



2026 Annual Report

October 2025 to September 2026

Building a Foundation for Civilian Oversight



Submitted to Richmond City Council
October 2026

Table of Contents

I.	Executive Summary	4
II.	Current CRB Membership	5
III.	Building the Foundation	6
IV.	Timeline: First Year	6
V.	Cases Reviewed	7
VI.	Challenges	10
VII.	Emerging Priorities	11
VIII.	Looking Ahead	12
	Appendix	12
IX.	Board Duties and Responsibilities	12
X.	The Journey to Civilian Oversight	14
XI.	Timeline 2: Events leading to CRB	15
	Dedication	18
	Sources	18
	Sources	

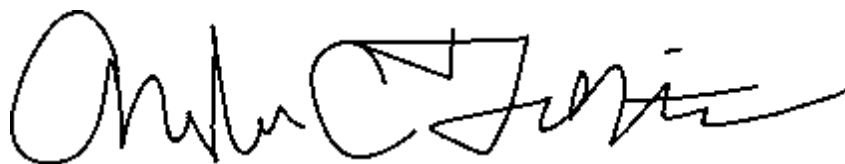
Dear Richmond,

I grew up in government housing, in a community that was over-policed and rarely heard. I know what it feels like when the people sworn to protect you also make you feel watched. I went on to become a first-generation college graduate, studying criminal justice at VCU. Today I live in Southside Richmond, raising my child in a city I love. When I helped write the original task force recommendations for this Board, I was thinking about the kid I used to be and every family who has ever felt unheard after an encounter with police. I was also thinking about the officers who joined to serve their communities, only to face a culture that did not reflect why they came. I believe a community is strongest when its people can see how power is used, and decisions are made, and know their voices are heard and create Change. That is why I do this work, and I am humbled to serve as this Board's first Chair.

I see a Richmond where filing a complaint feels clear and safe, where trust between community members and the police is built through honesty rather than assumed, and where our resources are used in ways that truly keep the community safe and healthy. I see us moving from reacting to acting with intention, where community voices are centered in decision making from the start, not only heard once they get loud. In the year ahead, we will continue revising our procedures and strengthening the governance practices that will guide this Board for years to come. We will also hold ourselves accountable as a Board, because we cannot ask of others what we do not ask of ourselves.

I am grateful to the City of Richmond, City Council, and our CRB Manager, Joseph Lowery, for their support, and to my fellow Board members for their time, courage, and dedication to our community. I thank my fellow task force members, who laid the groundwork for this Board, and the members of the Richmond Police Department who worked alongside us in its creation. Most of all, I am grateful to the community members and advocates whose persistence made civilian oversight possible. This work belongs to you, and it is an honor to carry it forward.

With gratitude,

A handwritten signature in black ink, appearing to read 'Angela Fontaine', with a stylized, flowing script.

Angela Fontaine
Chair, Richmond Civilian Review Board

I. Executive Summary

Purpose

Richmond City Council established the Civilian Review Board (CRB) in 2022, following years of community advocacy for independent oversight of the Richmond Police Department (RPD). The Board reviews RPD internal investigations, makes recommendations, and promotes transparency and accountability. This report covers the Board's first year, from the start of member training in October 2025 through September 2026.

Year One at a Glance

- Members completed training on RPD policies and procedures and went on ride-alongs with RPD officers.
- The Board created its process for forming rotating case review subcommittees, so every member has the opportunity to serve.
- The Board established and consistently applied its governance and attendance policies.
- Meetings were held at libraries and community centers across council districts, with a virtual option and recordings posted to YouTube.
- The Board reviewed four cases.

Cases Reviewed

The Board reviewed two deaths in custody, one officer-involved shooting, and one case involving improper use of a conducted energy weapon and a racial slur. For each case, a three-member subcommittee reviewed RPD's case summary and body-worn camera footage. In every case, the Board concurred with the findings of RPD's Internal Affairs Division.

Caseload

The Board received far fewer cases than expected. During training, members were told to anticipate 5 to 8 cases a month. The Board received four in eleven months. RPD's complaint categories do not align with the Board's review categories, and some complaints are resolved at the precinct level, so the Board cannot yet confirm that it receives every case that qualifies for review.

