panels	14
Automated License Plate Reader (ALPR) Oversight	15
Internal Affairs Case Data	15
Police Department Budget Review	16
Quick Facts: Police Department Budget	17
Part III. Policy, Ordinance, and Governance Reform	18
The 2025 Ordinance Revision (O-25-142)	19
Department Policy Recommendations	20
Governance Documents and Operating Procedures	20
Independent Legal Counsel	21
Toward a Monitor, Audit, and Review Model	21

Part IV. Community Engagement and Outreach	23
Community Partnerships and Connections	24
The Inaugural PCOB Community Town Hall	24
Community Event Engagement	25
Media Coverage and Marketing Materials	25
Part V. Professional Development and Peer Engagement	26
Board Member Training	27
Office Staff Training	27
National and Regional Peer Engagement	27
Part VI. Office Operations and City Collaboration	28
Strategic Priorities and Work Plan	29
Systems and Processes	29
Internal Budget	30
Internal City Department Collaboration	30
2025 Highlights and Achievements	31
Police Department Oversight	31
Governance and Reform	31
Community Engagement	31
Office Operations	32
Conclusion	32
Digital Dashboard Access	32

CONTEXT

The Charlottesville Community

Charlottesville is home to approximately 45,000 residents. This represents a decline from 46,553 at the 2020 Census to an estimated 44,388 as of July 1, 2025.¹ The city's median age is about 33, shaped in part by the presence of the University of Virginia and its roughly 26,400 students.² The community is racially and ethnically diverse, though it remains predominantly white and somewhat less diverse than Virginia as a whole. About 64% of residents are white (non-Hispanic), 16% are Black or African American, 7% are Asian, 7% are Hispanic or Latino, and 9% identify with two or more races. Roughly one in ten residents is foreign-born, and about 15% of residents age five and older speak a language other than English at home.³

Charlottesville is, by many measures, a prosperous and highly educated community. Median household income is approximately \$74,800, about 90% of the national median, and educational attainment far exceeds national averages, with 63% of adults age 25 and older holding a bachelor's degree or higher, compared with roughly 36% nationally.³ Yet that prosperity is unevenly shared. Roughly one in five residents live below the poverty line, although this figure is inflated by the large off-campus student population; the poverty rate for non-student residents is closer to 14%. Economic hardship also falls sharply along racial lines. Median household income for white households is roughly \$87,700, compared with \$36,500 for Black households; 71% of white residents hold a bachelor's degree or higher, compared with 21% of Black residents; homeownership stands at 50% for white residents, compared with 26% for Black residents and 35% for Hispanic residents; and life expectancy differs by nine years, at 81 years for white residents versus 72 years for Black residents.⁴ These disparities underscore the importance of equity in policing and civic life, and they inform the Board's commitment to ensuring that all members of the community are treated with fairness, dignity, and respect.

¹ U.S. Census Bureau, QuickFacts: Charlottesville city, Virginia (Population Estimates Program, July 1, 2025 estimate; 2020 Decennial Census count). Retrieved June 5, 2026.

² University of Virginia Main Campus, 2024–2025 total enrollment (26,409 students). Retrieved June 5, 2026.

³ U.S. Census Bureau, 2020–2024 American Community Survey 5-Year Estimates, via QuickFacts and Census Reporter. Retrieved June 5, 2026.

⁴ University of Virginia, Weldon Cooper Center for Public Service, Poverty and Postsecondary Students in College Towns; and UVA Center for Community Partnerships, Charlottesville City Community Wellbeing Profile (July 2025, 2023 ACS 5-Year data). Retrieved June 5, 2026.

CONTEXT

The Current State of Civilian Oversight

The landscape of civilian oversight of police entered a period of pronounced retrenchment in 2025, as the federal government withdrew much of the scaffolding that had supported police accountability since 2020. In raw numbers the field continued to grow. The National Association for Civilian Oversight of Law Enforcement (NACOLE) now identifies approximately 250 oversight entities nationwide, up from roughly 200 a few years earlier. Local jurisdictions have begun to tailor oversight authority to local resources and bargaining constraints, yet NACOLE itself cautions that oversight continues to face existential challenges, and that many agencies still lack the resources and access needed to fulfill their mandates.⁵

The defining development of the year was federal. Following an April 2025 executive order directing review of all federal police oversight agreements, the U.S. Department of Justice moved on May 21, 2025, to dismiss the proposed consent decrees in Minneapolis and Louisville, which had been negotiated after the killings of George Floyd and Breonna Taylor, and closed pattern-or-practice investigations into several other departments, retracting prior findings of unconstitutional policing.⁶ State legislatures moved in parallel: the restrictions imposed by Florida's House Bill 601 took full effect in 2025, and comparable state pre-emption of local oversight authority persisted.⁵ A number of cities nonetheless committed to continuing reforms, leaving a more uneven national landscape, one in which oversight is no longer expanding.

Public confidence, a key barometer of oversight's legitimacy, reversed its prior-year gains. Gallup's June 2025 survey found confidence in police down six points, erasing most of the 2024 recovery, with the widest racial gap of any measured institution: 52% of white adults versus 24% of Black adults expressed "a great deal" or "quite a lot" of confidence, alongside a sharp partisan divergence following the change in administration.⁷ A Pew Research survey conducted in February 2025 corroborated this skepticism: 72% of U.S. adults said the post-2020 focus on racial inequality had not improved the lives of Black Americans, and 54% said relations between police and Black people were the same as before Floyd's killing.⁸

Taken together, 2025 was characterized less by the dismantling of oversight than by the removal of federal support, accompanied by selective state restrictions and persistent local political pressure. The resilience of civilian oversight depends more than ever on local will, sustainable funding, and clear statutory authority.

⁵ National Association for Civilian Oversight of Law Enforcement. (2024–2025). Police Oversight by Jurisdiction (USA) and Oversight Models. Retrieved from nacole.org/police_oversight_by_jurisdiction_usa and nacole.org/oversight_models

⁶ PBS NewsHour. (2025, May 21). Justice Department moves to cancel Minneapolis and Louisville police reform settlements. Retrieved from pbs.org/newshour/politics

⁷ Gallup. (2025, July 17). Democrats' Confidence in U.S. Institutions Sinks to New Low. Retrieved from news.gallup.com/poll/692633

⁸ Pew Research Center. (2025, May 7). After George Floyd: Views of Race, Policing and Black Lives Matter in the 5 Years Since George Floyd's Killing. Retrieved from pewresearch.org/race-and-ethnicity

About the Board and the Office



Credible oversight begins with a clear mandate and the people willing to carry it out. The Police Civilian Oversight Board draws its authority from Virginia Code and Article XVI of the City Code, and its purpose from a community demand for accountability that took shape after 2017. The pages that follow trace that lineage, the Board's powers and limits, its history, and a year marked by significant membership turnover, a months-long loss of quorum, and its restoration in November. They also introduce the Office of Police Civilian Oversight, formally established under Ordinance O-25-142, which carries out the day-to-day work of oversight on the Board's behalf.

Purpose and Legal Authority

The Board is an independent body established under Virginia Code Section 9.1-601 and Article XVI of the Charlottesville City Code, with the purpose of establishing and maintaining trust among the Charlottesville Police Department (CPD), City Council, the City Manager, and the public (Section 2-453(a)). Its powers include the following (Section 2-453(b)):

- ◆ Receiving and investigating civilian complaints, and investigating incidents involving the Department
- ◆ Reviewing internal affairs investigations for accuracy, completeness, impartiality, and the sufficiency of any resulting discipline
- ◆ Recommending changes to Department policy
- ◆ Reviewing Department expenditures, holding hearings, and issuing public reports

Council-appointed members serve with support from the Director and may retain independent counsel, operating in compliance with applicable law and Council-approved operating procedures. In November 2025, City Council adopted Ordinance O-25-142, which formally established the Office of Police Civilian Oversight as a division of the City Manager's Office to support these functions (Section 2-452). The revision clarified roles and improved operational functionality. Broader changes to the Board's oversight model, duties, and powers, a shift toward a monitor, audit, and review framework, remain under development for 2026 and are not reflected in this report.

