



**Regular Meeting Agenda
Police Civilian Oversight Board
July 9, 2026**

CitySpace
100 5th St NE
Charlottesville, VA 22902

Police Civilian Oversight Board

Dr. Jeffrey Fracher, Chair
Dr. Kyle Dobson, Vice Chair
George Dillard Jr., LE Rep
Andrew Frye, At Large
Albe LaFave, At Large
Caron LeNoir-Kelly, Community
Nathalie Reaves, Community
Ruairi Vaughan, At Large

6:30 PM Regular Session

- I. Call to Order | Roll Call**
- II. Agenda | Minutes Approval**
 - Approval of agenda: July 9, 2026.
 - Approval of minutes: June 11, 2026.
- III. Announcements**
 - Status of proposed ordinance legal review.
 - National Night Out - August 4 @ Booker T. Washington Park (time TBD).
 - Retreat, training, shirt size poll coming by email/text.
 - Market Street Garage Limit - July 13 to August 28.
- IV. First Public Comment Period**
- V. School Resource Officer MOU - Supporting Implementation**
 - Discussion between the Board and guests regarding the CCS Memorandum of Understanding with CPD for the implementation of the School Resource Officer program.
- VI. Work Plan Updates - Office and Board**
 - Updates on the Director's FY26 Work Plan and goals for FY27 (July 1 - June 30, 2027).
 - Review of the 2026 PCOB Work Plan and discussion of any needed modifications.
- VII. Advancing Priorities**
 - Community Connections - Presence, listening survey, and dialogue.
 - Policy Review - Core CPD policy review related to SROs, UoF, complaints.
 - Direct Oversight - Case review figures, process, and first set plan/dates.
- VIII. Second Public Comment Period**
- IX. Adjournment**

Notice: For members of the public participating virtually, if you experience technical difficulties, you may call (434) 970-3115, and a staff person will assist you. Individuals with disabilities who require assistance or special arrangements to participate in the public meeting may call the ADA Coordinator at (434) 987-1267 or submit a request via email to ada@charlottesville.gov. The City of Charlottesville requests that you provide a 48-hour notice so that proper arrangements may be made.

PCOB Meeting Public Participation Rules

Please adhere to respectful conduct, treat other attendees with courtesy, listen actively, avoid interruptions, and refrain from personal attacks or inflammatory language.

For the public comment periods, for which there will be two opportunities, please wait for the designated time on the agenda to provide your comments. There is a three-minute time limit for individual comments, but all public participants are welcome to speak during both opportunities.

When you speak, we request that you clearly state your name, your organization affiliation, if any, and whether you're a resident of Charlottesville, Albemarle County, or another jurisdiction.

During public comment, the Board will not enter into dialogue. The Board will listen carefully to all comments. If there are specific questions, please submit them in writing to the PCOB Office staff after the meeting.

Questions or additional comments can be sent to:

pcob@charlottesville.gov

Using the "Email PCOB" form on the right side of our website homepage:

<https://www.charlottesville.gov/1440/Police-Civilian-Oversight-Board>

CHARLOTTESVILLE POLICE CIVILIAN OVERSIGHT BOARD
MEETING MINUTES

Date: June 11, 2026

Scheduled Time: 6:30 p.m.

Location: CitySpace – 100 5th Street NE, Charlottesville, VA 22902

Board Members Attending: Dr. Jeffrey Fracher (Chair), Dr. Kyle Dobson (Vice Chair), Andrew Frye, Albe LaFave, Caron LeNoir-Kelly, Nathalie Reaves, Ruairi Vaughan.

Board Members Not Attending: George Dillard Jr.

Staff Present: James Walker, Acting Director.

Guests: Chief of Police Michael Kochis; Captain Tony Newberry (Professional Standards); Lieutenant Ron Stayments (Professional Standards); Jonathan Said and Ashley Moje (technology and data systems); Lori Seiden, Crime Analyst.

Call to Order:

- The meeting was called to order at approximately 6:32 p.m. by Chair Dr. Fracher. Dr. Fracher reviewed the ground rules for meeting participation, including respectful conduct, courtesy toward other attendees, the two public comment periods, the three-minute time limit for individual public comments, and the reminder that the Board does not enter into dialogue during public comment. He noted that specific questions may be directed to the Office during working hours or submitted by email to pcob@charlottesville.gov.
- Mr. Walker called the roll. Seven Board members were present, constituting a quorum. Mr. Walker noted that Mr. Dillard had indicated in advance that he would be away this week.

Agenda & Minutes Approval:

- A motion was made by Mr. Frye to approve the agenda for the June 11, 2026 regular meeting. Motion seconded by Mr. Vaughan and approved unanimously by members present.
- A motion was made by Mr. Vaughan to approve the minutes from the May 14, 2026 regular meeting. Motion seconded by Mr. Frye and approved unanimously by members present.

Announcements:

- Mr. Walker reported that he continues to update the Board's shared calendar, adding the CPD events distributed by Sgt. Thomas so that Board members can attend as available. He noted that he and Dr. Dobson had joined a community walk along the Rivanna River earlier that day and encouraged the Board to begin attending such events regularly. The calendar also reflects Mr. Walker's scheduled out-of-office dates over the coming weeks.
- Mr. Walker reminded the Board of the annual IT security training requirement, noting that three members' accounts were currently deactivated. Affected members may stop by the Office to reset their passwords and complete the brief training.

- Mr. Walker reminded Board members of the ride-along opportunity, noting that the participation form had been distributed by email. Members who complete and return the form will be coordinated with Sgt. Thomas for scheduling. Dr. Fracher urged members to prioritize completing a ride-along by the end of June, or July at the latest, describing it as a valuable and informative experience.
- Dr. Dobson shared reflections on the Rivanna River community walk, noting that even a brief outing provided valuable context for understanding the circumstances in which officers interact with the public, and encouraged all Board members to participate.
- No additional announcements were made.

Public Comment (First Period):

- No public comment was received. One attendee was present online but did not wish to speak.

Technology Systems Presentation – Charlottesville Police Department:

- Dr. Fracher welcomed Chief Michael Kochis and members of his staff to present an update on the technology systems used by the Department. Chief Kochis introduced Captain Tony Newberry and Lieutenant Ronald Stayments of Professional Standards; Jonathan Said and Ashley Moje, who support the Department's software and data systems; and Lori Seiden, Crime Analyst.
- Chief Kochis framed the presentation around the balance between adopting effective, up-to-date technology and protecting residents' privacy rights. He emphasized that policing should not move faster with technology than the community can understand it, and that sound policy and appropriate oversight are essential. He noted that evidence-based policing depends on usable data, and that the Department's central challenge is not a lack of data but the difficulty of consolidating disparate systems into information that is actionable.

Axon Systems

- Mr. Said described the suite of Axon technologies in use or available to the Department, including body-worn cameras, the Fleet 3 dash-camera system, virtual reality training headsets, the drone program, Community Link (My90), and Axon Standards.
- Body-worn cameras: In addition to recording officer–community interactions, the cameras include AI features (an assistant, real-time two-way translation across more than 50 languages, and a policy chat tool) that are not yet in use pending policy development. Chief Kochis noted that body cameras and dash cameras continuously buffer and capture the 30 seconds preceding activation, and that footage is stored on encrypted, CJIS-compliant Amazon Web Services servers accessible only to the Department.
- Mrs. LeNoir-Kelly raised questions about translation accuracy across dialects and about racial, regional, and other biases in AI systems. Mr. Said explained that the Department will begin with a testing and auditing phase, including validation by fluent Spanish-speaking officers, and will implement written policies governing use; he acknowledged that no system can be guaranteed fully accurate, underscoring the need for ongoing audits.

- Mr. Frye asked what prevented activation of the remaining features. Chief Kochis explained that policies must first be properly drafted (available for Board review) and that the Department intends to proceed deliberately, particularly with the translation feature.
- Mr. Vaughan asked whether Axon operates its own AI model. Mr. Said explained that the tool uses a closed, third-party large language model routed through secure servers, that Department data is not used to train the model, and that the data remains under Department control.
- Fleet 3 dash cameras: The system records with the same 30-second look-back and activates alongside emergency equipment. Its automatic license plate reader (ALPR) capability (vehicle-mounted rather than fixed, and configured to alert only on defined hits such as wanted or unlicensed subjects) is included in the purchase but currently disabled. Chief Kochis indicated he would seek City Council's input before enabling it, given the broader community conversation about license plate readers.
- Mrs. LeNoir-Kelly asked about location accuracy. Mr. Said explained that the fleet camera tracks the vehicle while the body camera tracks the officer, and that officers cannot disable their body cameras.
- Mr. Vaughan asked how officers view being monitored by the cameras. Chief Kochis said that body cameras are now embedded in law-enforcement culture and that officers overwhelmingly support their use.
- Virtual reality headsets: Used for realistic use-of-force and de-escalation training and for community engagement. A new set has been received, with vendor-led training scheduled for the following month. Mr. Said described the tactile feedback provided during simulated scenarios.
- Drone program: The Department operates small drones with its Special Response Team for barricade and hostage situations and a separate drone team for locating missing or fleeing individuals. A Drone First Responder (DFR) program (three drones in fixed housings that deploy to call locations to gather real-time intelligence and clear unnecessary calls) is available but not yet implemented. Chief Kochis indicated he would consult City Council before implementation and described the program's potential to supplement staffing and support the Department's response to mental-health calls.
- Board members asked a range of questions about the drone program, including two-way audio capability (confirmed), comparative response times (roughly one minute for a drone versus three to four minutes for an officer), whether operators must be sworn personnel (currently yes, though not required), and whether drones deploy only in response to specific calls (confirmed, at the Department's discretion and governed by forthcoming policy). Mr. Said agreed to follow up on whether a person other than the drone operator could speak through a deployed drone.
- Community Link (My90): A survey platform for internal feedback, including anonymous officer surveys, and for community feedback. The Department currently gathers community input through Guardian Score via QR codes on officer business cards and intends to customize future surveys.
- Axon Standards and the Early Intervention System (EIS): Officers complete use-of-force, weapons, and compliance reports through the system for supervisory and Internal Affairs review. The recently activated EIS alerts Internal Affairs when an officer reaches defined

thresholds, enabling early, non-disciplinary intervention and trend identification. Examples include complaints, use-of-force incidents, vehicle accidents, or pursuits within a set period. Chief Kochis noted the Board had advocated for such a system. Captain Newberry reported the system had been live approximately one month with no alerts triggered to date, and that command staff are notified as officers approach thresholds. Mr. Walker noted the EIS policy is available for Board review.

Records, Dispatch, and Mobile Systems

- Ms. Moje described the Department's Tyler Technologies computer-aided dispatch (CAD), records, and mobile dispatch systems. The CAD system suggests the closest available units, appropriate personnel by call type (including mental-health response), and priority by severity; it is housed at the regional Emergency Communications Center (ECC), with versions in officers' vehicles and on their phones. She described resource-sharing within the regional triad with UVA and Albemarle County using automatic vehicle location (AVL), the ability to incorporate hazard and public-works information, and the value of comprehensive incident logs for reporting, compliance, training, and officer wellness.
- Ms. Moje outlined the features the Department seeks in a records management system, including efficient data entry and retrieval, integration across systems, analytics, collaboration with other agencies and service providers, reduced redundancy, and legally compliant records retention.
- She noted significant limitations in the current LERMS records system, which stores large volumes of data but is difficult to search. It lacks the ability to search by age range or by generalized descriptors, requiring substantial manual effort. She discussed the "global" persons and vehicles feature and its gaps in capturing vulnerable and transient populations.
- Dr. Dobson observed that these inefficiencies are themselves an appropriate subject for oversight, noting the community-safety and service-alignment consequences of slow data access. Ms. Moje compared the current system to a fixed "ski lift" and described the goal of a customizable, third-party platform that treats data elements flexibly. Chief Kochis noted that any change involving the shared regional system would require agreement among the ECC partners, and that Axon and other vendors now offer such capabilities.