Emerging Priorities

Board members raised the following areas for further attention and are working on them and none is a formal recommendation.

- Complaint process transparency and access: How community members file complaints and how those complaints move through RPD, including at the precinct level.
- Complaint data and reporting: How RPD categorizes, tracks, and resolves complaints, and how that data could be reported to the Board.
- Referral of qualifying cases: Ensuring every case within the Board's review authority reaches it.
- Scope and definitions: Through the SOP Revision Subcommittee, reviewing how the Standard Operating Procedures define the cases the Board reviews and whether its

scope should widen. Dr. William Pelfrey's 10-month review to Council also suggested widening the Board's scope.

- Representation on the Board: Ensuring the Board continues to reflect Richmond's demographics, as Virginia Code Sec. 9.1-601 calls for.
- Disclosure of discipline outcomes: The Board reviews cases after Internal Affairs issues its findings but before any discipline is imposed. Dr. Pelfrey's 10-month review recommended disclosing outcomes in broad tiers, which would protect officer privacy while giving the public confidence that RPD holds its officers accountable.

II. Current CRB Membership

Board members are Richmond residents appointed by City Council and the Mayor from across the city's council districts. Together, they bring professional experience in law, education, mental health, and leadership and organizational development, along with deep roots in community service.

Name	Council District	Term Expires
Angela Fontaine, Chair	5th	2027
Shawn Singleton, Vice Chair	7th	2027
Jannie Hawkins, Secretary	1st	2028
Alicia Brown	6th	2028
Evan Feinman	1st	2028
David Poole	2nd	2029
Rafaella Sale	7th	2029
Vacant		

III. Building the Foundation

The Board spent its first year putting the structure in place to do this work well.

- **Training and preparation.** Before hearing cases, members completed training on RPD policies and procedures and went on ride-alongs with RPD officers. This firsthand view of police work prepared members to review cases fairly and with context.
- **Case review process.** As SOPs require, each case first goes to a subcommittee of at least three members with rotating membership. The Board created the process for forming these ad hoc subcommittees. Members are selected by rotation and availability, so every member has the opportunity to serve. Each subcommittee reviews the RPD case summary and body-worn camera footage for its assigned case.
- **Strong participation and attendance standards.** Attendance has been strong, with most members attending regularly. The Board established and consistently applied its governance and attendance policies, including procedures for excused absences. One seat is currently vacant after a member did not meet attendance requirements.
- **Accessible meetings.** With support from the CRB Manager, the Board worked to make its meetings as accessible as possible. The SOPs require meetings in accessible public buildings, and the Board chose to hold them in the community, at libraries and community centers in different council districts across the city. Every meeting is also available virtually. At a community member's suggestion, the Board launched a YouTube channel where recordings are posted so residents can watch at any time. The Board aims to represent the community well and welcomes ideas from residents on how it can better serve them.
- **Communication between meetings.** The CRB Manager produces a regular internal newsletter that keeps members informed on case status and Board business between meetings.
- **Strong records practices.** The Board corrected and strengthened its minutes so that every Board action is fully documented.
- **Established a SOP Revision Subcommittee.** This subcommittee is reviewing the Council-approved Standard Operating Procedures (SOPs) and preparing recommended amendments for Board and Council action.
- **Established an Annual Report Subcommittee.** Under the SOPs, the Board prepares the annual report, with the Chair and CRB Manager leading that work. The Board established this subcommittee to support them.
- **Independent evaluation.** The Board took part in a 10-month evaluation by VCU professor William Pelfrey Jr., who assisted the City in establishing the Board.

IV. Timeline: First Year

The Board exists because of nearly a decade of work by community members, advocates, the City Council, and City staff. Community advocacy, efforts to design an effective oversight structure, and events that underscored the importance of accountability and public trust shaped its development.

The timeline below highlights key milestones from the Board's first year, including its establishment, organization, training, and initial case reviews. The broader history and events that led to the creation of the CRB are included in the Appendix.

July 2023	Rick Edwards is named Richmond's permanent chief of police.
February 2024	City Council hires Joseph Lowery, a former FBI agent and Chesterfield County police officer, to manage the Board.
August 2024	Applications close for eight Board seats, four appointed by Council and four by the Mayor.
October 2024	Board members are notified of their selection.
September 2025	City Council approves the Board's Standard Operating Procedures and Board appointments. ¹³
Fall 2025	Board members complete training and hold the first meeting.
March 2026	A Board subcommittee reviews its first case, a death in custody.

V. Cases Reviewed

With that foundation in place, the Board began its core work.

Cases reviewed. The Board reviewed four cases in its first year: two deaths in custody, one officer-involved shooting, and one case involving improper use of a conducted energy weapon and a racial slur. In each case, the Board concurred with the findings of RPD's Internal Affairs Division.

Case 1: Death in Custody

Date of incident: October 12, 2025 | **Case number:** 2025-0048 | **Reviewed:** February 25, 2026

A three-member Board subcommittee reviewed the RPD case summary and body-worn camera footage and established the following facts.

- Officers responded to a 911 call from a mother requesting help with her 58-year-old daughter, who had become nonverbal and was showing concerning behavior.

Officers A and B arrived and made multiple attempts to engage the woman in a calm, clear tone. Footage shows she did not respond verbally.

- The officers told the woman an Emergency Custody Order (ECO) had been issued and that she would be taken to the hospital for evaluation and treatment. Per policy, they handcuffed her and drove her to Richmond Community Hospital.
- When a treatment room opened, Officers A and B escorted her to triage. Officer C joined them shortly after.
- The officers placed the woman in the care of medical staff and removed the handcuffs. After her blood was drawn, she began having seizures. The officers stepped outside while medical staff began life-saving measures. Hospital staff later pronounced her deceased.

IAD finding: RPD reviews all deaths in custody. IAD found that Officers A, B, and C acted in accordance with department policy and professional standards.

Board conclusion: The subcommittee concurred with the IAD findings.

Case 2: Improper Use of Conducted Energy Weapon and Unbecoming Language

Date of incident: November 15, 2025 | **Case number:** 2025-0052 | **Reviewed:** March 25, 2026

A three-member Board subcommittee reviewed the RPD case summary and body-worn camera footage and established the following facts.

- At 11:35 pm on a Saturday night foot patrol in Shockoe Bottom, officers stopped two people on suspicion of carrying concealed weapons and handcuffed both.
- Suspect 2 ran. As the pursuit began, Officer B's body-worn camera recorded him saying a racial slur under his breath in reference to Suspect 2. Both Suspect 2 and Officer B are Black.
- Outside the nearby Bakery Apartments, Officer B found Suspect 2 climbing onto an HVAC unit to jump a wall. Officer B fired his Taser twice while Suspect 2 was elevated. Neither deployment was effective, and Suspect 2 went over the wall.
- At 12:08 am, Officer C found Suspect 2 at the complex's pool area, again climbing a wall from an elevated position. Officer C deployed a bola device, which missed, and a Taser, which made contact. Suspect 2 fell, struck a metal banister, and landed on the concrete pool deck with minor injuries.

IAD finding: RPD found these violations of its General Orders:

Officer B: General Order 01-01, Code of Conduct X(E), Unbecoming Conduct, for using a racial slur.

Officers B and C: General Order 01-21, restrictions on Conducted Energy Weapons:

(E) use on a suspect effectively restrained by handcuffs or another restraint device, and (F) use on a suspect in a position that may cause serious collateral injury, such as a fall from height.

Board conclusion: The subcommittee concurred with the IAD findings.

Case 3: Death in Custody

Date of incident: August 20, 2025 | **Case number:** 20250820-0083 | **Reviewed:** August 13, 2026

A three-member Board subcommittee reviewed the RPD case summary and body-worn camera footage and established the following facts.

- RPD obtained a search warrant for an apartment at Belt Atlantic Apartments, 4022 Midlothian Turnpike, during an investigation of gun violations, including use of a machine gun for an aggressive purpose. Officers, including the SWAT team, went to serve it.
- 5:40 am: Officers knocked and announced three times. One person exited voluntarily and was moved to safety. The apartment door stayed open.
- 5:46 am: While Officer 1 held a ballistic shield at the open door, a single shot was fired from inside. Officer 1 was struck in the pelvic area and fell back across the landing as the door closed. No officer returned fire.
- 5:52 am: Suspect 1 called 911 from inside and reported that someone had been shot.
- 6:13 am: Officer 4 reached Suspect 1 by phone, and Suspects 1 and 2 exited without further incident. Suspect 1 said he believed Suspect 3 had shot himself in a back bedroom shortly after the first shot.
- Officers found Suspect 3 unresponsive next to a gun. Ballistics testing confirmed the fatal shot came from his own gun.

IAD finding: RPD reviews all deaths in custody. IAD found that Suspect 3 died by suicide and that the officers acted in accordance with department policy and professional standards.

Board conclusion: The subcommittee concurred with the IAD findings.

Case 4: Officer-Involved Shooting

Date of incident: January 17, 2026 | **Case number:** Pending | **Reviewed:** September 22, 2026

A three-member Board subcommittee reviewed the RPD case summary, body-worn camera footage, and surveillance footage and established the following facts.

- Police received a call that a man was firing a gun in the parking lot of the GRTC facility off Midlothian Turnpike. Officers A and B arrived in separate cars and saw Suspect 1 holding what appeared to be a gun.
- One officer had a drawn pistol and the other a rifle. Both approached, giving commands such as "Show me your hands" and "Get on the ground." Suspect 1 walked away and went behind a corner. The officers kept approaching and repeating the commands.

- Body-worn camera footage does not show why both officers fired. A fixed GRTC security camera shows Suspect 1 pointing a pistol at the officers. That footage suggests, but does not confirm, that he may have fired at them.
- Suspect 1, a GRTC employee, was shot, fell, and dropped his pistol. He lay on his back with one arm raised as officers approached. Per protocol, officers handcuffed him before giving first aid.

IAD finding: IAD found the officers followed standard protocol for an active shooter situation and acted in accordance with department policy and professional standards.

Board conclusion: The subcommittee concurred with the IAD findings.

VI. Challenges

- Caseload is far below projections. At launch, the Board was told to expect 5 to 8 cases per month. It received four cases in its first year.
- The Board cannot yet confirm it receives every qualifying case. RPD's Internal Affairs Division (IAD) reported 57 complaints in 2025, 29 of them substantiated, and 60 complaints from January through September 2026, 33 of them substantiated. IAD groups complaints by its own internal categories, not by the categories the Board reviews under its ordinance and Standard Operating Procedures. As a result, the Board cannot tell which of these complaints involved physical abuse, verbal abuse, or serious injury. The Board has requested allegation-level detail and a crosswalk between the two sets of categories. That request is pending.
- The Board's scope is narrow. The Board reviews six case types. Complaints from community members outside those types do not come before it. RPD also assigns complaints such as rudeness, harassment, and other minor code of conduct violations back to the precinct or division for investigation, so they may never reach Internal Affairs or the Board. The SOP definition of verbal abuse covers identity-based slurs and sexual language only. It does not cover threats or intimidation.
- Four cases are too small a sample. The Board cannot yet assess patterns in police conduct.

The table below lists both sets of categories side by side. The rows do not correspond to each other, which is the problem: only excessive force lines up closely with a Board category.

Board review categories (ordinance and SOPs)	IAD complaint categories (RPD reports)
Officer-involved shootings	Criminal
Deaths of persons in custody	Excessive Force
Serious injuries to persons in custody	Fact Finding
Accusations of physical abuse	Improper Police Action
Accusations of verbal abuse	Services, Improper Police Action
Appeals by community members	Public Integrity
	Informal

VII. Emerging Priorities

Throughout its first year, Board members raised questions and ideas that point to where the Board's attention is going next. The full Board has not yet discussed these items, and none is a formal recommendation. They are shared here so Council can see the work underway. The Board may issue formal recommendations at any time, independent of this annual report.

- **Complaint process transparency and access.** The Board is examining how community members file complaints and how those complaints move through RPD, including complaints handled at the precinct level. A complaint process works only when community members feel safe using it. RPD's complaint form already allows anonymous filing, and the Board wants to understand how community members experience the process from start to finish.
- **Complaint data and reporting.** The Board is reviewing RPD's complaint and use-of-force reports for 2025 and 2026 to understand how complaints are categorized, tracked, and resolved. Clear, consistent data helps the Board, Council, and the public see how the process is working. One option is a regular RPD report of all complaints, organized by the Board's review categories, with allegation-level detail.
- **Referral of qualifying cases.** The Board is examining how cases within its review authority reach them. The Board's goal is that every qualifying case is referred, whether a community member, RPD, or Internal Affairs initiated it. The Board has asked IAD for a written crosswalk between its complaint categories and the Board's review categories.
- **Scope and definitions.** Through the SOP Revision Subcommittee, the Board is reviewing how the SOPs define the cases it reviews, including serious injury, physical abuse, and verbal abuse, and whether certain cases involving improper police action toward the public should come before the Board. For verbal abuse, the Board is assessing the full range of conduct the term should cover, such as threats and

intimidation, and will make recommendations once that review is complete. Professor Pelfrey's 10-month review suggested widening the Board's scope to include complaints from community members. Any expansion would need to be matched to the Board's capacity, including staffing and support.

- **Representation on the Board.** Virginia Code Sec. 9.1-601 calls for oversight boards to reflect the demographics of the locality. When Council created the Task Force in 2020, it deliberately sought members with lived experience, including a public housing resident and a person with a disability. Council could bring the same intent to future appointments through targeted outreach, so the Board continues to reflect the full range of Richmond's backgrounds, neighborhoods, and socioeconomic experiences.

VIII. Looking Ahead

In its second year, the Board will continue reviewing cases and will present its SOP amendments for Board and Council action. The Board will begin discussing how best to define its mission, vision, and values. Once established, a shared foundation will guide how members approach each case, keep reviews consistent as subcommittee membership rotates, and tell community members, RPD, and Council plainly what the Board stands for. The Board will work toward a supportive self-evaluation process so members can hold one another accountable and keep growing in this work.

The Board also wants to hear from officers. Many officers have ideas about how to do their jobs better and build trust with the community they serve, and their voice belongs in this work. In the coming year, the Board will look for ways to create space for officer input, building on the Task Force's 2021 recommendation that concerns be welcomed from both residents and RPD members.

The Board looks forward to working with City Council and RPD leadership toward a shared goal: civilian oversight that builds trust and accountability.

Appendix

IX. Board Duties and Responsibilities

The Board reviews the outcome of Internal Affairs investigations in six categories.¹⁴ Some are reviewed in every case, and others only when a complaint has been made. **Reviewed in every case:**

- Police officer-involved shootings.
- Deaths of persons in custody.
- Serious injuries to persons in custody. "Serious injury" means broken bones, deep cuts requiring stitches, or internal injuries that require medical attention by a doctor.

Reviewed only when a complaint has been made:

- Accusations of physical abuse by officers. "Physical abuse" means any physical force that is objectively unreasonable given the totality of the circumstances, including the severity of the crime at issue, whether the person poses an immediate threat to the safety of officers or others, and whether the person is actively resisting or attempting to evade arrest.

¹⁴Richmond Civilian Review Board, *Richmond Civilian Review Board Standard Operating Procedures and Policies* (adopted by Res. No. 2025-R020, September 8, 2025), <https://rva.gov/sites/default/files/2025-09/Richmond%20Civilian%20Review%20Board%20SOPs%209.26.2025.pdf>

Accusations of verbal abuse by officers. "Verbal abuse" means slurs addressing a person's race, ethnicity, gender, or sexual orientation, or sexual language directed at a person.

Reviewed on appeal:

- Appeals by community members of RPD findings or decisions in the case types above.

For these cases, the Board:

- Reviews each investigation after a final decision by the Internal Affairs Division and before any discipline is imposed.
- May conduct an independent investigation when it needs information beyond what RPD provides. This can include interviewing witnesses, applying to the Circuit Court for a subpoena with the approval of at least six members, and contracting with a third-party investigator with majority approval, available funding, and approval by the CRB Manager, City Council, and the Chief of Police.¹
- Offers non-binding recommendations on discipline or on changes to RPD practices, policies, and procedures.
- Issues a public summary report of its findings and recommendations within 60 days of completing each review, once any related criminal or civil proceedings have concluded.²
- Receives a written response from RPD to each recommendation, which RPD must make public within 30 days.³

X. The Journey to Civilian Oversight

Richmond's Civilian Review Board grew out of years of community advocacy. Beginning in 2017, residents and advocates called for independent oversight of the Richmond Police Department. The protests that followed the murder of George Floyd in 2020 carried those calls to City Hall, and City Council created a Task Force to shape what oversight should look like. Through public meetings, town halls, neighborhood canvassing, and more than 900 survey responses, the Task Force built a community vision: an independent office that would hear every complaint, investigate on its own, make binding decisions on discipline, and weigh in on police policy and budget.ⁱ

Mayor Stoney's administration then commissioned a consultant's report that favored an advisory role, and the Mayor proposed a more limited model based on it. Many Task Force members were concerned it was too limited, could strain community-police relationships, and risked being largely performative. Task Force members worked with City Council to reach a compromise on the Board's makeup and responsibilities. In 2022, Council approved a Board that reviews a defined set of serious cases and makes non-binding recommendations,

¹ CRB, *Standard Operating Procedures*.

² CRB, *Standard Operating Procedures*.

³ CRB, *Standard Operating Procedures*.

supported by a staff of one. At the time, the understanding was that the Board's structure could be revisited once the Board was in place and had built its foundation.

The Board's work shows what the current model can do and where it falls short of the community's original vision. The timeline that follows marks key milestones, and the rest of this report describes what the Board did, what limits its work, and what would strengthen it.

XI. Timeline 2: Events leading to CRB

2017	The Richmond Transparency and Accountability Project (RTAP) begins calling for a civilian review board.
May 2018	Marcus-David Peters, a 24-year-old teacher in a mental health crisis, is killed by a Richmond police officer. His family and advocates call for a civilian review board with subpoena power and a mental health response system. ⁴
Late 2018	Chief Alfred Durham retires, and William C. Smith becomes the department's 19th chief of police.
May 2020	The murder of George Floyd by Minneapolis police sparks protests around the world. In Richmond, protests center on the Confederate monuments along Monument Avenue and renew calls for civilian oversight.
June 2020	Richmond Police use tear gas on peaceful demonstrators at the Lee Monument before curfew, saying it was necessary because officers were cut off by violent protesters. ⁴
June 2020	Mayor Stoney requests and receives the resignation of Chief William C. Smith. Interim Chief Jody Blackwell steps down days later.

⁴ "Family of Richmond Man Killed by Police Issues Demands, Calling George Floyd's Death 'the Last Straw,'" *WWBT NBC12*, June 1, 2020, <https://www.12onyourside.com/2020/06/01/family-richmond-man-killed-by-police-issues-demands-calling-george-floyds-death-last-straw/>; Denise Lavoie, "Virginia Prosecutor Finds 2018 Police Shooting of Black Man Justified," *PBS NewsHour*, November 6, 2020, <https://www.pbs.org/newshour/nation/virginia-prosecutor-finds-2018-police-shooting-justified>. ⁴"Police Tear Gas, Charge Crowd Before Curfew Begins," *VPM News*, June 1, 2020, <https://www.vpm.org/news/2020-06-01/police-tear-gas-charge-crowd-before-curfew-begins>.

July 2020	Gerald M. Smith becomes the department's 20th chief of police.
July 2020	City Council adopts Ordinance 2020-155, creating the Task Force for the Establishment of a Civilian Review Board. ⁵
December 2020	Council's Governmental Operations Committee removes three nominees from consideration for the Task Force, including a former Petersburg police chief and a former police officer. This is due to a state law that bars former law enforcement officers from serving on civilian review boards.
August 2021	The Task Force recommends an independent oversight office with subpoena power and binding discipline authority, a \$1.2 million budget, and 10 full-time staff. ⁶
February 2022	VCU professor William Pelfrey Jr. presents a report to the Mayor and Council recommending an advisory board. ⁷
March 2022	Mayor Stoney introduces Ordinance 2022-091, a seven-member advisory board with three members appointed by Council, three by the Mayor, and one by the police chief, and about \$200,000 in annual funding. ⁸
Spring 2022	Several Task Force members speak in opposition to the proposal and ask Council for amendments. The Richmond NAACP calls for subpoena power and full access to police witnesses and records. ⁹
July 2022	Under a legal settlement, Richmond Police retract the June 2020 statement, acknowledging the crowd at the Lee Monument was peaceful and that no officers needed gas to reach safety. ¹⁰
July 2022	Chief Gerald Smith announces that police stopped a planned July 4 mass shooting at Dogwood Dell. The claim is later discredited. ¹¹
July 2022	Following concerns from Task Force members, the Richmond NAACP, and Council, the Mayor withdraws Ordinance 2022-091 to work with Council on amendments.
September 2022	Mayor Stoney introduces a revised proposal: eight members, four appointed by the Mayor and four by Council, with no seat appointed by the police chief.

⁵ Task Force, *Final Report and Recommendations*.

⁶ Task Force, *Final Report and Recommendations*.

October 2022	City Council unanimously approves Ordinance 2022-261, creating an eight-member advisory Board with a staff of one. Policies and procedures require a second Council vote. ¹²
October 2022	Chief Gerald Smith resigns, and Rick Edwards is named acting chief.

⁷ "Richmond NAACP Criticizes Mayor's Police Accountability Plan," *WRIC ABC 8News*, March 2022,

<https://www.wric.com/news/local-news/richmond-naacp-criticizes-mayors-police-accountability-plan/>; "Launched to Great Fanfare."

⁸ Richmond City Council, Ord. No. 2022-091 (introduced March 14, 2022; withdrawn July 20, 2022); "Mayor's Plan Weakens Proposed Civilian Review Board Powers and Independence from the Police," *VPM News*, March 30, 2022, <https://www.vpm.org/news/2022-03-30/mayors-plan-weakens-proposed-civilian-review-board-powers-and-independence-from>.

⁹ "Richmond Leaders at Odds over Civilian Review Board Policies," *WTVR CBS 6*, April 2022,

<https://www.wtvr.com/news/local-news/richmond-leaders-at-odds-over-civilian-review-board-policies>; "Richmond NAACP Criticizes Mayor's Plan."

¹⁰ "Richmond Police Retracts 2020 Tweet about Teargassing Demonstrators at Confederate Statue," *WRIC ABC 8News*, July 2022,

<https://www.wric.com/news/local-news/richmond/richmond-police-ordered-to-retract-2020-tweet-about-teargassing-demonstrators-at-confederate-statue/>.

¹¹ "A Timeline of Gerald Smith's Years as Richmond's Police Chief," *WWBT NBC12*, October 26, 2022,

<https://www.12onyourside.com/2022/10/26/timeline-gerald-smiths-years-richmonds-police-chief/>; "Building Back," *Richmond Magazine*, 2023, <https://richmondmagazine.com/news/news/rick-edwards-richmond-police-chief/>.

¹² Richmond City Council, Ord. No. 2022-261 (adopted October 10, 2022), codified at Richmond City Code Sec. 2-1202.1 et seq.; Dean Mirshahi, "Richmond Civilian Police Review Board Delayed Again," *VPM News*, July 9, 2025, <https://www.vpm.org/news/2025-07-09/richmond-police-civilian-review-board-lowery-coston-trammell-fontaine>. ¹³ Richmond City Council, Res. No. 2025-R020 (adopted September 8, 2025); Mirshahi, "Review Board Delayed Again."

Dedication

This first report is dedicated to the members of our community who have experienced harm at the hands of those sworn to protect them, and to the families and loved ones who stood beside them. Your experiences revealed the need for this Board, and your courage in sharing them made it possible.

It is also dedicated to the officers who live out the mission to serve and protect with integrity, including those whose ideas for better policing have not yet been heard. You are a part of this community too. Your commitment to the mission shows what policing can be, and your voice belongs in building the trust that is needed to make a safe community.

Finally, it is dedicated to the community members and advocates who called for accountability and never let that call fade. You are the experts this work answers to, and your persistence made this Board a reality.

Together, we are building a system where accountability is the standard, misconduct finds no shelter, and every member of our community is protected.

Sources

- "Building Back." *Richmond Magazine*, 2023.
<https://richmondmagazine.com/news/news/rick-edwards-richmond-police-chief/>
- "Family of Richmond Man Killed by Police Issues Demands, Calling George Floyd's Death 'the Last Straw.'" *WWBT NBC12*, June 1, 2020. <https://www.12onyourside.com/2020/06/01/family-richmond-man-killed-by-police-issues-demands-calling-george-floyds-death-last-straw/>
- "Launched to Great Fanfare, Richmond's Civilian Review Board Is Growing Restless as Its Workload Remains Minimal." *The Richmonder*, 2026. <https://www.richmonder.org/launched-to-great-fanfare-richmonds-civilian-review-board-is-growing-restless-as-its-workload-remains-minimal/>
- Lavoie, Denise. "Virginia Prosecutor Finds 2018 Police Shooting of Black Man Justified." *PBS NewsHour*, November 6, 2020.
<https://www.pbs.org/newshour/nation/virginia-prosecutor-finds-2018-police-shooting-justified>
- "Mayor's Plan Weakens Proposed Civilian Review Board Powers and Independence from the Police." *VPM News*, March 30, 2022.
<https://www.vpm.org/news/2022-03-30/mayors-plan-weakens-proposed-civilian-review-board-powers-and-independence-from>
- Mirshahi, Dean. "Richmond Civilian Police Review Board Delayed Again." *VPM News*, July 9, 2025.
<https://www.vpm.org/news/2025-07-09/richmond-police-civilian-review-board-lowery-coston-trammell-fontaine>
- "Police Tear Gas, Charge Crowd Before Curfew Begins." *VPM News*, June 1, 2020.
<https://www.vpm.org/news/2020-06-01/police-tear-gas-charge-crowd-before-curfew-begins>
- Richmond City Council Task Force for the Establishment of a Civilian Review Board. *Final Report and Recommendations of the Task Force to Establish Civilian Oversight in Richmond*, VA. Richmond, VA: City of Richmond, August 31, 2021.
- Richmond City Council. Ord. No. 2020-155. Adopted July 27, 2020.
- Richmond City Council. Ord. No. 2022-091. Introduced March 14, 2022; withdrawn July 20, 2022.
- Richmond City Council. Ord. No. 2022-261. Adopted October 10, 2022. Codified at Richmond City Code Sec. 2-1202.1 et seq.

Richmond City Council. Res. No. 2025-R020. Adopted September 8, 2025.

Richmond Civilian Review Board. *Richmond Civilian Review Board Standard Operating Procedures and Policies*. Adopted by Res. No. 2025-R020, September 8, 2025.

<https://rva.gov/sites/default/files/2025-09/Richmond%20Civilian%20Review%20Board%20SOPs%209.26.2025.pdf>

"Richmond Leaders at Odds over Civilian Review Board Policies." *WTVR CBS 6*, April 2022.

<https://www.wtvr.com/news/local-news/richmond-leaders-at-odds-over-civilian-review-board-policies> "Richmond NAACP Criticizes Mayor's Police Accountability Plan." *WRIC ABC 8News*, March 2022.

<https://www.wric.com/news/local-news/richmond-naacp-criticizes-mayors-police-accountability-plan/>

Richmond Police Department. Internal Affairs Complaints Reports, January 1 to December 31, 2025, and January 1 to September 30, 2026. <https://www.rva.gov/sites/default/files/2026-10/IAComplaints09.30.2026.pdf>

"Richmond Police Retracts 2020 Tweet about Teargassing Demonstrators at Confederate Statue." *WRIC ABC 8News*, July 2022.

<https://www.wric.com/news/local-news/richmond/richmond-police-ordered-to-retract-2020-tweet-about-teargassing-demonstrators-at-confederate-statue/>

"A Timeline of Gerald Smith's Years as Richmond's Police Chief." *WWBT NBC12*, October 26, 2022.

<https://www.12onyourside.com/2022/10/26/timeline-gerald-smiths-years-richmonds-police-chief/>

Virginia Code Sec. 9.1-601. <https://law.lis.virginia.gov/vacode/title9.1/chapter6/section9.1-601/>