

Analysis of Potential Conversion from Sheriff's Office to County Police Department

March 2022

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Acknowledgments

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Acronyms

ADC	Adult Detention Center
BOS	Board of Supervisors
CFS	Calls for Service
CIP	Capital Improvement Plan
CIT	Crisis Intervention Team/Training
COG	Council of Governments
CRP	Civilian Review Panel
DCJS	Department of Criminal Justice Services
ECC	Emergency Communications Center
FOIA	Freedom of Information Act
FTE	Full-Time Employee
FY	Fiscal Year
HOA	Homeowners Association
IACP	International Association of Chiefs of Police
IBR	Incident-Based Reporting
ILP	Intelligence-Led Policing
IPA	Independent Police Auditor
LCGRC	Loudoun County Government Reform Commission
LCPD	Loudoun County Police Department
LCSO	Loudoun County Sheriff's Office
LOB	Lines of Business
NIBRS	National Incident-Based Reporting System
MCCA	Major City Chiefs' Association
MCSA	Major City Sheriffs' Association
NVRC	Northern Virginia Regional Commission
NVRCJA	North Virginia Regional Criminal Justice Academy
PSAP	Public Safety Answering Point
PSC	Public Safety Committee
SRO	School Resource Officer
U.S.	United States
UCR	Uniform Crime Reports
VSP	Virginia State Police

Executive Summary

Loudoun County, Virginia, engaged the International Association of Chiefs of Police (IACP) to systematically study and evaluate considerations for the County in potentially reorganizing its public safety services by separating some of the law enforcement functions from the sheriff's office and creating a county police department.

By agreement with the County, IACP's analysis entails three primary focus areas:

Task 1. Organizational Analysis

Evaluate and consider existing and effective practices for the organizational and governance structure between the Board of Supervisors and the Loudoun County Sheriff's Office. Include a comparative analysis of the formation of a county police department to provide primary police services.

Task 2. Cost Analysis

Analyze the fiscal costs and impacts of forming and operating a county police department in addition to the statutorily mandated sheriff's office, including short- and long-term operational costs and facilities needs.

Task 3. Operational Analysis

Develop and present a review of the significant factors to consider in making this potential change and identify potential transition and/or implementation plans, timelines, and challenges.

The enclosed report includes key findings and recommendations for effective practices and organizational change for the Loudoun County Sheriff's Office (as part of the organizational and operational review) but does not include a recommendation in favor or against a change in the delivery of police services to a county police department. Rather, the scope of the study is limited to identifying and developing the factors to be considered in making such a transition – both short-term and long-term. A change of this size and nature will have both positive and negative impacts. Such factors would include implications for relationships with residents and stakeholders, personnel and morale, organizational structure, oversight, accountability, transparency, and financial impacts.

The overarching goal of this report is to provide the stakeholders with an authoritative evaluation and analysis to build the foundation for making the initial determination as to whether a ballot question is in the best interests of Loudoun County. Secondarily this same

evaluation and analysis may provide the groundwork for fully and thoroughly informing the county residents who would ultimately be asked to make this decision.

Loudoun County requested a data-driven analysis to include a deep dive into key performance indicators (crime statistics, emergency response times, workforce data, resident, and workforce surveys) and to provide comparisons with other agencies and counties in the region, state, and elsewhere.

The Structure of this Report

Sections 1-3 describe the current policing environment in Loudoun County and provide an overview of the Loudoun County Sheriff's Office as it is currently organized and operates and the agency's role and relationships throughout the county. These first three sections do not compare the two policing models under consideration.

Section 1: Constitutional and Statutory Mandates, Referendum and Legislative Approval

Section 2: Loudoun County, Virginia

Section 3: Current Loudoun County Sheriff's Office Operations and Governance

Section 4 Comparables develops comparisons between the Loudoun County Sheriff's Office *as it currently functions* and other agencies in the region and other full-service sheriff's offices of similar size and circumstances.

Sections 5-7 lay out the fiscal impacts, obstacles, and challenges for conversion, the cost-risk-benefit analysis, and the policy considerations.

Section 5: Model for Two Separate Agencies: 2022 Converted

Section 6: Short and Long-Term Costs of Conversion

Section 7: Policy Considerations for Conversion

Section 8: Operational Objectives for a County Police Department provides an evaluation of the current delivery of policing services was conducted to identify potential re-alignments, best practices, and operational objectives for a county police department.

Section 9: The Conversion Process provides an overview of the transition process and timeline to be anticipated and the organizational principles for forming the foundation of a new county police department in the event a referendum is passed authorizing this change.

Section 10: Effective Practices Recommendations for Loudoun County and the Sheriff's Office have been developed for the county and agency *as they currently function*, but also will

be applicable in the event the county elects to form a police department in addition to a sheriff's office.

Key Observations

Organizational Study – Key Observations

- The Loudoun County Sheriff's Office provides high quality law enforcement and public safety services in all of its lines of business; the agency has developed a strong community presence and reputation among the county's residents and law enforcement partners in the area. (Sections 2, 3)
- When considering key performance indicators, the Loudoun County Sheriff's Office compares favorably among all of the comparison agencies (in Virginia, across the Metropolitan Washington Council of Governments region, and among other Major County Sheriff's Offices similarly situated). (Sections 2,3,4)
- There is no indication that the Loudoun County Sheriff's Office is in need of significant re-organization, but LCSO would benefit from several "Effective Practice Recommendations." (Section 10).

Comparative and Cost Analysis – Key Observations

- Forming a county-wide police department separate from the sheriff's constitutional mandates is complicated by Loudoun County's current form of government, and the constitutional independence of the Office of the Sheriff. (Sections 1-2)
- The Commonwealth provides significant funding and resources for the operation of the Loudoun County Sheriff's Office, a portion of which will be forfeited if policing services are separated from the sheriff's mandates. (Section 5)
- By converting from one to two independent and fully functioning agencies, Loudoun County will assume significant one-time, short-term, and long-term fiscal impacts, that it would not otherwise incur but for the conversion. (Section 5)
- As an option, continuing with current operations has both a comparative and economic advantage; the option of conversion presents policy advantages, but this option is time and resource intensive, poses the potential of disruption to services, and presents opportunity costs. (Sections 5-7)

Transition and Conversion Study -- Key Observations

- Transition to two independent agencies will provide an opportunity for the Board of Supervisors (Board) to take a more active role in the policy and operations for policing across the county, to include re-alignment, planning, and staffing. (Sections 8-9)

- Assuming that all legal requirements have been satisfied, the process of transition will take 24-36 months for the county police department to become operational, with several milestones to include overlapped services and redundancies to avoid disruption to policing services. Additional time will be required to complete permanent facilities. (Sections 6, 10)
- The LCSO uses many platforms to keep community stakeholders engaged, and throughout the conversion process it will be crucial for the chief of police to embrace these engagements for continuity of communication transparency. Additionally, it is recommended that both the LCSO and the county police department adopt the best practice of using the co-production of policing model. This model creates a formal structure for engaging all stakeholders (i.e., employees, county government, and community advocates) in reviewing policies and procedures and providing constructive recommendations for consideration by the sheriff and chief of police to ensure essential law enforcement services are reflective of the needs of all communities within the county (discussed further in sections 8-10). The county can further leverage the co-production model for the entire of public safety portfolio by considering the restructuring of existing formal committees to that of a Public Safety Committee in keeping with recent best practices within the Washington Metropolitan Council of Governments region and several other local governments in the nation. The public safety portfolio should also consider the development of other accountability structures for the county police department in the creation of both a civilian review panel and police auditor to enhance transparency practices.

Key Findings

The Sheriff's Office Provides Seamless Delivery of County-wide Public Safety Services

In a constitutionally defined role, the Loudoun County sheriff is responsible for providing critical life and death public safety services for the residents, visitors, schools, businesses, and places of worship within the county. The sheriff manages and coordinates the inter-dependent functions of the agency's services and the sheriff's mandates, as well as relationships and collaboration with other agencies, coordinates response teams and mutual aid, and provides the safety net for law enforcement services across the county.

Enormous growth across the county in the future may mean the establishment of additional incorporated towns and the potential for additional police departments (in the remaining four towns currently incorporated or in villages that grow into towns). As new residents and businesses in unincorporated areas seek out existing town services, new and existing local police departments will expand to provide these services.

All five of Loudoun County's constitutional officers, including the sheriff, operate independently from the Board, with a clear separation of powers.

The current county governance structure sets all five of Loudoun County's constitutional officers outside of the direct supervision of the Board and county administrator, as co-equal and independent offices, each with its authority to fulfill mandates, to define their mission, and to engage with the residents of the county who have provided their electoral mandates.

Where, as here, the Office of the Sheriff operates independently, the Board of Supervisors maintains the power of the purse and appropriation. However, once the funds have been designated in an annual budgetary resolution, the sheriff exercises the authority to organize the office, designate and assign personnel, set the mission and goals for the agency and personnel, and implement initiatives and strategies for maintaining public safety in all of the mandated areas of sheriff's authority.

The Virginia Constitution guarantees the independence of the Office of the Sheriff and a clear separation of the sheriff's public safety policy-making authority from the county's Board of Supervisors. Given the constitutional status of the office, and the county's traditional form of government,¹ changing the formation of the sheriff's office to create a county police department would require a referendum.

1. The county receives state funding from "The Compensation Board" for a portion of the services provided by each of these constitutional officers and their respective employees, calculated each year according to formula, which will be discontinued, in part. It may take years for Loudoun County to begin to receive "599" State funding for officers due to qualifying, certifying, and legislative timelines.
2. The sworn employees in the sheriff's office are employed separately within the constitutional office and generally not subject to the employment authorization of the county. The status of sworn deputies will have a significant impact on the question of conversion, as there cannot be a simple transfer; all sworn positions in a new police department will be subject to posting, applications, and background.

¹ In April 2021, the County Board was presented with, and rejected, the option of changing the Loudoun County form of government to one of the forms used in either Fairfax or Prince William County—Such a change also would require a Referendum, with a Petition requirement.

Public Policy Reasons to Form a Loudoun County Police Department

In the context of “criminal justice reform,” there will always be ways to improve. Deciding to form a new county-wide police department is not a “reform,” but rather a public policy decision focusing on the balance of decision-making power between the Board and the Sheriff.

With direct oversight of a police department and hiring authority over a chief of police, the Board could make any or all the following policing decisions:

The Board could develop an open hiring process for the selection of a chief of police and would negotiate an employment contract for that position.

- The Board would likely develop a proposal for a Citizen Review Board, although none is required; its specific powers would be open for discussion and would require majority support to enact.
- A Public Safety Committee might be designated for a regular meeting time to address policing issues, facilitating coordination and data sharing among the County's Public Safety stakeholders.
- The Board could determine what data regarding policing activities would be reported and made public (beyond mandates) and how frequently it is updated.
- The Board could prioritize diversity hiring, succession planning, and invest in additional training and educational opportunities.
- The Board could authorize collective bargaining among sworn officers.

One of the key differences between a sheriff's office and a police agency is the reporting structure.

Sheriff and Undersheriff:

A Virginia sheriff with primary law enforcement authority has the power to make independent decisions regarding policing strategies, crime-fighting initiatives, resident participation, staffing assignments, budget allocations (once the budget is approved by the Board of Supervisors), community messaging, cross-training, prioritized policing responses, detail assignments, service levels, the use of equipment and technology, and mutual aid agreements.

The voters of the county retain the ultimate authority to provide an electoral mandate for a sheriff's initiatives and performance or the ability to terminate their service.

The sheriff is the elected official. The undersheriff is appointed by the sheriff and operates essentially as the police chief for the county, responsible for the day-to-day operations of the agency and following directions from the sheriff. For a candidate to be eligible

in a sheriff election, they need only be a resident of the county; to serve as sheriff, they must be qualified as a sworn peace officer. The sheriff is accountable to the residents through an election held every four years but also is subject to removal procedures in the event of misconduct. While a sheriff must run for election, the office and its operations should always be non-political.

Board of Supervisors and Chief of Police:

In Loudoun County, given its form of government, a police chief would function like a department director, who submits recommendations and proposed budgets, and the Board of Supervisors would have the authority to approve or deny them. The new police chief would not make major decisions or set new policies without the authority and approval of the Board of Supervisors and must accept their directives and policy initiatives.

The qualifications for a chief likely would be set by the Board of Supervisors or a delegated hiring authority. For Loudoun County, qualifications likely require an advanced degree and substantial law enforcement experience at the command level. Loudoun County would create a contract position and negotiate a contract with a duration of 2-6 years and with termination provisions to include instances of misconduct. A chief of police and the operations of a police department should always be non-political.

Separating the Policing Services from the Sheriff's Mandates will Require the Creation of Two Fully Operational, Independent, and Self-Sufficient Agencies.

A referendum ballot must ask the voters this question: *"Shall a police force be established in the county and the sheriff's office be relieved of primary law-enforcement responsibilities?"* See Va. Code § 15.2-1702(B). If the voters reply affirmatively, and Legislative approval has been provided, then the county may establish a police department to provide for the remaining law enforcement function(s), and a police chief may serve as the chief law enforcement officer for the areas of the county that have not established police departments of their own.

The resulting police department and sheriff's office both must be able to operate fully before the Office of the Sheriff discontinues its law enforcement operations. Further, the contemplated conversion is very different from creating an entirely new agency where services and service levels are new to the community and residents. Here, the residents depend upon the seamless delivery of policing services and levels. There is no backup, so the transition planning must include fail-safe, safety-net and/or overlapping services. Ultimately, both temporary and permanent duplication and significant expansion of the number of positions and the annual budget simply is unavoidable.

Comparison to Other Agencies in the State, Region, and Country Demonstrate the Quality and Skilled Delivery of Policing Services Provided by the Sheriff's Office as it is Currently Configured.

When comparing national crime statistics, Northern Virginia law enforcement agencies' crime statistics, and law enforcement agencies across the Washington D.C. Metropolitan Area, the sheriff's office does an excellent job addressing the public safety needs in Loudoun County.

In 86 of Virginia's 95 counties, the sheriff serves as the chief law enforcement officer, providing primary law enforcement services to the entire county. Only nine Virginia counties maintain county police departments; eight of the nine operate within a different form of county governance. The ninth is not comparable in size or circumstances to Loudoun.² Prince George County is the last to have created a county-wide police department in 1995.

This report includes significant findings where reasonable comparisons were identified; however, there was no obvious comparison county/jurisdiction in the Council of Governments Region considering county population, the number of sworn officers, and the county form of government – especially when also factoring in the statistics for violent crime, lines of business and agency accreditations.

The Professionalism and Leadership Achieved and Maintained by the Loudoun County Sheriff's Office is Much Larger than Any One Sheriff or Officeholder.

The day-to-day 24/7-365 operations, policies, and protocols are regimented and entrenched in an agency of this size and difficult to change, even for a sheriff serving in the office for multiple terms. The State mandates regular reporting for the jail, training, use of force incidents, and injuries. All lawsuits and claims are reported and managed by the State.

County budget and fiscal policies ensure that equipment purchases, the number of positions, and the compensation rates are all set by or approved by the Board of Supervisors.³ Beyond

² Virginia Government in Brief (2018-2022) Virginia Assembly, p. 61. Albemarle and Prince William have adopted County Executive Form (where the Executive has increased administrative authority, including the power of appointments to major departments), p. 55. Henrico operates with the County Manager Form. Fairfax operates with the Urban County Executive Form (where no new municipalities may be established). Arlington operates with the County Manager Plan. Chesterfield, Roanoke, and James City Counties all operate by County Charters.

³ Due to the nature and extent of the County's Fiscal and Internal Controls, the Sheriff's Office is completely accountable and transparent for every dollar of taxpayer funding provided by the residents of Loudoun County. The County manages *all* of the Sheriff's sources of funds and revenues. All payments and expenses are paid through the Department of Finance and Budget. The Sheriff's Office budget and finance personnel and Administration coordinate with the Department of Finance and Budget. County's Department of Finance and Budget to properly account for every transaction, in the smallest of increments, and the preparation of accurate and complete reporting on a regular basis. The County Board approves Job Classes and

that, new strategic initiatives, new personnel, and new equipment require collaboration and approval by the Board of Supervisors. The Loudoun County Sheriff's primary authority rests in the strategic selection and deployment of personnel to cover mandated responsibilities and commitments made to the Board of Supervisors and the residents.

The Loudoun County Sheriff's Office recruits highly educated and experienced law enforcement leaders. The sheriff appoints a sworn deputy as the colonel who serves as undersheriff, and two lieutenant colonels serve as commanders for the two bureaus. Promotional processes are intensive, with candidates submitting to an internal review process and evaluation depending upon the position. Every position has eligibility requirements (experience, training, years of law enforcement, and LCSO agency service).

By LCSO policy, all candidate's employment records, performance evaluations, and Internal Affairs records are reviewed, and candidates are evaluated based upon written and/or oral exams, resumes and/or applications. In certain cases, an assessment center simulated leadership challenge is also done.

Preparing and adopting an annual budget every year has become a process in collaboration, with joint initiatives developed between the Board and the Sheriff's Office. The FY 2022 Budget is a model of collaboration.⁴ For the FY 2022 Budget, the Board and Sheriff agreed to the implementation of body-worn cameras for LCSO (policies and staff regarding storage and FOIA requests, equipment costs, and plans for a roll-out), and agreed to a schedule for adding 45 new deputies for the courthouse expansion in Leesburg.

Fiscal Impacts

- The fiscal impact of conversion will increase county spending by hundreds of millions of dollars over the first 10 years, when including the costs of a new facility.
- The county's annual budget for these services will increase to a minimum of \$133 million (by more than \$24 million and 22% every year⁵) to provide services that currently are being provided by the LCSO for \$109 million.
- As the police department reaches full operational capacity, this budget is likely to increase further to \$134 million (by up to more than \$25.2 million and 32% every year), with the costs of implementing best practices recommendations.

Compensation Rates and adopts annual adjustments to pay and benefits in relation, to include the Sheriff and employees of the Office of the Sheriff.

⁴ This process is not without its tensions and significant give-and-take. This is not unusual among counties with an independent Office of the Sheriff.

⁵ In current dollars

- The county will increase by at least 43 positions to start, and as many as 103 FTE's (if new county FTEs are included).
- There may be lost opportunities if these county funds are committed in this manner:
 - The construction and operation of a Mental Health Assessment and Treatment Facility, to include hiring clinical staff to provide services for residents that currently are unavailable or inaccessible.
 - Funding for the Sheriff's Office 5th Substation and staffing to be added in 2028-9; this is an area of certain growth and future need.
 - Future opportunity to fund potential needs or make future investments.

A period of 24 to 36 months should be expected for planning, hiring, contracting, and methodical implementation to reach full capacity and capability. There are serious potential and unnecessary risks associated with conversion; on the other hand, no risk has been identified for continuing with the current structure and system for the delivery of policing services in the county.

Introduction

During a Loudoun County Board of Supervisors' (Board) business meeting on July 21, 2020, the Board was presented with an item regarding options on forms of county government in Virginia and the potential establishment of a county police department.

In response, the Board directed staff to develop a list of law enforcement options for the Board's consideration with a specific direction to include the establishment of a county police department. Currently, the Loudoun County Sheriff's Office (LCSO) is the primary law enforcement service provider for incorporated and unincorporated areas of Loudoun County that do not have their own police department. Those towns with their own police departments have concurrent jurisdiction with the LCSO.

In April of 2021, Loudoun County engaged the IACP to conduct a detailed, impartial analysis of the potential formation of a county police department. While this study looks at the feasibility of extracting functions and services from the current sheriff's office, it is not the only public safety entity. The IACP reviewed the interagency cooperation between the LCSO, Loudoun County Office of Emergency Management, and Loudoun County Fire and Rescue System and how this would define roles and responsibilities for a county police department. Analysis of the LCSO lines of business (LOB) assessed how these functions are currently handled directly by the LCSO or by a support agency to identify which should be transferred to a county police department, remain with the LCSO, or reside with both agencies. The IACP also considered current partnerships with other law enforcement agencies such as the Leesburg, Middleburg, and Purcellville police departments, the Metropolitan Washington Airports Authority, and the Virginia State Police, among others, and the need for a county police department to continue to work with those agencies for delivery of police services.

History of the Loudoun County Sheriff's Office

Since its formation in 1757⁶ as a county in the Commonwealth of Virginia, Loudoun County has always had a sheriff, and since 1851, the Office of Sheriff has been an elected position.⁷ The

⁶ In 1757, by act of the Virginia House of Burgesses, Fairfax County was divided. The western portion was named Loudoun for John Campbell, the fourth earl of Loudoun, a Scottish nobleman who served as commander-in-chief for all British armed forces in North America and titular governor of Virginia from 1756 to 1759. Leesburg has served continuously as the county seat since 1757. See, *History of Loudoun County* at <http://Loudoun.gov>. See also, *The History of Loudoun County, Virginia*, <http://LoudounHistory.org>.

⁷ At this time, party politics was not involved in local elections. Prominent citizens were the office seekers in the county and did not see any reason to identify themselves with any national party.
<https://www.fcva.us/departments/sheriff-s-office/archives/history-of-the-frederick-county-sheriff> .

first courthouse was built in 1758 on Raspberry Plain, a property owned by Aeneas Campbell, who oversaw the construction and became the county's first sheriff.⁸ In the earliest days of local government, the sheriff typically was one of the most esteemed and pre-eminent citizens, entrusted with great authority and the responsibility to keep the peace:

*"Aeneas Campbell was one of the leading spirits in the new county. Not only was he its first sheriff, but he built its first courthouse and was an original trustee of Leesburg when that town was "erected." In those days, the outstanding men in a community were chosen for public office, and the frequency of his name on the records unquestionably confirms his influential prominence."*⁹

The sheriff was an important figure in Revolutionary Virginia, especially in Loudoun County, where turmoil and insurrection broke out in February 1776, in a conflict between "gentlemen and their less wealthy neighbors."¹⁰ On August 12, 1776, Loudoun citizens gathered at the courthouse to hear the sheriff, the keeper of the peace, read "The Declaration of Independence by the Honorable Congress."¹¹ Until 1776, all sheriffs were appointed by the Crown. From 1776 to 1851, Virginia sheriffs were appointed from a list of magistrates. The Virginia Constitution of 1851 introduced the popularly elected Office of the Sheriff.¹² Since that time, Loudoun County has elected a sheriff as its chief law enforcement officer.

Demographics

Loudoun County, with a 2020 population of 423,046, spread across 520 square miles, is one of the fastest-growing counties in the U.S. and one of the wealthiest due largely to the expansion of the data center industry. The average median income for households in the United States is \$62,483, compared to \$142,299 in Loudoun County.¹³ Situated on the outer rim of the Washington, D.C. Metropolitan Area, Loudoun County's population has grown 35.5% from 2010

⁸ *American Studies of the University of Virginia (Tour 3, Section a.)* (2006)

<http://xroads.virginia.edu/~ug99/cook/wpa/tour3.htm> (accessed Oct. 21, 2021) See also, "Raspberry Plain: History" <http://Raspberryplainmanor.com> (accessed Oct. 21, 2021).

⁹ Harrison Williams, "The Project Gutenberg eBook of Legends of Loudoun" November 25, 2011 (<http://Gutenberg.org> at p. 78, accessed Oct. 20, 2021).

¹⁰ Michael A. McDonnell and Woody Holton, "Patriot v. Patriot: Social Conflict in Virginia and the Origins of the American Revolution," *Journal of American Studies*, Vol. 34 No. 2, Cambridge University Press (Aug. 2000)

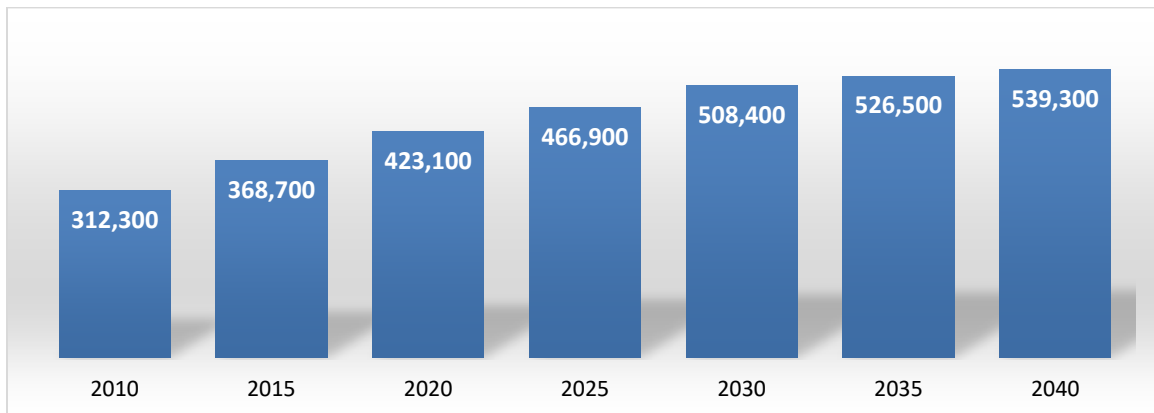
¹¹ *History of Loudoun County* at <http://Loudoun.gov>. See also, *The History of Loudoun County, Virginia*. <http://LoudounHistory.org>.

¹² *History of Sheriffs*, <https://jamescitycountyva.gov/2702/History>

¹³ Staff, "The Richest Counties in the U.S.," *U.S. News & World Report*, December 11, 2020 (usnews.com)(based on census estimates from 2015-2019) Note that of the top 15, 6 were located in Virginia or Maryland).

to 2019.¹⁴ The county's projections indicate additional growth through the next twenty years. Loudoun County's population has continued to increase as a share of the region's total. Loudoun now has 17% of the Northern Virginia Regional Commission (NVRC) population, an increase from 14% as of the 2010 Census.¹⁵

Figure 1: Population Growth



Source: Loudoun County

County residents earn the highest median incomes in the nation, are considered the healthiest residents in the commonwealth¹⁶, and benefit from the lowest crime rate out of the nine northern Virginia jurisdictions in the Washington, D.C. area.

Sixty-seven percent (67%) of residents in Loudoun County responding to the 2020 Census reported their race as "White alone;" roughly twenty percent (20%) reported their race as "Asian alone;" roughly fourteen percent (14%) reported their race as Hispanic or Latino; and roughly eight percent (8%) reported their race as "Black or African American, alone." Roughly four percent (4%) of residents claimed two or more races, and other races were represented with under one percent (1%) (including American Indian and Alaskan Native, and Native Hawaiian and Other Pacific Islander).

¹⁴ Mark Hand, "Nine NoVA Counties, Cities Rank in Top 30 for Population Growth," *Ashburn, VA Patch*, June 10, 2021.

¹⁵ The NVRC region contains Arlington, Fairfax and Prince William counties, the cities of Alexandria, Fairfax, Falls Church, Manassas, and Manassas Park, and the towns of Dumfries, Herndon, Leesburg, and Vienna. See, "2020 Decennial Census: Population Growth in Loudoun County, Virginia" prepared by the Loudoun County Department of Finance and Budget: August 20, 2021 (accessed at <http://Loudoun.gov>).

¹⁶ County Health Rankings.
<https://www.countyhealthrankings.org/app/virginia/2021/rankings/loudoun/county/outcomes/overall/snapshot>
(Accessed August 20, 2021).

Location

Loudoun County is located just under 60 miles north and west of Washington, D.C., well outside the Capital Beltway, with no major interstate highway. The county borders the more urban and developed areas of Fairfax County and Prince William County and the more rural areas of the Shenandoah Valley (Fauquier and Clark Counties on its south and west, and Jefferson County, West Virginia on the north). The Potomac River geographically separates Loudoun County from the rural areas of Frederick County, Maryland, and the large and suburban Montgomery County, Maryland.¹⁷

Here are Northern Virginia's Rurality Levels, based on the percentage of the population living in areas designated "rural" by the census:

- Spotsylvania County: 32.2 percent rural
- Stafford County 19.8 percent rural
- Loudoun County: 12.6 percent rural
- Prince William County: 4.2 percent rural
- Fairfax County: 1.4 percent rural
- City of Fredericksburg: 1.2 percent rural

Arlington County, along with the cities of Alexandria, Fairfax, Falls Church, Manassas, and Manassas Park, have no rural areas.

Loudoun is still quite rural compared to its Northern Virginia neighbors, with 12.6% of its area still considered rural as of 2016.¹⁸

Source: Greg Hambrick, "Urban vs. Rural: Counties Ranked in Northern Virginia." Patch.com updated Dec. 8, 2016 (accessed October 21, 2021)

Loudoun County is unique in Virginia and unique to the United States, but these demographics and an understanding of the region were important for developing comparables and context.

Methodology

The following quantitative and qualitative analysis elements were useful in developing the organizational review and evaluation and providing the foundation for best practices recommendations. These same data sets, interviews, surveys, and comparisons further informed the conversion study.

Quantitative Analysis

This report has been informed by careful consideration and quantitative analysis of data made available through requests from the following sources:

- Loudoun County reported crime rates
- Loudoun County quality of life resident surveys
- Loudoun County Sheriff's Office calls for service (CFS) and response times

¹⁷ Stephen Hudson, "How do we define our region? Here are some ways to look at it." October 14, 2020, *Greater Greater Washington*, ggwash.org (accessed October 21, 2021).

¹⁸ Ibid

- Workforce study
- Cost analysis
- Complaints, internal affairs, and use of force statistics

Qualitative Analysis

The qualitative analysis included a comprehensive set of interviews with stakeholders from the sheriff's office, county administration and departments, community groups, local law enforcement partners and agencies, and the Virginia State Police, as well as additional sources including:

- Organization and lines of business review
- LCSO policies and procedures review
- Facilities and community site visits
- Focus groups
- Workforce surveys
- Effective practices and standards research
- Comparisons with other counties in the commonwealth and region, as well as counties similarly situated elsewhere in the U.S.

Interviews with the Loudoun County Board of Supervisors were helpful in understanding the current relationship by and among the Board and the LCSO, as well as the expectations, aspirations, and concerns relating to a potential conversion. Interviews with the Sheriff and the command staff assisted in developing a working knowledge of the agency's operations, lines of business, level of services, and organizational structure. County administration, finance and budget, and the county attorney provided insight into the current governance structure, lines of decision-making and policy-making authority, and the operational and fiscal aspects and challenges of pursuing a potential conversion. Interviews with community and organizational leaders provided insight into the LCSO from the users/consumers of its services.

Loudoun County's key demographics and trends have been reviewed and considered in the development of this analysis: population and rates of population growth, age, ethnicity, and socio-economic factors such as median income and poverty rates.

Performance indicators and statistics from other agencies in the Northern Virginia and Maryland regions and the Metropolitan Washington Council of Governments (COG) were reviewed and compared. As one of Loudoun County's adjacent neighbors, the Prince William County Transition Plan was reviewed, as was the Fairfax County county police model. This report includes significant findings where reasonable comparisons were identified; however,

there was no obvious comparison county/jurisdiction in the COG region considering county population, the number of sworn officers, and the county form of government – especially when also factoring in the median income and statistics for violent crime, lines of business, and agency accreditations. As it is currently functioning, Loudoun County is unique among the COG jurisdictions.

Counties within the COG were also reviewed and compared for their policing governance structures and expanded our research to include other large or major county sheriffs' offices similarly situated from across the U.S. Two of these comparison counties (Brevard County, Florida, and Lake County, Illinois) are slightly larger than Loudoun in terms of population, but all operate with similar county-sheriff governance structures, and all three of the sheriff's offices operate as primary law enforcement agencies within their counties, with an elected sheriff serving as the chief law enforcement officer.

The Question of Conversion

Since 1983, counties across the commonwealth have been empowered, through legislation, to consider the question of "converting" their county sheriff's office, and Loudoun County has been considering this question for more than a decade.

2012 Loudoun County Government Reform Commission (LCGRC) Report

The relevant questions have not changed since the 2012 Loudoun County Government Reform Commission (LCGRC) was appointed by the Board and reported back on November 1, 2012:

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?¹⁹

The LCGRC recommended against making a change. In 2019, just after the November election, the At-Large Chair of the Board again raised the question.

2020 LCSO Report

In response to the renewed discussion, the LCSO published its "*Sheriff's Office vs. Police Department: A Study by the Loudoun County Sheriff's Office*" in July 2020 (the "2020 LCSO

¹⁹ Loudoun County Government Reform Commission Memorandum to the Loudoun County Board of Supervisors, November 1, 2012 at page 1.

Report"). This report provides a valuable and comprehensive overview of the agency and has become a useful foundational tool in identifying and analyzing the organizational and operational issues—as well as the anticipated costs – in converting current operations and splitting the functions, services, and responsibilities into two separate agencies.

The 2020 LCSO Report focused on seven operational aspects of conversion:

- Reduction in state funding
- Liability insurance
- Liability limitations
- Office space
- Equipment
- Classification and compensation
- Police chief versus sheriff

As part of this study, a validation analysis of the 2020 LCSO report was conducted. To the extent the observations and conclusions contained in the present study depend upon the 2020 LCSO Report for more than background, the specific underlying facts have been validated and/or independently verified. Any factual basis derived from the 2020 LCSO Report is cited separately if a) it is essential to a significant observation or conclusion, and b) additional information has informed a significantly different conclusion.

2022 Converted v. 2022 Current

In order to conduct a comparative analysis, two new theoretical agencies have been built for Loudoun County to view and compare the converted model with the current model. With the assistance of the Loudoun County Department of Finance and Budget, two new operational budget spreadsheets, one for each model, incorporate the annual expenses for all current functions. All services currently provided by the LCSO have been assigned into an operational budget spreadsheet for at least one of the two converted agencies. Two new model agencies for 2022 have been built, with independent organizational structures and budgets, so that the two **"2022 Converted"** agencies can be compared to the **"2022 Current"** LCSO organization, using 2022 compensation levels, equipment costs, and reimbursement rates.

Each operational area was reviewed and assigned to the respective 2022 converted agencies. Specific areas requiring duplication to create two new organizational charts, as well as two new full-time employee (FTE) position summaries, and two new equipment manifests in addition to the two new operational budget spreadsheets were identified. These two 2022 converted

agencies were then compared to the 2022 current agency to examine the differences in annualized operational costs.

The analysis of the Loudoun County Attorney and Department of Finance and Budget Office was considered for determining and then quantifying the issues of liability insurance, limitations of liability, and state reimbursements/contributions.

"Converted" versus "Current" models were then used as a basis for developing the timeline and implementation plan, and analyzing the short-term and long-term costs of conversion and space needs.

With the assistance of the county's Departments of Transportation and Capital Infrastructure (DTCI) and General Services (DGS), concerns and questions related to facilities and space needs are discussed in this report, including:

1. What is the current sheriff's office space and facilities footprint in the county, and the associated annualized operating costs?
2. If the county undertakes a conversion, what temporary and/or transition spaces will be necessary to accommodate the delivery of public safety services and operations of two independent law enforcement agencies from the start date?
3. What are the longer-term facilities and space needs (especially those related to assigning/providing permanent sheriff headquarters and police headquarters)?
4. What is the cost impact for providing both for the temporary and permanent expansion of spaces and facilities, equipment, fixtures, and furnishings, and the associated annualized operational and facilities management and maintenance costs?

This study examines the question comprehensively and, in its entirety, provides additional analysis and perspective to this question of conversion with a deeper reach into all seven of these operational issues, as well as the following:

- Jurisdictional questions
- Policy
- Oversight versus policy-making authority
- Chief executive accountability
- Community stakeholders
- Anticipated growth and development
- Law enforcement legitimacy and authority

01 Constitutional and Statutory Mandates, Referendum, and Legislative Approval

1.1 The Office of the Sheriff is Constitutionally Mandated

The Loudoun County Sheriff's election is mandated by the Virginia Constitution, Article 1, Section 15.2-1600(A):

*The voters of each county and city shall elect a treasurer, a sheriff, an attorney for the Commonwealth, a clerk...and a commissioner of revenue.*²⁰

Section B. establishes the extent of authority for these constitutional officers and sets boundaries for the county's Board of Supervisors:

"Nothing in this title shall be construed to authorize the governing body or the chief administrative officer of a locality to designate an elected constitutional officer to exercise a power or perform a duty which the officer is not required to perform under applicable state law without the consent of such officer, nor by designation to diminish any such officer's powers or duties as provided by applicable state law including the power to organize their offices and to appoint such deputies, assistants and other individuals as are authorized by law upon the terms and conditions specified by such officers" (emphasis added).

The emphasized language safeguards the independence of the Office of the Sheriff from local governing bodies mandating certain duties upon an elected sheriff. Section B also defines the difference between a local police department and a sheriff's office as police departments are part of the locality's government as a city, county, or town agency, and a sheriff's office is independent of the locality's government structure and the department head. A sheriff is held accountable to the voters of that locality. In the Commonwealth of Virginia, an elected constitutional officer may be removed from elected office for certain acts, which requires the initiation of a petition to be filed in Circuit Court.²¹

²⁰ To qualify for the office of Attorney for the Commonwealth, a candidate must be a member of the bar of the Commonwealth. Many states also have set qualifications for service as an elected Sheriff.

²¹ In Virginia, a sheriff, like all elected officials and officers, may be removed from office for "neglect of duty, misuse of office, or incompetence in the performance of duties when that neglect of duty, misuse of office, or incompetence in the performance of duties has a material adverse effect upon the conduct of office." Removal is initiated through a petition filed by voters in the Circuit Court. See, Code of Virginia, §24.2-233.

The Office of the Sheriff operates independently from the Loudoun County Board of Supervisors, although it receives an annual budget appropriation to support its administration and operation. However, once the funds have been designated in an annual budgetary resolution, the sheriff exercises the authority to organize the office, designate and assign personnel, set the mission and goals for the agency and personnel, and implement initiatives and strategies for maintaining public safety in all the mandated areas of the sheriff's authority:

*The sheriff shall exercise all the powers conferred and perform all the duties imposed upon sheriffs by general law. He 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 or city jail. He may perform such other duties, not inconsistent with his office, as may be requested of him by the governing body.*²²

The structure of authority between the Office of the Sheriff, Board of Supervisors, and county government is discussed further in this report.

1.2 Creating a County Police Department Requires a Referendum to Relieve the Sheriff of Mandates

In 1983, Virginia adopted a constitutional mechanism allowing counties to create a county police department.²³ The Virginia Code requires counties to initiate a ballot referendum for their community members to vote on in order to gain authorization to create a police department. The following is the specific Code section:

§ 15.2-1702. Referendum required prior to establishment of county police force.

A. A county shall not establish a police force unless (i) such action is first approved by the voters of the county in accordance with the provisions of this

²² Code of Virginia § 15.2-1609. Sheriff.

The voters in every county and city shall elect a sheriff unless otherwise provided by general law or special act. The sheriff shall exercise all the powers conferred and perform all the duties imposed upon sheriffs by general law. He 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 or city jail. He may perform such other duties, not inconsistent with his office, as may be requested of him by the governing body. The sheriff shall be elected as provided by general law for a term of four years.

²³ To date, 9 of the 89 Counties in Virginia have created a county-wide police department. Two others have considered and rejected it. Franklin County and Hanover County (See LCSO at p. 4).

section and (ii) the General Assembly enacts appropriate authorizing legislation.

Virginia law provides this mechanism to establish a county police department only by first “relieving” the sheriff and their office of its constitutional and electoral mandates that otherwise require the sheriff to provide a full-service law enforcement agency.²⁴ The question on the referendum ballot must ask the voters: *“Shall a police force be established in the county and the sheriff’s office be relieved of primary law-enforcement responsibilities?”* See Va. Code § 15.2-1702(B).

In the event both requirements of Section 15.2-1702 have been met, the sheriff will no longer serve as the primary law enforcement officer but instead will operate only within the remaining mandated service areas: corrections, court services, and civil/warrants. The county may establish a police department to provide for the remaining law enforcement function(s), and a police chief may serve as the chief law enforcement officer for the areas of the county that have not established police departments of their own. *“When a locality provides for a police department, the chief of police shall be the chief law-enforcement officer of that locality.”* Virginia Code § 15.2-1701. There can be but one “Chief Law Enforcement Officer” in any locality, which would require Loudoun County and its three towns with police departments to establish memorandums of understanding (MOUs) related to jurisdictional operations in advance of any transition. Questions relating to jurisdiction, especially as it relates to working the existing police departments, will be addressed in throughout the report.

1.3 The Costs and Other Impacts of Conversion

Loudoun County is considering the next steps in possible conversion, which will require specific action by the Board to approve and proceed with a referendum election.²⁵ The purpose of this report is threefold:

1. Develop a solid and reliable framework for stakeholder and voter debate and decision-making (which includes an evaluation of the current delivery of policing services across

²⁴ See the Sheriff’s mandated authority at Code of Virginia § 15.2-1609 (Set out in full at FN 19).

²⁵ Virginia Code § 24.2-684 provides the process for conducting the Referendum election: Whenever any question is to be submitted to the voters of any county, city, town, or other local subdivision, the referendum shall in every case be held pursuant to a court order as provided in this section. The court order calling a referendum shall state the question to appear on the ballot in plain English as that term is defined in § 24.2-687. The order shall be entered and the election held within a reasonable period of time subsequent to the receipt of the request for the referendum if the request is found to be in proper order. The court order shall set the date for the referendum in conformity with the requirements of § 24.2-682.

Loudoun County, as well as the performance indicators and comparisons to other agencies, and recommendations of effective practices),

2. Examine the fiscal costs, operational impacts, and policy advantages and disadvantages to further inform decision-making, and
3. Prepare a road map for conversion, including issues, challenges, and obstacles to making this change, to further inform residents and stakeholders of the potential costs, processes, impacts, timelines, and outcomes associated with conversion.

02 Loudoun County, Virginia

In addition to Loudoun County's history and demographics, its local governments (primarily counties and towns) as well as HOAs, and schools were also studied and considered: a) to the extent that their functions relate to the constitutional and statutory mandates of the sheriff's office, b) in the ways that these local government officials and leaders interact with the sheriff's office as it is currently configured, and c) the overall strategy and structure in providing for public safety county-wide.

2.1 County Government

The residents of Loudoun County currently elect the Board of Supervisors, the Treasurer, Clerk of the Circuit Court, the Commissioner of Revenue, the Sheriff, and the Commonwealth's Attorney have been serving in office since before 2000, the Commissioner of Revenue in 2003, the Sheriff since 2012, and the Commonwealth's Attorney.

In 86 of Virginia's 95 counties, the sheriff serves as the chief law enforcement officer, providing primary law enforcement services to the entire county. Only nine Virginia counties maintain county police departments; eight of the nine operate within a different form of county governance compared to Loudoun County. The ninth is not comparable in size or circumstances to Loudoun. As shown in table 1 below, Albemarle and Prince William Counties have adopted the county executive form (where the executive has increased administrative authority, including the power of appointments to major departments). Henrico County operates with the county manager form. Fairfax County operates with the urban county executive form (where no new municipalities may be established). Arlington County operates with the county manager plan. Chesterfield, Roanoke, and James City Counties all operate by county charters.²⁶

²⁶ Virginia Government in Brief (2018-2022) Virginia Assembly, p. 61.

Table 1. Virginia Counties: Different Forms of Government with Police Departments

County	Form of Government with Board of Supervisors	Police Department	Sheriff's Office
Albemarle	County Executive	✓	✓
Arlington	County Manager	✓	✓
Chesterfield	County Charter – County Administrator	✓	✓
Fairfax	Urban County Executive	✓	✓
Henrico	County Manager	✓	✓
James City	County Charter – County Administrator	✓	✓
Loudoun	Traditonal Form – County Adminstrator		✓
Prince George	Traditional Form – County Administrator	✓	✓
Prince William	County Executive	✓	✓
Roanoake	County Charter – County Administrator	✓	✓

Prince George County is the last to have created a county-wide police department in 1995. Most similar to Loudoun, Prince George County operates within the traditional form of government. But the comparison ends there, as the county is very small, with roughly 50,000 inhabitants; the county seat, Prince George, is the largest town in the county. The county-wide police department, separated from the sheriff's office, is the only police department that operates in Prince George County.

2.2 Loudoun County's "Traditional Form" of County Government

Loudoun operates within the "traditional form" of county government, with five constitutional officers, all elected positions. The county receives state funding from "The Compensation Board" for a portion of the services provided by each of these constitutional officers and their respective employees, calculated each year according to the Virginia State biennial budget process. These employees are not county employees but employed separately within the constitutional Office of the Sheriff.

With this "traditional form" of government,²⁷ the Board of Supervisors takes an active role in the day-to-day operations and management of the business of the county and is responsible for

²⁷ The traditional form is not represented in the Virginia Code like the other "optional" forms; it was established under the Reconstruction Constitution of 1870, with powers and authorities conferred by general law.

the legislative and administrative affairs of the county.²⁸ The County Administrator and the County Attorney are appointed and serve “at the pleasure of the Board of Supervisors.” Neither of these appointees is authorized to conduct business on behalf of the county without the clear written authority of the Board of Supervisors acting in a majority (through delegations with limits of authority and/or a vote of at least five of the nine members).²⁹ In the case of Loudoun’s County Administrator³⁰ and County Attorney,³¹ they are contracted to provide these services.

Loudoun County’s form of government is highly relevant to this evaluation, specifically as it relates to the issues of accountability, oversight, and jurisdictional authority.

Previous studies and evaluations relating to the LCSO often begin with a comparison to the Fairfax and Prince William County models. Of note in these comparisons is the fact that in these two counties, the public safety function has been shared between a police department with a chief of police appointed by the county executive and a sheriff that fulfills the statutory mandates for management of the jail, courts, and civil service of process.

In both Fairfax and Prince William Counties, the Board of Supervisors designates a county executive who appoints the chief of police and oversees the policing agency with statutorily designated powers and duties.³²

In Fairfax County, the chief of police reports to a deputy county executive for public safety, who in turn reports to the county executive. The county executive serves at the pleasure of the Board of Supervisors. At the time of this report, Prince William County is in the process of creating a deputy county executive position for public safety similar to that of Fairfax County. The Loudoun County Board of Supervisors can consider establishing a similar reporting structure for a chief of police should it create a police department.

²⁸ Virginia Government in Brief (2018-2022).

²⁹ This type of administration is “authorized to ensure administrative action on the county board policies, prepare draft ordinances and reports and provide administrative coordination between county departments.” Emilia Istrate, Cecilia Mills, “An Overview of County Administration: Appointed County Administrators,” National Association of Counties (June 16, 2015); naco.org (accessed October 18, 2021).

³⁰ The County Administrator in this form of government has three statutory duties to perform: prepare an annual budget, serve as a Clerk to the Board, and serve as the county’s Emergency Manager.

³¹ The County Attorney and Administrator may settle lawsuits up to the \$250,000 amount of the county’s deductible, via a written delegation of authority.

³² In Prince William, “the County Executive is appointed by the Board of County Supervisors, and acts as the chief administrative officer and oversees the County government on a day-to-day basis.” <http://pwcva.gov>.

In April 2021, the Board was presented with, and took no further action on, the option of changing the Loudoun County form of government to one of the forms used in either Fairfax County or Prince William County – precisely because of the discretion and flexibility available to the Board under the traditional model.³³ Such a change also would require a referendum, with a petition requirement.³⁴

For comparison, it was noted that Fairfax County and Prince William County eliminated two constitutional officers (Commissioner of the Revenue and Treasurer) and their functions were reallocated to a Director of Finance who is directly accountable to that same strong county executive. Although both of these positions did not perform law enforcement service delivery, they are examples of change management in Virginia local governments related to the impacts of transitioning mandates from a constitutionally elected official to county governance that will be a useful case study should a transition team be formed to create a police department.

The Virginia Legislature has developed protections to ensure both the operation and the independence of county constitutional officers and has developed statutory alternatives to the traditional form in a way that continues to honor the checks and balances in the separation of powers between the county's executive and legislative functions. Loudoun County's proposal, if it goes forward, would create another unique form of government unlike any other currently in operation in Virginia, with the Board exercising both the executive and legislative functions with respect to the delivery of policing services in Loudoun County.

These two county models (Fairfax's urban county executive form and Prince William's county executive form) do not provide a solid basis of comparison on this specific question because of the significant differences in the county form among these three counties – although they are comparable for other purposes (crime rates, response times, geography, proximity to Washington, D.C., demographics, and socio-economic factors.)

2.3 The Metropolitan Washington Council of Governments

Loudoun County is one of twenty-four jurisdictions in the Metropolitan Washington Council of Governments ("COG") "featuring urban, suburban, and rural communities that range in size

³³ "The traditional form of government is malleable enough that we can do what we need to do even as we grow," said County Chair Phyllis J. Randall (D-At Large). "Loudoun Supervisors Pass for Now on Changing Form of Gov't" LoudounNow April 28, 2021.

³⁴ "[Loudoun's Supervisors] were also dissuaded by the difficulty of getting public authorization to change the government. The types of local government that would bring major changes to Loudoun's organization all require a petition signed by a number of voters equivalent to at least 20% of the total number of voters in the last presidential election—meaning in Loudoun, a petition signed by almost 45,000 people." Id.

from about 10,000 to more than one million residents.”³⁵ These jurisdictions coordinate regional planning, transportation, and responses to public safety emergencies. Representatives from the LCSO, Loudoun County Fire and Rescue, and the County Office of Emergency Management participate in regular public safety coordination meetings at various leadership levels and interact with law enforcement, fire and rescue, and public safety agencies from across the region. The COG's public safety objective is stated as follows:

“The Council of Governments’ public safety and homeland security work helps ensure the *Region Forward Vision’s* goal for safe communities for area residents and visitors. On homeland security, COG brings leaders together to increase the region’s ability to detect, prepare, train for, and respond to man-made and natural threats. COG works with police chiefs, fire chiefs, and other first responders on a variety of public safety issues from crime prevention to fire safety. Ensuring reliable, timely emergency communication is also a priority of COG and its members.”³⁶

See Section 10 Effective Practice Recommendations for additional information regarding the LCSO participation in the COG.

2.4 Loudoun’s Incorporated Towns, Airport, and Transit

The Loudoun County Comprehensive Plan and U.S. Census projections indicate that Loudoun County will continue to urbanize.³⁷ As Loudoun continues to be one of the fastest-growing counties in the country, increased demands for law enforcement services will impact the current unincorporated towns and communities. Appropriate coordinated long-term strategic planning will be important for meeting the growing demand for law enforcement services within Loudoun County.

To date, Loudoun County has seven incorporated towns: Hamilton, Hillsboro, Leesburg, Lovettsville, Middleburg, Purcellville, Round Hill, and many growing villages across the county, from Bluemont to Willisville.

Three of the incorporated towns (Leesburg, Middleburg, and Purcellville) have established independent police departments, each with its own goals and budgets for staffing and service levels. The Metropolitan Washington Airports Authority Police Department (MWAAPD) provides law enforcement services within Loudoun County at Dulles International Airport and

³⁵ See <https://www.mwcog.org>

³⁶ See <http://mwcog.org>

³⁷ See <https://www.loudoun.gov/4957/Loudoun-County-2019-Comprehensive-Plan>.

the Dulles Toll and Airport Access Roads. Additionally, the Washington Metropolitan Area Transit Authority Police Department has law enforcement jurisdiction of the rail transit stations and tracks in Loudoun County.³⁸

Long-term planning indicators continue to predict growth across Loudoun County in the future, which may create the need for incorporated towns to consider creating police departments (in the remaining four towns currently incorporated or in villages that grow into towns).³⁹ In addition, annexation of the towns by Loudoun County is also a future probability.

The greatest planned growth in the county, by far, is occurring in and planned for the areas between the Dulles Airport and Leesburg. Urban and suburban areas are forming around the airport. The bright green in figure 2 indicates areas in transition. Because of this growth, the county and LCSO are in the beginning stages of capital planning for a fifth patrol/public safety substation schedule for 2031. The sheriff's office and the county's planning department are working collaboratively to evaluate calls for service, and the rates of growth and population, to ensure the county can meet future demands for essential law enforcement services.

³⁸ <https://www.dullestollroad.com> <https://metwashairports.com/police-department-and-law-enforcement>
<https://www.wmata.com/about/transit-police/>

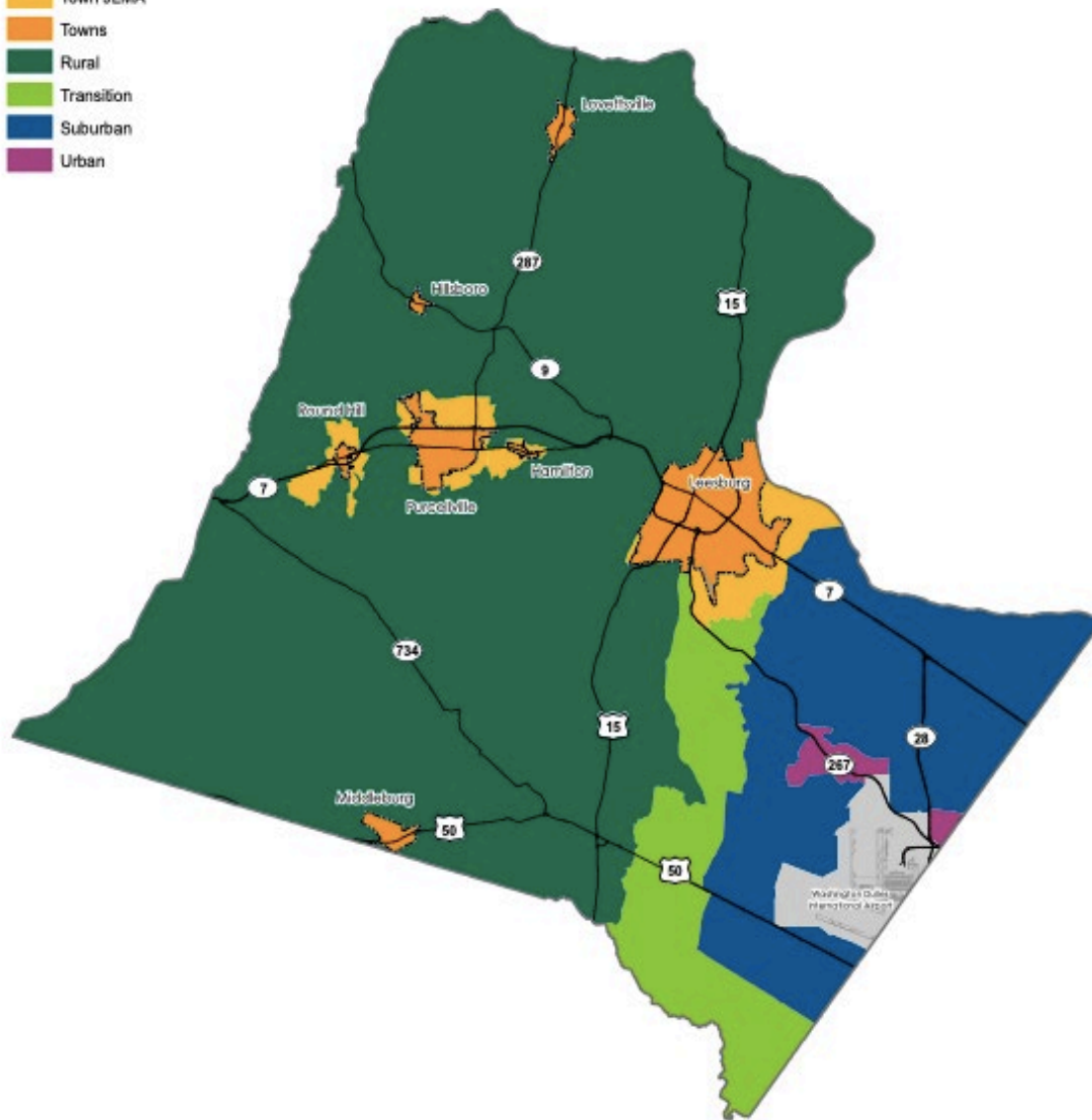
³⁹ A town can be formed from any area with a defined boundary having a population of at least 1,000, by petitioning the state legislature to grant a charter.

Loudoun County
Policy Areas
2019 General Plan



- Town JLMA
- Towns
- Rural
- Transition
- Suburban
- Urban

Figure 2. Loudoun County Policy Areas



Loudoun County IS NOT LIABLE for any use
of or reliance upon this map or any information

2.5 Town Governance

The residents of Loudoun's seven towns all elect a mayor and town council members to represent them in matters of town governance – including the decisions made about the provision and delivery of essential law enforcement services. Three of these towns—Leesburg, Middleburg, and Purcellville—have decided to form and operate their own police departments. The residents of these three towns pay town taxes in addition to Loudoun County property taxes to pay for direct delivery of essential law enforcement services from their town police departments. The four towns that do not have police departments coordinate with the LCSO for all their policing services.

Whether or not these seven towns have formed their own police department, their elected representatives and appointed officials currently direct and/or participate in the delivery of policing services through the elected Office of the Sheriff. If the county transitions to a police department in addition to a sheriff's office, the transition team and the chief of police will need to review the delivery of law enforcement services to these towns and consider establishing memorandums of understanding for the Board approvals to maintain the continuity of services currently provided.

2.6 Loudoun County's Villages and Homeowners' Associations

Loudoun County is home to dozens of Homeowners Associations (HOAs). This is significant for this study because these HOAs function like small cities or towns. There are 19 HOAs in Loudoun County considered large by the CEI, defined as 2000 homes or more. These HOAs elect officers and Boards of Directors that regularly convene in noticed and public meetings with published agendas. Like councils, these elected HOA officers establish and report on the HOA budget and finances, hire and provide direction to HOA staff, adopt policies, respond to complaints, enforce covenants, provide for improvements and assessments, and consider public safety and security.

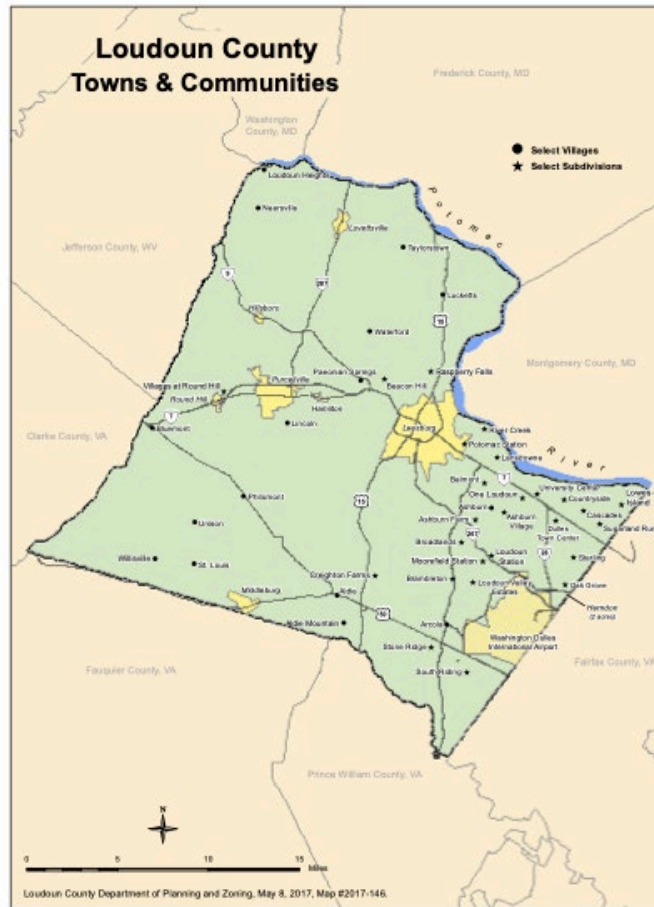
Currently, all of these HOAs and their staff and leadership engage with the LCSO to maintain public safety.

For example, the Ashburn Village HOA's offices are open 8:00-5:00 p.m., Monday through Friday; they employ 15 full-time employees, operate and maintain several community facilities, and publish a monthly magazine for residents. In August, the Ashburn Village HOA hosted National Night Out at the Lakes Recreation Center. The LCSO assisted in coordinating and brought "equipment and multiple personnel to share with our residents." The Ashburn Village HOA has adopted safety messaging, the "See Something, Say Something" campaign, to work

with the sheriff's office to contribute to the overall safety of the residents of Loudoun County. This HOA's magazine has a section called "Safety Corner" with information about the sheriff's office, and the last page included graphics, social media, and online reporting information for the Safe2Talk Program that the sheriff's office developed in partnership with Loudoun County Public Schools.⁴⁰

The Ashburn Village HOA elects seven members to its Board of Directors; candidates running for election often present their goals and approach to addressing public safety concerns. The residents of this HOA and their elected representatives and staff have developed a working relationship with the elected sheriff and the LCSO. Should the Board move forward to create a police department, the transition team and chief of police should strategically plan to continue these relationships to maintain public safety and community engagement.

