



# Police Civilian Oversight Board

City of Charlottesville

*"TO BE A PLACE WHERE EVERYONE THRIVES"*



The Police Civilian Oversight Board (PCOB) works to strengthen trust between the Charlottesville community, the Police Department (CPD), and city leadership through independent, civilian-led oversight. This report provides details on the activities of the PCOB Office to promote transparency and accountability. Monthly reports include updates on oversight activities, community engagement, operations, policy review, and other initiatives aimed at advancing effective law enforcement practices in the city and among the community.

## September 2025 Monthly Report

### TOPICS

Oversight Activity  
Office Work Plan  
Operations & Developments

### WHERE TO FILE A COMPLAINT



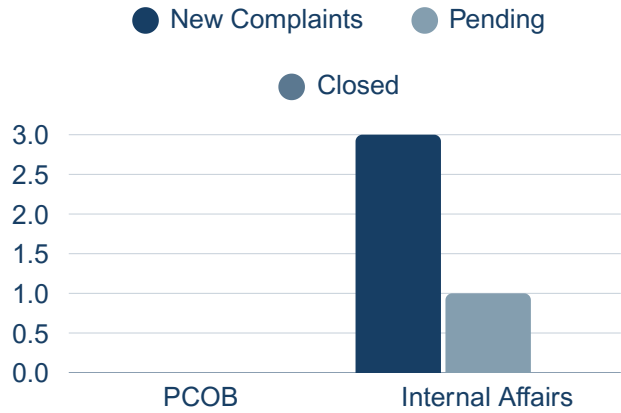
By Mail:  
Attn: PCOB  
PO Box 911  
Charlottesville, VA 22902

Phone: (434) 970-3794  
Email: [pcob@charlottesville.gov](mailto:pcob@charlottesville.gov)

The Charlottesville Police Department is informed of all PCOB complaints. Any personal information submitted through a complaint may be subject to a Freedom of Information Act request, but is protected for privacy to the extent allowed by law.

# Oversight Activity

Includes citizen complaints and inquiries submitted both to PCOB and to CPD Internal Affairs during the month. All PCOB-initiated citizen complaints are shared with CPD during the investigative process in accordance with section 2-452.e of the ordinance. Pending cases extend back to the prior month or earlier. A complaint may be closed within the same month it is opened.



## Officer Interviews

The Acting Executive Director (ED) regularly observes officer interviews conducted by CPD Internal Affairs to provide feedback, assess policy implications, and identify investigative steps to resolve complaints.

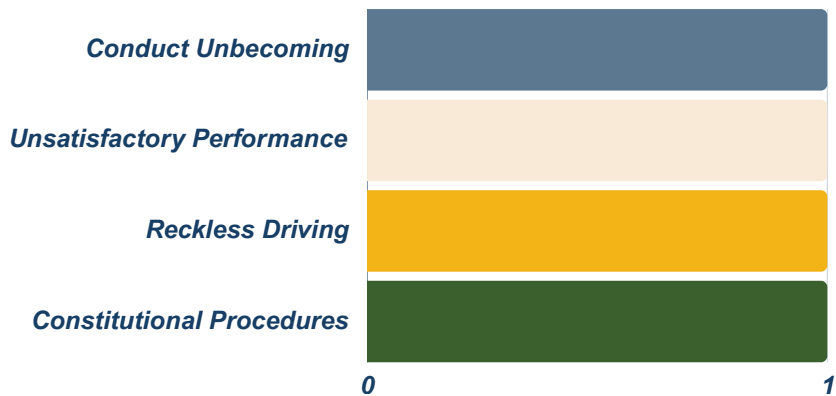


## Additional Activity

In September, the Acting Executive Director served on one Use of Force Panel where incidents are reviewed against policy as part of the chain of accountability to address officer conduct (GO 300). Additionally, the Acting ED participated in an Employment Interview Panel for officer recruitment to the Department. Reviews of BWC footage related to IA investigations and FLOCK Safety data were also conducted.

