

Chesapeake VIRGINIA



Chesapeake Police Department Performance Audit September 3, 2019 – April 30 2020

Final Report

9/15/2020

CITY OF CHESAPEAKE, VIRGINIA
AUDIT SERVICES DEPARTMENT

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Table of Contents

Sections & Descriptions	Page References
Cover Letter	5
Special Acknowledgements	7
Management Summary	8
Summary of Key Findings	25
Detailed Report	27
Section I: Audit Objective, Scope, & Methodology.....	28
A. Introduction.....	28
B. CPD Performance Information.....	33
Section II: Findings and Recommendations	
C. Mental Health Crisis.....	42
D. Staffing Challenges	49
1. Summary Analysis of Position Turnover in the Police Department.....	51
2. Employee Retention Survey Results.....	70
E. Challenges of an Aging Fleet.....	78
F. Police Training Academy Facility Needs.....	86
G. Other Relevant Facility Needs	96
Exhibits	
a. A. CPD Budget for FY2020.....	29
b. B. CPD Budgeted Expenditures for FY2020	29
c. C. Why Mental Health Matters in Public Safety	43
d. D. Percentage of Survey Respondents Reporting Work – Caused Depression	46
e. E. Top 5 Body Parts, Injury type& Accidents Causes by Incurred Cost for the City of Chesapeake from 7/1/2014-7/1/2019.....	69
Tables	
1. Ratio of Sworn Officer to Population for Each Locality 2019.....	34

2. Overall Analysis of Police Department Employee Turnover (April 1, 2011 through October 13, 2019	52
3. Positions with the Highest Number of Vacant Months	53
4. 13 Positions with Four or Less Complements Where Positions Turned over an Average of Less than 5 years.....	54
5. Positions with the Highest Frequency of Turnover.....	54
6. Positions with Higher than 50% of Complements That Experienced Turnover	55
7. Analysis of Police Officer Positions	56
8. Analysis of Field Training Officer Positions	57
9. Analysis of Dispatcher Positions	57
10. Top PSAP Metrics report 1/1/2019 through 12/31/2019	59
11. PSAP Answer Time Report 1/1/2019 through 12/31/2019	60
12. Analysis of Animal Control Positions	61
13. Analysis of FT Office Coordinator and FT VCIN OFC Sys Specialist Positions	62
14. Summary Table of All 657 CPD Positions and their Turnover Rates	64
15. CPD Five Year Loss Frequency and Severity 7/1/2014 through 7/1/2019.....	68
16. Retention Survey Responses	71
17. 2017 CFM Customer’s Handbook 2.3 Vehicle Replacement	79
18. 37 CPD Vehicles that Exceeded the Useful Life of the Vehicles with Cumulative Repair Costs that Exceeded Original Purchase Prices	81
19. 9 CPD Vehicles with Repair Costs that Have Exceeded Purchase Prices	82
20. 1 CPD Vehicle with Missing Replacement Date and Repair Costs that Have Exceeded the Original Purchase Price	82
21. 32 Additional Vehicles with Cumulative Repair Costs that Will Exceed Original Purchase Prices within the Near Future (Emerging Issue).....	83
22. Audit Observations of the CPD Training Academy as of September 24, 2019.....	92

Appendices

A. Official CPD Management Response	98-101
B. Supplemental Letters addressed to citizens.....	102-104
C. Photos of the Police and Sheriff Training Academy Facilities.....	105-107

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September 15, 2020

The Honorable Richard W. West and
Members of the City Council
City of Chesapeake
City Hall – 6th Floor
Chesapeake, Virginia 23328

Dear Mayor West and Members of the City Council:

We have completed our review of the Chesapeake Police Department for the period of September 3, 2019 – March 31, 2020. Our review was conducted for the purpose of determining whether the Department was providing services in an economical, efficient, and effective manner, whether its goals and objectives were being achieved, and whether it was complying with applicable City and departmental policies and procedures. We also reviewed and evaluated procedures, practices, and controls of the various divisions of the CPD on a selective basis. All divisions of CPD, including Operations, Administrative, Emergency Communication Center, and Public Safety Training were subject to evaluation.

We conducted this performance audit in accordance with Generally Accepted Government Auditing Standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusion based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

CPD provided both emergency and non-emergency services for the City and its residents. CPD's primary services included enforcement of existing laws, testifying in court, responding to citizen concerns, transportation of apprehended individuals, animal services, and the promotion of crime prevention techniques and behaviors.