Figure 3. Loudoun County Towns and Communities



⁴⁰ Safe2Talk is an LCSO initiative encouraging students, parents, teachers and residents to anonymously report safety concerns, including suspicious or threatening social media activity.

03 **Current Loudoun County Sheriff's Office Operations and Governance**

3.1 LCSO Agency Mission

The Loudoun County Sheriff and the LCSO are responsible for providing police services for the residents, visitors, schools, businesses, and places of worship within the county, as well as court services, correctional services, and civil process. The sheriff manages and coordinates the inter-dependent functions of the agency's services and the sheriff's mandates, as well as relationships and collaboration with other agencies, coordinates response teams and mutual aid, and provides the safety net for law enforcement services across the county.

Figure 4. Loudoun County Sheriff's Office's Mission

The Loudoun County Sheriff's Office will strive to continuously improve safety and law enforcement services to all members of our community through the Step-Up Strategy of improved service, technology, efficiency and professionalism. We will work interactively with federal, state, and other local law enforcement authorities to enforce criminal laws vigorously and fairly by sharing capabilities, strategies and assets. We will partner with community services groups and human services agencies to implement strategies that improve the quality of life for County residents, businesses, and visitors. Finally, we will engage our community through courteous and proactive outreach and communication and work diligently to constantly improve our professionalism. Every member of the Loudoun County Sheriff's Office is expected to contribute to the furtherance of this mission.

3.2 Delivery of County-Wide Policing Services and Resources

Since 1757, the Office of the Sheriff has been responsible for the delivery of all law enforcement services in the County of Loudoun. The LCSO works cooperatively with the town police departments in Leesburg, Purcellville, and Middleburg to provide additional or backup services, including:

- Investigations (major crimes)
- Crime scene processing
- Forensics
- SWAT

- Response backup
- Incident coordination, equipment, and resources
- 911-ECC dispatch (transfer to Leesburg with its own PSAP)
- Firing range – training
- Warrant and civil process services (presence and visibility)

Additionally, the LCSO partners with the Virginia State Police, federal law enforcement agencies, and COG region law enforcement agencies to accomplish its mission in Loudoun County.

Through interviews with other agencies and reviews of MOUs, the assessment has found robust relationships between the LCSO and other law enforcement agencies in the COG region. Should the Board gain approval to create a police department, it must be a priority of the transition team and the appointed chief of police to strategically plan for continuity of operational and administrative relationships established by the LCSO to carry out the law enforcement mission in the county.

3.3 Community Policing and Partnerships

The LCSO's mission statement, as noted previously in Figure 4, articulates goals for providing community engagement activities and delivering personalized and professional public safety services.

The LCSO approach to service in the community reflects a model of servant leadership, the "guardian model" discussed and recommended by the President's Task Force on 21st Century Policing:

*"The guardian model emphasizes the use of communication techniques instead of commands, equity instead of authority, and tactical restraint instead of forceful measures. Designed as a conceptual hybrid of procedural justice and community policing, the guardian philosophy portrays law enforcement officers as agents of the community, working alongside the citizenry to preserve democracy and civil rights. Further, guardian teachings promote the formation and maintenance of community partnerships with aims to address specific social harms facing the community."*⁴¹

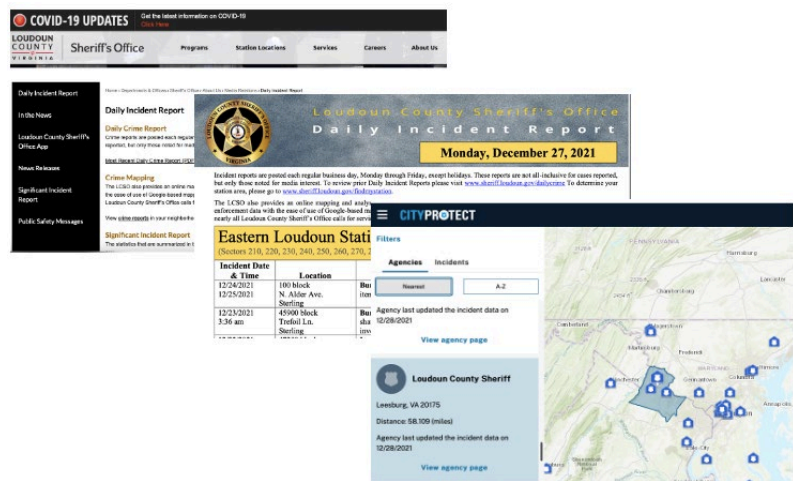
⁴¹ "A Qualitative Approach to Understanding at Guardian Models of Policing." *Qualitative Criminology* Volume 6, Issue 1, April, 2018 at www.qualitativecriminology.com (accessed Nov. 7, 2021) (citations omitted).

LCSO achieves its mission through strategies embedded in the six pillars of the 21st Century Policing Task Force Recommendations. The following are the six pillars of the President's Task Force on 21st Century Policing and corresponding examples of the LCSO initiatives to achieve each pillar.

Pillar 1, Building Trust and Legitimacy:

Building trust and legitimacy is the foundational principle underlying the nature of relations between law enforcement agencies and the communities they serve. It begins with providing easy access to meaningful information about the agency, its operations, services, and performance. It must also include consistent and numerous opportunities for resident and community participation in agency strategy.

The LCSO is proactive in developing programming and initiatives to best serve the residents, following law enforcement best practices, investing in quality training, and encouraging resident participation and feedback (in general or in response to a specific incident).⁴²



The LCSO manages a robust and interactive website, publishes a daily incident report, and links to crime mapping to keep residents up to date on safety issues in their neighborhoods.

The LCSO leverages various social media platforms, with several platforms (i.e., NextDoor, LinkedIn, Instagram, JoinLCSO.com) to keep its community informed.

The LCSO engages community members through many forums, including station quarterly meetings, station open houses, Lessons in Law Enforcement program, citizens' police academy, auxiliary program, school resource officer program, and Coffee with Deputies program. The sheriff and undersheriff personally review every resident complaint and assign immediate

⁴² The Sheriff's Website includes accessible on-line forms for filing a "complaint regarding a deputy's or other employees conduct or the level of service provided by the Sheriff's Office," or any other complaint.

follow-up. The command staff also manages every FOIA request to ensure accuracy, timeliness, and thoroughness of the information provided.⁴³

Pillar 2, Policy and Oversight:

Pillar two emphasizes that if police are to carry out their responsibilities according to established policies, those policies must reflect community values. Law enforcement agencies should collaborate with community members, especially in communities and neighborhoods disproportionately affected by crime, to develop policies and strategies for deploying resources that aim to reduce crime by improving relationships, increasing community engagement, and fostering cooperation.

The LCSO has written policies and directives which are subjected to accreditation review by the Virginia Law Enforcement Professional Standards Commission and compliance review by the Virginia Department of Criminal Justice Services. Additionally, the LCSO subjects its policies and directives to the Office of the Loudoun County Attorney for legal review.

Pillar 3, Technology and Social Media:

The use of technology can improve policing practices and build community trust and legitimacy, but its implementation must be built on a defined policy framework with its purposes and goals clearly delineated.

The discussion in Pillar 3 focused on two technologies for law enforcement that were new at the time. LCSO has implemented both of the recommendations very successfully: (1) social media (discussed above) and (2) body-worn cameras and in-car camera systems,⁴⁴ which are used by LCSO sworn officers in Patrol Operations and in the jail, to secure and provide video evidence, and the video footage also is used in internal affairs investigations.

Technology has been a focus for LCSO. In addition to leveraging social media as discussed previously and implementing both body-worn cameras and in-car cameras, they have also established an unmanned aircraft system (UAS) program, following extensive research, review, and collaboration with county administration regarding purchasing requirements and the preparation of written protocols and policies for appropriate use and training. Asset forfeiture funds were used for the purchase. The equipment is used for very limited purposes: (1) by the

⁴³ Because the Sheriff is a constitutional officer, the Sheriff is the "owner" of the records of the agency; the agency has two employees designated to manage the requests and the responses.

⁴⁴ These in-car camera systems are also used for accountability purposes; every cruiser in the agency has an e-ticket system to monitor and report the amount of time each deputy spends on a traffic stop, and also outfitted with mobile terminals, working toward a paperless system.

LCSO Search and Rescue team for the Project Lifesaver program, and (2) by the Special Operations Section for tactical incidents.

LCSO's computer forensics investigators use the latest technology to gather evidence at crime scenes; for example, FARO systems, 3D imaging and measurement systems to digitally replicate crime scenes.

Pillar 4, Community Policing and Crime Reduction:

Pillar 4 focuses on the importance of community policing as a guiding philosophy for all stakeholders.

By design, LCSO operates four substations in four regions of the county, each serving roughly 100,000 residents with a staff of roughly 50 full-time employees (FTEs) to include the appointment of a captain as station commander,⁴⁵ lieutenants, and shift sergeants. All four of the buildings are new, well-planned, staffed, and equipped to

Figure 5. LCSO Stakeholders

LOUDOUN COUNTY SHERIFF'S STAKEHOLDERS	
COUNTY GOVERNMENT: Board of Supervisors County Board Administration County Departments (Human Services, Social Services) Emergency Management Human Resources Budget & Finance	State and Federal Law Enforcement Agencies
CRIMINAL JUSTICE PARTNERS: Courts Clerk of Court Probation and Corrections Commonwealth Attorney Public Defender	LOCAL GOVERNMENT: Schools 7 Towns (elected officials & admin) Homeowners Associations
PUBLIC SAFETY PARTNERS: Loudoun County Fire & Rescue 3 Town Police Departments	COMMUNITY: Community Services Providers Domestic Abuse Civic Groups Businesses Places of Worship Resident Groups Media
	SHERIFF'S OFFICE EMPLOYEES

accommodate the needs of local policing and community engagement.⁴⁶

Secure front-desk reception areas allow the LCSO to accommodate records and fingerprint requests, arrange meetings, and for residents to make other inquiries. Large community rooms in each of these four stations regularly host HOA meetings where the HOAs are not large enough to facilitate their public meetings. LCSO personnel facilitates and attend these meetings to answer questions or address concerns related to public safety. They host any non-profit community group that requests the space.

⁴⁵ The Town of Leesburg is its own region patrolled by Leesburg Police

⁴⁶ The Round Hill Substation is the smallest station serving the largest geographical area, but the smallest population. The staffing compliment at Round Hill is also somewhat smaller than the others. The Dulles South Station is a dual purpose Pubic Safety Facility with half dedicated to Fire and Rescue Services

Each of these stations also has two community resource officers with full-time assignments to engage residents in the community and meet with local businesses, community groups, and HOAs. The HOAs enforce their covenants, but LCSO personnel attend to issues of trespass, graffiti, property crimes, traffic safety, and criminal enforcement.

The sheriff and/or undersheriff attend roll call meetings approximately once every three months to discuss questions related to service in the community and other matters. Community members are also afforded opportunities for proactive engagement through standing meeting forums such as with HOA groups, faith-based, school, and business leaders.

Pillar 5, Officer Training and Education:

As the U.S. becomes more pluralistic and the scope of law enforcement's responsibilities expands, the need for expanded and more effective training has become critical.

The LCSO is committed to officer training education as exemplified by the following:

- 100% of sworn staff trained in crisis intervention and de-escalation techniques
- Possessing a state-of-the-art training facility equipped with technological tools to enhance decision-making in critical events
- Co-producing training with stakeholders

Pillar 6, Officer Safety and Wellness:

The wellness and safety of law enforcement officers are critical not only for the officers, their colleagues, and their agencies but also for public safety.

The LCSO proactively pursues officer safety and wellness through training programs and partnerships with mental health advocates. Examples of formalized programs in the LCSO include:

- Peer support teams
- Chaplain unit
- Employee Assistance Program staffed by two police psychologists for critical incident counseling
- Participation with not-for-profits such as the Boulder Crest Foundation

Performance Based Upon Law Enforcement Key Indicators

By all accounts and measures, the LCSO is providing exceptional service to the residents of the county, as measured through multiple performance indicators.⁴⁷

Lowest Violent Crime Rates in the COG Region

For the past twelve years, Loudoun County has reported very low levels of violent crime, with an average of 1-2 murders per year. In 2020 they reported just one murder. Accordingly, significant agency resources are dedicated to resolving and addressing property crimes and livability crimes; residents are safer because of these focused law enforcement efforts. Loudoun County has no significant homeless population.

The standard for reporting crime data in the Commonwealth of Virginia is the National Incident-Based Reporting System (NIBRS). Within NIBRS, crimes are separated into two categories: Group A and Group B. Under the older Uniform Crime Report (UCR) system, crimes are categorized as Part I Crimes (more serious) and Part II Crimes (all others).⁴⁸

Table 2 below provides the data from Virginia State Police on reported Group A incidents (most serious crime) in Loudoun County. Additionally, Virginia State Police use the number of group A incidents per 100,000 population as a metric in determining the likelihood of a crime occurring in a Virginia jurisdiction. It also provides a metric that can be used in evaluating a community's relative safety in comparison to other Virginia communities.

Table 2. Group A Incidents

Category	2016	2017	2018	2019	2020
Total Group A Incidents	7,381	7,842	7,462	7,399	6,728
Group A Offenses per 100,000 population	2,277	2353.79	2,185	2,121.5	1,900.8

Source: Virginia State Police⁴⁹

⁴⁷ Given the impacts of COVID-19 in 2020, statistics for 2019 have been reviewed and evaluated as the most recent and accurate picture of the Sheriff's operations for one year. As of July 1, 2019, the Loudoun County population was estimated at 413,538, and according to the LCSO Reporting Management System, deputies responded to 161,885 calls for service, investigated 8,317 part 1 and part 2 crimes, made 5,515 arrests with 4,761 total case closures.

⁴⁸ Certain caveats must be given as this data is analyzed. Data for 2020 while accurate, likely does not completely represent either crime increases or decreases. The lockdowns that occurred because of the COVID-19 pandemic not only resulted in substantial decreases in reported crime but also Calls for Service. Additionally, LCSO changed its CAD and RMS systems in 2016. While the data for 2016 appears accurate, any time data systems are changed there is the potential for lost data during the conversion.

⁴⁹ Virginia State Police, "Crime in Virginia" https://vsp.virginia.gov/wp-content/uploads/2021/08/Crime_In_Virginia_2020.pdf

While there has been a nationwide trend in many large jurisdictions of increasing violent crime, that has not happened in Loudoun County. Loudoun County has experienced decreases in crimes against persons (murder, rape, and robbery) between 2018 and 2019 and 2019 and 2020. The exception is aggravated assault. Between 2018 and 2019, this crime category increased by 32.6%. However, between 2019 and 2020, aggravated assaults decreased by 22.5%. There is also a substantial change (increase) in reported rapes between 2015 and 2016. Shortly before this period, the UCR definitions for the crime of rape changed, and the change in Loudoun numbers reflects reporting requirement changes.

Another crime examined was burglary. Since 2016 Loudoun County saw a consistent decrease in reported burglary until 2020, when the number of reported burglaries rose to 150, a 7.9% increase over the previous year. Considering 2020 was a lockdown, this number is surprising.⁵⁰

Table 3. Specific Crime Data 2015-2020

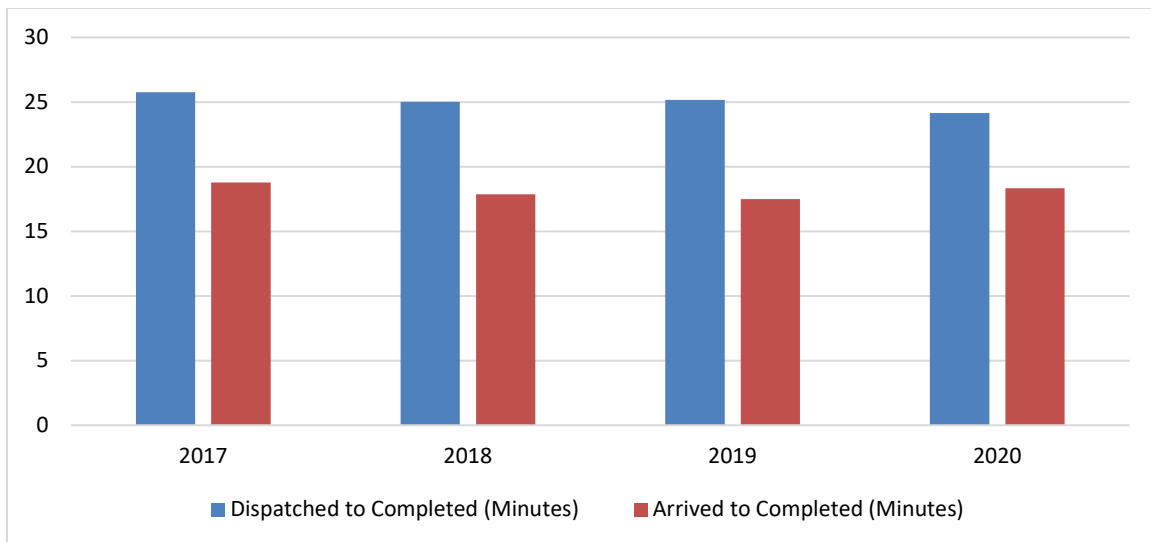
Crime Type	2020	2019	2018	2017	2016	2015
Aggravated Assault	127	152	127	113	145	99
MV Theft	149	151	150	144	137	129
Burglary	145	150	133	148	204	189
Homicide	1	0	5	2	2	3
Larceny	1935	2209	2208	2589	2402	2236
Rape	125	178	200	181	121	39
Robbery	32	34	49	48	47	47

Improving Call Response Times

Call response times across Loudoun County improved significantly as dispatchers from the LCSO and the Loudoun County Fire and Rescue have been trained in “universal call taking,” where one dispatcher can answer all calls regardless of the type or nature of the call: fire, law enforcement or medical. All law enforcement calls for services are directed to LCSO for dispatching.

⁵⁰ LCSO may wish to examine these crime areas (aggravated assault and burglary), particularly after the reopening fully occurs more closely to identify any reasons for the increases and to consider any mitigating strategies to reduce them.

Figure 6: Mean Response Times (Minutes) by Year for Community Generated Calls for Services (2017-2020)



Source: LCSO CAD CFS data

Rare Use of Force Incidents

In 2019, LCSO reported one use of force incident per 8,095 residents.⁵¹ For the same period, Fairfax County reported one incident per 2,295; Montgomery County, Maryland reported one incident per 1,939 residents. More than 20 years ago, LCSO banned chokeholds and required deputies to report all use of force incidents. In 2013 LCSO “explicitly required deputies to intervene if they observe another deputy using excessive force.” These policies, and the accompanying training, have ensured that LCSO continues to be a respected leader in this area and to excel in comparison to other regional agencies. Every use of force incident is carefully reviewed and investigated internally, and appropriate corrective actions and training are provided.⁵²

Very High Rates of Resident Satisfaction

Calls for Service (CFS) response represents the core function of policing. Responding to citizen complaints and concerns is one of the key measures of effective police services. CFS data can be used to measure the confidence and reliance the public has in their agency. Despite the current challenges facing the profession of law enforcement, those in need of help will call the police/sheriff, regardless of how serious or simple the incident may be.

⁵¹ Relying upon the statistics provided by LCSO. (See 2020 LCSO Report pages 78-79).

⁵² LCSO “Response to Resistance Statistics” prepared January 2021 (June 11, 2021 IACP Overview Attachment No. 1)

CFS are generated from the community, self-initiated deputy activity, and other categories that do not involve a deputy response, such as towing, tip line, online reporting, dispatch handled calls, etc. The staffing model used by the IACP focuses on the community-initiated or obligated workload and uses community-initiated CFS to calculate obligated workload within the patrol division. CFS data are also critical in analyzing the timeliness of police services response, geographic demands for service, and scheduling and personnel allocations. Table 4 shows the CFS by deputy-initiated and by community-initiated for 2017-2020.

Table 4. LCSO Calls for Service

Source	2017	2018	2019	2020 ⁵³
Deputy Initiated	116,090	112,234	107,202	105,172
Community Generated	100,500	102,964	106,074	92,905
<i>Total</i>	<i>216,590</i>	<i>215,198</i>	<i>213,276</i>	<i>198,077</i>

Source: LCSO Data

The total volume of community-initiated and deputy-initiated activity for 2019 was 213,276 incidents. Based on this data, 49.7% of the calls for service workload relate to community-initiated calls for service, and 50.3% are related to deputy-initiated incidents.⁵⁴

Perhaps a better measure of resident satisfaction is the National Community Survey – Livability Survey, a report is prepared every other year, most recently in 2020.⁵⁵ By all standards, in 2020, the sample of 1,468 residents of Loudoun County care very much about safety, feel that they are safe, and are very satisfied with the quality of the delivery of policing services being provided by the LCSO.

⁵³ In analyzing the data, the effects of the COVID 19 pandemic lockdown are evident. LCSO saw a 7% reduction in overall call data, a 1.9% reduction in deputy initiated and 12.4% reduction in citizen-initiated calls. Closer analysis shows that LCSO has seen a 7.7% decline in deputy initiated CFS between 2017 and 2019. During that same period citizen initiated CFS increased by 5.5%.

⁵⁴ IACP analysis also includes detailed maps in Appendix D with the volume of calls in each of the patrol zones/beats for the study years:

- Aggregate Calls for Service for years 2017-2020
- Citizen Generated Calls for Service 2017-2020
- Deputy initiated Calls for Service 2017-2020

⁵⁵ The NCS Community Livability Report for Loudoun County, 2020," pp. 5-17

FIGURE 22: FEELINGS OF SAFETY- SUMMARY

Percent who feel very or somewhat safe	Comparison to benchmark	Change 2018 to 2020	2020 rating
In your neighborhood during the day	↔	↔	97%
In Loudoun County's downtown/commercial areas during the day	↔	↔	95%
From property crime	↔	*	85%
From violent crime	↔	*	90%
From fire, flood, or other natural disaster	↔	*	92%

Source: National Community Survey

Eighty-nine percent (89%) of residents reported their “Overall feeling of safety” as excellent or good, and eighty-six percent (86%) reported that the “Overall feeling of safety” is an “Important Facet of Livability.”

More significantly, very high rates of satisfaction with the police/sheriff services specifically were reported at eighty-seven percent (87%) in the surveys for both 2018 and 2020, revealing consistent support for the current delivery of policing services.

Resident confidence in safety contributed significantly to “The overall quality of life in Loudoun County,” as eighty-seven percent (87%) reported this to be excellent or good. Similarly, eighty-eight percent (88%) of residents rated the overall customer service provided by Loudoun County, to include personnel from LCSO, as excellent or good, and the quality of the services as excellent or good by seventy-nine percent (79%) of respondents.

Positive Agency Morale

Compared to other agencies in the region, LCSO is reporting very low vacancy rates and has been very successful in recruiting, hiring, and retention. An agency study in December 2020 shows a 4.3% vacancy rate among sworn deputies. In the past two years, LCSO has hired 55 pre-certified law enforcement officers from Virginia and an additional 17 sworn officers from out of state.

Table 5. LCSO Attrition Rate 2016-2020

	Resigned	Retired	Terminated	Other	Total	Authorized	%
2016	43	15	1	0	59	752	7.85%
2017	16	5	2	0	23	756	3.04%
2018	44	22	3	0	69	763	9.04%
2019	20	12	0	1	33	774	4.26%
2020	21	16	3	0	40	813	4.92%
						Average	5.82%

In 2019, the agency reported 33 FTEs separated from employment:

- 19 resignations (8 taking other employment or relocating, but just two to another law enforcement agency)
- 10 retirements (most after decades of service, none with less than six years of service).
- 2 retirements for medical/disability
- 1 transfer to a county department
- 1 reported deceased.

The last grievance filed by an employee was in 2016, a grievance panel hearing was convened, and the grievance was resolved in favor of the discipline imposed.

As part of this study, IACP conducted a workforce survey⁵⁶ with 267 responses, the largest share of respondents (127) from Field Operations, and 46% (123) of responses from the rank of Deputy, First Class. Among other measures, large majorities of these employees report they have “received sufficient training and mentoring” for their current assignment (84% strongly agree or agree). Respondents also affirmed the agency’s commitment to maintaining and growing diversity among its ranks. Eighty-nine percent (89%) strongly agree or agree that “Employees are welcome and accepted regardless of race, color, religion, national origin, age or sexual orientation.”

The agency mission, goals, and objectives have been clearly communicated and have been understood by respondents as shown in table 6.

⁵⁶ The summary results from the workforce survey may be found in Appendix B.

Table 6. LCSO Workforce Survey: Agency Mission, Goals, and Objectives
N=237

	Strongly Agree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree
The agency has clearly identified goals and objectives.	1.69%	4.22%	7.17%	37.55%	49.37%
I understand the goals and objectives of the agency.	1.69%	3.38%	8.44%	36.71%	49.79%
The unit shift to which I am assigned has clearly identified goals and objectives.	3.80%	5.06%	9.28%	32.07%	49.79%
There is adequate follow-through of agency goals and objectives.	4.22%	5.91%	13.08%	36.29%	40.51%

Overall morale was rated very high or high by fifty-seven percent (57%) of respondents, and another twenty-four percent (24%) were neutral on this question.

Consistent And Thorough Disciplinary Procedures

All employees of LCSO are expected to uphold the reputation of the agency and the highest standards of professionalism, ethics, integrity, and dedication to the public safety mission. The Internal Affairs Unit at LCSO maintains IAPro software for tracking every complaint and every disciplinary action taken against an employee. Formality is not required for filing a complaint; a complaint may be made over the phone or on Facebook, and it is given the same level of response.

Complaints against the LCSO are investigated internally before being turned over to the Loudoun County Attorney's Office and the county's Human Resources (HR) Department for review if disciplinary action is required. The HR department then consults with sheriff's office staff on an appropriate level of discipline.

The sheriff, under-sheriff, county attorney, and human resources personnel review and consider all instances of disciplinary action prior to final implementation -- to ensure notice, thorough fact-finding, and an opportunity for the employee to be heard. The sheriff's decision-making authority as a constitutional officer with employees-at-will provides the ability to

discipline and/or terminate an employee for performance issues, violation(s) of law, and/or inappropriate conduct.

Scoring 100% on All 190 Standards of the Virginia Law Enforcement Professional Standards Commission

From December 7-10, 2020, LCSO hosted a team of assessors from the Virginia Law Enforcement Professional Standards Commission (VLPEPSC) who observed and evaluated 190 aspects of the agency, including patrol, administrative and special operation functions, court security, civil process, criminal investigations, and budget. LCSO achieved a perfect accreditation, 100% on all 190 standards.

3.4 “2022” Current Agency Functions

Six Functional Divisions

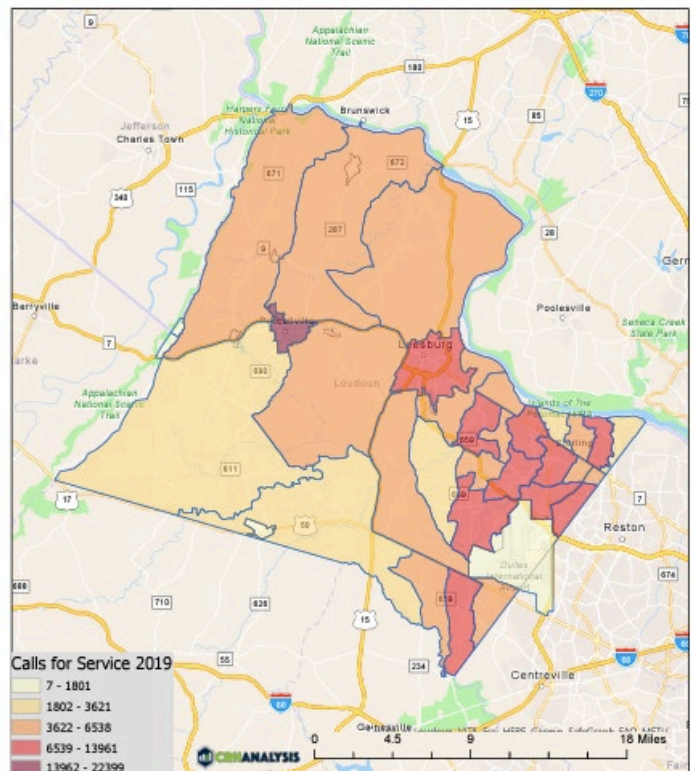
The LCSO is organized into six divisions—Administrative/Technical Services, Corrections, Court Services, Crime Investigation, Field Operations, and Operational Support—and the Office of the Sheriff.

Field Operations (Four Substations)

This division is responsible for the day-to-day enforcement of criminal and traffic laws and primarily operates out of 4 substations:

- Ashburn Station
- Dulles South Station
- Eastern Loudoun Station
- Western Loudoun Station

In addition to administrative space and the resident and community spaces, these highly functioning stations include a roll call room, workspaces, break rooms, locker rooms, gyms, equipment storage, and cleaning spaces to facilitate full-time patrolling by deputies who work 12-hour shifts. Each of the four substations also has secure entries, secure garages and sally ports, detective interview rooms, holding cells (none are used currently), and property and evidence rooms.



Each property and evidence room contains drop-off lockboxes for deputies, who can tag evidence and request forensics. All property is picked up and taken to headquarters for storage and further examination, and the LCSO has instituted several protocols to ensure the safety and security of this hand-off. Two deputies are required to transfer narcotics, one to make the transfer, the other to observe and to keep the transfer safe. There is Narcan in all four of these station property and evidence rooms.

Each station has two detectives that work the local region and a crime analyst who identifies patterns and trends, provides background research, and coordinates information sharing among the different divisions of the agency. Violent crime investigations are coordinated through the Criminal Investigations Division.

One of the substations has Intoxilyzers for DUI/DWI testing placed there solely for geographic purposes to quickly access the testing and get patrol officers back in the field. A second one is located at the Adult Detention Center (ADC).

Each station also has a "Magistrate in a Box," where detectives and officers can seek a search warrant from a Magistrate or secure charges against a suspect, on-site, via video conferencing. The use of this technology is already a best practice and indicates high levels of knowledge, training, and professionalism on the part of employees using this equipment in this manner.

The LCSO Special Operations Section (SOS) is a resource for all other divisions of LCSO. Personnel are carefully selected for this team from across LCSO, based upon their problem-solving abilities, law enforcement knowledge, character, and firearms/tactical proficiency) to assist all other divisions with search warrants, intelligence gathering, surveillance, and high-risk situations. Specialized response equipment is housed centrally in the University Sector, so the team and other county emergency responders can easily reach the equipment and quickly access all areas of the county.⁵⁷

LCSO and Loudoun County administration proactively are evaluating population growth trends and patterns and incorporating needs assessments in their long-range plans. A plan to add a fifth LCSO substation in 2032 to accommodate the fastest growing area of the county is being considered for the north end of the Dulles South adjacent to Leesburg and University sectors.

⁵⁷ Leased space is used for housing very large equipment all maintained and ready for immediate deployment and emergency response: water rescue dive equipment, trailered boat, mobile incident command vehicle, tractor all-terrain vehicles, and motorcycles for traffic control. All of this equipment is included in Loudoun County fleet inventories and maintained by General Services.

Currently, court-ordered transports are managed by sworn deputies from Field Operations. In 2019, LCSO managed 1,136 transports; in 2020, the number of transports was reduced (due to COVID) to 1,027.

Corrections

By mandate, the sheriff is responsible for the care and custody of the inmates in the ADC, which was opened in 2007, and expanded in 2010 for a total operational capacity of 476. These facilities are organized around 20 inmate housing units for housing pre-trial detainees, individuals serving local sentences, and those awaiting transfer to the Virginia Department for Corrections. The jail uses direct, podular remote, and indirect supervision models and operations are organized into several units:

- Administrative Support
- Inmate Classification (Housing)
- Work Force/ Work Release Center
- Mental Health and Medical
- Technology Support

Recent technology initiatives include court tv conferencing systems, inmate tablets, body and mattress scanners, mail scanning, and guardian wristbands.

The Corrections Division manages inmate transports to and from the jail to the courthouse. In 2019 the division managed 6,551 transports, and in 2020 the number was reduced to 2,403 due to court policies relating to COVID-19.

Administrative and Technical Services

This division provides administrative and support for all divisions and programs, including the following service areas:

- Budget and finance
- Human resources
- Employment services
- Records
- Property and evidence
- Technology
- Training
- Professional standards and accreditation
- Quartermaster

- Freedom of Information Act (FOIA)
- Crisis Intervention Team and the Crisis Intervention Team Assessment Center

The 911- Emergency Communications functions also operates and are managed within this division but are separated out for purposes of this evaluation study.⁵⁸

LCISO has just opened the brand new, state-of-the-art training center and firing range. Construction was completed, and the first class of new hires from LCISO were beginning to train in the facility as of August 2021. Classrooms, defensive tactics training rooms, an outdoor obstacle course, and two practice firing ranges will now be used for preparing area cadets for certification, training new hires, and providing continuing training.

Operational Support

Operational Support Division personnel receive specialized training and often are cross-trained to prepare them for any situation they may encounter. They are organized into three sections: Youth Services, Traffic Safety, and Crime Prevention.

Loudoun County Public Schools (LCPS) serve over 83,000 students, and LCPS is the largest employer in the county. LCISO's School Resource Officers (SRO's) receive mandatory training to include:

- 40 hours Department of Criminal Justice Services – SRO Basic Course
- 40 hours Basic Crisis Intervention Training/ Advanced CIT
- Unconscious bias training
- R.E.D. Training (Racial, Ethnic and Disparity Training)
- Insight Policing – de-escalation training
- Rescue Task Force Training – active threat training
- Threat assessment training

Annual statistics demonstrate that SROs are trained to de-escalate, not to arrest. From August 2019 to January 2020, SROs arrested only seven individuals – all were for violations that occurred outside of school. In that same period, 316 cases were managed through school administrative discipline.

Of the Loudoun County residents responding to the National Community Survey, Community Livability Report for 2020, 80% identified "Traffic" as an Essential or Very Important county

⁵⁸ The county separates out 911- Emergency Communications as a separate and 7th division, and the Office of the Sheriff also operates as a separate division for budgeting and organizational purposes. This study will track all 8 "divisions" separately to best facilitate review and analysis.

issue.⁵⁹ The LCSO Traffic Safety Section includes crash reconstruction, motor unit, and commercial vehicle enforcement.

The Traffic Safety Section coordinates the work of 41 part-time civilian crossing guards assigned to elementary and middle schools across the county. The Sheriff's Auxiliary (backgrounded volunteers) also works out of the Operational Support Division, and LCSO works to recruit, train and coordinate these citizen volunteers. They may be assigned to conduct foot and vehicle patrols, traffic control, and assist at public events. In FY 2020, Sheriff's Auxiliary Unit assisted at 460 events.

Crime Investigations

This division includes specialized units for robbery/homicide, special victims, financial crimes, narcotics and gangs, domestic violence, technical investigations, drug courts.

The LCSO crime lab provides two levels of services: crime analysis (digital forensics and biometric examination) and crime scene processing (24/7 crime scene processing for property crimes, with cameras, kits, and other equipment in their vehicles that travel the county.) LCSO and area police departments rely upon the state Regional Crime Lab and medical examiner, both located in Manassas, for other evidence testing.

The members of the specially trained Special Victims Unit investigate the most sensitive crimes involving juvenile and adult victims (i.e., sexual and physical abuse of juveniles). Every year they investigate hundreds of referrals from the county's Child Protective Services.

Court Services

This division provides security for the Loudoun County Courts Complex, including courthouse security, courthouse detention, courtroom security, and civil process. The Civil Process Unit serves summons, subpoenas, foreclosure, and eviction orders throughout the county. LCSO deputies provide advance notice to the three town police departments when serving papers within the town.

Loudoun County is building a new multi-phase, multi-million Courts Complex Expansion Project, and the current and fourth phase of the project is estimated at approximately \$23 million. The new court complex in downtown Leesburg to accommodate new courtrooms and offices for the Commonwealth's Attorney, Department of Community Corrections, Juvenile Court Services Unit, and other county departments and agencies. Existing facilities must be used during construction and will be renovated after the expanded area is complete.

⁵⁹ See "The NCS Community Livability Report for Loudoun County, 2020," p. 31.

Security screenings are required for all visitors and employees to the complex, and ADC inmates must be safely transported and escorted to court hearings. Given these security requirements and changing circumstances through the different phases of construction, the LCSO has designated two of its management-level deputies to the development of this project for the past several years; these two have worked continuously on this project for its duration. The County Board and the Sheriff have agreed to add 46 positions (all deputies) for increased staffing over a three-year period as the county prepares for the opening.

Civil Process

Deputies assigned to Civil Process made 38,285 services in 2019 (including subpoenas, court orders, other official pleadings, and notices); the number was reduced in 2020 to 27,875 due to COVID.

911 – Emergency Communications

The county's Emergency Communications Center is located in the target hardened building adjacent to the LCSO headquarters, with call taker and dispatch consoles, with texting and NextGen 911 capabilities for answering emergency 911 dispatch services and administrative calls for service. The floor is split between Fire and Rescue personnel on one side, working under the supervision of the county fire chief and sheriff's personnel on the other.

Since the Fields Consulting Study was prepared three years ago, the fire chief and sheriff have worked to implement universal call-taking training to ensure those call takers can properly identify and dispatch resources (EMS or fire) or transfer to law enforcement for appropriate response and resources.

Sixty-five to seventy (65-70%) of the calls at this Public Safety Answering Point (PSAP) result in a transfer to Law Enforcement. The Town of Leesburg operates an independent PSAP on a separate CAD system; calls that are properly answered by Leesburg Police are transferred. LCSO maintains its own redundancy backup facility (a best practice).

The Office of the Sheriff

The senior executive staff manages and supervises all programs within the LCSO. The Office of the Sheriff provides senior command and leadership for LCSO and includes Internal Affairs, Media Relations, and Communications.

LCSO Leadership

Reviews of LCSO found that deputies are well-trained, well-equipped, professional, and knowledgeable. Command-level positions are often filled from within by members of the

agency who have been hired, trained, and promoted through the ranks and have long served the communities and residents of the county. The LCSO is well-grounded in its mission to serve and protect.

The day-to-day 24/7-365 operations, policies, and protocols are professionally embedded in the agency. The LCSO meets the reporting requirements of the Virginia Department of Corrections and Department of Criminal Justice Service for the jail, training, incident reports, OSHA, and injury incidents. All lawsuits and litigation are reported to and managed by the state. County budget and fiscal policies ensure that equipment purchases, the number of positions, and the compensation rates are all set by or approved by the Board. Beyond that, new strategic initiatives, new personnel, and new equipment all require collaboration and approval through appropriate county leaders and/or the Board. The sheriff has constitutional authority for all decision-making and the selection and deployment of personnel to meet all mandates to provide essential law enforcement services.

In his third term, the current sheriff's tenure is consistent with other sheriffs in the region. The current sheriffs of Arlington County and Prince William County are each currently serving their fifth terms, respectively. The current sheriff in the City of Alexandria has recently begun his first term, with the two sheriffs preceding him serving four terms each. The current sheriff in Fairfax County is in her third term.

Should the Board and the community elect to establish a county police department in addition to the sheriff's office, this report contains recommendations to enhance the authority of the position of the county administrator or designee responsible for managing the law enforcement portfolio like the best practices of other jurisdictions in the metropolitan Washington region. This realignment of the day-to-day supervision of the chief of police by the county administrator position fosters seamless transitions of chiefs and provides accountability for achieving county strategic objectives for its police department.

The agency's command level representatives are assigned as the sheriff's designee for numerous internal and external advisory boards and committees.

LCSO 2022 Regional and Inter-Departmental Teams:

- Metropolitan Council of Governments, Investigative Commanders Subcommittee (LCSO Major Bobby Miller is Chair)
- Crisis Intervention Team Assessment Center (partnering with County Mental Health, Substance Abuse & Development Services (MHSADS))
- Sexual Assault Response Team
- The Child Advocacy Center Multi-Disciplinary Team
- The Domestic Abuse Response Team
- The Domestic Violence Steering Committee
- The Heroin Operations Team
- The Community Criminal Justice Board
- Improving Children's Outcomes for Positive Endings Team (COPE)
- The Elder Abuse Multi-Disciplinary Team

Promotional processes are intensive, with candidates submitting to an internal review process and evaluation depending upon the position and as outlined in the position announcement. Every position has eligibility requirements (experience, training, years of law enforcement, and LCSO agency service). By LCSO policy, all candidates' employment records, performance evaluations, and internal affairs records are reviewed, and candidates are evaluated based upon written and/or oral exams, resumes and/or applications. In certain cases, an assessment center simulated a leadership challenge. Candidates are ranked as highly recommended, recommended, or not recommended. The sheriff evaluates this information and makes the final decision.

However, **General Order 313.6** includes a clear statement of *ineligibility* for promotion:

Employees within the Administration and Technical Services Division will be responsible for verifying that applicants for promotion do not have any of the following disqualifiers:

One Letter of Reprimand and/or two or more Letters of Warning issued within the preceding year from the date of promotional announcement.

A disciplinary suspension within the preceding year, calculated from the date of the promotional announcement through the date of the Sheriff's official promotion appointment memo.

An employee who receives an involuntary demotion for either performance or misconduct shall not be eligible to participate in any promotional process for two years from the effective date of the demotion.

If the employee is under a performance improvement plan, he/she shall not be eligible to participate in any promotional process.

2022 Budget and CIP

The Sheriff's Budget for 2022

The county-approved sheriff's expenditure budget for FY 2022 is \$109 million, representing just under 5% of the county's \$2.3 billion annual operating appropriations. Personnel costs for 807.49 approved positions (\$97 million) account for fully 90% of the sheriff's budget.⁶⁰ The personnel budget includes salary, benefits, overtime, FICA, holiday pay, annual or sick leave payouts, etc. Other than \$11.7 million for operating and maintenance costs,⁶¹ these items are otherwise accounted for in the county's budget.⁶²

The first \$14.3 million of LCSO's annual budget comes in the form of Commonwealth Aid, with \$6 million allocated for staffing in the adult detention center and \$8 million for all other sheriff's functions. For FY 2022, local taxes fund 79% of the sheriff's annual budget.⁶³ LCSO also receives revenues that offset the overall cost of government in the form of grants, federal and state reimbursements, and fees. For the most part, these revenues will not be impacted by a potential conversion; it can be expected that the revenue streams earned within a particular division will be applied to the division's converted budget. For example, Office of Highway Traffic and Safety grants will be applied to the Field Operations Division which will follow the

⁶⁰ By all accounts, LCSO Deputies have everything they could want or need: iPhones, laptops, email, and take-home cars that are extremely well-cared for and replaced appropriately (if deputies live out of the county they must park the County's vehicle at a substation).

⁶¹ Operating & Maintenance costs are the new and/or recurring costs associated with equipping personnel (i.e., vehicles, weapons, technology).

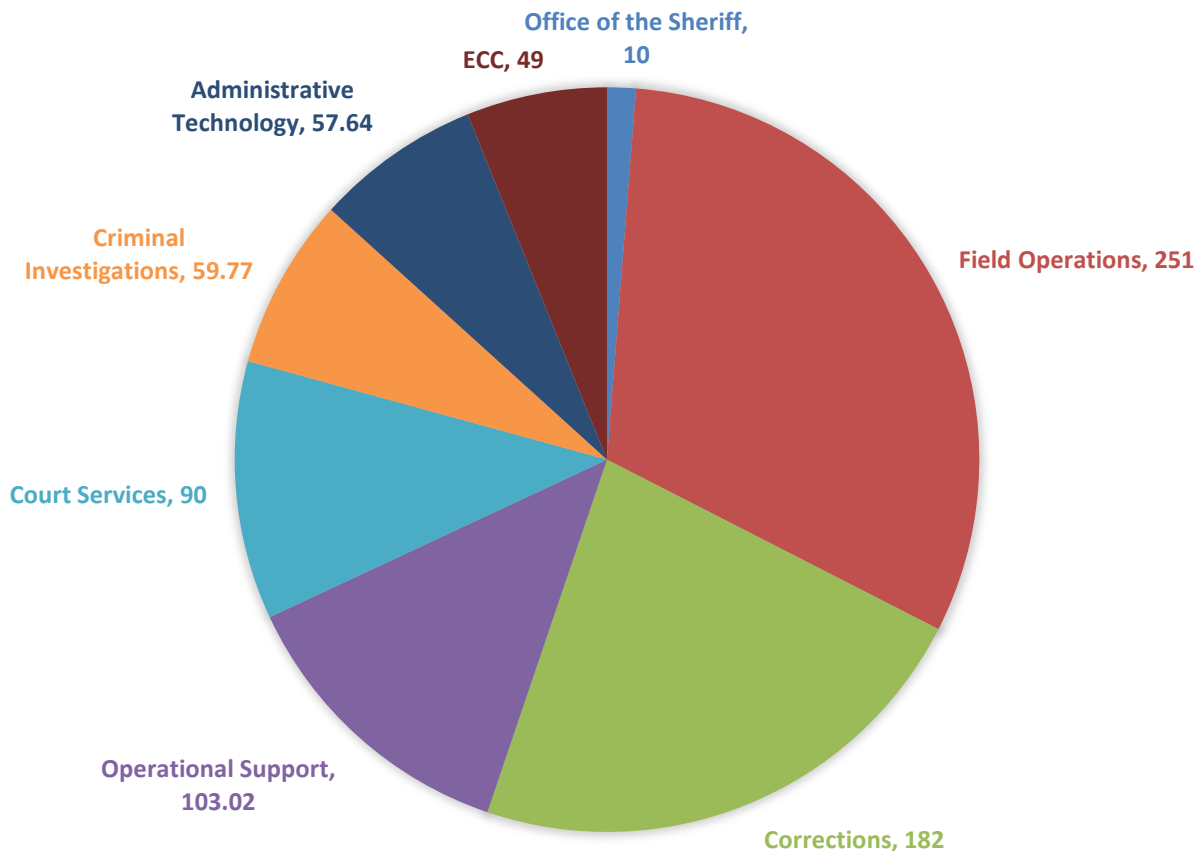
⁶² The Department of General Services (DGS) operates and maintains County-owned facilities and land, acquires and manages leased facilities, facilitates the County Safety and Security programs, provides internal support, and acquires and manages the public safety and general vehicle fleet. See 2022 FY Budget, p. I-48 at www.loudoun.gov/budget.

⁶³ "The concept of *local tax funding* in Loudoun's budget terminology refers to the revenues raised from the following local tax sources: real property taxes, personal property taxes, penalties and interest on property taxes, the County's allocation of Virginia's sales and use tax, consumers utility taxes on electricity and natural gas, the bank franchise tax, the short-term rental tax, and the 2 percent General Fund portion of the transient occupancy tax." See 2022 FY Budget, p. E-2, at www.loudoun.gov/budget.

division to the new police department annual budget and accounted for there. Unless indicated below, there is no significant impact to the LCSO revenues to be attributed to conversion.

LCSO's FY 2022 budget and personnel are allocated through six operational divisions plus the Office of the Sheriff and the Emergency Communications Center as shown in figure 7.

Figure 7. 2022 LCSO Positions by Division



The Sheriff's Capital Budget

The sheriff internally prepares a five-year capital plan and works year jointly with county administration in its development. The plan is presented to the Board and adopted as part of the annual budget resolution.

Of note, the county is building a new \$23 million courthouse expansion in downtown Leesburg to accommodate four new courtrooms and offices for the Commonwealth's Attorney, Public Defender, County Probation, and Community Corrections. Existing facilities must be used during construction and will be renovated after the expanded area is complete. Security screenings are required for all visitors and employees to the complex, and ADC inmates must be safely

transported and escorted to court hearings. Given these security requirements and changing circumstances through the different phases of construction, the LCSO has designated two of its management-level deputies to the development of this project for the past several years; these two have worked continuously on this project for its duration. As mentioned previously, the LCSO is authorized to add 46 FTEs for staffing over a three-year period as the county prepares for the opening.

The capital budget also includes planning and investments for renovations and improvements for all existing Sheriff's Facilities. The headquarters, ECC, and the four substations are new, requiring very little in the current capital budget. An expansion of the adult detention center has been planned. As part of the FY 2023 Proposed Budget, it is anticipated completion has advanced FY 2028.

Fiscal Accountability and Transparency

Due to the nature and extent of Loudoun County's fiscal and internal controls, LCSO is accountable and transparent regarding funding provided by the residents of Loudoun County. The county manages all of the sheriff's sources of funds and revenues.⁶⁴ Like any county agency, LCSO makes expenditures or books revenues which are reconciled in the general ledger. This process is supported by the Department of Finance and Budget. LCSO's budget, finance personnel, and administration coordinate with the county's Department of Finance and Budget to account for every transaction and the preparation of accurate and complete reporting on a regular basis.

The County Board sets the LCSO Agency Budget Annually and Approves all Interim Expenditures.

Preparing and adopting an annual budget every year has become a process in collaboration, with joint initiatives developed between the Board and the LCSO. The FY 2022 budget is a model of collaboration.⁶⁵ For the FY 2022 budget, the Board and Sheriff agreed to the implementation of body-worn cameras for LCSO (policies and staff regarding storage and FOIA requests, equipment costs, and plans for a roll-out), and agreed to a schedule for adding 46 new deputies for the courthouse expansion in Leesburg. The sheriff proposed these changes, and through a process of negotiation and planning, over time, all have agreed to these long-term budget adjustments., as well as for several Board initiatives.

⁶⁴ See Accounting, Auditing and Financial Reporting Policies; Capital Budget Policies; Asset Maintenance, Replacement and Enhancement Plans, 2022 FY Budget, pp. E-44 to E-46, at www.loudoun.gov/budget.

⁶⁵ This process is not without its tensions and significant give-and-take. This is not unusual among counties with an independent Office of the Sheriff.

Throughout the fiscal year, changes made to the approved budget and all interim expenditures that have not previously been budgeted and approved must be reported and approved on the Board's consent agenda or via resolution: *"Approval by the Board of Supervisors is required for changes that affect the total fund appropriations or estimated revenues."*⁶⁶ Unencumbered (unspent) funds that remain at the end of the fiscal year, according to policy, must be returned to the county.⁶⁷

LCSO must follow the procurement rules adopted by the Board for all purchases of supplies, services, and small equipment. The Board also approves all vehicle and large equipment purchases, maintenance, and replacement schedules.⁶⁸

In addition, the Board approves the Capital Improvement Plan (CIP) for LCSO. The sheriff's budget and finances are reported in the county's Annual Comprehensive Financial Report (ACFR), and the county's controller monitors accounting practices, donations made to the agency, travel expenditures, and asset forfeiture funds.

The County Board Must Approve All New Staff, Sets Rates of Pay and all Increases.

Every year, the Board sets the pay rates for all county employees and the amounts supplementing the compensation board funding for LCSO employees (essentially also setting pay rates and annual step increases). In addition, the Board sets the rate of pay for the sheriff and other constitutional officers. All job classes and new positions must be approved by the Board of Supervisors.⁶⁹

The County Board approves job classes and compensation rates and adopts annual adjustments to pay and benefits in relation to the Appropriation's Resolution, to include the rates of compensation for the sheriff and employees of the Office of the Sheriff. Collective bargaining has been approved for county workforces throughout the state;⁷⁰ however, the employees of all constitutional officers are exempt:

VA Code §40.1-57.2(D): Notwithstanding the provisions of subsection A regarding a local ordinance or resolution granting or permitting collective bargaining, no officer elected pursuant to Article VII, Section 4 of the Constitution of Virginia or any employee of such officer is vested with or

⁶⁶ See Budget Amendment Process, 2022 FY Budget, pp. E-60 to 62, at www.loudoun.gov/budget.

⁶⁷ See Budget Policies, 2022 FY Budget, p. E-79, at www.loudoun.gov/budget.

⁶⁸ The County's Department of General Services maintains the vehicle fleet and manages inventories, maintenance and replacement.

⁶⁹ See Budget Policies, 2022 FY Budget, p. E-80, at www.loudoun.gov/budget.

⁷⁰ The County is developing a process for contract negotiations and is two cycles away from contract budgeting.

possesses any authority to recognize any labor union or other employee association as a bargaining agent of any public officers or employees, or to collectively bargain or enter into any collective bargaining contract with any such union or association or its agents, with respect to any matter relating to them or their employment or service.

The employees of LCSO are not county employees and not subject to the employment authority of the county.⁷¹

⁷¹ The right to retain or not retain personnel has been granted not just to Virginia Sheriffs, but to all Constitutional Officers. See VA. Code Ann. §15.2-1603).

04 Comparable Jurisdictions

When compared to national crime statistics, Northern Virginia law enforcement agencies' crime statistics, and law enforcement agencies across the Washington D.C. metropolitan area's statistics, the LCSO does an excellent job in addressing the public safety needs in Loudoun County.

The following analysis develops comparisons between the LCSO as it currently functions and other agencies in the region, as well as other full-service sheriff's offices of similar size, geographic location, services, and circumstances. Comparison to other agencies in the state, region, and across the country aptly demonstrate the quality and skilled delivery of policing services provided by the LCSO as it is currently configured.

This report includes significant findings where reasonable comparisons were identified; however, there was no obvious comparison county/jurisdiction in the COG Region considering county population, the number of sworn officers, and the county form of government – especially when also factoring in the median income and statistics for violent crime, lines of business and agency accreditations. As it is currently functioning, Loudoun County is unique among the COG jurisdictions. Key observations from the comparison analysis below include:

- When considering crime, Loudoun County compares favorably in national, statewide, and regional comparisons.
- While there has been a nationwide trend in many large jurisdictions of increasing violent crime, that has not happened in Loudoun County. Loudoun County has experienced decreases in Crimes Against Persons between 2018 and 2019 and 2019 and 2020.
- The overall rate of homicide in Virginia from 2013-2019 is reported as 5 per 100,000 residents; Loudoun County's experience is 1 per 100,000 residents.
- The Loudoun County Sheriff's Office is a full-service agency with primary law enforcement authority, most similar to Spotsylvania and Stafford Counties. The City of Alexandria, Arlington, Fairfax, and Prince William Counties all operate both a county police department as well as a separate sheriff's office to provide mandated services.
- While Loudoun County is third in population among its Virginia neighbors (Fairfax and Prince William Counties have larger populations), it is the second-lowest in serious crime (Group A per 100,00); Spotsylvania County had the lowest number of serious crime incidents in the comparison jurisdictions.
- Among the 24 COG jurisdictions reporting, Loudoun County is the 6th largest in population but has the lowest crime incident per 1000 at 6.6 incidents per 1000.

- Among the 24 COG jurisdictions reporting, Loudoun County has the sixth largest population, and the calls for service reported by Loudoun County are the seventh-highest among them.
- For comparison, LCSO is far more similar in size, services, and circumstances to other members in the Major County Sheriffs of America (including Brevard County, Florida, and Lake County Illinois), both with elected sheriffs managing full-service agencies and serving as the chief law enforcement officer in counties with populations from 420,000 to 700,000.
- When comparing to Brevard County and Lake County Sheriff's Offices, LCSO is similar in its governance structure with their respective county boards: the Board sets annual budgets and compensation rates and limits the sheriff's budget authority through fiscal policies that apply to all county departments.
- LCSO and these MCSA comparison counties provide policing services county-wide, even though both Brevard and Lake County have a larger number of police departments operating within their counties.
- Both of these counties have higher rates of crime and higher jail populations.
- Both comparison counties have collective bargaining (LCSO does not), and all three are experiencing roughly similar rates of diversity among their sworn officers.

4.1 Crime Data

Crime rates and the effectiveness of law enforcement services are impacted by many factors beyond simply crime rates or the size of the law enforcement agency. Factors such as population density, economic conditions, educational levels of the community, and the citizens' attitude toward crime are all factors that must be considered in addition to crime statistics.

The standard for reporting crime data in Virginia is the National Incident-Based Reporting System (NIBRS). Within NIBRS, crimes are separated into two categories: Group A and Group B. Under the older UCR system, crimes are categorized as Part I Crimes (more serious) and Part II Crimes (all others).

Table 7 provides the data from Virginia State Police (VSP) on reported Group A incidents (most serious crime) in Loudoun County. Additionally, VSP uses the number of Group A incidents per 100,000 population as a metric in determining the likelihood of a crime occurring in a Virginia jurisdiction. It also provides a metric that can be used in evaluating a community's relative safety in comparison to other Virginia communities.

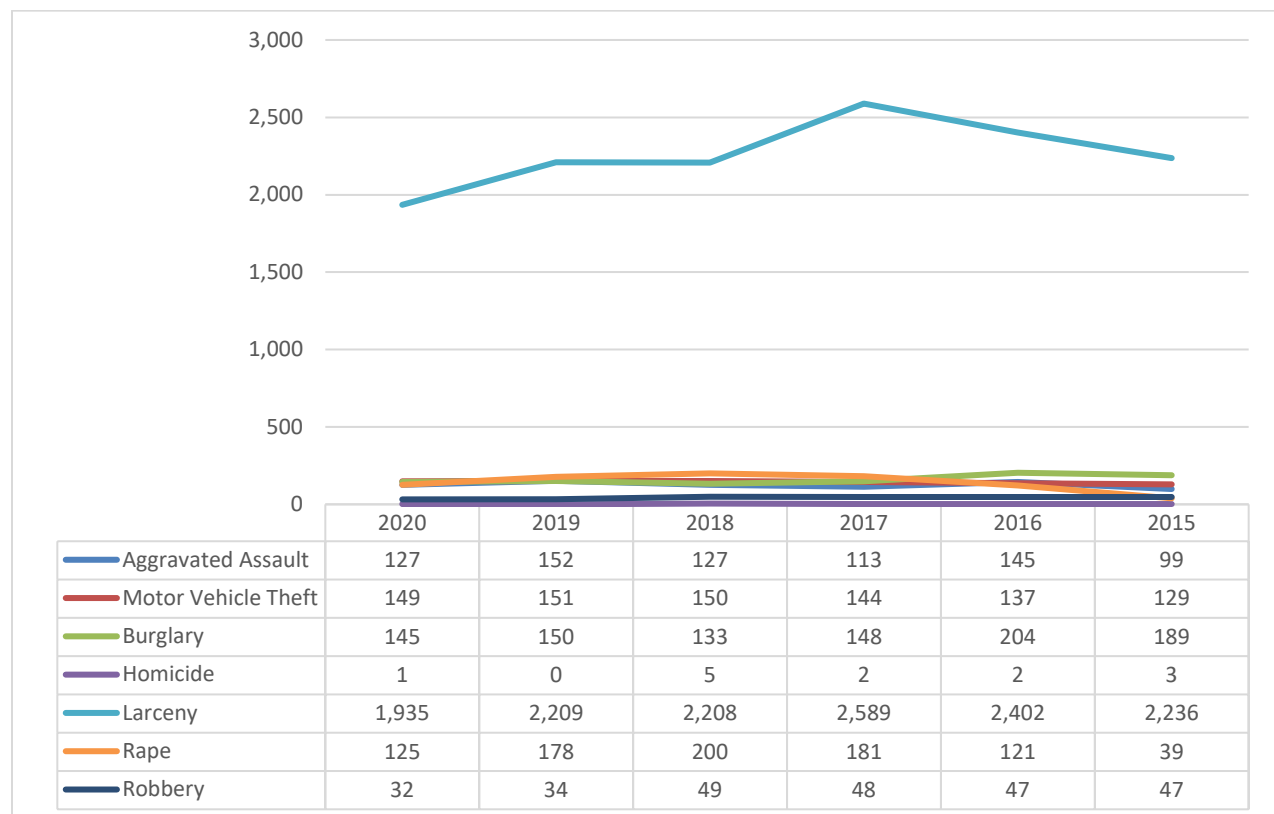
Table 7. Group A Incidents

Category	2016	2017	2018	2019	2020
Total Group A Incidents	7,381	7,842	7,462	7,399	6,728
Group A Offenses per 100,000 population	2,277	2353.79	2,185	2,121.5	1,900.8

Source: Crime in VA 2020

According to the Pew Research Center, the U.S. murder rate rose 33% between 2019 and 2020. While there has been a nationwide trend in many large jurisdictions of increasing violent crime, that has not happened in Loudoun County. Loudoun County has experienced decreases in crimes against persons (murder, rape, and robbery) between 2018 and 2019 and 2019 and 2020.⁷² The exception is aggravated assault. Between 2018 and 2019, this crime category increased by 32.6%. Using these reported numbers, over a 6-year average, Loudoun County experienced 0.5 homicides per 100,000 residents.⁷³ In fact, Loudoun County has been experiencing a decline in most crimes in the past six years.

