

**BOARD OF SUPERVISORS
FINANCE/GOVERNMENT OPERATIONS AND
ECONOMIC DEVELOPMENT COMMITTEE
INFORMATION ITEM**

SUBJECT: **FY 2018 Budget Development – Loudoun County Sheriff’s Office**

ELECTION DISTRICT: Countywide

STAFF CONTACTS: Erin McLellan, Management and Budget
Michael Chapman, Sheriff’s Office

PURPOSE: The purpose of this item is to present Sheriff’s Office service level needs for the FY 2018 budget development process.

BACKGROUND: At the July 12, 2016, meeting of the Finance/Government Operations and Economic Development Committee, staff presented its first budget outlook item for the FY 2018 budget development process. The item presented several issues that are affecting departments’ abilities to maintain current, preferred, or mandated service levels and other challenges that may be causing service gaps that may need to be addressed in the FY 2018 budget. In order for the Board of Supervisors (Board) to gain a better understanding of the issues, staff will be presenting themed service level papers throughout the fall to the Committee to clarify service level concerns and begin to shape resource allocation priorities ahead of the County Administrator’s presentation of the FY 2018 Proposed Budget in February 2017.

These service level papers are not intended to provide the Board with an exhaustive list of resource requests that will come through the internal budget development process. They are meant to provide additional information on topics that staff is aware may be high-priorities for the Board as well as multi-departmental issues that need to be considered in advance of the Proposed Budget development so that they might be fully vetted and so that the Board has time to engage in meaningful discussion at a time where distinct action is not required.

ISSUES: In coordination with the Loudoun County Sheriff’s Office (LCSO), staff has identified three strategic priorities for agency operations heading into the FY 2018 Budget Process. These priorities include the Body Worn Camera Program, expanding Search and Rescue operations with Unmanned Aircraft System (UAS) capabilities, and School Resource Officers (SRO) Program expansion for middle and high schools in the Town of Leesburg. These law enforcement programs will require additional resources to address the service level needs in the LCSO and other County agencies.

Body Worn Camera Program

The LCSO initiated a Body Worn Camera (BWC) pilot program in September 2015 with the implementation of 42 cameras assigned to patrol, traffic, and correctional deputies. The BWCs were purchased with U.S Department of Justice, Justice Assistance Grant (JAG) funding, and the data storage component was purchased through Evidence.com (owned by TASER International, Inc.). The BWC policy was created to comply with applicable Virginia Code, accreditation procedures, and law enforcement best practices. Law Enforcement agencies from the Northern Virginia Criminal Justice Academy, Metropolitan Washington Council of Governments, Baltimore City Police Department, and International Association of Chiefs of Police were consulted in creating the LCSO Body Worn Camera policy. The pilot program has been successful for the LCSO and camera footage has been used as the current level of service for evidence in criminal and traffic cases, training for deputies, officer safety enhancement, and performance review and accountability by commanders and supervisors.

The LCSO seeks to enhance the current level of service for the BWC program in three additional phases from FY 2017 to FY 2019. The chart below summarizes the implementation.

Phase	BWC Roll-out
1 – Pilot Program (FY 2016)	42
2 - FY 2017	77
3 - FY 2018	100
4 - FY 2019	131
Total	350

The LCSO anticipates adding 77 BWC units utilizing 2015 JAG grant funding (\$28,541), and FY 2016 Year-end fund balance (\$142,308) for equipment maintenance and data storage services for the BWCs issued in the pilot program and phase 2 roll-out (119 total). The LCSO has determined 77 additional cameras is a reasonable phase 2 expansion of the program considering the training, data storage, review of footage for evidentiary value for the Commonwealth’s Attorney’s Office (CWA), and law enforcement video FOIA requests. The LCSO intends to outfit approximately 231 deputies in phase 3 and 4 with BWC equipment to complete program implementation.

The LCSO has identified several issues with BWC program during the initial pilot phase that were considered in this request. The primary issue is cameras are reasonably inexpensive, but the cost of data storage creates a substantial recurring expense each year. If the additional 77 cameras are

approved, the annual contractual services budget will need to increase by \$142,308 (\$1,200 per camera) for secure data storage, maintenance and replacement of both cameras (every two-years) and Tasers (every five-years), and back-office applications for locating and reviewing video data.. For cameras added in future phases, the data storage, maintenance, and replacement costs are estimated at \$1,200 per camera, annually.