For Fiscal Year (FY) 2020, the Department had an operating budget of just over \$62.2 million. The budget was allocated over seven program areas with the Operations Bureau receiving almost \$34 million, Investigations Bureau just over \$12.3 million, and E911 Operations just over \$7.3 million. Other program areas included Administration (approximately \$3.2 million), Public Safety Training (approximately \$2.1 million), and Animal Services (almost \$2.7 million). CPD had an authorized complement of 401 sworn positions and approximately 182 civilian positions.

These complement numbers have remained relatively unchanged over the last three budgets despite the City's increase in population of over 16,000 citizens since 2015.

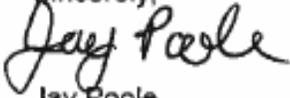
With the assistance of CPD, we identified performance information that was relevant to the department's operations. We also identified and addressed any additional problem areas as requested by the CPD or determined from the audit itself. These areas included a review of staffing and retention issues, aging of the CPD vehicle fleet, and the condition of the Training Academy and other relevant facility needs.

To conduct this audit, we reviewed and evaluated City and Department policies, procedures, operations documents, and reports, both internal and external. We also conducted extensive site visits to obtain a general understanding of various departmental processes. We discussed these audit areas and conducted interviews with departmental management and various other personnel.

Based on our review, we determined CPD had accomplished its overall mission of providing a variety of services that were critical to the operations of the City. However, we did identify several areas of concern that needed to be addressed. Those areas included timely access issues to obtaining professional mental healthcare specific to the needs of Public Safety first responders, maintaining adequate staffing levels to address staff challenges caused by retention issues, the aging and continued maintenance of the police fleet, and the deteriorating condition of training academy and other CPD facilities.

This report, in draft, was provided to Department officials for review and response and their comments have been considered in the preparation of this report. These comments have been included in the Managerial Summary, the Audit Report, and Appendix A. The Department concurred with most of the report's recommendations and has either implemented or begun the process of implementing many of them. The Department's management, supervisors, and staff were very helpful throughout the course of this audit. We appreciated their courtesy and cooperation on this assignment.

Sincerely,



Jay Poole

City Auditor

City of Chesapeake, Virginia

C: Christopher Price, City Manager
Robert Geis, Deputy City Manager
Chief Kelvin Wright, Police Chief

Special Acknowledgements

We want to extend our heartfelt thanks to all the men and women of the Chesapeake Police Department for their unselfish service and commitment to the citizens of the City of Chesapeake. Our hope is that this audit serves as a tool to provide the City Council, CPD Leadership, and City Management with the necessary insight for continuous improvement to the operating conditions for all who serve in pursuit of Public Safety with the Chesapeake Police Department. May you all stay safe and healthy during this Coronavirus pandemic.

Special thanks to Colonel Wright, Chief of Police and Lieutenant Colonel Solesky, Deputy Chief and to all of the Command and Administrative staff who took time to meet with us and for allowing us free and unfettered access to the staff both civilian and sworn; departmental policies, procedures, and standards; operational data, financial and vehicle fleet data; and crime statistics; and for working together with us to conduct the departmental employee surveys which provided insight into reasons for employee retention issues within the CPD. We wanted to express tremendous appreciation for the civilian and sworn personnel who participated in our audit surveys and for their honest opinions of what was important to them. All of this information provided valuable insight into police operations and was relevant to truly understand the strengths, weaknesses, opportunities, and threats posed to the current and future state of CPD from many perspectives.

Also, thank you to all the CPD personnel, both civilian and sworn, as well as personnel external to the department within the Central Fleet Management, Human Resources, Risk Management, Information Technology, City Attorney's office, and Clerk of the Circuit Court who met with us or provided information within their specific areas of responsibilities for this audit.

Many thanks to all the CPD Law Enforcement personnel who participated as instructors, outside of their normal schedules, for their contribution toward the Chesapeake Citizen's Police Academy, and for their excellence and professionalism in providing detailed insight into their specific areas of expertise; and to the S.W.A.T. and the K-9 teams for some very eventful demonstrations.

Finally, I want to thank and recognize my Audit Services Department staff. Special thanks to Darren Padilla for her leadership on this audit and preparing this report, and to Mark Crist, Adriane Fisher, and Keith Jeter for their meaningful contributions, assistance, and support throughout this audit.