Figure 8. Specific Crime Data 2015-2020



⁷² John Gramlich, "What we know about the increase in U.S. murders in 2020." Pew Research Center Oct. 27, 2021.

⁷³ 13 over six years for 420,000 residents.

4.2 Comparing LCSO to its Virginia Neighbors

In reviewing staffing levels, the IACP model focuses on workload for the studied agency and subunits rather than a comparative analysis with other agencies. However, it can be helpful to evaluate other departments, specifically those that the agency uses in its internal analysis. Five of the largest Northern Virginia departments, which are the jurisdictions that the county government generally utilizes for comparative analysis, were chosen. Population, staffing, and crime statistics vary greatly. A review shows that while Loudoun County is third in population, it is the lowest in serious crime (Group A per 100,00) as shown in table 8.

Table 8. Comparison of Northern Virginia Jurisdictions as Reported to the VA State Police

Jurisdiction	Population	Sworn Strength	Group A Incidents per 100,000	Reported Group A Incidents
Loudoun County	353,951	575*	1,900.8	6,728
Alexandria	159,277	314	3,865.6	6,157
Arlington	242,465	342	2,947.6	7,147
Fairfax County	1,105,077	1463	2,822.2	31,187
Prince William County	458,260	659	2,717.2	12,479

Source: 2020 Crime in VA

* Includes deputies assigned to courts and corrections

“High levels of violent crime, including homicide, compromise physical safety and psychological well-being;” these rates “provide specificity to violent crime and injury deaths,” according to countyhealthrankings.org. Overall rates of homicide in Virginia over a seven-year average are reported on this website as 5 per 100,000 residents. The estimate provided in the County Health Rankings below is a 7-year average (2013-2019).

- Loudoun County 1
- City Alexandria: 3
- Arlington: 1
- Fairfax County: 1
- Prince William County: 3

The U.S. Department of Justice Information Services also reports the 2019 homicide rate for the State of Virginia at 5 per 100,000 residents.⁷⁴

⁷⁴ See ucr.fbi.gov

Table 9. Northern Virginia Comparable Agencies

	Loudoun County	Prince William County	Fairfax County	City of Alexandria	Arlington County
Form Of Government	Loudoun County Board of Supervisors.	County executive form of government. Elected Board of Supervisors.	County executive form of government. Elected Board of Supervisors.	Independent city. Governing authority granted by Virginia General Assembly.	County manager form of government.
2020 Population ⁷⁵	420,959	482,204	1,150,309	159,467	238,643
# Of Sheriff's Lines of Business (Out Of 7)	Administrative; Technical Services; Corrections; Court Services; Criminal Investigations; Field Operations; and Operational Support	Civil Process; Corrections; Court Security	Corrections; Courthouse Security; Civil Process	Administrative Services Bureau, Detention Center Bureau, Judicial and Special Operations Bureau, and Support Services Bureau	Internal Affairs, Administration, Judicial Services, Corrections
# Of Sworn Officers (Police and Sheriff Combined)	575	659	1463	314	342
Number of CFS (If possible) 2019 COG data	161,885	239,831	491,682	80,928	87,605
Annual Violent Crime Rates (VA Grp A Incidents) 2020 data	6728	12479	31187	6157	7147
Annual Operational Budget (Combined Police and Sheriff) For 2022	\$109,000,000	Sheriff's Office is \$129,967,080 (\$115,997,420 Police and \$13,969,660 Sheriff's)	\$272,200,000 (\$220.8 Police and \$51.4 Sheriff)	\$93,495,542 (\$62,186,247 Police and \$31,309,295 Sheriff)	\$118,002,752 (\$72,607,864 Police and \$45,394,888 Sheriff)
Median Income	\$142,299	\$107,132	\$124,831	\$100,939	\$120,071

⁷⁵ U.S. Census, Population April 1, 2020

4.4 Comparing LCSO and COG Agencies

As a further analytical tool, data from the COG was reviewed. Table 10 below illustrates the breakdown of Part I/Part A Offenses for each of the 24 COG jurisdictions, as well as the crimes committed per 1,000 people.⁷⁶ Loudoun County is the 6th largest in population of the 24 reporting jurisdictions but has the lowest crime incident per 1000 at 6.6 incidents per 1000.

Table 10. Part I/Part A Offenses by COG Member Jurisdiction, 2019

COG Police Departments	Reporting Method	Homicide	Rape	Robbery	Agg. Assault	Burglary	Larceny	M/V Theft	Total Offenses	Crimes Per 1,000	Population
Loudoun County	NIBRS	0	52	36	155	140	2,199	151	2,733	6.6	412,864
Washington, D.C.											
Metropolitan (D.C.)	Other*	166	188	2,241	1,575	1,275	15,588	2,228	23,261	33.0	705,749
Virginia Agencies											
City of Alexandria	NIBRS	2	20	82	196	117	2,093	233	2,743	17.2	159,428
Arlington County	NIBRS	2	41	92	150	158	2,750	227	3,420	14.4	237,521
City of Fairfax	NIBRS	0	3	11	8	11	330	28	391	16.3	24,000
Fairfax County	NIBRS	15	92	345	427	634	12,058	857	14,428	12.4	1,166,965
City of Falls Church	NIBRS	0	1	5	4	12	172	22	216	12.4	17,486
Town of Leesburg	NIBRS	0	14	19	60	22	537	19	671	12.4	53,917
City of Manassas	NIBRS	2	16	26	52	56	538	44	734	17.6	41,757
City of Manassas Park	NIBRS	0	6	2	6	12	134	12	172	9.8	17,478

⁷⁶ Note however, that these 24 agencies did not all report consistently, some reported through NIBRS, others through UCR reporting method -- and Washington D.C. Metro Police cited "Other" for their reporting method.

COG Police Departments	Reporting Method	Homicide	Rape	Robbery	Agg. Assault	Burglary	Larceny	M/V Theft	Total Offenses	Crimes Per 1,000	Population
Prince William County	NIBRS	14	82	156	475	432	4,027	341	5,527	11.9	463,867
Maryland Agencies											
City of Bowie	UCR	1	8	28	27	51	759	55	929	15.5	60,000
Charles County	UCR	5	64	118	352	284	1,778	151	2,752	17.2	159,700
Frederick County	UCR	0	20	23	152	153	979	51	1,378	8.2	169,032
City of Frederick	UCR	2	39	54	204	198	1,112	53	1,662	23.0	72,146
City of Gaithersburg	NIBRS	0	33	36	70	88	1,133	72	1,432	20.4	70,191
City of Greenbelt	UCR	1	4	41	68	60	588	75	837	36.0	23,281
City of Hyattsville	NIBRS	4	3	54	25	54	996	61	1,197	64.7	18,500
City of Laurel	UCR	1	8	48	61	69	722	78	987	35.1	28,130
Montgomery County	NIBRS	15	377	577	795	1,408	12,581	905	16,658	16.3	1,021,159
Prince George's County	UCR	57	158	864	975	1,232	7,526	2,070	12,882	14.2	909,327
City of Rockville	NIBRS	0	16	32	38	102	694	39	921	13.5	68,401
City of Takoma Park	UCR	0	5	27	31	50	343	25	481	40.3	11,940
TOTAL		380	1331	4,593	9,591	6,546	71,871	10240	104,552	17.6	5,947,283

Source: MWCOG⁷⁷

⁷⁷ Metropolitan Washington Council of Governments, "Annual Report on Crime and Control" (August 2020), p7. Accessed <https://www.mwcog.org/documents/2021/10/12/report-on-crime-and-crime-control-crime-public-safety--/>

Calls for Service

For comparative analysis, CFS call data reported by LCSO the Annual COG Reports on Crime and Control in the region for 2019 reflected in table 9 below was used. The numbers in the COG report (161,885) differ significantly from the numbers the IACP team developed from LCSO CAD data (106,074). Without knowing the specific data source for the COG report, further analysis of the data was challenging. However, it does provide a valuable regional comparison. In reviewing regional data, Loudoun County has the sixth largest population. The calls for service reported by Loudoun County in table 11 are ranked number seven amongst the twenty-four jurisdictions of the COG.

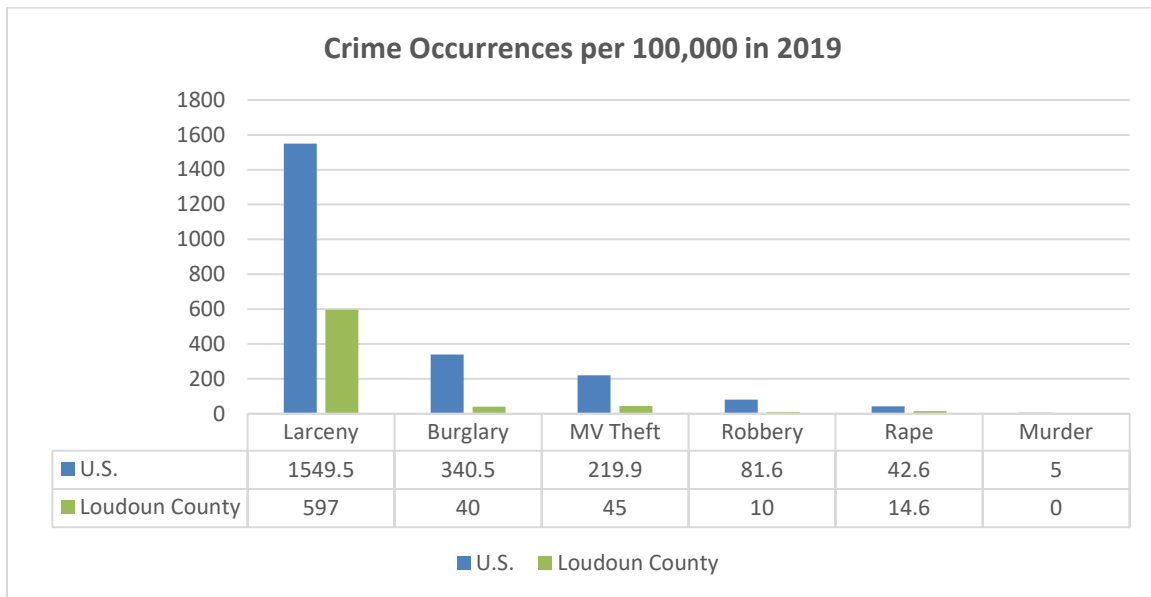
Table 11. COG Members 2019 CFS ⁷⁸

2019 COG Police Departments	Calls for Service
Montgomery County	835,108
Metropolitan Police (D.C.)	662,996
Prince George's County	530,393
Fairfax County	491,682
Prince William County	239,831
Charles County	220,428
Loudoun County	161,885
City of Frederick	106,985
Frederick County	102,655
Arlington County	87,605
City of Alexandria	80,928
City of Laurel	60,856
City of Manassas	59,822
Town of Leesburg	48,262
City of Rockville	42,139
City of Falls Church	38,645
City of Bowie	36,287
City of Hyattsville	26,679
City of Greenbelt	25,743
City of Gaithersburg	22,420
City of Manassas Park	21,635
City of Fairfax	14,580
Takoma Park	11,940

⁷⁸ Ibid p9

Beyond the comparison with the local and regional agencies, it is important to provide the Loudoun County community a comparison with national numbers. Loudoun County crime occurrences per 100,000 for 2019 are far below the comparable crime occurrences averages for the country as seen in figure 9 below.

Figure 9. U.S. and Loudoun County Crime Comparison



Source: F.B.I. 2019 Crime in the United States⁷⁹

4.5 County-Sheriff Governance

As noted earlier in the report, Loudoun County is unique in Virginia. LCSO is the largest full-service sheriff's office in Virginia; the nearest in size are Spotsylvania and Stafford Counties – both serving less than half of the population of Loudoun County. Accordingly, two comparable counties from among the members of the Major County Sheriffs of America, with far more similarities to Loudoun than any of its neighbors in Virginia or the COG region, were identified for comparison. Both comparison counties are slightly larger than Loudoun in terms of population and operate as primary law enforcement agencies within their counties, with an elected sheriff serving as the chief law enforcement officer.

⁷⁹ See <https://ucr.fbi.gov/crime-in-the-u.s/2019/crime-in-the-u.s.-2019/topic-pages/tables/table-2>

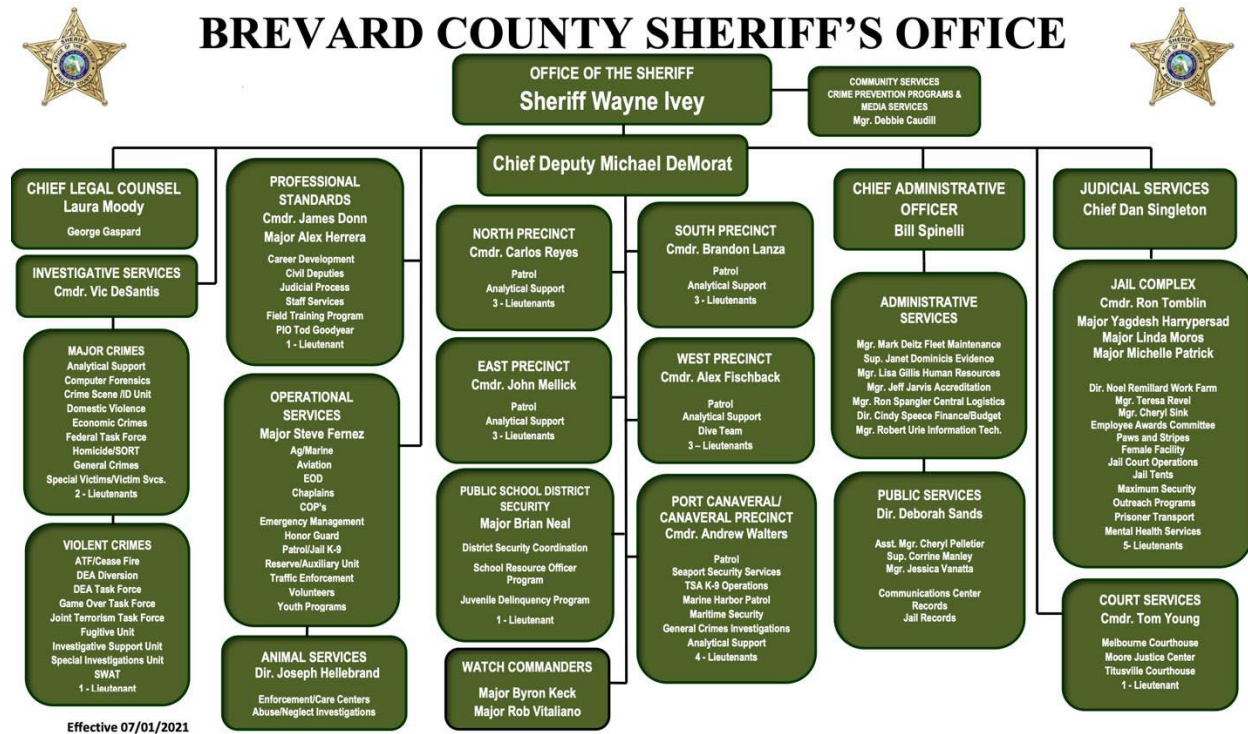
The following information was provided by the Brevard County Sheriff's Office and the Lake County Sheriff's Office:

- Neither of these counties is the largest in their respective state.
- Both have a greater number of city/suburban police departments in their county.
- Both have higher rates of crime and larger jail populations.
- Median incomes are significantly lower in both.
- The diversity of their employees is roughly similar to LCSO.
- Both sheriffs manage their emergency communications centers/dispatch.
- Both sheriff's offices have greater budget authority than LCSO.
- The County Boards in both counties set compensation rates.
- Both have collective bargaining units.
- Lake County has a Community Advisory Board (this is recommended for LCSO); and
- Brevard County Sheriff's Office provides crime scene processing, including for local police departments.

Brevard County, Florida

The Brevard County Sheriff's Office is a full-service law enforcement agency providing county-wide policing services, working with twelve local police departments. Located on Florida's "Space Coast," Brevard has a large science and technology industry and tourism industry. With a population of 606,000, Brevard County is located just 53 miles from one of the fastest-growing cities in the United States: Orlando, Florida. The agency employs 523 sworn officers and 298 corrections officers within an annual budget of \$158 million for 2022. Brevard Sheriff's deputies responded to 370,000 calls for service in 2021. The sheriff's office manages emergency communications and dispatch for the county and several of the police departments; there are a total of 11 PSAPs in the county.

Figure 10. Brevard County Sheriff's Office Organization Chart



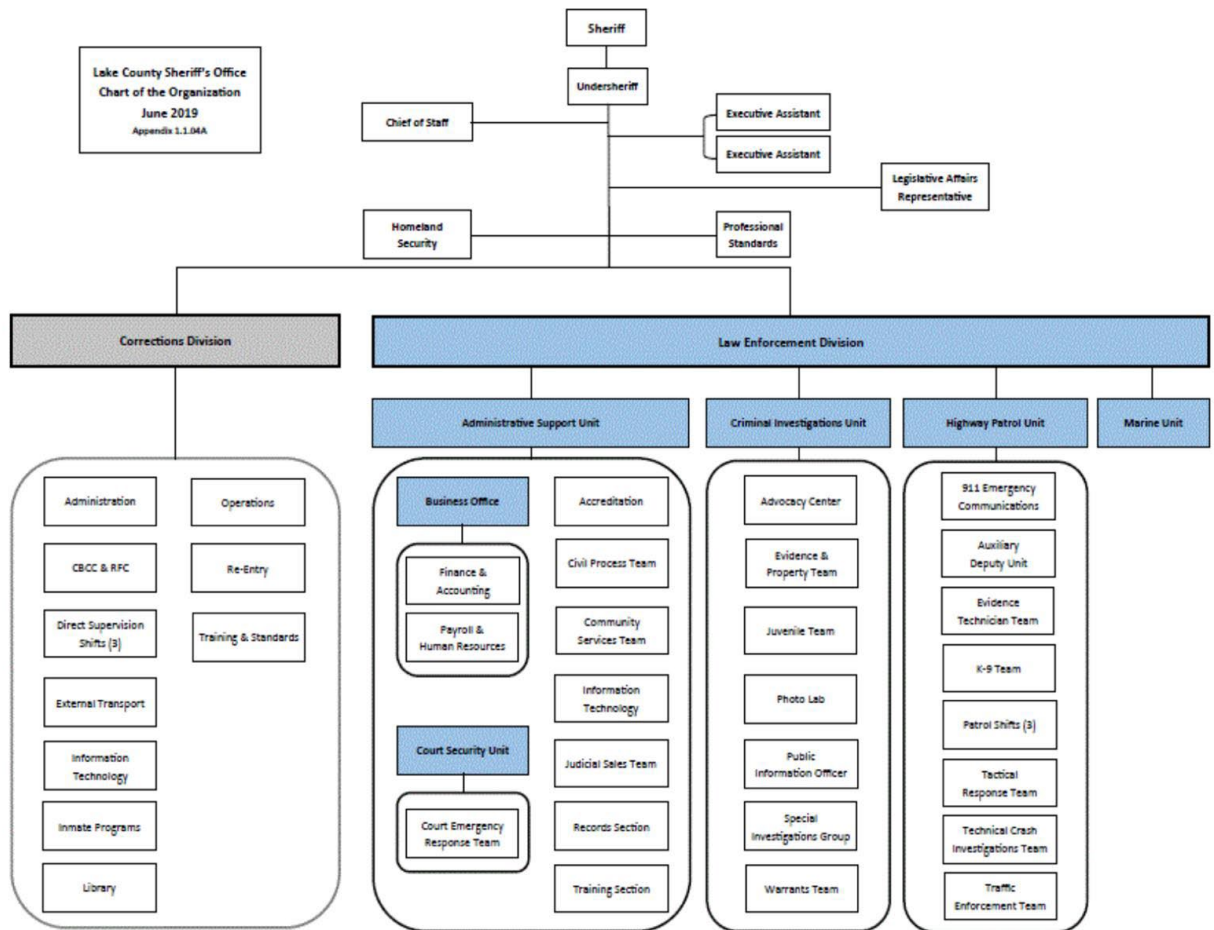
Organization chart provided by Brevard County Sheriff's Office

Lake County, Illinois

The Lake County Sheriff's Office is a full-service law enforcement agency providing county-wide policing services, working with 45 local police departments. With a population of over 700,000, Lake County is the largest of the three in the comparison and is located just 44 miles north of the regional hub of Chicago. The agency employs 136 sworn officers, 175 corrections officers, and 38 court security officers within an annual budget of \$77 million for 2022. Lake County Sheriff's Office does not provide crime scene processing but relies entirely, as do the local police departments, on state-provided services from the Northeastern Illinois Regional Crime Lab. The sheriff's office manages emergency communications and dispatch for the county and several of the police departments; there are a total of 21 PSAPs in the county.

Figure 11. Lake County Sheriff's Office Organizational Chart

Lake County Sheriff's Organizational Chart



Organization chart provided by Lake County Sheriff's Office

Table 12. County-Sheriff Governance Comparable Agencies.

	Loudoun County, VA, Sheriff's Office	Brevard County, FL, Sheriff's Office	Lake County, IL Sheriff's Office
Agency lines of business	Law Enforcement Agency	Brevard County Sheriff's Office - Law Enforcement Agency	Law Enforcement Agency
County Population ⁸⁰	420,959	606,612	714,342
Number of sworn peace officers and number of non- sworn	575	Sworn Law Enforcement: 523 Sworn Corrections: 298 Non-sworn Civilians: 452	Sworn: 136 Corrections: 175 Court Security: 38 Marine Unit: 11 Telecommunicators: 27 Civilians: 54
Diversity of agency workforce/sworn	73.94% White 10.21% Black% 7.04% Hispanic 5.46% Asian 0.18% Native American	Males: 76.9% White, 9.1% Black, 12.6% Hispanic, 1.1% Asian or Pacific Islander, 0.3% Indian or Alaska Native Female: 76.5% White, 17.6% Black, 5.0% Hispanic, 0.4% Asian or Pacific Islander, 0.4% Indian or Alaska Native	Corrections: Males 78%, Females 23%, 67% White, Blacks 21%, Hispanic 12%, Asian 1% Sworn: Males 79%, Females 11%, 87% White, Blacks 4%, Hispanic 6%, Asian 3%
Annual Violent Crime Rates	6.6 per 1000 residents	374.1	10.6
Number of local police departments	3	12	45
Median income	\$142,299	\$56,775.00	\$89,427
Largest city in county/ closest metro area	Leesburg (48,250 – 2020)	Largest in Population - Palm Bay, Florida (106,573)	Waukegan (87,297)

⁸⁰ U.S. Census, Population April 1, 2020

	Loudoun County, VA, Sheriff's Office	Brevard County, FL, Sheriff's Office	Lake County, IL Sheriff's Office
		Closest metro area - Orlando, Florida (307,573)	
Annual operational budget for 2022	\$109,000,000	\$158,747,125.00	\$77,151,868
Sheriff non-budgeted and purchasing authority (board approvals required when) written fiscal policies available	Board review and approval of all budgeted and non-budgeted spending, in even the smallest of increments.	Purchases over \$50,000 require the Sheriff and the Chief Financial Officer to sign off on the purchases.	Board approvals over \$30,000
Does Board or Sheriff set/ negotiate compensation rates	The Board sets the compensation rates.	Compensation rates are negotiated based on a collective bargaining agreement between Brevard County Sheriff's Office and Coastal Florida Police Benevolent Association	The County Board sets/negotiates compensation rates
Average daily jail population? Pre or post adjudication or both?	Current 2021 average daily jail population, both pre and post adjudication: 200- 220	Current 2021 average jail population, both pre and post adjudication: 1,551	ADP: 482, Pre this year to date: 2098 Post adjudication this year to date: 310
Do you have a Sheriffs Community Advisory Board or equivalent?	No	No	Yes
Do you operate crime lab or crime scene processing? Is this for your agency or county wide?	The Loudoun County Sheriff's Office does have full crime-scene processing capabilities and processes crime scenes countywide. Upon	BCSO does not operate a crime lab, however, we do provide crime scene processing for our agency and also smaller surrounding	No, there is the county-wide, Northeastern Illinois Regional Crime Laboratory

	Loudoun County, VA, Sheriff's Office	Brevard County, FL, Sheriff's Office	Lake County, IL Sheriff's Office
	request, they also assist Leesburg Police Department. The Sheriff's Office processes latent prints, computer forensics, and digital evidence. The Sheriff's Office uses the Virginia State Crime Lab for ballistic comparison, DNA, and drug analysis.	agencies upon request.	
Does Sheriff manage ECC/Dispatch? How many calls per year? How many PSAPs in county?	The Sheriff's Office and the Fire Rescue jointly run the ECC. Loudoun County has the only PSAP. Leesburg Police Department runs its own dispatch, but it is considered a secondary PSAP. Loudoun County Sheriff Deputies responded to 198,077 calls for service in 2020.	Yes 2018-2020 Average calls per year: 490,453 2021 year to date - Brevard County Sheriff's Office deputies responded to 370,226 calls for service 2021 Year to date calls for BCSO - to include the contracted dispatch services for 3 local police departments: 433,177 10 Primary PSAPs and 1 Secondary PSAP (Brevard County Fire Rescue)	Yes, the Sheriff manages the ECC/dispatch Information not provided 21 PSAP in the county

4.6 Staffing

Salaries for deputies and police officers have been studied regionally and regularly by Loudoun County every two years, and LCSO is currently competitive within the region. The salary for a new deputy just starting in Loudoun County ranks number two in salary in the region. Prince William County often reports higher annual salaries for new deputies just starting. The market rate studies for 2023 are included in Appendix C.

Employees in the LCSO are not as diverse as the county workforce and not as diverse as the county's overall employment population. Still, the overall diversity of the agency is similar to the rate of diversity (approximately 23%) when compared to overall county employment (approximately 24%). The Policing in the 21st Century initiatives and efforts at diverse recruiting and hiring in the sheriff's office are to be commended. The agency would benefit from more diversity and new approaches and strategies to accomplish this goal.

Table 13. County and Sheriff Diversity Rates Comparison

	LCSO Demographics	County Labor Force
White	74.73%	70.21%
Black	10.25%	9.46%
Asian	2.30%	4.72%
Hispanic	7.24%	6.67%
Not classified/Other race alone	2.30%	8.94%

Demographic data provided by LCSO and by Loudoun County

Loudoun County is just one agency of thousands that face this challenge. One study that looked at data from 467 agencies across the country with 100 or more sworn officers for the period of 2009 to 2016 found that 332 of the 467 agencies became more white in that period relative to their population. Just 135 were successful in adding to their overall diversity when compared to the population of the communities they serve. This is a national law enforcement issue and not a local issue. According to the analysis, larger agencies are more successful in recruiting diverse officers, and the smaller rural agencies face greater challenges.⁸¹

⁸¹ Lauren Leatherby and Richard A. Oppel, Jr. "Which Police Departments are as Diverse as Their Communities?" *The New York Times*, Sept. 23, 2020

05 Model for Two Separate Agencies: “2022 Converted”

The best way to provide a cost analysis for the annual impact on the cost of government for this contemplated change, is to compare the 2022 LCSO against itself. Accordingly, to conduct a comparative analysis, snapshots in time for two new theoretical agencies have been built for Loudoun County, with independent organizational structures and budgets, so that the two “**2022 Converted**” agencies can be compared to the “**2022 Current**” LCSO organization, using 2022 compensation levels, equipment costs, and reimbursement rates. Three critical assumptions underly the development of conversion and transition costs and planning within the analysis:

- **Assumption 1: Funding levels, rates, and amounts used throughout the analysis for both the “2022 Current” and “2022 Converted” agencies are those adopted by the Loudoun County Board of Supervisors in its 2022 Budget.**

The Loudoun County Finance and Budget Office and the County's Departments of Transportation and Capital Infrastructure (DTCI) and General Services all were consulted for assistance in setting the amounts for adding new positions and equipment at 2022 budgeting amounts. The LCSO, Finance and Budget Office, and County Attorney's Office all were consulted in determining and then quantifying the issues of liability insurance, limitations of liability, and state reimbursements/contributions.

With the assistance of the county's Departments of Transportation and Capital Infrastructure (DTCI) and General Services (DGS), concerns and questions related to facilities and space needs. A full description of the LCSO Annual Budget and Capital Budget is provided in Chapter 3.

- **Assumption 2: Separation of the law enforcement services from the sheriff's mandated services will require the creation of two fully operational, independent, and self-sufficient agencies.**

The sheriff's office and sheriff's deputies always will retain full law enforcement authority throughout the county as sworn officers. Accordingly, duplication and significant expansion of the number of positions and the annual budget are unavoidable. At some point, the two agencies may develop a cooperating agreement or mutual aid agreement for shared services, but none can be required.

- **Assumption 3: The contemplated conversion is very different from creating an entirely new agency where services and service levels are new to the community and residents.**

Here, the residents depend upon the seamless delivery of policing services and levels. Both must be able to operate fully before the Office of the Sheriff discontinues its law enforcement operations; there is no backup, so transition planning must include fail-safe, safety-net, and/or overlapping services.

Two converted agency budgets were constructed step-by-step for comparison, and served as the foundation for developing the fiscal impacts, comparative analysis, and cost-benefit-risk analysis:

1. Re-assign all of the agency's current lines of business to one of the two converted agencies;⁸²
2. Examine current personnel positions, equipment, and budget amounts for each of the lines of business, and assign them to one of the Converted Agencies;
3. Consult with Loudoun County Department of Budget and Finance to capture 2022 compensation levels, equipment costs, and reimbursement rates, analyze and confirm one-time, short-term, and long-term budget items, and develop facilities needs;
4. Identify additional personnel positions, equipment, and budget amounts needed to complete the staffing for each of the lines of business in the two converted agencies, to maintain a) current service levels and operations, and b) recommended best practice levels and operations
5. Review and consider other revenues, expenses and other budget impacts for full operation of the converted agencies, including facilities and space needs.
6. Review and consider direct and indirect impacts to other Loudoun County public safety operations and departments and develop recommendations for additional personnel, equipment, and potential re-alignment.
7. Assess each of the areas of revenue, expense and other budget impact, for assessing one-time, short and long-term impacts; these costs and impacts form the foundation for the timeline, implementation plan, and analyzing the short-term and long-term costs of conversion and space needs.

⁸²For the most part these lines of business were easily assigned, but there were a few lines of business that required additional consideration, as more fully described below.

8. Identify and resolve questions wherever possible, with additional inquiry and information;
9. Assemble and review new spreadsheet to consider annualized impacts; validate; review; discuss; revise.
10. Prepare comparative analysis, cost-benefit-risk analysis, narrative statements and financial impact statements; validate; review; discuss; revise.

The FY 2022 allocation of funds and positions have been divided in table 14 below based upon each of the eight functional areas to demonstrate the areas of clean separation and the areas of necessary duplication.

Table 14. 2022 Allocation of Funds: LCPD and LCSO Lines of Business

Corrections	Court Services	Administrative and Technical Services	Office of the Sheriff	Field Operations	Operational Support	Crime Investigation	911 – Emergency Comms
\$25,602,654 182 FTEs	\$9,657,518 90 FTEs	\$12,126,764 57.64 FTEs	\$1,997,704 10 FTEs	\$32,329,961 251 FTEs	\$11,465,887 103.02 FTEs	\$10,269,961 59.77 FTEs	\$5,552,151 49 FTEs
SHERIFF MANDATES	SHERIFF MANDATES	AREAS OF DUPLICATION	AREAS OF DUPLICATION	PROPOSED POLICE	PROPOSED POLICE	PROPOSED POLICE	PROPOSED POLICE

5.1 Converting the Agencies

Step 1: Split Positions by Division

The mandated services of corrections and court services (to include civil service of process) were allocated to the new 2022 converted sheriff's office. The sheriff would retain current funding levels for sheriff's office functions: corrections, court services, administrative technology, and the Office of the Sheriff.

Sheriff's Budget: 340 Positions
(approximately 45.5% of current annual budget)

Similarly, four lines of business (field operations, operational support, crime investigations, and the ECC) logically would be allocated to the new 2022 police department.

Remaining for New Agency to Start: 463 Positions
(approximately 54.5% of current annual budget).

The new police agency will require additional funding for its annual operations to provide leadership (Office of the Chief), administrative technology services, support and functions, and additional personnel as more fully described below.

Table 15. Conversion Position Count

Conversion FTE Count	Sheriff	Police	County
START	809/803*	0	
STEP 1: Split current positions (803) by division	340	463	
STEP 2: Shift 24 positions back to LCSO	364	439	
STEP 3: Add 22 for Office of the Chief, Administrative Technology		461	
STEP 4: Add 3 positions for 60% obligated time		464	
STEP 5: Add 70 positions recommended proactive time		534	
STEP 6: Add 13 county employees			14
Agency Count Minimum to Start	364	464	14
Agency Count Recommended	364	534	14

*Authorized/Budgeted: 809, Actual Count 803

Step 2. Shift 24 Positions Back to Sheriff

Warrants and Transports for Sheriff's Office (Shift 24 Deputy Positions, Cost Impact: \$0)

After this adjustment to staffing, the sheriff's office would retain 364 positions of the original 809, and the police department would begin with twenty-four less: 439 positions.

The sheriff's office reports that in 2019, the agency served 3,918 warrants, accommodated 1,136 court-ordered transports, and transported 6,551 inmates to court.

Assuming policing functions are removed from the sheriff's office, the sheriff's office will need to retain 20⁸³ additional deputies to continue related functions currently provided within the combined agency by sworn deputies assigned to the field operations and operations support divisions for service of warrants and court-ordered transports.

Crime scene technicians and detectives also will be needed to investigate alleged criminal conduct within the jail.

⁸³ The Special Operations Section is the agency's tactical team, with 16 deputies that currently serve the majority of the criminal warrants.

These positions are transferred here. It is assumed this transfer also eliminated the need for these 13 first responder positions for minimum staffing in a new police agency due to reduced workload.

<p>Fill Operational Vacancies (24 Retained Positions - Transfer) 20 Deputies/ Cars for Warrants and Transports 4 Detectives</p>
--

Step 3: Add Positions to Office of the Chief and Administrative Technology

New Police Department Positions: Office of the Chief and Administrative Technology (Cost Impact: \$3,186,828)⁸⁴

Following the addition of these 22 positions, the police department position count has been adjusted to 461 positions for the minimum to start.

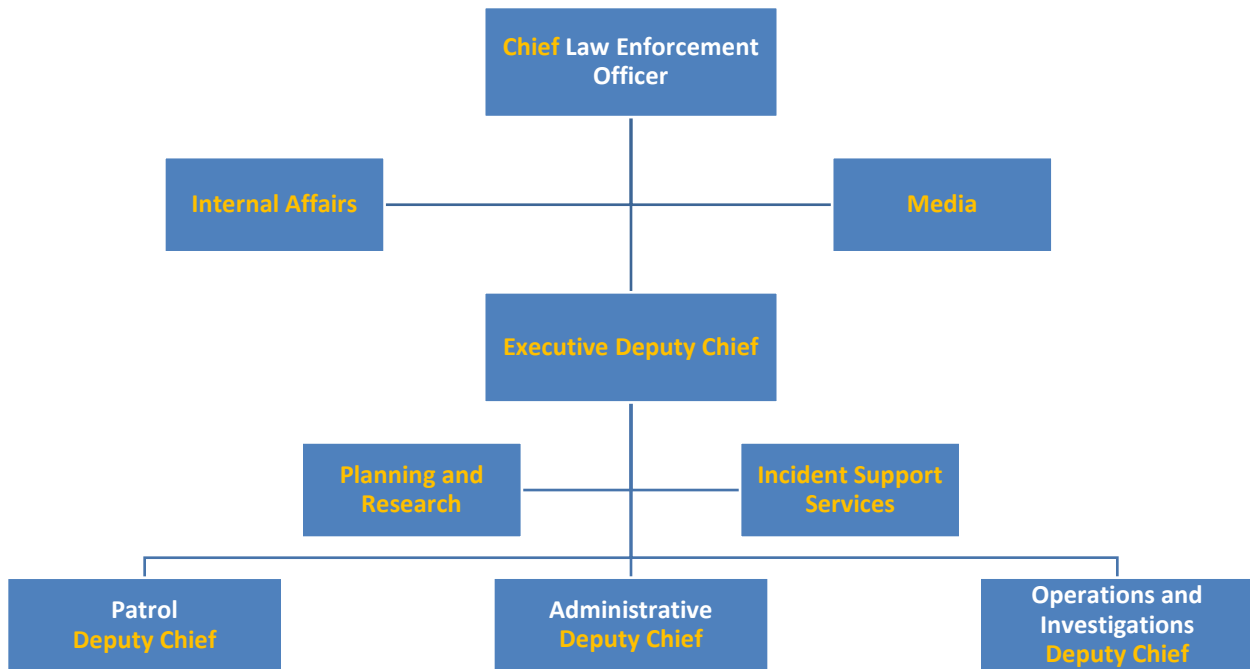
Considerations for operating an agency with the minimum staffing to start is projected to require the addition of new personnel in the minimum number of 22 positions, with an additional 79 positions, for a total of 101 new positions, to meet the 540 positions police department required for the best practice recommendations and supporting analysis discussed in section 8.

Office of the Chief

Both the sheriff's office and the new police department will require a sheriff/chief and command staff to provide leadership for the agency.

⁸⁴ One-time costs for these positions is \$559,100; annual/reoccurring costs are \$2,627,728.

Figure 12. LCPD Proposed Senior Leadership Organizational Chart and Positions



Office of the Chief (10 New Positions - \$1,539,173)

Chief

1 Executive Deputy Chief

3 Deputy Chiefs

Planning & Research Director

Internal Affairs Director

Incident Support Services Director

Media Director

Administrative Technology Functions

Similarly, function areas currently included in the Administrative Technology Division must be provided in both agencies to ensure independence and full functionality. These functions and positions include records management, property and evidence, quartermaster, human resources, budget and finance, IT, communications, and administrative support. Just as there are likely to be some cost savings by eliminating positions due to diminished demand for these critical support services, neither agency can function without fully staffing all of these positions, including all relief factors.

Due to the variety of positions and duties for the personnel in Administrative Technology, this is an area of duplication that cannot be avoided. However, the transition process is recommended to include a full review and audit of positions and job classes to ensure efficient and effective use of resources. There are certain to be positions that may be eliminated during a transition review. The impact of full duplication in these two lines of business, on an annualized basis, could result at most in the duplication of 67.64 FTE positions and \$14 million, but the specific positions and costs anticipated are shown in the text boxes and estimated amounts.

Admin Tech area (12 new positions - \$1,677,655)

2 Human Resources
2 Information Technology
2 Property and Evidence
Records
Quartermaster
Budget and Finance
1 Communications
1 Legal/Data/FOIA
1 Board of Supervisors and Administration liaison
7 Administrative Support

Step 4: Add 3 Positions for 60% Obligated Time

New police department: Add 3 positions to Patrol Operations to Meet Requirement of 60% Obligated Time (Estimated Impact: \$680,497)

Following the addition of these 3 sworn positions, the police department will meet minimum staffing requirements in patrol operations, and the agency position total will be 464 positions.

Loudoun County has established a performance benchmark for patrol response requiring a patrol deputy's obligated time should not exceed 60%. The workload analysis indicates that the current workload for a patrol deputy (at a first responder strength of 185) is at 64%. To meet the benchmark of 60%, an operational minimum for first responders requires 198 patrol officers, an addition of 3 positions. A more detailed discussion the performance benchmark can be found in section 8.4 of this report.

Step 5: Add 70 Positions Recommended Proactive Time

New Police Department: Add 70 Positions to Patrol Operations to meet Staffing Best Practices (Estimated Impact: \$15,190,909)

Following the addition of these 70 sworn positions, the police department will meet recommended staffing requirements in patrol operations (79s sworn officers, four sergeants) with one crime analysis coordinator; the agency position total will be 534 positions.

The patrol operations and workforce analysis demonstrate the need for an additional 79 positions to meet best practices recommendations⁸⁵ for patrol operations and four sergeant positions for supervision.⁸⁶ The specific assignments are included in the proposed police department organizational charts in Appendix A. One additional position is recommended as a crime analyst coordinator. All costs have been calculated at the sworn deputy rates.

Additional sworn officer positions can be added to this fiscal analysis individually or in groups of ten. The costs have been configured to include all of the new vehicles,⁸⁷ equipment (laptop, phone, body-worn camera, uniforms, and other equipment) as well as fuel costs within the aggregated cost of one new or ten new officers (again, using 2022 actual rates). The total cost impact shown below accounts for 84 additional sworn positions.

Table 16. Cost Impact 1-84 Positions

Number of New Sworn	Aggregate Impact*	One-Time Cost to Equip	Annual Re-Occurring Cost
1	\$255,575	\$105,625	\$162,450
10	\$2,044,599	\$845,000	\$1,299,599
12	\$2,555,749	\$1,056,250	\$1,624,499
24	\$5,111,498	\$2,112,500	\$3,248,998
80	\$16,356,792	\$6,760,000	\$10,396,792
84	\$18,299,500	\$7,182,500	\$11,046,592

⁸⁵ Wilson, Jeremy M., and Alexander Weiss. "Essentials for Leaders: A Performance-Based Approach to Police Staffing and Allocation." *Annotation* (2012).

⁸⁶ Because these are best practice recommendations, the Sheriff's Office will want to consider the addition of some or all of these positions – even if the County elects not to go forward with conversion.

⁸⁷ According to General Services, currently 47 vehicles are dedicated to Corrections, Courts, Civil Process and other Sheriff only functions. The remaining 533 vehicles are dedicated to policing functions such as Patrol, Criminal Investigations, Operational Support, Admin Tech and spare vehicles. In the event the Agencies are divided, this Fleet Inventory will need to be reviewed and reconciled to meet the new assignments of personnel, and to accommodate the needs during transition and beyond. For purposes of this Study, only the cost of equipping each additional deputy has been included; additional Agency vehicles may be necessary. For reference only, the average annual maintenance cost per vehicle in 2022 is \$1,645.00, and the average annual fuel cost per vehicle in 2022 is \$1,489.00.

**Aggregate impact is approximate*

Step 6: Add New County Positions

Add 14 FTE County Positions: Coordination and Support (Impact: \$1,539,173).

Especially in the early years, the county and the police department will face a learning curve and transition. County employees will interface with an entirely new department, with all of the challenges and technical complexities of first achieving, and then maintaining, current service levels:

- Implementing regional, state, and national crime and incident reporting; organizing radio and computerized communications.
- Assuming responsibility for community interface, engagement, and participation.
- Developing a full set of service contracts and mutual aid agreements.
- Coordinating records management systems.
- Developing and training on new policies and protocols.
- Recruiting and on-boarding hundreds of positions.
- Adopting new branding, websites, and social media.
- Coordinating budgeting and financial oversight.
- Fully equipping and supporting all personnel and services.

The following represents a list of the functions that must be supported, coordinated, and supervised by the Board of Supervisors and the positions estimated to be needed for this continuing effort.

County/Admin (14 new Positions or part-time Positions): \$1,539,173

1 Manager-level Admin
3 Public Engagement- Public Safety Committee Coordinator
3 Legal (2 attorneys and 1 paralegal)
2 HR
2 IT
1 Budget & Finance
1 Procurement
1 Communications
1 Facilities
1 Fleet & General Services

TOTAL Positions: Assuming a plan to follow effective practices in the police department, the number of positions will increase by 95 positions from 809 to 922 (364 sheriff and 558 for police department), and the number of county administrative employees also will increase by 14.

Considerations for Conversion

Sheriff's Office Employees May Not Be Transferred to the County.

One previously unanticipated and significant obstacle for the potential conversion is that sheriff's office employees are not employed by the county but by the constitutionally separate officer. In practical terms, this means that every position to be filled in the new agency will need to be posted with new job classifications and an open application process. The current employees of LCSO cannot simply be transferred. Moreover, the individuals one might expect to apply for the new positions may not apply. Those who one might expect to stay in the sheriff's office (including and especially those in leadership and currently assigned to the Jail) may not stay -- or may prefer to apply for a new position in the police department. However, much of the funding for these positions comes from the county, which can simply be transferred from one annual budget to the other.

Buy-Outs and Severance Packages, May Be Necessary

Employees in the sheriff's office are at-will employees, by law, but buy-outs and severance packages may be necessary for completing a conversion process and should be considered in planning.

Public Safety Expertise, Mobility, Training, and Recruiting Opportunities

Separating the policing functions from the sheriff's office necessarily may result in a significant loss of experience and the ability and agility to transfer individuals (especially sworn officers) in and among the eight divisions. Eliminating the promotional opportunities, leadership development, upward mobility, and cross-training available within one larger agency (compared to two smaller agencies) may impact recruiting and retention efforts. Some sworn officers elect to pursue a professional career in corrections, while other examples include technology, training, and communications; in fact, there are several available professional career paths within a full-service sheriff's office. This upward mobility and the opportunity to move amongst the divisions have created career paths in Loudoun County that have contributed significantly to the agency's success in recruiting and retaining new employees. The county may be placing itself in a position to compete with larger agencies for its employees, and these larger agencies will benefit by comparison in the marketplace.

The sheriff, managing all eight lines of business, can and has moved people through the different divisions to gain expertise and command-level experience. For instance, working in a jail environment leads to experiences in de-escalation, identifying mental illness, familiarity with suicide prevention measures, and a better understanding of working with individuals in crisis: all very valuable experiences when responding to an emergency call. This learning process has been valuable to the current agency and its personnel, but also for the three other police departments in the county because LCSO has become the trainer and feeder operation for the leadership in these other agencies. For example, Leesburg's current police chief is a former LCSO captain. In addition, the sheriff now has the unimpeded ability to make transfers and temporary assignments across all six divisions to fill positions critical to public safety. With the creation of an independent police department, these internal opportunities will be eliminated.

Transition

In the event the County Board decides to place the referendum on the ballot in November 2022, and in the event the referendum passes, it will take approximately three years from that date for the police department to become fully operational, requiring the County to operate a "shadow agency" for many months. Leadership and critical employees will be needed for planning, hiring, policy development, systems design and coordination, and training very early in the transition process – long before the agency begins providing services.

Especially in the area of patrol operations, it takes many months before an officer new hire becomes "value add;" this is even more significant here, where every FTE will be new to the agency, and the entire agency and its services will be new to the residents.

The process of recruiting, posting, application periods, interviewing, vetting and backgrounding, hiring, equipping, training, field training, and supervisory coordination for roughly 500 employees all will take many months, extraordinary efforts, and millions of dollars in employee compensation before the new agency can be ready to operate and take on the responsibility of first responders. Similarly, internal and external communications, computer and radio systems, 911 dispatch, records systems, crime reporting systems, and internal approval processes all must be contracted, delivered, ready, and tested before the new agency can be ready to operate.

The hiring process can begin at the end of Year 1 or Year 2. For purposes of a 10-year outlook, it is anticipated that full employment should be accomplished by the end of Year 2 or at the beginning of Year 3, to allow several months for training, testing, and overlapped services, for

all employees and services (so the cost estimates below include the initial fiscal impact, and the final summary of costs anticipates annual budgeting impact for 8.5 of 10 years).

It is to be expected that not all personnel from the current sheriff's office will apply for a position or become eligible for employment in the new agency, and all those who will apply may not meet new employment standards, psychological testing, or backgrounding.

Participation in National Leadership: Major County Sheriffs of America and Major Cities Chiefs Association

The LCSO currently is the only county in Virginia eligible for membership in the Major County Sheriffs of America, an association with approximately 104 of the largest sheriff's offices from across the country. With a smaller sheriff's agency, Loudoun County will no longer be eligible and will give up its seat in national conversations on public safety, including federal programs, resources, standards, best practices, and technology.

The MCSA and its members regularly convene meetings with the United States Attorney General and Department of Justice, the Director of the FBI, the Secretary of the Department of Homeland Security, other federal law enforcement agencies, and even with the President of the United States. The MCSA educates members of Congress regarding the experiences and challenges of providing law enforcement at the local level, provides large agency training and peer-to-peer engagement, influences programming, and advocates for local law enforcement in the U.S. Congress. Its member sheriffs serve on national task forces (like President Obama's Task Force on 21st Century Policing). The resulting police department also will not be eligible for the Major City Chiefs Association at the time of conversion, although these agencies will continue to have access to the IACP (with 31,000 members) and National Sheriffs Association (with 3,100 members).

5.2 Impact on State Funding and Services

State Funding and Services

(Estimated Impact: \$32 million one-time, and \$15 million annually⁸⁸)

Compensation Fund (Impact: \$8 million for first Four Years)

Because the sheriff's office is a constitutional office in the Commonwealth, the State funds a portion of the sheriff's office activities; for FY 2022, the State provided \$14.3 million (roughly

⁸⁸ Although it is impossible to provide anything other than a range, for budget purposes, \$15 million will be used to estimate the aggregated annual financial impact for the combined annual costs of Litigation, Risk, Liability, Insurance, Self-Insurance and Workers Compensation, especially as the County will want to build a Reserve.

14% percent of the agency's funding). This \$14.3 million is allocated through two separate funding streams to Loudoun County: adult detention center (\$6 million) and the remainder of operations (but at least \$8 million).

Eligibility for 599 Funds

Accordingly, for FY 2022, the county would not otherwise qualify for this \$8 million for a police department. The State provides aid to localities with police departments through its "599" Program managed by the Virginia Department of Criminal Justice Services (DCJS). Appropriations from the State are set according to formula, schedule, and updates. Legislation will be required before Loudoun County will be in a position to depend upon this source of revenues or to determine the amount, which also will require certifications, based upon training records and compliance: "In recent years, the General Assembly has ...specified in the Appropriations Act that localities' allocations in a given fiscal year are to be based on a standard, across-the-board percentage increase or decrease from the previous year's allocations."

Counties	FY 2022 599 Allocations
Albemarle Co	\$2,234,053
Arlington Co	\$6,839,878
Chesterfield Co	\$8,295,961
Fairfax Co	\$26,394,873
Henrico Co	\$9,483,984
James City Co	\$1,468,699
Prince George Co	\$974,055
Prince William Co	\$10,219,324
Roanoke Co	\$1,995,219
County Aid	\$67,906,046

To be eligible for "599" funds, a locality must have a police department as defined in §9.1-165, and all of the department's law enforcement personnel must meet the state's minimum training requirements. Prior to the start of each fiscal year, the participating jurisdictions must certify to DCJS in writing that they meet those criteria. DCJS uses its training records database to verify that each locality's officers are in compliance with the minimum training requirements. Each locality must also certify that it will use the "599" funds to supplement, not supplant, local funds provided for public safety services."⁸⁹

As this aid is prospective, a delay of two to four years should be anticipated, with no guarantee that amounts will fully replace State Compensation Board funding on an annual basis or that any amount can or would be paid retroactively.

Risk, Liability, and Litigation (Estimated Impact: \$10-12 million annually)

The State's Division of Risk Management currently provides for nearly all of the sheriff's legal costs and liability risk. First, the State provides for all the costs of legal defense. Second, the

⁸⁹ See <https://www.dcjs.virginia.gov>

State benefits from a statutory limit on liability awards of \$1.5 million per incident. This is an enormously valuable benefit because lawsuits against police, lawsuits for accidents, lawsuits for the alleged violation of rights are extremely expensive to defend and often involve years of active litigation, appeals, and negative media. The statutory limit operates to protect, financially, the agencies providing essential services, isolates the county from this process, discourages lawsuits, and eliminates high stakes litigation altogether. Without this cap, just one award can reach the tens of millions.⁹⁰ Third, the State pays for all of the awards (via settlement or court-ordered awards).

The alternative for the county, in the event of conversion, would be self-insurance and/or insurance policies with annual premiums increasing with the experience and ongoing costs of certain litigation – costs not currently incurred by the county. For prudent management of the financial risk, the county would have to set and retain a reserve fund in the tens of millions for assuming this new level of risk and associated costs, to include all settlements and awards in all amounts.⁹¹

Worker's Compensation Claims and Benefits (Estimated Impact: \$2-5 million annually)

The sheriff's office experiences an average of 20 new worker's compensation claims each year. The State also manages, defends, and pays out the benefits awarded to these claimants. These are costs Loudoun County would need to assume in a conversion.⁹²

Backfill 12 State Troopers (Potential Impact: \$2,555,575⁹³)

The Virginia State Police (VSP) Region 7 allocates the equivalent of 25 troopers to patrolling and answering calls in Loudoun County. This allocation relates directly to the current organizational structure of policing as part of the constitutional office of the sheriff. In many areas, state resources support the constitutional officers. The LCSO computer-aided dispatch (CAD) system

⁹⁰ The Associated Press, "A jury awards \$17 million to the parents of a man killed by an LAPD officer in Costco," Riverside California (as reported on NPR, October 28, 2021). See also, "A look at big settlements in US police killings," AP News, March 12, 2021, (apnews.com accessed Sept. 15, 2021).

⁹¹ For reference, for FY **2015**, the Fairfax County Insurance Fund reported \$47.1 million in accrued liability for the entire County operation, with a \$30 million Litigation Reserve. Clearly, policing-related litigation can result in awards in the tens of millions in even one case. For FY 2015, Fairfax County budgeted \$4.1 million in Self-Insurance losses and \$3.6 million for Commercial Insurance Premiums. Fairfax County also reported that 6.4% of its General Liability Claims proceed to litigation.

⁹² Also for reference, for FY 2015, the Fairfax County Insurance Fund budgeted an additional \$14,445,000 annually for worker's compensation expenditures, for the entire County operation. The County reported an annual experience rate of 13.07 Workers Compensation Claims per 100 FTEs, and 2.1% of Workers Compensation Claims that proceed to litigation.

⁹³ Here, the one-time cost of providing vehicles and equipment represents \$1,054,990 of this aggregated cost.

shows 610 calls for service in 2019 and 398 calls for service in 2020, where the Virginia State Police was the primary unit on the call.

The State Police, operating under the direct authority of the Governor, would have discretion in determining whether or not these resources would be discontinued. If a Loudoun County Police department is created, VSP may elect to mirror the relationship it has with Fairfax County, where VSP focuses on the interstate. In Loudoun, VSP would likely focus on major roadways: Routes 7, 50, 28, 9, and 287.

In reference to the LCSO 2020 Study, Loudoun County specifically requested validation on this issue. The validation analysis was able to confirm only that it is a possibility. Any determination by VSP to adjust or discontinue the services currently provided would be conditional on any number of different factors. Accordingly, 12 deputies have been added here as an optional step and as a potential cost for backfilling the services otherwise provided by VSP in the event that a determination is made to discontinue this resource.

5.3 Impact on Facilities

New Facilities

(Estimated Impact: \$60.8 million Facility Costs plus Interest, Depreciation, and Operating Costs)

Currently, 75% of the sheriff's policing operations are located in the headquarters (crime investigation and traffic, evidence, records). In the event of conversion, one of the agencies will need a new facility. The police department would be located best in a new facility outside of Leesburg or a town that already operates a police department.

Long-term planning and capital investment will be required for locating and building new headquarters. However, Loudoun County's Department of Transportation and Capital Infrastructure has assisted with an overview of the likely costs of a new headquarters by pricing a facility similar in size and function to the current headquarters and based upon the Ashburn Substation cost per square foot:

- Approximately 75,000 sq.ft. building,
- Mirror the interior layout of the Sheriff's Headquarters,
- Omit the cost of land acquisition,
- Include sally port, some up-armoring for security,
- At least one fireproofed area (Evidence Storage),
- Similar furnishings and equipment, and

- Accommodate future growth.

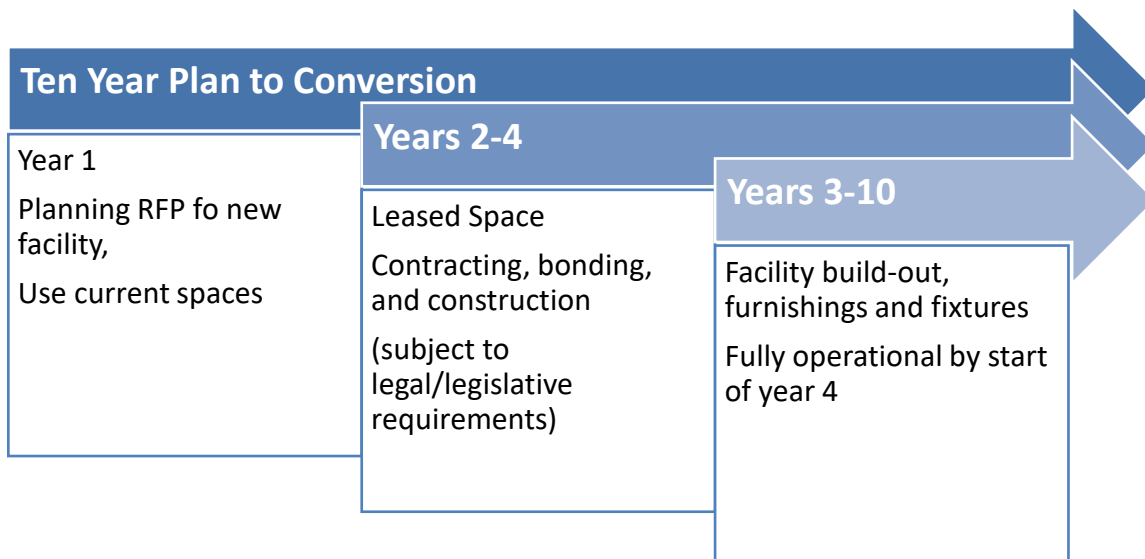
Estimated Facility Cost (Estimated Cost of Construction: \$60.8 million)

In current year funds, it is projected this facility would cost \$60.8 million.⁹⁴

One option is to construct a new sheriff's headquarters at the jail site; there is property next to the jail just outside the Leesburg town limits that can accommodate these new headquarters if needed. The county would plan to lease a building in the short term, with a plan to include a new facility in the CIP process.

Existing substations could become police substations, and one or more, and/or other sites, may be evaluated for possible use as a future police headquarters.

Figure 13. LCPD/LCSO Headquarters and Space Planning



Carrying, Operating & Maintenance Costs (Estimated Total Impact: \$36,300,000 through year 10)

The following calculations assume that bonding will be complete at the beginning of year 3 when construction is assumed to begin, and furniture and fixtures would be in place in the completed facility in year 4. These annual costs for operating the new facility include:

⁹⁴ A planning contingency range of -10% to +30% should be anticipated, for a range of \$54.7 - \$79 million. Given current supply chain issues and costs of inflation, the 30% top of range is very realistic, but the \$60.8 million will be used for purposes of identifying cost impacts.

- Bonding/Interest on the capital costs, assuming an interest rate of 5% per annum amortized over 20 years, beginning in year 3 (\$21,100,000, cumulative for years 3-10)⁹⁵
- Depreciation of \$59,000,000 over 45 years, beginning in Year 3 (\$10,400,000, cumulative for years 3-10)
- Depreciation of \$1,800,000 in furniture and fixtures over seven years, beginning in year 4 (\$1,800,000, cumulative for years 4-10)
- Operating and maintenance (\$428,500 annually, totaling \$3,000,000 for years 4-10)

5.4 Impact on Training Mandates

Law Enforcement Academy Training

The LCSO is one of seventeen law enforcement agency members of the Northern Virginia Criminal Justice Academy (NVCJA) which is certified by the Virginia Department of Criminal Justice Services (DCJS) to provide basic recruit and in-service training to law enforcement officers in the Commonwealth of Virginia. The NVCJA is nationally accredited by the Commission on Accreditation for Law Enforcement Agencies. The NVCJA is located in Loudoun County and its facilities include modern classrooms, an emergency vehicle operations center, and a firearms range. The NVCJA has a basic recruit class capacity of 120 students per academy session which serves the needs of all member agencies in addition to offering progressive in-service and career development courses approved by DCJS.