Crime Analysis

- Ms. Seiden described drawing on all of the Department's systems to compile analysis and the difficulty of searching and consolidating data, for example, the week and a half required to prepare data for a single monthly CompStat meeting. She noted the Department is introducing data automation and visualization tools to reduce manual effort and free capacity for pattern, trend, and suspect analysis, and emphasized the value of built-in analytics and real-time dashboards.

Board Discussion with the Chief

- Chief Kochis summarized the central theme: the Department holds substantial data across many systems but struggles to make it actionable. He noted that other platforms such as Peregrine (used by UVA, which shares the same regional data) and Force Metrics (used by the City of Roanoke) can fuse existing systems to enable tailored, real-time responses to complex situations.

- Board members and staff discussed the oversight implications. Mr. Vaughan raised the importance of consistent officer data-entry standards. Dr. Fracher stated that the inefficiencies described were unacceptable and that the Board could make a case to City Council regarding the technology, while acknowledging the need to address community concerns through better messaging. Mrs. LeNoir-Kelly asked about the vendors offering solutions and about the opportunity cost of delay. Dr. Dobson emphasized the risks of not adopting more efficient tools and the Board's role in ensuring data quality. Mr. Walker drew a parallel to the real-time data and accountability tools that would support the Office's oversight function.
- Chief Kochis reaffirmed that the PCOB Office has more access to Department data systems than any other oversight body in the Commonwealth, as noted in the Office's annual report, and cited the Flock pilot as an example of responsible, misuse-free data use. Board members discussed the importance of community buy-in and clear messaging so that the Board's role is understood, and Dr. Fracher connected this to the ongoing ordinance revision effort. Chief Kochis thanked the Board, and he and his staff departed.

Reaffirming the Office and Board Work Plans:

- The Board discussed organizing its work into smaller working groups to make progress between monthly meetings. Dr. Dobson identified community outreach, including the concept of a "trust map" illustrating levels of community trust across the City, and the forthcoming School Resource Officers (SROs) as near-term priorities.
- Regarding the SROs, Board members expressed interest in meeting the two selected officers and in inviting Superintendent Dr. Gurley to a future meeting (possibly in July) to discuss the rollout. Members discussed taking a proactive oversight role to hold the program to a high standard. Dr. Fracher and Mr. Walker noted concerns that the current SRO memorandum of understanding and related policies lack some specificity on matters such as physical contact and calling for backup, and that the Board intends to review these policies. Mrs. LeNoir-Kelly noted that the two officers, one assigned to the middle school and one to the high school, would be new to the SRO role and still in training.
- Mr. LaFave emphasized the need to prioritize the Board's many possible initiatives and focus its efforts rather than pursuing too many at once. Mr. Walker and Dr. Dobson noted that the Board's work plan is the appropriate document for setting and organizing those priorities.
- Dr. Dobson recommended focusing near-term attention on immigration and school safety as persistent community concerns. He and Mr. Walker described an opportunity for the Board to help the Department operationalize the City Attorney's Office guidance on immigration-related situations. Mr. Frye noted that the school-related issues were more time-sensitive.
- Mr. Walker provided office updates: the ordinance revisions remain under review by the City Attorney's Office and independent counsel; the Office is completing fiscal-year budget spending before July 1, including office and audiovisual equipment; and Mr. Walker will prepare his FY27 work plan and goals and share a draft with the Board for feedback. Dr. Fracher expressed hope that the ordinance would proceed to first and second readings and a vote by the end of August, after which the Office could pursue listing the previously budgeted second staff position.

Board Opportunities and Training:

- Mr. Walker reviewed opportunities for Board participation in community events, noting that a list of past and upcoming events had been circulated and highlighting National Night Out as a significant opportunity. Office materials, including a table and tent, are available for members staffing events.
- The Board discussed a possible board retreat in early fall that could incorporate a training component. Mr. Walker reviewed the Board's training requirement and provider options, including NACOLE and the Daigle Law Group, and members expressed a preference for engaging, substantive training rather than simply fulfilling the requirement.
- Board members discussed outreach methods, emphasizing in-person engagement with residents beyond those who regularly attend meetings, the importance of documenting community input and reporting it back to the Board, and following up with community groups and organizations. Mr. Walker noted this would be a growing focus of his work going forward.

Public Comment (Second Period):

- No public comment was received.

Adjournment:

- A motion to adjourn was made by Mr. LaFave and seconded by Mr. Frye. The motion was approved unanimously by members present.
- Meeting adjourned at approximately 8:24 p.m.

Certified by James Walker, Acting PCOB Director

Date Adopted: _____

Certified: _____

MEMORANDUM OF UNDERSTANDING
Between
The Charlottesville City School Board
And
The Charlottesville Police Department

School Law Enforcement Partnership
July 1, 2026 - June 30, 2028

PREAMBLE

The Partnership:

This Memorandum of Understanding (MOU) is entered into by and between the Charlottesville City School Board (CCS) and the Charlottesville Police Department (CPD):

1. Recognizing that collaboration is required between law enforcement and school administrators to ensure compliance with the Code of Virginia and provide other benefits for school safety and security;
2. Recognizing CPD staff as professional, sworn law enforcement partners can best provide services to CCS with dedicated and specially trained officers;
3. Whereas the Virginia Board of Education, under VA Ann. Code § 22.1-280.2:3 requires school boards who employ School Resource Officers (SROs) to establish an MOU with a local law enforcement agency;
4. Whereas, CCS makes an enduring commitment to ensure that students and staff are respected for their diversity, dignity and self-worth, and this commitment is affirmed in the CCS Strategic Plan, which identifies a culture of safety, wellness and belonging for all students, and support for staff as strategic imperatives; and
5. Recognizing that CCS and CPD share a common goal to maintain specially trained youth focused professional law enforcement services for the benefit of the school community and for the benefit of Charlottesville City generally.

RESOLVE and affirm this MOU to benefit the safety and security of our students and staff.

Overview:

CCS and CPD hereby enter into this MOU of School-Law Enforcement Partnership to foster relations of mutual respect, collaboration, and understanding in order to maintain a positive and safe school community. The parties agree that most challenges posed by student behaviors are best supported through proactive classroom and in-school strategies that promote learning and growth. The parties recognize that students are in a critical stage of development, building the maturity, experience, perspective, and judgment needed to make thoughtful decisions and avoid choices that could be detrimental to them and

others. They are also navigating a range of influences and benefit from supportive environments that help them build resilience, responsibility, and self-awareness.

All responses to school misconduct should be reasonable, consistent, and fair, with appropriate consideration of mitigating factors and the nature and severity of the incident. Students will receive appropriate redirection and support from in-school community resources prior to the consideration of suspension, expulsion, involvement of law enforcement, or referral to court. This document is in compliance with Code of Virginia statutes and is based on best practices as established by the Virginia Department of Criminal Justice Services (DCJS) Virginia Center for School and Campus Safety's School-Law Enforcement Partnership (S-LEP) Guide and Model MOU.

This MOU clarifies the following:

1. Departmental-level scope of responsibilities of CCS and CPD.
2. Roles and responsibilities of key stakeholders of the MOU program:
 - a. CCS:
 - i. CCS Administrators
 - ii. Care and Safety Assistants/School Security Officers (CSA/SSO)
 - b. CPD:
 - i. CPD Official/SRO Program Liaison and Program Supervisor
 - ii. CPD SRO Unit
 - iii. CPD Law Enforcement Officer (Non-SRO law enforcement such as off-duty officers who support athletic events)
3. Procedures to exchange information between CCS and CPD.

Either CCS or CPD may terminate or pause this agreement at any time. This agreement may also be terminated or paused if CCS and CPD are unable to identify mutually approved candidates to serve as SROs.

The principal/designee has the right to request the review, removal or reassignment of any SRO at any time. Requests need to be sent to the CPD CCS Liaisons and the Superintendent. The Chief of Police and the Superintendent or their designees will collaborate to determine disposition of any such requests.

This MOU will be made publicly available on the CPD and CCS websites, as required by VA Ann. Code § 22.1-280.2:3. The CCS website will also provide Frequently Asked Questions (FAQ) information to support families and other stakeholders in understanding the program. The FAQ will also highlight updates made to the MOU.

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1. AUTHORITY

VA Ann. Code § 22.1-280.2:3. *School boards; local law enforcement agencies; memorandums of understanding. "The school board in each school division in which the local law enforcement agency employs school resource officers, as defined in VA Ann. Code § 9.1-101, shall enter into a memorandum of understanding with such local law enforcement agency that sets forth the powers and duties of such school resource officers. The provisions of such memorandum of understanding shall be based on the model memorandum of understanding developed by the Virginia Center for School and Campus Safety pursuant to subdivision A 12 of VA Ann. Code § 9.1-184, which may be modified by the parties in accordance with their particular needs.*

Each such school board and local law enforcement agency shall review and amend or affirm such memorandum at least once every two years or at any time upon the request of either party. Each school board shall ensure the current division memorandum of understanding is conspicuously published on the division website and provide notice and opportunity for public input during each memorandum of understanding review period."

2. PURPOSE

Charlottesville's schools must be safe, caring, inclusive, and equitable places for students and staff. The environment must support teaching and learning through the continuous development and reinforcement of respect, responsibility and other positive behaviors. The purpose of this document is to establish the protocols and supporting procedures that will define the working relationship between CCS and CPD to ensure that actions of all parties promote and reinforce this environment. The partnership is intended to facilitate effective, timely communication and coordination of efforts for both parties to establish a mutually beneficial framework that both schools and law enforcement can work within to achieve shared goals.

3. GOALS

The primary goals of the MOU are:

1. To ensure that school personnel and SROs have clearly defined roles in responding to student conduct. School administrators are responsible for addressing disciplinary violations as outlined in CCS's Student Rights and Responsibilities.
2. To establish a framework for principled conversation and decision-making by school and police personnel regarding student conduct and students in need of services.
3. To foster a positive, safe, supportive and secure school climate by building relationships with students on and off campus.
4. To establish metrics that clearly measure the effectiveness of the partnership, including an SRO assessment form to be completed annually by principals.

To ensure understanding of the roles of the two parties, this MOU clarifies the respective responsibilities ensuring that CPD manages the operational employment of SROs while CCS retains administrative control when SROs are operating as

SROs. Regardless of their role, SROs are subject to CPD policy and procedure at all times.

Two resources are crucial to this partnership:

1. The CCS Student Rights and Responsibilities provides guidance to students, parents/guardians and caregivers; and provides administrators with guidance for managing behaviors, including interventions designed to assist administrators and minimize involvement of law enforcement in school discipline matters. Administrators use tiered strategies that help students build skills through Positive Behavioral Interventions and Supports (PBIS), and Social Emotional Learning (SEL). Respect for the rights of all individuals is fundamental. CCS and CPD will work together to uphold and promote both rights and responsibilities of all members of the community at all times.
2. The CCS Departments of Instruction and Student Services provide support to administrators through coaching and consultation to promote restorative practices where applicable and to implement and monitor equitable disciplinary practices. Students require different supports than adults, and any intervention with students should be developmentally appropriate.

To foster a positive and supportive school climate, the partnership will collaborate to increase law-related education, expand school safety and crime prevention efforts, reduce conflict, and support effective police interventions as a last resort for staff and student safety.

4. EVALUATION OF THE SCHOOL LAW ENFORCEMENT PARTNERSHIP (S-LEP)

Ongoing evaluation of the S-LEP is part of the continuous refinement of the CCS safety model overall, and performance of the law enforcement officers on assignment in CCS will be monitored. This continuous assessment process must include:

- Qualitative and quantitative measures
- Perspectives of various stakeholders from within CCS (administration, staff and students), CPD, and from families
- A focus on youth perceptions
- Measures of assessing collective impacts on school climate

Approaches to evaluation will be developed and refined to ensure they accurately and usefully represent stakeholders' views. The paragraphs that follow detail specific annual assessments and measurable objectives:

Climate Surveys

The Code of Virginia requires school divisions to complete an annual School Safety Survey in order to assess school safety conditions. As a means for collecting individual school safety audit information, the Virginia Center for School and Campus Safety (VCSCS) annually administers the Virginia School Safety Survey. This web-based survey provides all public schools (K-12)

with a standardized reporting format for conducting and submitting their audit information. This process includes a school climate survey that is administered per the DCJS schedule to assess middle and high school level students' views of school safety.