Management Summary

Section I: Audit Objective, Scope, & Methodology

A. Introduction

We have completed our review of the City of Chesapeake Police Department (CPD) for the period September 3, 2019 to April 30, 2020. Our review was conducted for the purpose of determining whether CPD was providing services in an economical, efficient, and effective manner, whether its goals and objectives were being achieved, and whether it was complying with applicable City and departmental policies and procedures. The audit included a review and evaluation of procedures, practices, and controls of the various divisions of the CPD on a selective basis. All divisions of CPD, including Operations, Administrative, Emergency Communication Center, and Public Safety Training were subject to evaluation.

We conducted this performance audit in accordance with Generally Accepted Government Auditing Standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusion based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

CPD provided both emergency and non-emergency services for the City and its residents. CPD's primary services included enforcement of existing laws, testifying in court, responding to citizen concerns, transportation of apprehended individuals, animal services, and the promotion of crime prevention techniques and behaviors.

For Fiscal Year (FY) 2020, the Department had an operating budget of just over \$62.2 million. The budget was allocated over seven program areas with the Operations Bureau receiving almost \$34 million, Investigations Bureau just over \$12.3 million, and E911 Operations just over \$7.3 million. Other program areas included Administration (approximately \$3.2 million), Public Safety Training (approximately \$2.1 million), and Animal Services (almost \$2.7 million). CPD had an authorized complement of 401 sworn positions and approximately 182 civilian positions. These complement numbers have remained relatively unchanged over the last three budgets despite the City's increased population of over 16,000 citizens since 2015.

With the assistance of CPD, we identified performance information that was relevant to the department's operations. We also identified and addressed any additional problem areas as requested by the CPD or determined from the audit itself. These areas included

a review of staffing and retention issues, aging of the CPD vehicle fleet, and the condition of the Training Academy and other relevant facility needs.

B. CPD Performance Information

The Department has grown from its early days when it was just several small sections to a department that is faced with a growing population, a large sprawling city, and environments ranging from airports, and industrial sites to swamps. The Department serves a city of 353 square miles and over 247,207 citizens (estimated and noted in the 2020 Budget.) The Department's core mission was "In partnership with the community, to promote a safe city through prevention of crime and enforcement of laws." The Department has met its operational goals by having five Precincts and a cadre of over 583 well trained and highly qualified police officers, dispatchers, and other professionals. The Department was responsible for responding to over 148,272 emergency calls during FY 2017-18.

1. Law Enforcement CALEA Accreditation

The Police department earned its second CALEA accreditation award on July 26, 2017, effective over a four year period. The CALEA accreditation is the premier credential for public safety agencies which, when earned, demonstrates the organization's commitment to professionalism and adherence to standards promulgated by the board of CALEA commissioners. According to the CALEA Accreditation report, "the program is intended to enhance the organization service capacities and effectiveness, serve as a tool for policy decisions and management, promote transparency and community trust, and establish a platform for continuous review. CALEA Accreditation is the Gold Standard for Public Safety Agencies and represents a commitment to excellence."

2. Sworn Officer to Citizen Ratio

CPD had the highest ratio of citizens per sworn officer in the region for 2019 (633). Of the eight cities that were compared in our study, Chesapeake had the fourth smallest complement of sworn officers even though it had the second largest population in 2019. Virginia Beach had the largest number of sworn officers but was second in the ratio of citizens per officer. The population sizes and sworn employee data included in this comparison were reported by the Virginia State Police and UVA Weldon Cooper Center for Public Service as of October 31, 2019.

3. Life in Hampton Roads Report¹

The CPD fared favorably in a survey conducted by Old Dominion University. In 2018 the question was asked about whether or not citizens **trusted the local police**. CPD received a rating of 89.90% from those survey respondents who stated that they trusted the CPD a “great deal or somewhat.” This was the highest percentage of the seven Hampton roads cities. Virginia Beach came in second with a rate of 86.45% in this same category.

In 2016 the question was asked about the **level of satisfaction** with the local police. CPD had 93.3% respond that they were ‘very satisfied or somewhat satisfied’ with the CPD. This was the highest percentage of the seven Hampton Roads cities. The next city, Virginia Beach, was at 86.9%. However, the same question was asked in the 2017 survey and Chesapeake was third with an 84.7%. This was a drop of 8.6% from the prior year. In 2017 Virginia Beach was first with a positive response rate of 91.1% followed by Suffolk with 90.4%.

4. Organization

The Department was organized into three bureaus: Investigations, Operations, and Support.