The NVCJA was created by local Northern Virginia government officials through the Code of Virginia §15.2-1747 – Creation of academies and is led by an executive director who reports to a Board of Directors comprised of the chief law enforcement officers and local government officials from all seventeen member agencies.

The LCSO utilizes the DCJS certified Skyline Regional Criminal Justice Academy (SRCJA) in Middletown, Virginia to train newly hired jail officer and court security/civil process staff to meet DCJS basic training mandates. The LCSO jail and court staff attend the NVCJA for their required in-service DCJS training mandates and agency specific mandates once they complete the basic courses at the SRCJA.

⁹⁵ The estimated annual debt service, including bonding interest, would \$4,800,000. Because the depreciation period of 45 years exceeds the 20-year amortization period, annual debt service will be more than the sum of interest expense and depreciation expense throughout the 20-year term of the bond.

DCJS Recruit Basic Law Enforcement Officer Training Mandates

The minimum compulsory DCJS training requirements for a new law enforcement officer recruit consists of 480 hours of academy training and a minimum of 100 hours of field training. The core 480-hour DCJS recruit training syllabus is comprised of the following components:

- Professionalism
- Legal Issues
- Communication
- Patrol
- Investigations
- Defensive Tactics/Use of Force
- Driver Training
- Physical Training (Optional)
- Weapons

DCJS In-service Training Mandates for Law Enforcement Officers

Every law enforcement officer, jailor or custodial officer, court security officer, process service officer, and officers of the Department of Corrections must complete forty hours of compulsory DCJS approved in-service training every two years. The LCSO utilizes the NVCJA and their DCJS approved satellite training facilities (see below) to meet the DCJS in-service training mandates.

NVCJA Staffing Obligations

The Board of Directors has established a formula for law enforcement instructor staffing based upon the authorized law enforcement officer staffing for each member agency. Currently, the LCSO is obligated to provide three FTEs to the NVCJA. Through an agreement with the Executive Director, the LCSO provides one FTE sworn deputy and allocates funding in the amount of \$195K for the Executive Director to fill two FTE civilian certified law enforcement instructors to fulfill the staffing obligation. The NVCJA certifies specialized training instructors for all member agencies which includes as an example, the field training instructors (FTIs) who are responsible for DCJS mandated field training objectives of new law enforcement recruits before they can operate on their own after completion of the basic academy. The LCSO has an FTI program staffed by assigned deputies to fulfill the DCJS mandates for new deputy sheriffs.

LCSO Satellite Training Facilities

The LCSO uses several of its facilities to conduct certified DCJS training of its deputies to meet the 40-hour bi-annual training mandates. All satellite training locations are coordinated with the Executive Director of the NVCJA for compliance and approval with the DCJS. The satellite

training locations provide the agency the opportunity to provide agency specific training, supplemental training beyond DCJS requirements, and provide opportunities for cost savings through on-duty training scheduling to reduce back-fill overtime cost impacts.

The LCSO uses the satellite training sites for crisis intervention training, enhancing decision-making skills, and many other modes of training in the spirit of leading-edge training in the law enforcement profession. In August of 2021, the LCSO unveiled its new state-of-the-art training facility which has classrooms, practical skill training areas, a firearms range, and technological training aides. This facility is also shared with other agencies to enhance MWCOG law enforcement training objectives for mutual aid responses.

Estimated Cost Impacts

FY 2022 NVCJA Participation Costs for LCSO

The NVCJA Board of Directors has established a funding formula applicable to all seventeen member agencies to fund its \$3.7 million operations budget. The formula used is as follows:

- Total number of authorized law enforcement officers among all 17-member agencies divided by the annual budget requirement.
- The cost obligation to the NVCJA by the LCSO is depicted as:

Cost per Deputy	Total at 660 Deputies
\$1,290	\$851,400

NVCJA Debt Obligation Share for Loudoun County

All seventeen NVCJA member agency locality governing bodies agreed to a bond debt obligation for an emergency vehicle operations center which expires in FY 2026. This cost obligation for the Loudoun County Government's share is depicted as:

Fiscal Year	Cost
2022	\$148,000
2023	\$148,000
2024	\$148,000
2025	\$148,000
2026	\$148,000

In the event that a county police department is created, the Board should direct the County Administrator to have the transition team coordinate with the County Department of Finance and Budget and other appropriate staff to continue to meet this debt obligation which can continue to serve the Office of the Sheriff and a potential police department.

5.5 The Transition Budget

The cost of transition will include the expense of a contract project manager/team to lead the effort for 24–36 months, which has been estimated at \$300,000 per year. There may be a savings here if the county has an internal manager or team that can be assigned to this effort. Also included are the costs associated with securing and furnishing temporary leased space for police agency operations.

Due to the risks associated with the conversion (i.e., potential inability to identify and hire needed personnel, unexpected contract or equipment challenges and costs, etc.) the transition budget must include overlapped services and/or contingency for as many as six months. The greatest area of risk is in staffing (failure to secure and maintain sufficiently trained and equipped staff to respond timely to public safety incidents).

As a way to measure and estimate this cost, it is assumed that for every period of 30 days, these agencies may operate with a shortfall or vacancy of up to one-third of their sworn deputies, requiring deputy overtime as a backfill. The vacancies would create a budget savings of \$1,706,000, while the cost of filling all of the hours equivalent to the vacancies on overtime (1.5x overtime plus FICA) is estimated at \$1,990,000. Accordingly, the net deficit of \$284,000 for every 30-day period is designated for six months as the contingency/redundancy cost.

Finally, a new headquarters is likely, but in the meantime, leased space is budgeted for a period of three years -- not intending to track the period of transition. Rather, it is assumed Loudoun County or the Sheriff's Office may have space available to dedicate to the transition effort for the first many months of the transition period. Three years is budgeted as the period between an operational set-up, the start, and the continuation of services until a more permanent facility will be available and functional.

Figure 15 provides an overall summary of the transition budget.

Figure 14. Transition Budget

TRANSITION BUDGET	\$12,080,500
One-time Costs Project Team (\$300,000/yr for 3 years):	\$900,000
Contingency/Redundancy: (\$284,000/mo. for 6 months):	\$1,704,000
Vacancies, Overtime, Disruption: (Costs of identity, marking, printing, forms, marketing, etc.) \$284,000 x 6 months	
Total Leased Space:	\$11,006,500
Leased Space (50,000sq. ft.) costs for 36 Months	
▪ Rent: \$1,300,00 annually (\$26.00/sq. ft.)	\$3,900,000
▪ Maintenance: \$130,000 (\$2.60/sq. ft.)	\$390,000
▪ Utilities: \$79,500 (\$1.59/sq. ft.)	\$238,500
▪ Janitorial: \$76,000 (\$1.52/sq.ft.)	\$228,000
One time build out costs for Leased Space:	\$6,250,000

06 Short- and Long-Term Costs of Conversion

The purpose of comparing the FY 2022 Combined Agency Budget to the FY 2022 Converted Agency Budget and the additional financial impact of conversion is to “identify the anticipated costs” of conversion, to compare against the anticipated “return on investment.” This section will project the costs and risks associated with conversion. Over ten years, the estimated fiscal impact is between \$213.8 million and \$307.7 million. The fiscal impact of conversion is \$213,800,060 at a minimum over the first ten years (\$307,696,092 is recommended) when including the costs of the new facility. The county’s annual budget for these services will increase to a minimum of \$133 million (by more than \$24 million and 22% every year) to provide services that currently are being provided by the sheriff’s office for \$109 million. As the police department reaches full operational capacity, this budget is likely to increase further to \$144 million (by more than \$35 million and 32% every year), with the costs of implementing effective practices recommendations. The county will increase by at least 43 to start, and as many as 127 positions (if we include the new county positions).

Figure 15. Summary of Costs

Cost Categories	
1. Transition Budget	\$13,500,000
2. Required Personnel	\$4,000,000
Equipment	\$650,000
3. Backfill State Resources	\$12,000,000
Compensation Board Funding (<i>\$8 million a year up to four years</i>)	\$32,000,000
4. Policing Initiates/Effective Practices	\$9,200,000
Equipment	\$6,000,000
5. New Headquarters	\$36,000,000
6. Efficiencies	Unknown
Potential State Patrol Backfill (12 Positions)	Unknown

This study and evaluation have been prepared to support “evidence-based decision-making” regarding the question of conversion.⁹⁶ Important considerations include:

- Review the evidence base of public programs in order to take actions to improve outcomes, reduce costs, and increase accountability.

⁹⁶ See, The Pew Charitable Trust and MacArthur Foundation “Key Elements of Evidence-Based Policymaking,” pewtrusts.org/results first (Jan.1, 2019; accessed Nov. 18, 2021)

- Use evidence of program effectiveness to make more informed investment decisions.
- Support effective implementation to ensure that the benefits of evidence-based programs are achieved.
- Track and report data to determine whether programs or priorities are achieving results.⁹⁷

Previous sections of this report have reviewed the performance measures, outcomes, and data regarding the benefits and results achieved by the Loudoun County Sheriff's Office, with the following observations:

1. The Sheriff's Office currently delivers county-wide policing services and resources.
2. The Loudoun County Sheriff's Office provides community policing and the delivery of personalized and professional public safety services in partnership with the residents of the county.
3. The Loudoun County Sheriff's Office has demonstrated excellence in performance-based law enforcement key indicators:
 - The lowest violent crime rates in the COG region.
 - Short call response times
 - Infrequent "Use of Force" incident
 - Very High rates of resident satisfaction
 - Positive agency morale
 - Very few internal affairs complaints, investigations, and discipline
 - Scoring 100% for all 190 Standards of Accreditation

In this cost-benefit analysis, these benefits and outcomes are to be weighed against increased costs, potential benefits, and the risks associated with the implementation of converted sheriff's office and police department.

These are very different circumstances from Prince William County's conversion in 1968 – where the *Study of Operations* concluded that a county-wide police department was needed to 1) respond to a growing number of calls that the sheriff's office could not handle, 2) a significant increase in serious crime that the sheriff's office could not manage, and 3) measurable and projected population growth requiring the numbers of officers that the sheriff's office could not hire and train.

⁹⁷ Id. (Emphasis added)

FISCAL IMPACT STATEMENTS:

- The Fiscal Impact of Conversion is \$213,800,060 at a minimum over the first ten years (\$307,696,092 is recommended) when including the costs of the new facility.
- The county's annual budget for these services will increase to a minimum of \$133 million (by more than \$24 million and 22% every year) to provide services that currently are being provided by the sheriff's office for \$109 million.
- As the police department reaches full operational capacity, this budget is likely to increase further to \$134 million (by up to more than \$25.2 million and 32% every year), with the costs of implementing best practices recommendations.
- The county will increase by at least 43 to start, and as many as 127 positions (if the new county positions are included).

Maintaining the *current* structure of the sheriff's office maintains a clear competitive and economic advantage when considering the annual cost of delivering policing services. However, other costs, impacts, risks, as well as potential advantages for conversion also must be considered.

Potential Risks Associated with Conversion:

Operational Risks

- Response Failure
- Disruption of Service
- Gaps in Mutual Aid Support
- Technology/Communications Failures
- Lapse in Records and Reporting
- Training/Policy Failure

Management Risks

- Time Delays
- Unanticipated Costs
- The "Accordion Affect" of Unknowns
- Personnel- Hiring Challenges
- Disparity of Pay Rates and/or Lack of Qualified Candidates
- Lack of State Support for Changes

Reputational Risks

- Loss of Accreditation
- Negative shifts in Agency Morale
- Negative Shifts in Resident Satisfaction
- Resident Confusion
- Litigation Controversy and Backlash

Public Safety Impacts

- Increase in Crime
- Justice System Impacts

07 Policy Considerations

7.1 Who Will Make Policing Decisions?

One of the key differences between a sheriff's office and a police agency is the reporting structure. A sheriff is an independent elected officeholder selected by the voters of the county. A police chief is appointed and operates under the direction and supervision of a majority of the Board of Supervisors. The residents of Loudoun County will need to decide if they want a sheriff and/or a chief.

The Loudoun County Board of Supervisors wields the power of the purse. This elected Board of nine officials raises the revenues that provide nearly all the funding for the LCSO's annual budget, approves hiring and employment levels, sets the rates of pay, salary, and benefits, and controls the LCSO's procurement, purchasing, and facilities planning.

The sheriff must collaborate with the Board in order to set in motion the county's policing strategies if they involve additional employees, new equipment, technology purchases, new or renovated facilities contracts, grant funds, the use of asset forfeiture funds, the adoption of joint powers and mutual aid agreements. New technology advancements and service enhancements in the LCSO most often are influenced on a regional law enforcement basis through the COG.

The following is a comparison of the models being considered in Loudoun County:

Sheriff Together with Undersheriff:

A Virginia sheriff with primary law enforcement authority has the power to make independent decisions regarding policing strategies, crime-fighting initiatives, resident participation, staffing assignments, budget allocations, community messaging, cross-training, prioritized policing, responses, detail assignments, service levels, the use of equipment and technology, and mutual aid agreements. Residents, LCSO employees, other law enforcement agencies and leaders, county officials and agencies, town and school representatives, and community organizations all have influence in these decisions. Every four years, the county voters retain the ultimate authority to provide an electoral mandate for a sheriff's initiatives and performance or the ability to terminate their service.

This is the decision-making authority of the LCSO as it is currently configured and operating. The sheriff is the elected official. The undersheriff is appointed by the sheriff and operates essentially as the police chief for the county, responsible for the day-to-day operations of the agency and following directions from the sheriff. For a candidate to be eligible in a sheriff

election, they need only be a resident of the county; to serve as sheriff, that candidate must be qualified as a sworn peace officer. The sheriff is accountable to the residents through an election held every four years⁹⁸ but also is subject to removal procedures in the event of misconduct. While a sheriff must run for election, the office and its operations should always be non-political.

Board Of Supervisors Together with Police Chief:

In Loudoun County, given its form of government, a police chief would function as a county department head, who submits recommendations and proposed budgets to an assigned county administrator under the purview of the Board of Supervisors.

The qualifications for a chief likely would be set by the County Administrator as approved by the Board. For a jurisdiction like Loudoun County, qualifications likely would require an advanced degree and substantial law enforcement experience at the command level. The position of chief of police can be established as an at will position and the terms and conditions of employment can be stated in a county position description and an employment agreement.

Figure 17 tracks the area of decision-making and authority for both the police department and the sheriff's office in the event conversion is adopted and then implemented. The chart substantiates the proposition that the Board collectively would directly supervise the day-to-day operations of a new county police department when compared directly to sheriff authority.

Figure 16. Decision-making Authority: Police Department and Sheriff's Office

Area of Responsibility	Police Department	Sheriff's Office
Agency head appoint and reporting authority	Supervisors	Voters
Tenure	Supervisors	Voters
Department head job duties and qualifications for hire	Supervisors	Code of Virginia
Authority for governance of Administration and Operations <ul style="list-style-type: none"> ▪ Budget ▪ Human resources ▪ Personnel Management ▪ Pay and benefits ▪ Strategic Planning ▪ Inclusion and equity ▪ Vision and mission ▪ Technology applications 	Supervisors	Sheriff

⁹⁸ To include political independence and fundraising activities -- expected facets of any campaign for elected office.

Area of Responsibility	Police Department	Sheriff's Office
<ul style="list-style-type: none"> Memorandums of understanding Grant applications (i.e., 599, Federal, etc.) Engagement – Co-production model of the delivery of essential law enforcement services with the county and community stakeholders. 		
Accountability Directives <ul style="list-style-type: none"> State and National accreditations Civilian Review Panel Independent Auditor Data transparency practices 	Supervisors	Sheriff
Employee hiring standards, career development, performance management, wellness, and conditions of work	Supervisors via CA/DCA	Sheriff
Law enforcement reforms – Directions and legal mandates	Supervisors via Code of Virginia	Sheriff via Code of Virginia

7.2 Potential Benefits of Conversion

A New Public Forum for Policing, With Increased Public Engagement.

With a new police department operating under the direction and supervision of the Board, the Board would have the ability to place items for consideration and adoption on the Board's agenda. This could include policy goals and directives, as well as strategic initiatives and regular police department business like staffing levels, contracts, and memoranda of understanding. The agenda is published in advance to the residents; meetings are public and recorded to be available on the website; residents are invited to comment during open comment periods. Supervisors would be more likely to hear from residents directly concerning issues, concerns, or suggestions regarding the delivery of policing services – rather than as reported to them by the sheriff.

The Board could make any or all of the following policing decisions:

- The Board could develop an open hiring process for the selection of a chief.
- The Board would likely develop a proposal for a Citizen Review Board, although none is required; its specific powers would be open for discussion and would require majority support to enact.
- A public safety committee might be designated for a regular meeting time to address policing issues, facilitating coordination and data sharing among the county's public safety stakeholders.

- The Board could determine what data regarding policing activities would be reported and made public (beyond mandates), and how frequently it is updated.
- The Board could prioritize succession planning and invest in additional training and educational opportunities.

Employee Protections and the Potential for Collective Bargaining

The Commonwealth of Virginia has recently authorized counties to allow collective bargaining among its employees. In the event of conversion, this would extend to police department officers and other employees. Loudoun County employees may organize and are engaged in the process currently. The county anticipates a process that will take several more months to fully incorporate collective bargaining into its annual budget.

Collective bargaining and other employee protections are not available to deputies within the sheriff's office, given their at-will status, and the sheriff retains the authority to terminate deputies at the end of each electoral term.

Additional Focus on Diversity Hiring in the County's Delivery of Policing Services

Employees in the sheriff's office are not as diverse as the county workforce and not as diverse as the county's overall employment-population when comparing only the white populations. Still, the overall diversity of the agency is similar to the rate of diversity (approximately 23%) when compared to overall county employment (approximately 24%). The 21st Century initiatives and efforts at diverse recruiting and hiring in the sheriff's office are to be commended. Nonetheless, the residents and the agency both would benefit from more diversity and new approaches and strategies to accomplish this goal.

Making decisions about police chief hiring, hiring goals, promotional and employment policies in general, Loudoun County's Supervisors may set an agenda for diversity hiring and inclusion.

7.3 Conversion Does Not Equate to "Reform"

In the context of "criminal justice reform" and policy considerations, there will always be ways to improve. To make this change would not be a "reform," but rather a policy decision focusing on the balance of decision-making power between the Board and the sheriff.

In October 2020, Governor Northam signed more than a dozen police reform measures into law in Virginia. All of the following measures apply to all law enforcement officers in the state, whether they are employed by a sheriff's office or in a police department:

- Banning "no knock" warrants,

- Reducing “militarization” and “weaponized” equipment,
- Minimum training standards on awareness of racism, the potential for biased, profiling, and de-escalation techniques,
- Requiring all agencies to inquire as to prior employment and disciplinary history with new hires,
- Expands and diversifies the Criminal Justice Services Board to secure the perspectives of social justice leaders, people of color, and mental health providers are represented in the state’s criminal justice policymaking,
- Improved decertification and initiation of decertification process for law enforcement officers,
- Limited use of “neck restraints,”
- Requiring all law enforcement officers to intervene if they witness another officer engaging or attempting to engage in excessive force,
- Making it a Class 6 Felony for a law enforcement officer “to carnally know” someone they have arrested or detained,
- Mandating minimum crisis intervention training standards requires CIT training.

The Governor also signed into law the measure to empower localities to create Civilian Review Boards, permitting such Boards to issue subpoenas and make binding disciplinary decisions.⁹⁹ As mentioned above, the authority to create a Civilian Review Board is permissive, not mandatory.

⁹⁹ See Summary of 2020 Special Session I, HB 5055: Law-enforcement civilian oversight bodies. Authorizes a locality to establish a law-enforcement civilian oversight body that may (i) receive, investigate, and issue findings on complaints from civilians regarding conduct of law-enforcement officers and civilian employees; (ii) investigate and issue findings on incidents, including the use of force by a law-enforcement officer, death or serious injury to any person held in custody, serious abuse of authority or misconduct, allegedly discriminatory stops, and other incidents regarding the conduct of law-enforcement officers or civilian employees; (iii) make binding disciplinary determinations in cases that involve serious breaches of departmental and professional standards; (iv) investigate policies, practices, and procedures of law-enforcement agencies and make recommendations regarding changes to such policies, practices, and procedures; (v) review all investigations conducted internally by law-enforcement agencies and issue findings regarding the accuracy, completeness, and impartiality of such investigations and the sufficiency of any discipline resulting from such investigations; (vi) request reports of the annual expenditures of law-enforcement agencies and make budgetary recommendations; (vii) make public reports on the activities of the law-enforcement civilian oversight body; and (viii) undertake any other duties as reasonably necessary for the law-enforcement civilian oversight body to effectuate its lawful purpose to effectively oversee the law-enforcement agencies as authorized by the locality. Such oversight bodies are not authorized to oversee sheriffs departments. The bill provides that a law-enforcement officer who is subject to a binding disciplinary determination may file a grievance requesting a final hearing pursuant to the locality's local grievance procedures. The bill also provides that a retired law-enforcement officer may serve on such law-enforcement civilian oversight body as an advisory, nonvoting ex officio member. (Emphasis added) lis.virginia.gov. (accessed Nov. 18, 2021)

7.4 Opportunity Costs

A cost-benefit analysis is not complete without consideration of the opportunity costs: What is the trade-off? Are there other valuable ways to invest the same funds that may have a greater return? As examples, consider:

- The construction and operation of a mental health assessment and treatment facility to include hiring clinical staff to provide services for residents that currently are unavailable or inaccessible.
- Funding for the sheriff's office fifth substation and staffing to be added in 2028-9
- Not committing to this long-term increase in the annual budget, expansion of government facilities, and the added cost of borrowing -- in favor of the potential need or opportunity for future investment.

Figure 17. Cost-Benefit-Risk Summary

Benefits of Conversion	Costs of Conversion	Risks of Conversion
A new public forum for policing Increased public engagement Employee protections	Annual budget increase <ul style="list-style-type: none">▪ \$24 million minimum to start (22%)▪ \$35 million recommended (32%)	Disruption to Service Increase in Crime Resident Confusion Gaps in Services

<p>Board focus on public safety goals and issues</p> <p>Board of Supervisors policymaking</p>	<p>One-time costs</p> <ul style="list-style-type: none">▪ \$45 million minimum to start▪ \$51 million recommended <p>Costs over 10 years:</p> <ul style="list-style-type: none">▪ \$213,800,060 minimum▪ \$307,896,092 recommended <p>New Positions:</p> <ul style="list-style-type: none">▪ 43 minimum to start▪ 127 recommended <p>Lost access to national influence</p>	<p>Decline in Resident & Employee Satisfaction</p>
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08 Effective Practice Recommendations

As part of this study, an evaluation of the current delivery of policing services was conducted to identify potential re-alignments, best practices, and operational objectives for a county police department.

8.1 Overall Department – Realignment and Planning

1. Lines of Business Review: Conduct a “Lines of Business Review,” strategically leveraged to become a regular review function within the Department’s Strategic Plan. Organizational realignment is recommended, with the following goals:
 - “right-sizing” bureau and division functions,
 - enhancing communication (both internal and external), and
 - improving coordination to create higher levels of performance in accomplishing the department mission and vision elements.
2. Build an organizational structure to perform robust data practices and increase accountability through data transparency to the community.
3. Establish formal standing business practices, internal and external, in support of co-production of law enforcement services. The co-production model would enhance both employee and community stakeholder input in the development of LOBs that are critical to public trust. If the LCPD is to be created, the co-production model should become part of the agency responsibilities assigned to the Office of the Chief of Police through the implementation team.

Supporting Analysis

During the review of the current organizational structure and flow of the lines of business (LOBs) for LCSO, several opportunities were identified to re-align staff and functional lines of business to maximize efficiencies.¹⁰⁰ The purpose of a business realignment is to achieve high-performance workflow coordination to better serve internal and external customers, create cost savings, build organizational knowledge through affixed leader assignments. Ideally, the

¹⁰⁰ Methodology for this brief review included: 1) Assess lines of business for 2012 and 2021; 2) Sample best practices for organizational change management, and 3) Develop recommendations for fundamental principles to assist Loudoun County government leaders and 4) identify opportunities and unique efficiencies in the Loudoun County government business environment for successful improvements for both the Office of the Sheriff and the potential creation of a police department.

“Line of Business Review” will be strategically leveraged to become a regular function within the development of the agency’s four-year strategic plan.¹⁰¹

Organizational re-alignment is recommended for LCSO with the following goals:

- “right-sizing” bureau and division functions,
- enhancing communication (both internal and external), and
- improving coordination to create higher levels of performance in accomplishing the agency mission and vision elements.

Workforce planning, job class restructuring, and positions assessments are all optional or “next level” components of a line of business review and re-alignment. Figure 19 depicts the Line of Business Review Cycle.

Figure 18. Lines of Business Review Cycle



¹⁰¹ Recommendations for Methodology and Best Practices References may be found in the Appendix.

Lines of Business Review is a Continuous Change Management Strategy

The LOBs cycle should be viewed as a continuous change management strategy designed to leverage business process changes linked to the needs of the delivery of essential law enforcement services to the community and the corresponding business needs of the agency. The LOBs process will flourish as a management tool and should become part of annual strategic plan reviews, budget justifications, and have a full organizational review in three-year cycles (at a minimum).

The analysis of the current organizational and operational delivery of essential law enforcement services in Loudoun County was conducted using the lens of the six pillars for 21st century policing. The pillars and their sub-components link to core LOBs and provide the performance drivers, which are established best practices measured by metric accountability systems. Law enforcement organizations must continuously analyze corresponding LOB metric data to ensure all essential services are continually meeting the specific needs of their communities and stakeholders. There is great potential for achieving higher performance levels across the following core LOBs:

- Internal and external communications
- Command and control of business functions
- Fiscal stewardship
- Transparency
- Community engagement
- Using the co-production of policing model to continuously create operational and administrative changes for the wellness of employees and community members
- Internal and external accountability to build trust
- Keeping pace with current and future urbanization and corresponding population growth

The recommended organizational changes focus on a realignment of basic units to increase control, accountability, flexibility, and communication while decreasing duplication of effort. The basic changes advised are as follows:

1. Combine field units into an operations bureau and add a planning capability for increased efficiency in the use of field units,
2. Realign investigative units and experiment in the use of detectives, and
3. Consolidate citizen participation services to give emphasis and efficiency to such services.

LOBs considerations for re-engineering/re-envisioning essential law enforcement services in Loudoun County are shown in table 17.¹⁰²

Table 17. Lines of Business Review: Issues and Considerations

LOB	Issue	Consideration
Senior Leadership	Line and functions diversified across bureaus and divisions	Realign
Patrol	4 stations captain at each, but patrol deputies directly report to a major – not the station captain. Performance evaluations under the command of the major, not the captain.	Conduct Patrol Area Redesign Study to align with workloads (calls for service, crime, outreach, etc.), future urbanization as described in the Planning Commission's report <i>Envision Loudoun & General Plan Overview</i> , ¹⁰³ magisterial districts and enhancements to the co-production and accountability of policing with the Board and communities served.
Special Operations	Not realizing the full potential of alignment in the current leadership structure of the LCSO; needs higher level of oversight to reduce existing decentralized risks. Should be focus of LCPD implementation team.	The following reports provide good examples. <ul style="list-style-type: none"> ▪ Independent Review of the 2017 Protest Events in Charlottesville, Virginia¹⁰⁴ ▪ Louisville/Jefferson County Metro Government and Louisville Metro Police Department¹⁰⁵ ▪ Independent Board of Inquiry Into the Oakland Police Department¹⁰⁶

¹⁰² Best Practice References for Studies :

<https://www.stpaul.gov/sites/default/files/Media%20Root/Organizational%20Study%20of%20the%20Saint%20Paul%20Police%20Department%20Final%20Report%2012-08-2019.pdf>

Proposed for meeting the demands/reforms of 21st century policing:

<https://mpdc.dc.gov/release/metropolitan-police-department-announces-organizational-re-alignment-and-promotions>

<https://www.ojp.gov/ncjrs/virtual-library/abstracts/seattle-police-department-reorganization-project-1979-1980-volume-1>

¹⁰³ https://www.loudoun.gov/DocumentCenter/View/143412/Presentation-20180712_1

¹⁰⁴ Police Foundation, <https://www.policefoundation.org/publication/independent-review-of-the-2017-protest-events-in-charlottesville-virginia/>

¹⁰⁵ U.S. Department of Justice, <https://www.justice.gov/opa/pr/departments-justice-announces-investigation-louisvillejefferson-county-metro-government-and>

¹⁰⁶ CNA, Institute for Public Research, <http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/dowd005731.pdf>

LOB	Issue	Consideration
Media	Centralize all functions for coordination and direct oversight of all senior management leaders	IACP Media Relations Concepts and Issues Paper ¹⁰⁷
Administrative		Best Practice
Internal Affairs		Best Practice
Employee Wellness		Best Practice
Cyber Crime		Best Practice
Major Crimes		Best Practice
Organized Crimes		Best Practice
Planning and Research		Best Practice
Five-Year Strategic Staffing Plan & LOBs Review	LCSO should implement these practices annually. The transition team and chief of police should ensure these practices are in policies.	Based on workload assessments, future urbanization, and vision direction of service delivery by the Board and community.

Leadership, Management, Co-production of Law Enforcement ("Policing") Services in the Community, and Governance of Law Enforcement Agencies: Trends, Conditions, and Reforms Recommendation/Consideration:

The LCSO has opportunities to achieve higher levels of data practices internally and increase accountability through data transparency to the community. Should an LCPD be established, the implementation team should build an organizational structure capacity to perform robust data practices that increase legitimacy through accountability practices with all stakeholders.

The LCSO should establish a formal standing business practice of internal and external co-production of law enforcement services committee affixed to the office of the colonel. The co-production model would enhance both employee and community stakeholder input in the development of LOBs that are critical to public trust. If the LCPD is to be created, the co-production model should become part of the agency responsibilities assigned to the office of the chief of police through the implementation team.

¹⁰⁷ <https://www.theiacp.org/sites/default/files/2019-08/Media%20Paper%20-%202019%202.pdf>

A sample realignment of the LCSO has been developed based on interviews, analysis, comparisons, and data review serving as the basis for this new model.¹⁰⁸ The resulting organizational charts, overview of the change management cycle, mandated management responsibilities, and several agency organizational charts from Virginia sheriffs and police agencies are included in full in the appendix.

8.2 Intelligence-Led Policing

1. Adopt a practice of proactive Intelligence-Led Policing, using data to seek out problems and employ strategies to reduce crime and address quality of life issues.
2. Create a Crime Analysis Coordinator position tasked with conducting strategic analysis and preparing reports for the Board of Supervisors. Additionally, this position can coordinate software programs, training, and policies and procedures for all analysts. This position should not have supervisory responsibility for the other analysts.

Supporting Analysis

Intelligence-led policing (ILP) is the process of gathering and analyzing data and turning it into actionable intelligence and strategies. The key to this is information sharing. The IACP learned that while LCSO does not hold any type of formalized crime meetings such as CompStat, they discuss crime trends or response strategies at daily command meetings and weekly investigator and operations command meetings. Beyond the sharing of crime intelligence and information within the law enforcement community, ILP calls for the sharing of crime information with the public as a means of crime prevention, something that LCSO prides itself on.

The agency has dedicated crime analysts throughout the agency. Each station has an assigned analyst as well as two assigned to major crimes and one assigned to narcotics. The analysts are decentralized and work for their respective unit commanders. These analysts perform significant functions for their assigned units and that they do share information within their units and beyond. To a degree, each analyst operates independently, and there is no set process or program for the collection, analysis, and dissemination of crime data and intelligence. While LCSO does a good job on tactical crime intelligence, improvements can be made in developing the actionable strategies that modern agencies use for management (such

¹⁰⁸ Opportunities for realignment also provide a strategic foundation for an implementation team to create a county police department if the Board directs formation of a county police department.

as deployment or staffing decisions), crime reduction and prevention strategies and to address quality of life issues.

An effective and comprehensive crime analysis program needs to have several major focuses/components:

Crime Intelligence Analysis

Crime intelligence analysis is the analysis of data about people involved in crimes, particularly repeat offenders, repeat victims, and criminal organizations and networks. Processes and techniques of crime intelligence analysis include:

- Repeat offender and victim analysis
- Criminal history analysis
- Link analysis
- Commodity flow analysis
- Communication analysis
- Social media analysis

Tactical Crime Analysis

Tactical crime analysis is the analysis of police data directed towards the short-term development of patrol and investigative priorities and deployment of resources. Processes and techniques of tactical crime analysis include:

- Repeat incident analysis
- Crime pattern analysis
- Linking known offenders to past crimes

Strategic Crime Analysis

Strategic crime analysis is the analysis of data directed towards development and evaluation of long-term strategies, policies, and prevention techniques. Its subjects include long-term statistical trends, hot spots, and problems. Processes and techniques of strategic crime analysis include:

- Trend analysis
- Hot spot analysis
- Problem analysis

It is important that the agency utilizes its available technology appropriately and uses data and intelligence in decisions and deployment strategies. LCSO uses a Motorola product for CAD and

RMS. The analysts interviewed described the CAD/RMS system as not user-friendly. However, LCSO staff has been able to develop and obtain a number of canned reports that provide much of the routine data needed. The Motorola CAD/RMS also provides to programs City Protect for public crime information and Command Central for internal use in evaluating some strategic analysis needs. The analysts routinely share data and intelligence, and all state that training and equipment are top-notch.

While LCSO does not have a formal CompStat type program, data is frequently prepared and reviewed at command level staff meetings and in preparation of reports for the Board of Supervisors. For these reports, one of the major crimes analysts prepares the data reports and then forwards them to station analysts for their review and concurrence with the station commanders. The reviewed report is then sent to agency command staff for final review and then onto the Board. Many agencies use the reverse of this process. Individual station analysts prepare reports for their units and then forward them to headquarters command for review and dissemination. The Loudoun process works but does pull one of the major crimes' analysts from their normal functions and has crime data and intelligence being driven from top-down instead of bottom-up.

As patrol staffing numbers are augmented to provide more proactive time, the agency will need to enhance a culture of data-driven decisions/ intelligence-led policing at all levels. To achieve this may require a sea change in the agency's operational culture. Instead of waiting for information/intelligence reports to be supplied by the crime analyst, an intelligence-led deputy seeks out the information they need to carry out their duties. Properly developed intelligence and data can be used to provide directed activities during available proactive time. While the sheriff, undersheriff, and commanders often use data to make operational decisions, intelligence-led policing calls for deputies at all levels to use data to make decisions, solve community problems and solve crimes. Analysts report that many younger deputies understand the value of criminal intelligence but for success it needs to both an operational policy and practice.

As mentioned earlier, the LCSO crime analysts are decentralized, working for individual unit commanders and routinely sharing information and intelligence. This is a very effective structure and should not be changed. However, this structure does create potential shortcomings in criminal intelligence products lack of standardization. More importantly, it does not have anyone analyst dedicated to agency-wide strategic analysis. The current system requires one of the major crimes analysts to conduct some basic strategic analysis and reporting taking away from their time available for criminal and tactical analysis.

To address this shortcoming, it is recommended that the LCSO create a Crime Analysis Coordinator position in the Office of the Sheriff. This person should be tasked with conducting strategic analysis and preparation of reports for the Board of Supervisors. Additionally, this position can coordinate software programs, training and policies, and procedures for all analysts. This position should not have supervisory responsibility for the other analysts.

8.3 Patrol Operations

1. Temporal Deployment: Formalize a deployment scheme and create the A/B/C team deployment (day, evening, night) as the official patrol deployment scheme. Conduct a temporal analysis of annual workload to identify the most efficient and effective hours for patrol shifts.
2. Geographic Deployment: Assign officers to work under the station commanders in support of unity of command, and to provide the station commander with the full range of resources needed to keep their communities safe. Several realignment plans have been outlined.
3. Use station lieutenant(s) to oversee several beats within each district, the size of which would be dependent on staffing availability of lieutenants. Under the proposed staffing outlined in the geographic deployment section there can be additional lieutenant positions at each station.
4. Geographic Accountability: Establish Geographic Accountability as a core element within the department. The department should fully stress beat integrity. Officers and supervisors should focus on beat discipline to increase the culture of accountability within the area for which they are responsible.

Supporting Analysis

To meet the demands for service and provide rapid response to complaints, LCSO divides its service area into four geographic station areas, and those areas are further divided into patrol sectors (beats).

Table 18. LCSO Stations and Beats

Station Area	Assigned Sectors	Other Jurisdiction
Eastern Loudoun	210, 220, 230, 240, 250, 260, 270, 280, 290	Dulles Airport (IAD)
Ashburn	310, 320, 330, 340, 350, 360, 370	Leesburg (900)
Dulles South	410, 420, 430, 440, 450, 460, 470	Middleburg (800)
Western Loudoun	510, 520, 530, 540, 550	Purcellville (700)

While there are a total of 28 sectors, not all sectors are always staffed with a patrol deputy.

By official agency policy,¹⁰⁹ the LCSO patrol force is comprised of two permanent patrol squads that are broken down into six patrol shifts. Each squad is scheduled to work eighty-four hours (84) per two-week pay period. Each shift is twelve hours in duration, giving deputies a schedule with fixed days off, including every other weekend off. There are three lieutenants assigned to each squad (A/B), with one assigned to workdays and two assigned to work nights. There are 10 sergeants assigned to A squad and 9 Sergeants assigned to B squad. It appears that LCSO goal is to have the lieutenants serve as watch commanders temporal responsibility) and the sergeants with geographic responsibility as they and their assigned deputies are assigned under specific geographic stations. Several sergeants are assigned as floaters.

Table 19. Squad Assignments

Squad Designation	Lieutenants	Sergeants	Deputies
A Squad Days	1	5	29
A Squad Nights	2	5	33
B Squad Days	1	4	30
B Squad Nights	2	5	25

Source: LCSO Supplied Data Field Operations Command 6/30/2021

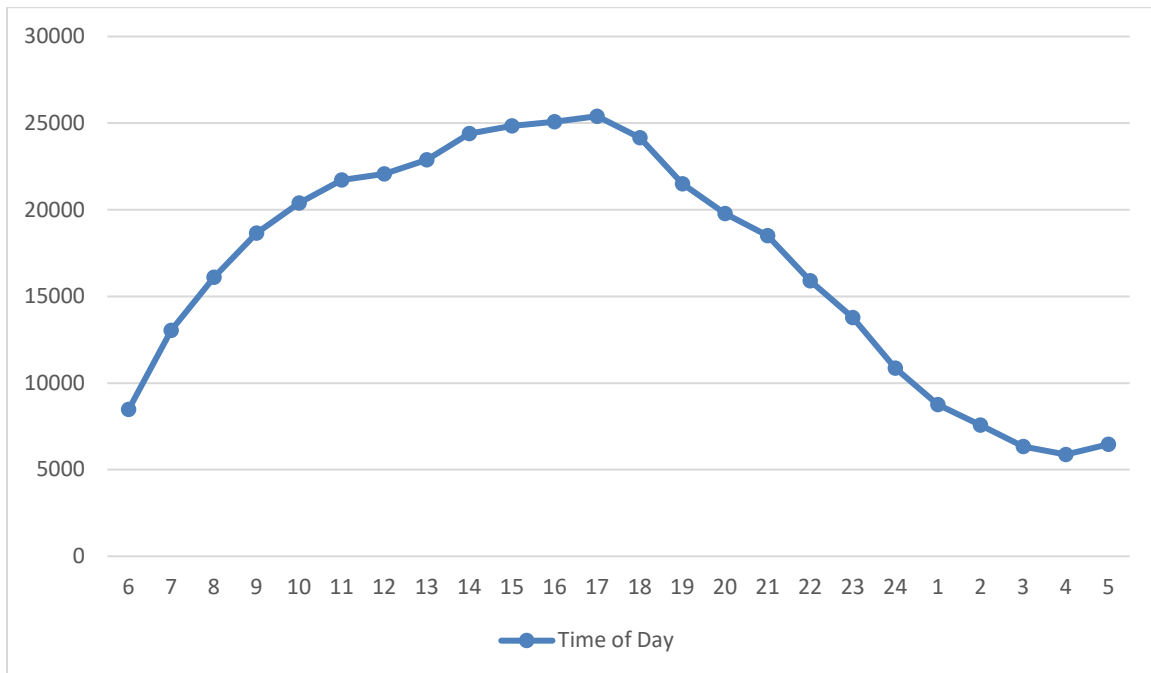
While the organizational chart provided by LCSO shows geographic assignments, it is not a true geographic deployment since these resources (lieutenants, sergeants, and deputies) do not directly report to the station commanders; they report to the captain in field administration. This will be further discussed in another section.

¹⁰⁹ LCSO General Order 401.1, Patrol Operations: "Deputies will be assigned to sectors at the beginning of each daily tour of duty and will make that particular sector the primary focus of their patrol activity. Sector assignments will be made by the shift supervisor using a formula that he/she feels best meets individual and departmental needs. The criteria for selecting these are based on the number of calls for service, number of incidents or reported offenses, businesses in the area and other specific problems that arise which may require additional or a reduced manpower."

Field Operations: Patrol Deputy Temporal Deployment

The patrol force is charged with providing coverage on a 24-hour 7 day a week basis. As with most jurisdictions, Loudoun County experiences peaks and valleys in their calls for service volumes. The below figure 20 shows the distribution of calls for service over a 24-hour period.

Figure 19. Time Distribution of Calls for Services



Source: LCSO CAD Data

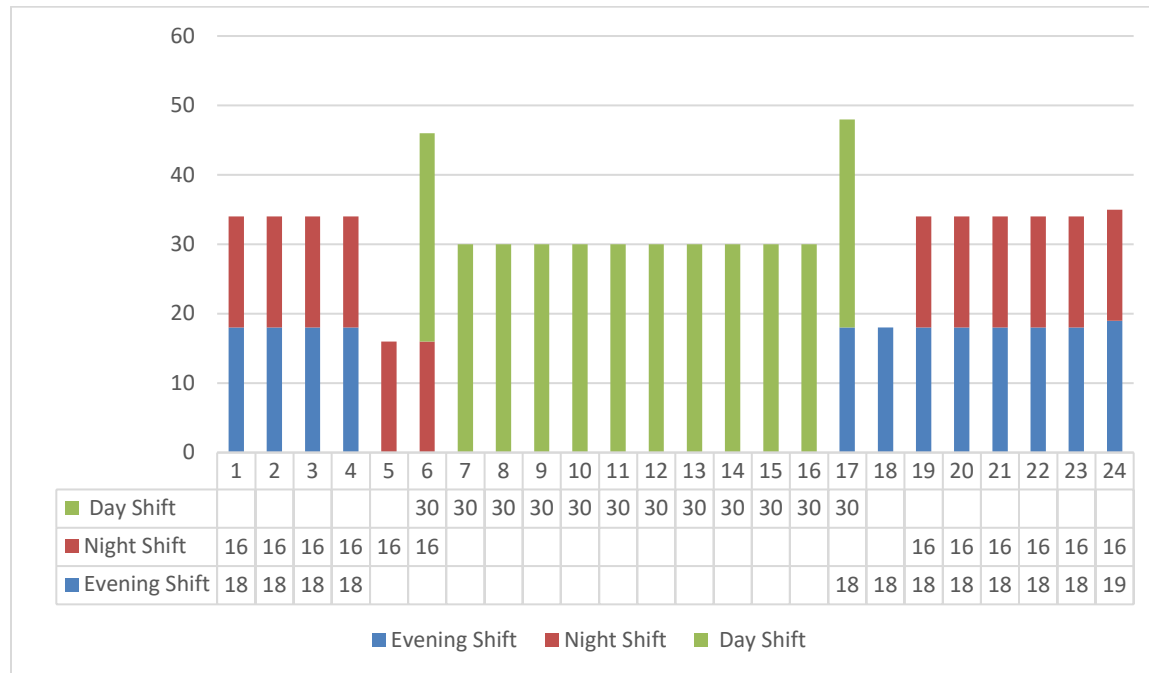
To address these peaks and valleys in workload, LCSO splits night shift reporting times in two. This staggered work period provides an overlap period that provides for continuous patrol coverage and maximum coverage at the times of greatest demand for service. This staggered deployment is a proper deployment scheme and creates a third patrol squad. The current duty time for each shift are as follows:

- Days: 0600 hours - 1800 hours
- Evening: 1600 hours - 0400 hours (note can change to 1630-0430)
- Nights: 1900 hours – 0700 hours

While this is the agency practice and is supported by all operations staff interviewed, it is not the policy. There is a clear need for three shifts to cover the workload. **The recommendation is to formalize this deployment and create the A/B/C team deployment (day, evening, night) as the official patrol deployment scheme.**

Figure 21 shows a schematic depiction example of how the field deputies are deployed on a 24-hour basis using average numbers of the existing two squads but also incorporating the practice of splitting the night shift into evening and night.

Figure 20. Current Patrol Deputy Temporal Deployment Scheme

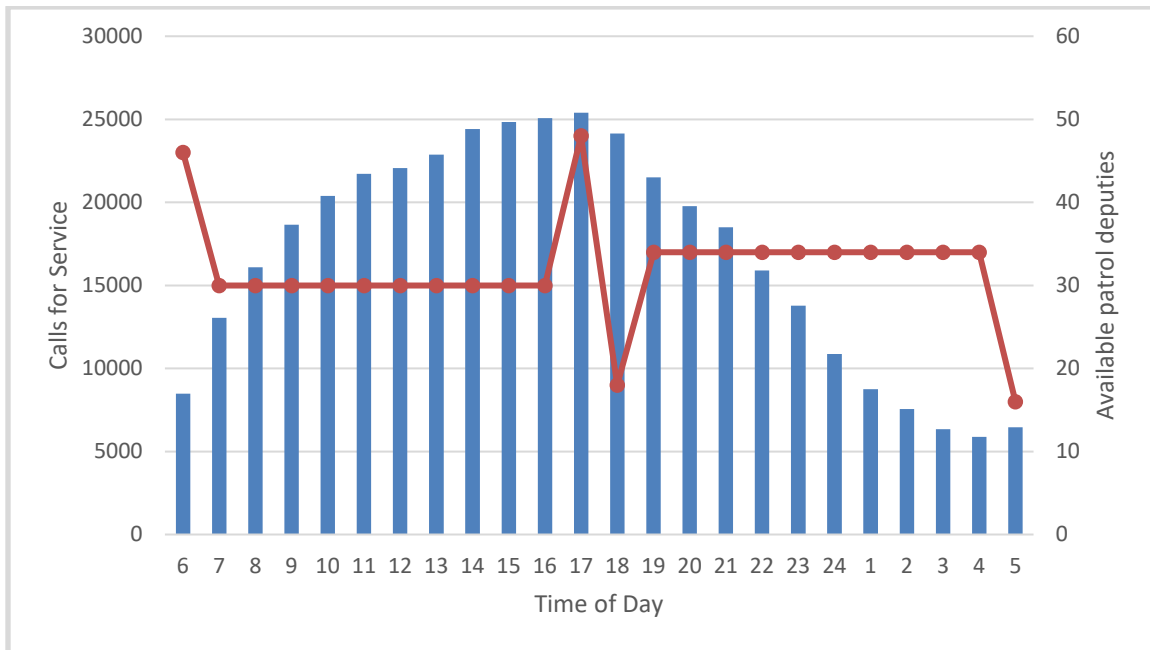


*Assumes full staffing

Source: LCSO Data

While the use of three shifts (time periods) is sound deployment, analysis indicates that the times of the current deployment scheme do not match the fluctuations seen over the past four years. Analysis was done for that time to address any anomalies such as those seen in the 2020 pandemic lockdown period. The calls for service analysis shows that 60% of the community-initiated calls occur during the day shift time period 6 A.M. to 6 P.M. (0600-1800). On a given day, there are 64 patrol deputies available to work covering all three shifts. This is the total number of assigned slots and does not include leave, training, or other specialized duties. For the day shift, there are 30 positions assigned for patrol, or 46.9% assigned to handle 60% of the citizen-generated workload. Figure 22 below provides a graphic comparison of patrol deputy deployment in relation to citizen-initiated calls for service. As can be seen, there are significant periods of time when the proportion of calls for service exceeds the proportion of deployed patrol deputies, and there are periods of time when the proportion of deployed field deputy assets exceeds the proportion of citizen-initiated calls for service occurring.

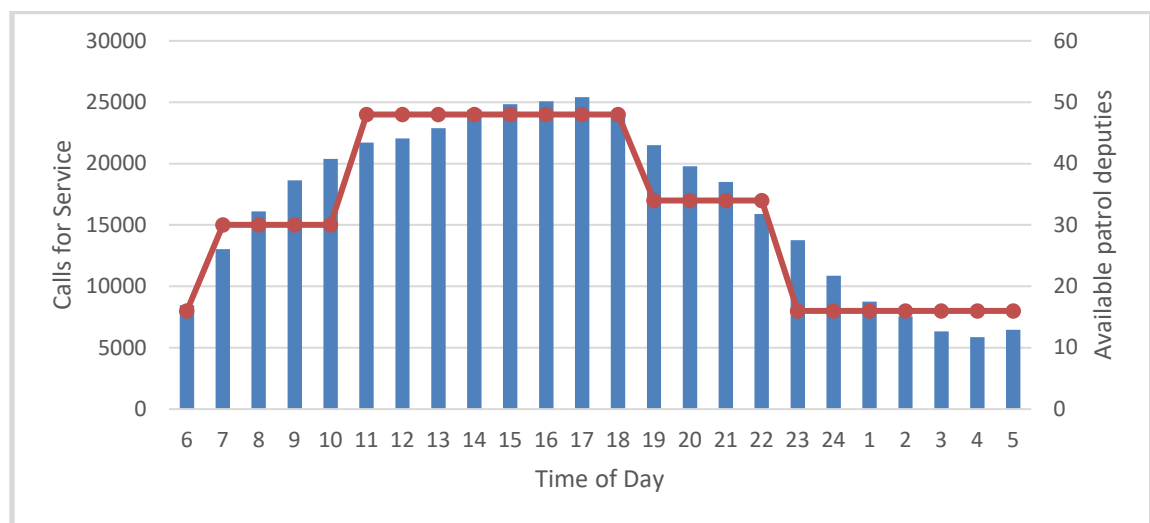
Figure 21. Calls for Service and Patrol Deputy Deployment



Source: LCSO Data

If three shifts (A/B/C) models continue the same 11.5-hour schedule and that there are no additional resources assigned as patrol deputies, the following depiction shown in figure 23 below shows hour shift hour changes could result in a more even distribution of the workload among the patrol deputies.

Figure 22. Example of the effect from Shift Hour Changes



Source: LCSO Data

However, a caveat must be stated. During the standard day shift period, there are other resources such as detectives, traffic, SROs, and other specialty units that normally do not handle community-generated calls for service but can be used to assist in critical incidents. These resources are not readily available during the evening and night shifts. As such, the IACP Team is not making a specific recommendation on shift hours. **Rather, it is recommended that the LCSO conduct as part of their annual workload analysis a temporal analysis to identify the most efficient and effective hours for their patrol deputy shifts.**

Field Operations: Patrol Geographic Deployment

Each of the four stations areas has field deputies assigned based upon workload. Table 20 below shows the relationship between field deputies assigned, population size, calls for service, and geographic size among the four stations.

Table 20. Comparison of District Stations

Station	% Population	% Field Deputies Assigned (actual #)	% Calls for Service	% Square Miles
Eastern Loudoun	24	30% (37)	31	5
Ashburn	27	29% (36)	29	7
Dulles South	34	24% (30)	25	24
Western Loudoun	15	17% (21)	15	64

As previously mentioned, while patrol deputies are “assigned” to “geographic stations,” their chain of command excludes the station commanders. The deputies are direct reports to the shift sergeants who are direct reports to the squad lieutenants who are direct reports to the captain in field administration. Station commanders are responsible for responding to criminal activity and quality of life issues within their assigned areas. The commanders have routine contact with community members and are the primary focus of the LCSO community policing operations. Each station is commanded by a captain and has a first lieutenant as an assistant commander and has a station sergeant. Non-sworn assets at each station include a crime analyst, administrative assistant, and a community services aide (CSA).

Each station has detectives assigned who are tasked with investigating property crimes such as larceny, auto theft, and burglaries. The assigned crime analysts work closely with the detectives and patrol deputies by identifying crime trends and developing intelligence bulletins.

Station-assigned community resource deputies are charged with working directly with community members, homeowner associations, businesses, etc., to address quality of life

issues. LCSO identifies the community resource deputy as its principal practitioner of community policing.

Table 21 provides a breakdown of the staff assigned to each station.

Table 21. Staff Assigned at Stations

Station	Admin (CPT, LT, Sgt)	Patrol	Investigations	Community Resource	Civilian
Eastern Loudoun	3	37	3	3	3
Ashburn	3	36	3	3	3
Dulles	3	30	2	2	3
Western Loudoun	3	21	1	2	3

Source: LCSO Data

Patrol deputies work at their assigned stations, have lockers there and attend roll call but the station commander is not in their direct chain of command. Station commanders do request that patrol deputies carry out community engagement and proactive policing. These assignments are carried out but the potential for problems and/or conflicts is a very real. Simply put if a station commander is expected to be responsible for addressing crime, quality of life and community engagement in their assigned areas then the need to have all the resources necessary to include patrol deputies. The staffing model used by the IACP measures the available proactive time that a deputy will have. This time as part of an Intelligence Led Policing (ILP) approach to proactive policing allows resources to use data to seek out problems and employ strategies to reduce crime and quality of life issues. For this concept to work most effectively, station commanders should have direct and full control of assigned patrol deputies.

The current structure also negatively impacts the principle of Unity of Command. Unity of Command is a long-standing management principle that has been incorporated into military, Fire Rescue, and Law Enforcement operations. Henry Fayol, considered by many the “father of modern management theory,” developed 14 Principles of Management. One of these principles, “Unity of Command states that an employee should only receive orders from one superior only. Violation of this principle creates confusion in reporting lines.”

While it is clear from General Order 101¹¹⁰ that the sheriff and the LCSO understand the importance of unity of command, it is not clear why the station commanders do not have the

¹¹⁰ LCSO General Order 101 titled Authority and Organization says the following:

- SPAN OF CONTROL

patrol deputies as a full resource. **It is the recommendation that the LCSO fully assign the patrol deputies under the station commanders in support of unity of command, G.O 101 and to provide the station commander with the full range of resources needed to keep their communities safe.**¹¹¹

There are two options for the implementation of this recommendation:

1. Existing Resources Model.
 - a. There is are currently 6 lieutenants and 19 sergeants assigned to supervise the patrol force.
 - b. Assign one additional lieutenant to each station.
 - c. Assign the remaining 2 lieutenants as overnight duty commanders on the same 84-hour schedule as they currently work. This system is used by many area departments such as Fairfax and Montgomery. Station lieutenants can fill when duty commander is on leave.
 - i. The duty commander lieutenants will report to the captain in Patrol Administration
 - d. Assign four sergeants to each of the four stations totaling 16 to supervise the day and evening shifts reporting to station commands
 - i. The appropriate field deputies will be under these sergeants
 - e. Assign remaining three sergeants to supervise the overnight shift reporting to the duty commander lieutenants.
 - i. The appropriate field deputies will be under these sergeants
 - f. While not the ideal situation and some of the unity of command issues remain, the bulk of the resources charged with community engagement and proactive policing will be under the command of the station captains.
2. Additional Resource Model – 4 additional sergeants
 - a. Add four additional sergeants to the patrol compliment bringing the total of patrol sergeants to 24.

To achieve effective direction, coordination, and control, the number of employees under the immediate control of a supervisor should not exceed twelve.

- CHAIN OF COMMAND

The Sheriff also authorizes the organizational structure of and chain of command within the LCSO. Employees within each of the agency's divisions are supervised by and report to the next highest-level supervisor. This supervisor shall be an identifiable person who shall be responsible for the employee's assignments, performance evaluations, counseling, etc. In order to avoid confusion and to promote efficiency within the agency, each organizational component shall be under the direct command of only one supervisor. In addition, each employee shall be accountable to only one direct supervisor at any given time.

¹¹¹ The IACP Team provides two options for the implementation of this recommendation, both are included in the Appendix.

- i. Assign six sergeants to each station to supervise patrol deputies covering all three shifts
 - 1. The appropriate field deputies will be under these sergeants
- b. Assign one additional lieutenant to each station
- c. The remaining 2 lieutenants assign as overnight duty commanders on the same 84-hour schedule as they currently work. This system is used by many area departments such as Fairfax and Montgomery. Station Lts can fill when duty Cdr is on leave.
 - i. The duty commander lieutenants will report to the captain in Patrol Administration.

Field Operations: Patrol Deputy Geographic Accountability

As mentioned above, the current organizational structure of LCSO challenges the concept of unity of command, and it also challenges the concept of geographic accountability. Geographic accountability has long been a standard and core component of effective community policing programs. The COPS Office identifies geographic accountability as one of the key organizational transformation steps that agencies must take as they develop and implement community policing in their community.

“With community policing, there is a shift to the long-term assignment of deputies to specific neighborhoods or areas. Geographic deployment plans can help enhance customer service and facilitate more contact between police and citizens, thus establishing a strong relationship and mutual accountability. Beat boundaries should correspond to neighborhood boundaries, and other government services should recognize these boundaries when coordinating government public-service activities.”

To create bonds with the community, specific and continuous efforts must be made to develop relationships with members of the community. Deputies should be assigned to specific areas of the community, long term so that they develop connections and relationships through consistent interaction. Law enforcement visibility is increased through less formal interactions such as engaging in an informal conversation with homeowners or store owners. These informal interactions help in changing negative views of law enforcement. One on one relationship building provides opportunities for more personalized relationships, lessens differences, and strengthens mutual trust and understandings.

The LCSO is organized in support of this concept and does strive to implement it continuously. However, interviews revealed that with the current organizational structure (patrol deputies

not directly assigned to district captains), there is a tendency to stray from this concept. If a busy beat is not filled on a particular shift, a deputy from a slower beat or district often is reassigned by the on-duty lieutenant instead of calling someone from the district back into work – ostensibly to save over time. There either is a shortage of patrol deputies, or the concept of beat/geographic accountability is not a priority.

The IACP recommends that establishing geographic accountability as a core element within the agency. LCSO should fully stress beat integrity. Deputies and supervisors should focus on beat discipline to increase the culture of accountability within the area for which they are responsible:

- Within each district, review how beats are set up and assigned and designate neighborhoods and geography within each district for coverage by the same deputies so that those deputies are responsible for that geography. **It is recommended that lieutenants oversee several beats within each district, the size of which would be dependent on staffing availability of lieutenants.**
- Set up regular monthly meetings with residents and business owners to share information both ways, identify concerns and issues, work to gain some consensus on priorities, identify internal and external resources and partnerships who may play a role in impacting the issue, and collaboratively craft a plan with stakeholders to address the concerns.
- Efforts should be tracked and results shared. Meetings should have a formal agenda and track issues and concerns, prioritization of those matters, plans to address them using all available resources, and results and updates on each issue in each meeting. This process fosters involvement and buy-in, reduces false expectations, and creates a strong partnership with the community, neighborhood by neighborhood, as trust is built. These meetings should take place regularly, regardless of whether attendance is robust. The fact that such a mechanism for input and problem identification and problem-solving exists is critical to excellent communication and transparency and reducing frustration on the part of residents.

As mentioned previously, while not on an assignment, it is critical that deputies know exactly what they should be doing during their “unobligated” time, as the concept of “random patrol” is no longer efficacious. Specific efforts should be based on crime analysis and Intelligence-Led Policing (ILP), concerns of residents, and supervisory direction regarding strategies, and every deputy should know exactly what is expected of them when not on a call for service. Based on ILP and these related factors, expectations and efforts will be unique to each beat. These efforts may include checking in on businesses, presence, and visibility in a particular location, parking the vehicle and walking a beat, traffic control and direction, disrupting drug sales,

outreach to the homeless, identifying suspects, talking with residents, etc. All these efforts should be tracked by the Computer-Aided Dispatch (CAD) system for specific function and for time, location, and duration.

Sergeants should ensure that deputies are appropriately spending non-obligated time as directed by current crime patterns, community concerns, etc. There should not be one business, community group, or school (private or public) that does not know which deputies are responsible for their beat and who receives proactive contact on a routine basis from the agency.

8.4 Patrol WORKLOAD Staffing Needs

1. Review workload analysis, looking at the time spent on calls in 2020. Since the pandemic issues most likely skewed 2020 data, 2019 provides a better look at patrol workload for Loudoun County. Data for 2020 should be fully evaluated to determine whether further adjustments are warranted.
2. Loudoun County has established a performance benchmark for patrol response that says a deputy's obligated time should not exceed 60%. IACP analysis indicates that the current workload for a patrol deputy (at a first responder strength of 185) is at 64%. To meet the benchmark of 60%, an operational minimum for first responders requires 198 patrol officers, an addition of 3 FTEs.
3. Industry best practices establishes 30% - 40% as the optimum level for proactive time. To achieve this, establish an optimum level for patrol staffing. To achieve the optimum level, the authorized number for patrol force first responders should be 264 or an addition of seventy-nine (79) FTE positions. The optimum patrol staffing will provide more proactive time, and position the agency to deal with the expected workload increases that will likely occur with population growth, increased urbanization, and large-scale development such as the advent of the WMATA arrival in Loudoun County.
4. Review deployments and taskings; identify functions that are not vital to the county's core public safety mission. If it is not a core function, then perhaps it should not be a police service function. In short, the number of new officers needed in patrol to achieve the minimum or recommended staffing levels could be reduced by reassigning personnel from other units. Additionally, there are a number of positions that could be filled by non-sworn personnel, thus returning additional sworn positions to patrol.
5. Establish both policy and practice that all patrol assignments are essential *in fulfilling the core mission*. Backfilling any vacancies in patrol from less-essential roles is a priority.

Supporting Analysis

The IACP patrol staffing recommendations are determined by evaluating the total required workload hours (based upon citizen-generated calls for service) against hours of deputy availability. Deputies are not able to work for a variety of reasons, including days off, vacation, sick leave, holiday time, and training obligations. To define staffing needs, deploy deputies properly, and evaluate productivity, it is necessary to calculate the actual amount of time deputies are available to work. To assist in these calculations, leave usage data was requested from LCSO.

This computation starts with the assumption that each deputy position is budgeted for 2184 hours per year. However, to gain a more accurate picture of how many hours per year the average deputy is available to work, various leave categories must first be deducted from this total. The leave data provided by LCSO indicated that 45,003.25 hours of various types of leave was used by the patrol force. Based upon a staff of 185 deputies who are considered first responders, they are available for work on average 1,941 hours per year, not 2,184 hours. The 185 number includes patrol deputies assigned to the four stations, K-9, Motors, Accident Reconstruction, SOS, and Community Resource Deputies.

Table 22. 2020 Patrol Availability (Hours)

Leave Category	Sum of Hours
PS Administrative Leave with Pay	746.75
PS Administrative Leave Without Pay	36
PS Annual FMLA Pay	643.75
PS Annual Leave Pay	20850.25
PS Bereavement Leave Pay	1192.5
PS Donated Leave Pay	392.75
PS Floating Holiday Leave	1146
PS Military Leave with Pay	1792
PS Military Leave Without Pay	36
PS Paid Leave Pay	669
PS Scheduled Holiday Leave	4210
PS Sick FMLA Pay	1431
PS Sick Leave Pay	9345.5
PS STD Payment	240.25
PS Work Comp Pay	1465.25
Sick Leave Pay	91.75
Work Comp Pay	8
Grand Total	45003.25

Source: LCSO Data

Table 23. LCSO Total Leave Hours

Total leave hours	45003.25
Average number of deputies considered primary CFS responders	185
Total workhours budgeted for primary call response (185 x 2184)	404,040
Actual total workhours available for call response (404,040-45,003)	359,037
Average Annual Availability (Hours) per patrol deputy (339,797/185)	1941

Source: LCSO provided data

Workload Analysis and Models

Loudoun County sets specific performance indicators for the LCSO patrol force. The indicators measure response time and time available for each patrol deputy. The below section from the Loudoun County FY 2020 Program Review provides the specific measurement indicators. For each of the four stations it establishes the following:

“Ensure that less than 60 percent of each deputy’s time is allocated for being on scene of calls to ensure sufficient time for administrative tasks, proactive patrols, and traffic enforcement.”

Measurement standards make it possible to evaluate and define patrol staffing and deployment requirements, and the IACP uses a specific model for doing this. The model evaluates a patrol deputy’s time in specific categories: a) Administrative time, b) Obligated time, c) Proactive policing time.

Administrative Time

Profession-wide, administrative time generally accounts for approximately 15% -20% of a deputy’s average day, and this appears to be the case at the LCSO.¹¹² This percentage can seem high to those not acquainted with the patrol function; however, a review of the following typical patrol activities supports this average:

- Report-writing and case follow up (30 minutes)
- Patrol briefings roll call - 30 minutes
- Administrative preparation/report checkout – 30 minutes
- Meal and personal care breaks – 30 minutes
- Vehicle maintenance and fueling (15 minutes per day)

¹¹² Precise information is not available in CAD for many administrative activities, due to variances in deputy call outs for these activities. Nevertheless, the interviews and observations suggest that administrative time for the LCSO appears to be at the norm.

- Meetings with supervisors (variable)

The numbers above help to demonstrate a substantive administrative workload, which is otherwise not typically captured or considered. As noted in other areas of this report, the LCSO captures certain *administrative* data, such as follow-up, business checks, and directive patrols; however, the LCSO may wish to refine this process to identify this data as administrative, as opposed to deputy-initiated, and to capture additional data points.

It is also important for the LCSO to recognize that these supplemental duties, while important, result in a reduction of *productive* time for patrol deputies to manage the obligated workload. Accordingly, it is important for the LCSO to carefully monitor the time burdens of these activities to ensure they are not unduly detracting from the opportunity for deputies to perform their primary function.

Obligated Time

Obligated time is the aggregate amount of time consumed by deputies to answer calls for service generated by the public, and to address on-view situations discovered and encountered. It is the total of criminal, non-criminal, traffic, and backup activity initiated by a call from the public, or a crime incident a deputy comes upon (obligated workload). When expressed as a percentage of the total labor in a deputy's workday, obligated time of first response deputies should fall between 30%-50%. To quantify the amount of workload volume, a thorough examination of CAD data provided by LCSO was conducted. The workload analysis, obligated patrol workload, is shown in table 24 below.

Table 24. Obligated Patrol Workload¹¹³

Year	Total Number of Calls	Total Number of Calls with more than one unit	Sum dispatched to completed time (hours) for primary unit	Sum Dispatched to completed time (hours) for all units
2017	100,500	37,089	65,538	196,272
2018	102,964	36,369	93,558	272,819
2019	106,074	36,139	72,832	218,459
2020	92,905	37,804	93,843	542,998

Source: IACP calculation from LCSO CAD data

¹¹³ This calculation combines the total community-initiated hours and related backup hours handled by first responders in CAD for 2017-2020, resulting in the adjusted patrol workload (sum dispatched to completed time all units).

While the data used for the staffing models was 2019, the 2020 data was analyzed as well.¹¹⁴ The analysis showed that the total number of calls fell from 2019 to 2020 by 12.5%. Given the lockdown and other COVID restrictions, this was expected. What was not expected was the increase in the total amount of obligated time used in 2020. Per interviews with LCSO and a review of CFS, the increase was a result of changes in mental health cases, the impact of which is discussed at the end of this Section.

LCSO specifically tracks the impact that mental health cases have on patrol workload. While this tracking data shown in figure 24 in section 9.5 does show an increase, it is significantly less than the increase in time expended on calls from 2019 to 2020. Between 2019 and 2020, the number of calls for service decreased by 13,000, yet the total amount of time spent by all units on the calls increased by 325,000 hours.

This might indicate data entry/ classifications have changed, more units are responding to calls and spending more time on those calls, LCSO is responding to more serious or complicated calls (which is not supported by the crime data), or it can be reflective of an over-response to calls for service. **LCSO should conduct a thorough evaluation of the increase in time expended on calls to determine the cause and implement appropriate corrective action as appropriate. A similar analysis of 2021 data will likely indicate whether 2020 data is a data anomaly or indicative of a larger problem.**

¹¹⁴ The IACP ends to use the most recent year to establish the baseline parameters for staffing requirements. However, the challenges and shifting work patterns caused by the 2020 pandemic lockdown likely skewed the 2020 data. After consultations with LCSO command staff it was decided that 2019 data is more reflective of normal LCSO operations.

Table 25. Obligated Workload Model

	Literal Explanation and Formula	60% Minimum Level	45% Optimum Level
A	Total Patrol Unit Obligated Hours	218,459	218,459
B	Available Hours per Deputy	1,941	1,941
C	Current Number of First Responder Deputies in Patrol	185	185
D	Current Patrol Hours Available (B*C)	359,085	339,797
E	Current % Obligated to Citizen CFS (A/D)	60%	60%
F	Target Obligated Workload	60%	45%
G	Deputy Workload Hours Available at targeted obligated workload [60% / 45%] (B*F)	1,164	873
H	Administrative Time	15%	15%
I	Flex Time to cover surges in workload because of critical events, seasonal changes, etc.	10%	10%
J	First Responder Deputies Required to Meet Target Workload (A/G)	188	250
K	Additional Primary CFS First Responder Deputies Needed (J minus C)	3	65
L	Total Obligated Time (F+H+I)	85%	70%
M	Proactive Policing Time Available (100% - L)	15%	30%

Source: IACP calculation from LCSO CAD data

Proactive Policing Time

The cumulative obligated and administrative time that deputies spend should not be so significant that they are unable to respond to emergencies in a timely fashion or engage in mission-critical elective activities and problem-solving efforts. A proportion of the workday must be available for providing proactive policing services:

- To engage the community
- To have and initiate public-service contacts
- To participate in elective activities selected by the agency, such as community policing and problem-solving
- To make pedestrian and business contacts
- To conduct field interviews
- To engage proactive traffic stops and proactive patrol efforts.

Workload Assessments and Recommendations

Based on the data, 188 first responders, an addition of three (3) deputies, should be established as the new operational minimum level so that the obligated workload volume can match the performance standards (60%) as established in the Loudoun County Performance Review document. As per the Loudoun County Performance Review document the 60% does not include administrative time nor a 10% flex to cover peak periods of workload. Thus, with administrative time taking 15% of a deputy's worktime, the operational minimum level of first responders (188) allows deputies to spend 15% of their time on proactive activity to include community engagement.

The 188 assigned first responders represent the minimum number of deputies required to operate and respond to CFS effectively and efficiently based upon the Loudoun County standard of 60% obligated time. This number is considered the operational minimum, and it is the number for staffing under current conditions.¹¹⁵

Further, the agency occasionally has personnel who are non-operational (due to FMLA, military leave, or injury, they are unable to fulfill their duties). For calculating staffing needs, non-operational personnel are essentially vacancies, which must be filled to ensure staffing is maintained at operational minimums. Finally, the operational minimum does not achieve the level of proactive policing time that is recognized as the amount needed for providing truly effective proactive police services and community engagement.

Proactive time based upon guidance from the COPS Office and best practices found in IACP studies of agencies with model community policing programs, the IACP recommends 30% - 40% as the optimum level for proactive time. This level of proactive time affords patrol officers/deputies the time needed to engage the community in partnerships, solve community problems and conduct crime suppression and prevention activities. **To achieve this, the authorized number for the optimum level for the patrol force first responders should be increased to 250 or addition of sixty-five (65) deputy positions. These additional deputies will better position the Loudoun County Sheriff's Office to deal with the expected workload**

¹¹⁵ To accurately reflect workload and staffing needs the IACP team used two models; one based on obligated and administrative workload equaling 60% (Loudoun County Performance Measure) and one based with only an obligated workload equaling 60% (Loudoun County Performance Measure) and administrative time being considered part of proactive policing time. For both models' administrative time is estimated to be 15% of a deputy's standard workday. Workload is not stagnant, rather it can flex based upon unforeseen factors such as critical incidents, seasonal changes, weather events, etc. To address the fluid nature of obligated time the IACP model includes 10% time as a flex buffer to address the fluid nature of calls for service.

increases that will likely occur with population growth, increased urbanization, and large-scale development such as the advent of the WMATA arrival in Loudoun County.

Deployment of Sworn Personnel

The deployment of resources is a decision by the chief law enforcement officer based on an analysis of problems and issues facing the community. The deployment should be designed to achieve success in solving crime and community issues in the most effective and efficient manner.

LCSO has 646 sworn positions. Of that, 150 sworn positions are assigned to corrections, and 40 are assigned to court services, leaving 456 sworn positions assigned to the remainder of the agency. Documents provided indicated that 242 sworn positions are assigned to Field Operations of which 185 or 40.5% are classified as primary first responders. A 2013 survey by the Bureau of Justice Statistics (BJS) of 12,000 police agencies found that the average number of sworn staff assigned to patrol / first response was 60%. A review of the 2017 benchmark city study showed that 59% of the sworn staff was assigned as first responders. Additionally, a study conducted by James McCabe, Ph.D. for the ICMA Center for Public Safety Management, recommends 60% of sworn assets should be assigned for patrol response.

There is no simple solution or recommendation for this issue, but it likely is one that has an impact on LCSO's ability to perform its primary mission. It is recommended that LCSO review its deployment and taskings and identify those functions that are not vital to the agency's core mission. If it is not a core function, then perhaps it should not be a police service function. This is an operational and deployment decision by LCSO, but it does affect the number of deputies available and the agency's overall response to calls for service. **In short, the number of new deputies needed in patrol could be reduced by reassigning personnel from other units within LCSO as first responders. Additionally, there are a number of positions that could be filled by non-sworn personnel, thus returning additional sworn positions to patrol / first response duties.**

Prioritize Patrol Staffing

It is important at this juncture to discuss the prioritization of patrol staffing. Few would argue that the core function of any law enforcement agency is the patrol division. Despite this belief, when staffing vacancies occur, even on a daily basis, these vacancies often result in reductions to the patrol operation. When there are shortages in the patrol division, the overall capability and effectiveness of the organization are affected, and it ultimately results in service reductions. It also affects the capacity of patrol personnel to perform supplemental duties and community engagement activities. **It is recommended that the agency establish a policy that**

all patrol assignments are essential in fulfilling the core mission, backfilling any vacancies in patrol from less-essential roles.

8.5 Other Factors/ Obligated Time Reduction Strategies

1. Work with Loudoun County to establish county-level strategies to address mental health CFS (see section 5 for county-level recommendations)
2. Monitor the online reporting program and review the time used per IBR. The purpose of the review should be to maximize the efficiency of the process without adversely impacting the effectiveness of the program. This will allow for process improvements that can be phased in to rapidly scale up should workload increases require this step.
3. Maintain the policies and procedures developed for online and telephone reporting programs. This will allow the department to rapidly scale up should workload increases require this type of alternate response.

Supporting Analysis

The IACP has identified additional factors that bear consideration in terms of the efficient and effective use of personnel and resources.

Mental Health

Recently the Commonwealth of Virginia closed or limited access to a number of mental health facilities across the state. This reduction in facilities had a ripple effect by dramatically increasing the amount of time it takes to get a patient with mental health needs into a treatment facility. This in turn significantly increased the obligated time that law enforcement officers must spend on mental health cases. The impact of these facility closings is expected to continue to severely impact obligated time. Ancillary information was provided that indicated it is not unusual for a deputy or deputies to spend more than 24 hours guarding a person under an Emergency Commitment Order (ECO) / Temporary Detention Order (TDO) while awaiting appropriate placements to be found. LCSO is temporarily able to shift personnel and to use overtime to address this crisis in the short term, but this is clearly a situation that cannot be maintained.

The data shown in figure 24 below reflects the data tracking that LCSO does in evaluating the impact of mental health cases.

Figure 23. 2019-2020 Comparison - Total Mental Health Cases - Time Loss from Patrol

Month/Year	Total MH Cases	Hours by Month	Month/Year	Total MH Cases	Hours by Month
1/19	49	249	1/20	48	477
2/19	37	383.5	2/20	40	380.5
3/19	44	469	3/20	32	367.7
4/19	25	227	4/20	27	203
5/19	41	404.5	5/20	27	226.5
6/19	39	386	6/20	49	437.5
7/19	38	450	7/20	27	245
8/19	30	246.5	8/20	37	429
9/19	33	343.5	9/20	23	173
10/19	32	247	10/20	37	416.5
11/19	34	329.5	11/20	41	458
12/19	37	326	12/20	30	296
Total 2019	439	4061.5	Total 2020	418	4109.7

Source: LCSO Data, Loudoun County Data

While the LCSO Crisis Intervention Training (CIT) program, and its trial usage of specially training deputies to provide direct response and follow up to individuals experiencing mental health problems (CARE program) are clearly national best practices, the LCSO is not equipped to handle the current mental health crisis and immediate health needs by themselves. Discussions were held with the representatives from the Loudoun County Department of Mental Health, Substance Abuse and Developmental Services (MHSADS); that indicated a very strong partnership between MHSADS and LCSO.

Loudoun County currently has some resources available to county residents, like the CrisisLink hotline and the Crisis Intervention Team Assessment Center, which provides mental health evaluation, crisis intervention and stabilization services, and can be accessed seven days a week from 7 a.m. to 11 p.m. In the instances where an individual is brought in for assessment by a law enforcement officer, they are received by a deputy so that the patrol deputy can return to patrol duties.

This is not an issue or problem unique to Loudoun County or even the Commonwealth of Virginia. A recent study done by the Treatment Advocacy Center for the National Sheriffs'

Association and New York Association of Chiefs of Police found that 21% of total law enforcement staff time was used to respond to and transport individuals with mental illness. Nationwide law enforcement spends nearly a quarter of their time dealing with individuals suffering from severe mental illness, effectively diverting them from their primary public safety roles and straining already scarce law enforcement resources.

The challenge is to re-imagine how law enforcement is used in these cases, as well as the types of services and facilities available and accessible to law enforcement and residents. The Center for Mental Health Services Substance Abuse and Mental Health Services Administration established National Guidelines for Behavioral Health Crisis Care. These guidelines are designed to solidify national best practice guidelines that reflect the standard of care that should be used in handling mental health cases. Core elements of this system should include:

- Regional or statewide crisis call centers coordinating in real time
- Centrally deployed, 24/7 mobile crisis response teams
- 24/7 crisis receiving and stabilization programs

Neighboring Prince William County is experiencing similar problems. However instead of adding police officers as a band aid approach, Prince William County is looking to open a mental health crisis receiving center in accordance with the SAMHSA guidelines. This facility will be staffed at all times with mental health professionals who can provide immediate mental health help to patients. This approach is re-imagining how mental health help should be provided in the community and allow for those experiencing a crisis a way to be deflected or diverted from law enforcement custody who are not equipped to handle acute mental health situations.

One of the key needs at both the county and state level is the lack of skilled clinicians. It is estimated that statewide there are 1800 vacancies in the skilled mental health positions, resulting in 20% of the mental health beds statewide being eliminated. At the Loudoun County Mental Health level staff shortages are such that both current and new programs are being impacted and/or curtailed. While it is evident that both the LCSO and Loudoun Mental Health have strong desire to provide high quality mental health services and employ many of the best practices found in both professions, the challenges and problems are such that specific and direct action by the Board of Supervisors is needed.

It is recommended that the Board of Supervisors establish a mental health crisis task force. This task force should be charged with developing strategies at the local level and ensure that Loudoun's concerns are expressed to both state officials and the community. This group should explore all strategies including out of the box solutions. Potential areas to consider are:

- Local funding to increase recruiting, pay and improved working conditions for mental health clinicians
- Local funding for a drop-in center which provides 24/7 beds in the local community for those experiencing a mental crisis. This will reduce the workload for LCSO deputies and follow national best practices by having qualified mental health professionals provide critical services instead of law enforcement.
- Mental Health professionals to support the LCSO CARE Team

LCSO Alternate Response Programs

The LCSO has a modified online reporting program. It remains the LCSO policy that if a citizen wants a deputy for an on-scene response, they will get an on-scene response. The online reporting process involves the citizen filing a “basic notice” of a report online. Follow-up contact and report writing are then forwarded to one of the deputies who are assigned to the Executive Protection Detail. These deputies provide security at county buildings, and during their on-duty time, they conduct telephone follow up and complete the necessary paperwork (Incident Based Report [IBR]) and preliminary investigation.

Given the importance of technology among Loudoun County residents, it is likely that online reporting may become more popular in future years. Additionally, as population and workload increase in the future, LCSO may find it necessary to handle more calls in this manner as a way of freeing up scare patrol resources for more serious calls. **It is the recommendation that LCSO continues to monitor this online program and review the time used per IBR. The purpose of the review should be to maximize the efficiency of the process without adversely impacting the effectiveness of the program. This will allow for process improvements that can be phased in to rapidly scale up should workload increases require this step.**

As a result of the COVID-19 pandemic, LCSO detailed two positions on March 24, 2020, to handle telephone complaints. One position was assigned to the day shift as X301 and one to night shift as X302. These positions have not been maintained, but tracking calls for service handled by telephone has continued. The Loudoun County Sheriff's Office did not maintain data for telephone response prior to March 24, 2020. The total number of calls for service handled by telephone from March 24, 2020, to December 31, 2020, is 3,302. **It is the recommendation that LCSO continue to maintain the policies and procedures developed for this program. This will allow for LCSO to rapidly scale up should workload increases require this type of alternate response.**

Executive Detail Deputies

Table 26. Online Reports Handled by Executive Detail Deputies

Year	Reports	Hours Saved	Cost Savings
2016	2170	4340	\$162,750
2017	2292	4584	\$171,900
2018	1984	3968	\$148,800
2019	1748	3496	\$131,100
2020	2144	4288	\$160,800
2021 (6 Mons)	1110	2220	\$83,250

Source: LCSO Data

LCSO use of the Executive Protection Detail is a very practical and best practice usage of these deputies' time as an additional duty. An analysis of the data provided shows that each case / IBR takes 2 hours. This is a surprisingly long period and certainly comparable to the time an on-scene response would take. These types of alternate reporting methods have historically taken less time among other IACP-studied agencies.

8.6 New Positions Summary

1. Recommended new positions¹¹⁶ following the Workload Analysis:

Patrol:

- Assigning patrol officers directly under the command of Station Commanders - **4 Sergeants***
- Operational Minimum level for patrol staffing – **13 officers***
- Operational Optimum level for patrol staffing – **79 officers***

Crime Analysis – Intelligence-Led Policing:

- 1 Crime Analysis Coordinator

¹¹⁶ Note: Some or all of these positions could be filled by reallocating positions from other functions within the agency.

8.7 Community Engagement in Loudoun County: Internal and External Communication and Input

1. In addition to the use of station community resource deputies, use sworn officers to expand and enhance outreach to recognized community groups.
2. Craft a department-wide community policing strategy, which explains and directs a comprehensive effort that includes every division within the agency, fosters communication, reduces information silos, implements strong geographical accountability for both the agency and residents and becomes the agency's way of doing business.

Supporting Analysis

Effective community policing is a manner of doing business and is thus significantly more than a philosophy. It encompasses an array of specific approaches and centers around building legitimacy and communication with the community through tangible and practical methods. Several core factors are inherent in effective community policing implementation and practices, including the following:

- Building trust and credibility with the community
- Communication and information sharing (both internal and external),
- Crime-fighting strategies: prevention, harm reduction, focused law enforcement/coordination, collaboration, and engagement
- Agency philosophy/strategy-accessibility, accountability, and responsibility
- Geographical accountability/beat integrity/ownership by officers and residents

It is readily accepted that building trust and legitimacy of a law enforcement agency is the most necessary and critical endeavor of any agency's community policing efforts as they move forward to serve their community. Without trust, credibility, and legitimacy, crimes go unreported, information from the public is not shared, and that critical, symbiotic relationship between the community and law enforcement is lost. Lack of trust results in less effective policing and continues to build an "us against them" mentality that the best and most enlightened agencies strive to eradicate.

It has been repeatedly shown that agencies and communities who engage in long term relationship building not only are better able to combat crime and foster a collective sense of trust and goodwill, but they also produce invaluable and immeasurable positive ramifications, including an increase in cases solved and reduced civil discord when use of force and other incidents occur. Because of the relationships developed, communication is stronger, and

mutual understanding is deeper. Building trust and legitimacy with communities is the lifeblood of good policing. It requires a high level of transparency both internally and externally so that personnel within the agency know and can articulate how and why their agency is engaging in policing efforts, so residents likewise understand and support these efforts.

One of the key components for building community trust is the establishment of community legitimacy. Simply put, community legitimacy is how the community views its law enforcement agency, whether it be a police agency or sheriff's office. To achieve legitimacy, the community must view police actions as:

- *Appropriate*
- *Proper*
- *Just*

The community must also feel there is social justice. Social justice is an essential component of healthy, effective communities. It is based on a fair and just relationship between individuals and society. Social justice demands that those in the community feel safe, including feeling safe from the police. Feeling safe starts with procedurally-just policing.

Procedural justice in policing is the principle that forms the foundation of the community's willingness, individually and aggregately, to accept the actions of the law enforcement, obey laws, participate in the criminal justice system, and partner with law enforcement to reduce crime and disorder and is dependent on the community's acceptance of policing actions as fair and equitable. Procedural justice consists of four primary elements:

- Fairness: Being fair in processes.
- Voice: Providing the opportunity for voice.
- Transparency: Being transparent in actions.
- Impartiality: Being impartial in decision-making.

The LCSO values its partnership with the community and non-law enforcement partners. The agency's leadership has put strong programs in place to maintain and enhance these programs with the goal of constant improvement in the community's safety and quality of life.

The agency has demonstrated its will, skill, ability, and desire to continue to engage with the community, and it is believed that implementation of these recommendations will assist the LCSO in continuing to raise the bar regarding its community engagement efforts.

LCSO uses the special unit approach for community policing programs.

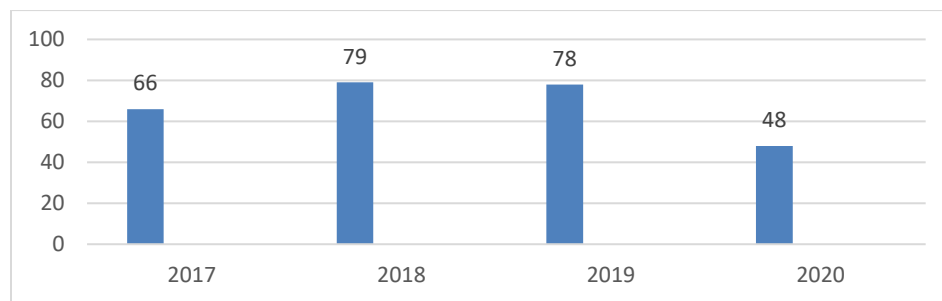
There are nine community resource deputies (assigned proportionally to the four stations) who partner with HOAs, community organizations, local business owners, and residents to provide a direct link to the LCSO. Community resource deputies host events and partner with other government and private entities that benefit the community and build relationships.

Community resource deputies use the partnerships formed with community and civic groups to effectively target ongoing quality of life issues and foster a sense of ownership within the community.

This program builds trust between local businesses, community leaders, and residents, specific to their individual communities. This program offers the community an educational component through monthly meetings with members of the community on how to deter and prevent crime. Finally, by assigning a dedicated deputy to specific communities, this allows the deputy to learn the specific needs of that area. Building trust with the community fosters a positive working relationship and opens communication between citizens and law enforcement. By building relationships with the community, law enforcement learns and better understands the needs of the community.

LCSO provides information on the number of HOA meetings their deputies attended, as seen in figure 25 below.

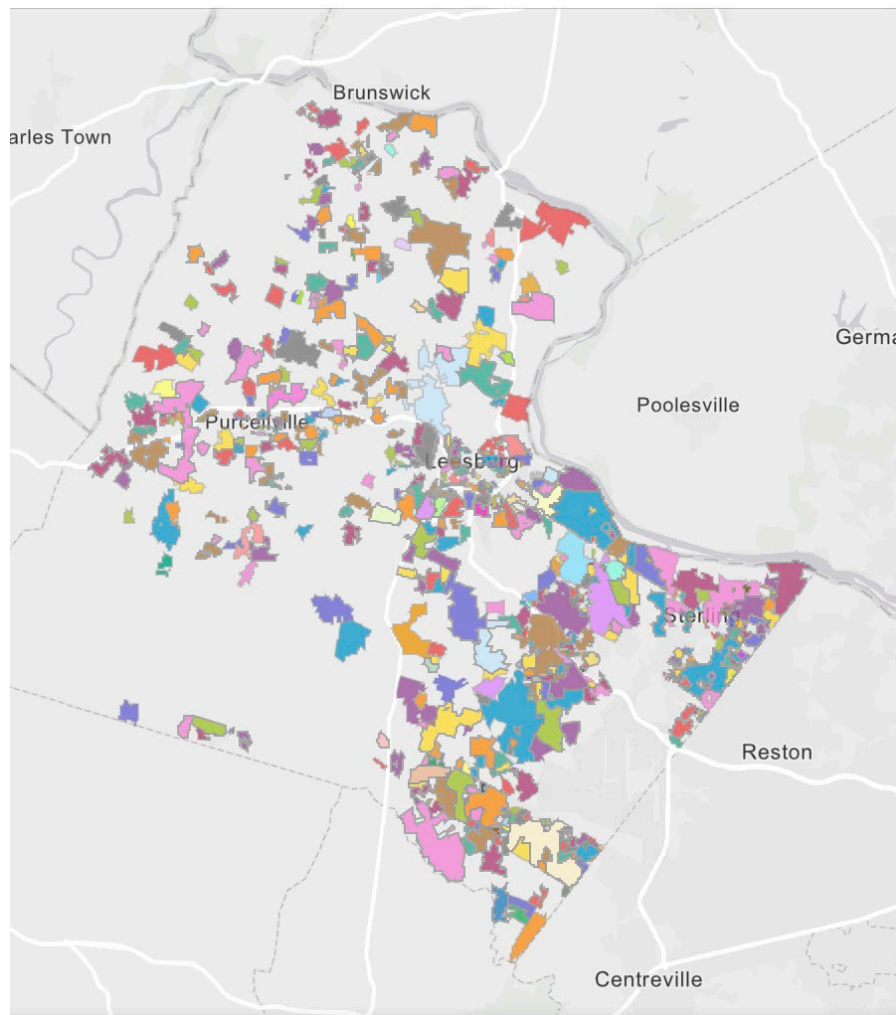
Figure 24. Number of Residential Meetings Attended



Source: LCSO Provided Data

According to the Loudoun County Government, there are recognized residential communities across the county, as shown in figure 26. While some are in the incorporated towns and covered by their respective police agencies, most are within the unincorporated areas.

Figure 25. Recognized Residential Communities



Source: Residential Communities of Loudoun County Map¹¹⁷

There is a significant difference in the number of meetings attended by community resource deputies and the sheer number of recognized communities within Loudoun County. While there are a number of reasons for law enforcement not to attend HOA meetings, including the community's desire, this is a missed opportunity that LCSO should strive to address.

LCSO should use patrol deputies to enhance its outreach to recognized community groups.

By expanding the pool of deputies tasked with community outreach, the LCSO will significantly increase its direct contact with the community and achieve a similar improvement in

¹¹⁷ See <https://www.loudoun.gov/234/Communities-Homeowners-Associations>

community partnership and trust. This recommendation is tied to the recommendation assigning patrol deputies directly to station commanders.

LCSO Should Adopt an Agency-Wide Community Policing Strategy.

Implementation and formalization of some structured approaches -- which includes geographical accountability with strong ownership by both law enforcement and residents-- is critical to effective community policing. Currently, it is unclear how much ownership and responsibility are attached to beat deputies and the chain of command throughout the agency, which is addressed in the section covering patrol deployment. Interviews (both internal and external participants) and document review indicated that there is not an overarching community policing plan or general order but that the agency's community engagement would improve if a comprehensive plan existed.

The overarching recommendation in this regard is for the LCSO to craft an agency-wide community policing strategy, which explains and directs a comprehensive effort that includes every division within the agency, fosters communication, reduces information silos, implements strong geographical accountability for both the agency and residents and becomes the agency's way of doing business.

To accomplish this strategy, the sheriff should formulate a task force of internal members of all ranks and representative residents and business owners to help craft an agency-wide community policing strategy. This strategy should center on core community policing efforts, which inculcates community policing practices into how the LCSO does business. Within this overarching community policing plan, several key components and sub-recommendations are provided. Each recommendation supports the following core aspects of effective community policing:

- Building trust and credibility with the community
- Communication and information sharing (both internal and external),
- Crime-fighting strategies: prevention, harm reduction, focused law enforcement/coordination, collaboration, and engagement
- Agency philosophy/strategy-accessibility, accountability, and responsibility
- Geographical accountability/beat integrity/ownership by deputies and residents

Once this agency community policing strategy is crafted, it is recommended that it become an integral part of recruit training so that all recruits understand its critical role in all agency operations.

Facilitate Community and Agency Input

While not common, there were several comments that some members of the agency felt they did not have a voice or there was a feeling of retribution if they disagreed with agency command or policies. This is a problem that is common in law enforcement organizations and often, it is very difficult to discern if this is a real issue or just employee dissatisfaction. Nonetheless, the principles of procedural justice, specifically, giving a voice, is critical to agency success and community trust.

It is a recommendation that LCSO continue to expand and enhance their robust internal and external Communication system. This should include strategies for both internal and external communication.

Internal

Roll Call Visits. The sheriff and command staff do attempt to visit roll calls. This is an effective means of establishing internal communications. For it to be truly effective, a schedule must be established whereby the sheriff and his upper-level command staff regularly and routinely visit roll calls across the agency.

- Those visits should be tracked to ensure consistency/ visits across the agency for both sworn and civilian staff
- Initially, the sheriff and his command staff do not even need to speak, as their presence alone will speak volumes.
- As members of the agency get used to their presence, personnel should become more comfortable raising issues, questions, and concerns and feel that the command staff is interested in what they have to say.
- As deputies and civilians become more comfortable with regular command presence, internal communication and trust will increase, and the ability for rumor control will be enhanced.

To overcome the fear of retribution (real or imagined), LCSO should establish suggestion boxes at multiple locations across the agency. A senior member of command should review all, and the LCSO should use an agency-wide email (weekly bulletin format) to respond, stating what the suggestion was, what actions LCSO is taking, and why.

External

The LCSO has a very strong social media presence and strives to keep the community informed for both current operations and proactive programs. These programs contribute greatly to the community's feeling that LCSO is an accountable and transparent agency. But in today's charged world a law enforcement CEO must ask if this is enough? Considering the level of social

unrest calls for change, Virginia law enforcement agencies must never be satisfied with the status quo and must constantly strive to not only maintain but to always strive to increase public trust.

The Virginia Legislature recently passed laws aimed at improving law enforcement accountability and transparency across the commonwealth. One of those laws, allows local governments to create panels that can field citizen complaints, investigate them and issue binding disciplinary rulings. The legislation also exempts sheriffs, who argued that because they are elected, they are already subject to civilian review every four years during elections. Many of Loudoun's neighboring jurisdictions such as Fairfax, Arlington and Prince William have or are in the process of establishing Citizen Review Panels.

Currently each district in Loudoun County holds quarterly meetings and has contact with a few of the larger HOAs. The IACP team asked community stakeholder interviewees their thoughts on a citizen review panel, and all did not see the need for it. However, all felt that the sheriff's office would benefit from more direct citizen input. While it is clear that an elected sheriff is accountable to the community, this occurs only every four years. As recent history has shown a lot can change in law enforcement and community trust in much shorter time periods than a four-year election cycle.

8.8 School Resource Officers

1. Designate a command-level liaison as a full-time law enforcement commander (the "SLC") assigned to the School Board headquarters to become part of the leadership team for the various agencies: schools, school security, law enforcement agency, and county government. Internal and external school resource officer (SRO) communications should be accomplished through real-time partnerships and circular non-directional communications flow.
2. Revise the school resource officer MOU to align with the state model for effective practices.
3. All stakeholders should adopt a data transparency practice to produce annual metrics of the SRO program to the community. The annual scorecard concepts should be described in the MOU, and a dedicated website should be maintained by all agency stakeholders.

Supporting Analysis

The Loudoun County Public Schools system operates 16 high schools and 15 middle schools covered by the nationally recognized School Resource Officer (SROs) Program supported by LCSO and the Leesburg Police Department.¹¹⁸ In July 2021, LCPS, LCSO, and LPD entered into a memorandum of understanding outlining the respective responsibilities of the parties, which specifically affirms both the sheriff's office and police department maintain complete autonomy over their own personnel. The agreement also requires all three parties to designate a point of contact for purposes of communication.¹¹⁹

Through interviews of stakeholders, evaluation of the current program, and review of effective practices, it is clear there are opportunities to enhance coordination and communication systems among these stakeholders.

Fairfax County Public Schools has developed an MOU that specifically points to communication efficiencies and goes one step further than the current Loudoun County MOU by also designating a command staff officer to serve as a liaison:

Senior Level Commander (SLC) Roles and Responsibilities¹²⁰

A Command Staff Officer will serve as the SLC assigned to the school system. This commander will ensure the coordination of resources, responses, and effective information sharing/notification between the OSS, affected Station Commanders, SROs and Patrol Bureau. In no event, shall the Director of OSS expand the SLCs or SRO's duties and responsibilities for school administrative functions beyond those expressly provided in the MOU.

The reality of efficient communications in the above model is the assignment of a full-time law enforcement commander (the "SLC") to the school board headquarters (reports to the office assigned each school day) as part of the leadership team of the schools, school security, law enforcement agency, and county government (i.e., First Lieutenant housed in the LCPS headquarters). The SLC would work with the LCPS Security Director and other key staff to help

¹¹⁸ The School Security staff are not armed, nor do they have law enforcement authority. The LCPS relies on the LCSO for all enforcement actions.

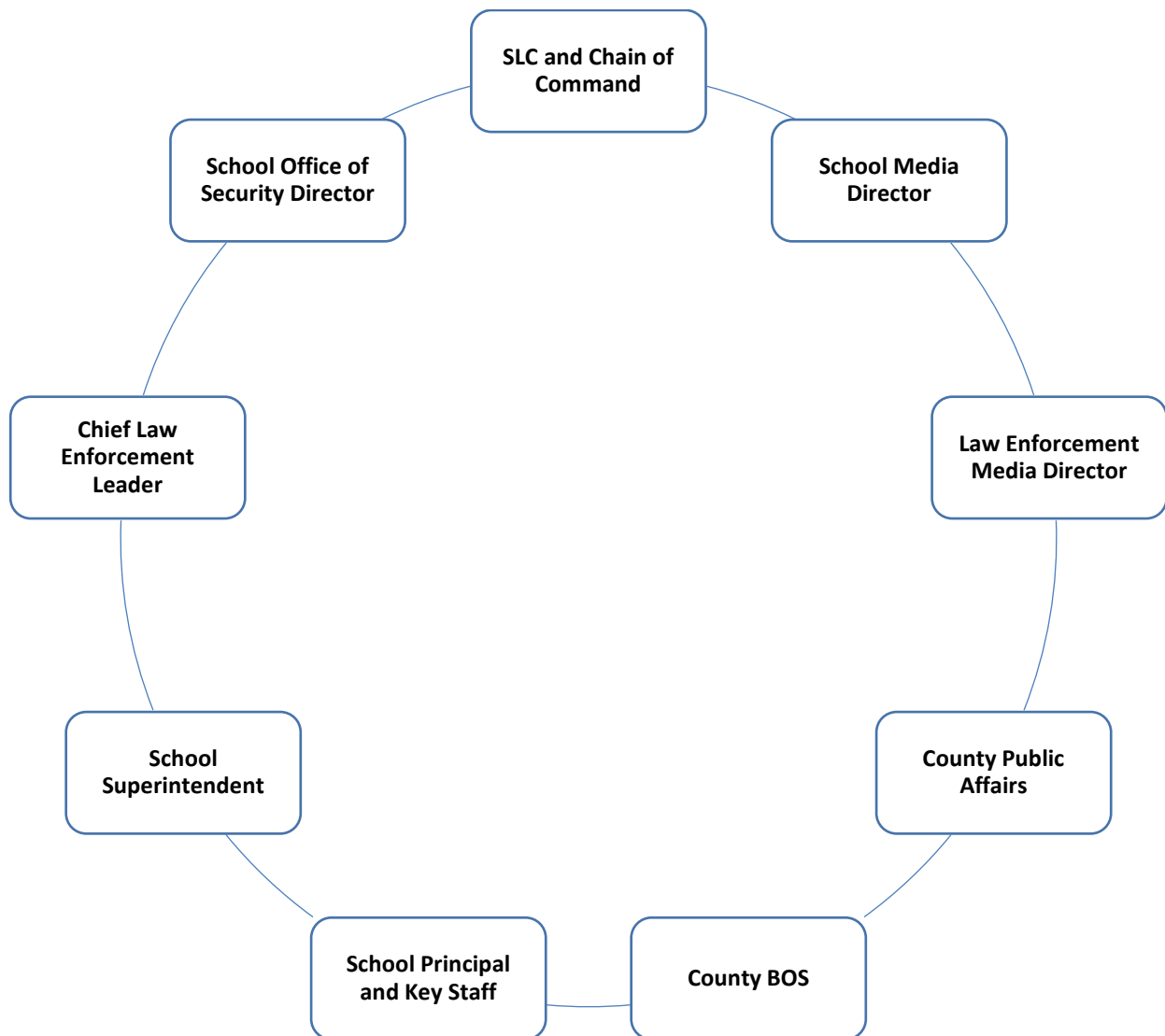
¹¹⁹ "The PD/SO and the SD will designate a direct point of contact between the PD/SO and the SD. The PS/SO point of contact will address any operational and administrative issues and will serve as a consultant for school safety and security issues including assessments and critical incident response planning. The PD/SO will maintain a working knowledge of school rules, regulations, and laws regarding student safety and conduct. The PD/SO point of contact will establish and maintain effective relationships with school personnel at the division and school levels." MOU at p. 2.

¹²⁰ See, <https://www.fcps.edu/node/36886>

coordinate training of all SROs, school staff, and the community. The SLC would also assist with the LPD SROs to create one unified program.

Internal and external SRO communications should be accomplished through real-time partnerships. The following depicts the best practice for circular non-directional communications flow for the school-law enforcement MOU:

Figure 26. Circular Non-Directional Communications Flow for School-Law Enforcement MOU



With this communications process, all messaging could be coordinated through a chain of command led by the tandem of the SLC and LCPS Security Director to their respective public information officers, who will be responsible for directly notifying the Sheriff, LPD Chief, School

Superintendent (and LCPS Board and the LCBOS when appropriate) prior to public information release.

Interviewees indicated the LCSO SROs and Leesburg Police Department SROs work independently, while other Virginia agencies (schools and law enforcement) from multiple jurisdictions work as a team within the same school districts for efficiency of operations and communications.

In 2017, the Virginia Department of Criminal Justice Services published its, "Virginia School-Law Enforcement Partnership Model Memorandum of Understanding, which provides additional guidance:

- Revise language in the MOU to clarify the roles of administrator and law enforcement officer for all SRO's. SROs should not actively fill the responsibilities of both administrator and law enforcement officer on individual matters.
- Continue to develop alternative accountability programs with judicial service providers and the LCPS.
- All stakeholders should adopt a data transparency practice to produce annual metrics of the SRO program to the community. The annual scorecard concepts should be described in the MOU and a dedicated web site should be maintained by all agency stakeholders.

09 The Conversion Process

The following analysis is offered to demonstrate the investment of time required to perform the highly technical and complex processes required to convert the delivery of Loudoun County's essential law enforcement services from the LCSO to a newly formed county police department in the event the voters of Loudoun County elect to relieve the sheriff of primary responsibility and authority for the delivery of law enforcement services. Based upon historical and current best practices of related conversions of essential law enforcement services in similar communities, it is estimated the conversion process would require period of 24 to 36 months to complete all required strategic planning goals such as budgeting, policy development, personnel hiring, procurement actions, training, testing and evaluation of systems, and coordination with all stakeholders before the police department can assume the duties of providing essential law enforcement services to the community.

9.1 Initial Objectives for the Board of Supervisors

The Board should consider developing the following initial strategic project management plan objectives leading up to a referendum to start the conversion process the day after potential voter approval to create a police department to establish. These initial strategic conversion objectives are the foundation for successful creation of a fully functional police department that would assume delivery of essential law enforcement services to the community. The initial strategic plan conversion objectives the Board should consider are::

1. Direct the county administrator to coordinate with the deputy county administrator for public safety and judicial administration to present a change management plan for approval of the Board to start the change management process immediately following the potential voter approval to create a police department.
2. Direct the county administrator to appoint an independent project manager. The project manager should possess municipal major county police department executive law enforcement background leadership experience in change management to lead all implementation processes while being aa direct report to the Deputy County Administrator for Public Safety and Judicial Administration.
3. The County Administrator should direct project management staff to set calendar dates and make appointments for the cadence of steering and work committee meetings and providing quarterly project management report to the Board during their official public meetings.

4. Should the voters approve a referendum to create a police department, the Board should direct the county administrator coordinate with the Director of the Department of Human Resources to initiate the process for hiring a chief of police for onboarding within the first year of the transition process. Once the chief is onboarded the project coordinator would assist the chief with the strategic implementation processes and decision-making processes as approved by the County Administrator.
5. Should the Board move forward with the establishment of a police department, the county administrator, assistant county administrator for public safety and judicial services, along with a project manager and chief of police can refine the illustrative timelines as needed.

9.2 Conversion Process and Strategic Milestones

During the 24 to 36 months of the strategic conversion of the delivery of essential law enforcement services from the Sheriff's Office to a Police Department, the project management team's goal is to successfully transition all identified essential law enforcement services to the Police Department using best practice strategic principles and actions that will provide seamless continuity of administration and operations of services to the community and all stakeholders.

Recommendation/Consideration:

Should the Board direct a referendum to be placed on a ballot for voters in November 2022, the charts below depict the best practices to transition essential law enforcement services from the LCSO to a police department.

Built into the anticipated costs for the transition process is the contingency plan for six months of overlapping and coordinated delivery of essential law enforcement services to the community by both the LCSO and the county police department. This contingency plan is in place should the recruitment, hiring, training, and making officers street effective goals be delayed due to the lack of qualified applicants in the job market or other administrative obstacles. The strategic transition plan anticipates the hiring of key administrative staff in years one and two, command and first line supervisor staff in year two, and sworn and non-sworn staff non more than six months prior to the police department becoming operational. This will afford the police department the opportunities to test and evaluate all technological systems to include the recommended transition of the 9-1-1 functions being transferred to the LCPD.

The transition process includes the recommendation of hiring the chief of police within the first year. The County Administrator should coordinate with the Director of Human Resources to start the building of the position description for the chief of police and start the process for

advertisement for the national search for a Chief of Police immediately following the approval of the referendum. On average, national searches for chiefs of police range from six to eight months. It is highly recommended that the job search include input from the community.

The dates used for the timeline and milestones are for illustrative purposes only and reflect best practices of similar law enforcement services transitions. Should the Board move forward with the establishment of a police department, the county administrator, assistant county administrator for public safety and judicial services, along with a project manager, can refine the illustrative timelines as needed.

Step 1	Step 2	Step 3	Step 4
Project Steering Committee Created	Strategic Transition Planning Team Created	Create Policy Development and Co-production of Policing Team	Create Inter-agency Coordinating Team
<p>Board of Supervisors appoints project manager. Project manager reports to Public Safety Chairperson for Board direction.</p> <p>Work starts on strategic transition plan for all priority administrative infrastructures and budget development through a steering committee of Loudoun County Government agency senior leaders.</p> <p>Includes hiring of key administrative personnel to establish infrastructure of the organization.</p>	<ul style="list-style-type: none"> Budget review & design – for Board to approve funding of police department for start-up and FY2024 and beyond; includes Pay & Benefits Plans Director of Human Resources & County Attorney start draft of required changes to county policies and ordinances to accommodate police department functions and Board desires for accountability systems Facilities Equipment Training Hiring Process for Chief Branding Lines of Business Review (workload & crime data) Community Engagement Create Organizational Structure 	<ul style="list-style-type: none"> Mission and vision statements Hiring standards DCJS compliance goals Accreditation review Information technology Police reforms Operating and Administrative Orders Performance management systems Annual training mandates beyond DCJS requirements (i.e., 21st Century policing objectives) 	<ul style="list-style-type: none"> Sheriff, courts, NVCJA, others Risk management Communications center IT Payroll Purchasing General services Legal Human resources Budgeting Memorandums of understanding

	<ul style="list-style-type: none"> Police Service Areas review and design 		
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Step 5	Step 6	Step 7	Step 8
Steering Committee Status Meeting and Report to Board of Supervisors	Hire Police Chief	Start Personnel Recruitment Process	Steering Committee Status Meeting and Report to Board of Supervisors
Report on all strategic initiatives	<ul style="list-style-type: none"> Begin draft of 3-year strategic plan, staffing plan, and communications plans Formalize organizational structure Formalize operational and administrative policies Formalize recruitment, hiring, and training processes Formalize process for hiring of command staff and supervisors Formalize all prior strategic objectives from teams Develop inter-agency organizational strategic transition and communications plans 	<ul style="list-style-type: none"> Chief hires appropriate human resource personnel to initiate hiring process for all other positions Advertise hiring for all positions Chief kicks-off community outreach 	Report on all strategic initiatives

Step 9	Step 10	Step 11	Step 12	Step 13
Testing and Validation	Onboarding and Training of Personnel	Public Report to Board of Supervisors	Police Department Go-live	Project Manager Final Report to Chief of Police
<p>All strategic initiatives to be tested and evaluated for legal and policy compliance.</p> <p>All systems created to be tested for lines of business operations validation.</p> <p>Strategic plan and lines of business revisions.</p>	<ul style="list-style-type: none"> Sworn Non-sworn 	<p>Announce strategic objectives and market police department to community with anticipated go-live date.</p>	<p>Organizational transition process launch between Chief, Sheriff, and all affected agencies.</p>	<p>Assessment of strategic plans for the Chief to consider for annual strategic reviews with department and Board of Supervisors.</p> <p>Project Manager concludes scope of work and exits.</p> <p>Schedule first quarter report to Board of Supervisors Public Safety Chairperson</p>
On-boarding and Training of Personnel				
<ul style="list-style-type: none"> Command Staff First Line 				

9.3 Gap Analysis for Transition

The Loudoun County Board of Supervisors does not possess the legal authority to direct a constitutionally elected officer such as a sheriff in their operations and administration of the law enforcement agency they are elected to lead. This assessment found the LCSO relies upon its relationship with the Loudoun County government to perform most of its practices for budgeting, procurement, facility management, and human resources in accordance with county practices and policies. The sheriff has autonomy for operations and many other administrative components as an elected official.

The management review included a gap analysis of the governance differences between an elected sheriff leading an independent law enforcement agency and that of an appointed chief of police leading a county agency across major administrative and operational business areas. The following gap analysis chart was designed for the reader to understand core lines of business governance differences between an independent sheriff's office and a county police department.

Should the Board take steps to create a county police department, it is recommended the implementation team use the gap analysis in the design phases to ensure the police department meets the vision and mission elements of all communities and the directives of the Board.

The following chart provides a gap analysis to identify and state the differences between an elected sheriff providing the delivery of policing services and an appointed chief of police.

Table 27. Conversion Gap Analysis

Function	Board of Supervisors	Sheriff
Budget	Total Contributions made to LCSO	Contributions from State
Human Resources	Hiring, promotions, merit rights, collective bargaining, pay & benefits analysis	Submits to LC-DHR processes
Policy Directives	Personnel regulations	Regulations, policies, memos
Operational Directives	Can have oversight of a police department via County and County Administrator	Sheriff autonomy
Fleet Management	County General Services	County General Services
Facility Management	County General Services	County General Services

Function	Board of Supervisors	Sheriff
Media Relations	Can have oversight of a police department via County and County Administrator	Sheriff autonomy
Legal Counsel	BOS affords working relationships and should direct workload assessment for police department based on LCSO last 5 years.	Provided by Commonwealth
Risk Management	Working relationships now and what would be workload based on LCSO last 5-years	Provided by Commonwealth
Technology	Can have oversight of a police department via County, Deputy County Administrator for Public Safety, and County IT policies.	LCSO partners with Loudoun County Department of Information Technology
Data Transparency	Can have oversight of a police department via County and County Administrator	Use of force, significant incident reports and daily incident reports provided by LSCO on website.
Use of Force Transparency	Can direct reporting and accountability measures (e.g., civilian review panel and/or independent police auditor)	Provided by LCSO: Response to Resistance Statistics
Programs	Can have oversight of a police department via County and County Administrator	Sheriff autonomy
Accreditation	CALEA and VLEPSC	VLEPSC and DCJS only. (CALEA is a possibility)

9.4 Loudoun County Government Public Safety Portfolio Organizational Realignment

Should the Board direct the creation of a police department, a corresponding change in the management of the public safety portfolio is recommended for broader coordination and communication with all stakeholders.

This portfolio recommendation would require the realignment of the Animal Services and Emergency Management agencies from other Deputy County Administrators. Additionally, the Board should consider realizing its goal of consolidating public safety communications during the establishment of the police department and have the new agency director report to the deputy county administrator for public safety and judicial administration. This recommendation is based upon best practices regionally and nationally to enhance the county's ability to provide unified and coordinated essential public safety services to all communities served.

Consideration should also be given to establishing public accountability initiatives should a county police department be created through the potential establishment of a civilian review panel (CRP) and/or independent police auditor (IPA), and enhancement of public safety agency accountability through a new format of a public safety committee (PSC). The following are considerations for both the CRP, IPA, and PSC:

Civilian Review Panel

- Establish an official Board Committee with by-laws
- Appointed members
- Provide stipend in accordance with county policies
- Provide contracted staff attorney
- Provide administrative support from IPA staff assistants, county public Information staff, and other county agencies as needed

Independent Police Auditor

- The auditor should meet Board established job requirements
- The auditor would be a direct report to the Board
- The auditor should have full-time staff to include, at a minimum, a research assistant and administrative assistant

Public Safety Committee

- The Board Chairperson would appoint a Board member as chair of the PSC. The appointee would serve the prescribed rotational term.
- The PSC should meet with the Board in a public forum on a quarterly basis to keep the Board and community apprised of all agency endeavors for constructive review and input.
- The county administrator and deputy county administrator for public safety and judicial administration would assist the PSC Chair with all agenda items.

10 Effective Practice Recommendations for Loudoun County

The following eight observations and best practice recommendations are provided for the Board and the sheriff's office to facilitate further review and foster constructive dialog.

1. **Strategic Planning (4 Years):** Adopting a four-year strategic plan for the agency following every sheriff election will provide clarity in the communications within the LCSO and by and among the LCSO and its external partners and stakeholders. Since the sheriff is elected every four years, committing to writing the overarching principles to serving the community and improving public safety (as well as specific goals and agenda items for the term) will foster participation and constructive dialog, facilitate collaboration, and ensure meaningful review and evaluation.

Adopting an annual strategic plan for each bureau and identifying specific goals and tasks will allow all LCSO employees, including and especially non-sworn civilians, to participate in the overall agency effort and contribute to the delivery of services. The annual strategic plan will further document agency successes, progress, and improvements.

2. **Participate in County and Regional Planning:** Interviews with stakeholders from across the county revealed varying views as to whether the sheriff's office participates fully in the county's and the COG Region's planning and coordination efforts and initiatives. In an agency of this size, the sheriff cannot be expected to attend every meeting and serve as a member of every committee, advisory board, or task force. However, it is reasonable to expect that the sheriff designates a command-level individual(s) who can obtain full authority to speak on behalf of the sheriff's office as needed. The Board, county administration, and the LCSO all will benefit from the development of a list of annual assignments and in providing funding for additional positions to accommodate the workload, coordinate assignments, and provide regular reporting and updates.
3. **LCSO Liaison to Board and County Departments:** Similarly, the Board, county administration, and the LCSO will benefit from the LCSO designation of a chief of staff to coordinate and liaise between the LCSO and the Board. This would be one point of contact for Board business, who facilitates and manages the business pending between and among these public officials.
4. **Public Safety Committee:** Communities across the country are focusing intently on justice issues and rightly insist on a public dialog and forum for review and participation.

The Board of Supervisors, Criminal and Mental Health Court Judge(s), Clerk of Court, Commonwealth's Attorney, Public Defender, sheriff, police chief (if a county police department is created), and county's Social Services also would benefit from the development of a regular forum, formal process, and hearing space of a weekly or bi-weekly Loudoun County Public Safety Committee. This committee will provide an opportunity to review performance indicators, statistics, and reports, respond to public inquiry, invite comment, and publish and maintain a public agenda inviting consistent resident engagement.

5. Create an LCSO Community Advisory Board at the sheriff level to include a cross-section of interested residents, community, and business leaders from across the county, which includes all geographic areas and is diverse in scope. Create a district advisory board at the patrol district level for each commander for the same purposes at the agency level.
6. Form a Radio Users Advisory Board to include County Emergency Management, Fire & Rescue, state patrol, local police departments, Airport and Campus Police, and all other users of the system. Regular meetings of these stakeholders will ensure all stakeholders in the system have input in future expenditures, technology planning, and investments.
7. The mental health challenges that the LCSO is facing are system-wide issues and require a broad scope response. To achieve this response, the Board should establish a Mental Health Crisis Task Force. Loudoun County is currently engaged in a county-wide coordinated approach county administration, behavioral health, law enforcement, and emergency services/first responders and consultation with other counties in Health Planning Region 2 (Fairfax, Arlington, Prince William, and City of Alexandria). The Task Force would build upon this and charged with developing strategies at the local level and ensure that Loudoun County's concerns are expressed to both state officials and the community. The results of this task force will reduce the workload for LCSO deputies and, more importantly, follow national best practices by having qualified mental health professionals provide critical services instead of law enforcement. See discussion of mental health impact on workload in Section 8 of this report.
8. Mental health facility at the jail expansion site. Loudoun County stakeholders should consider investing in the construction and staffing of a colocated mental health facility adjacent to the jail to provide critical mental health services, county social services, and community-based services to the justice-involved and residents in need of services. Facilities that address critical mental health needs and provide gap services to residents have become the emerging best practice. Several counties, of all sizes, from across the

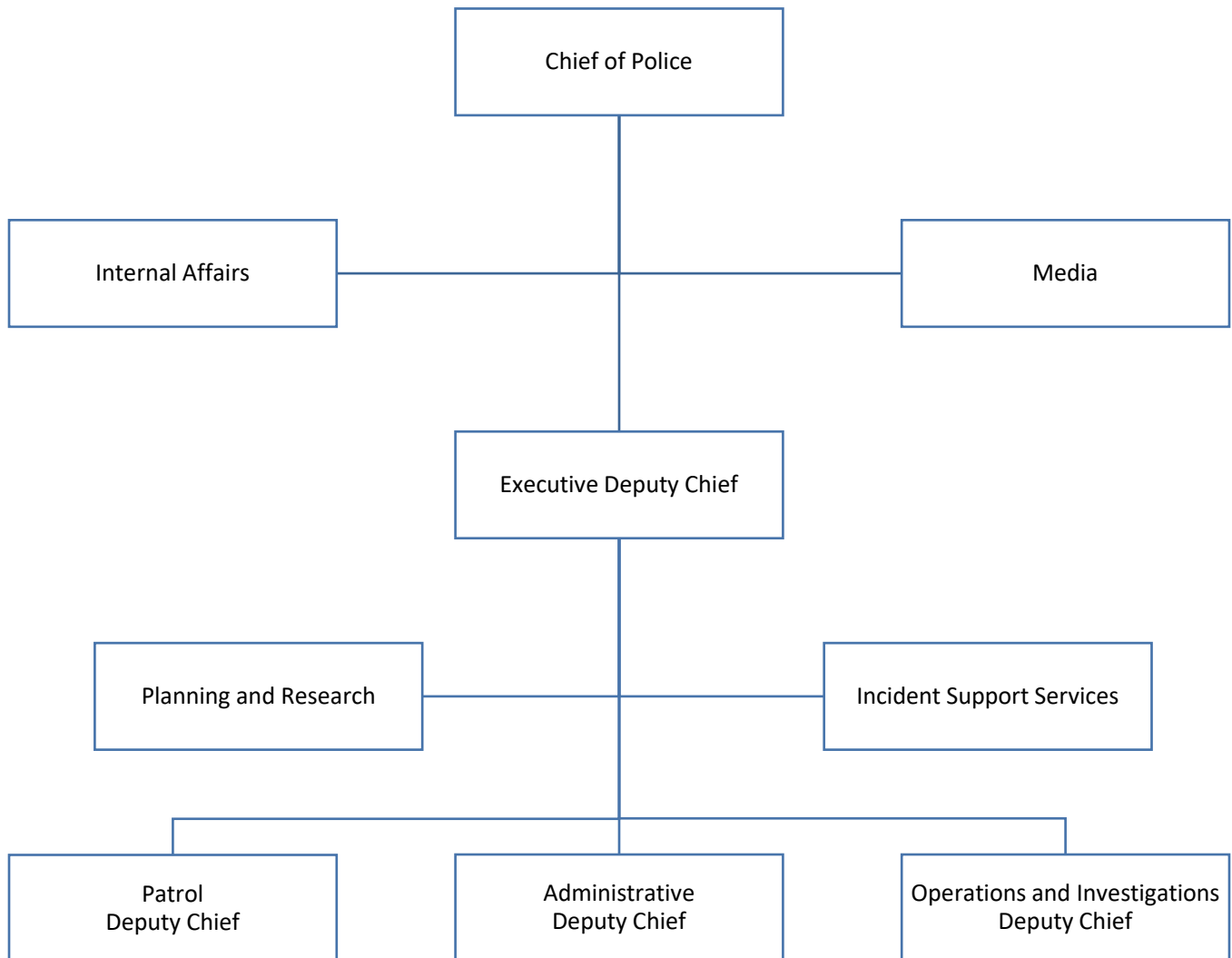
country have adopted this approach,¹²¹ with the convenience and efficiency of the operation of one facility to provide multiple solutions that may include:

- Secure mental health units for in-custody inmates,
- Drop-off evaluation sites for law enforcement (with 24 evaluation and 72-hour hold capacity),
- Walk-in services for residents in need of services,
- Probation and conditional release monitoring,
- County social services counseling
- Access and referrals to Community Service Providers

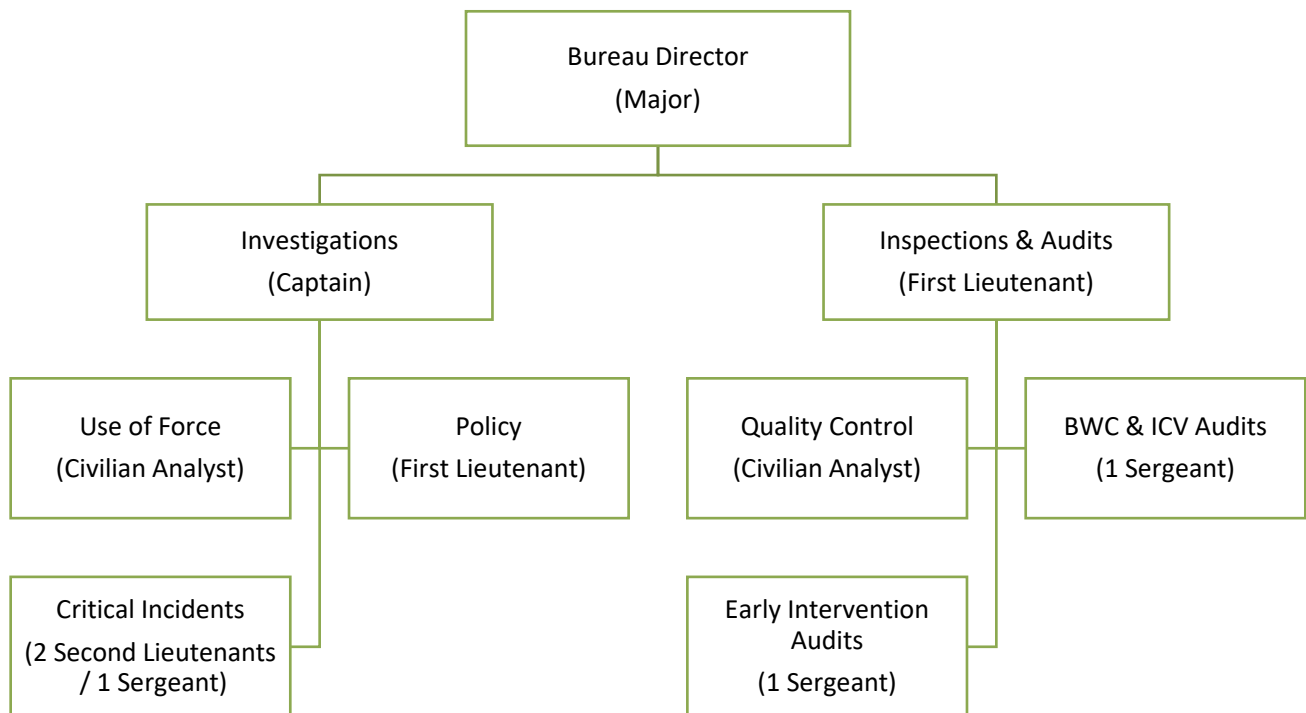
¹²¹ See, for example, the Baltimore Residential Treatment and Therapeutic Center ("RTTC") the Davisson County Sheriff's Office BAC, the Yavapai County Collocated Treatment Facility.

Appendix A: Loudoun County Police Department Organization Charts

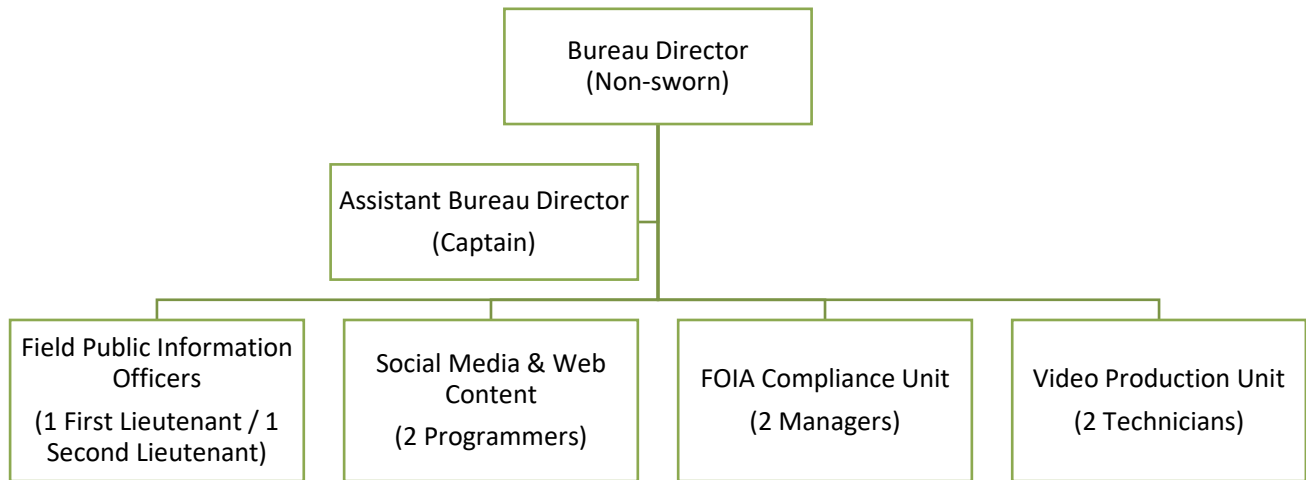
Proposed Loudoun County Police Department



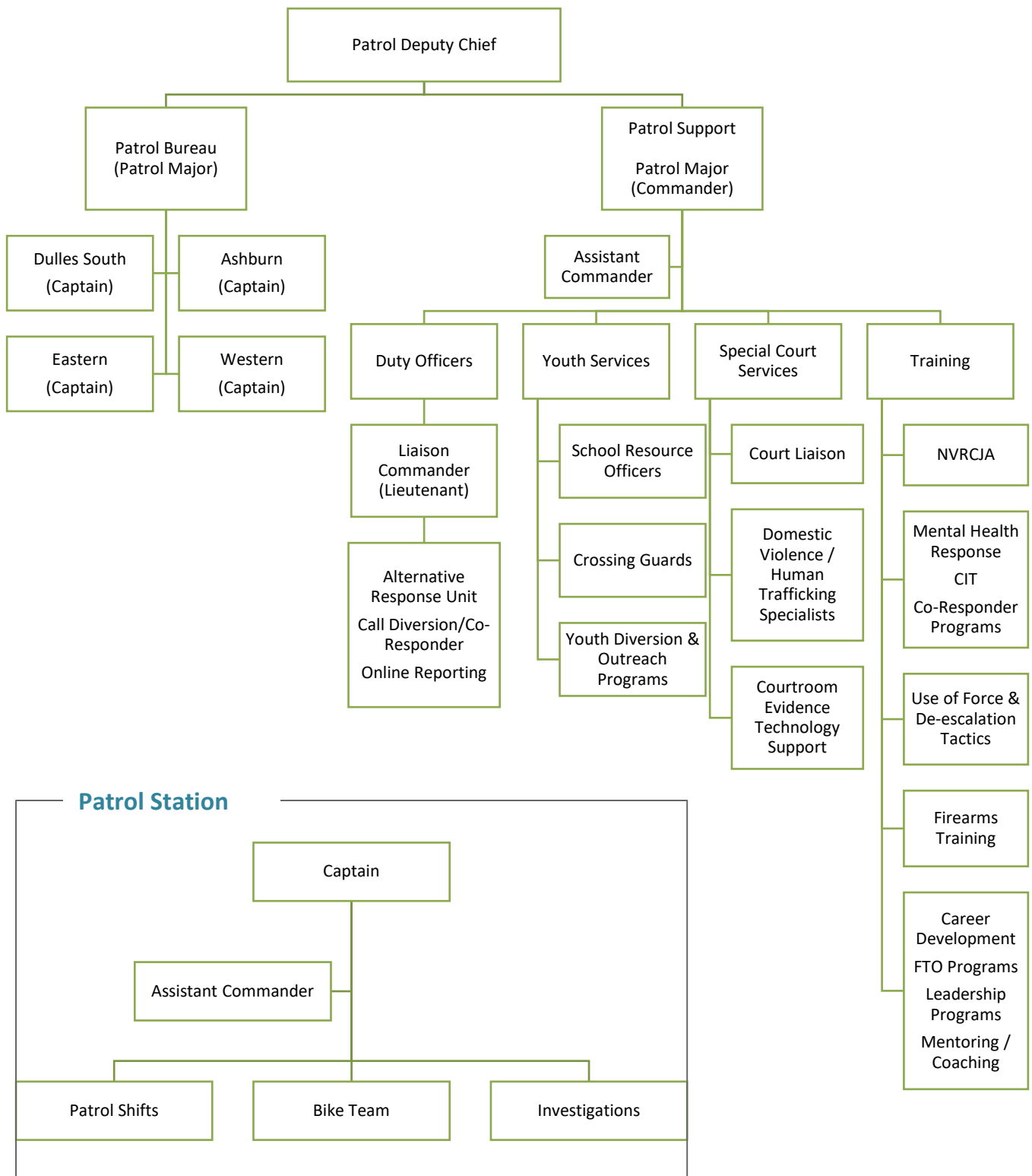
Internal Affairs Bureau



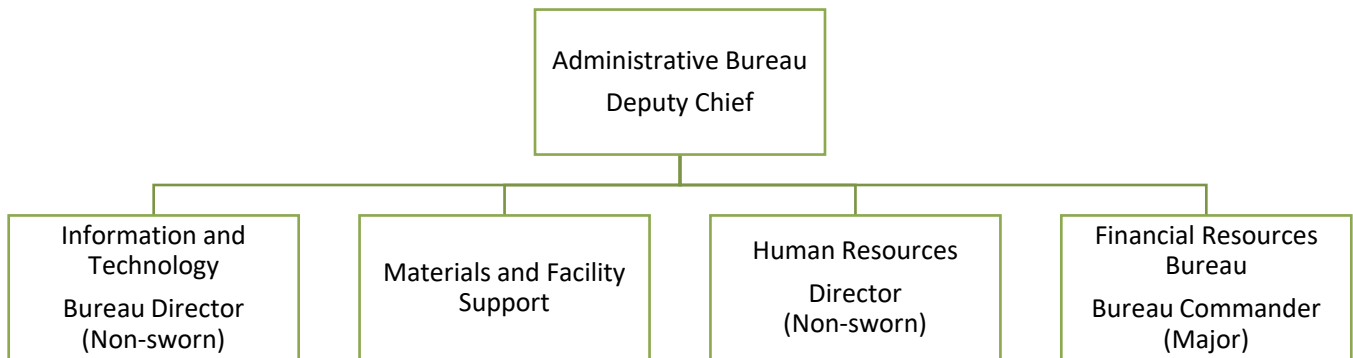
Media Relations Bureau



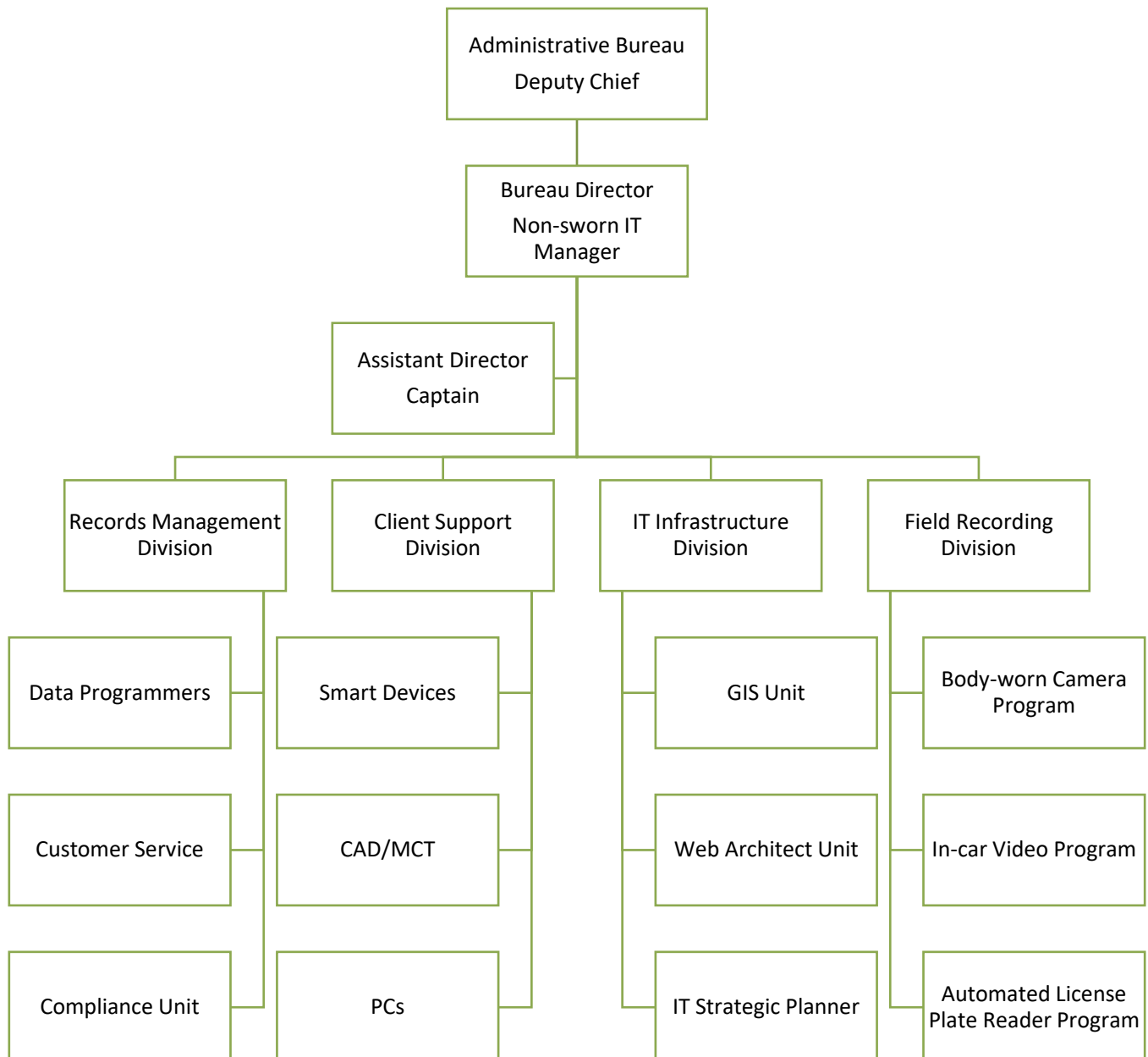
Patrol Bureau



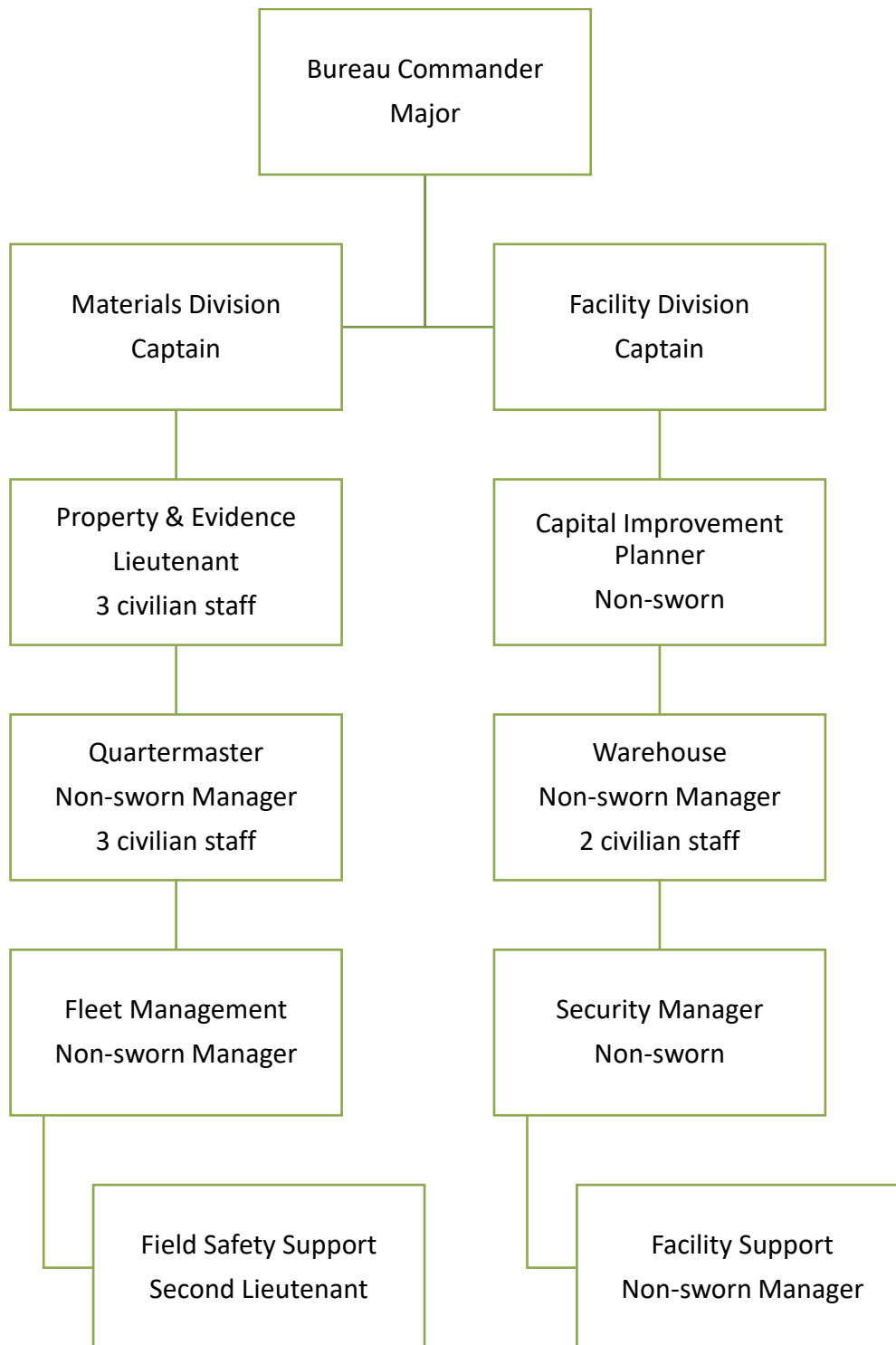
Administrative Bureau



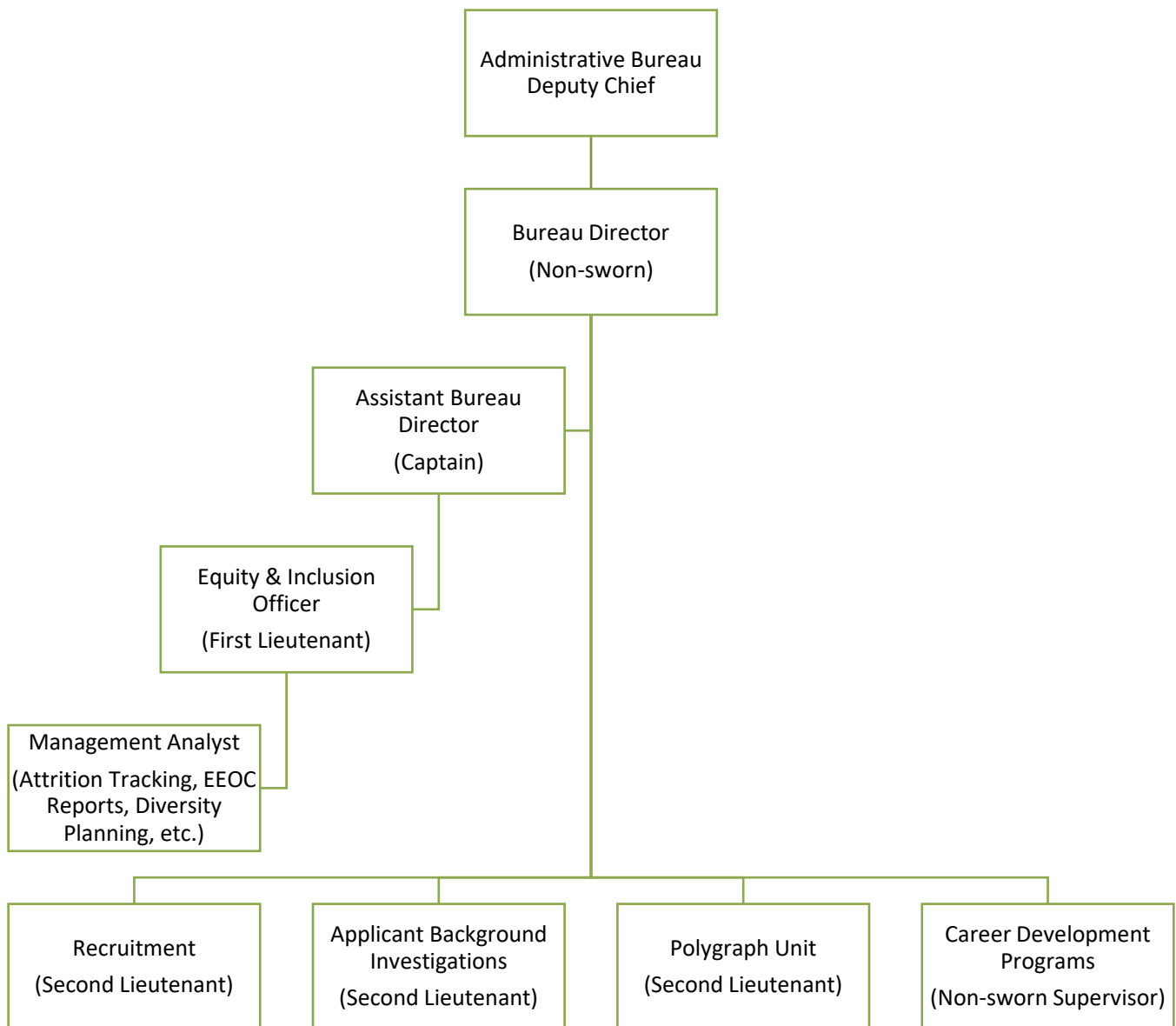
Administrative Bureau – Information and Technology Bureau



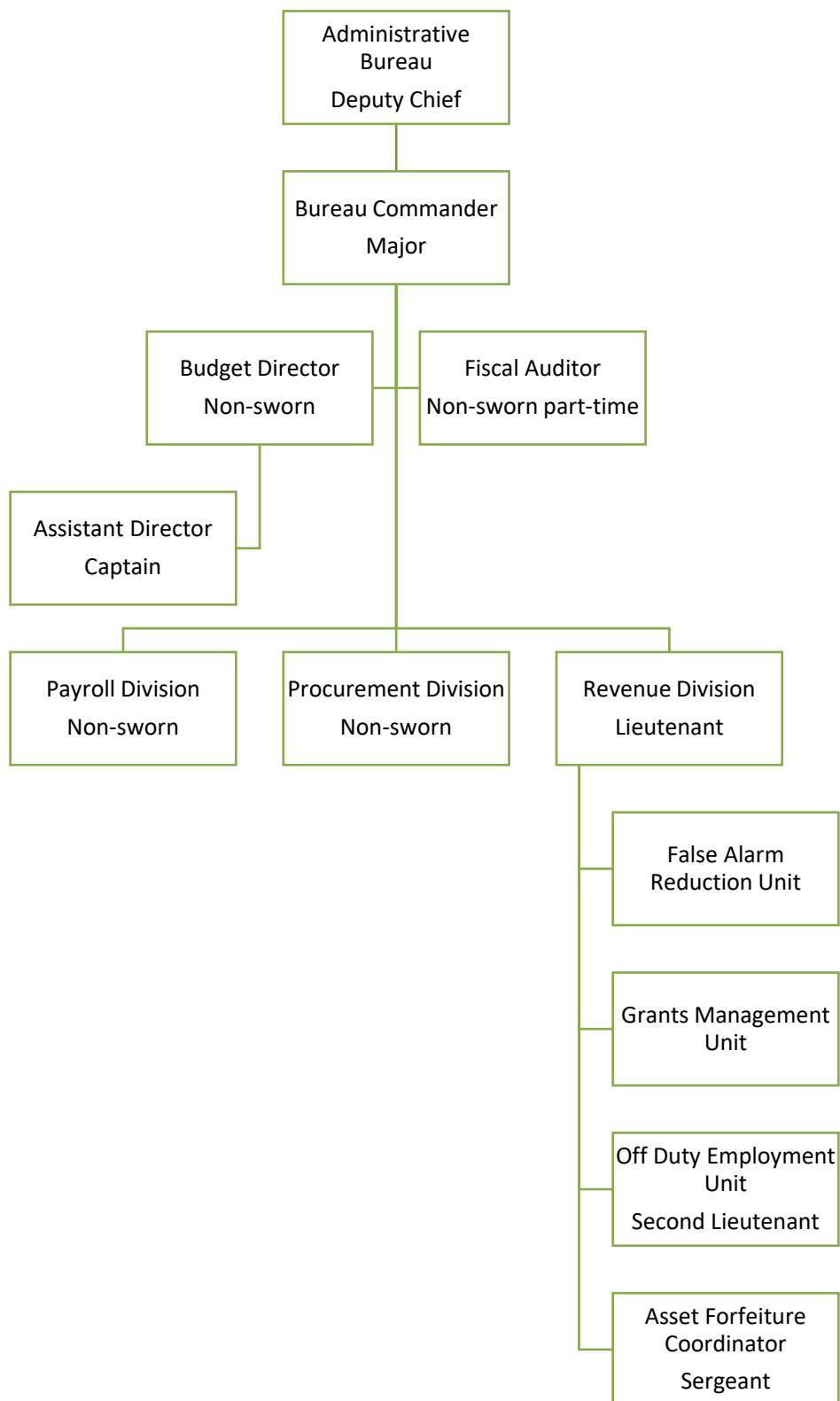
Administrative Bureau – Materials and Facilities Support



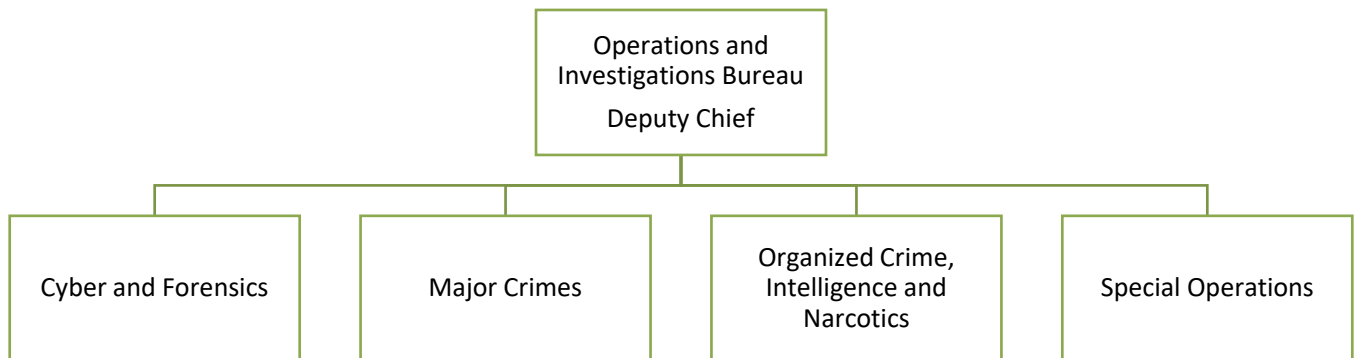
Administrative Bureau – Human Resources Bureau



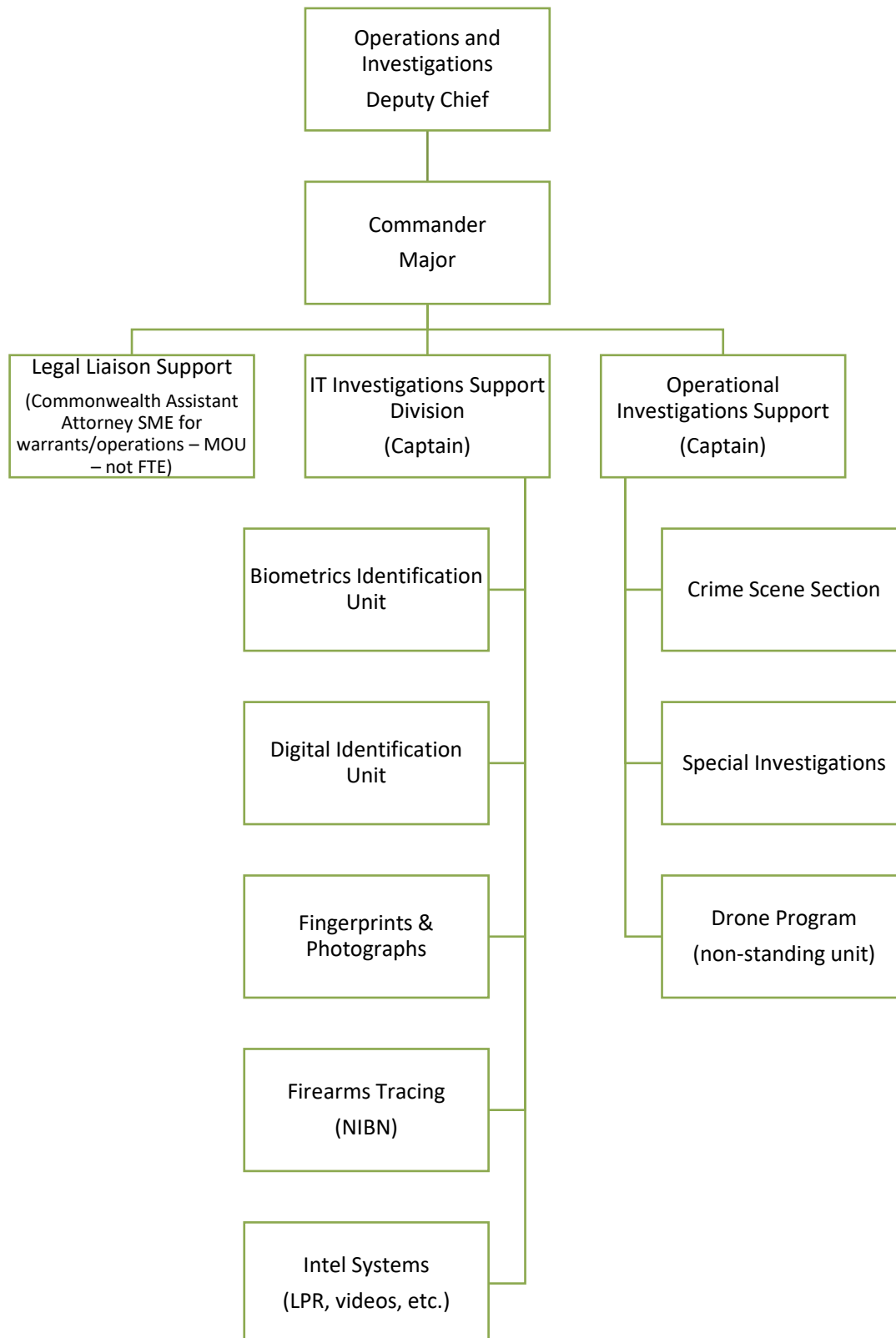
Administrative Bureau – Financial Resources Bureau



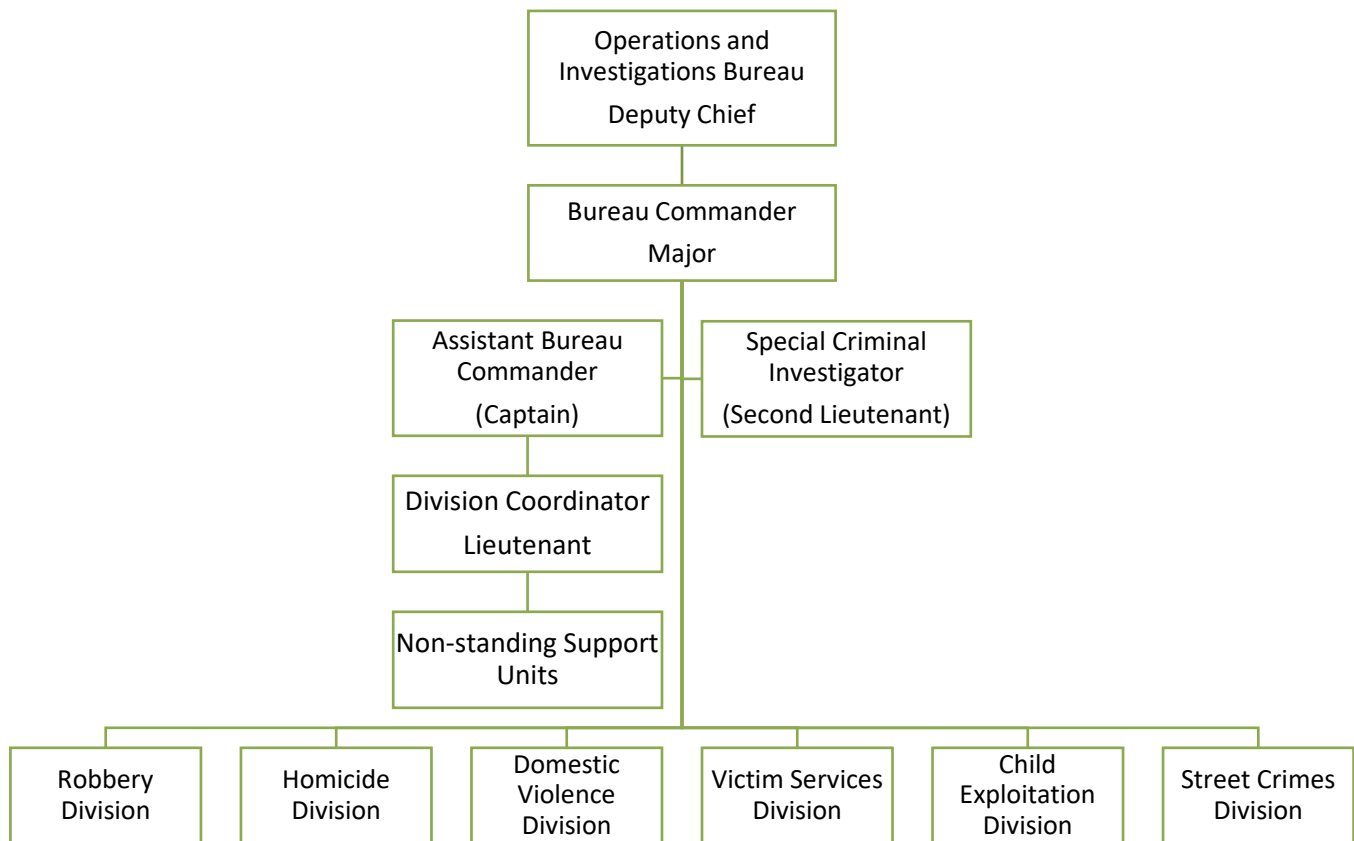
Operations and Investigations Bureau



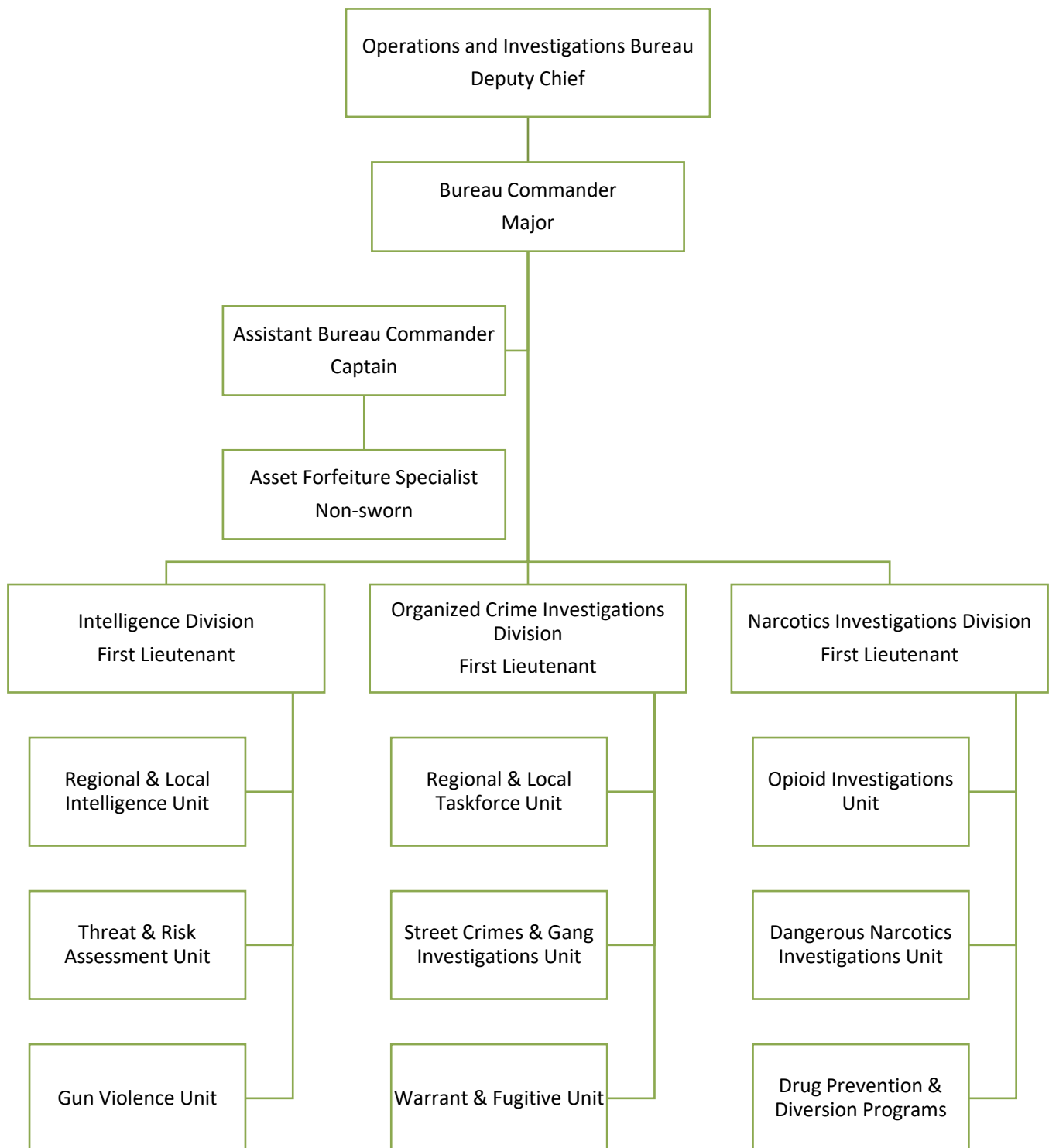
Operations and Investigations Bureau – Cyber and Forensics Bureau



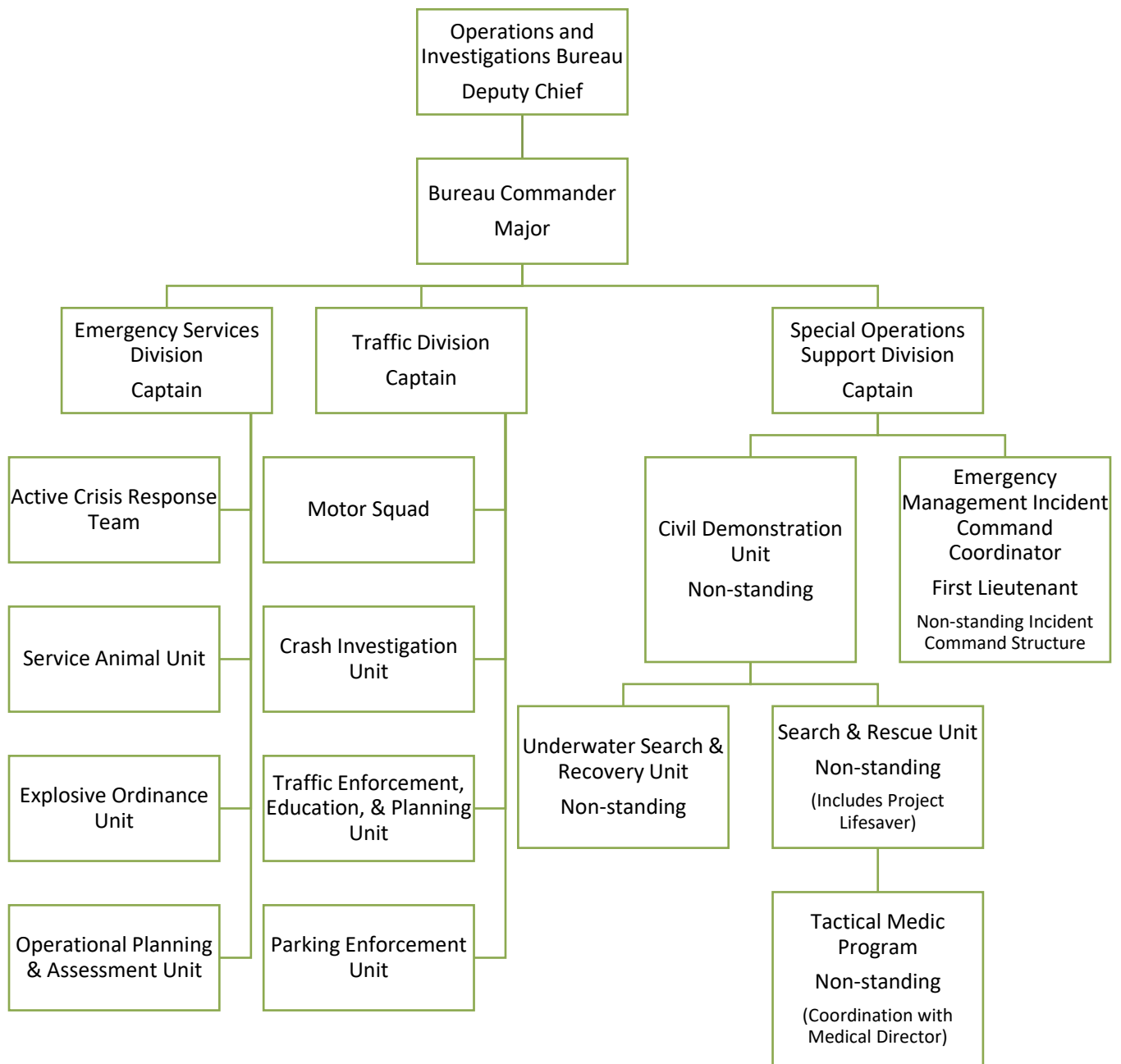
Operations and Investigations Bureau – Major Crimes Bureau



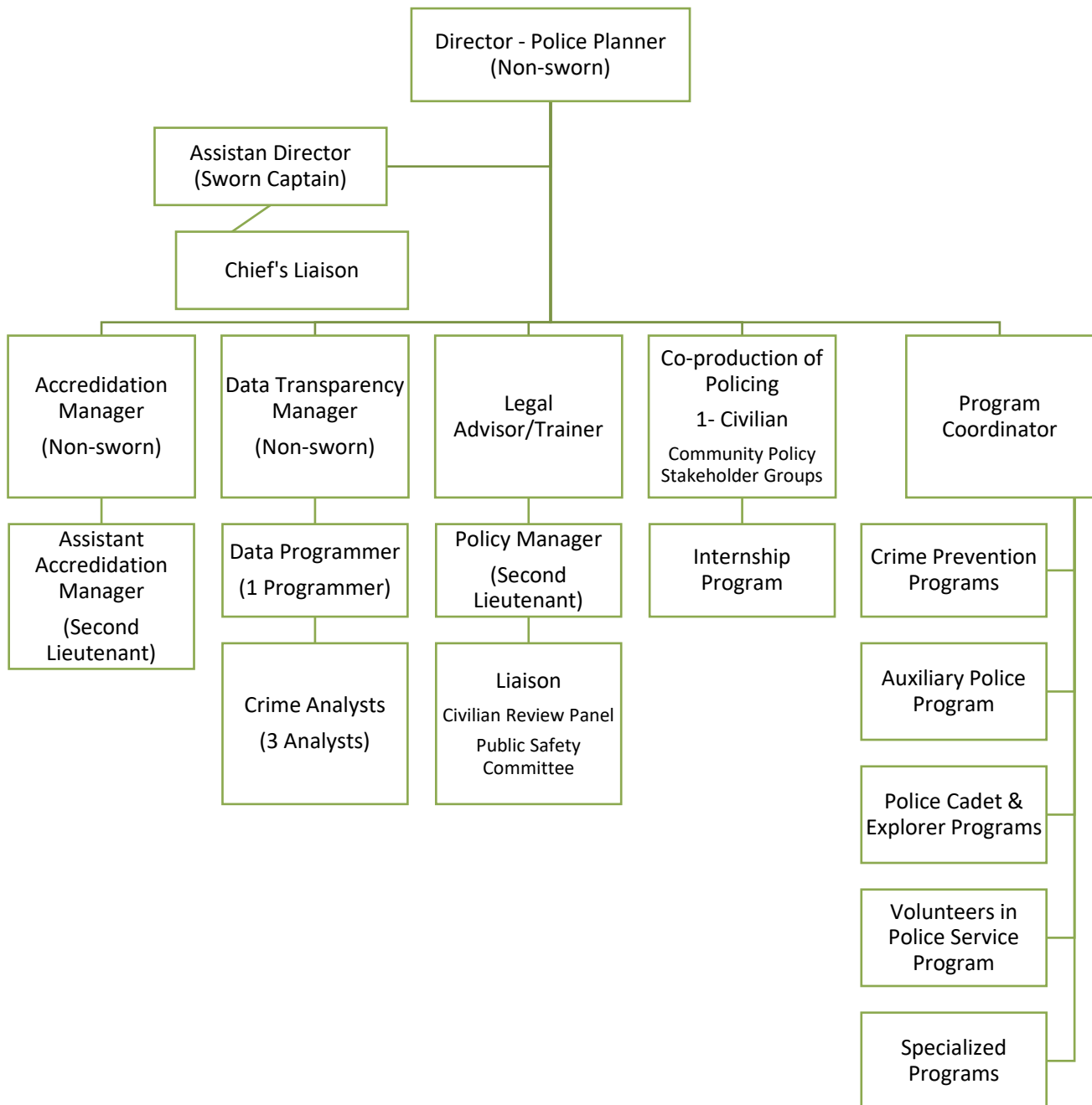
Operations and Investigations Bureau – Organized Crime, Intelligence, and Narcotics



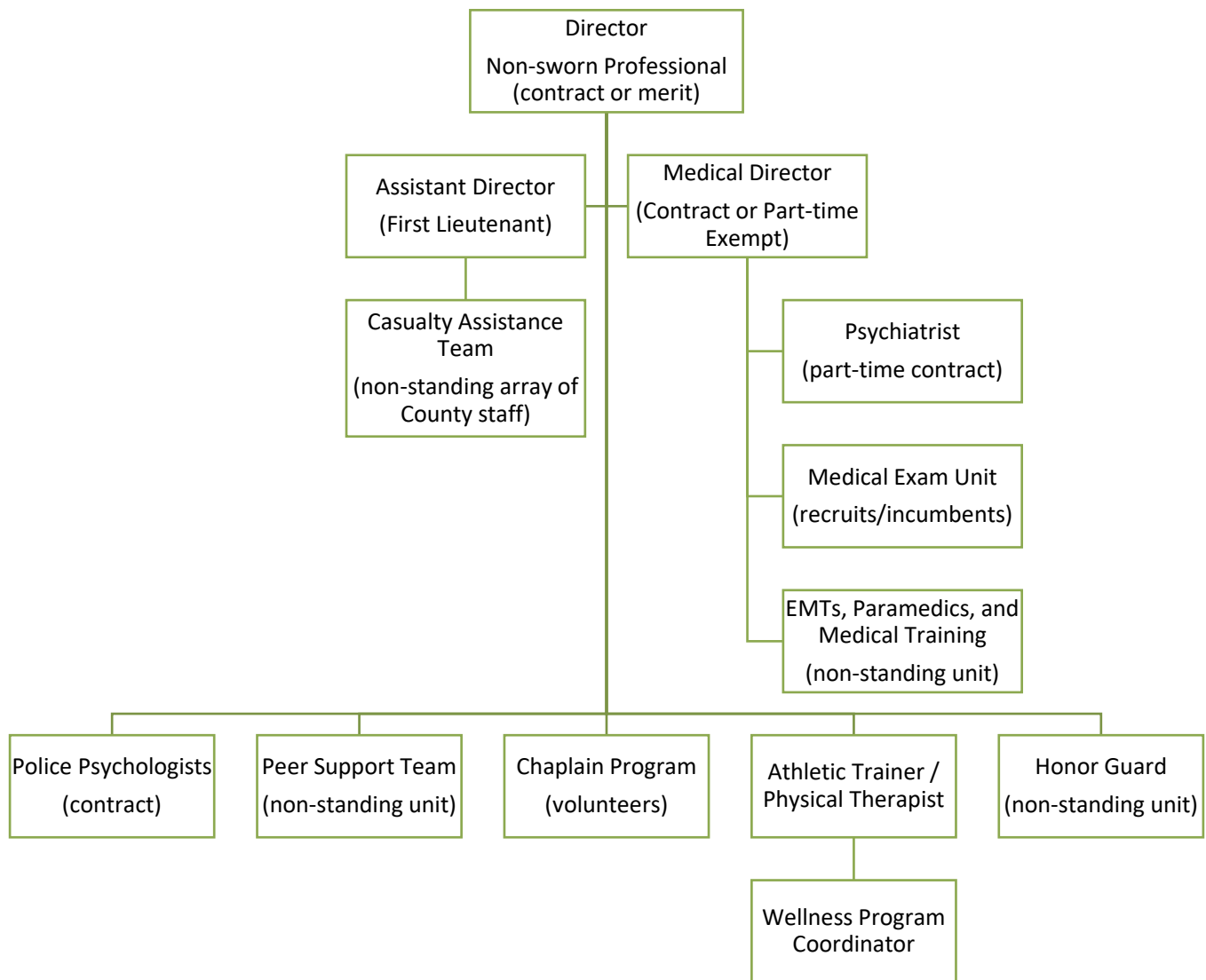
Operations and Investigations Bureau – Special Operations Bureau



Planning and Research Bureau



Incident Support Services

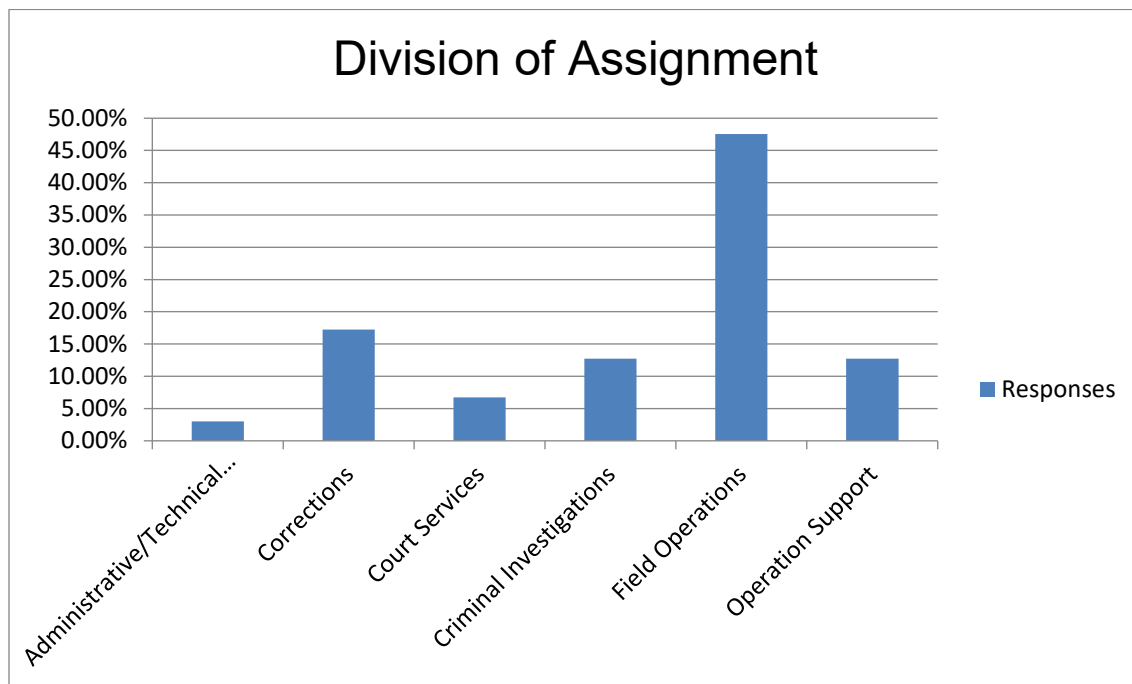


Appendix B: Summary Results LCSO Workforce Survey

As part of the assessment and to inform the different analyses conducted, a survey of the sworn workforce was conducted.

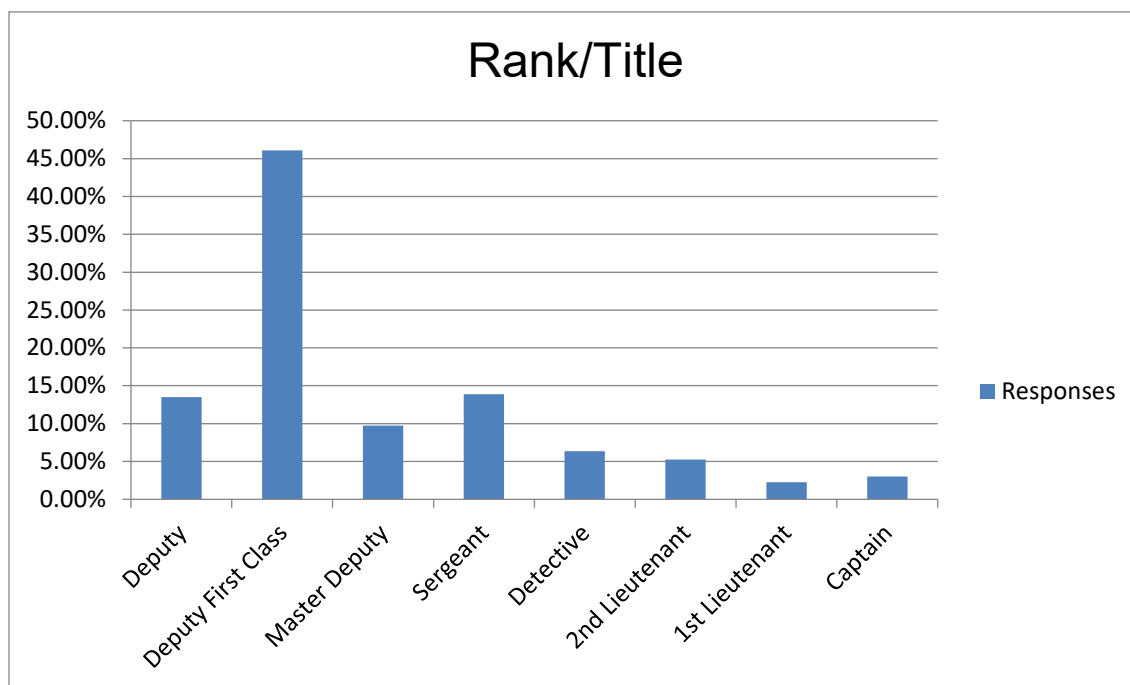
Division of Assignment

Division of Assignment	Responses	
Administrative/Technical Services	3.00%	8
Corrections	17.23%	46
Court Services	6.74%	18
Criminal Investigations	12.73%	34
Field Operations	47.57%	127
Operation Support	12.73%	34
	Answered	267



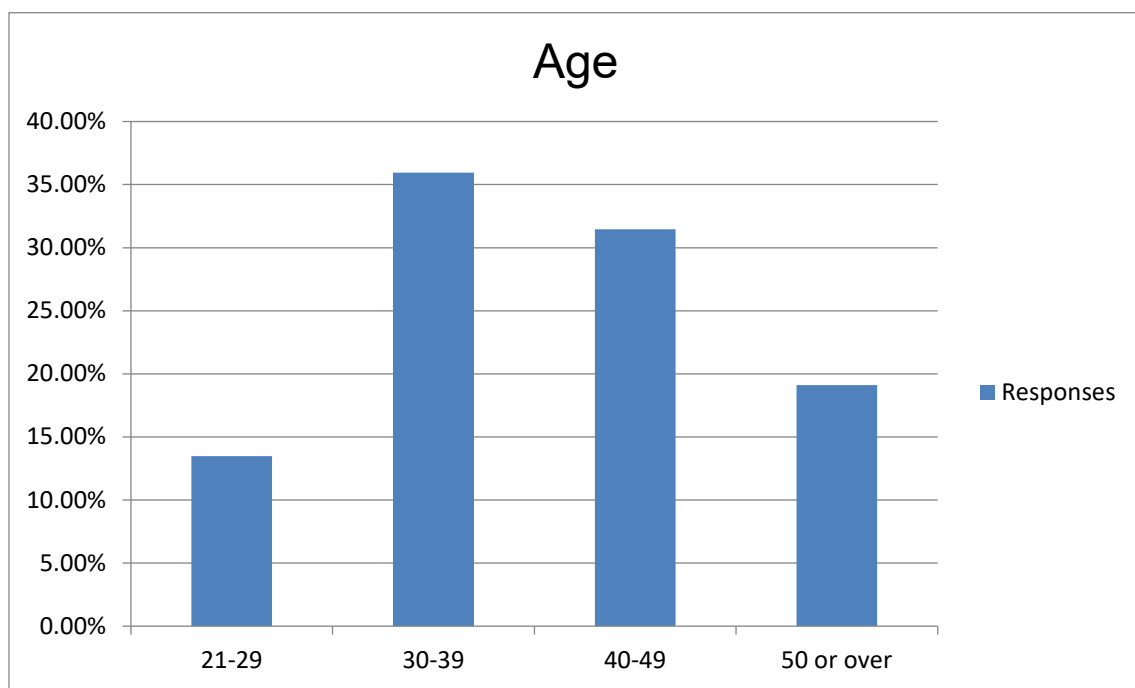
Rank/Title

Rank/Title	Responses	
Deputy	13.48%	36
Deputy First Class	46.07%	123
Master Deputy	9.74%	26
Sergeant	13.86%	37
Detective	6.37%	17
2nd Lieutenant	5.24%	14
1st Lieutenant	2.25%	6
Captain	3.00%	8
	Answered	267



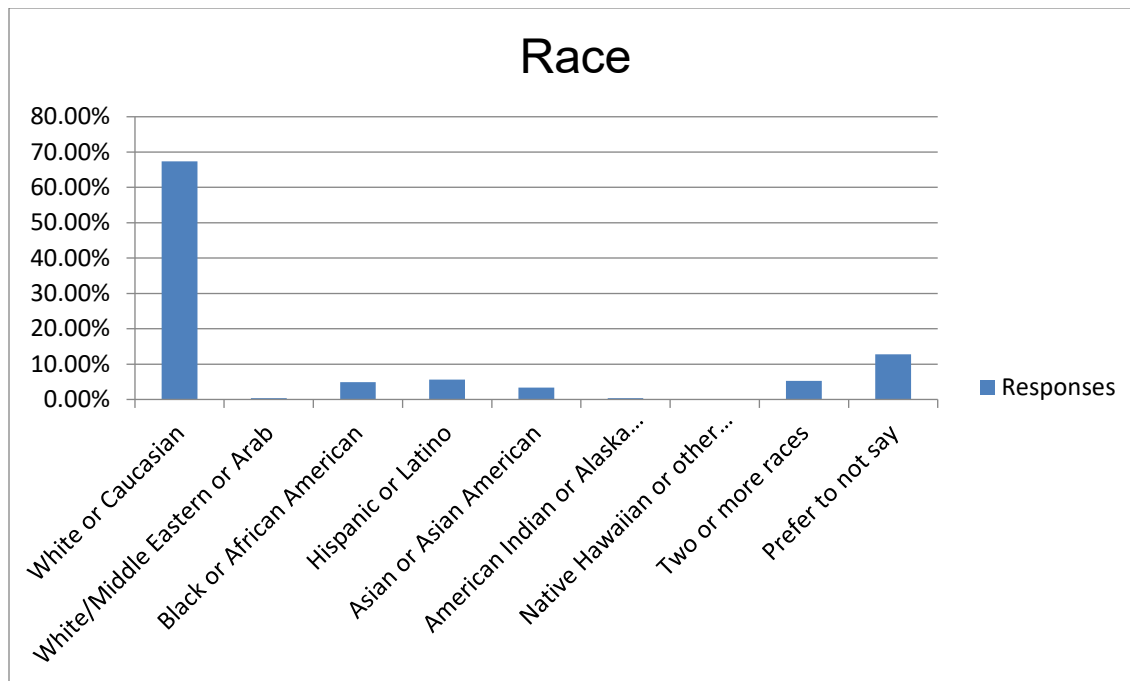
Age

Age	Responses	
21-29	13.48%	36
30-39	35.96%	96
40-49	31.46%	84
50 or over	19.10%	51
	Answered	267



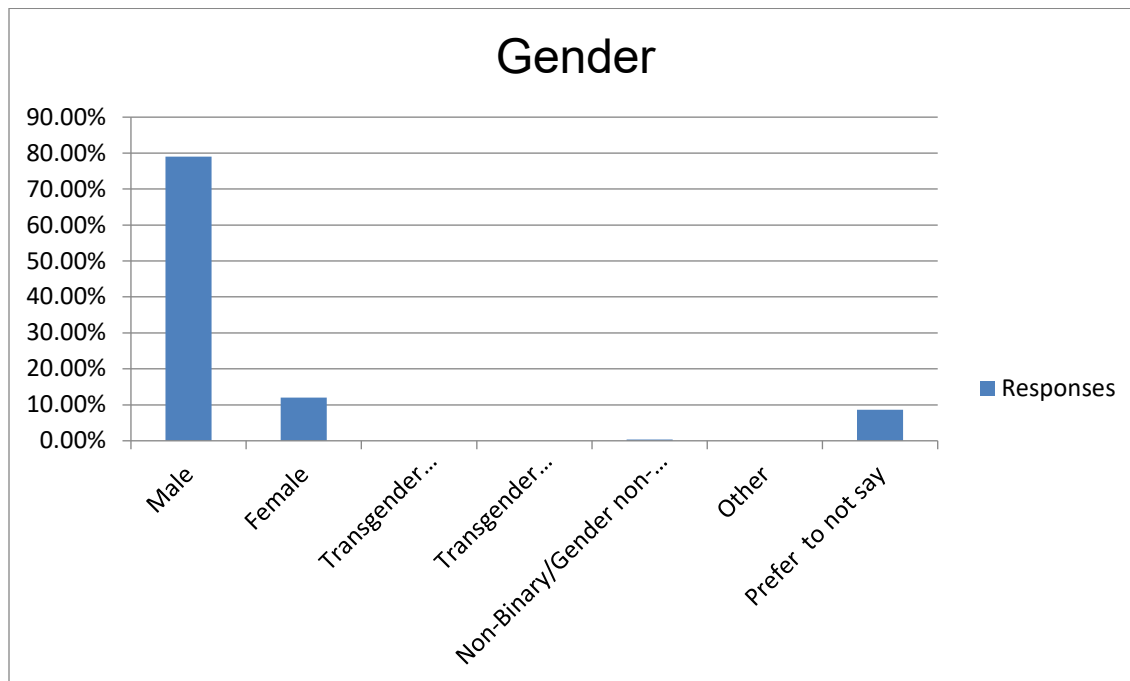
Race

Answer Choices	Responses	
White or Caucasian	67.42%	180
White/Middle Eastern or Arab	0.37%	1
Black or African American	4.87%	13
Hispanic or Latino	5.62%	15
Asian or Asian American	3.37%	9
American Indian or Alaska Native	0.37%	1
Native Hawaiian or other Pacific Islander	0.00%	0
Two or more races	5.24%	14
Prefer to not say	12.73%	34
	Answered	267



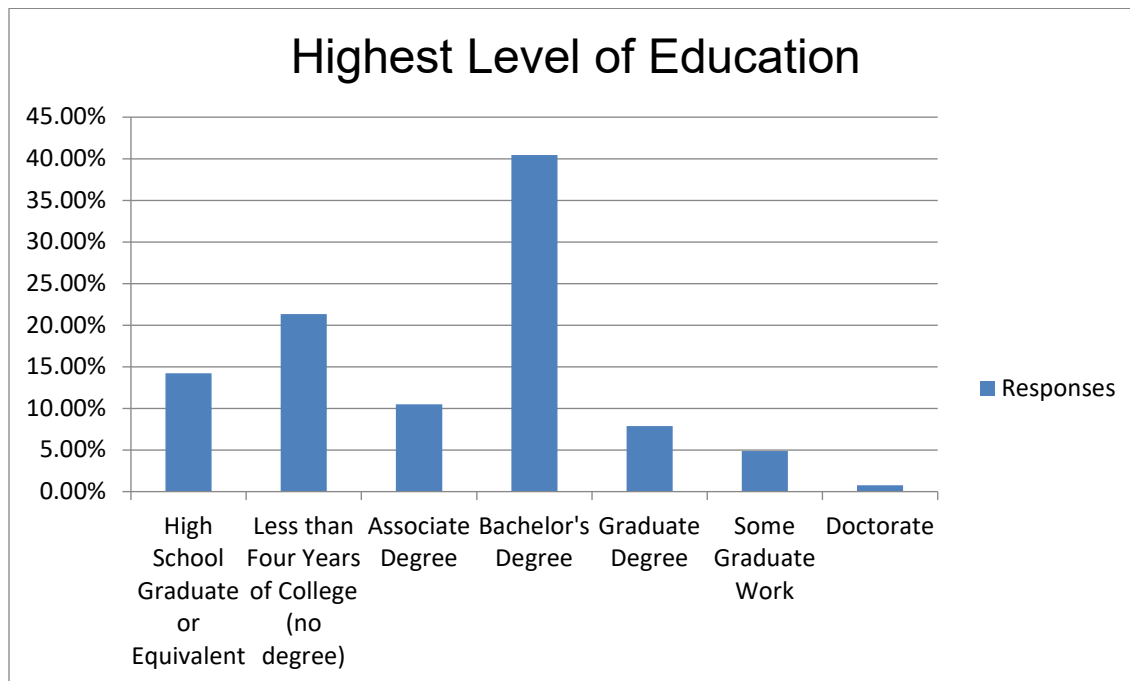
Gender

Answer Choices	Responses	
Male	79.03%	211
Female	11.99%	32
Transgender Woman/Female/Feminine	0.00%	0
Transgender Man/Male/Masculine	0.00%	0
Non-Binary/Gender non-conforming	0.37%	1
Other	0.00%	0
Prefer to not say	8.61%	23
	Answered	267



Highest Level of Education

Answer Choices	Responses	
High School Graduate or Equivalent	14.23%	38
Less than Four Years of College (no degree)	21.35%	57
Associate Degree	10.49%	28
Bachelor's Degree	40.45%	108
Graduate Degree	7.87%	21
Some Graduate Work	4.87%	13
Doctorate	0.75%	2
	Answered	267



Strategic Planning (N=238)

	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree
The agency has clearly identified goals and objectives.	1.68%	4.20%	7.56%	37.39%	49.16%
I understand the goals and objectives of the agency.	1.68%	3.36%	8.40%	36.97%	49.58%
The unit/shift to which I am assigned has clearly identified goals and objectives.	3.78%	5.04%	9.24%	31.93%	50.00%
There is adequate follow-through of agency goals and objectives.	4.20%	5.88%	13.03%	36.55%	40.34%

Communications Internal (N=238)

	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree
Written communications are clear and succinct.	3.36%	7.14%	12.61%	39.50%	37.39%
The method of agency communications is appropriate.	5.04%	7.14%	11.76%	39.50%	36.55%
My supervisor communicates clearly to employees.	4.20%	3.78%	5.46%	36.97%	49.58%
I can freely communicate opinions, concerns, and suggestions without fear of negative consequences.	13.87%	9.24%	16.39%	28.57%	31.93%

Ethics (N=238)

	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree
Deputies within the department are highly ethical.	2.94%	2.52%	7.14%	42.86%	44.54%
If I observed a deputy or staff member acting inappropriately, I would be inclined to report this to my supervisor.	2.10%	2.10%	5.04%	29.41%	61.34%
When the agency learns that an employee has engaged in inappropriate behavior, that person is held accountable, regardless of rank or position.	7.98%	10.92%	14.29%	27.31%	39.50%

Training and Mentoring (N=238)

	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree
Employees obtain the training they request when justified and available.	1.68%	4.20%	8.82%	42.86%	42.44%
The process used to select personnel for training is fair.	3.78%	5.04%	12.61%	40.34%	38.24%
I received sufficient training and mentoring for my current assignment/position.	2.52%	4.20%	9.24%	44.12%	39.92%
Training and mentoring within the agency are sufficient to develop the skills needed for future assignments and/or promotion.	5.04%	8.40%	13.45%	36.97%	36.13%

Diversity (N=238)

	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree
I see visible evidence that diversity is valued in the agency.	4.20%	5.04%	9.24%	32.35%	49.16%
The agency expresses clearly its commitment to valuing diversity.	3.78%	3.36%	11.76%	35.71%	45.38%
Employees are welcome and accepted regardless of race, color, religion, national origin, age, sex, or sexual orientation.	2.10%	2.52%	5.88%	31.51%	57.98%

Performance Appraisals (N=238)

	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree
I receive accurate ongoing feedback concerning my job performance (between formal appraisals).	3.78%	4.20%	10.50%	43.70%	37.82%
Performance appraisals are fair and accurate.	3.78%	6.30%	12.61%	38.24%	39.08%
The agency addresses employee job performance problems effectively.	5.88%	9.24%	18.07%	34.87%	31.93%
The agency recognizes and rewards outstanding performance.	4.62%	10.92%	16.81%	31.51%	36.13%

Community Engagement (N=181)

	Strongly Disagree	Disagree	Neither Agree nor Disagree	Agree	Strongly Agree
I have sufficient time within my regular shift/work schedule to engage in meaningful community-based policing activities.	2.19%	6.56%	13.66%	44.81%	32.79%
The agency has clear expectations for officers to engage in community policing activities.	3.83%	2.19%	16.39%	43.72%	33.88%

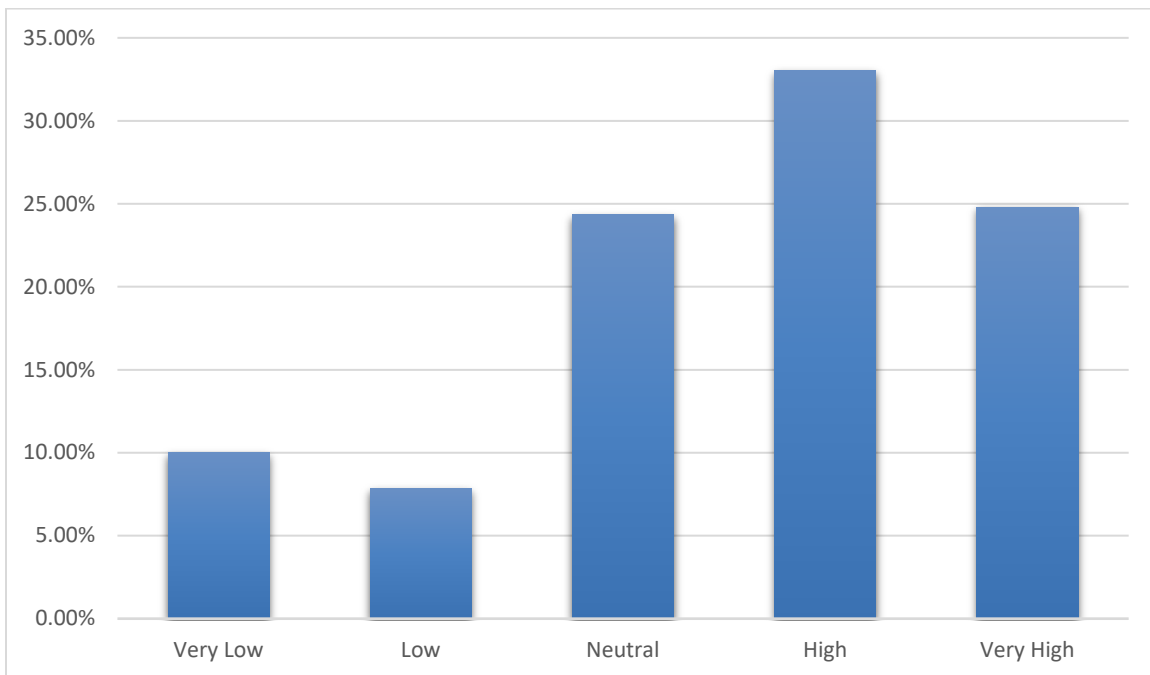
This question applied only to those who indicated that community engagement was a regular part of their job. 181 of 238 respondents (76.05%) answered that their role included community engagement.

Top Five Community Policing (N=168)

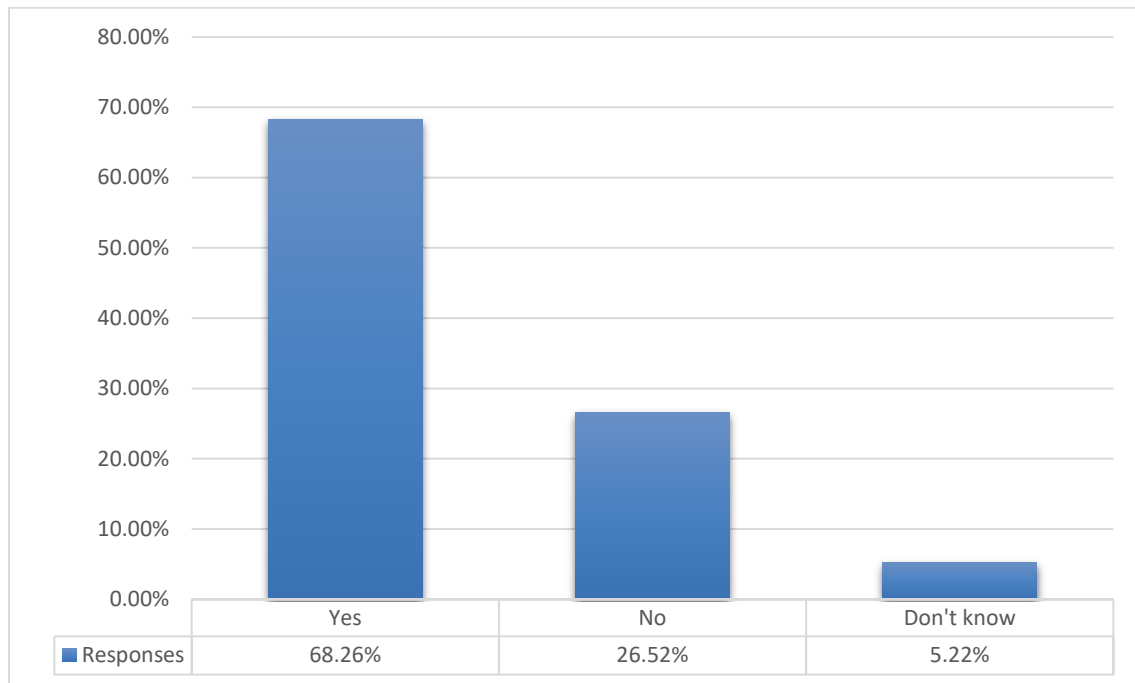
Respondents were asked to rank what they thought the focus of LCSO's current community policing strategy should be from a list of ten options.

1. Increase the level of involvement by neighborhood residents
2. Increase police presence in the neighborhood
3. Increase the level of collaboration with other town departments or agencies
4. Focus on more nuisance and minor crime-related problems
5. Improve communication among department personnel

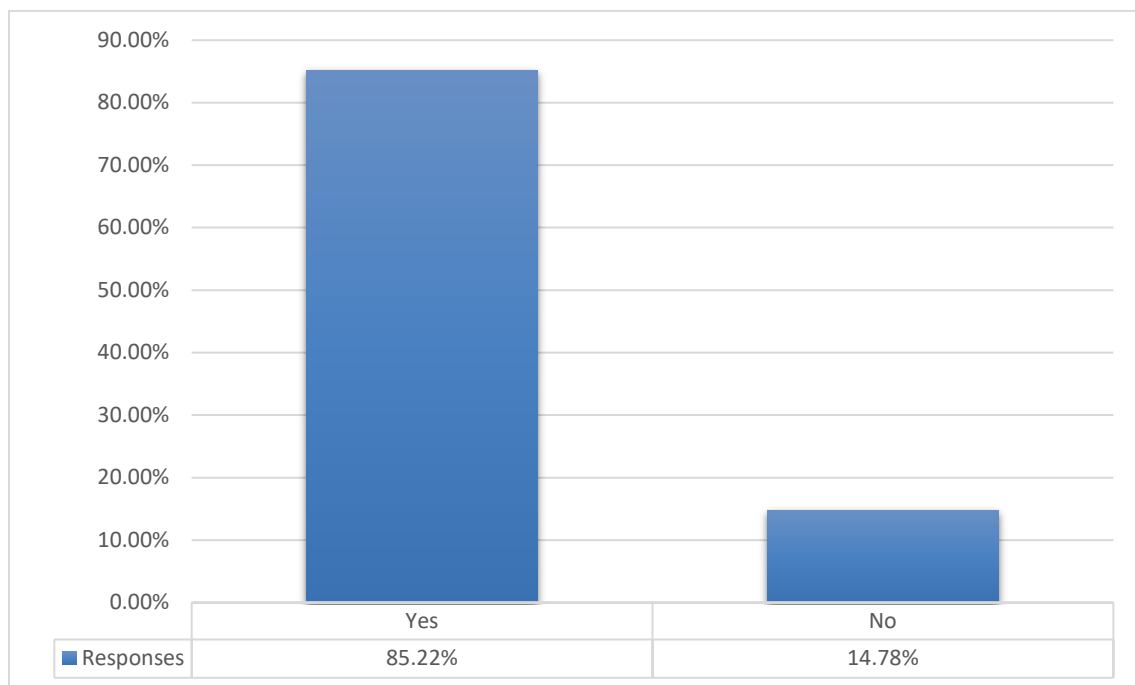
How would you rate your current morale (job motivation) level? (N=230)



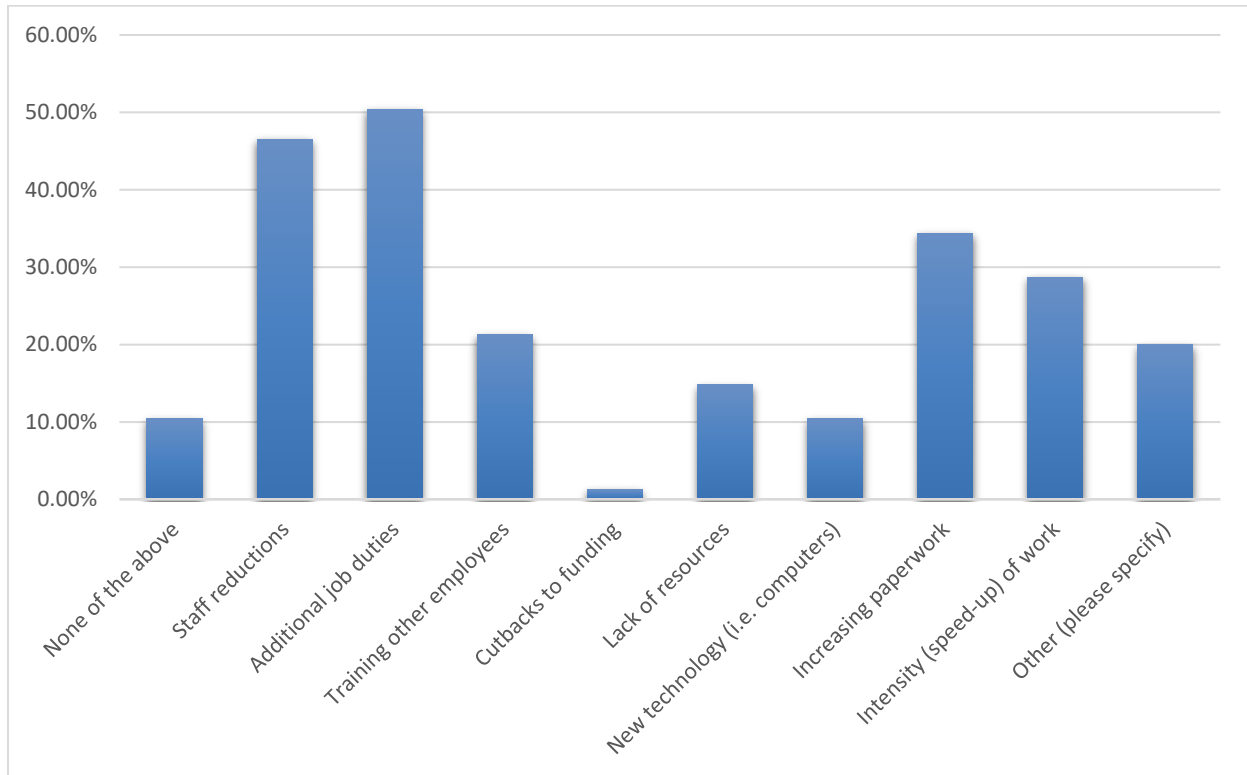
Has there been an increase in your workload in the past year? (N=230)



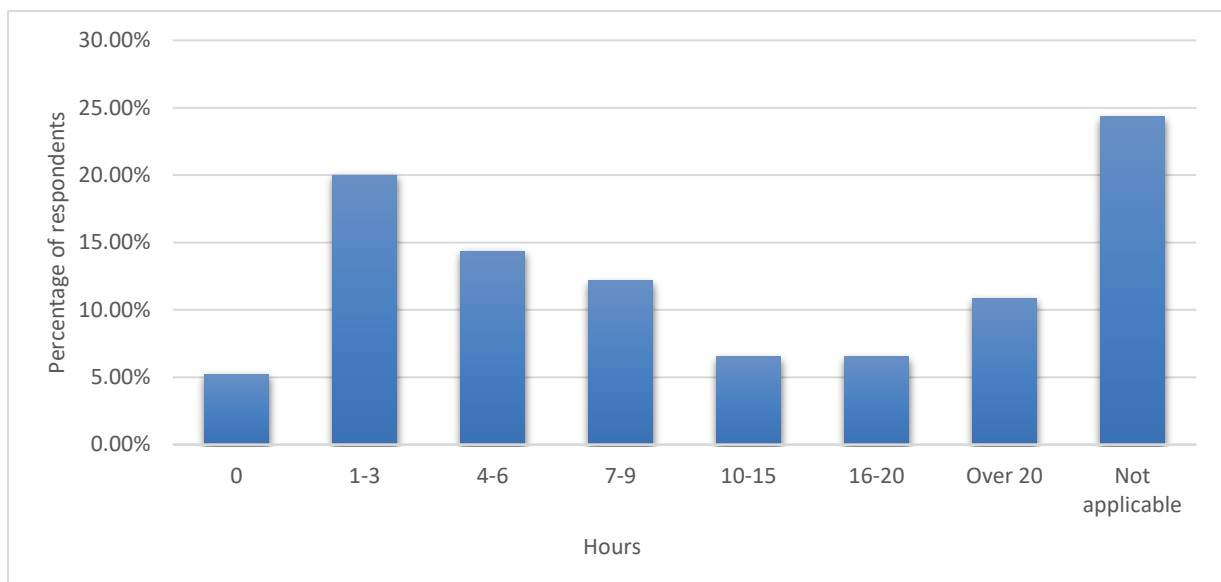
In the past year, did you ever go to work early or stay late outside of your regular or normal working hours in order to keep up with your workload? (N=230)



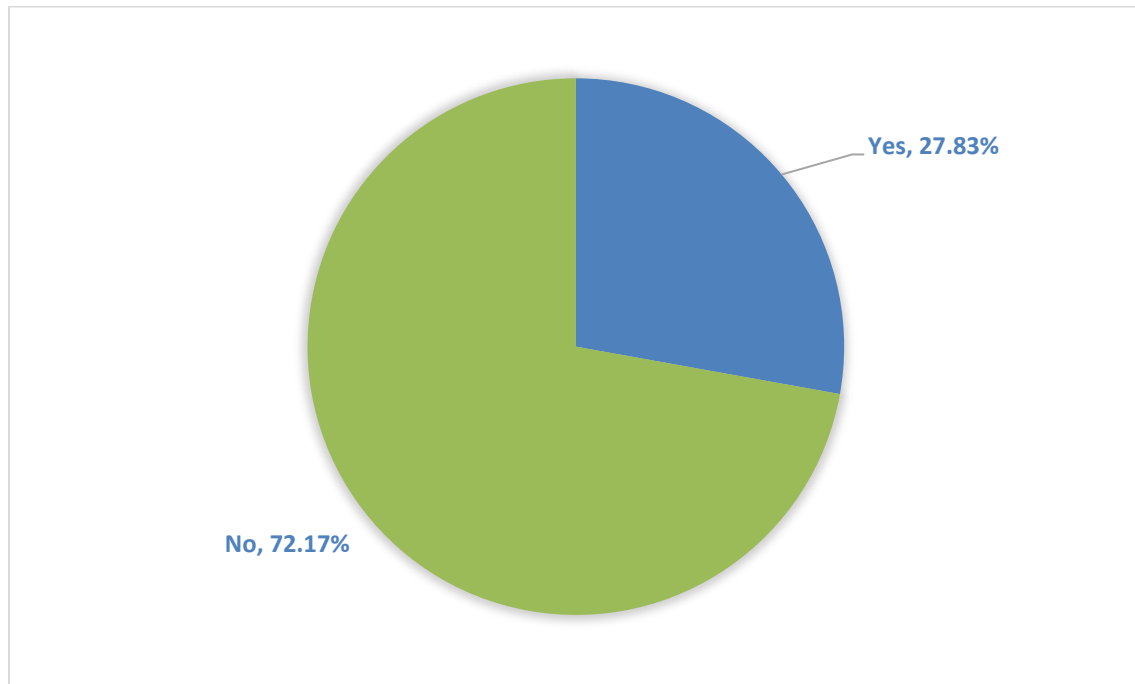
Please indicate if any of the following have contributed to your workload. (N=230)



During the course of an average work week, how many hours do you spend engaged in preventative or proactive police work (i.e. making information contacts with residents, identifying potential problems)? (N=230)



**Do you think the current zones are too large for meaningful community engagement?
(N=230)**



Appendix C: Supplemental Information



Fiscal Policy

County of Loudoun, Virginia
Board of Supervisors
Fiscal Policy
Originally adopted December 17, 1984
Revised through September 15, 2020

Statement of Policy Purpose

The County of Loudoun (the “County”) and its governing body, the Board of Supervisors (the “Board”), is responsible to the County’s citizens to carefully account for all public funds, to manage County finances wisely and to plan for the adequate funding of services desired by the public, including the provision and maintenance of facilities. Promoting fiscal integrity is an important priority in the County. The following policies and guidelines establish the framework for the County’s overall fiscal planning and management.

These policies will be reviewed and, if necessary, updated annually. Any substantive changes will be presented to the Board for approval.

Policy Goals

This fiscal policy is a statement of the guidelines and goals for the financial management practices of the County. Effective fiscal policy:

- Contributes significantly to the County’s ability to insulate itself from fiscal crisis,
- Attempts to maintain a diversified and stable economic base,
- Enhances short- and long-term financial integrity by helping to achieve the highest credit and bond ratings possible,
- Maintains continuous communication about the County’s financial condition with bond and credit rating institutions and the overall financial community,
- Promotes long-term financial stability by establishing clear and consistent guidelines,
- Directs attention to the total financial picture of the County rather than single issue areas,
- Promotes the view of linking long-term financial planning with day-to-day operations,
- Provides the Board and the citizens a framework for measuring the fiscal impact of government services against established fiscal parameters and guidelines, and
- Maintains effective internal controls designed to safeguard the County’s assets, reduce loss, promote efficient and effective operations, and keep accurate financial records.

To these ends, the following 12 fiscal policy goal statements are presented.

1. Operating Budget Policies

- The operating budget is intended to implement the Board’s service priorities and vision for the County.
- The budget is a plan for raising and allocating resources. The objective is to enable service delivery with allocated resources. Services must be delivered to the residents, business owners, and other customers that will meet real needs as efficiently and effectively as possible.



Fiscal Policy

- The County's goal is to pay for all recurring expenditures with recurring revenues and to use nonrecurring revenues for nonrecurring expenditures.
- It is important that a positive unassigned fund balance in the general fund and a positive cash balance in all governmental funds be shown at the end of each fiscal year.
- When deficits appear to be forthcoming within a fiscal year, spending during the fiscal year must be reduced sufficiently to create a positive unassigned fund balance and a positive cash balance.
- Where possible, the County will integrate performance measurements and productivity indicators within the budget. This integration should be done in an effort to continue to improve the productivity of County programs and employees. Productivity analysis is a dynamic part of County Administration.
- The budget must be structured so that the Board and the general public can readily establish the relationship between revenues, expenditures, and the achievement of service objectives. The budget document will include data that illustrates the link and impact of resource investments on service delivery.
- The individual agency budget submissions must be prepared with the basic assumption that the Board will always attempt to minimize the local tax burden.
- The County will avoid tax anticipation borrowing and maintain adequate fiscal reserves in accordance with the fund balance policy.
- The County will annually seek the Government Finance Officers Association (GFOA) Distinguished Budget Presentation Award.

Budgetary review by the Board will focus on the following basic concepts

Staff Levels

The number and distribution of staff will be reviewed and evaluated in the context of service delivery. The Board will seek to limit staff increases to areas where the Board has prioritized program growth and program performance measures and indicators support the addition of staff; and to reduce staff, if needed, where this can be done without adversely affecting approved service levels. When feasible and cost effective, contracting out services will be considered.

Capital Construction

Emphasis will be placed upon continued reliance on a viable level of "pay-as-you-go" capital construction to fulfill needs in a Board-approved comprehensive Capital Improvement Program. The Board will attempt to fund not less than 10% of the total cost of the Capital Improvement Program through the use of local tax funding, fund balance, and other recurring local revenue sources.

Program Expansions

Proposed program expansions above existing service levels must be submitted as resource requests requiring detailed justification. Every proposed service level enhancement will be scrutinized on the basis of its relationship to the health, safety, and welfare of the community to include analysis of long-term fiscal impacts. Emphasis will be placed upon areas identified as high priorities by the Board.

New Programs

Proposed new programs must also be submitted as resource requests requiring detailed justification. New programs will be evaluated on the same basis as program expansion to include analysis of long-term fiscal impacts. Emphasis will be placed upon areas identified as high priorities by the Board.



Fiscal Policy

Existing Service Costs

The justification for base budget program costs will be a major factor during budget development. Program service delivery effectiveness will be represented by performance measures. Those measures will be regularly reviewed.

Fiscal Guidelines

- The level of proposed investment in services will be evaluated within the context of the Board's vision for service delivery and established programmatic priorities. In all program areas, administrative overhead costs should be kept to the absolute minimum.
- Functions should be reviewed in an effort toward reducing duplicative activities within the County government and the autonomous and semiautonomous agencies, which receive appropriations from the governmental funds.
- The budget will provide for adequate maintenance of capital, plant, and equipment and for its orderly replacement.
- The County will maintain budgetary controls at the Department level within the general fund, although more restrictive controls may be instituted as fiscal circumstances, management prerogatives, and programmatic requirements dictate.
- The County will also maintain control between major categories of expenditures (i.e., personnel, operations and maintenance, capital outlay, etc.).
- The County Administrator will provide quarterly reporting to the Board on the County's financial condition and debt position.
- The County will, at a minimum, every four years, produce a report (Program Review) describing major programs including mandates (federal, state, local or other), budgetary information, staffing, and other details, and will provide this report for public review.
- The County will remain current in payments to its employee and volunteer retirement systems.
- The County will endeavor to comply in all material respects with both funded and unfunded mandates.
- Capital projects in the County government and schools will be reviewed and reconciled annually as part of the fiscal year-end closing process. A capital project will be capitalized in the financial records of the County in accordance with Generally Accepted Accounting Principles. A capital project will be closed within two years after project completion (opening or occupancy) unless mitigating circumstances exist. Subsequent funding after project closing will be addressed as part of the annual appropriation process for the County or Schools or through a separate Board action.
- The County will annually update a long range (three-five year) financial forecasting system which will include projections of revenues, expenditures and future costs and financing of capital improvements, and other projects that are included in the capital budget and the operating budget.
- The County will annually update a financial trend monitoring system which will examine fiscal trends from the preceding five years (trends such as revenues and expenditures per capita and adjusted for inflation, liquidity, operating deficits, etc.). Where possible, trend indicators will be developed and tracked for specific elements of the County's fiscal policy.
- The County will regularly update a series of financial and planning tools to evaluate long-term land use, fiscal, and demographic issues. Those tools include: 20-year growth projections, Capital Intensity Factor (CIF), Program Review, and the 10-Year Capital Needs Assessment (CNA) document. The review and update cycle of these tools is as follows:

**Fiscal Policy**

Tool	Review Process (All subject to adoption by Board of Supervisors)	
	Update Cycle	
Capital Intensity Factor	Fiscal Impact Committee	Minimally every 4 years, preferably every 2 years
20-Year Growth Projections	Fiscal Impact Committee	Biannual Update of Inputs
10-Year Capital Needs Assessment (CNA)	Fiscal Impact Committee, Planning Commission	Every 4 years, on 2nd year of Board Term

2. Debt Management Policies

- The County will not fund current operations from the proceeds of borrowed funds.
- The County will confine long-term borrowing and capital leases to capital improvements, projects, or equipment that cannot be financed from current financial resources.
- The County will analyze market conditions prior to debt issuance to determine the most advantageous average life. When financing capital improvements, or other projects or equipment, the County will repay the debt within a period not to exceed the expected useful life of the project or equipment. Debt related to equipment ancillary to a construction project may be amortized over a period less than that of the primary project.
- The County will not utilize swaps (i.e., interest rate exchange agreements) as a method of financing debt until such time as the Board of Supervisors adopts a specific policy on swap practices.
- The County will attempt to repay debt using a level principal repayment structure.
- The County may, at its discretion, on a project-by-project basis, subject to a public hearing of the Board on the proposed financing if applicable, use alternative financing mechanisms to the issuance of general obligation (GO) bonds that require a referendum. Instances where the use of alternative financing mechanisms may be appropriate include but are not limited to projects that have a short useful life and are replaced frequently, such as information technology software, equipment, and vehicles; projects that are supported by a revenue source such as the Landfill; instances where the timing of voter referendum is not feasible to begin a project; and for purchase and/or construction of government administration buildings. These alternative financing mechanisms include but are not limited to: the Virginia Public School Authority (VPSA), the Virginia Resources Authority (VRA), revenue bonds (for revenue supported activities), lease revenue bonds, certificates of participation, letters of credit, commercial paper, private placements, lease purchase agreements, master lease agreement, additional appropriation-based financing or other financing mechanisms that may be created. The policy is to use debt financing in general for total project costs of a minimum of \$200,000 and above.
- The County will explore the cost effectiveness of issuing refunding bonds when market conditions are such that a minimum of 3% net present value savings in debt service payments will be achieved unless circumstances exist that creates additional benefits to the County such as the elimination of burdensome covenants.
- The County may assist other governmental agencies and volunteer fire and rescue companies within the geographic boundaries of the County through a revolving loan program. These loans will bear interest at the AAA/Aaa tax exempt rate at the time the loan is approved by the Board. Such loans will be made from and remain an asset of the General Fund.
- The County will annually calculate target debt ratios and include those ratios in the review of financial trends.
- The County's debt capacity shall be maintained within the following primary goals:
 - Annual debt issuance guideline will be set at \$250 million beginning with FY 2022 through FY 2024, and \$260 million for FY 2025, to be reviewed by the Board in FY 2025.



Fiscal Policy

- o Net debt as a percentage of estimated market value of taxable property should not exceed 3.0%.
- o Net debt per capita as a percentage of income per capita should not exceed 8.0%.
- o Debt service expenditures as a percentage of governmental fund expenditures should not exceed 10%.
- Ten-year debt payout ratio should be above 60%.
- The annual debt issuance guideline encompasses all traditional County infrastructure projects (e.g., public safety facilities, schools, libraries, equipment, transportation, etc.). Not included in the annual debt issuance calculations are issuances for projects supported by a specific revenue source, purchase of assets demonstrated to produce net present value savings, major economic development/regional partnership projects (e.g., rail), Community Development Authorities and Special Assessment Districts, etc. When appropriate, these debt offerings will be factored into the overall debt ratios and financial condition of the County.
- The County recognizes the importance of considering overlapping debt in analyzing its overall financial condition. The County will analyze the impact of overlapping debt, both existing and proposed, in compliance with Section 11 of this policy. When considering the impact of existing and proposed overlapping debt, staff will conduct a detailed analysis to evaluate effects of any existing and proposed overlapping debt on taxpayers.
- The County shall comply with all U.S. Internal Revenue Service rules and regulations regarding issuance of tax-exempt debt, including arbitrage rebate requirements for bonded indebtedness and with all Securities and Exchange Commission requirements for continuing disclosure of the County's financial condition as well as all applicable Municipal Securities Rulemaking Board requirements.
- The County shall comply with all requirements of the Public Finance Act as set forth in Title 15.2, Chapter 26 of the Code of Virginia and with any other legal requirements regarding the issuance of bonds or its debt issuing authorities.

3. Revenue Policies

- The County will maintain and monitor a diversified and stable revenue structure to shelter it from short-run fluctuations in any one revenue source.
- The County will estimate its annual revenues by an objective, analytical process.
- The County will develop, and annually update, an Indirect Cost Allocation Plan to document overhead costs for all County agencies to aid in the recovery of indirect costs incurred by the County to support and administer Federal and State grant programs and to provide indirect costs information for a County-wide user fee study.
- The County, where possible, will institute user fees and charges for specialized programs and services in the County. Rates will be established to recover operational as well as overhead or indirect costs and capital or debt service costs. Fees will be regularly reviewed and updated and where applicable, determine if pre-established recovery goals are being met.
- The County will follow an aggressive policy of collecting tax revenues. The annual level of uncollected current property taxes should not exceed 3% unless caused by conditions beyond the control of the County.
- The County should routinely identify intergovernmental aid funding possibilities. However, before applying for or accepting intergovernmental aid, the County will assess the merits of a particular program as if it were funded with local tax dollars. Local tax dollars will not be used to make up for losses of intergovernmental aid without first reviewing the program and its merits as a resource request. Therefore:
 - o All grant applications, prior to submission, must be approved by the County Administrator or designee upon recommendation by the Budget Office.
 - o Grants may be accepted only by the Board.
 - o No grant will be accepted that will incur management and reporting costs greater than the grant amount.



Fiscal Policy

- The County will accrue and designate all land use valuation rollback resulting from a granted rezoning in the Capital Project Fund. These funds are to be dedicated for projects within the impacted subarea of development unless the Board, after considering current fiscal conditions, approves an alternative designation of the funds.

4. Non-Tax Accounts Receivable Policies

- The County will use proper internal controls to protect its non-tax accounts receivable reflecting amounts owed the County from people, firms, and other governmental entities.
- The County will record receivables in a timely manner and provide for appropriate collection methods.
- All non-tax accounts unpaid after one year must be written off, if deemed uncollectible unless otherwise provided for under law or by written agreement.

5. Investment Policies

- The County will maintain an investment policy based on the GFOA Model Investment Policy and the amended and adopted Investment Policy of the Treasurer, which was last amended in December 2015 by the County's Finance Board.
- The County will conduct an analysis of cash flow needs on an annual basis. Disbursements, collections, and deposits of all funds will be scheduled to ensure maximum cash availability and investment potential.
- The County will, where permitted by law, pool cash from its various funds for investment purposes.
- The County will invest County revenue to maximize the rate of return while preserving the safety of the principal at all times. The prudent person rule shall apply in investing of all County funds.
- The County will regularly review contractual, consolidated banking services.
- The County will invest proceeds from general obligation bonds with an emphasis on minimizing any arbitrage rebate liability.

6. Accounting, Auditing, and Financial Reporting Policies

- The County will establish and maintain a high standard of accounting practices in conformance with uniform financial reporting in Virginia and Generally Accepted Accounting Principles (GAAP) for governmental entities as promulgated by the Governmental Accounting Standards Board (GASB).
- The County's financial accounting system will maintain records on a basis consistent with accepted standards for local government accounting (according to GASB).
- The County's annual financial reports will present a summary of financial activity by governmental funds and all funds, respectively.
- The County's reporting system will also provide monthly information on the total cost of specific services by type of expenditure and revenue, and if necessary, by fund.
- The County will retain the right to perform financial, compliance and performance audits on any entity receiving funds or grants from the County.
- The County will maintain policies and procedures in conformance with Title 2, Part 200, Code of Federal Regulations (2CAFR 200) – Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards.
- The County will engage an independent firm of certified public accountants to perform an annual financial and compliance audit according to Generally Accepted Auditing Standards (GAAS) and will have these accountants publicly issue an opinion which will be incorporated in the Comprehensive Annual Financial Report.



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- The Board's Finance/Government Operations and Economic Development Committee (FGOEDC) will serve as the Board's Audit Committee and is responsible for approving the selection of the independent firm of certified public accountants (the Board's external auditor) to perform the annual financial and compliance audit, defining the audit scope and receiving the report of the auditor. The County will also maintain an ongoing internal audit function for the performance of fiscal, programmatic, and operational audits, as determined by the Board's FGOEDC Committee.
- The County will annually seek the GFOA Certificate of Achievement for Excellence in Financial Reporting.

7. Capital Budget Policies

- The County will make all capital improvements in accordance with an adopted Capital Improvements Program (CIP).
- The County will develop a multi-year plan for capital improvements (CIP), which considers the County's development policies and indicators of need (i.e., Capital Facility Standards) and links development proffers resulting from conditional zonings with the capital plan.
- The County will enact a biennial capital budget based on the multi-year Capital Improvements Program.
- The County will coordinate development of the capital budget with development of the operating budget. Future operating costs associated with new capital projects will be projected and included in operating budget forecasts.
- The County will identify the "full-life" estimated cost and potential funding source for each capital project proposal before it is submitted to the Board for approval.
- The County will determine the total cost for each potential financing method for capital project proposals.
- The County will identify the cash flow needs for all new projects and determine which financing method best meets the cash flow needs of the project.
- When restricted, committed and assigned amounts are available, restricted funds (such as proffers, grants, NVTa and bond proceeds) will be spent first. When more than one category of restricted funds is available for any aspect of a project, the more restrictive of the available funds shall be spent first.
- As part of the capital project closeout process, unspent local tax funding will be transferred to the County or School capital project contingency account to be used at the discretion of the Board of Supervisors. Unspent restricted assets, such as bond proceeds, are required to be reviewed by the Controller's Office prior to closeout. Budget transfers between contingency accounts and other accounts within the capital budget to appropriated capital projects or new board initiated projects, as needed, are permitted under staff authority to execute the county's capital plan. Transfers or appropriations that increase or decrease the overall appropriation level of capital funds requires approval by the Board of Supervisors.
- When a project is subject to capital standards, the capital project should first be approved in the Capital Needs Assessment prior to proposal in the Capital Improvement Plan.
- The County will maximize the use of non-debt capital financing sources through the use of alternate sources of funding, including proffers, grants, and other sources of non-local tax funding revenues. The County will attempt to fund not less than 10% of the total cost of the Capital Improvement Program from local tax funding, fund balance and other recurring local revenue sources. The 10% cash provided may be applied equally to all projects or only to specific projects.

8. Asset Maintenance, Replacement, and Enhancement Policies

- The operating budget will provide for minor and preventive maintenance.
- The capital asset preservation budget will provide for the rehabilitation, preservation or emergency repair of major components of existing County and School facilities and for the replacement of computer systems which requires a total expenditure of \$10,000 or more and has a useful life of ten years or more.



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- The appropriations to the fund will be targeted to the fixed asset value of the total County and School physical plant, buildings and improvements (exclusive of land and mobile equipment).
- The capital projects budget will provide for the acquisition, construction, total replacement or improvement of transportation and transit related projects, and physical facilities to include additions to existing facilities which increase the square footage useful life or asset value of that facility.
- The County will capitalize certain classes of intangible assets per the following guidelines:
- Easements and rights-of-way with a value greater than \$1,000,000 and an expected life of three years or more.
- Internally generated computer software with a value greater than \$1,000,000 and an expected useful life of three years or more. Staff time must be 100% dedicated to a specific project for internal costs to be considered in the calculation of the capitalization threshold.
- Replacement of major enterprise technology systems that cost more than \$500,000 per system will be included in the planning for asset replacements in the Capital Improvement Program.
- The County will capitalize all other tangible and intangible fixed assets with a value greater than \$10,000 and an expected life of five years or more.

9. Risk Management Policies

- The County will protect its assets by maintaining adequate insurance coverage through either commercial insurance or risk pooling arrangements with other governmental entities.
- The County will reserve an amount adequate to insulate itself from predictable losses when risk cannot be diverted through conventional methods.

10. Fund Balance Policy: County and Schools

The County has five categories of Fund Balance for financial reporting: 1) Nonspendable; 2) Restricted; 3) Committed; 4) Assigned; and 5) Unassigned. These categories are defined below.

- 1) **Nonspendable Fund Balance:** Nonspendable Fund Balance in any fund includes amounts that cannot be spent because the funds are either not in spendable form such as prepaid expenditures and inventories or legally contracted to be maintained intact such as principal of a permanent fund or capital of a revolving loan fund. Nonspendable fund balance is not available for appropriation.
- 2) **Restricted Fund Balance:** Restricted Fund Balance in any fund includes amounts that are subject to externally enforceable legal restrictions set by creditors, grantors, contributors, federal or state law, or adopted policies regarding special revenue funds.

The following three categories of Fund Balance: 3) Committed 4) Assigned and 5) Unassigned are considered Unrestricted Fund Balance.

General Fund Unrestricted Fund Balance: The Unrestricted Fund Balance policy for the General Fund pertains to both the County and Schools.

- The committed portion of Unrestricted Fund Balance at the close of each fiscal year shall be equal to no less than 10% of operating revenues of the General Fund. This portion of Unrestricted Fund Balance is not maintained for funding recurring expenditures during the normal business cycle and is to be used only in the event of unexpected and non-routine circumstances.



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- A withdrawal of the Unrestricted Fund Balance resulting in the remaining balance at less than the targeted 10% level of revenue may be considered if the total projected general fund revenues reflect a decrease from the total current year estimated general fund revenues of at least 3% or in the event of a federally declared natural or national disaster/emergency. Any withdrawal of this type shall be approved by the Board.
 - If circumstances require the use of the Unrestricted Fund Balance to a point below the targeted level, the County will develop a plan during the annual appropriations process to replenish the Unrestricted Fund Balance to the 10% targeted level over a period of not more than three years.
- 3) **Committed Fund Balance:** Committed Fund Balance includes amounts that can only be used for specific purposes pursuant to constraints imposed by formal action of the Board. Board adoption of the Fiscal Policy commits the 10% targeted level of Unrestricted Fund Balance. Formal Board action includes the annual adoption of the appropriations resolution and subsequent budget amendments. As stated in the appropriations resolution, encumbrances remaining at year-end will be carried over to the next fiscal year. Formal action to commit fund balance must be taken prior to the end of the fiscal year.
 - 4) **Assigned Fund Balance:** Assigned Fund Balance includes amounts that reflect an intended or planned use of fund balance for specific purposes but are neither restricted nor committed. Assigned Fund Balance does not require formal action of the Board and may be assigned by the County Administrator or his designee. Assigned Fund Balance could be used to fill the gap between projected revenues and expenditures in the following fiscal year.
 - 5) **Unassigned Fund Balance:** Unassigned Fund Balance represents the residual fund balance remaining after non-spendable, restricted, committed, and assigned fund balance is deducted. Unassigned Fund Balance is available for appropriation by the Board with first priority given to nonrecurring expenditures or as an addition to fund balance. The General Fund is the only fund that can have a positive Unassigned Fund Balance.

The order of spending resources: When an expenditure is incurred for purposes for which restricted, committed, assigned and unassigned amounts are available for use, the County considers restricted fund balance to be spent first, then committed fund balance, then assigned fund balance, and lastly unassigned fund balance.

Self-Insurance Fund: The fund balance policy for the Self-Insurance Fund pertains to both the County and Schools.

The fund balance in the Self-Insurance Fund at the fiscal year end will be maintained as a percentage of expenditures in each component of the fund. The percentage will be established annually by professional judgment based on funding techniques utilized, loss records, and required retentions. The County will select an external agency for this annual review.

11. Criteria Policy for Establishment of Special Assessment Districts

A “special assessment” or “special assessment district” refers to any of the various mechanisms in the Code of Virginia that allows the County to impose a special ad valorem tax or special assessment for local improvements on property within a defined area, for the purpose of financing public improvements or services within the district. Examples include, without limitation, Service Districts, Community Development Authorities, and Transportation Improvement Districts.

The following criteria are set forth as the minimum requirements that must be satisfied for the Board to lend its support to the creation of a special assessment district. As such, proposed districts that cannot meet these minimum requirements will have their requests for support rejected by the Board on the basis that it endangers the County’s own credit worthiness in the



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financial markets. The Board takes this opportunity to emphasize that other considerations also may apply. In effect, these criteria are set forth only as the minimum standards for the establishment of a district. However, the ability to meet the criteria described below will carry considerable weight with the Board.

The County has determined that under certain circumstances, the creation of a Special Assessment District (a “District”) can further the economic development/quality and growth management/redevelopment goals of the County. Of equal importance is that the County’s financial assets not be at risk. These guidelines are designed to ensure that the County goals are met.

Limited to Projects which Advance County’s Plans. The proposed project or purpose for establishing a District must advance the County’s adopted comprehensive plan or provide greater benefit to the ultimate property owners utilizing the proposed facilities and be in line with the Board’s Vision and Strategic Goals.

Public Improvements to be financed by the Project or District must be related to and guided by standards and policies approved by the Board as identified in the Capital Improvements Program, Capital Needs Assessment Document, or the County’s Adopted Capital Facility Standards.

The County would not expect to utilize special assessment debt to finance typical project infrastructure costs, (e.g., utilities, normally proffered improvements, or subdivision/site plan requirements) absent a compelling (a) commercial or economic development interest, (b) benefit to the broader community, or (c) public health or safety concern.

Description of Project and District Petition. The petitioners shall submit for County staff review, prior to petitioning the County Board of Supervisors for action, a plan of the proposed District. This submission must include as a minimum:

- The special assessment district’s proposed petition to the County Board of Supervisors;
- A map of district boundaries and properties served;
- A general development plan of the district;
- Proposed district infrastructure including probable cost;
- A preliminary feasibility analysis showing project phasing, if applicable, and projected land absorption with the district;
- A schedule of proposed special assessment district financings and their purpose;
- A discussion of the special assessment district’s proposed financing structure and how debt service is paid;
- The methodology for determining special assessments within the district;
- Background information on the developers and/or property owners in the current proposal or previous involvement with other districts in Virginia and elsewhere; and,
- Level of equity to be provided and when such equity would be incorporated into the proposed Plan of Finance.

The petitioner shall respond to and incorporate changes to the proposed petition requested by staff. Failure to incorporate changes will result in a staff recommendation against the creation of the special assessment district.

The petition must address:

- Protections for the benefit of the County with respect to repayment of debt, incorporation, and annexation;
- Protections for the benefit of individual lot owners within the District’s boundaries with respect to foreclosure and other collection actions should their respective assessment be paid or is current; and
- Payment of the County’s costs related to the administration of the District, specifically including the County’s costs to levy and collect any special tax or assessment.



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Consistency with County Planning Documents. The petitioner must demonstrate how the project or purpose for establishing the District is/or could be consistent with the Comprehensive Plan, Zoning Ordinance, and if applicable, the Capital Improvement Program, the Capital Needs Assessment and the Adopted Capital Facility Standards, or other facility planning documents approved by the Board of Supervisors.

Impact on County Credit Rating. The District, either individually or when considered in aggregate with previously approved Districts, shall not have a negative impact upon the County's debt capacity or credit rating. The majority of this debt will be considered and treated as overlapping debt. In order to protect the County's long-term fiscal stability and credit standing, all proposed debt must be in conformance with the County's Debt Management Policies (section #2). Exemptions to this policy may be made if the projects to be financed directly replace capital projects in the current Capital Improvement Program, or the Capital Needs Assessment Document. Maturities of special district debt shall approximate the average of the County's other special assessment debt.

It is the intent of the County that this debt be self-supporting. Debt is deemed self-supporting when sufficient revenue is generated for at least three consecutive years to pay all of the required debt payments.

Due Diligence. A due diligence investigation performed by the County or its agents must confirm petition information regarding the developers, property owners, and/or underwriting team, and the adequacy of the developer's or property owner's financial resources to sustain the project's proposed financing. Developers will be required to grant full access to all accounting records, project pro formas and any other required financial information for any project involving a financial partnership with the County.

Project Review and Analysis. A financial and land use assessment performed by the County or its agents must demonstrate that the District's proposed development, financial, and business plan is sound, and the proposed project or purpose for establishing a District is economically feasible and has a high likelihood of success. The analysis must confirm why establishing a District is superior to other financing mechanisms from a public interest perspective.

Petitioner to Pay County Costs. The County may require that the Petitioner agree to cover the County's costs for all legal, financial, and engineering review and analysis and to provide a suitable guaranty for the payment of these costs. The County's estimated costs shall be itemized to show anticipated engineering, legal, and financial, consultant and other fees.

Credit Requirements. The debt obligations are issued by the District to finance or refinance infrastructure of the project:

- The Board will approve a district debt issuance only after it has been determined the issue can reasonably be expected to receive an investment grade rating from a nationally recognized statistical rating agency (i.e., Fitch, Moody's, Standard and Poor's) including investment grade ratings derived from a credit enhancement (i.e., letter of credit, bond insurance, etc.) or demonstrate some other form of financial safeguard to the bond purchasers. Or
- The Board will approve a district debt issuance only after it has been determined that the district has acquired a credit enhancement device sufficient to guarantee payment of lease payments or debt service in the event of default until such time as the district's outstanding debt as compared to its estimated taxable assessed value is estimated not to exceed 10%. Or
- The District limits its issuance of obligation to minimum \$100,000 denominations, thereby attracting only bondholders recognizing the inherent risk.



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Requirement for Approved Financing Plan. The ordinance creating the District shall include a provision requiring the District to submit a financing plan to the County for approval prior to the issuance of any District obligations. Such financing plan shall include details specific to the financing proposed to be undertaken, including, but not limited to more complete and detailed information of those applicable items required under the section entitled Description of Project and District Petition above.

No Liability to County. The County shall not pledge either its full faith and credit or any moral obligation toward the repayment of principal and interest on any debt issued by the district. The project must pose no direct or indirect liability to the County, and the developer and/or District must reasonably provide for the protection of the County from actions or inactions of the District as specified in the letter of intent at time of petition. All documents relating to the project shall reflect the fact that the County has no financial liability for present or future improvements connected with the project whether or not contemplated by the ordinance creating the District or as that ordinance may be amended. The ordinance will contain a provision that acknowledges that the County has no moral or legal obligation to support the debt of the district, but that the County retains the authority and ability to protect the County's credit.

Conditions and Covenants. Any ordinance creating a special district may include appropriate conditions related to the size and timing of District debt. In addition, the County may require covenants to be attached to the property that incorporate the salient commitments related to the proposed District improvements, the public benefits, and the special assessments.

Annual Review. These guidelines shall be reviewed at least annually.

12. Policy for Public-Private Solicitations

The Board has adopted guidelines within Article 7 of the County's Procurement Resolution to implement the Public-Private Education Facilities and Infrastructure Act of 2002, Va. Code § 56-575.1, et seq. ("PPEA"), and the Public-Private Transportation Act of 1995, Va. Code § 33.2-1800, et seq. (as re-codified effective October 14, 2014, formerly codified as § 56-556, et seq.) ("PPTA") (Individually an "Act"; together, the "Acts"). These guidelines apply to all procurements under the PPEA and PPTA where the County is the "responsible public entity" (RPE), the "affected jurisdiction" or the "affected locality or public entity" within the meaning of Virginia Code § 56-575.1 and Va. Code § 33.2-1800 (formally § 56-557.)

Individually negotiated comprehensive agreements between private entities and the County ultimately will define the respective rights and obligations of the parties for Public-Private projects. The version of the Acts that is in effect (at the time of execution of a comprehensive agreement under procurement as to that procurement) is controlling in the event of any conflict.

The Acts allow private entities to include innovative financing methods, including the imposition of user fees or service payments, tax overlay districts, special assessment districts, land swaps, property up-zonings or TIF-like mechanisms, etc. in a proposal. However, the County reserves the right to utilize its own financing mechanism as a less costly alternative. Any/all partnership solicitations shall not have a negative impact upon the County's debt capacity or credit rating.

Any debt issued by the partnership must conform to the County's Debt Management Policies (section #2). Solicitations wherein the County provides all or a substantial portion of the funding must include financial protections for the County as the "First Tier" lender meant to give the County first priority, ahead of other potential financial lenders, to take possession of assets or revenues in the event of a default to mitigate this risk.

Solicitations should include a "Security Reserve" that would provide immediate cash flow for the County to pay financial obligations should there be delinquency in any payments. This cash flow will supplement continued tax revenues that are



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collected from activities that continue to occur in the development area during any financial challenges. Any excess funds in the security reserve will be used to prepay the public investment.

A Public-Private Partnership should result in a fair contract that balances the needs of both partners while ultimately protecting the public's interest. There are six critical components of any successful partnership: political leadership, public sector involvement, comprehensive plan, dedicated income stream, stakeholder communication, and proper partner selection.

Preference will be afforded Public-Private solicitations that are fiscally prudent and in line with the Board's Vision and Strategic Goals. The petitioner must demonstrate how the solicitation will advance the County's adopted Comprehensive Plan or provide greater benefit to the ultimate property owners utilizing the proposed facilities. Public Improvements specified within the solicitation must be related to and guided by standards and policies approved by the Board as identified in the Capital Improvements Program, Capital Needs Assessment Document, or the County's adopted Capital Facility Standards.

The County is seeking private partners that will bring the best value to projects as opposed to the lowest bidder. Factors that can contribute "value" to a project include, but are not limited to: project design, project delivery schedule, use of innovation, access to expertise, project financing, risk transference and user fee schedule (if applicable) over the duration of the partnership.

The County will conduct an in-depth examination and evaluation of potential private partners and their proposed projects including, but not limited to, qualifications & experience, financial capability, references, risk transference and any litigation and/or controversy that the potential partners and their key staff members may be involved in. This information will assist the County in finding partners that are experienced and will bring the "best value" to the partnership, and ultimately the residents of Loudoun County over the course of the long-term partnership.

The County will consider the relevancy and extent of specific technical experience and expertise of the designated key staff members of the submission team, not simply the entity as a whole. The County will also analyze how this experience and expertise benefits the County and the project. Benefits of the partnership may include accelerated project delivery, greater access to technology and innovation, risk transference, alternative financing methods and cost-efficiencies that result in lower operating costs. Ultimately, the partnership must provide some measurable public benefit that the residents of Loudoun cannot access or achieve without the private partner.

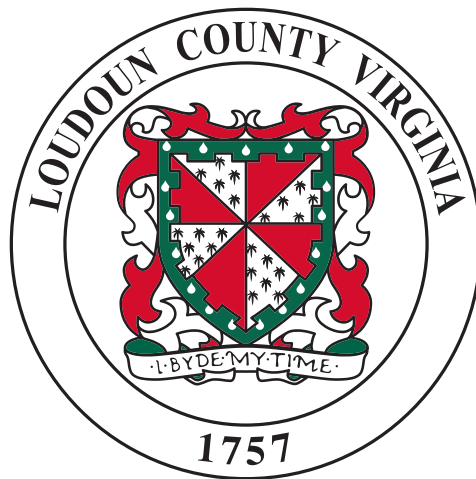
A Financial Due Diligence investigation performed by the County or its agents must confirm solicitation information regarding the adequacy of the private partner's financial resources to sustain the project's proposed financing. Private partners will be required to grant full access to all accounting records, project pro formas and any other required financial information for any project involving a financial partnership with the County.

Any/all costs incurred by the County during the examination, evaluation and due diligence investigations will be advanced or reimbursed by the solicitor in accordance with the Acts.

Risk should be assigned to the partner that is best equipped to manage or prevent that risk from occurring or that is in a better position to recover the costs associated with the risk. The goal of the partnership should be to combine the best capabilities of the public and private sectors for mutual benefit. It is the intention of the County to maintain control of the asset or enterprise produced by the partnership, oversee the operation and maintenance, and regulate the amount of private involvement to protect the integrity of any public asset. The County will set the parameters and expectations for the partnership to address the public's needs. If the partnership does not live up to its contractual expectations, the County will regain ownership of the asset or enterprise system.

It should be noted that Risk is not limited to just liability but includes the assumption of responsibility for uncertainties conceptual, operational, and financial that could threaten the goals of the partnership, including, but not limited to, design and construction costs, regulatory compliance, environmental clearance, performance, and customer satisfaction.

Annual Review. These guidelines shall be reviewed at least annually.

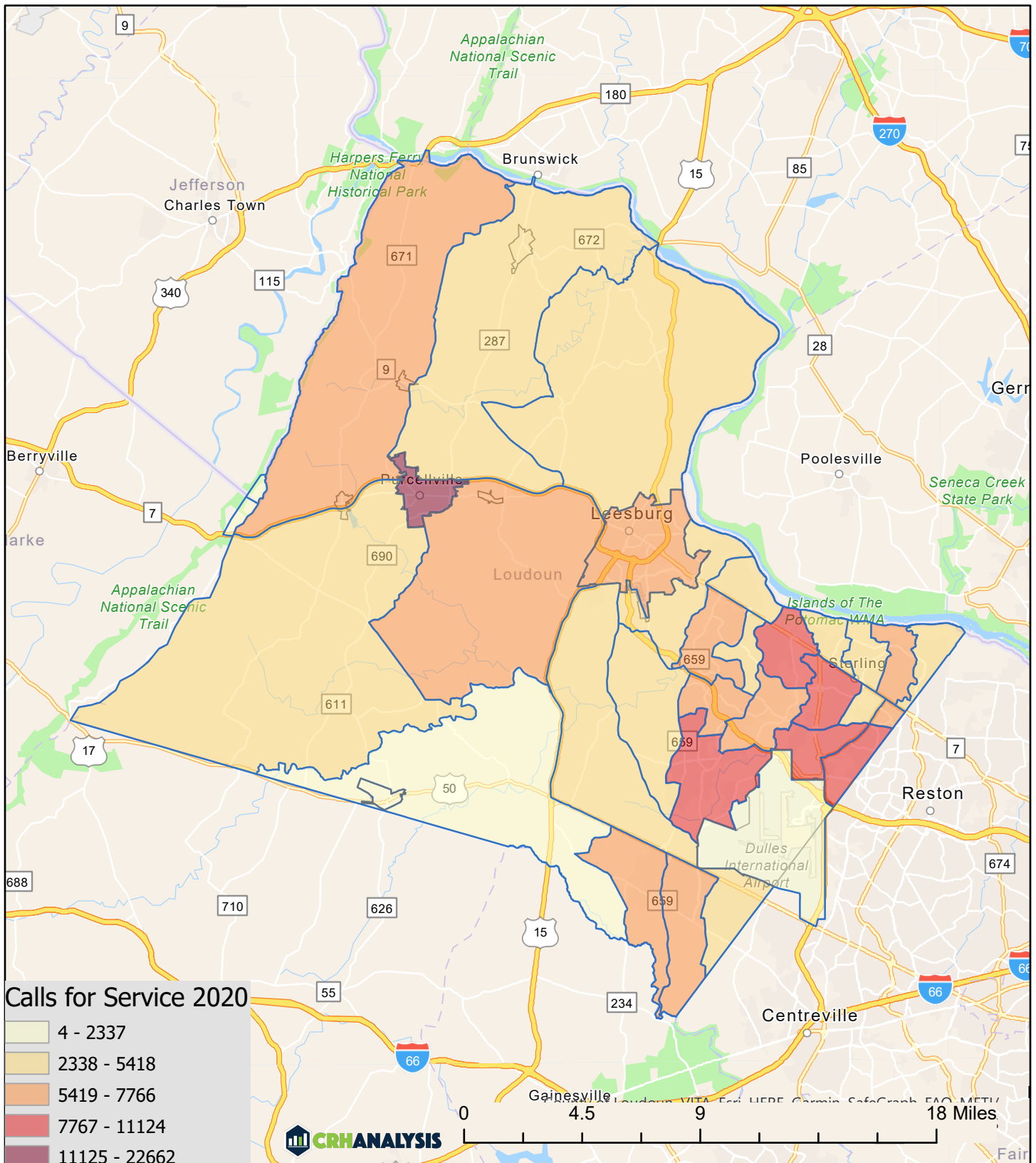


Appendix D: Maps and Calls for Services



Loudoun County

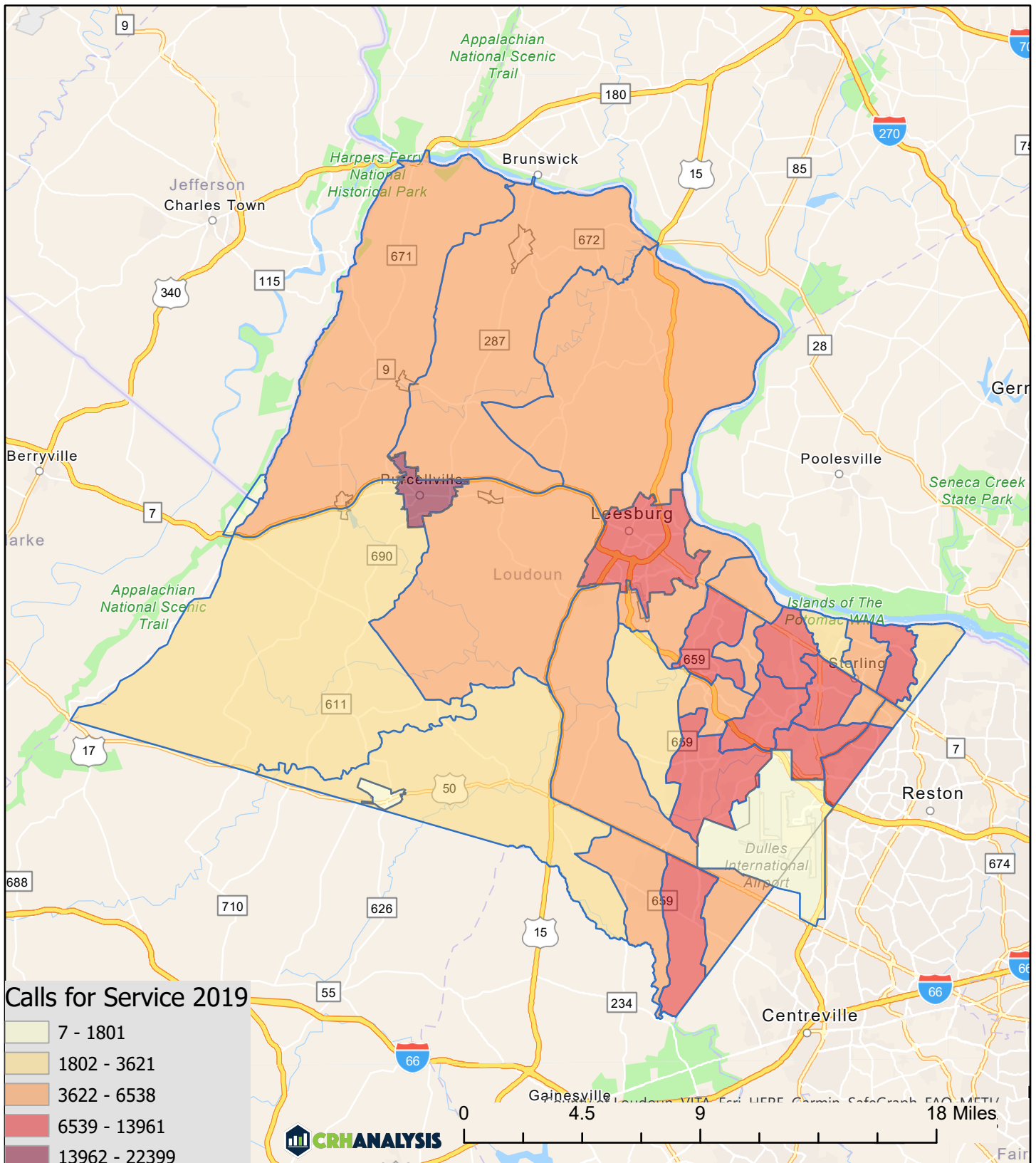
Calls for Service





Loudoun County

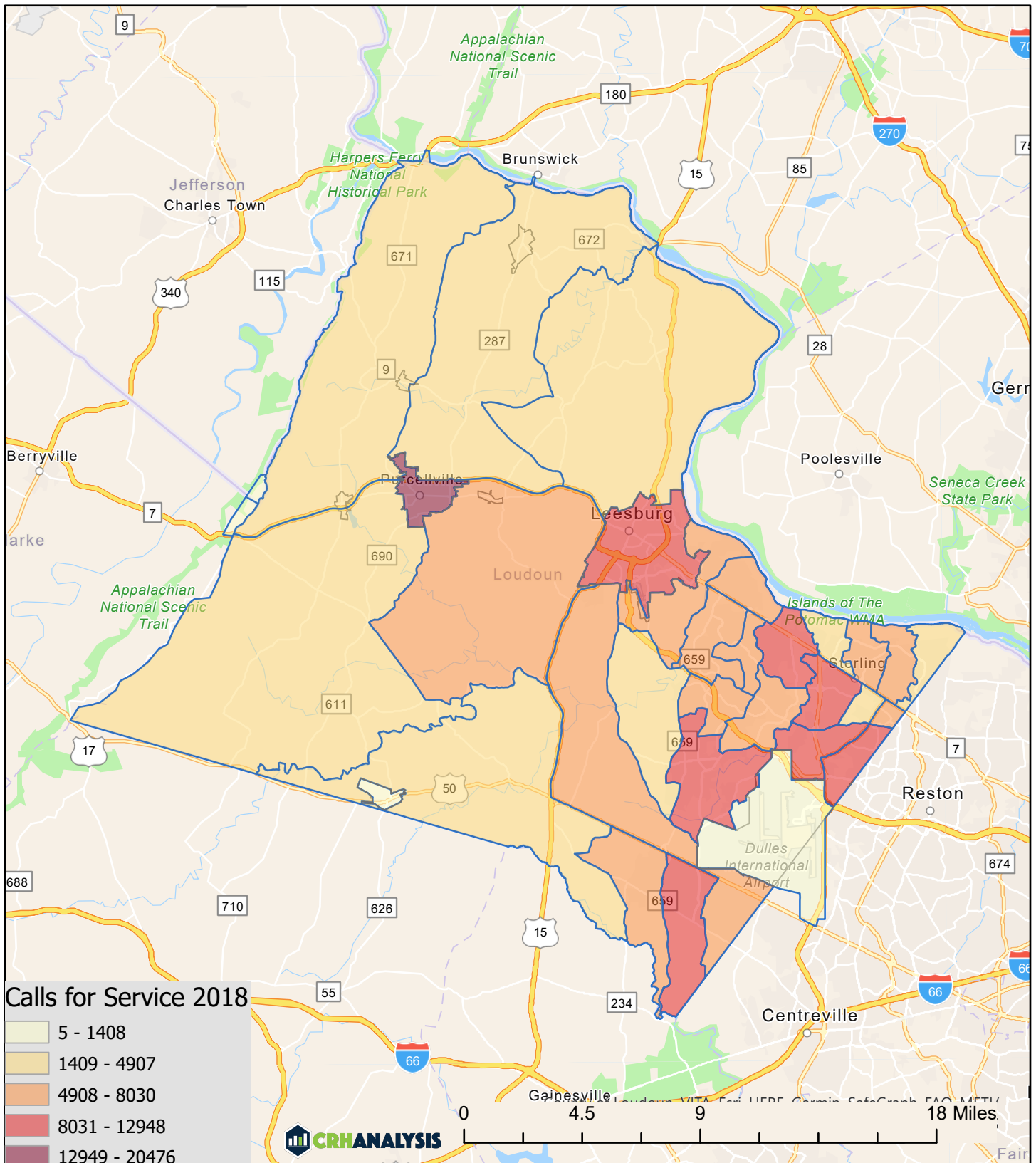
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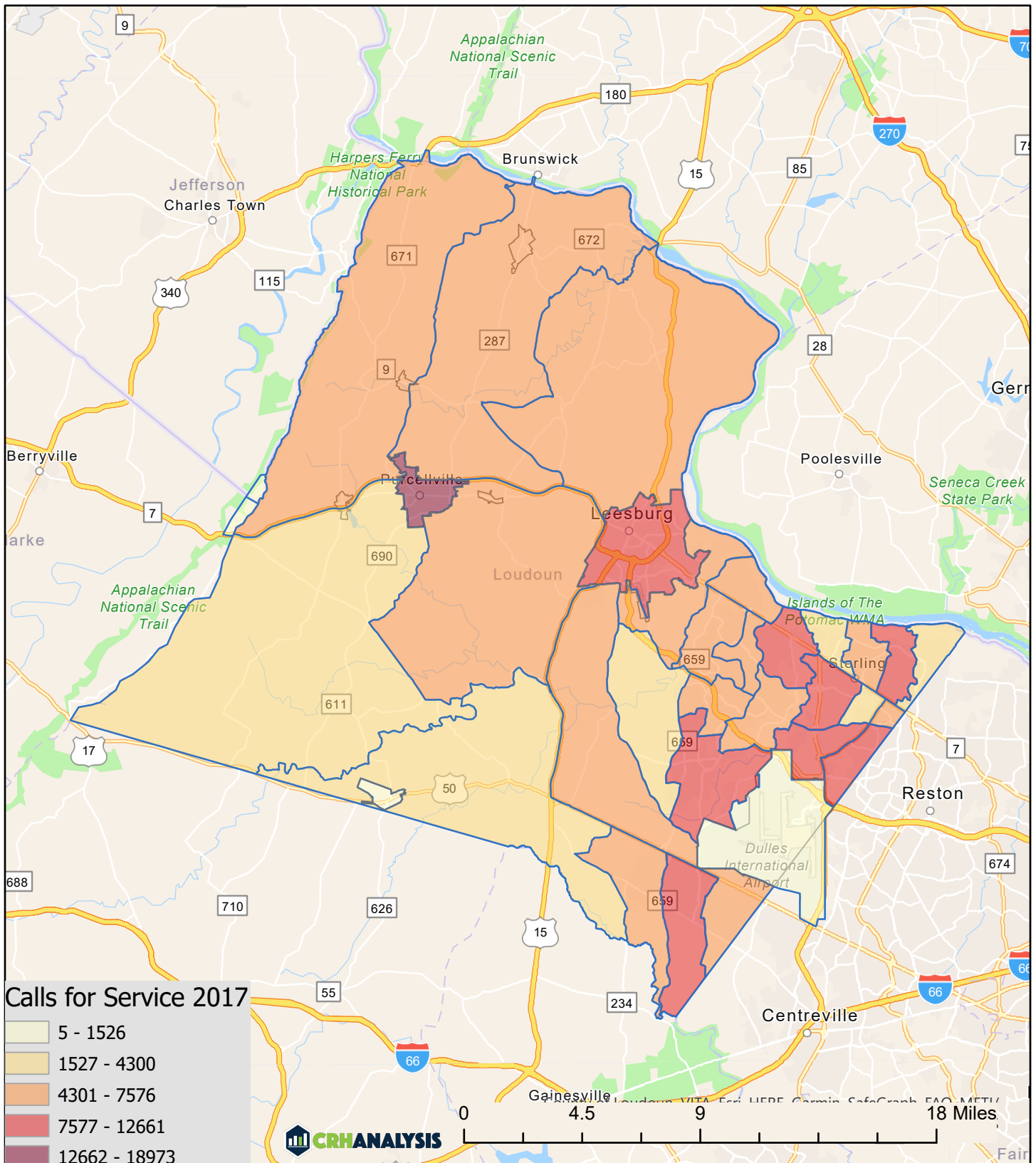
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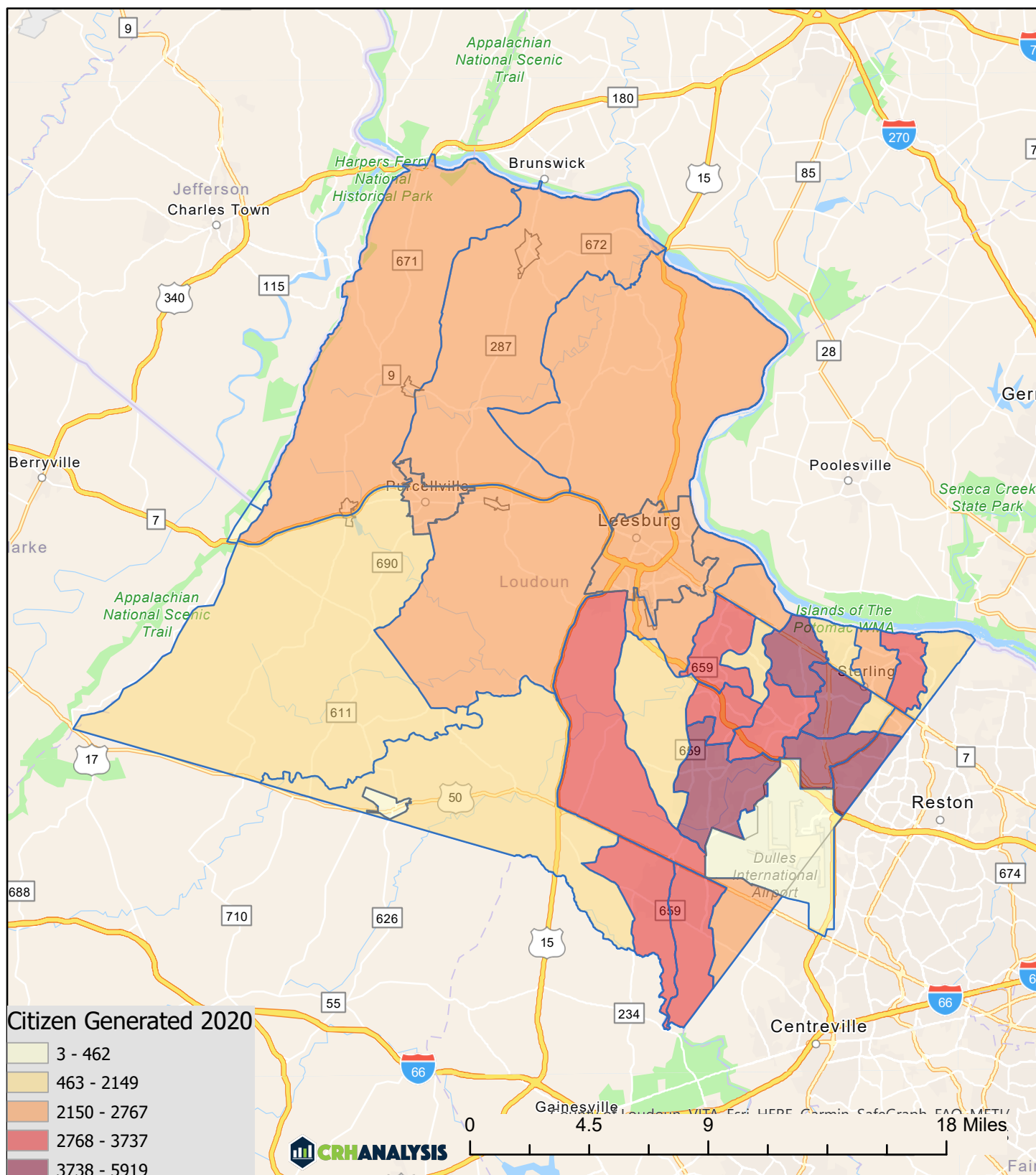


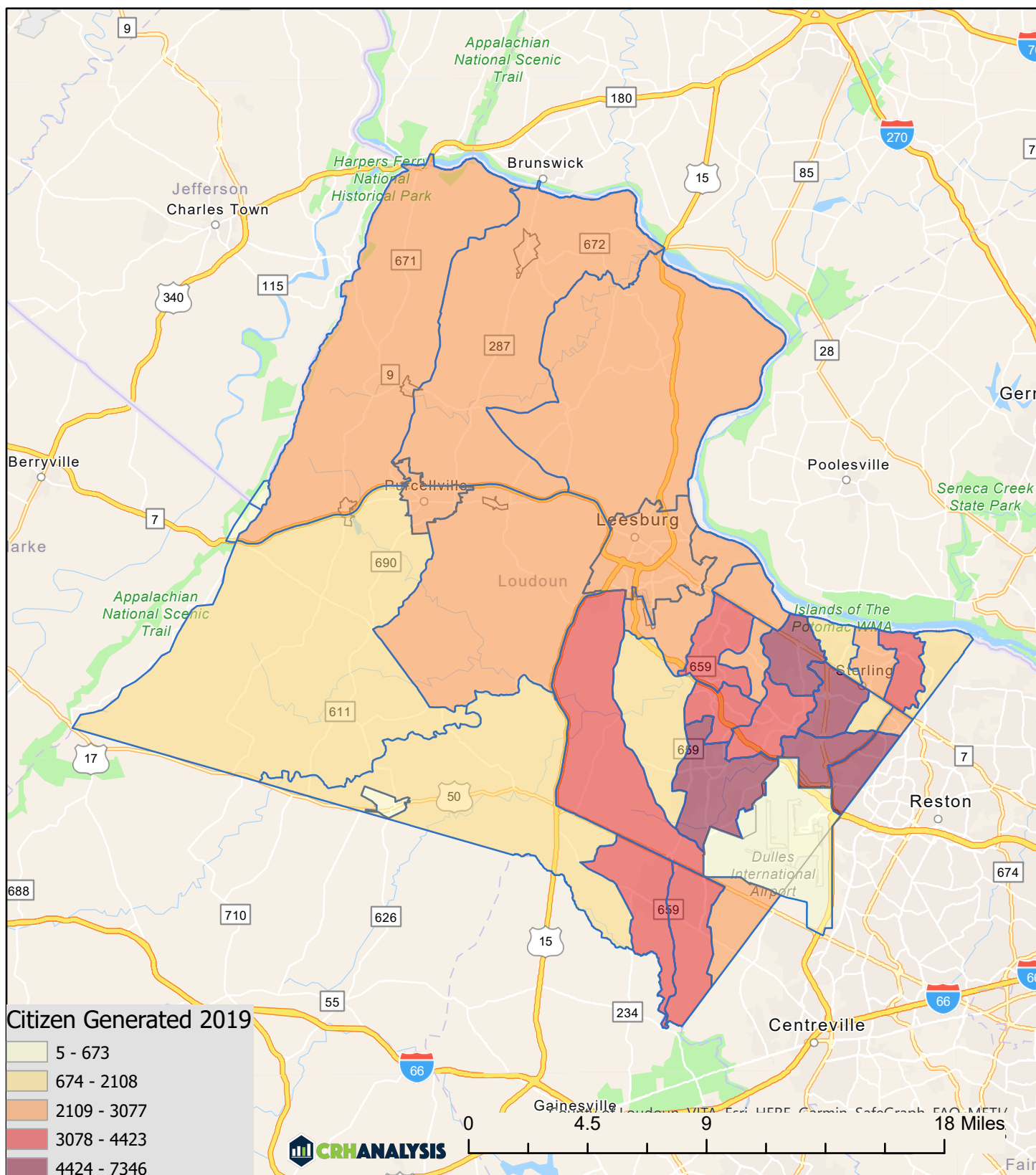
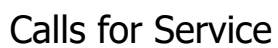


Loudoun County

Calls for Service



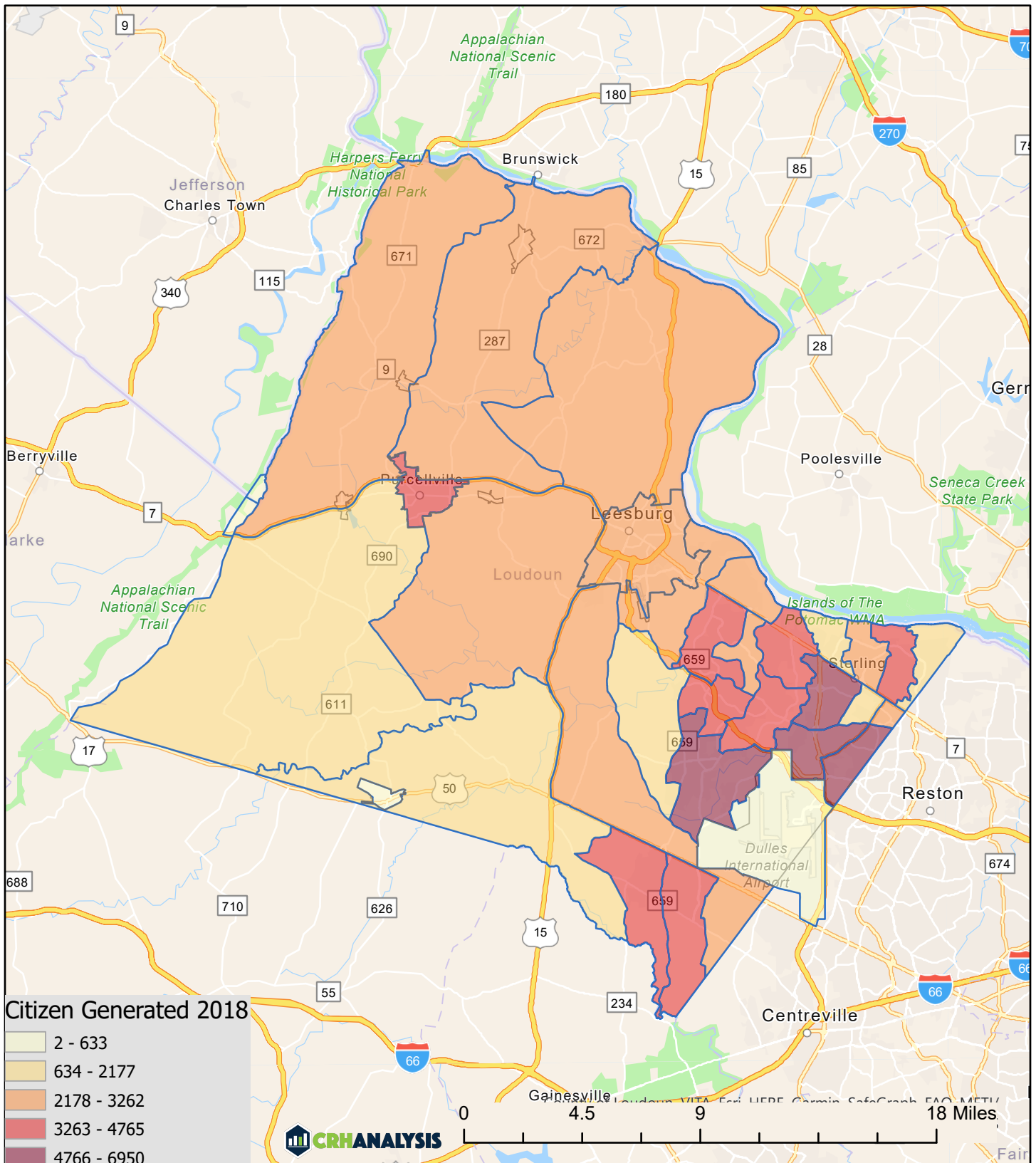






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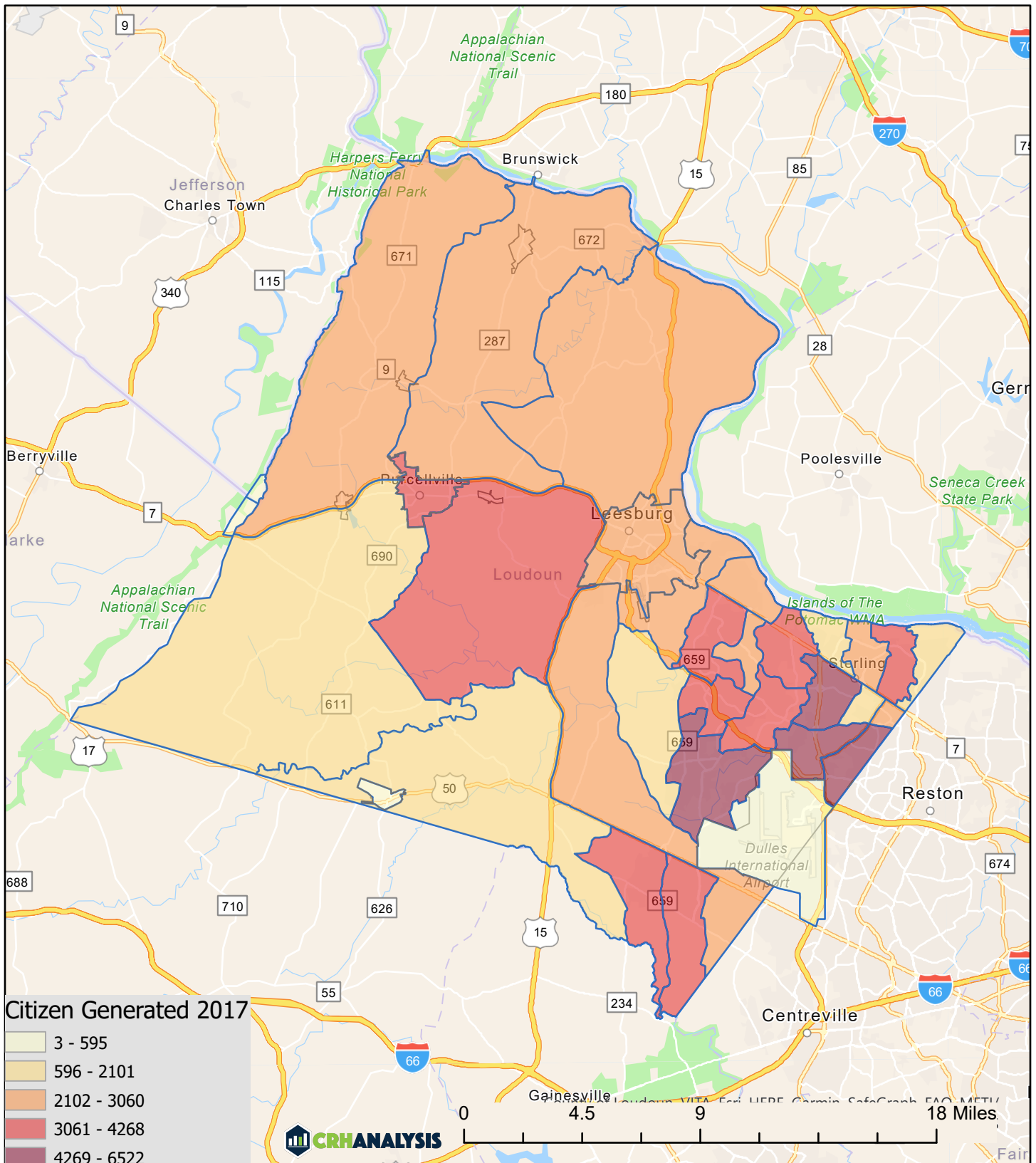
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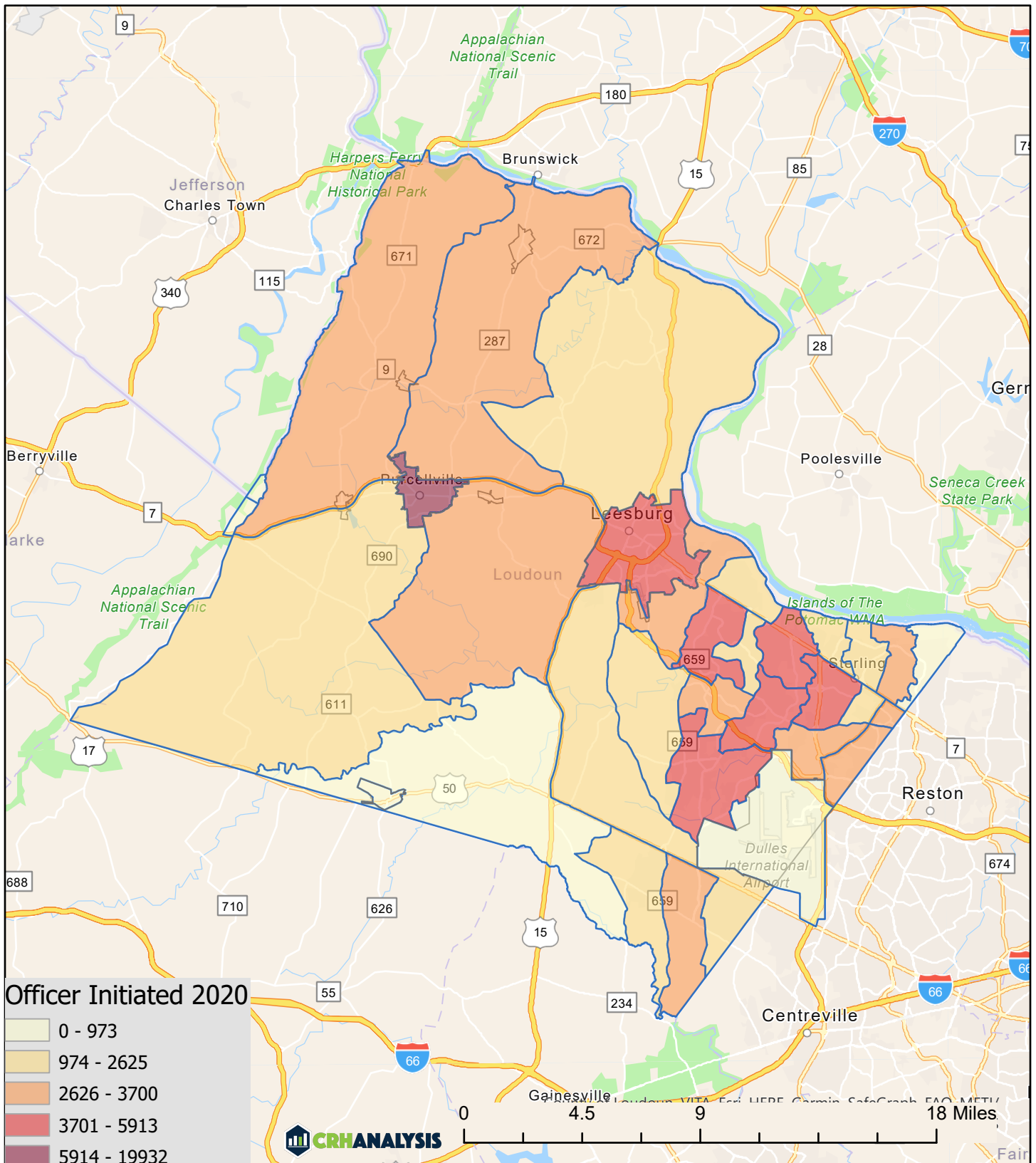
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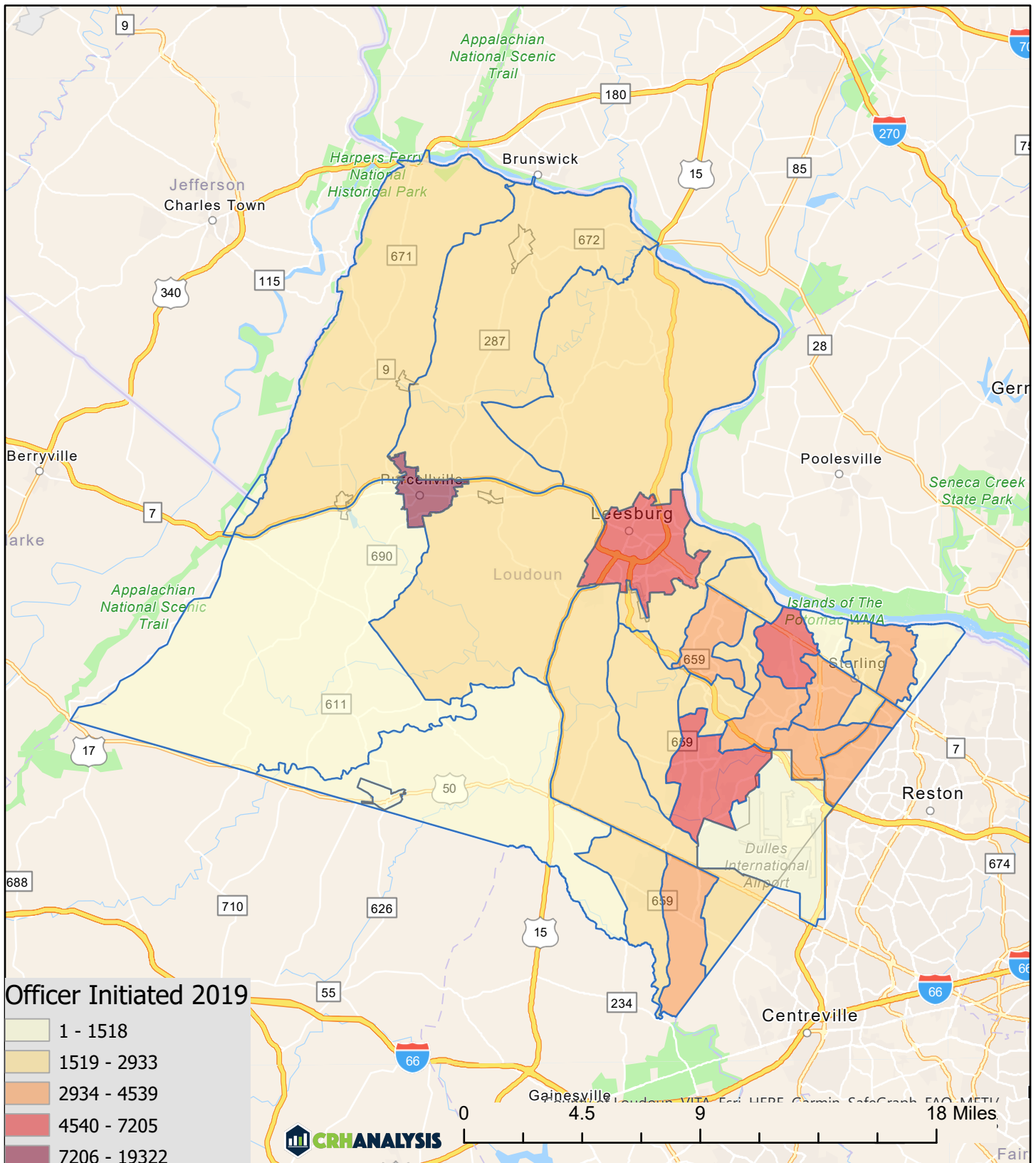
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Loudoun County

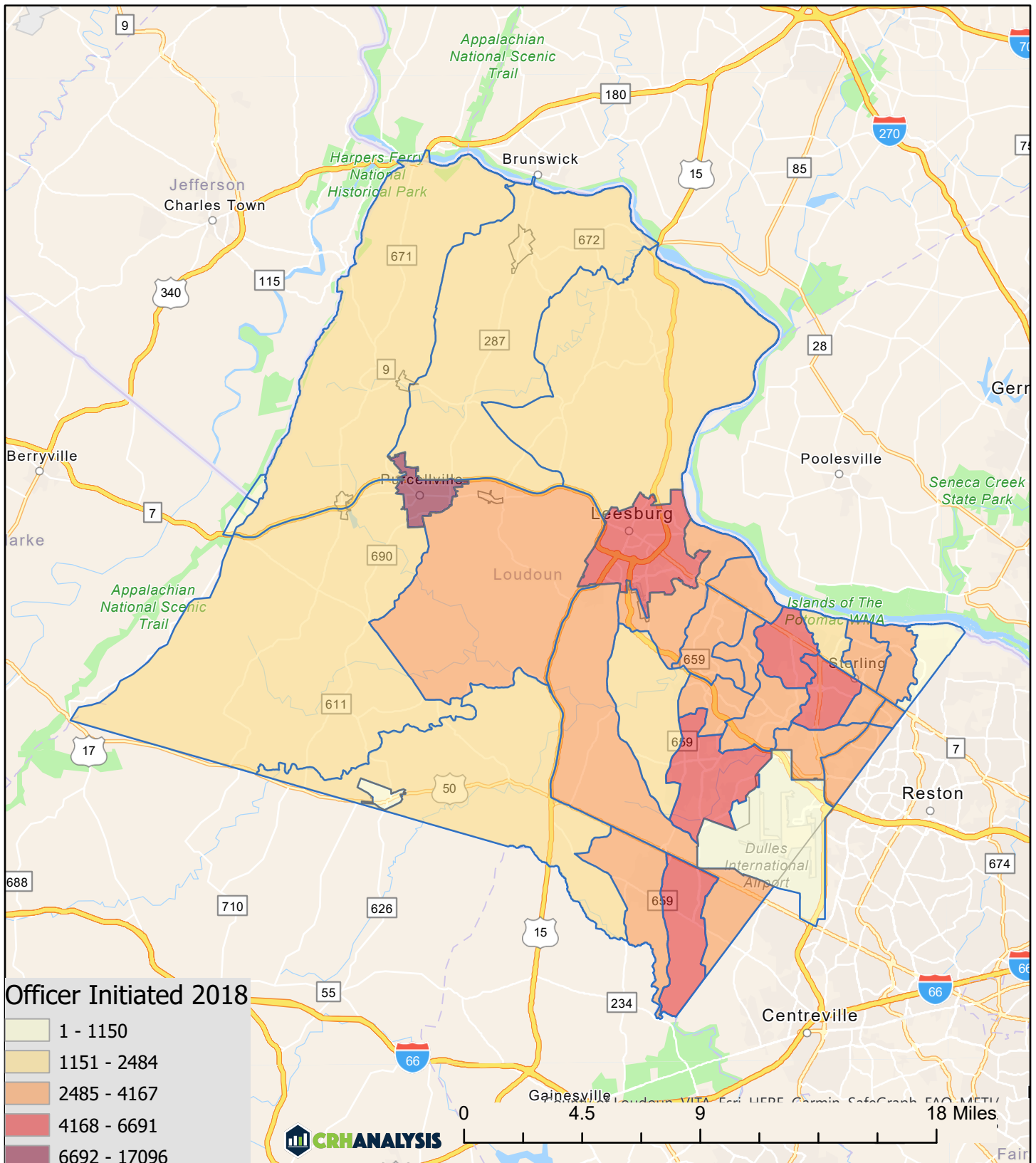
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Loudoun County

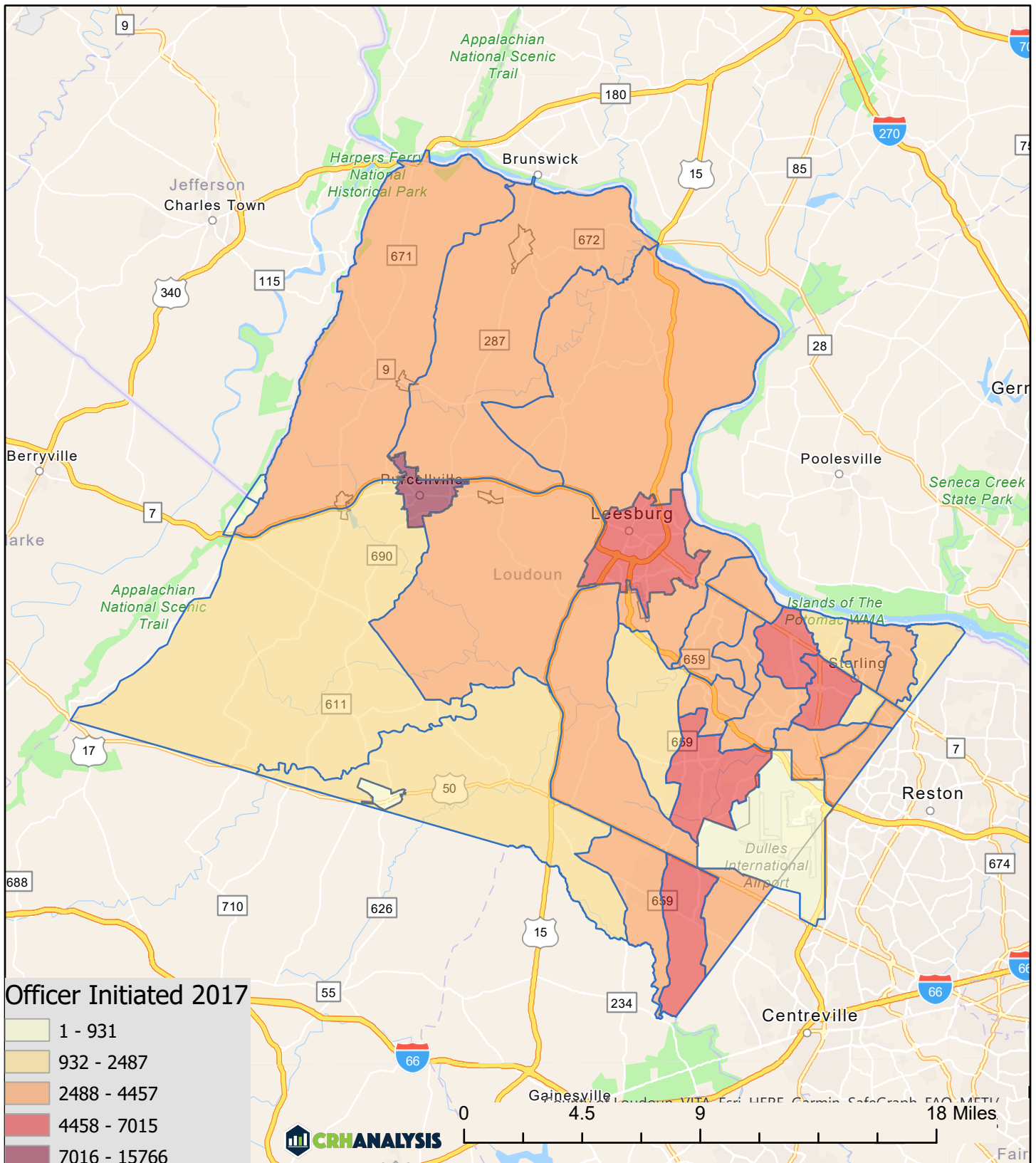
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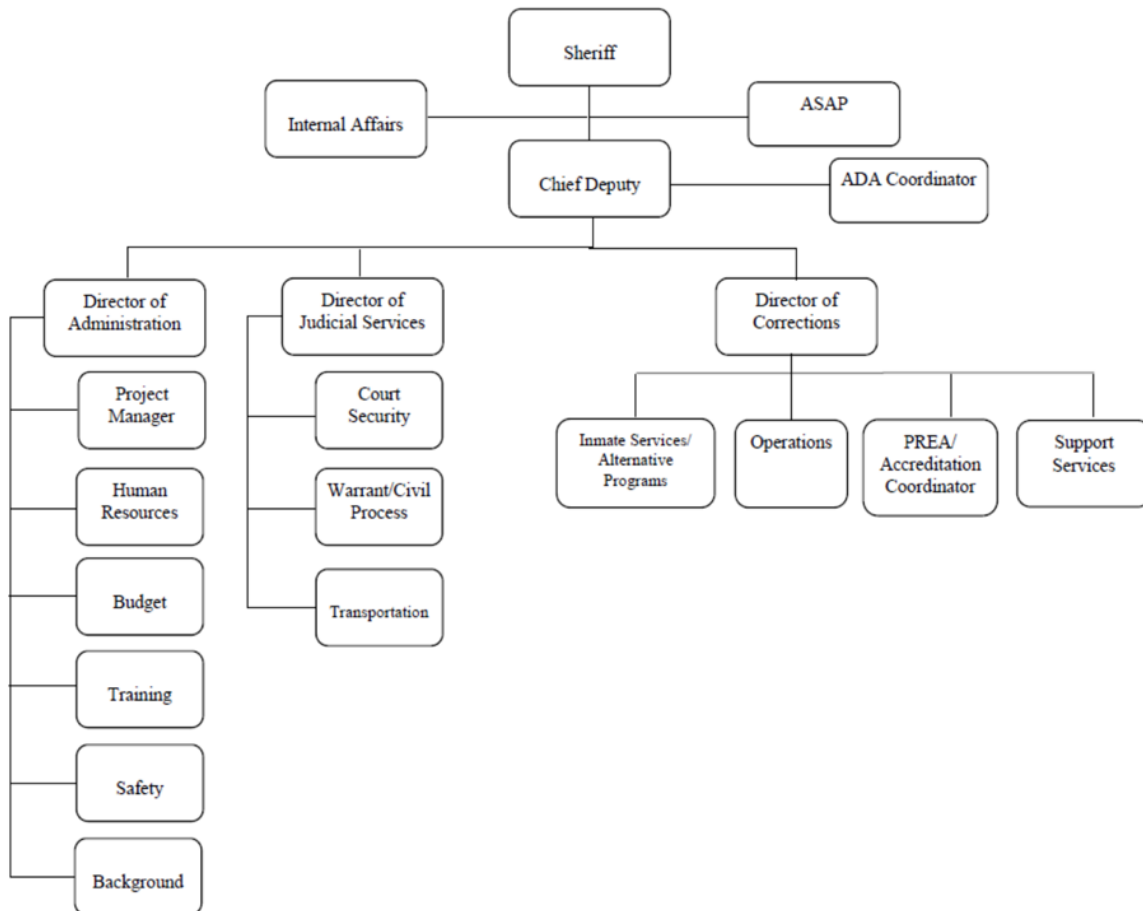
Loudoun County

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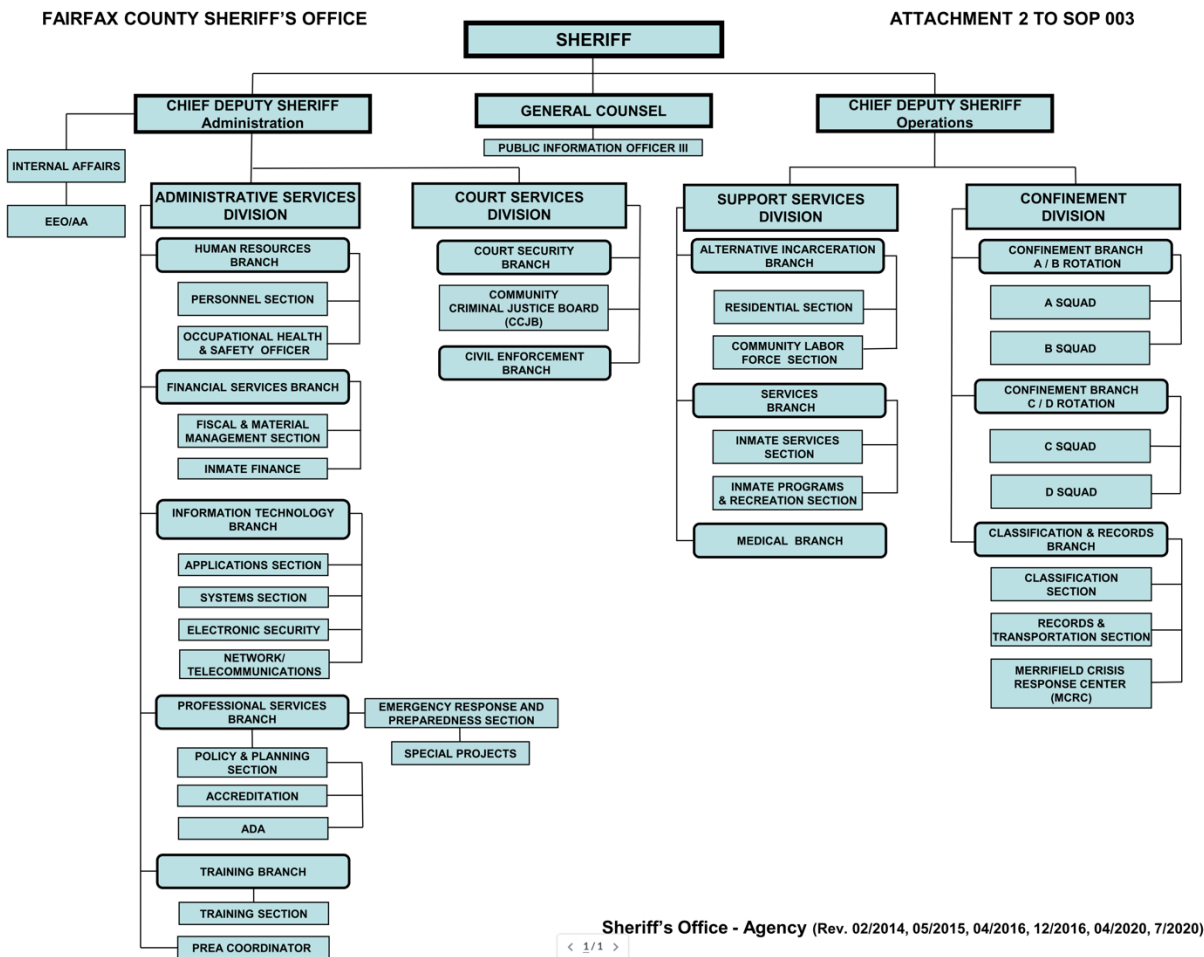


Appendix E: Comparison Org Charts

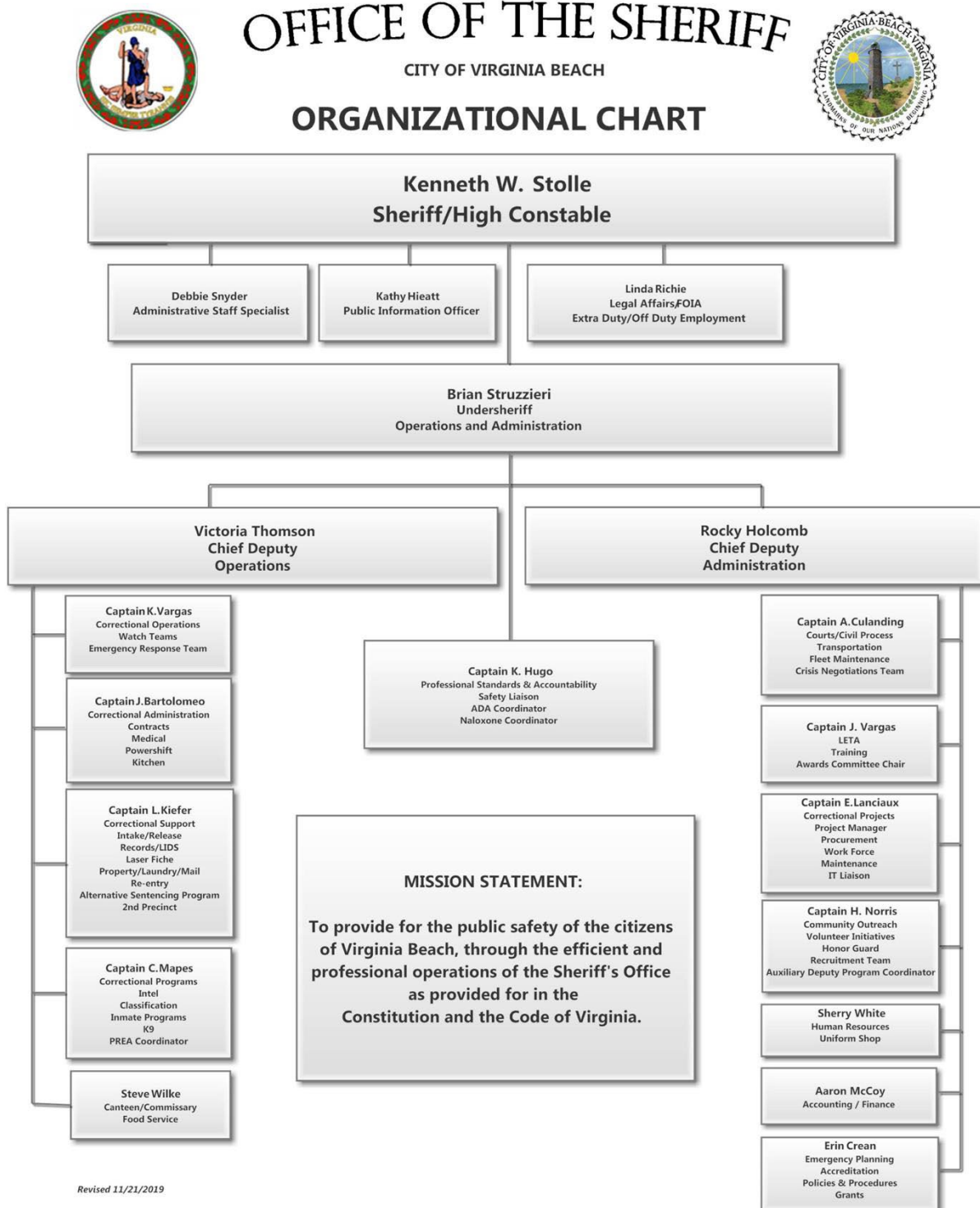
Arlington County Sheriff's Office



Fairfax County Sheriff's Office



Virginia Beach Sheriff's Office



Prince William County Sheriff's Office