Measurable objective: School climate surveys will be compiled by the Safety & Security Coordinator and made available for stakeholder analysis to identify positive and/or negative trends.

Student Behavior and Administrative Response (SBAR) Reporting

VA Ann. Code §22.1-279.3:1 requires school divisions statewide to submit data annually to the Virginia Department of Education (VDOE) on events of student behavior and administrators' responses to the behavior. These events shall include those that occurred on school property, on a school bus, or at a school-sponsored activity. Unlike the Discipline, Crime and Violence data collection (DCV) that was retired after the 2020-2021 school year, SBAR captures all the behaviors of each student in each event. This reporting requirement corresponds with school board policy CLA "Reporting Acts of Violence and Substance Abuse." The reporting required by the Department of Education is the responsibility of the Principal or their designee. The report shall include whether CCS disciplinary action was taken against a student. Proper reporting will include whether action required a police enforcement action.

Measurable objective: How many incidents are reported each school year and how many resulted in law enforcement action? Analysis will differentiate between incidents of administrative discipline and law enforcement actions.

Law Enforcement Reporting and Data Collection

The CPD will provide data regarding youth involvement with law enforcement quarterly to the CCS Coordinator of Safety and Security, unless otherwise requested by CCS. Information sharing between CCS and CPD will be essential for providing the quantitative data required for overall program evaluation. In addition to CPD juvenile offender data, all occurrences in which an SRO makes "official contact" with any student on school property must be logged by SROs, and all such reports must be reviewed by CCS Administrators as outlined in the Standard Operating Procedures (SOP) for the SRO program.

As defined above, for the purposes of this MOU, "official contact" is defined as:

- I. Questioning any student for law enforcement purposes;
- II. Detainment of any student;
- III. Apprehension, citation, or arrest of any student; and
- IV. Other contacts between SROs and students deemed necessary to support student safety and well-being as determined by the SRO, SRO Supervisor or CCS Administrator.

This logging of official contact is in addition to the reporting required by school board policy or by statutory requirement (*refer to MOU section 7. KEY STATUTORY RESPONSIBILITIES subsection a. Crime Reporting*).

The CCS Law Enforcement Official Contact Report is a form available online to be completed by the SRO any time there is law enforcement official contact with a student at a school. This may include assisting administrators as requested, investigations, referrals, arrests, and other actions. Entries in this form will generate a notification to CCS administration responsible for reviewing the entry for accuracy and completeness and adding any additional information needed from the student information system.

Official contact reports must record the school site, nature of incident or offense, race, ethnicity, gender and gender identity or expression, disability (if applicable), age of the student or students involved in the incident, and whether the incident was or was not school-related. The reports will describe CCS personnel involvement and must be maintained by the school as an education record and must be stored in such a way that will protect the individual student's identity and privacy, and be accessible to students and to parents. If an official contact pertains to an incident where the student is the alleged victim of possible criminal or negligent actions by parents/guardians, the report will not contain any personally identifiable information and will not be maintained as an education record in order to protect the victim's identity, and the SRO will comply with all mandated reporting procedures.

Measurable objective: Collection of comprehensive, accurate and complete data for CCS Safety & Security, Student Services and Strategic Initiatives Administrators' further review and comparisons to measurable discipline data.

Educational Activities with Students and Staff

Principals will permit SROs to provide safety educational activities at their assigned school with a goal of one activity per quarter. Educational activities may include classroom or student group/club/council briefings. Activity materials and topics must be relevant, age appropriate, and pre-approved by school administration.

School administrators may request law enforcement participation in briefings, seminars or training at any time regarding various school safety, educational or education law topics. CCS will support CPD-sponsored community activities when requested as resources are available, and CCS and CPD will collaborate to develop and deliver joint training as needs are identified.

Measurable objective: All educational and training activities involving SROs will be reported on the quarterly performance reports.

Stakeholder Feedback & Formal Complaints

CCS will provide a mechanism for students, staff and families to provide feedback regarding the SRO program by reporting positive and/or negative interactions with SROs via an on-line form. The form will serve as a way for stakeholders to initiate a report of any notable interactions or observations involving SROs. The report will go directly to school administration. For any negative reports, administration will follow-up with the person making the report to acknowledge receipt, get additional information, and follow-up as needed for resolution of any concerns.

In addition to providing feedback, students, parents, administrators, and school personnel who believe that any CCS official has violated the terms of this MOU, or that any SRO has engaged in misconduct, may file a formal complaint with the Superintendent within 30 days of the alleged violation. CCS shall submit any complaint against an SRO to CPD for investigation.

The Superintendent will investigate all complaints pertaining to CCS personnel. Within two business days of receiving a complaint, the District will provide written acknowledgment of receipt along with the anticipated actions and a timeline for addressing the allegations against CCS personnel. The Superintendent will provide updates if new information becomes available, and will report the results of the CCS investigation to the complainant no later than 60 calendar days after receipt of the complaint in accordance with CCS Regulation GBLA-R.

Stakeholders can also make formal complaints regarding an SRO directly to CPD. CPD Citizen Complaint Forms are available in the main school office for schools that have an assigned SRO.

Measurable objective: All stakeholders will have a mechanism to provide feedback on the SRO program and there is a defined process for stakeholders to file an official complaint related to the program.

Performance Review Meetings

CCS administration and up to two school board members will meet with CPD in September, January, and April of each school year to review SRO performance and discuss reporting data. The performance review will include data such as daily SRO attendance, calls for assistance, official contact reporting, stakeholder feedback, educational activities with students, and all other activities in support of school safety and security. The CCS Coordinator of Safety and Security will gather feedback from the school principals where SROs are assigned and from the SROs in preparation for each quarterly meeting. SROs will work with the Coordinator of Safety and Security to ensure all relevant data is compiled in support of these meetings which is consolidated for the annual program report.

Progress towards achieving or improving the objectives shall be jointly reviewed at least annually by the Superintendent and Chief of Police and/or their designees. Information from the program review meetings will be prepared as written reports for School Board public meeting agendas.

Measurable objective: Quarterly review with summary of findings provided in a report to the Superintendent.

Public Reporting

In addition to the program review meetings, both the CCS and CPD shall provide the public with the following by posting the information on the agencies' websites, updated on an annual basis:

- Regulations, policies, and protocols governing the SROs, including any changes made in the prior year;
- Number of SROs deployed to each school;
- Number of times an SRO used mechanical restraints (e.g., metal, plastic or Velcro handcuffs or shackles; restraint chairs; helmets; prone or face-down restraints; or the act of being physically locked in a room) on any student during the prior school year, including a description of the student's behavior and actions taken by CPD and CCS;
- Annual program report.

5. ROLES AND RESPONSIBILITIES OF THE PARTNER ORGANIZATIONS

a. CCS Responsibilities

CCS will designate a primary division-level point of contact to implement the partnership and to maintain ongoing communications with CPD officials. The Chief Operations Officer or designee will serve as this point of contact.

It is the responsibility of school administrators (principal or designee) to facilitate effective communication between the SRO and students and school staff, and to support the goals of the partnership. School administrators working with Care and Safety Assistants (CSAs) and other CCS staff have the responsibility to ensure consistent enforcement of school rules and policies. All CCS staff requests for assistance from an SRO must go through school administration in alignment with the goal of minimizing student involvement with the juvenile and criminal justice systems, as well as Virginia statutes. School personnel must be well informed by school administration how requests for SRO assistance are to be directed and will be provided with guidance pertaining to the operational criteria for differentiating disciplinary misconduct from potential criminal offenses.

School Principals' Role in Discipline; Involvement of SROs

School administrators are responsible for the clear communication of the roles and responsibilities of SROs to school personnel, parents and students.

Each school with an assigned SRO will provide work area(s) for the SRO that allow access to technology (e.g., computer systems), private interview of several persons, and locking storage space for securing physical evidence. Access to technology allows officers to access databases required for the performance of basic law enforcement duties. The private interview space also serves as the SROs private office space. SROs may use this space for securing evidence only when necessary and when initial investigations do not occur at a police station.

CCS will handle discipline within the school disciplinary process without involving SROs other than in exceptional circumstances outlined below. This corresponds with CCS policy JFC "Student Conduct." CCS policies, administrative guidance, training and ongoing oversight will clearly communicate that school administrators and teachers are responsible for school discipline and that

law enforcement is not to be involved with disciplinary action. CCS is responsible for communicating the goals and role of the SRO to all school administration, staff and students.

The following sequence is considered an ideal disciplinary process:

1. School administrators, student support teams, and staff engage the student;
2. School administrators, student support teams, and staff resolve the event with the assistance of the appropriate Division Administration (Student Services, Family Engagement and/or Safety & Security); and
3. Student responds positively to agreed intervention.

CCS will ensure that school administrators with an assigned SRO receive relevant training on the role and responsibilities of SROs and this MOU. For the purpose of this MOU, a school administrator is a principal, assistant principal, or their designee. The training should be aligned with the MOU and DCJS curriculum in consultation with the CPD and will include behavioral interventions (e.g., Restorative Practices).

CCS shall provide payment to compensate officers for working school-sponsored events/activities such as athletic competitions or school social events. The officers who are available and accept these extra off-duty assignments may or may not be CPD SROs.

CCS will continue to utilize a Positive Behavior Interventions and Supports (PBIS) system for all students and offer opportunities for restorative support where applicable. The aim of restorative practices is to develop community and to manage conflict and tensions by repairing harm and restoring relationships. If during the use of a restorative process, or discipline investigation, there is information shared that relates to a required reportable offense to the CPD, CCS administration or designee will notify the CPD/SRO immediately in compliance with mandated reporting procedures. Additional behavioral intervention strategies may be appropriate for some students, including those with Individual Education Plans (IEPs). CCS staff such as special education teachers and/or mental health professionals will provide guidance to SROs so that responses can align with IEPs and/or Behavioral Intervention Plans (BIPs).

b. CPD Responsibilities

CPD will deploy sworn officers to serve as SROs. Officers assuming this position report to SRO program supervisors at the CPD while serving under the daily direction of CCS administration. CPD will ensure that officers are trained in accordance with Virginia law and aware of relevant policies and directives.

CPD will designate a liaison between CPD and CCS. The liaison will complete the Virginia DCJS SRO and School Administrator Basic School training course and work in partnership with CCS to address any operational or administrative issues and to ensure effectiveness of operational protocols. The liaison will serve as a consultant for school safety and security issues including assessments and critical incident response planning. The designee will maintain a working knowledge of school rules, regulations, and laws regarding student safety and conduct. The liaison will establish and maintain effective working relationships with school personnel at

the division and all school levels, provide relevant information on community safety issues, and seek opportunities to build positive relationships with parents and students through informal meet-and-greets and other means. The liaison will also ensure that SROs are meeting CPD requirements as noted within the MOU.

CPD and CCS will work together to select officers for the SRO program. Training, supervision and evaluation of SROs will be the joint responsibility of CCS and CPD. While SROs work under the direction of school administration, all SROs shall remain at all times subject to the chain of command of CPD. DCJS SRO certification training is required to be completed by SROs before working in a school.

In developing and implementing law enforcement policies and procedures that will affect the school community, the CPD liaison and SROs will consult with CCS administration. Best practices and the needs of the school community at large will be incorporated into the decision-making process. Final approval of CPD policies and procedures resides with the police chief.

CPD will ensure the SRO meets the training standards for SROs established by the Virginia Department of Criminal Justice Services (DCJS) pursuant to VA Ann. Code § 9.1-102(54) and § 9.1-114.1.