Impacts to Other Agencies: Additionally, the LCSO and the Department of Information Technology (DIT) have discussed the potential infrastructure improvements that will need to occur for the County’s network to accommodate the volume of BWC units uploading video data to TASER’s secure hosted servers. The LCSO indicated that BWCs will use a wired docking system in the stations versus wireless connectivity to process the data uploads. Currently, DIT has no immediate network bandwidth concerns with the initial 42 BWC units in use. However, DIT indicated the need to evaluate the network infrastructure, for each of the sites where uploads would occur, prior to the implementation of each BWC phase, to determine if IT system upgrades are needed and the associated cost.

As the LCSO continues to grow and BWCs become an industry standard for issued equipment, the cost of data storage will likely continue to increase. The amount of time existing staff spends on video review for evidentiary, discovery, and FOIA requests will also increase, and additional technology personnel will be need to accommodate the workload capacity issues. Currently, LCSO video copy requests have increased by 1,565, from 1,211 in FY 2015, to 2,776 in FY 2016.

The Commonwealth’s Attorney’s Office workload will be impacted by the LCSO BWC implementation (350 total cameras) due to increased video evidence review in order to comply with statutory and ethical obligations related to the litigation discovery process. The additional personnel needed for the CWA Office is four (4) attorneys, and two (2) administrative support staff. This personnel recommendation is based on BWC Program impact discussions with other Virginia jurisdictions that have fully implemented the technology. The baseline CWA staffing factor is one (1) additional attorney for every 100 BWCs deployed by law enforcement. Additionally, the CWA workload could be further impacted, if other law enforcement agencies (i.e. Leesburg Police, Purcellville Police, Middleburg Police, Virginia State Police, Northern Virginia Community College campus police, MWAA Police) with jurisdiction in Loudoun County implement the BWC technology.

School Resource Officer Program Expansion into Town of Leesburg Schools

Currently, the Leesburg Police Department assigns officers to all middle and high schools (3 middle and 3 high schools) in the Town, except the Douglass School (staffed by LCSO SRO). The County has an existing informal funding agreement (70/30 cost share) with the Town of Leesburg regarding SRO coverage at middle and high schools within the Town limits. Currently, the County pays for 70 percent of the cost of Leesburg officers posted at these schools, and 70 percent of the officers’ time each year must be dedicated to school resource activities.

County staff has worked with the LCSO to explore the service needs for providing expanded SRO coverage at the six identified schools. The Sheriff has agreed that a need for dedicated SROs at

these schools exists, and would prepare a FY 2018 Resource Request to accommodate the service need (1 SRO-Sergeant, 6 SROs), if the Town no longer wanted to provide SROs. This would provide the needed SRO coverage at the schools and also allow the LCSO to utilize the deputies for other policing needs during the non-school months, such as:

- Patrol: to augment the field staffing and backfill assignments due to absences and training.
- Criminal Investigations Division: to investigate runaway cases, and juvenile crimes and complaints.
- Traffic complaints and enforcement: to conduct community-based or proactive patrols, self-initiate calls, and provide other directed assignments and operations.
- Other duties: to provide coverage at designated Loudoun County Public Schools that are open for summer school, or assist with educational camps, such as the R.E.A.L. (Raising Education Achievement Leadership) Camp, and McGruff Safety Camps.

Unmanned Aircraft System (UAS) for Search and Rescue Operations

The LCSO seeks to purchase a Lockheed Martin Indago Vertical Takeoff and Landing UAS for \$99,992 to aid search and rescue operations during missing person cases. The cost includes the drone unit, infrared and Project Lifesaver (PLS) payloads, drone software, training, FAA Certificate of Authorization, and limited maintenance. This specific UAS is compatible with Project Lifesaver antenna/payload capable of tracking Project Lifesaver clients. This equipment will expedite life saving measures when searching for missing persons. The utilization of the UAS will offer a level of evidence documentation not previously available for larger searches conducted on foot by multiple deputies. The UAS is superior to conventional aircraft for search and rescue needs, as the UAS provides the ability to set grid searches at lower altitudes and can enter perilous environments including threatening weather and in the presence of smoke, fire, hazardous chemicals and heavy rain. Most, if not all of these conditions would halt the use of a conventional helicopter. Fairfax County Police Department provides a helicopter for LCSO Search and Rescue operations as needed, per the mutual aid agreement.

The Code of Virginia § 19.2-60.1 allows for the warrant-less deployment of an Unmanned Aircraft System (UAS) for an Amber Alert, Senior Alert, and Blue Alert. Amber Alerts focus on missing children cases, Senior Alerts for senior citizens, and Blue Alerts are designed for threats against Law Enforcement Officers. An unmanned aircraft system may be deployed without a warrant (i) when an Amber Alert is activated pursuant to 52-34.3 (ii) when a Senior Alert is activated pursuant to 52-34.6, (iii) when a Blue Alert is activated to 52.34.9, (iv) where use of an unmanned aircraft system is determined to be necessary to alleviate an immediate danger to any person, (v) for training exercises related to such use, (vi) or if a person with legal authority consents to a warrantless search.

The LCSO has dedicated many resources to the Search and Rescue/ Project Lifesaver (PLS) Team. Currently, there are 52 deputies on the Search and Rescue Team, and all are trained in Project

Lifesaver. At this time the LCSO is monitoring 89 active Project Lifesaver clients with the total number of clients growing each year.

Currently, all search and rescue operations are conducted by trained deputies by foot, vehicle, ATV or helicopter. The majority of search and rescue call-outs are for PLS clients with an average search time of half an hour. These searches consist of teams of deputies carrying a PLS antenna/receiver searching for a signal from the clients transmitter while traversing fields, hillsides and rough terrain. Many searches take a considerable longer period of time due to terrain and the reported time of the incident. LCSO frequently requests assistance from the Fairfax Police Department Aviation Unit (Fairfax 1) on PLS searches, as it is equipped with a PLS payload (antenna). This request can take up to an additional hour of time pending the approval of the request.

The ability for the LCSO Search and Rescue Team to deploy a UAS carrying a PLS payload will expedite the search process, expand areas not currently being covered due to terrain or inclement circumstances, and reduce the amount of time a victim has to wait to receive medical treatment. The PLS program allows the LCSO to rapidly locate and rescue individuals with cognitive disorders who are prone to the life threatening behavior of wandering, including those with Alzheimer’s disease, Autism, and Down Syndrome. The UAS equipment will serve as an airborne asset and greatly improve the probability of a successful recovery across broad search areas. The equipment package includes a modified Lockheed Martin Indago UAV, a lightweight PLS digital antenna, a radiofrequency receiver payload, UAV flight and maintenance training, UAV flight certification and support in obtaining FAA-issued Remote Pilot Certificates for the individual operators. The Remote Pilot Certificate allows operators to meet the requirements of 14 CFR Part 107 authorizing them to operate small UAS in the US National Airspace.

FICAL IMPACT: Based on the evaluation of the three primary LCSO service needs, it is anticipated the following resources will be required to address current and expanded service level priorities. These are:

1. FY 2016 Year-end fund balance in the amount of \$142,308 for data storage, maintenance, and replacement for the 119 BWCs that were issued in the pilot program and phase 2. (Sheriff’s Office)
2. Request FY 2018 base budget funding for the phase 3 of BWC program implementation for the 219 deputies to be outfitted and contractual services costs for data storage, maintenance and replacement. (Sheriff’s Office)
3. Request FY 2018 base budget funding for network infrastructure upgrades to accommodate the volume of BWCs transferring data footage. (Department of Information Technology)
4. Request FY 2018 funding for a civilian technology/video system administrator to address the increase workload in video review, video copies, FOIA requests, and system maintenance and management. (Sheriff’s Office)

5. Request FY 2018 funding for four (4) attorneys and two (2) administrative support staff for the Commonwealth’s Attorney’s Office to accommodate the increased workload related to BWC video evidence review for the litigation discovery process. (Commonwealth’s Attorney)
6. Request FY 2018 funding for seven (7) School Resources Officers (1-SRO Sergeant and six (6) SROs) to address the service need, if the Town of Leesburg no longer wants to provide SROs. (Sheriff’s Office)
7. FY 2016 Year-end fund balance in the amount of \$99,992 for the purchase of a UAS for Search and Rescue operations, to include Project Life Saver Program. This cost includes the drone unit, infrared and PLS payloads, drone software, training, FAA Certificate of Authorization, and limited maintenance. (Sheriff’s Office)

The Department of Management and Budget will continue to work with LCSO to assess the resources needed to maintain current service levels and present prioritized needs in the FY 2018 Proposed Budget.