## Pending Allegations by Category

This represents allegations from new and pending complaints which are currently under investigation. Allegations refer to *potential* CPD General Order policy violations and should **NOT** be considered findings. Determinations are reported upon official case closure.



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

# Office Work Plan

The Office of the Police Civilian Oversight Board produces an annual Work Plan which is submitted to the City Manager for the start of the fiscal year effective each July. Due to the transition from Executive Director Gonzalez to Acting Executive Director Walker, it was appropriate to create a revised Work Plan which takes the change in office staffing and context into consideration. The revised Plan includes the primary action items and target measures summarized below:

- Action Item 1: Office Operations

- Implement Standardized Reporting (Monthly, Annual, Specific)
- Develop Civil Data Fields (Forms, Measures, Dimensions)
- Develop Website (Content, Design, Updates)
- Develop Google Profile & Analytics (Mapping, Details, Traffic)
- Implement Professional Development (Certification, Relevance, Ongoing)
- Implement Administrative Management (Budget, Strategy, City Teams)

- Action Item 2: Department Oversight

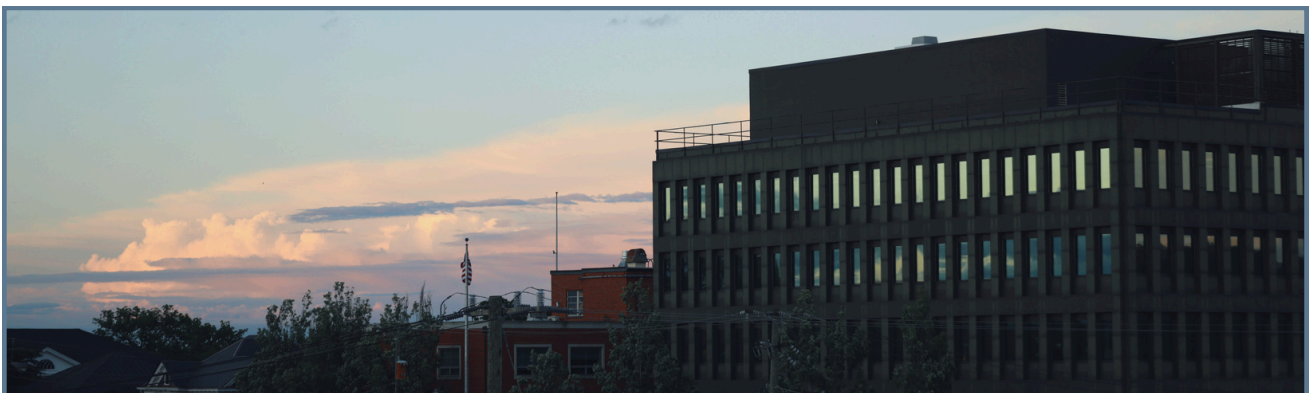
- Conduct Oversight on Behalf of the Board (Monitor, Panels, Auditing, Participation)
- Implement Ordinance Requirements (Documentation, Engagement, Budget)

- Action Item 3: Board Support

- Implement Onboarding of New Members (Training, Equipment, Administrative)
- Facilitate & Support Board Activities (Meetings, Records, Professional Development)
- Inform Discussion of Ordinance Revisions (Research, Recommend, Public Input)

- Action Item 4: Community Engagement

- Hold a Public Listening Session (Planning, Implementation, Summary)
- Engage in Community Messaging (Advertise, Outreach, Media)
- Engage in Community Events (Collaboration, Initiatives, Events)