VA Ann. Code § 9.1-102(54) establishes compulsory minimum training standards for certification and recertification of law-enforcement officers serving as school resource officers. Such training shall be specific to the role and responsibility of a law-enforcement officer working with students in a school environment. Prior to deployment, every SRO shall receive specialized training on the following topics:

- relevant state and federal laws;
- school and personal liability issues;
- security awareness in the school environment;
- mediation and conflict resolution, including de-escalation techniques;
- disaster and emergency response;
- awareness of systemic and individual racism, cultural diversity, and implicit bias;
- working with students with disabilities, mental health needs, substance use disorders, or past traumatic experiences; and
- student behavioral dynamics, including current child and adolescent development and brain research.

In addition to ensuring the SRO receives the required DCJS training prior to any assignment in a school, CPD will support ongoing DCJS training and joint training with CCS staff. SROs shall be familiar with and trained in restorative justice practices, PBIS, guidance interventions, and other support programs in use by the school. All training for SROs provided through DCJS and in conjunction with CCS should help SROs acquire knowledge and skills to support positive interactions with youth and be aligned with the MOU and DCJS curriculum. SROs will be certified in traffic control to assist with training crossing guards and other CCS staff as needed.

CPD will support safety inspections, audits and school crisis, emergency management and medical emergency response planning as required by VA Ann. Code § 22.1-279.8.

SROs are paid by CPD and CPD will compensate SROs for certain school meetings and police investigations after-hours. Each year, CPD will determine the estimated cost for the SRO program and will submit the necessary budget request for City Council funding.

CCS will collaborate with CPD in evaluating grant opportunities in support of the SRO program.

CPD will provide a system for CCS to requisition off-duty officer support for school events. Off-duty officers providing security services for school events will take direction from CCS personnel for specific duty posts during the event. Charges for off-duty officer event support are billed separately to CCS.

c. SRO Role

The SRO is a sworn law enforcement officer who works in the school community in concert with school administration. Pursuant to Virginia law, the SRO is tasked with providing immediate law enforcement assistance in the event of serious physical violence, or criminal activity which poses a risk to the safety of students, faculty, or visitors to schools.

As a sworn law enforcement officer, the SRO is armed in accordance with CPD policy 1024.7.

As a law enforcement representative dedicated to serving the schools, the SRO is an active member of the school and division-level security team. As such, under the direction of CCS administration, SROs support compliance with all Code of Virginia, Virginia Department of Education (VDOE) and Department of Criminal Justice Services (DCJS) school safety requirements. This includes supporting threat assessments (VA Ann. Code § 22.1-79.4) and school crisis planning, safety audits and inspections (VA Ann. Code § 22.1-279.8).

As a law enforcement officer, SROs are mandated reporters for child abuse and/or neglect, just as educators are mandated reporters. In their role, the SRO is expected to build and maintain relationships within the school community. As such SROs may become aware of circumstances which require them to disclose information related to abuse, neglect or mental health as defined in VA. Ann. Code §63.2-1509.

As a general practice, unless there is a clear and imminent threat to safety, the SRO should act only upon request of school administrators. Requests for SRO law enforcement assistance are to be channeled through a school administrator. Guiding principles for conduct representing a clear and imminent threat to safety include:

1. poses substantial harm to the physical well-being of another person;
2. is willful and malicious and causes substantial harm to school property; or
3. constitutes the permanent taking of property of substantial value.

To support this specialized unit and ensure its effective implementation and fidelity of operations under this MOU, an SRO Liaison and SRO Supervisor will be assigned by CPD. These positions will be filled by sworn law enforcement officers who hold the rank of Lieutenant and Sergeant respectively. Both the SRO Liaison and Supervisor are subject to the same training requirements as the SRO.

SROs shall not act as school disciplinarians, as enforcers of CCS's Student Rights and Responsibilities, nor may they act in place of school officials for classroom management, or in place of school social workers, counselors, psychologists, or psychiatrists on school property or at school-sponsored events.

Generally, SROs shall not use their police powers to intervene in normative child and adolescent behaviors, and school staff shall not request the intervention of SROs when responding to normative child and adolescent behaviors.

When practical, the SRO will defer to CCS disciplinary procedures in lieu of pursuing criminal charges against students. SROs will work collaboratively with CCS administration with the understanding that some student conduct may contain all the necessary elements of a criminal offense (e.g., assault) but are best handled through the school's disciplinary process. For instances where charges may be necessary, the SRO will consult with the SRO Supervisor and Liaison prior to obtaining them and work with the juvenile justice system to pursue diversion options when practical and appropriate.

In addition to law enforcement officer, other key roles of the SRO are:

- Law-related and safety educator: As resources permit, SROs should strive to assist with presentations to school personnel on law-related topics such as law enforcement practices, changes in relevant laws, crime trends, crime prevention, school safety strategies, and crisis response procedures. SROs may also deliver law and safety-related education to students using lessons/curricula approved in advance by school administration.
- Role model / informal mentor: Students often seek approval, direction, and guidance from adults in the school setting about various problems. Through formal and informal interaction with students, SROs serve as role models and informal mentors both in our schools and in the broader Charlottesville community. SROs are expected to communicate clearly to students about acceptable and unacceptable behavior, set a positive example in handling stressful situations and resolving conflicts, show respect and consideration of others, and express high expectations for student behavior. Students who may need additional assistance shall be referred to a school-based resource.

CCS shall not rely on SROs to provide counseling or other functions performed by a trained mental-health provider, such as a counselor, social worker, or psychologist.

SROs shall not respond to and are not responsible for routine disciplinary matters involving students. Should an SRO witness a student violating school rules, the SRO's primary responsibility is to inform a school administrator and/or CSA.

Additional information regarding the SRO role is available on the CCS website to support families and other stakeholders in understanding the SRO program.

d. School Principal and Administrators Role

In collaboration with the CCS Coordinator of Safety and Security, the school principal exercises operational control over the SRO's work assignment location in or around the school building and grounds. This authority is consistent with the Virginia Administrative Code for Standards of Accreditation, 8VAC20-132-200, which states: "[t]he school administrator is recognized as the instructional leader and manager of the school and is responsible for: Fostering the success of all students by developing, advocating, and sustaining an academically rigorous, positive, and safe school climate for all stakeholders..." (Section A.2). This code section also states, "[a]s the instructional leader, the principal is responsible for ensuring that students are provided an opportunity to learn and shall: Involve students, staff, parents, and the community to create and sustain a positive, safe, and healthy learning environment that enforces state, division, and local rules, policies, and procedures and consistently models and collaboratively promotes high expectations, mutual respect, care, and concern for students, staff, parents, and the community..."(Section B.6).

This scope of authority is also consistent with Administrative Code 8VAC20-132-240 regarding School Facilities and Safety, which states the school administration ensures that the school has "[w]ritten procedures to follow in emergencies such as fire, injury, illness, allergic reactions, and violent or threatening behavior." (Section D.1)

In collaboration with the CCS Coordinator of Safety and Security, the school principal and administrators will review the MOU with SROs and establish school-specific operational and communications procedures to support the appropriate use of law enforcement in the schools, only as needed. Such operational and communications procedures shall not supersede or substitute this MOU. School-specific operational and communication procedures must be formally written and approved by the CCS Chief Operations Officer, and will be available to the public upon request as allowed under the Freedom of Information Act (FOIA). Reports of concerns or complaints about SRO actions shall be directed to school administrators and the CCS Chief Operations Officer, who shall work directly with the CPD liaison and CPD leadership to address any concerns.

e. Care and Safety Assistants (CSAs) Role

CSAs are unarmed DCJS certified School Security Officers (SSO) employed by CCS. They serve as an extension of their respective school administration with the purpose of maintaining order and assisting school administrators in promoting safety, security, and a positive school

climate. CSAs support the welfare of all students, faculty, staff, and visitors to schools and physically intervene in both physical and verbal altercations as needed to assist administration in restoring order and safety.

CSAs assist administrators with enforcement and reinforcement of Student Rights and Responsibilities, in addition to performing assigned security monitoring duties in assigned areas. Security duties may include screening of visitors, exterior and interior patrols and door checks, CCTV monitoring, activating emergency protocols, and other duties as assigned.

The CSA program is managed by the CCS Coordinator of Safety and Security and they report directly to their school's principal. CSAs are required to obtain state DCJS certification within 60 days of hire (or as soon as possible when a DCJS certification course is not reasonably available within 60 days, and DCJS is notified accordingly by the CCS Coordinator of Safety & Security). CSAs are not law enforcement personnel, as their responsibility and authority are in effect only while on duty at an assigned CCS property. CSAs have no authority off school property, unless they are assigned by CCS to an off-site function.

The SROs supplement and support the role and responsibilities of the CSAs, but their presence does not supplant or lessen the CSA duties and assignments. CSA requests for SRO assistance are to be directed through school administration, in alignment with this same expectation for all other school staff.

6. OPERATIONAL PROCEDURES

a. Differentiating Disciplinary Misconduct from Criminal Offenses

School administrators and teachers are responsible for school discipline. Although SROs are expected to be familiar with the CCS Student Rights and Responsibilities, the rules of individual schools, and their application in day-to-day practice, SROs should not be involved with the enforcement of school rules or disciplinary infractions that are not violations of law.

As a general practice, unless there is a clear and imminent threat to safety, the SRO should act only upon request of school administrators. Requests for SRO law enforcement assistance are to be channeled through a school administrator. Guiding principles as to whether conduct rises to the level of a clear and imminent threat to safety include:

1. poses substantial harm to the physical well-being of another person;
2. is willful and malicious and causes substantial harm to school property; or
3. constitutes the permanent taking of property of substantial value.

SROs will work collaboratively with CCS administration with the understanding that some student conduct may contain all the necessary elements of a criminal offense (e.g., assault) but are best handled through the school's disciplinary process.

All parties to this MOU agree that consequences of student misconduct should be effective, developmentally appropriate, and fair. Interventions and school sanctions should help students learn from their mistakes and address root causes of misconduct. School administrators will consider alternatives to suspensions and law enforcement officials will consider alternatives to referrals to juvenile court services and arrests for student violations of law.

In accordance with School Board Policy JJBB, JBA and JBB, any action taken in response to disciplinary misconduct and/or criminal offense will be administered fairly and without regard to race, national origin, disability, religion, gender identity, gender expression, sexual orientation or marital or parental status.

The MOU shall operate in a manner to ensure children with disabilities receive appropriate behavioral interventions and support.

b. Information Sharing

The release of student records is governed by the Family Educational Rights and Privacy Act (FERPA), 20 U.S.C. §12329 and VA Ann. Code § 22.1-287. Limitations on access to records.

When appropriate, and to the extent the law allows, CCS should notify SROs of any special needs of a student involved in a school-based infraction that is not routine discipline, in order to assist the SRO in recognizing and accommodating behaviors that may be manifestations of the student's disability. For purposes of access to student records, SROs may be considered "school officials with a legitimate educational interest" in reviewing information from student educational records covered by FERPA, and may be provided student information as needed to carry out their duties related to the school environment, provided such SROs perform a function or service for which the school would otherwise use employees (e.g., maintaining the physical safety and security of the school) and comply with the use and re-disclosure requirements set forth in 34 C.F.R. § 99.33. An SRO's investigation of potential criminal activity in the capacity of a law enforcement officer is not a service for which the school would otherwise use employees; therefore, SROs do not have unrestricted access to student records for criminal investigation purposes.

CCS shall not initiate communication with any Law Enforcement Agency, including any Federal Immigration Enforcement Agency, regarding a student's or family member's FERPA protected or otherwise personally identifiable information. CCS and CPD shall not enter into agreements to share student information with Federal Immigration Authorities except as required by law.

Consent Access

A law enforcement officer or SRO acting in the capacity of a law enforcement officer, may have access to a student's education records only with written consent of the student's parent/guardian and in accordance with FERPA. Please see Section "c" for additional guidance (below).

Health and Safety Emergency Exception

In the event of a significant and articulable threat to health or safety, school officials may disclose any information from student records to appropriate parties, including law enforcement officials, whose knowledge of the information is needed to protect the health and safety of a student or another individual.

Disclosure of CPD Information on CCS Students

In accordance with the law, SROs or other CPD officers or officials may disclose law enforcement records created and maintained by the SRO for the purpose of ensuring the physical safety and security of people and property in schools and/or enforcement of laws. CPD may provide CCS with information gathered about students in the course of a police investigation. If a member of the SRO team is aware of an event that could compromise the safety and security of the CCS school community, they will ensure that school administration is notified.

c. Police Investigation and Questioning of Students

The investigation and questioning of students during school hours or at school events regarding criminal activity in the community should be limited to situations where the investigation is related to suspected criminal activity related to the operation of, or occurring at, the school, and should be avoided unless immediate action is required to prevent an act of violence.

As sworn law enforcement officers, SROs have authority to stop, question, interview, and take law enforcement action without prior authorization of the school administrator in exigent circumstances where immediate action by law enforcement is required to prevent an act of violence. For non-exigent circumstances, when it becomes necessary for the SRO or law enforcement officer to interview a student on school premises, the school principal or their designee shall be contacted immediately.

Custodial interrogation of a minor must be conducted in accordance with VA Ann. Code § 16.1-247.1.

Unless exigent circumstances exist (e.g. crime of active violence which threatens lives), the SRO shall take immediate steps to contact parent(s) or guardian(s) before any questioning of a student about possible involvement in criminal activity. The SRO shall fully inform both the student and legal guardian of the entitlement of *Miranda* warnings before any questioning takes place. SROs shall seek the consent authorization (approval or denial) of the legal guardian before conducting any interview of the student. The SRO shall make reasonable attempts to have the legal guardian present when fully informing them of their *Miranda* warnings. Additionally, the SRO shall, through conversation with the legal guardian, determine if the student has the cognitive ability to understand *Miranda* warnings and to knowingly, voluntarily, and intelligently submit to questioning. SROs shall document these steps in their police report

If the parent or guardian cannot be present for the interview or allows it to proceed, then the SRO may proceed with the principal or principal's designee present throughout the interview, per CCS' policy KNAJ "Relations with Law Enforcement Authorities." The investigation and questioning of

students during school hours or at school events should be limited to situations where the investigation is related to suspected criminal activity. Investigations and questioning of students for offenses not related to the operation of the school or not occurring at the school should take place at school only when delay might result in danger to any person, destruction of evidence, or flight from the jurisdiction by the person suspected of a crime.

SROs shall not ask school officials to question a student for them in an effort to circumvent these protections. Under no circumstance may the principal/designee compel or coerce a student to submit to questioning by SROs.

The interviewing of students - whether suspects, victims, or witnesses - should be conducted privately in an office setting. SROs will take steps to ensure minimal intrusion into the educational experience of students being questioned in the school setting. No questioning of a student will take place without the presence of a school administrator(s).

SROs shall work with school officials to provide language assistance services or CPD shall provide services in the form of interpretation, translation, or monolingual conversation for students and parents with a primary language other than English.

SROs are responsible for leading the investigation and questioning of students related to suspected violations of criminal law. SROs shall not be included in questioning students about student code of conduct violations that do not involve any criminal activity or risk of harm to self or others.

School administrators are responsible for the questioning of students about violations of the code of conduct.

d. Searches of Students by CCS Administrators & SROs

All searches shall be conducted in accordance with federal and state laws, and applicable CCS and CPD policies and guidelines including the principles embodied in this memorandum of understanding, as well as Virginia statutes and common law. The below sections correspond with CCS policy JFG "Search and Seizure."

School Administrator Searches

School officials may conduct searches of student's property and person under their jurisdiction when reasonable suspicion exists that the search will reveal evidence that the student has violated or is violating either the law or the rules of the school. The standard for search by a school official is **reasonable suspicion**.

SRO Searches

Any search initiated by SROs shall be based upon a higher threshold, **probable cause**. In all cases where initial consent was not obtained and probable cause exists that a crime has been committed, when required, a search warrant should be obtained by the SRO prior to conducting

the search. All searches should be reasonable in scope. All searches should occur outside the presence of other students and school staff, with the exception of school administrators, unless there is a clear and immediate threat to physical safety.

SROs shall not become involved in administrative (school-related) searches unless specifically requested by school administrators. At no time shall SROs request that an administrative search be conducted for law enforcement purposes or have the administrator act as his or her agent. The role of police in administrative searches will be limited to providing security or protection, or to handle contraband or weapons found by school staff.

e. Arrests

Whenever practical, arrests of students or staff members, whether related to an in-school incident, or on an outstanding juvenile petition or arrest warrant, should be accomplished outside of school hours and off school property in order to not disrupt the educational process or school setting. In order to arrest a student during school hours or on school grounds, an SRO must have: (1) probable cause to believe that the student has committed a misdemeanor or felony, and (2) when practical, collaboration with the principal or designee regarding best approach to preserve student safety.

Arrests that must occur during school hours or on school grounds should be coordinated through the school administrator or their designee to minimize potential disruption and uphold dignity of all involved as much as possible. In the event the SRO feels they must affect an arrest on school property during school hours they will carefully weigh the effect this action could have on the school community and the need to ensure its safety. SROs, and school officials shall make every effort to respect students' privacy rights. Absent emergency circumstances, warrants should not be executed in a public location such as a classroom, hallway, or cafeteria, to minimize disruption and exposure to other students.

When circumstances do not allow for prior coordination through the school administrator, arrests will be reported to the school administrator as soon as possible. In addition to any required notification of parents and legal guardians by the SRO taking a student into custody, school administrators or their designees are also responsible for an additional notification of parents and legal guardians upon a school-based arrest of their child. If questioning or investigatory interviews must occur, the SRO must refer to the "Investigation and Questioning" section of this document.

If students or members of their family are alleged to have committed a crime unrelated to school, an SRO should not use the school as a convenient location for arrest or interrogation. Excluding traffic violations, CPD will not issue a summons nor make an arrest of a student on school grounds or at a school-sponsored event based solely on a non-criminal violation of Virginia Code.

f. Physical Intervention by SROs

As sworn law enforcement officers, SROs may intervene to de-escalate situations. However, an SRO should not be involved in the physical restraint of a student unless there is imminent danger of serious physical harm to self or others.

School staff will act to de-escalate situations that are, or have the potential to cause, disruptions to the school environment and are violations of the student's rights and responsibilities.

Under no circumstance shall an SRO use mechanical restraints on students for purposes of administrative convenience or punishment. Mechanical restraints will only be used for necessary and legitimate law enforcement purposes. To determine if it is appropriate to use mechanical restraints, the SRO must take into consideration the safety of the student, the SRO, and other members of the school community; the age and physical stature of the student; the type of offense alleged and whether weapons were used; the presence of the student's parent and/or school employees; the number of students being arrested; the judgment of the principal or designee; and the student's demeanor.

If an SRO is involved in the use of restraint or physical intervention, the action and the rationale must be reported to the school administration and must be fully documented using the CCS Law Enforcement Occurrence Report online form. Additionally, school administration and the SRO will coordinate to ensure that reasonable effort is made to inform the parents on the day of the incident, and before the end of the school day.

Physical intervention by SROs is undertaken in accordance with policies and operational procedures of the local law enforcement agency. SROs should be aware of the Virginia Board of Education's policies and guidelines on seclusion and restraint and related CCS policies (e.g., policy JM "Restraint and Seclusion of Students"). However, SROs operate by CPD policies and state law regarding when to resort to physical intervention and use of force.

g. Use of Shared Technology Resources

In an effort to continuously improve security posture at school facilities, the school division utilizes various notification platforms to send email and text alerts to families, school administration, staff, and first responders (including CPD) when emergencies occur. The SRO Supervisor/Sergeant will be the direct point of contact to receive, respond, and deploy the appropriate police response to the threat level and/or anonymous report that poses a life/safety concern during and after school hours.

CPD and CCS will collaborate in evaluating any technology resources CPD may recommend implementing that could impact school operations in order to understand the technology, assist with process development from a school lens, and minimize any potential negative impacts to students and/or school operations.

7. KEY STATUTORY RESPONSIBILITIES

a. Crime Reporting

Pursuant to VA Ann. Code § 22.1-279.3:1, law enforcement agencies are required to notify a division superintendent, a principal, or a designee when a student in their school commits certain offenses that would be a felony if committed by an adult and the release status of the student. School superintendents who receive such reports are required to report the information to the principal of the school in which the student is enrolled. As a general practice and in compliance with the law, SROs should notify the principal as soon as practical of any significant law enforcement events occurring at or in association with the school (e.g., at a school bus stop or off-campus activity, during or outside school hours) whether or not the offense would be a felony if committed by an adult.

Pursuant to VA Ann. Code § 22.1-279.3:1, certain types of criminal activity that come to the attention of the principal or school staff shall be reported immediately to CPD/SRO as specified in CCS policy. Enumerated acts that may constitute a misdemeanor are no longer required to be reported. No SRO or school administrator shall be required to file delinquency charges. Schools and SROs shall be encouraged to deal with school-based offenses through graduated sanctions or educational programming before a delinquency charge is filed with the juvenile court. The Principal or their designee is required to notify the parent, guardian, or legal custodian of an incident that was reported to law enforcement. This section corresponds to school board policy CLA "Reporting Acts of Violence and Substance Abuse."

b. Threat Assessments

Threat assessments shall be conducted in accordance with local school board policies (e.g., CCS Policy EBB "Threat Assessment Teams"), adopted as required by VA Ann. Code § 22.1-79.4 and consistent with model procedures and guidelines published by the DCJS. CPD will develop policy and procedures to streamline the sharing of students' history when needed by CCS in completing a threat assessment.

SROs serve as members of school threat assessment teams as required, and assist in monitoring of subject students as well as determining the need, if any, for law enforcement action.

c. School Safety Audits

School safety audits will be conducted annually as required by law to assess school safety conditions in schools. The Virginia School Safety Audit Program is managed by the Department of Criminal Justice Services (DCJS) and is a written assessment of the safety conditions in each public school. The audits are designed to identify physical security concerns, and identify and evaluate any patterns of student safety conduct that raises concerns.

SROs, in collaboration with school administrators, may conduct school inspection walkthroughs and shall participate in other school safety audit mandates, including school crisis and emergency management and response planning and preparation.

8. APPROVAL AND REVIEW

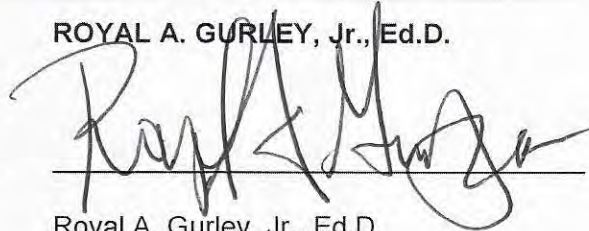
In accordance with VA Ann. Code § 22.1-280.2:3, this MOU will be reviewed annually, or at any time upon the request of either CCS or CPD. This MOU remains in force until such time CCS or CPD withdraws from the agreement by delivering a written notification of such withdrawal to the other party at least 45 days prior to the date of withdrawal.

**FOR THE CHARLOTTESVILLE POLICE
DEPARTMENT**

**FOR CHARLOTTESVILLE CITY
SCHOOLS**

MICHAEL P. KOCHIS

ROYAL A. GURLEY, Jr., Ed.D.



Michael P. Kochis
Chief of Police
Charlottesville Police Department

Royal A. Gurley, Jr., Ed.D.
Superintendent
Charlottesville City Schools

Date: 19 Dec 25

Date: 19 Dec 25

GLOSSARY OF TERMS & ABBREVIATIONS

CCS - Charlottesville City Schools

CPD - Charlottesville Police Department

CSA - Care and Safety Assistant. This is the term CCS adopted for the DCJS certified School Security Officers (SSOs) serving CCS middle and high school level campuses.

DCJS - Department of Criminal Justice Services. Public Safety Training and the Virginia Center for School and Campus Safety under DCJS provide the State mandated certification program for SROs, as well as numerous other training and resources to support school safety.

MOU - Memorandum of Understanding. An agreement that outlines the intentions, roles, and objectives of two or more parties working together.

SOP - Standard Operating Procedures. A document that provides more detailed guidance for specific tasks or processes to support efficiency, consistency, quality and compliance.

SRO - School Resource Officer. A specially trained sworn law enforcement officer employed by local law enforcement who is assigned to work with schools in support of student safety.

FY26 PCOB Acting Director’s Work Plan

July 1, 2025 – June 30, 2026



Part 1 – Office Operations

Action	Measures	Target	Status	Allocation	Details
Specified Timeline Action Items					
<p><u>Item 1.1</u> Refine Sivil Data Fields for Intake of All Touchpoints</p>	<ul style="list-style-type: none"> Completed Sivil form types to capture all non-outreach touchpoints (e.g. complaints, inquiries, comments, reviews, etc.) and to align complaint, incident, and review intake. Completed intake operating procedures delineating when and how Sivil is used to track data 	<ul style="list-style-type: none"> Mar 2026 	<p>80% Completion (5/1/2026)</p>	<ul style="list-style-type: none"> Time commitment of staff Support from Sivil representatives 	<p>Sivil should be utilized to capture all intake and communication types for the Board and Office outside of PCOB-initiated outreach specifically for data tracking and retention purposes.</p>
<p><u>Item 1.2</u> Develop Website Content and Organization</p>	<ul style="list-style-type: none"> Completed webpage redesign for all existing pages (e.g. Data & Reporting, Oversight Resources, Community Engagement, etc.) Completed calendar and process to ensure information posted is updated on a monthly cadence 	<ul style="list-style-type: none"> Feb 2026 	<p>100% Completion (5/1/2026)</p>	<ul style="list-style-type: none"> Time commitment of staff Support from IT Department on page verification 	<p>The PCOB website acts as a hub for information about access to and understanding of the Board’s purpose and work, with transparency and clarity being the primary goals. Updated UI included.</p>
<p><u>Item 1.3</u> Launch Google Profile & Analytics</p>	<ul style="list-style-type: none"> Mapped office location and profile completion on Google services for easier identification of Office location, hours, and contacts Established analytics dashboard with Google or IT to refine and track site usage and refine accessibility 	<ul style="list-style-type: none"> Apr 2026 	<p>100% Completion (5/1/2026)</p>	<ul style="list-style-type: none"> Time commitment of staff Support from IT Department on analytics integration and access 	<p>Currently, Google does not display information about the PCOB. Priorities are location, contact, and hours. Analytics will help with website traffic data to map usage and engagement.</p>
<p><u>Item 1.4</u> Publish 2025 Annual Report</p>	<ul style="list-style-type: none"> Completed 2025 Annual Report prioritizing accomplishments, engagement, and forward direction of the PCOB 	<ul style="list-style-type: none"> Jun 2026 	<p>80% Completion (5/1/2026)</p>	<ul style="list-style-type: none"> Time commitment of staff 	<p>The 2025 PCOB annual report will focus on a more refined overview compared with 2024 with accompanying online resources and data.</p>
<p><u>Item 1.5</u> Implement Administrative Requirements</p>	<ul style="list-style-type: none"> Completed FY27 budget proposal and recommendations Completed COOP plan as required by the EMC 	<ul style="list-style-type: none"> Nov 2025 	<p>100% Completion (12/1/2025)</p>	<ul style="list-style-type: none"> Time commitment of staff Support from City Manager’s Office administrative staff Support from relevant department leads 	<p>A level budget recommendation and line-item revisions will be included. COOP plan is to be completed in accordance with guidance from</p>

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					Emergency Management Coordinator.
Ongoing Action Items					
<u>Item 1.6</u> Publish Standardized Reporting	<ul style="list-style-type: none"> Completed monthly office reports Completed oversight activity summary reports 	<ul style="list-style-type: none"> Ongoing 	<ul style="list-style-type: none"> Time commitment of staff Access granted to Axon Standards by CPD 	<ul style="list-style-type: none"> Oversight activity summary reports are intended for specific actions of the Office including UoF panel reviews, IA interview observations, system audits, etc. 	
<u>Item 1.7</u> Implement Administrative Management	<ul style="list-style-type: none"> Reconciled monthly office expenditures Attended city-wide lead, planning, and strategy team meetings Completed additional city-issued requirements 	<ul style="list-style-type: none"> Ongoing 	<ul style="list-style-type: none"> Time commitment of staff Support from City Manager's Office administrative staff Support from relevant department leads Support from supervisor 	<ul style="list-style-type: none"> The office has an administrative obligation to other offices like finance, HR, IT, and the City Manager's Office. These commitments are expected of every office in the city. 	
<u>Item 1.8</u> Participate in Professional Development	<ul style="list-style-type: none"> Completed training courses with certification Completed log of participation 	<ul style="list-style-type: none"> Ongoing 	<ul style="list-style-type: none"> Time commitment of staff FY26 budgeted funds for professional development FY26 budgeted funds for travel and meals 	<ul style="list-style-type: none"> As the Acting Director, it is important for this role to continue to develop oversight skills and experience through training. 	

Part 2 – Department Oversight

Action	Measures	Target	Status	Allocation	Details
Specified Timeline Action Items					
<u>Item 2.1</u> Implement Ordinance: Manual and Guide Revision Drafts	<ul style="list-style-type: none"> Completed review and draft revisions of: <ul style="list-style-type: none"> Case review manual Audit manual Hearing manual Reporting guidelines 	<ul style="list-style-type: none"> Jun 2026 	<ul style="list-style-type: none"> 50% Completion (5/1/2026) 	<ul style="list-style-type: none"> Time commitment of staff FY26 budgeted funds for independent legal counsel review (if applicable) Support from City Attorney's Office 	<ul style="list-style-type: none"> Based upon any ordinance amendments by City Council. Some manuals and procedures are applicable to the current ordinance, which may change as revisions are made, at which point revised drafts will be needed or new items to draft identified.
<u>Item 2.2</u> Implement Ordinance: CPD Budget Review	<ul style="list-style-type: none"> Completed annual CPD budget audit Identified findings, outcomes, or recommendations 	<ul style="list-style-type: none"> May 2026 	<ul style="list-style-type: none"> 80% Completion (5/1/2026) 	<ul style="list-style-type: none"> Time commitment of staff 	<ul style="list-style-type: none"> The ordinance mandates a review of CPD budget which is then provided to the Board for any recommendations relevant to the next FY proposal.

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Ongoing Action Items					
<p><u>Item 2.3</u> Implement Ordinance: IA Case Reviews</p>	<ul style="list-style-type: none"> Completed case reviews prepared for the Board Identified findings, recommendations, or outcomes 	<ul style="list-style-type: none"> Ongoing 	<ul style="list-style-type: none"> Time commitment of staff Support from IA investigators Support from City Attorney's Office FY26 budgeted funds for independent legal counsel review (if applicable) 	<p>The Board will conduct its first case review once all members are seated (intended for March 2026). The aim is to practice, train, and refine the process and clear outcomes of case review.</p>	
<p><u>Item 2.4</u> Implement Ordinance: CPD Audits</p>	<ul style="list-style-type: none"> Completed audits prepared for the Board Identified findings, outcomes, or recommendations Completed system and data audits 	<ul style="list-style-type: none"> Ongoing 	<ul style="list-style-type: none"> Time commitment of staff Support from CPD staff Support from City Attorney's Office FY26 budgeted funds for independent legal counsel review (if applicable) 	<p>The Office, in collaboration with the Board, will identify specific CPD practices, procedures, systems, or patterns to audit in an effort to provide unbiased policy recommendations (e.g. LPRs)</p>	
<p><u>Item 2.5</u> Implement Ordinance: Monitoring of CPD</p>	<ul style="list-style-type: none"> Completed IA observations Completed investigation monitoring Completed Use of Force Panel reviews Attended CPD interview panels Attended CPD-led meetings/events 	<ul style="list-style-type: none"> Ongoing 	<ul style="list-style-type: none"> Time commitment of staff Support from CPD staff FY26 budgeted funds for data analytics, research, and development tools 	<p>The Office continues to engage in oversight functions on behalf of the Board to provide transparency and insight into CPD policies, practices, and procedures.</p>	

Part 3 – Board Support

Action	Measures	Target	Status	Allocation	Details
Specified Timeline Action Items					
<p><u>Item 3.1</u> Onboard New Members</p>	<ul style="list-style-type: none"> Completed onboarding meetings with new members Completed orientation and initial training of new members Completed survey of Board member experience and feedback 	<ul style="list-style-type: none"> Mar 2026 	<p>80% Completion (5/1/2026)</p>	<ul style="list-style-type: none"> Time commitment of staff Support from Clerk of Council's Office Support from IT Department FY26 budgeted funds for Board member professional development 	<p>The Office plays a key role in onboarding and orientation of new Board members to ensure technological needs are met and a clear understanding of Board initiatives is developed, along with engagement support.</p>
<p><u>Item 3.2</u> Draft Ordinance Revisions</p>	<ul style="list-style-type: none"> Completed redlining and presentation of set one ordinance amendments (structure/clarity) 	<ul style="list-style-type: none"> May 2026 	<p>100% Completion (5/1/2026)</p>	<ul style="list-style-type: none"> Time commitment of staff Support from City Manager's Office Support from Clerk of Council's Office 	<p>The role of the Office is to provide the Board, the City Council, and city leadership with an informed understanding of the</p>

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	<ul style="list-style-type: none"> Completed redlining and presentation of set two ordinance amendments (authority/duties) Completed education of PCOB members on set one and two ordinance amendments Completed joint meetings with City Council on set one and two ordinance amendments 			<ul style="list-style-type: none"> Support from City Attorney's Office FY26 budgeted funds for independent legal counsel review (if applicable) Support from supervisor 	ordinance, implementation, and relevant barriers. From this understanding, recommended revisions will be made based on applicable research and legal advice. This effort has been split into two rounds, one in fall 2025 and one in spring 2026 to address ordinance clarification, structure, and content.
Ongoing Action Items					
<p><u>Item 3.3</u> Facilitate Board Meetings</p>	<ul style="list-style-type: none"> Completed meeting agendas Completed meeting minutes Completed meeting recordings Completed regular, special work, and subgroup sessions Completed lead planning sessions 	<ul style="list-style-type: none"> Ongoing 		<ul style="list-style-type: none"> Time commitment of staff Designation of available meeting spaces for Board Support from Communications team FY26 budgeted funds for Board meals 	A primary role of the Office is to ensure all needs are met and procedures adhered to for the successful implementation of public Board meetings and planning sessions.
<p><u>Item 3.4</u> Support Board Initiatives</p>	<ul style="list-style-type: none"> Completed weekly updates Completed resolutions and policies Completed provision of access to relevant CPD records Completed provision of Board-requested professional services Completed provision of Board professional development Completed provision of support for Board attendance at community events and CPD engagements Completed provision of additional Board and member needs 	<ul style="list-style-type: none"> Ongoing 		<ul style="list-style-type: none"> Time commitment of staff Support from CPD staff FY26 budgeted funds for professional development FY26 budgeted funds for professional services FY26 budgeted funds for travel and meals FY26 budgeted funds for outreach and engagement Support from supervisor 	The core responsibility of the Director is to support the functions and work of the Board through the provision of information, research, advice, and contracted services. The Office also helps to facilitate Board engagement in authorized duties and relations with city personnel and the community.
<p><u>Item 3.5</u> Draft Supplemental Document Revisions</p>	<ul style="list-style-type: none"> Completed redlining and presentation of supplemental documents for Board procedures and related policies Completed education of PCOB members on supplemental documents for Board procedures and related policies 	<ul style="list-style-type: none"> Ongoing 		<ul style="list-style-type: none"> Time commitment of staff Support from City Manager's Office Support from City Attorney's Office FY26 budgeted funds for independent legal counsel review (if applicable) Support from supervisor 	The Office provides evaluation of the practical impacts of the Board's foundational documents in relation to CPD, city policy, and state law. Revisions are often needed, or newly drafted documents created to support implementation of the ordinance.

Part 4 – Community Engagement

Action	Measures	Target	Status	Allocation	Details
Specified Timeline Action Items					
<p><u>Item 4.1</u> Develop a Community Outreach Process</p>	<ul style="list-style-type: none"> ▪ Completed outreach process ▪ Completed community survey form, one-pager, and understanding log ▪ Completed development of initial community directory of connections ▪ Completed Board and Office community engagements ▪ Completed summary report of community understanding gained ▪ Completed documentation of public comment on ordinance revisions ▪ Completed presentation of community understanding 	<ul style="list-style-type: none"> ▪ Mar 2026 	<p>100% Completion (2/1/2026)</p>	<ul style="list-style-type: none"> ▪ Time commitment of staff ▪ Support from community partners and connections ▪ Support from CPD community outreach team ▪ Support from the Office of Human Rights 	<p>The Office and Board have a growing need to focus attention on direct community outreach with a clear purpose to help prioritize oversight work and guide the topical focus of the PCOB. The goal is to make more direct communication the norm and to build personal relationships.</p>
Ongoing Action Items					
<p><u>Item 4.2</u> Engage in Community Messaging</p>	<ul style="list-style-type: none"> ▪ Completed log of Board applications ▪ Completed summary of public comments at Board meetings ▪ Completed responses to public inquiry and outreach touchpoints ▪ Completed log and summary of media engagements ▪ Completed summary and presentation of engagements ▪ Completed press releases and publicly distributed information 	<ul style="list-style-type: none"> ▪ Ongoing 		<ul style="list-style-type: none"> ▪ Time commitment of staff ▪ Support from Communications team ▪ Support from Clerk of Council's Office ▪ FY26 budgeted funds for outreach, marketing, and engagement efforts 	<p>The Office is focused on positive, forward-looking messaging and engagement with the community and media for the purpose of enhancing transparency, accountability, and oversight outcomes provided by the Board in service to the community.</p>
<p><u>Item 4.3</u> Engage in Community Events</p>	<ul style="list-style-type: none"> ▪ Completed log and summary of small-scale events ▪ Completed log and summary of large-scale events ▪ Completed log and summary of speaking or discussion engagements ▪ Completed log and summary of participation in department or community initiatives 	<ul style="list-style-type: none"> ▪ Ongoing 		<ul style="list-style-type: none"> ▪ Time commitment of staff ▪ FY26 budgeted funds for travel and meals ▪ FY26 budgeted funds for outreach, marketing, and engagement efforts 	<p>The goal is to focus on neighborhood-level meetings, associations, and events for more targeted outreach and discussion. The Board will seek to develop concise and clear messaging about the services, work, and limits of the Board, along with oversight accountability and transparency provided.</p>

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<p><u>Item 4.4</u> Engage in Oversight Communities</p>	<ul style="list-style-type: none"> ▪ Attended Virginia oversight group meetings ▪ Attended NACOLE committee meetings ▪ Completed log and summary of oversight community engagement 	<ul style="list-style-type: none"> ▪ Ongoing 	<ul style="list-style-type: none"> ▪ Time commitment of staff 	<p>The Office continues to seek opportunities for collaboration with other oversight entities within Virginia and across the nation and to learn from their experiences and research.</p>
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2026 Work Plan

Police Civilian Oversight Board

The City of Charlottesville Police Civilian Oversight Board (PCOB) was established pursuant to Virginia Code § 9.1-601 and Charlottesville City Code Article XVI to provide objective and independent civilian-led oversight of the Charlottesville Police Department (CPD). As stated in Section 2-453 of the City Code, the purpose of the Board is to establish and maintain trust between and among the Department, the City Council, the City Manager, and the public.

This 2026 Work Plan serves as the guiding framework for the Board's activities and priorities. The plan outlines how the Board and the PCOB Office will fulfill statutory obligations within Article XVI of the City Code. The plan establishes a monthly cadence of community engagement, analysis, oversight, and reporting, enabling the Board to remain responsive to community concerns while systematically advancing oversight. The plan also delineates the respective roles of the Board and the Director in carrying out this work, ensuring accountability and coordination between the Board and Office staff.

Police Civilian Oversight Board Members

Dr. Jeffrey Fracher, Chair
Dr. Kyle Dobson, Vice Chair
Andrew Frye, At Large
George Dillard Jr., LE Rep
Ruairi Vaughan, At Large
Albe LaFave, At Large

Office of Police Civilian Oversight

James Walker, Acting Director

Glossary of Terms

As part of the PCOB's ongoing effort to make its work more accessible to the community, the Board has developed a [Glossary of Terms](#) which helps to define and provide understand both internally and to the community what is meant by certain terminology and phrasing related to the Board's work.

Purpose

This work plan establishes a monthly process by which the Police Civilian Oversight Board organizes and conducts oversight work aligned with the regular monthly meeting schedule. The process ensures that meetings are responsive to community experiences and needs related to law enforcement while enabling meaningful prioritization of efforts given the Board's limited time and volunteer structure.

Process

The work plan follows a four-step cycle: (1) Seek Understanding from the community, (2) Conduct Analysis to identify themes and priorities, (3) Conduct Oversight through structured Board action, and (4) Report Outcomes to stakeholders. Each step builds on the previous, creating a continuous feedback loop between community input and Board action. The Director of the PCOB Office supports the Board throughout this process, facilitating research, conducting audits, and managing administrative functions.

Step 1: Seek Understanding

Engage in regular community outreach and collaboration to understand the community's experiences with the Charlottesville Police Department and identify which law enforcement topics the community prioritizes for oversight work. Seek the assistance and input of community members while providing education, awareness, and guidance on policing matters and the role of the Board.

Contacts

- Utilize the [Community Connections Directory](#) to identify candidates for outreach
- Structure outreach to achieve a well-balanced sample across the City's diverse neighborhoods, business districts, and community demographics
- Track connections and maintain relationships with community connections

Methods

- Utilize outreach methods such as canvassing, surveys, listening sessions, and interviews
- Host public community listening and discussion sessions on policing matters of pressing public concern
- Reference and build upon past work of the Board

Locations

- Engage at community events, town halls, neighborhood association meetings, organization-led events, and individual meetings
 - Host or participate in public police-community relations meetings
-

Messaging

- Utilize the [Outreach Process](#) to guide conversations
- Prioritize listening rather than explaining
- Be prepared to answer questions, but also note questions requiring later or Office-led response

Documentation

- Record understanding gained from the community using the [Community Understanding Survey](#) or the [Internal Community Insights](#) form.
- Document public input and recommendations received during listening sessions

Step 2: Conduct Analysis

Utilize shared community experience and understanding, along with available data and Director-conducted audits, to identify themes, establish context, and determine focal points for oversight work.

Collation

- Summarize experiences gathered through community understanding efforts
- Establish clear themes and throughlines across community input

Data Collection

- Identify data sets that speak to and provide context on the themes identified
 - Relevant data may include: complaint records and patterns, internal affairs investigation outcomes, use of force data, arrest and detention patterns, department expenditures, policies and procedures, training records, and crime statistics
- Request the Director conduct or provide audits examining patterns relevant to identified themes

Discussion

- Hold internal Board discussion to understand experiences at a narrative level
- Establish connections between identified themes and the Board's oversight authorities
- Consider which type of oversight action is most appropriate for each identified concern

Prioritization

- Set the focus for the following month based on collection and analysis of community experience, trend discussion, and context identified
 - Establish oversight work priorities through Board consensus
 - Assign specific oversight tasks as needed to Board members and the Director
-

Step 3: Conduct Oversight

Execute the prioritized oversight work through structured Board action, with the Director supporting implementation. Work culminates in findings, recommendations, or public reports as appropriate to the type of oversight conducted.

Scope

- Define the specific oversight question or focus area based on the prioritized topic
- Identify the type of oversight work to be conducted:
 - Internal affairs review: Reviewing department investigations for accuracy, completeness, impartiality, and sufficiency of discipline
 - Policy, practice, or procedural review: Investigating policies, practices, and procedures of the department
 - System review or audit: Examining patterns in system use, application, and impact, internal affairs investigations, arrests and detentions, expenditures, or other public-police interactions
 - Expenditure review: Analyze annual department expenditures and making budgetary recommendations
- Establish clear boundaries for the inquiry, including what is and is not within scope
- Identify the intended output: findings, recommendations, disciplinary recommendations, or public reporting

Research

- Engage the Director to gather relevant information from authorized sources
 - Sources may include: department policies and procedures, complaint and disciplinary records, internal affairs files, use of force data, training materials, department data systems, contracts and agreements, industry standards and best practices, and comparable jurisdiction approaches
- The Director may actively monitor department investigations of complaints with access to records
- Request additional information from CPD or through the City Manager as needed
- If information cannot be obtained voluntarily, consider whether to seek subpoenas through the Circuit Court

Analysis

- Examine gathered information through the lens of community experience and oversight objectives
 - Identify gaps, concerns, policy violations, or areas for improvement
 - Develop preliminary findings and potential recommendations
 - The Director may prepare an analysis report summarizing circumstances, evidence, and suggested findings
-

Deliberation

- Present findings to the full Board for discussion and refinement
- Conduct closed session deliberations or public review hearings as appropriate to examine facts, issues, and findings
- Consider diverse perspectives and potential unintended consequences
- Refine recommendations to ensure they are actionable, timely, achievable, and measurable
- Develop written findings with supporting rationale

Action

- Issue findings through formal Board vote:
 - For IA reviews: state concurrence with findings, non-concurrence with recommendations, or finding of incomplete/unsatisfactory investigation
 - For systems, budgetary, policy, practice, or procedure reviews: develop written findings and recommendations with supporting rationale
- Document the Board's decision, including any dissenting views if applicable
- Assign responsibility for implementation or follow-up as appropriate

Step 4: Report Outcomes

Provide transparent reporting on the activities of the Board to relevant stakeholders, maintaining accountability to the community that informed the work. Make public reports on reviews, audits, hearings, findings, recommendations, determinations, and oversight activities as appropriate while protecting confidential information.

Community

- Summarize Board actions through community events, newsletters, or public communications
- Communicate outcomes in accessible language, showing how community input shaped the work
- Report findings to specific complainants within required timeframes
- Engage news outlets as appropriate for broader public awareness

Chief of Police

- Report findings and recommendations in monthly Community Statistics meetings
- Provide written policy recommendations with supporting rationale
- Track CPD response to recommendations; if declined, request written explanation within 30 days

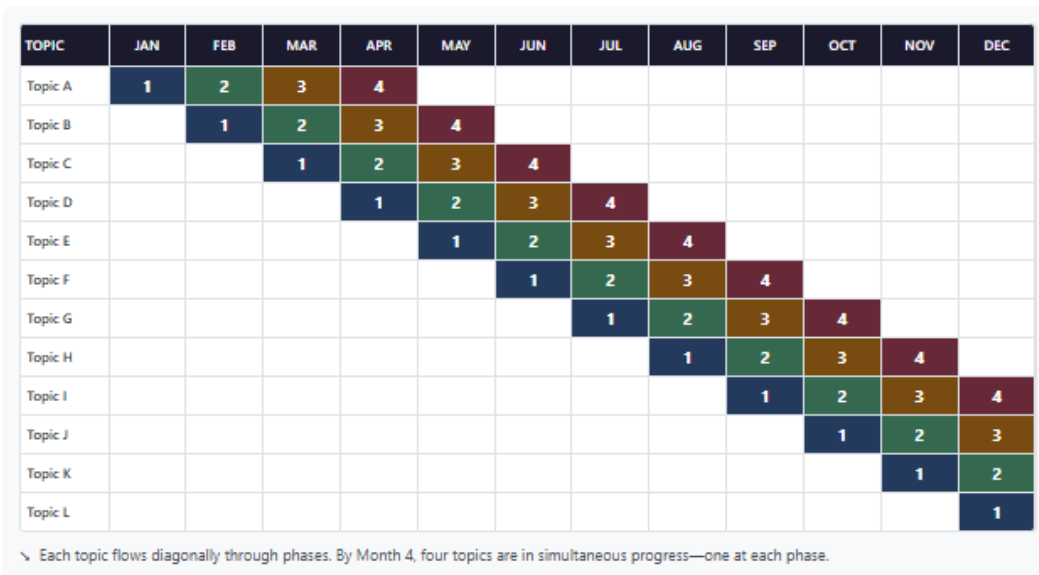
City Council

- Communicate through brief presentations or written reports
 - Board members lead communications with Council on policy matters
-

- Submit budgetary recommendations during the annual budget process
- Present proposed state legislative recommendations by August 15 annually for consideration in the City's legislative program
- The Director provides an annual report detailing Board and Office activities for the preceding calendar year

City Manager

- Communicate through brief presentations or written reports
- The Director leads administrative communications and provides reports on oversight activities
- Report findings from audits, reviews, and hearings
- Escalate resource or structural concerns as appropriate



1 Seek Understanding Community Engagement

Engage in regular community outreach to understand experiences with CPD and identify topics the community prioritizes for oversight work.

Output: Documented community input & identified priorities

2 Conduct Analysis Research & Context

Utilize shared community experience, available data, and Director-conducted audits to identify themes, establish context, and determine focal points.

Output: Themes summary & prioritized oversight focus

3 Conduct Oversight Structured Board Action

Execute prioritized oversight work through structured Board action. Work culminates in findings, recommendations, or public reports.

Output: Formal findings & recommendations

4 Report Outcomes Transparent Reporting

Provide transparent reporting on Board activities to stakeholders, maintaining accountability to the community that informed the work.

Output: Published reports & stakeholder communications

Work of the Board vs. Office

While Charlottesville City Code Article XVI provides a high-level delineation of the duties and authority of the Board and the Office, this detailed list is meant to focus on more specific duties of each side of the PCOB.

Public Relations & Community Engagement

Shared

- Engage in outreach to community organizations, businesses, leaders, advocates, and residents to ascertain the needs and priorities of the community related to law enforcement
- Host or participate in public community listening and discussion sessions on policing matters of pressing public concern
- Participate in public police-community relations meetings
- Provide education, awareness, and guidance on policing matters and the role of the Board
- Track outreach connections made using the [Community Understanding Survey](#) or the [Internal Community Insights](#) form.

Board Members

- Represent the Board at community events, neighborhood association meetings, and organization-led events
- Build and maintain ongoing relationships with community members, inviting them to participate in Board meetings through public comment
- Communicate Board activities and findings to the public through presentations and community engagement

Office Staff

- Develop any digital or print materials needed for engagement, whether for collection of input from community or creation of resources, educational materials, or information to provide
 - Set up any event spaces or locations through the city and run any marketing or news alert posts needed
 - Act as primary point of contact for media entities and ensure timely response to media inquiries
 - Maintain the [Community Connections Directory](#) as a place to track outreach connections
 - Document public input and recommendations received during listening sessions
 - Coordinate logistics for community events hosted by the Board
-

Evidence-Based Review of Policies, Practices, & Procedures

Shared

- Identify themes and throughlines from community input that warrant analysis
- Discuss audit findings and their implications for oversight priorities
- Review department expenditure estimates and projections

Board Members

- Request the Director to conduct additional audits by majority vote
- Review and interpret audit findings in the context of community concerns
- Make law enforcement budgetary recommendations to the City Manager and/or City Council during the annual budget process
- Prioritize data sets and topics for audit based on community understanding and Board discussion

Office Staff

- Conduct internal audits of prioritized data sets identified by the Board and/or by the City Manager's Office and CPD.
- Conduct retrospective examinations of patterns in internal affairs investigations, arrests and detentions, department expenditures, and other public-police interactions
- Review department data systems to support oversight functions
- Provide summary reports of any audits conducted to the Board and the City Manager upon completion
- Present department expenditure estimates to the Board for review
- Prepare data visualizations and summaries to support Board analysis and decision-making

Policy & Legal Review

Shared

- Find specific general orders and policies related to the topic(s) of the month
- Decide state legislative recommendations after considering what the biggest challenges of the year were together
- Make comments on the specific general orders and policies chosen for the month
-

Board Members

- Review and make recommendations regarding policies, practices, and procedures of the department
-

-
- Present written findings and recommendations with supporting rationale to Council, the City Manager, and Chief of Police
 - Approve retention of independent legal counsel from a list recommended by the City Attorney
 - Authorize subpoenas by two-thirds vote when information cannot be obtained voluntarily

Office Staff

- Conduct and report on research on city policy, policing practices, and legal implications related to the work of the PCOB
- Draft and redline specific PCOB policy documents for preparation to City Council agenda
- Review department policies, practices, and procedures as part of ongoing oversight activities
- Attend department meetings relevant to oversight functions
- Retain independent legal counsel on behalf of the Board after Board approval and finance director endorsement
- Apply for subpoenas on behalf of the Board when authorized by two-thirds vote

Direct Oversight of Law Enforcement

Shared

- Discuss findings and suggested recommendations from monitoring and audit reports
- Consider whether to propose mediation or alternative dispute resolution to resolve complaints

Board Members

- Hold closed session deliberations or public review hearings examine facts, issues, and findings of internal affairs investigations or law enforcement policies, practices, and procedures
- Issue findings on deliberations or public review hearing outcomes within 30 days

Office Staff

- Receive, document, refer, and monitor citizen complaints of police misconduct submitted to the PCOB
 - Participate in regularly scheduled use of force panel reviews
 - Decide when to include and ask PCOB members to join into aspects of the processes above to gain additional perspective
 - Actively monitor department investigations of complaints with access to records
-

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- Prepare reports to the Board on selected review cases summarizing circumstances, evidence, and suggested findings for each allegation
 - Participate in candidate interviews for CPD employment

Reporting & Administration

Shared

- Ensure transparency in Board activities while protecting confidential information
- Comply with all applicable FOIA requirements for public records and meetings

Board Members

- Attend and participate in regular monthly public meetings and work sessions
- Complete required ordinance training on ordinance-specified topics within the required timeline
- Maintain privacy of all confidential or privileged information indefinitely
- Submit a written performance review of the Director to the City Manager for inclusion in annual evaluation
- Communicate with City Council through brief presentations or written reports on policy matters
- Participate in the Director interview and appointment process

Office Staff

- Manage all administrative and fiscal needs of the Board and the Office
 - Report to the Board on day-to-day operational activities of the Office
 - Report all oversight activities to the Board and the City Manager or designee
 - Provide an annual report to the Board, City Manager, City Council, and the community detailing activities for the preceding calendar year
 - Provide additional reports as deemed appropriate to ensure transparency into oversight activities and audits
 - Facilitate or provide Board member training on ordinance-specified topics within the required timeline
 - Coordinate with the City Manager on operating procedures and standard operating procedures
 - Maintain meeting minutes including date, time, location, attendance, discussion summary, and vote records
 - Communicate with City Manager's Office through reports and presentations on administrative matters
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DECEMBER 2025 - JANUARY 2026

TASK	DUE DATE	COMMITMENT	BOARD MEMBER(S)	STATUS
<ul style="list-style-type: none">Identify requirements for stationary canvassing on the Downtown Mall or other public venues. Organize Work Plan documentation for Board access.	1/15/2026	4 Hours	Kyle Dobson	Complete 1/15/2026
<ul style="list-style-type: none">Gain a historical understanding of community experience from past Board documentation and community input.	1/8/2026	1 Hour	Andrew Frye	Complete 1/8/2026
<ul style="list-style-type: none">Create a glossary of terms to provide transparency for all stakeholders of the City of Charlottesville. Sharing reality through consultation of asynchronous definitions through PCOB, community, and literature	2/12/2026	2 Hours	Ruairi Vaughan	Ongoing
<ul style="list-style-type: none">Choose an ordinance topic to understand and summarize to the Board in lead up to a joint meeting with City Council.	1/8/2026	1 Hour	Jeff Fracher	Complete 1/8/2026

JANUARY - FEBRUARY 2026

TASK	DUE DATE	COMMITMENT	BOARD MEMBER(S)	STATUS
<ul style="list-style-type: none"> • Review the PCOB Outreach Process <ul style="list-style-type: none"> ▪ Ensure access to all related links ▪ Ask any clarifying questions about the process or access to links 	2/12/2026	1 Hour	All	Complete
<ul style="list-style-type: none"> • Identify and make at least one community connections, following the established process <ul style="list-style-type: none"> ▪ Report progress back to Board and Director 	2/12/2026	1 Hour	Vaughan Fracher	Ongoing (5-6 made)
<ul style="list-style-type: none"> • Continue work on a Glossary of Terms to provide transparency for all stakeholders of the City of Charlottesville. Sharing reality through consultation of asynchronous definitions through PCOB, community, and literature 	2/12/2026	2 Hours	Vaughan	Ongoing (2 short reviews)
<ul style="list-style-type: none"> • Review the Charlottesville City Schools Memorandum of Understanding (MOU) regarding School Resource Officers (SRO) to identify any time the MOU refers or relates to a CPD General Order <ul style="list-style-type: none"> ▪ Provide a list and short summary of each CPD General Order referenced in the MOU 	2/12/2026	2 Hours	Dobson	Ongoing (outreach needed)
<ul style="list-style-type: none"> • Review the Charlottesville City Schools Memorandum of Understanding regarding School Resource Officers to identify responsibilities of CPD and Officers where the Board could collect data and establish metrics of accountability <ul style="list-style-type: none"> ▪ Provide a list of specific requirements of CPD Officers who serve as SROs that could be monitored and provide ideas for what data would need to be collected 	2/12/2026	2 Hours	Dobson	Ongoing (outreach needed)

FEBRUARY - MARCH 2026

TASK	DUE DATE (if applicable)	COMMITMENT	MEMBER(S)	STATUS
<ul style="list-style-type: none"> • Draft Ordinance Revisions <ul style="list-style-type: none"> ▪ Redlined version prepared for review by City Attorney's Office and independent counsel 	03/27/2026	Weekly 1-hour meetings to review and refine drafts	Fracher	Draft language for specific sections developed
<ul style="list-style-type: none"> • Community Outreach and Messaging <ul style="list-style-type: none"> ▪ Messaging for public and media ▪ Participation in CPD community events ▪ Teen Expo event (3/20) ▪ Direct outreach to community leaders/groups ▪ Hispanic Community Police Academy (3/17) 	Ongoing with specific event dates shared weekly	Engagement through city-issued account for contact purposes and tracking Attendance at events for schedule timeframe	LeNoir-Kelly LaFave Vaughan Fracher	Some outreach has taken place to individuals, some messaging drafted, commitment to specific events not yet established
<ul style="list-style-type: none"> • Policy and Procedure Review <ul style="list-style-type: none"> ▪ School Resource Officer MOU ▪ Immigration-related procedures ▪ General Order: Use of Force 	At least one before the April meeting	Asynchronous time as available/desired and/or established small group meeting (2 members)	Dobson Reaves Frye	Identification and initial review of some policies has taken place with planning to meet with CPD reps
<ul style="list-style-type: none"> • Direct Oversight of Law-Enforcement Incidents <ul style="list-style-type: none"> ▪ Use of Force Panel participation ▪ IA Case Review 	Case review before 4/2 Panel as scheduled by IA	In person attendance at PCOB Office or CPD for at least 1 hour per specific incident review/panel	LaFave Dillard	One case ready for review
<ul style="list-style-type: none"> • Internal Process Development <ul style="list-style-type: none"> ▪ Glossary of Terms ▪ Small Group or Individual Member work product templates ▪ Case review procedures and template 	Ongoing with aim to have several prepared by April meeting	Asynchronous time as available/desired and/or established small group meeting (2 members)	Vaughan Dobson	Draft process documents have been developed