- The **Investigations Bureau** included the Criminal Investigations Section, Vice and Narcotics Section, Criminal Intelligence and Gang Unit, Public Information Officer, and Crime Line Coordinator.
- The **Support Bureau** included Central Records, Public Safety and Emergency Communications Center, Ethics and Conduct Unit, Property and Evidence; Uniforms, Equipment, and Fleet Management, and the Law Enforcement Training Academy.
- The **Operations Bureau** included all five Police Precincts, the Special Operations Section, Crime Prevention Unit, Police Chaplain Unit, Special Weapons and Tactics Team (S.W.A.T.), Underwater Search and Recovery Team, Marine Patrol, Traffic Enforcement, K-9 Unit, Warrant Unit, Auxiliary Police, Animal Services Unit, Community Resources Unit, and the Police Explorers.

¹ The “Life in Hampton Roads Report” is the end product of an annual survey conducted by the Old Dominion Social Science Research Center (SSRC). The purpose of the survey was to gain insight into local citizens’ views and perceptions on the quality of life in Hampton roads and on various topics such as transportation, traffic, police, and education. Each year the questions changes so there was not a comparable question year to year.

5. CPD Precincts & Beats

As of June 2020, the Department had five precincts to cover the 353 square miles of the City. These precincts were strategically located throughout the City to provide quick and responsive service. These precincts were further divided into police beats with 25 beats.

6. CPD Community Initiatives

In addition to its core operational responsibilities, the CPD was involved in many community initiatives. We highlighted eight of them to show how the department has expanded its effort to reduce crime and educate the community about the CPD throughout the city.

7. Emerging Issue – Police Reform

On June 8, 2020 Chesapeake experienced its largest peaceful protest in almost 50 years when hundreds of protestors marched down Cedar Road, from Mount Church, to the Chesapeake City Hall. The "March for Racial Justice", was put together by a newly formed coalition of black pastors. The march was to protest the death of George Floyd, while in the custody of the Minneapolis, Minnesota police. The march was part of a broader nationwide response that called for communities to review their police department's use of excessive force and the lack of accountability of police officers who use excessive force against citizens. Police departments were being asked to develop policies and procedures that minimized the potential for lethal force encounters, provide more oversight of police officers' behavior, and allow for more community based policing approaches. The CPD will have to address these concerns in the near future. (Letters from the Chief of Police and Mayor addressing this issue are included in Appendix B.)

Section II: Findings & Recommendation

C. Mental Health Crisis

While the CPD had peer support teams available to identify and provide the assistance available from peers, this situation still required better access to professional mental healthcare services that specialized in the needs of first responders in order to address hypervigilance and other common reactions caused by increased exposure to high stress emergency situations.

Finding - The City did not have a focused work group nor a process in place to determine the adequacy of the EAP program and its professional mental health services for the City's first responders in the Police Department and other Public Safety departments. CPD has seen and continues to experience high employee turnover in law enforcement personnel resulting in mandatory overtime for the remaining police force and other emergency personnel.

Recommendation: CPD should continue its efforts through its Peer Support Team to provide peer support for CPD's first responders. In support of the CPD's Peer Support Program effort, the City should consider establishing a focused work group to develop and make recommendations to the Council for improving access to mental health care services for first responders.

The focus group should be comprised of representatives that include, but are not limited to, the Police, Fire, and Sheriff Departments, Human Services and CIBH representatives, mental health professionals, Chesapeake Health Department, CISM and Peer Support leaders, and other state and local government officials. The focus group should consider strategically addressing:

- Disparities in access to mental health care and solutions to improve access at the departmental level
- Sufficiency of first responder mental health coverage
- Sufficiency of first responder organization human resource policies to support first responder mental health training
- The effectiveness of methods for assessing a first responder's mental health and any potential solution for identified issues
- Any specific barriers to first responder mental health access

Response –

Mental Health Crisis

The Police Department “agrees” with the Auditor’s findings with regard to Mental Health Crises. Over the years, it has become increasingly apparent to us that we fall short in prevention of mental health crises with Public Safety Personnel. Prevention includes assessing, treatment, and maintenance of personnel, who as a matter of operational and investigative functions, are exposed to various forms of trauma. The 21st Century Policing Report clearly advises that it is of paramount importance to protect the mental health and well-being of police officers.

At the direction of the City Manager, the Process Improvement Officer has formed a team to identify the best practices for delivery of mental health services to Public Safety Personnel and other positions in City government that are exposed to trauma on a regular basis and those that experience incidents that rise to the fore where clearly some form of “trauma informed care” is appropriate.

D. Staffing Challenges

The CPD was experiencing the consequences of high employee position turnover such as exorbitant overtime costs² and high worker’s compensation claims³. The high employee position turnover was creating staffing retention challenges mostly related to pay compression issues and a lack of a guaranteed step pay plan competitive with other neighboring localities and other public and private organizations.

Finding: The CPD experienced 11 FT positions with a turnover rate in excess of 200%-300% over an eight year span beginning April 1, 2011 through October 13, 2019. Over the same time period the CPD had nine positions with a turnover rate in excess of 100%-191.67%. While all the CPD positions were mission critical to the operations of the department, turnover appeared to be most problematic within the FT Police Officers, Field Training Officers, Dispatcher 1 & 2 positions, Animal Control Officer 1 positions, FT Office Coordinator positions, VCIN OFC Systems Specialist positions, seasonal School Crossing Guard positions, as well as other positions with low complement sizes.

The low retention resulted in a myriad of repercussions to both CPD civilian and sworn employees. An employee survey and a review of HR Clearance Forms completed by former employees brought out many issues that the CPD staff was experiencing as a

² \$11.9 Million in overtime from FY2015-FY2019 (averaging approximately \$2.4M per year from FY2015-FY2019)

³ Approximately \$2.7M in worker’s compensation claims from FY2014 through FY2018

result of high employee position turnover. Some of these relevant issues included low employee morale, work-life balance issues caused by mandatory overtime, limited promotional advancement opportunities resulting in seasoned employees terminating their employment or retiring, loss of institutional knowledge, and increased risk of life or death to officers and citizens when undertrained officers with poor attitudes handled high risk encounters.

1. Summary Analysis of Position Turnover in the Police Department from April 1, 2011 through October 13, 2019

Based upon our analysis, 63.47% of its positions experienced turnover with approximately 36% that did not experience any employee turnover over an eight year span from April 2011 through mid-October 2019. Of the 657 CPD occupied positions, 417 positions experienced turnover a total of 727 times. The overall turnover rate for the CPD was 110.65%. This turnover resulted in 5,112 months of temporary employment vacancies until positions were filled. Most problematic was the turnover in the frontline Police Officer positions and dispatcher positions that experienced temporary vacancies of 2,183 and 946 months, respectively. This was among other relevant police positions that were also analyzed. This situation was compounded by the fact that the CPD was operating with less than the number of budgeted sworn positions which created an undue hardship for the department.

2. Employee Retention Survey Results

During 2020, Audit Services in coordination and cooperation with the CPD conducted two surveys of its employees for the purpose of determining what was needed to improve employee retention within the CPD. One survey was addressed to the civilian employees of the department while the second survey was addressed to the sworn employees.

Survey Responses Analyzed:

- The surveys found that there was overwhelming support for such pay initiatives as **guaranteed pay increases at service milestones based on years of service** (94.32% Civilian and 99.6% Sworn) and **raising the entire salary scale for a position when it is necessary to raise starting salaries** (97.72 Civilian and 95.97% Sworn). Almost 90% of the Civilian responses also indicated that it was very important to them to know that their annual pay increases in a step plan was in place to allow for financial planning.

- Also of importance was the **opportunities for advancement** (88.64% Civilian) and pay increases for obtaining a college degree (62% Sworn). Tuition reimbursement was also of some significance to the civilian staff (57.95%)
- Both groups stated that **opportunities for professional development and increased training opportunities** was significant (78.16% Civilian and 85.08% Sworn).
- Sworn officers were also interested in **opportunities to temporarily work in a variety of units or assignments** (73.79%), **exploring different work schedules** (69.35%), and **relaxing the (5) continuous years requirement to (4) years as a sworn police officer with the CPD in order to participate in the Community Resident Vehicle program** (61.29%).
- However, **in a sharp contrast, both groups indicated that they did not favor opportunities for increased overtime hours** (37.50% Civilian and 42.74% Sworn).

The civilian and sworn survey respondents were able to provide their thoughts in a comments section at the end of the survey. The low retention resulted in a myriad of repercussions to both CPD civilian and sworn employees. An employee survey and a review of HR Clearance Forms completed by former employees brought out many issues that the CPD staff was experiencing as a result of high employee position turnover. Some of these relevant issues were highlighted below:

- There was low employee morale throughout the organization due to the constant turnover and the increased demand to absorb the added responsibilities of unfilled positions that the CPD was experiencing each year.
- