

**Loudoun County Government Reform Commission
Memorandum**

To: Loudoun County Board of Supervisors

From: Loudoun County Government Reform Commission (LCGRC)

Re: Recommendations Regarding Sheriff's Office

Date: Thursday, November 1, 2012

LCGRC was asked to analyze whether or not reforms should be made to the current Loudoun County Sheriff's Office. Specifically, we analyzed the issue of potentially starting a Police Department for Loudoun County.

Some of the questions raised were:

1. Would the citizens benefit from a Police Department in addition to a Sheriff's Office?
2. Would a Sheriff's Office and a Police Department deliver better service at a better price?
3. If so, how would it work?
4. What are the advantages/disadvantages?

Executive Summary

LCGRC members met several times to discuss the issues involved. In addition, multiple meetings were held with Sheriff Chapman, six members of his staff, and staff members of neighboring jurisdictions in both Sheriff's Offices and Police Departments. We analyzed funding mechanisms, personnel requirements, infrastructure costs and process changes. Sheriff Chapman delivered a Power Point Presentation to the LCGRC describing the transitional impacts of forming a Police Department. His key staff members attended and provided comment as well.

The Government Reform Commission strongly recommends that the Loudoun County Board of Supervisors maintain the current structure of a Sheriff's Office without adding a Police Department.

Current Landscape

The current department appears in every respect to be well-organized, and staffed with highly trained and credentialed professionals, under a demanding system of accreditation. While this could also be true of any Police Department (PD) established, an immediate effect of adding one would be to institute duplication of administrative positions. While the Sheriff's Office would become an entity concerned primarily with court and detention functions, with law enforcement duties transferring to a PD, each would still need an administrative structure. An additional significant cost factor in making the change involves supplemental funding. Given the formulas for the same, Loudoun County would actually receive less with the establishment of a Police Department.

As with other items under commission study, the effect of politics on a department or position comes into discussion. While some may view the position of Sheriff as political (or politicized) because it is an elected constitutional office, this may serve to provide a benefit in the rapid change and growth of Loudoun County and its attendant pendulum politics, in that the voters always have the recourse of removal if they consider it warranted. An appointed Police Chief could be viewed as equally political, in that he/she is (or could be) perceived to be beholden to those who appoint him/her.

A significant issue relating to any attempt to come down on one side or the other is our current form of government. Under our current form, if a PD were established and a Chief appointed, where would they fit into the County Administrative structure? Would they report directly to the governing body, and be an At Will Employee of the Board?

If Loudoun were to make the change, it would be the largest and most populous county in the state to have that system of law enforcement, while still operating under the Traditional Form of County Government.

Attachments:

- (1) Transitional Impact from Sheriff's Office to Police Department PowerPoint Presentation
- (2) GRC Memo to File from Barbara Munsey and Tanya Matthews
- (3) Sheriff's Office 100-Days Accomplishment List

cc: Sheriff Michael Chapman



Talking Points Document



Transitional Impact from Sheriff's Office to Police Department

June 2012





Historical Perspective

Landscape

- 325,000 residents across 520 square miles
- Sheriff is responsible for Public Safety, Corrections, Civil Process, and Courthouse security and safety
- Draws authority from Virginia Code §15.2-1609
 - The Sheriff shall enforce the law or see that it is enforced in the locality from which he is elected; assist in the judicial process as provided by general law; and be charged with the custody, feeding and care of all prisoners confined in the county jail





The transitional impact from Sheriff's Office to police department can be analyzed from three dimensions



Personnel

- Funding Mechanisms
- Funding Comparisons
- Additional Personnel Required by Transition

Infrastructure

- Increased Costs Associated with Additional Infrastructure Needs

Process

- Professional Standards Established by the Accreditation Process
- The Calculus to Transition
- Strategic Processing





Compensation Board versus 599 Funding

Compensation Board

- Funds deputies at a rate of 1 deputy per 1,500 residents
- In FY12, funded 161 positions at a total cost of \$10,058,176

599 Funding

- Funds police officers by a formula that includes:
 - Locality population
 - Population density
 - Crime rates
 - Social services rates
 - Welfare caseloads
- Currently, 39 cities, 9 counties and 127 towns receive "599" funds
- Under the 599 program, Loudoun would be negatively impacted by its low crime rates, low social services rates and low welfare caseloads





Sheriff's Office receives more 599 grant funding per position when compared to Police departments in the NCR



Prince William County PD selected as comparison jurisdiction based upon similar size and scope of budget and demographics.





Funding Comparisons for FY12

Virginia State Compensation Board – Sheriff only

- Loudoun County Sheriff's Office (LCSO)
- \$10,058,176 total funding
- \$18,765 per deputy averaged over 536 filled positions (13 vacancies)

Virginia DCJS 599 Grant - Police only

- Prince William County Police (PWCPD)
- \$9,186,051 total funding
- \$16,312 per officer averaged over 569 positions





LCSO Sheriff's Office receives more funding per position when compared to Police Departments in the NCR



LCSO	Prince William PD	Leesburg PD
Compensation Board	599 Grant	599 Grant
\$18,756 avg. per Deputy	\$16,312 avg. per Officer	\$9,991 avg. per Officer

\$18,756 - \$16,312 = \$2444 more for LCSO

Personnel Costs

- Does not include infrastructure and equipment costs
- (\$2,444 x 335 staff = \$818,740) estimated loss in funding by switching from Comp Board to 599 funding (-19%)
- Leesburg Police Department receives significantly less 599 funding per officer due to its small population and population density, its low crime rate and its low social services and welfare caseloads





Additional Positions Required by the Creation of a Police Department



- 37 additional positions needed
- Positions would be within the Office of the Chief and the Administrative and Technical Services Division
- \$4,423,258 in first year start-up costs





Infrastructure Issues

Increased costs due to:

- Re-marking Sheriff's Office vehicles to police department
- Creation and purchase of new police department uniforms and accessories
- Increased facilities space needs due to the creation of a separate agency





Stability Through Institutionalized Processes

A New Level of Professionalism

- Physical agility standards
- 360 Degree Evaluation
- Comprehensive promotional process
- Migration of minimum college credits
- Recruiting from colleges
- Expanded Partnerships and Outreach





The Accreditation Process

Virginia Law Enforcement Professional Standards Commission

- Monitors the ongoing process of agencies in the evaluation and development of policy and procedures to ensure an acceptable level of **quality service** by the accredited agency
- 85 accredited agencies with another 50 in the process of initial accreditation

Establishes standards and administers accreditation process by which Virginia agencies can be measured

- To increase effectiveness and efficiency
- To promote cooperation
- To ensure appropriate training levels
- To promote public confidence in law enforcement





The Accreditation Process

Accreditation ensures

- Establishment of agency goals and objectives
- Assesses agency use of resources to reach goals objectives
- Assesses agencies policies and procedures
- Correction of internal deficiencies and inefficiencies
- Opportunity to reorganize without reprisal

Ultimately optimizing the professionalism of the agency and maximizing the quality of service delivery





The Calculus to Transition

Key Success Factors

- Rational, cost effective reasons to have a police department
- Civilian support to operate the department
- Exhausted other options for meeting community's policing needs

Complicated

- Time consuming (opportunity lost costs)
- Would be more expensive (long term implications, funding other programs)
- Return on investment may be small (end result may not be substantially better than what you have now)





The Calculus to Transition

Right Reasons to Start a Police Department

- Dissatisfaction with current services or cost including slow response times and inadequate services
- Recent and continuing population growth (for new agencies)

National survey results show top three reasons communities want a police department (those with no law enforcement agency)

- Quicker response times
- Dissatisfaction with current services
- Local accountability

Wrong Reasons to Start a Police Department

- Elected official has a personal issue with the Sheriff
- A single mishandled event
- Law enforcement actions against an influential person
- A single major crime has elevated fear among residents
- New police department is a 'pet project' of a single influential community member





The Calculus to Transition

Options for meeting law enforcement needs

- Continue to rely on current services, but with service modifications
- Continue to rely on contracted police services from Sheriff, County police, state police
- Consolidate police services with other communities
- Contract with private security
- Create a new limited service agency
- Create a new full service agency





The Calculus to Transition

Deciding to go forward with a police department involves:

- Setting scope of services
- Identifying the transition period
- Hiring leadership team
- Writing job descriptions
- Writing policies and procedures
- Creating report forms and processes
- Hiring personnel lost to Sheriff's Office
- Facility planning
- Equipment
- Training
- Operating plans
- Define support functions
- Communications and dispatch
- Records management





Strategic Processes to Engage In

Strategic Analysis

Key dimensions to assess

- Demand for police services
- Future growth projections
- Community needs, desires, expectations, support
- Fiscal resources required and loss to other programs
- Existing resources that might be available to a new department
- Current police services
 - Staffing and deployment
 - Style of policing (community policing, proactive, services)
 - Response times
- Crimes and calls for service
- Projecting future impact and growth
 - Can demographics support a police department





Strategic Processes to Engage In

Cost Analysis

- Salaries and all benefits
- If total compensation package is off from comparable nearby jurisdictions, then recruiting becomes a challenge
- Incurred costs to consider
 - Increased liability costs to county
 - Equipment costs- conversion, acquisition, O&M, replacement
 - Facilities purchase/lease and remodel
 - Training costs
 - Administrative costs (background investigations, supplies)
- To finance a new police department, communities historically raised money through
 - 18% increased tax rates
 - 16% state funds
 - 15% private funds
 - 7% special issue bonds





Lessons Learned

Internet research

News story- key factor is if current agency is efficient and well organized (Clearwater, FL)

News story – key factor is if money will be saved or public safety improved (Kershaw County, SC)

Is the Loudoun County Sheriff's Office efficient and well organized? Yes!

Would money be saved or public safety improved by the creation of a police department? No!



Loudoun County Government Reform Commission

Memo

To: File

From: Barbara Munsey and Tanya Matthews, Commissioners

Date: June 13, 2012

On June 13, 2012, a meeting transpired at the Loudoun County Sheriff's Office at 880 Harrison Street in Leesburg. The purpose was to discuss the issue of potentially starting a police department for Loudoun County. This is one of the structural issues that the Government Reform Commission is analyzing for potential reform.

Some of the questions raised were:

1. Would the citizens benefit from a Police Department in addition to a Sheriff's Office? Would a Sheriff Office and Police Department deliver better service at a better price?
2. If so, how would it work?
3. What are the advantages/disadvantages?

The attendees at this meeting included the following people:

Sheriff Mike Chapman
Chief Deputy Chris Harmison
Major John Fraga (Operational Support Division)
Major Ricky Frye (Corrections/Court Services)
Major Richie Fiano (Criminal Investigations Division)
Captain Greg Brown (Administrative/Technical Services)
Ms. Liz Mills (Director, Media Relations and Communications)
Ms. Barbara Munsey (Commissioner)
Ms. Tanya Matthews (Commissioner)

1. The average Police Chief stays in office 2 ½ years.
2. The average Sheriff stays in office 12 years.
3. When voters decide who the top law enforcement (LE) officer is, the process is de-politicized. If the person were appointed by the Board of Supervisors, there is potential for favoritism or politics to play a role.
4. The top LE official should be involved in the community by attending community events, connecting with residents, getting to know the children, being seen at parades as an approachable official, etc.
5. One current member of the current Board of Supervisors wanted to eliminate the DARE program, which was recently expanded to middle schools. This program keeps kids current and aware of the tactics that drug dealers and gang members use today. This education is preventive.

- If the top LE official for the County were hired by the Board of Supervisors, the DARE program may have been cut.
6. The budget of the Sheriff's Office is around \$75 Million.
 7. When Sheriff Chapman goes before the Board of Supervisors for additional money, he tries to have something he can give up in exchange. For example, he gave up upgrades in the Command Center Van for being able to pay deputies for night differential.
 8. The western Loudoun station was recently approved. Ground breaking is scheduled for February 2013.
 9. Loudoun County has approximately .8 deputies per 1,000 residents.
 10. Loudoun County has 519 square miles.
 11. At Sycolin Road and Miller Drive, Apex Gym asked their Supervisor for a deputy to direct traffic. This request costs money. With our budget currently, to provide deputies, service elsewhere would have to suffer. The Sheriff needs to make sure that all emergencies receive adequate manpower, and this means he needs to balance all requests.
 12. To provide long-term stability, Sheriff Chapman is trying to institutionalize policies and procedures. He's performing assessment analysis for staff members, 360 evaluations, required CEU's for promotions to prove continuing education of staff, and conformance to accreditation processes.
 13. If we added a Police Department, its officers would handle LE in the community and the Sheriff's Office would handle courthouse security, management of the adult detention center, civil process and ceremonial duties.
 14. The juvenile detention center is run by the state.
 15. There is an accreditation process that the Sheriff's Office must undergo every two years.
 16. Sheriff Chapman holds regular meetings with his key staff members to do a comprehensive review of the jails, mental health of prisoners when they get out of incarceration, prisoner's rehabilitation and connectivity, and other aspects, all of which are enumerated on the departmental website.
 17. There are 185 standards to meet with the Virginia Accreditation Commission. They must show proof of compliance in four accreditation periods.
 18. Funding comes from Loudoun County Government and 599 funds, which are further described in Sheriff Chapman's Power Point Presentation.
 19. Former Supervisor Laurie Waters looked into forming a Police Department a few years ago, but a formal report was never published.
 20. The Sheriff's Office is currently updating the General Orders, which is the policies and procedures manual of the department totaling approximately 500 pages.
 21. The Washington Post recently published the 100 day accomplishments for the new Sheriff's Office. We received a copy, which we are forwarding to the full commission.

22. An upcoming initiative is to have a spot on the Sheriff's Office website for reporting minor problems.
23. Both Roanoke and Albemarle Counties went to a Police Department and Sheriff's Office and both were formed due to corruption issues.
24. Montgomery County has 1.19 officers for 1,000 residents. Montgomery County says that 2 officers per 1,000 residents is the ideal standard for handling crime.
25. Manpower is always an issue. The department believes it needs more deputies.
26. There are three local Police Departments: Leesburg (84 officers), Purcellville (14 officers) and Middleburg (5 officers).
27. We reviewed the Power Point Presentation that the Sheriff's Office created.

These minutes reflect the understanding of the author. If there are edits to these minutes, please submit them to Tanya Matthews at tanya.matthews@loudoun.gov within 48 hours, or they shall stand as an accurate representation of the proceedings of the meeting.



Sheriff Michael L. Chapman

LOUDOUN COUNTY SHERIFF'S OFFICE

880 Harrison Street SE, Leesburg, Virginia 20175
Telephone 703-777-0407

FOR IMMEDIATE RELEASE
April 16, 2012

Contact: Liz Mills, Director of Media Relations and Communications, 571-251-5568 (mobile)
Liz.mills@loudoun.gov

LCSO Sheriff Michael L. Chapman Announces 100-Days Accomplishment List

Loudoun County, VA – Sheriff Michael L. Chapman released highlights of the Loudoun County Sheriff's Office (LCSO) first 100-days of accomplishments since he took office on January 1st. The following accomplishments were part of Sheriff Chapman's goals to deliver Service, Technology, Efficiency, and Professionalism (STEP-UP) to the agency.

Accomplishments include:

Service:

- Helped secure approval of Western Loudoun Station- will greatly increase deputy availability.
- Scheduled training to expand D.A.R.E. into Middle Schools beginning next year.
- Initiated a dedicated SWAT Team for emergency call-outs & to assist busy patrol shifts. (FY-13)
- Intensive cold-case reviews.
- Decentralized Community Resource Unit- to serve area stations better.
- Decentralized Adult Crime Prevention Unit- to serve area stations better. (April)
- Arranged Officer Safety Symposium, attended by all County Law Enforcement agencies.
- Invited FBI Domestic Terrorism Unit to monthly Criminal Investigations Division meetings.
- Established forensic training program with FBI in support of Crime Scene Unit.
- Helped secure a School Resource Officer at John Champe High School.

Technology:

- Used social media in communications & increased followers, began tracking for measurement.
- Creating request for proposal for new Computer Aided Dispatch/Records Management System.
- Implemented training for Narcotics Unit regarding real-time connectivity among other agencies.
- Secured approval of additional Forensic Computer Specialist to further enhance investigations.
- Secured Crime & Financial Analyst position.
- Developed liaison with El Paso Intelligence Center for instantaneous intelligence data sharing.
- Developing innovative agency website to further improve outreach and communication.
- Developed and implemented district-based daily crime reports for County Board of Supervisors.
- Implemented media matrix to track effectiveness of community outreach.

Efficiency:

- Saved taxpayers \$15,078 with multiple swearing-in ceremonies for personnel during their shifts.

- Opening Phase II of the Adult Detention Center (ADC) four-months ahead of schedule.
- Returned inmates housed outside of Loudoun to the ADC earlier than projected, saving \$16,000.
- Saved nearly \$40,000 in local funds using inmate workforce to install double bunking at ADC.
- Achieved success in obtaining approval of night shift differential for LCSO Deputies & civilians.
- Installing Video Visitation Equipment in Phase I, maintaining continuity of service at the ADC.
- Trained two ADC deputies to be inspection-certified Fire Marshals to perform fire inspections.
- Introduced savings to taxpayers by preparing some foods at ADC instead of purchasing items.
- Successful in obtaining approval of full-time cook at Loudoun County Adult Detention Center.
- Saved a projected \$59,463 with Patrol work schedule changing to 4 squads instead of 6. (FY-13)
- Developed program to reduce hold-over time 70% with more efficient patrol schedules. (FY-13)
- Removed flex-scheduling for court.
- Will train full-time SWAT team during normal work hours in order to reduce overtime. (FY-13)
- Removed Emergency Vehicle Operations Team on-call pay by outsourcing with private contract.
- Audited monetary accounts in Special Investigations Section by VA State Police.
- Ensured design for Administrative Offices & Dispatch Center stayed on schedule.
- All above modernizations will result in a projected savings to taxpayers of \$467,855.

Professionalism:

- Further developed Loudoun Sheriff's Office partnership with Federal & local agencies.
- Established LCSO Speaker's Bureau to work with area colleges & conduct community outreach.
- Modified LCSO Applicant section to expand recruiting efforts through colleges & US military.
- Created Standard Operating Procedures regarding Clandestine Lab Seizures.
- Developing program of consistent leadership for all sworn supervisors.

The Loudoun County Sheriff's Office will continue to find ways to improve our service to the community. If you have any ideas or suggestions, please contact Liz Mills, Director of Media Relations and Communications, at liz.mills@loudoun.gov.

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