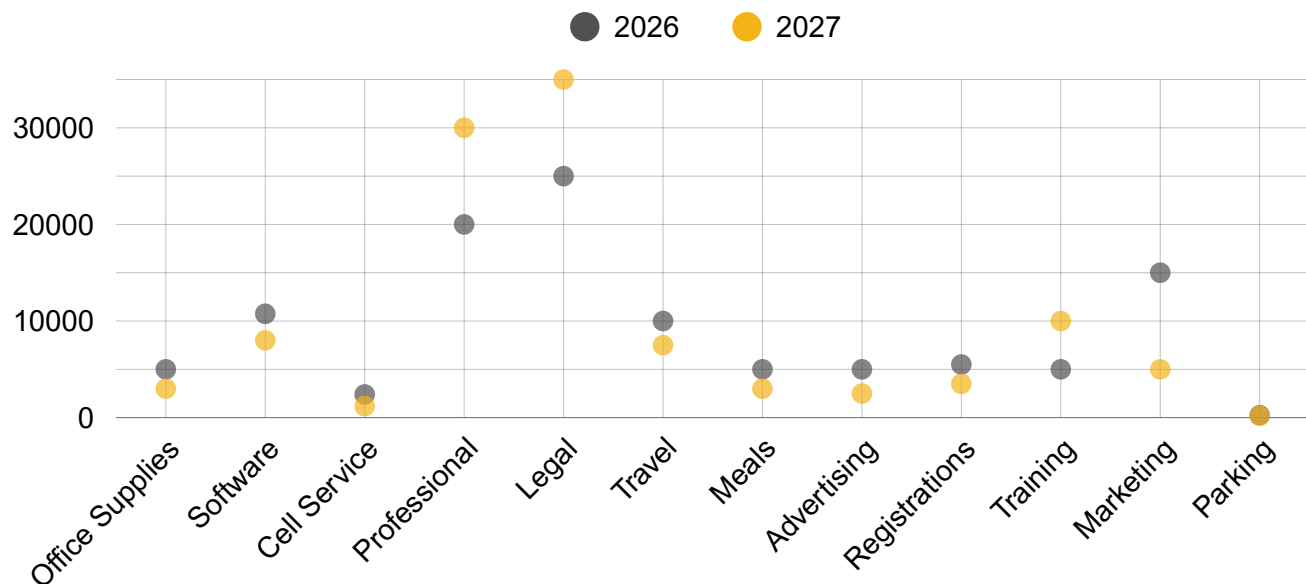


# Operations & Developments

The Office of the Police Civilian Oversight Board is engaged in numerous projects which impact both administrative operations and the forward development of policies. September activity included preparation for budget season, commentary on the FLOCK ALPR system, and ordinance revisions.

## Fiscal Year 2027 Budget Season

The City's budget season for fiscal year (FY) 2027 is beginning. The FY27 budget is for July 1, 2026 to June 30, 2027. As part of this process, the PCOB Office submits a budget request to the Finance Department, City Manager, and City Council. This request includes any recommended additions, cuts, or changes to the prior FY budget. Due to the current context, the PCOB Office is recommending level funding to the operational total, with only line-item level adjustments.



### FLOCK Safety ALPRs

Acting ED Walker provided a statement on the Office and Board's work regarding the FLOCK Safety Automated License Plate Reader system and policy (GO 427). The statement acknowledged PCOB members reviewed, commented on, and drafted recommendations for GO 427, but lost quorum before a final vote was held. It also recognized the Acting ED's review of system usage, trends, and analytics.



### Ordinance Revisions

The City Council held a joint session with the PCOB on September 11, 2025. Acting ED Walker presented PCOB ordinance revisions focused on clarity, organization, and operational functionality. This set is under review, with future revisions to follow and updates provided upon confirmation. The session was productive and allowed for public review and media coverage, supporting transparency goals in the process.

Acting PCOB Chair Dr. Jeffrey Fracher drafted this position statement for individual Board member consideration. Absent a quorum, this letter provides a public method for members to transparently share their views with City Council. Each member may independently sign, refrain from signing, or submit a revised version. This does not represent an official Board action or opinion.

October XX, 2025

To: City Council

From: Member of the Board

**Re: Position Statement Addressing the Limitations of the Current PCOB Model**

The City of Charlottesville Police Civilian Oversight Board (PCOB) has lacked a quorum since June 2025. Because the Board cannot take official actions, this letter is submitted by individual members of the Board to address limitations in the PCOB ordinance that require Council's attention.

The ordinance establishes a predominantly investigatory model of oversight, with supplementary powers and duties. While the ordinance revisions discussed at the September 11, 2025 joint meeting with City Council addressed some organizational and operational constraints, fundamental barriers remain that prevent the Board from fulfilling the oversight, accountability, and transparency mandate consistently sought by the community with regard to the Charlottesville Police Department.

First, the inability to compel officer testimony undermines the concept of an independent investigation as well as due process. As a result, CPD General Orders, the Department's Collective Bargaining Agreement, and the Law Enforcement Officers' Procedural Guarantee Act each create legal barriers that delegitimize the Board's disciplinary recommendations made without officer testimony as part of an independent investigation. In turn, the substantial procedural steps required to seek testimony through court-ordered subpoenas do not resolve this structural problem.

Second, limited public access to the underlying content of Board hearings contradicts the PCOB's foundational purpose of building trust through transparency and accountability when the outcome of such hearings is non-binding and non-enforceable.

Third, a volunteer Board with minimal budget and limited staff does not have the capacity to effectively conduct independent investigations, particularly when investigation outcomes carry only recommendation authority with no enforcement power.

Given these constraints, there exists significant concerns about the viability of the current investigation-focused model. The Council should consider alternative approaches, such as a hybrid monitor, audit, and review model, that may prove more effective and practical in achieving meaningful oversight, ultimately allowing the PCOB to produce more robust outcomes originally intended and sought by the community.

The PCOB Office has prepared research, documentation, and options for alternative models. This work is ready for presentation and discussion with Council, the Board, and the public. The Council is encouraged to engage with this material and lead the process of strengthening law enforcement oversight in Charlottesville. Whether through refining the investigatory model or adopting an alternative approach, the goal remains building community trust through robust oversight, accountability, and transparency that benefits residents, the city, and the police department alike.

# Charlottesville Police Civilian Oversight Board

Community Meeting at the Carver Rec Center

April 29, 2025

## Meeting Summary

### Executive Summary

On the evening of April 29, 2025, the Charlottesville Police Civilian Oversight Board (PCOB) held a Community Meeting at Carver Recreation Center to share information about the PCOB and to solicit and receive concerns, ideas, and suggestions from community members regarding how the PCOB could be more effective. The meeting was facilitated by the Institute for Engagement & Negotiation (IEN) at the University of Virginia (UVA)'s Weldon Cooper Center. Meeting attendees heard a presentation about PCOB and then participated in small groups to share their ideas for improvement. Those ideas are reflected here for consideration by the PCOB, the Charlottesville Police Department, and the Charlottesville City Council.

### Welcome and Overview of the Police Civilian Oversight Board

The community meeting was opened by the PCOB Director, Inez Gonzalez. Following introductions of staff and board members of the PCOB, Ms. Gonzalez and James Walker, Management Analyst with the PCOB, presented an overview of the Board. To illuminate areas where there are common misunderstandings, their presentation included examples of the things the Board can do and cannot do in their oversight of the Police. The presentation was followed by a question-and-answer session. Questions from meeting participants are noted below in italics, along with a summary of the response provided by Ms. Gonzalez.

**Question:** *How does [the Board] expect to get anything accomplished with all these limitations?* A: Work is getting done, though not as much as we would like.

**Question:** *I was part of the People’s Coalition who pushed for the PCOB - are [members of the PCOB] able to sit in on the interview process [for getting on the Board]?* A: No, that is the work of the City Council

- The person asking this question added that they are asking because they feel the process is not transparent, and that they are aware of people who have applied and then things have been messed up with their application. It is this person’s understanding that applications go through the City Clerk but that the city doesn’t know how to forward applications and then they get denied.

**Question:** A participant from the original PCOB shared: *The presentation seemed to be a list of what the PCOB can’t do, and we want to know what you CAN do.* A: The question is how do we get the Board to do the things you want them to be able to do? We want your recommendations.

Following the question-and-answer session, Ms. Gonzalez introduced the meeting facilitation team: Tanya Denckla Cobb (IEN-UVA), Selena Cozart, Ph.D. (IEN-UVA), and Brian N. Williams, Ph.D. (Frank Batten School of Leadership & Public Policy at the University of Virginia). Ms. Denckla Cobb explained that meeting participants would rotate through a series of three stations where they would be asked to share their concerns, ideas, and suggestions relevant about each of the following three topics:

Station 1: Concerns and suggestions about the Police Department (to be provided to the Chief of Police).

Station 2: Concerns and suggestions about the Police Civilian Oversight Board.

Station 3: Identifying ways community members might be willing to help or support improvements.

At each station, participants recorded their ideas on sheets of paper and then posted them on a “sticky wall.” This allowed all participants to see each other’s ideas, to have discussions about their ideas, and to identify common themes that emerged as the meeting progressed.

The cumulative summarized results of each station are reflected below.

### **Station 1: Concerns, Ideas, and suggestions about/ for the Charlottesville Police Department (CPD)**

Many of the ideas expressed at this station were focused on the desire to increase communication and relationship-building efforts between the Police Department and the community. The past continues to have a presence in the present, especially with

historically marginalized and systemically minimized communities. The impacts today are a perceived lack of respect, transparency, and accountability, ineffective communication and misalignment, which results in disconnection with community and unfair treatment.

Key themes that emerged included the following:

- *Opportunities to Enhance Relationships:* There is a golden opportunity for the CPD to not be reactive, but to be proactive in a coactive and consistent way to enhance relationships.
- *Training:* The CPD could be utilizing the various assets based within our community to better prepare CPD to serve its community. I.e., they could be leveraging different lived experiences as subject matter experts, such as persons experiencing homelessness, those who have battled addiction, mental health challenges, reentry into society, etc.
- *Providing more opportunities for effective two-way communication:* More town halls or dialogues are needed, to enable the community to speak across differences to identify concerns and actualize implementable solutions, bringing together police and residents on a consistent but productive basis. School Resource Officers (SRO) were highlighted as an opportunity - to engage in a co-creative process that better aligns expectations of the various stakeholders.
- *Police living in the community:* If Police live in the community, they are then leveraging the power of proximity and presence, enabling officers to get a better feel for the community and the community and its residents to get a better feel for officers.

Specific ideas offered by workshop participants to work towards improvements in these areas included:

- People want more communication in ALL areas and neighborhoods of Charlottesville.
- Albemarle and Charlottesville NAACP are possible partners for these efforts.
- Promote more community events.
- Talk to each other more.
- Police should walk a beat and get to know the communities they serve. Walk with community members.
- Put a notice on TV and radio so that more people will be aware of Townhall meetings.
- Invite PCOB members to attend community meetings organized by the CPD, such as the Community Action Team and Neighborhood Association Meetings; it would be very helpful for people to hear directly from the PCOB.
- As a group/organization vote on the #1 priority for the PCOB to achieve within the next year. Share with PCOB/CPD so it can become a focus.
- We need them to create trust in the community and to work with transparency.

- PCOB should be able to ride along with policemen.
- PCOB should be able to attend the police academy, allowing Board Members into the same trainings that police candidates receive.
- Host “community building circles” between police and citizens; Bianca Johnson and Central VA Community Justice could be potential facilitators.
- Meet with community leaders quarterly.
- Have churches host community meetings with police.
- Invite religious organizations, charities, etc. to quarterly town halls.

One person also provided a personal testimonial:

**Testimonial:** I have what I think is a very difficult and important challenge for the CPD. I know that the CPD does not officially enforce immigration law but that they're expected to support federal law enforcement. Given that federal law enforcement is not proceeding lawfully under their administration, there is a real conflict of responsibility.

I hope that first and foremost, the CPD will work to protect and support its community, which includes many people who are threatened by federal law enforcement. I believe we all are. Collaboration of the CPD with federal agents versus community members will dramatically increase community distrust of our local police force. I know there are many good people in local law enforcement who are truly committed to saving and protecting our community. I ask that the CPD engage in the very difficult task of not only trying to figure out how to act with integrity in serving our community above a federal government who would try to fracture it and follow through in taking a collective stand on not supporting actions that further divide our community and contribute to distrust of law enforcement. We need to support each other!

Participants also expressed interest in specific requirements or criteria for the Police Department, including:

- Better selection of officers who are familiar with the community in which they serve.
- Residence in town; living in the community they police; police should live in the city.
- Ask for more accountability of officers, especially mental health trainings.

## **Station 2: Concerns, Ideas, and suggestions about/ for the Police Civilian Oversight Board (PCOB)**

Many participants were overwhelmingly interested in four key themes: 1) a need for the PCOB to have more independent power to govern itself and to participate in a meaningful way in investigations; 2) a need for the PCOB to have more resources (both time and funding); 3) a need for the PCOB's authority to be respected by the Police Department, City Council, and others; and 4) the PCOB should be sharing and meeting with the community more often to build trust and obtain feedback and suggestions.

Several participants shared a perspective that a lack of transparency around the selection process for membership of the Board, including who has applied and how applicants were selected, contributes to ongoing mistrust. Specific comments along these lines included:

- City Council refused to put the person who got the most votes on the Board because they were “too controversial;”
  - Significant concerns about how Board members are selected.
  - Lack of trust in CPD has spilled over to PCOB.
- Suggestion for a petition/ form that asks City Council candidates to give more teeth to the PCOB - ask them if they would be willing to change the Ordinance for the PCOB.
- How can citizens support this effort to get through City Council? Need coalition support.
- Initial Board had a deadline and submitted their recommendations, but the city changed the recommendations.
- People want to know whether the PCOB recommendations are going to go to City Council AND the Police Department? Things get stuck in city council.
- City Council and CPD don't respect the PCOB, how can anything change?
- Need to build trust; currently there is a lack of transparency, and the Board is so limited in what it can do.
- Listening, shared power, transparency, and vulnerability from the powerful restores trust.
- Community organizations could invite PCOB members to their meetings.
- Someone explains their perspective that “the powers that be never wanted this;” they purposely created a Board with no teeth; City Council has thrown roadblocks up to prevent the success of the PCOB, deliberately placing people on the Board to prevent work from getting done and protecting “their own.”
- Need to talk to each other more.
- Recommendations from the PCOB have no weight.

- PCOB can be there at internal affairs interviews, but they have no power to ask a direct question; they need to be able to have interviews separate from the police; the original ordinance proposal enabled separate interviews, but it was changed.
- The PCOB needs to strive for independence from City Council: City of Alexandria's Ordinance (Sec 2-4 227 (a)) is a potential model; it leaves operating procedures up to the PCOB without requiring City Council approval.
- There should be others involved in making decisions on cases not just the Chief.

Specific ideas for increasing the effectiveness of the PCOB included:

- PCOB should meet more often.
- Engage and possibly collaborate on behalf of the community with the Charlottesville Police Foundation.
- Find out how other PCOB's operate smoothly and effectively.
- PCOB should meet with CPD to compare ways to solve issues in the community to prevent issues from happening, i.e., brainstorm together.
- What PCOB can do needs to be conveyed to the community.
- PCOB needs to get the community together.
- PCOB needs to make recommendations for the police budget.
- Give the PCOB Board more days to work.
- Board members should be compensated for the time they put in; otherwise, how can the work get done?
- Have reps from other successful PCOB's around the country present their models and ordinance to Charlottesville PCOB and Chief Kochis. See if any shifts would be available.
- Suggestion to have national organizations act as bridges.
- Group the town halls around different goals.
- Align on the changes first.
- Clearly define accountability.
- Involve central Virginia Community Justice for a restorative justice process as an option.
- Hold community events so people know who/what the PCOB is and what they do.
- Share 1-year history at these events for community members to have a better understanding.
- Be present in the overview CPD meetings.

### **Station 3: Identifying ways community members might be willing to help or support improvements**

Some participants were hesitant to offer suggestions within this station because they weren't sure what was "allowed," or what ideas might be feasible. One common concern that was raised in this group, and in others, was about Albemarle County citizens being allowed to serve on the PCOB. Those expressing this concern shared the perspective that membership should be restricted to City residents only; most participants vocalized strong support for this change.

Several ideas shared in this station built upon the ideas that groups had discussed at other stations, including:

- Police are supposed to work together and never have.
- Everyone wants the PCOB to have power to do its work; Have power to be independent.
- Have a Board Rep present for Board membership interviews; Executive Director of PCOB should be able to sit in interviews for Board applicants.
- Replace current ordinance with the original from 2018.
- Enable civilians to watch investigations.
- Eliminate the union contract provision that prohibits the use of any information gathered by the PCOB in disciplinary proceedings.
- Need online way to see if report has been filed.
- Conduct an analysis of the current ordinance to define what parts need to be changed; get information from the initial recommendations for the ordinance that weren't used.
- Allow PCOB Director to sit with City Councilors when interviewing candidates for Police Review Board.
- Work with "Bridge" organizations to identify how to make changes that allow (PCOB) to operate effectively.
- Hire professional investigator.
- PCOB should be able to participate in a CPD investigation with questions.
- Have power to be independent.
- Look for PCOB members who have a history of activism on the issue of police misconduct.

Questions captured from participants at each station included:

- How many people are on the Board?
- Why was the budget cut by \$40k?

- Why is the Board only meeting once per month?
- How can anything get worked out or solved when they don't have the needed resources?
- Why has there been no report on any complaints about the CPD that's been reported to the (PCOB)? Or has any been reported at all? Police need to meet at different housing developments if this is not happening.
- I wouldn't know the police now because they ride in cars and the public never get to meet them. Back in my days raising children, I got to know a lot of the police force.
- How long are people staying on the Board or is the Board filled up to capacity?
- Have any members got to ride with a policeman or attend the academy?
- Also, finally, why is the MARCUS Alert system taking so long? July 2026? More people have been diagnosed with mental illness since Covid.

### **Question and Answer Session**

After breakout groups concluded, participants reconvened in a large group for a final question and answer session before the meeting concluded. Each facilitator provided a short summary of the discussion highlights at each station. Comments and questions are noted below, along with corresponding answers.

**Comment:** *The PCOB was created out of the People's Coalition, out of generational trauma and disadvantaged communities, not out of 2017. A lot of time and money went into fighting for its creation. It didn't come out of nowhere. We have seen our children be harmed by the police, and racist police officers promoted.*

**Question:** *Have the bylaws and ordinance been changed recently and are there representatives from public housing/disadvantaged communities?* A: Yes, the ordinance has been changed.

**Comment:** *The PCOB needs to be part of the application process- people have been blackballed from the board. Black lives still don't matter and that was what the board was created for.*

**Question:** *Why was the ordinance changed? Why are Albemarle County residents allowed on the Board?* City Council Member Lloyd Snook was present, and he offered to answer this question. A: The ordinance was changed because the PCOB wasn't getting enough applications. Applicants didn't fit into the ordinance, so it was expanded to include people who have other connections to the city (e.g. they work in city even if they live in the county.)

This explanation created a strong reaction among participants. Several key points were repeated by multiple participants in response to Councilor Snook's explanation, including:

- There are City residents who could have easily been placed on the Board; disagrees with the logic offered of allowing County residents on the Board; it's like allowing someone from WV to run for office in VA.
- People want membership in the PCOB to be restricted to people who live in the city.
- If City Council members get a fee, why can't PCOB members be given a fee? It is not fair for PCOB members to be expected to do the work without pay; this is likely why it is hard for them to get things done.

Ms. Gonzalez thanked everyone for their participation, and the meeting was adjourned by 7:40.