Duties of the Board

The Board's duties center on three functions, supported by fiscal review, community engagement, and the administrative responsibilities defined in the ordinance (Section 2-453(b)):

- ◆ Reviewing internal investigations through a civilian lens and offering transparent accountability
- ◆ Examining departmental policy through community understanding, research, and expertise
- ◆ Reporting publicly on its work so as to provide community insight into policing within the city

Statutory limits apply. The Board cannot access certain protected records (Section 2-454); it cannot compel officer testimony absent a subpoena; it must suspend matters involving alleged criminal conduct; and it cannot examine incidents older than one year (Section 2-458). With these limitations considered, the Board and Office maintain broad and open access to CPD records, systems, and personnel. This access, established over many years of dedicated work and clarification, sets a strong foundation for the Board and Office to conduct oversight in a meaningfully transparent way and to offer true pathways of accountability to the residents and stakeholders of the Charlottesville community.

History of the Board

The Board grew out of community calls for accountability following the 2017 Unite the Right rally. A Police Civilian Review Board was authorized in December 2017 and seated in 2018, and City Council established a permanent board by ordinance in November 2019. After the 2020 General Assembly expanded local oversight authority, Charlottesville restructured the body as the Police Civilian Oversight Board in December 2021, granting it investigative and review powers. Implementation has been shaped by membership turnover, staffing gaps, and a 2023 to 2024 suspension of records access that was resolved through a Standard Operating Procedure and Memorandum of Understanding adopted in 2024. In November 2025, City Council adopted a significant revision of Article XVI (Ordinance O-25-142) that formally established the Office and clarified the roles supporting the Board's work.

TIMELINE OF KEY EVENTS

- August 2017** — The Unite the Right rally prompts demand for police oversight.
- December 2017** — City Council authorizes creation of a Police Civilian Review Board (PCRB).
- 2018** — The initial PCRB is seated to research and recommend a board structure.
- November 2019** — Council adopts an ordinance establishing a permanent PCRB with limited powers.
- April 2020** — The Virginia General Assembly passes enabling legislation for stronger oversight.
- September 2021** — The first Executive Director is hired.
- December 2021** — Council adopts the ordinance forming the Police Civilian Oversight Board with expanded powers.
- May 2023** — A second Director is appointed.
- October 2023** — CPD halts records access due to the lack of a formal SOP.
- June 2024** — An SOP and MOU are adopted, restoring access to CPD materials.
- July 21, 2025** — The Board presents its 2024 Annual Report to City Council.
- August 18, 2025** — James R. Walker assumes acting leadership of the Office following the departure of Executive Director Inez Gonzalez.
- September 11, 2025** — Proposed ordinance revisions are presented at a joint City Council and PCOB meeting.
- November 13, 2025** — The Board re-establishes quorum and elects Dr. Jeffrey Fracher as Chair.
- November 17, 2025** — City Council adopts Ordinance O-25-142, formally establishing the Office of Police Civilian Oversight and making several operational and legal improvement within the ordinance.

Composition and Membership

The Board has eight members, seven voting and one non-voting, appointed by City Council through a public process and serving three-year terms (Section 2-455). Membership is designed to reflect lived and professional experience relevant to oversight, including residents of historically over-policed communities and a member with policing expertise. A November 2024 amendment (O-24-155), now carried into Section 2-455(c)(4) following the reorganization adopted in November 2025, extended eligibility to Albemarle County residents and employees, with preference given to city residents.

Member Profiles and Transitions

The Board navigated significant turnover during 2025. The year's arc, in brief:

- ◆ William Mendez opened the year as Chair. At the January meeting the Board elected Al Pola as Chair and Mr. Mendez as Vice Chair.
- ◆ In March, the Board welcomed four newly appointed members (Andrew Frye, Dr. Kyle Dobson, Isaiah Alvarez, and Shenandoah Titus, Esq.) and recognized two departing members (William Mendez and Lakeshia Washington). The Board also noted the passing of former member Charles Fleming.
- ◆ In April, the Board appointed Dr. Jeffrey Fracher as Vice Chair.
- ◆ After a series of resignations in late spring, the Board fell below quorum following its May meeting. Dr. Fracher served as Acting Chair through the summer and fall.
- ◆ On November 13, in the Board's first meeting with a quorum since May, the Board seated two new members and elected new officers. Ruairi Vaughan is a city resident with a public-policy background. Albe LaFave is a retired adult probation officer and former mitigation specialist with the Public Defender's Office who helped establish the community's therapeutic docket. Mr. LaFave, a resident of Albemarle County, was seated under the eligibility expansion adopted in November 2024 (Section 2-455(c)(4)).
- ◆ Also on November 13, the Board elected Dr. Fracher as Chair and Dr. Kyle Dobson as Vice Chair.

The Board closed the year with six members: Dr. Fracher, Dr. Dobson, Mr. Frye, Mr. Dillard Jr. (the non-voting member with policing experience), Mr. Vaughan, and Mr. LaFave, along with two vacancies. A public application process was underway, with City Council interviews scheduled for January and new members expected to bring the Board to its full complement of eight by February.

COMPOSITION

Board Membership

The Police Civilian Oversight Board is composed of volunteer members appointed to represent the community across designated seats. The following members served during 2025, including those whose terms continue today and those who concluded their service over the course of the year.



Dr. Jeff Fracher CHAIR

SEAT
At-Large
LATEST TERM
Sep 1, 2024 – Present



Dr. Kyle Dobson VICE CHAIR

SEAT
Disparately Policed Communities
LATEST TERM
Feb 19, 2025 – Present



George Dillard Jr.

SEAT
Law Enforcement
LATEST TERM
Jun 1, 2023 – Present



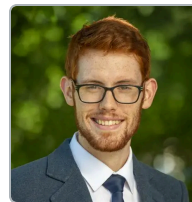
Andrew Frye

SEAT
At-Large
LATEST TERM
Feb 19, 2025 – Present



Albe LaFave

SEAT
At-Large
LATEST TERM
Oct 21, 2025 – Present



Ruairi Vaughan

SEAT
At-Large
LATEST TERM
Oct 21, 2025 – Present



Al Pola FORMER CHAIR

SEAT
At-Large
LATEST TERM
Mar 6, 2024 – Jun 10, 2025



Cameron McBride, Esq.

SEAT
At-Large
LATEST TERM
Mar 6, 2024 – May 27, 2025



Isaiah Alvarez

SEAT
Disparately Policed Communities
LATEST TERM
Feb 19, 2025 – May 8, 2025



Shenandoah Titus, Esq.

SEAT
Disparately Policed Communities
LATEST TERM
Feb 19, 2025 – May 6, 2025

Note: William Mendez and Lakeshia Washington are not pictured above, as both concluded their Board service at the very start of 2025. Their member profiles and recognitions can be found prominently in the PCOB's 2024 Annual Report, available on the PCOB website.

Board Meetings in 2025

The Board met monthly, on the second Thursday at 6:30 p.m., addressing policy, governance, and administrative matters, with an opportunity for public comment at each meeting. Under Section 2-456, the Board must meet at least once per calendar quarter. From June through October the Board operated without a quorum following a series of resignations; meetings during that period proceeded informally and could not take formal votes until quorum was restored in November. To maintain continuity, the Chair, Vice Chair, and Acting Director also held standing weekly leadership meetings throughout the year.

January 9 — Al Pola was elected Chair and William Mendez Vice Chair. The Board began discussing the proposed ordinance amendments before adjourning early and rescheduling due to a loss of audio.

February 13 — The Board adopted an Electronic Meeting Policy and received updates on Board applicants, the U.S. State Department's International Visitor Leadership Program, and the Amendments Committee.

March 13 — The Board welcomed four newly appointed members and recognized three departing members. Updates covered FLOCK audits and policy, the upcoming April 29 Town Hall, NACOLE training, and CPD use-of-force and Early Intervention System policy work.

April 10 — Dr. Jeffrey Fracher was appointed Vice Chair. Chief Kochis and CPD staff presented on the FLOCK automated license plate reader program and its audit process, followed by discussion of Town Hall preparations and the tracking of Board-member time.

May 8 — The Board met in closed session with the City Attorney's Office on FOIA matters, then debriefed the April 29 Town Hall (more than 50 participants) and discussed NACOLE training and prospective committee roles. This was the last meeting with a quorum until November.

June — No meeting was held.

July 10 — Lacking a quorum after four resignations, the Board could not take formal action. Acting Chair Fracher appealed to City Council to expedite appointments, and staff walked through the 2024 Annual Report.

August 14 — Lacking a quorum, the Board recognized departing Executive Director Inez Gonzalez (leaving for a role as Independent Investigator with Bay Area Rapid Transit) and former Chair Bill Mendez. Councilor Snook and Chief Kochis offered remarks.

September 11 — Held as a joint meeting with City Council, at which the Acting Director presented a first round of proposed ordinance amendments and Council discussed member compensation and eligibility. The Board lacked a quorum.

October 9 — Lacking a quorum, the Board reviewed the September monthly report and discussed a draft position statement calling for a fresh look at the ordinance and an audit and review-focused model.

November 13 — The Board's first quorum since May. New members Ruairi Vaughan and Albe LaFave were seated, Dr. Jeffrey Fracher was elected Chair and Dr. Kyle Dobson Vice Chair, and the backlog of agendas and minutes was approved.

December 11 — The Office presented the NACOLE oversight models and an evaluation against NACOLE's thirteen principles, reviewed 2022 to 2025 complaint statistics, updated the Board on the City Attorney's independent-counsel vetting, and introduced a draft monthly work plan.

Note: The Board Member Attendance grid is published in the digital dashboard.

The Office of Police Civilian Oversight

The Office supports the Board in exercising its authority and carries out day-to-day oversight on the Board's behalf (Section 2-452). Formally established under Ordinance O-25-142 (adopted November 2025) as a division of the City Manager's Office, the Office is led by a full-time Director who reports to the Board on operations and to the City Manager administratively. The Director's duties include the following (Section 2-452(d)):

- ◆ Supporting the Board's functions and managing the Office's administrative and fiscal needs
- ◆ Conducting retrospective audits of patterns in internal affairs investigations, arrests and detentions, and Department expenditures
- ◆ Reviewing Department data systems and policies, attending Department meetings, participating in hiring and use-of-force review panels, and monitoring internal affairs investigations

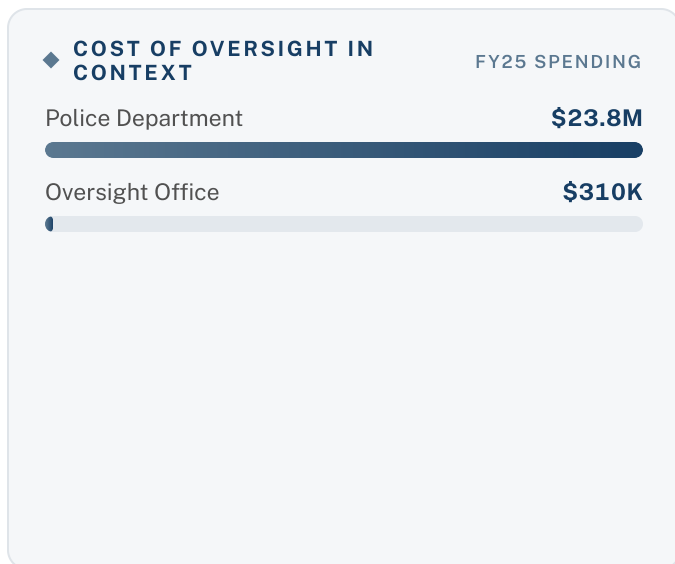
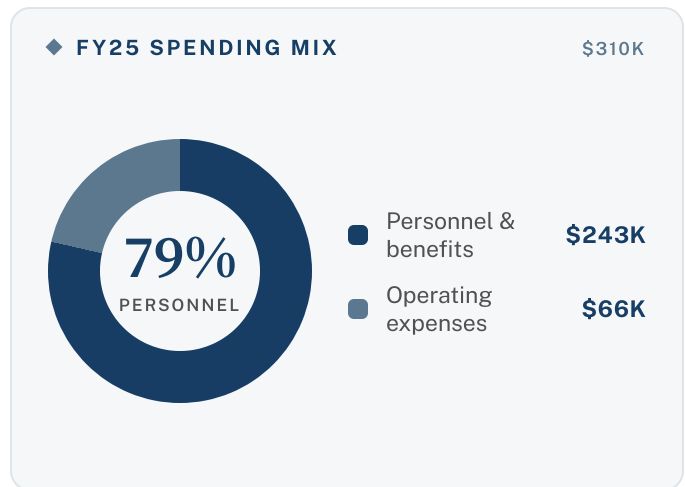
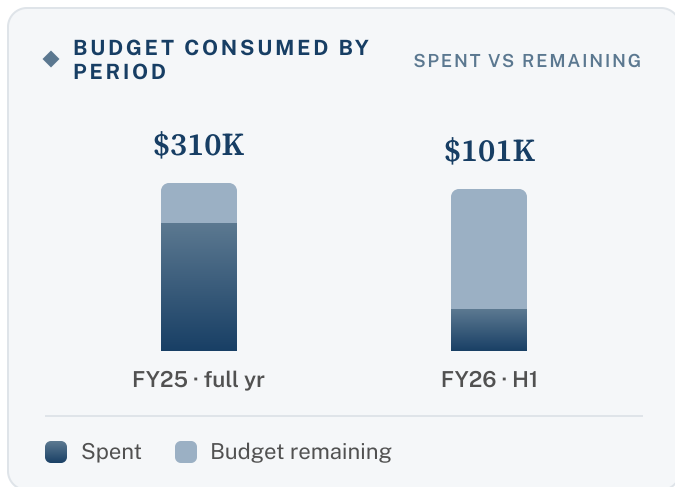
In 2025, James R. Walker served as Acting Director following the prior director's departure, while continuing to hold a Management Analyst classification, a gap between formal title and the responsibilities of leading the Office. The prior title of "Acting Executive Director" was renamed "Director" when O-25-142 took effect on November 17; this report standardizes on "Acting Director."

FUNDING & STEWARDSHIP · QUICK FACTS

Office Budget

How the Office of Police Civilian Oversight is funded and how it spends, across a fiscal bridge, the last full fiscal year (FY25) and the first half of the current one (FY26 H1, through Dec 2025).

<p>\$310K</p> <p>FY25 SPENT · 76% OF BUDGET</p>	<p>26%</p> <p>FY26 BUDGET USED AT MIDYEAR</p>	<p>\$97.8K</p> <p>RETURNED TO THE GENERAL FUND</p>	<p>1.3%</p> <p>OF POLICE SPENDING</p>
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- ### WHAT THE DATA SHOWS
- Funded almost entirely by City **general fund appropriation**, not fees or fines.
 - Spends within budget: **76%** used in FY25, with about **\$97.8K** returned to the general fund.
 - At the FY26 midpoint only 26% was spent, well below pace, with roughly \$289K remaining.
 - Personnel is about **79%** of spending; legal funds were largely held in reserve for independent counsel.

A fiscal-to-calendar bridge. FY25 is paired with the first half of FY26 (postings through December 31, 2025); unspent appropriation lapses back to the City at year-end. Full budget detail is published in the digital dashboard.

Police Department Oversight



Oversight is most tangible at the point where it meets the work of policing. Throughout 2025, the Office sustained a constructive working relationship with the Police Department and a level of records and interview access that exceeds that of any other civilian oversight body in Virginia, the practical basis for everything that follows. It monitored complaints and internal affairs investigations through closure, observed officer and complainant interviews, sat on use-of-force and hiring panels, and built an audit framework for the FLOCK license plate reader system. Together these activities, alongside a multi-year review of case data, show how independent oversight functions in practice rather than on paper.

A Foundation of Trust and Access

The Office maintained an open working relationship with Chief Kochis and CPD command staff throughout 2025, anchored in regular contact with the Office of Internal Affairs and in shared records access. This level of access, which exceeds that of any other civilian oversight body in Virginia, underpins the Office's ability to conduct meaningful oversight while preserving its independence. Trust-building during the year included the following:

- ◆ Regular collaboration and record sharing with the Office of Internal Affairs, the practical basis for monitoring investigations
- ◆ Attendance at departmental ceremonies, including the National Police Week memorial and flame ceremony at City Hall on May 13
- ◆ Ongoing, direct engagement with CPD command staff on policy, technology, and hiring

Complaints, Inquiries, and Requests for Service

The Office receives and tracks complaints, inquiries, and requests for service through multiple channels, including the online portal, in person, by phone or email, the city website, and referrals from other departments. All complaints initiated through PCOB channels are shared with CPD during the investigative process in accordance with Section 2-452(e) of the ordinance, and they are monitored by the Office through closure.

In 2025, the Office received and processed direct citizen complaints and inquiries alongside the internal affairs matters it monitored. Drawing on internal affairs data reviewed with the Board in December, the year-to-date picture included:

- ◆ 20 external complaints (originating from the public or through the PCOB) and 12 internal complaints (originating within the Department)
- ◆ An increasing trend in internal investigations, which staff characterized as evidence of a growing culture of accountability within the Department
- ◆ Direct requests for service that did not rise to a full internal affairs investigation, including Freedom of Information Act and evidence-preservation requests, each of which received a full review and response

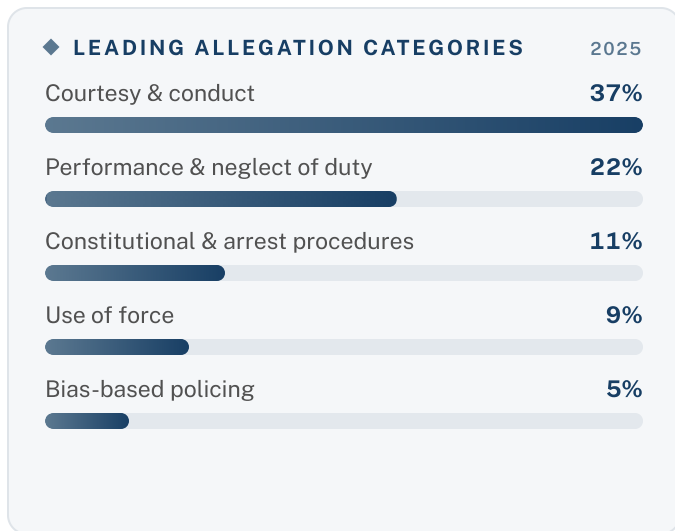
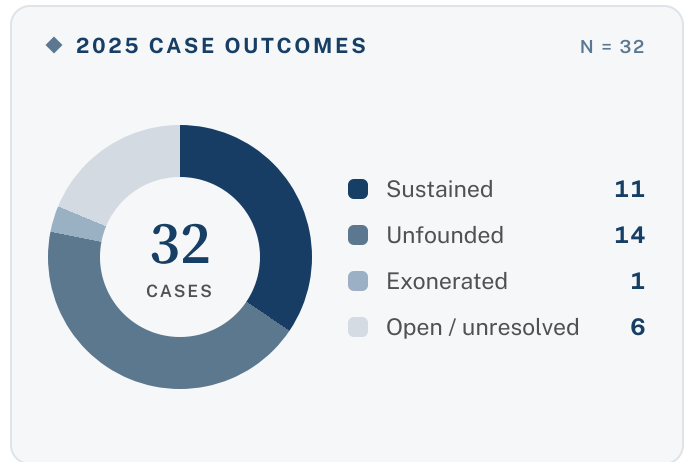
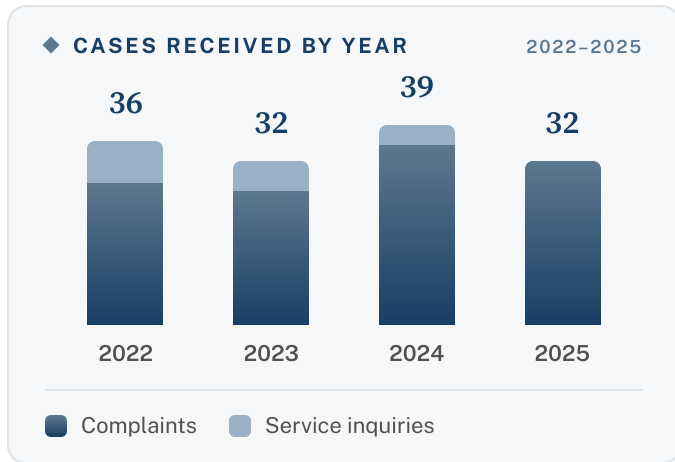
A record of the 12 complaints and many additional inquiries and requests received directly by the PCOB Office in 2025, with the actions taken, is published in the digital dashboard.

INTERNAL AFFAIRS · QUICK FACTS

Complaints & Case Data

A snapshot of the complaints reviewed by the Office in **2025**, set against four years of trends. Figures count **unique cases**; a single case may carry several allegations, each reviewed and decided on its own.

<h2 style="margin: 0;">32</h2> <p style="margin: 0; font-size: 0.8em;">CASES RECEIVED IN 2025</p>	<h2 style="margin: 0;">65</h2> <p style="margin: 0; font-size: 0.8em;">ALLEGATIONS REVIEWED</p>	<h2 style="margin: 0;">46</h2> <p style="margin: 0; font-size: 0.8em;">OFFICERS NAMED IN CASES</p>	<h2 style="margin: 0;">34</h2> <p style="margin: 0; font-size: 0.8em;">days MEDIAN TIME TO CLOSE</p>
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- ### ◆ WHAT THE DATA SHOWS
- For the first time in four years, every 2025 case was a complaint, no service inquiries were logged.
 - **34%** of complaint cases were sustained in whole or part, down sharply from **69%** in 2024.
 - Public (external) complaints outnumbered internal referrals **20 to 12**.
 - The median case closed in **34 days**, well below 2024's 55-day median.

How cases are counted. Totals reflect unique case numbers. A single case often involves multiple allegations and findings, each recorded on its own row in the source data, so allegation counts exceed case counts. Three 2025 cases remained open when this report was prepared. Data covers January 2022 through December 2025.

Monitoring Internal Affairs Investigations and Interviews

Monitoring internal affairs investigations is a core oversight function. The Acting Director observes officer and complainant interviews to provide feedback, assess policy implications, and identify investigative steps needed to resolve complaints. Monitoring is conducted primarily through open collaboration and the sharing of records, and it included substantial body-worn-camera review in support of specific cases.

Activity was concentrated in the second half of the year as case volume grew:

- ◆ The Office monitored at least sixteen internal affairs interviews and observation sessions during 2025, the majority occurring between July and November
- ◆ These sessions spanned no fewer than eight cases
- ◆ The Acting Director attends interviews as an observer; the Office does not have authority to question officers directly, a limit discussed further in Part III

The full list of monitored interviews and case numbers is published in the digital dashboard.

Use-of-Force and Conduct Review Panels

Consistent with the Director's oversight authority (Section 2-452(d)(3)), the Office participated in the Department's use-of-force and conduct review panels throughout the year. The Office sits on a review panel that includes Internal Affairs and relevant specialists, with final review by the Chief of Police. Participation included:

- ◆ A use-of-force and Early Intervention System policy meeting in January
- ◆ Hands-on and defensive-tactics, Taser, and firearm review sessions in July
- ◆ Use-of-force review panel sessions across August, September, and December, for at least seven review-panel sessions from midyear onward

Panel dates are listed in the digital dashboard.

Candidate Interview Panels

Office staff and Board members participated in CPD hiring during 2025, supporting the Board's authority to examine Department practices and procedures (Section 2-452(c)(4)) and its purpose of building trust between the Department and the community. Participation included:

- ◆ Board members Shenandoah Titus, Esq. and Andrew Frye serving on candidate interview panels at a March 15 CPD hiring event at Charlottesville High School, where candidates completed physical and written assessments before advancing to panels

- ◆ Police Officer recruit interview panels on August 26 and 27
- ◆ A Police Officer recruit interview panel on September 19

City-wide hiring panels, such as the December Assistant City Manager interviews, are noted under Internal City Department Collaboration in Part VI rather than under CPD hiring.

Automated License Plate Reader (ALPR) Oversight

Oversight of the Department's FLOCK automated license plate reader system was one of the most sustained oversight threads of the year, spanning auditing, policy review, community education, and direct engagement with the vendor. The arc of the work:

January — The Office collaborated with CPD on multiple occasions to review, produce, scrutinize, and align the FLOCK system audit with community expectations, and it joined a meeting with FLOCK account executives and customer success managers to ask questions and provide oversight feedback.

February — The Management Analyst (James Walker) developed an audit template and policy recommendations for the system, leveraging full system access to verify that officers were using FLOCK in accordance with established policies.

April — Chief Kochis and CPD staff presented the program to the Board, describing a pilot funded in its first year through the police foundation, a seven-day data-retention limit, a public transparency portal, a requirement that officers enter a case number for each search, and an arrangement under which the PCOB Director may conduct random audits.

October — The Office held a FLOCK community meeting and co-hosted a session with the Charlottesville Area Justice Coalition on mass surveillance and automated license plate readers, and it produced a member and staff education memo on the system.

November — The Office conducted a FLOCK review with CPD. By year-end the pilot had ended and the system was not active, pending a City Council decision on whether to fund its continuation.

The Office's audit work, the General Order 427 ALPR framework, and related policy recommendations are discussed further under Department Policy Recommendations in Part III.

Internal Affairs Case Data

The Board monitors internal affairs cases as a core oversight function. Findings fall into standard categories, sustained, unfounded, exonerated, not resolved, and service-related inquiry, with corrective actions imposed by the Chief of Police. A multi-year review presented to the Board in December highlighted several patterns:

- ◆ Across 2022 through 2025, approximately 42 percent of allegations were sustained, with roughly comparable representation of unfounded and sustained findings
- ◆ The most common allegation types over the period were unsatisfactory performance, courtesy, conformance to law, unbecoming conduct, truthfulness, and excessive force
- ◆ The exonerated category, in which an alleged action occurred but the officer followed policy, was identified as a useful focus area for future policy review

The 2025 internal affairs case list and the full multi-year analysis (case volume, classifications, findings, allegation trends, and corrective actions) are published in the digital dashboard.

Police Department Budget Review

As part of its fiscal oversight role, the Board reviews CPD expenditures and budgetary projections during the annual budget process (Section 2-465). A summary of the CPD's budget and multi-year spending trends is published in the digital dashboard.

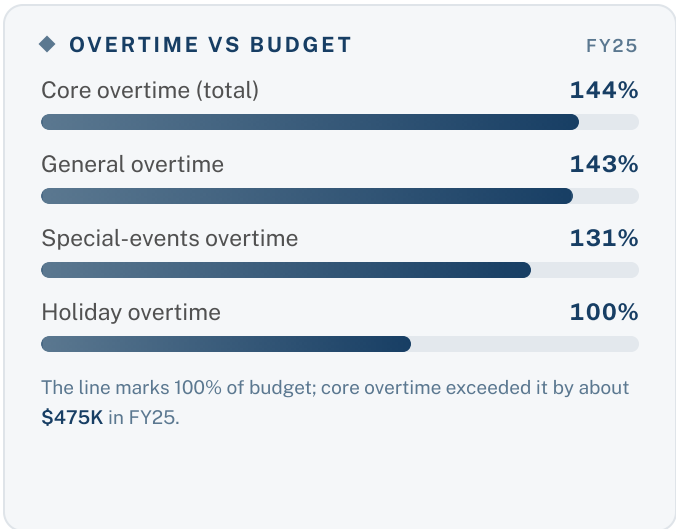
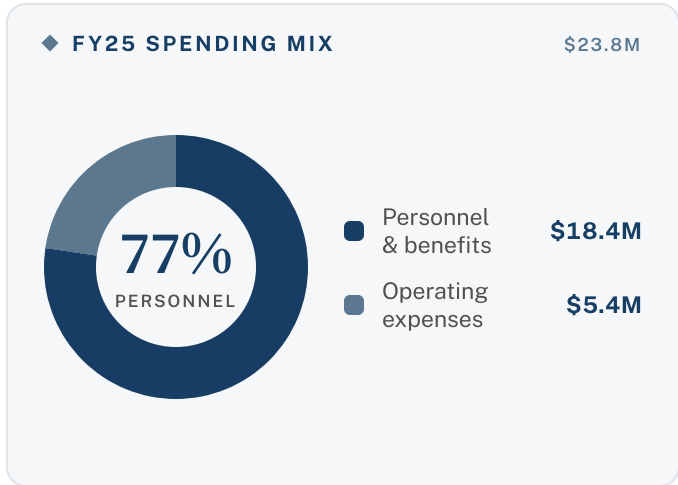
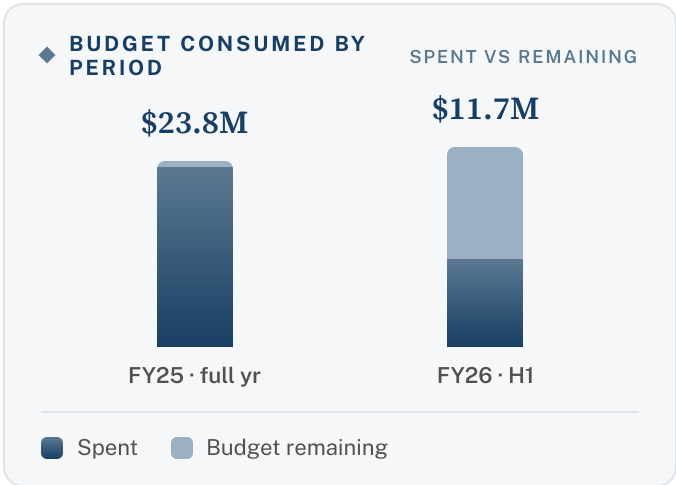
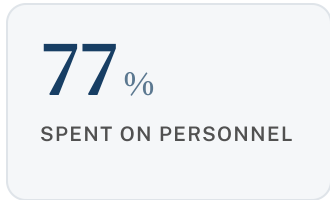
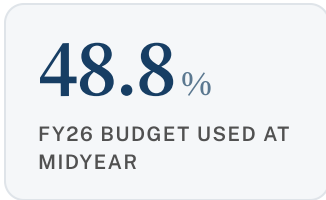
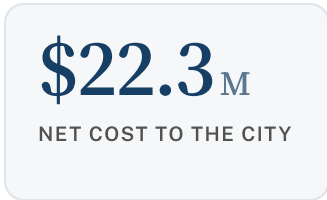
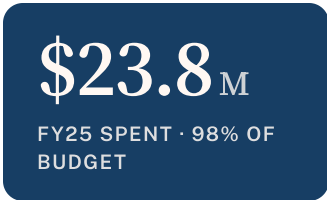


A snapshot of the CPD budget and multi-year spending trends follows in **Quick Facts: Police Department Budget** on the next page.

FISCAL OVERSIGHT · QUICK FACTS

Police Department Budget

How the Police Department's budget was spent across a fiscal bridge, the last full fiscal year (FY25) and the first half of the current one (FY26 H1, through Dec 2025). Figures are gross expenditures.



- ### WHAT THE DATA SHOWS
- Personnel and benefits drove **77%** of spending; the budget grew **7.8%** year over year.
 - Core overtime ran **144% of budget** in FY25 (about **\$475K over**); FY26 overtime was rebudgeted and is back on pace at **48%**.
 - Special-events overtime is largely cost-recovered; \$373K reimbursed in FY25.
 - At the FY26 midpoint, **48.8%** of the budget was spent, with **\$1.2M** more committed.

A fiscal-to-calendar bridge. FY25 is paired with the first half of FY26 (postings through December 31, 2025). An **\$851,100** internal vehicle-financing transfer appearing as both FY25 revenue and expense is treated as a net-zero wash and excluded from recoveries. Full budget detail is published in the digital dashboard.

Policy, Ordinance, and Governance Reform



The most lasting oversight work often happens in the structures that outlive any single case. In 2025, that work culminated in Ordinance O-25-142, the most significant revision of Article XVI since the Board's creation, which established the Office, clarified roles, and placed the authority to retain independent counsel with the Director. Around that landmark sat a fuller body of reform including recommendations on Department policy from language access to use of force, the governing documents that order the Board's work, the search for dedicated legal counsel, and the analysis laying groundwork for a redesigned monitor, audit, and review model still to come in 2026.

The 2025 Ordinance Revision (O-25-142)

The Board's multi-year ordinance-reform effort was the central throughline of 2025. Work proceeded through the Amendments Committee and in close consultation with the City Attorney's Office, advancing through a clear sequence:

January — An amendments review with the Chair and Vice Chair.

March — A policy review with the Deputy City Attorney.

August — Circulation of tiered draft revisions, identified as Tier 1 and Tier 2.

September 11 — Presentation of the proposed revisions at a joint City Council and PCOB meeting.

October — Refinement through City Attorney review.

November 3 and 17 — Placement before City Council as an action item, then adoption.

At the September joint meeting, the Acting Director presented recommended amendments, organized as language clarifications, strikes of redundant or irrelevant content, and adjusted placement of sections. The Acting Director noted that the proposed changes did not alter the powers and duties of the Board. The recommendations included:

- ◆ Replacing “Executive Director” with “Director” throughout the ordinance
- ◆ Formally establishing the Office of Police Civilian Oversight to support the Board's work
- ◆ Providing that operating procedures are approved by the City Manager with the consent of City Council, consistent with Virginia Code
- ◆ Clarifying that oversight functions are assigned by a majority vote of the Board while administrative functions are authorized by the City Manager
- ◆ Authorizing the Director to conduct audits, with summary reports, as approved by the City Manager or by a majority vote of the Board
- ◆ Authorizing the Director to carry out additional oversight activities on the Board's behalf
- ◆ Specifying that the Board's access to information and records is facilitated by the Director
- ◆ Shifting authorization to contract legal counsel from the Board Chair to the Director
- ◆ Clarifying that complainants are referred to the appropriate agency when a complaint falls outside the PCOB's jurisdiction
- ◆ Removing the phrase “with a department staff” as it relates to information access, while preserving an exception for real-time investigative interviews
- ◆ Updating the required number and frequency of annual community engagement activities
- ◆ Removing the fixed due date for the Director's annual report

- ◆ Revising Board-member training requirements to give the Director greater flexibility and to formalize police ride-alongs and the Citizens Police Academy as training

City Council adopted O-25-142 on November 17. Collectively, the revision formally established the Office, renamed and codified the Director role, transferred independent-counsel contracting authority to the Director (Section 2-457), expanded the Director's audit and oversight authority (Section 2-452(d)), and streamlined Board-member training (Section 2-467). At the September meeting, Council also authorized the City Manager to pursue researching a phased approach to compensating Council-appointed board members and discussed easing certain eligibility requirements to reduce vacancies. The Board developed analysis supporting a future shift away from an investigatory model toward a monitor, audit, and review framework, the groundwork for the broader changes anticipated in 2026.

Department Policy Recommendations

The Office reviewed and provided input on CPD policies during 2025, working alongside the Office of Human Rights and the Department's Professional Standards Division. Areas of review included:

- ◆ **General Order 333 (Limited English Proficiency).** Following recommendations from the Office and the Office of Human Rights, the Department agreed to designate an LEP coordinator to oversee implementation and collaborate on future recommendations. A January discussion of CPD Policy 333 anchored this work.
- ◆ **Use of Force and the Use of Force Review Board.** The Office supported the revision of the use-of-force policy and the creation of a use-of-force review board policy.
- ◆ **Early Intervention System (EIS).** The Office contributed to the creation of an Early Intervention System policy, reviewed with Professional Standards Division leadership.
- ◆ **General Order 427 (ALPR).** The Office supported the automated license plate reader framework with a member and staff education memo and continued its FLOCK audit work through the year.

Governance Documents and Operating Procedures

Alongside the ordinance, the Office advanced the internal documents that structure how the Board operates:

- ◆ An Electronic Meeting Policy, drafted by the Office and adopted by the Board in February
- ◆ A communications policy under development, to guide the Board's interactions with City Council, the media, and city leadership when delivering policy recommendations and oversight perspectives

- ◆ The Desk Book draft for PCOB hearings, an ordinance-mandated requirement advanced toward finalization with the City Attorney's Office
- ◆ Continued alignment of the ordinance, the Standard Operating Procedure, and the Memorandum of Understanding that govern records access

Independent Legal Counsel

Securing dedicated independent legal counsel has been a long-standing Board priority, and it advanced materially in 2025 even though no selection was finalized within the year:

- ◆ At the Board's request, the City Attorney's Office undertook a search for and vetting of candidate attorneys
- ◆ By December, the field had been narrowed to two or three firms, with the Office reporting that budget had been allocated for attorney fees
- ◆ Utilization rules were clarified so that outside counsel would be engaged only in the event of a dispute between the Board and the City, with the City Attorney representing the Board in all non-adversarial matters
- ◆ Final selection and engagement were left to the full Board's consideration in early 2026, after the City Attorney's Office delivered its vetted shortlist

Toward a Monitor, Audit, and Review Model

A recurring theme of the year's later meetings was that the Board's current structure, six years in, has proven difficult to operate as written, and that a clearer model is needed. The Office advanced this conversation through a draft position statement in October and a detailed presentation in December. Key elements:

- ◆ The position statement called for a fresh look at the ordinance and a focus on an audit and review model, with the stated goal of giving the community more of what it asked for, delivered in a more clarified and focused way
- ◆ The December presentation reviewed the oversight models identified by NACOLE: an investigation-focused model, an auditor and monitor-focused model, a review-focused model, and a hybrid that combines them. The PCOB is authorized as a hybrid with authority under all three approaches
- ◆ A practical constraint shapes the choice of model: because the Board cannot extend Garrity protections (which only an entity with disciplinary authority can provide), it cannot compel officer testimony, which limits a purely investigatory model

- ◆ The Office suggested the Office could focus primarily on audit and monitor functions while the Board focuses on review functions

The Office also evaluated the PCOB against NACOLE's thirteen principles of effective oversight. Representative ratings, on a one-to-five scale, included strong public reporting and access to records and executives, developing independence, and limited and inconsistent stakeholder support and resourcing. The Office noted that records access, while strong under the current Chief, is not fully codified in the ordinance and therefore depends on who holds the position. For context, the Office identified Alexandria, Arlington, Richmond, and Fairfax as Virginia jurisdictions operating hybrid models, and Norfolk and Virginia Beach as operating review-focused models. Charlottesville was among the first in Virginia to establish civilian oversight.

Community Engagement and Outreach



Oversight earns its legitimacy from the community it serves, which makes listening as essential as monitoring. In 2025, the Office deepened relationships with partners across the city and region, among them the Charlottesville Area Justice Coalition, NACOLE, the University of Virginia, and the NAACP. Its signature event, the inaugural PCOB Community Town Hall at the Carver Recreation Center, drew more than fifty residents whose concerns and suggestions helped shape the year's reform priorities. Beyond that gathering, staff and Board members met people at festivals, neighborhood events, and civic gatherings throughout the year, while the Office strengthened its public presence and its response to local media.

Community Partnerships and Connections

The Office sustained active relationships with community and professional partners throughout the year. These included:

- ◆ The Charlottesville Area Justice Coalition (CAJC), with which the Office met regularly (roughly monthly across the year) and a shared session on mass surveillance and automated license plate readers
- ◆ The National Association for Civilian Oversight of Law Enforcement (NACOLE), including committee participation and a Board-training partnership
- ◆ The University of Virginia Institute for Engagement and Negotiation (IEN) and the Frank Batten School of Leadership and Public Policy
- ◆ The Mediation Center of Charlottesville, whose annual celebration the Office attended while exploring mediation strategies for oversight
- ◆ The Legal Aid Justice Center and the Albemarle-Charlottesville NAACP
- ◆ The Presidential Precinct's international visitor program, through which the Office hosted six visitors from the Middle East and North Africa in February under the U.S. State Department's International Visitor Leadership Program
- ◆ A network of Virginia oversight practitioners

The Inaugural PCOB Community Town Hall

The signature engagement of the year was the inaugural PCOB Community Town Hall, held on April 29, 2025, at the Carver Recreation Center, in fulfillment of the ordinance requirement to host public listening sessions (Section 2-465(a)). The University of Virginia's Institute for Engagement and Negotiation (Weldon Cooper Center), with the Frank Batten School of Leadership and Public Policy, facilitated the event. Extensive preparation during March included securing the venue, developing bilingual promotional materials, advertising on all 30 CAT buses in English and Spanish, and distributing press releases that drew coverage from NBC News 29.

After a presentation on the Board's role, authority, and limitations, more than 50 participants rotated through three facilitated stations to share concerns and suggestions about the Police Department, about the Board, and about ways the community could help. Recurring themes included:

- ◆ A desire for stronger, better-resourced, and more independent oversight
- ◆ Greater transparency in Board-member selection
- ◆ More frequent community engagement

- ◆ Improved communication and relationship-building between the Police Department and historically marginalized communities

The input gathered helped inform the Board's reform priorities for the year. The Office noted, in its May debrief, the challenge of engaging the Hispanic community given the political environment and the need for more targeted outreach. The complete Town Hall summary is published in the digital dashboard.

Community Event Engagement

Office staff and Board members engaged residents at events across the city throughout the year. These included:

- ◆ Recurring COMmunity STAT meetings across police districts, with at least twelve sessions from May through December, including a Central District session
- ◆ An SRO town hall on school resource officers, which informed later Board discussion of the SRO role and its connection to CPD general orders
- ◆ Community festivals and cultural events, including the Abundant Life Ministries community festival, Soul of Cville, several Back-to-School events, the Sabroso festival, and the Pride festival
- ◆ Citywide civic events, including the Grand Illumination
- ◆ Neighborhood engagement, including a community walk and outreach with community partners

Media Coverage and Marketing Materials

The Office strengthened its public-facing presence and responded to media interest throughout the year:

- ◆ It responded to recurring inquiries, including from Charlottesville Tomorrow, 29News, and The Daily Progress, and engaged directly with journalists, providing fact-check responses and following a process for correcting inaccurate reporting
- ◆ Coverage included reporting on the Board's plans to overhaul its oversight model
- ◆ It established a Google Business Profile to improve discoverability of in-person services
- ◆ It produced marketing materials, including banners, table displays, name plates, and business cards, to support public engagement
- ◆ It issued public News Flash alerts and expanded the website's Data and Reporting page as a centralized hub for reports and public-safety data

Professional Development and Peer Engagement



Effective oversight depends on expertise, and small bodies risk operating in isolation without it. Over the course of 2025, the Board and the Office invested steadily in the capacity to do the work well. Board members completed the training the ordinance requires and supplemented it with police ride-alongs and hiring-panel preparation, while Office staff pursued an extensive slate of professional development spanning internal affairs investigation, community facilitation, mediation, and accreditation. Just as important, the Office stayed connected to the wider field by serving on NACOLE committees, joining a monthly investigator forum, and exchanging practice with a network of Virginia oversight practitioners.

Board Member Training

Board members pursued the training required for effective oversight, including the NACOLE-presented training mandated by the ordinance:

- ◆ May 3 — Mandatory NACOLE training for the Board, described as general but beneficial
- ◆ **June 12** — A NACOLE webinar on the use of artificial intelligence for oversight practitioners
- ◆ **Throughout the year** — Police ride-alongs (members reported completing eight-hour shifts) and hiring-panel training that enabled participation in CPD recruitment, both now formalized as Board training under the revised ordinance

Office Staff Training

Office staff completed an extensive slate of professional development to strengthen the technical foundation for oversight:

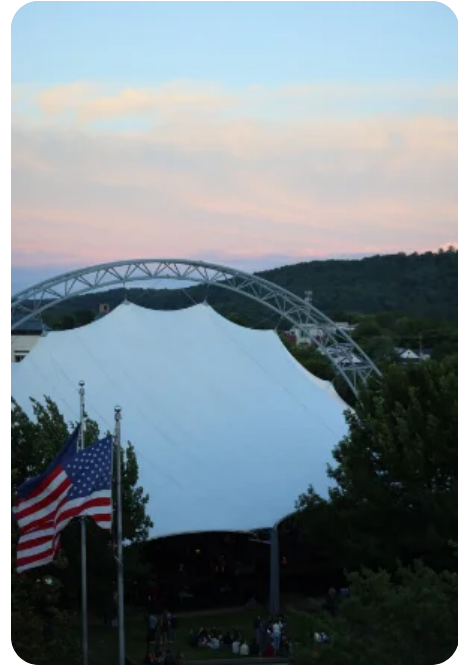
- ◆ **January** — “The Duty to Intervene: What We Have Learned Since George Floyd” webinar
- ◆ **February** — The Internal Affairs Standard training series from the Daigle Law Group, covering investigation procedures, administrative law, ethics, and complaint management
- ◆ March — Foundations of Community-Based Facilitation through the UVA Institute for Engagement and Negotiation, plus a Center for Public Safety and Justice session on disaster preparedness.
- ◆ **May** — A mediation training series with the Mediation Center of Charlottesville
- ◆ **September** — “Navigating Employment Law Challenges in Policing”
- ◆ **October to November** — The Advanced Accreditation Manager's Course from the Daigle Law Group, and the Citizens Police Academy

National and Regional Peer Engagement

The Office reduced the institutional isolation that can limit small oversight bodies by staying connected to peers and to national best practice:

- ◆ Both the Acting Director and the Management Analyst served on NACOLE subcommittees, the Membership Committee and the Standards, Education, and Training Committee, giving Charlottesville representation at the national level
- ◆ The Office participated in NACOLE's monthly Investigator Forum
- ◆ The Office partnered with NACOLE to develop a Board training series
- ◆ The Office engaged a network of Virginia oversight practitioners through regular calls

Office Operations and City Collaboration



Behind every report and review is the quieter machinery that keeps oversight running. Through a leadership transition and with limited staffing, the Office sustained the systems, budget, and partnerships that make its work possible. It refined a structured, data-driven work plan built around understanding, analysis, prioritization, and reporting; maintained the software platforms used for complaint intake, records, and analysis; and managed an internal budget through the city's review process. Much of this work was collaborative, carried out alongside the City Attorney's Office, the Office of Human Rights, Human Resources, and city leadership. This is all a reminder that oversight is woven into the wider fabric of city government.

Strategic Priorities and Work Plan

The Office pursued a structured work plan organized around policy development, operational capacity, community engagement, and professional growth, using a recurring monthly cycle of seeking understanding, conducting analysis, conducting oversight, and reporting outcomes. In December, the Office and Dr. Dobson introduced a draft four-stage monthly work plan to formalize this approach:

- ◆ Seek understanding, by gathering community experiences through canvassing, surveys, and engagement at community events
- ◆ Analyze, by coding and interpreting community feedback to identify themes and focal points
- ◆ Prioritize work, by using community input to set monthly oversight priorities
- ◆ Report outcomes, by communicating completed work to the community, the Chief of Police, City Council, and the City Manager's Office

This evidence-based direction was supported during the year by a developing data collaboration, working sessions on data, and a data analysis group. The draft work plan is intended for further development and formal adoption once the Board reaches full membership.

Systems and Processes

The Office relies on several software systems to access and analyze records, and it worked throughout the year to keep them functional and to evaluate improvements:

- ◆ Sivil for complaint intake and case management, with regular vendor meetings during the year
- ◆ CivicPlus for agendas, meetings, and the public website, and OnBoard for board governance
- ◆ LERMS for law-enforcement records, with interruptions to narrative access resolved during the year
- ◆ The FLOCK Safety ALPR platform, used for the audit work described in Part II
- ◆ SAP and OpenGov for budgeting, supported by user-group participation and upgrade training
- ◆ Axon for digital evidence, for which the Office requested expanded access
- ◆ A March CMTS demonstration to evaluate a case-management platform

The Acting Director's information-technology background supported network and infrastructure work during the year.

Internal Budget

The Office continued to refine its line-item budget, maintaining focus on personnel, contracted and professional services, technology, and community engagement. During the year it held a budget session in November, participated in the city's Budget and Capital Improvement Program review, and maintained its monthly receipts and credit-card reconciliation process. Budget tables and trend charts are published in the digital dashboard.

Internal City Department Collaboration

The Office collaborated across city government throughout the year. This work included:

- ◆ Recurring check-ins with the Office of Human Rights, including joint work on the Limited English Proficiency policy
- ◆ Ongoing work with the City Attorney's Office on policy, ordinance, and independent-counsel matters
- ◆ Frequent FOIA and records working sessions, roughly ten from August through December
- ◆ Coordination with Human Resources on classification, hybrid-work, and hiring matters
- ◆ Participation in city leadership forums, including the LEAD Team and its retreat, monthly all-leaders meetings, the Deputy City Manager portfolio meeting, and a December Prosperity Briefing on ADA Title II and III
- ◆ Service on Assistant City Manager interview panels in December
- ◆ Continuity of Operations (COOP) planning across the year, from the January kickoff through workshops and a final review
- ◆ The 2023 to 2025 Strategic Plan wrap-up and performance-management process
- ◆ Language-access coordination, including a translation-services demonstration that connects to the Department's Limited English Proficiency work
- ◆ Direct briefings with elected officials, including a February meeting with Councilor Michael Payne and a series of October meetings with Councilors Payne, Pinkston, Snook, and Oschrein and with Mayor Wade ahead of the ordinance vote

IN SUMMARY

2025 Highlights and Achievements

The year's progress can be grouped into four areas. The list below consolidates the achievements described throughout this report.

Police Department Oversight

- ◆ Maintained records and interview access that exceeds that of any other civilian oversight body in Virginia
- ◆ Monitored internal affairs interviews across at least eight cases and participated in use-of-force and conduct review panels throughout the year
- ◆ Built an audit framework for the FLOCK automated license plate reader system and educated members and the public on its use
- ◆ Contributed to CPD policy on Limited English Proficiency, use of force, the Early Intervention System, and automated license plate readers

Governance and Reform

- ◆ Advanced and adopted Ordinance O-25-142, the most significant revision of Article XVI since the Board's creation, establishing the Office, clarifying roles, and streamlining operations
- ◆ Reduced the NACOLE training requirement to at least four hours within six months of appointment (Section 2-467) and formalized ride-alongs and the Citizens Police Academy as training
- ◆ Re-established quorum in November, elected a new Chair and Vice Chair, completed onboarding for new members, and reopened a public application window to fill remaining vacancies
- ◆ Produced a position statement and a model analysis to guide the 2026 shift toward a monitor, audit, and review framework

Community Engagement

- ◆ Hosted the inaugural PCOB Community Town Hall, drawing more than 50 participants and informing the year's reform priorities
- ◆ Sustained partnerships with the Charlottesville Area Justice Coalition, NACOLE, UVA, the Mediation Center, the Legal Aid Justice Center, and the NAACP
- ◆ Strengthened the Office's media response, public profile, and marketing materials

Office Operations

- ◆ Carried the Office's responsibilities through a leadership transition with limited staffing
- ◆ Codified the Office and the Director's duties in Section 2-452 and advanced the search for independent legal counsel
- ◆ Stabilized core systems, evaluated case-management options, and refined the internal budget
- ◆ Introduced a data-driven monthly work plan to make the work sustainable and evidence-based

Conclusion

The work documented in this report reflects a continued commitment to building a civilian oversight system that is legally sound, operationally viable, and rooted in the needs of the Charlottesville community. The 2025 ordinance revision marked a meaningful step in that direction. It clarified who does what, strengthened the Director's independence and audit authority, and gave the Board a sturdier foundation from which to work.

The year was not without difficulty. A leadership transition, a long stretch without a quorum, and persistent staffing limits tested the Office and the Board alike. That the year still produced a landmark ordinance revision, a successful first community meeting, and a steady record of oversight activity is a credit to the Board's members, the Office's partners across city government, and the residents who stayed engaged.

Significant work remains. The Board will turn in 2026 to the larger question of its oversight model, with the goal of focusing its mandate so that a volunteer board with limited staff can deliver, in the words of the Office's position statement, more of what the community asked for, in a clearer and more focused way. The structural clarity gained this year has prepared the Board well for that next chapter.

Digital Dashboard Access

To keep this report concise, supporting materials, including policies, recommendations, case and complaint data, budget detail, and data visualizations, are published digitally on the Board's webpage under the Data and Reporting section, organized in a clearly labeled dashboard table for this annual report.

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

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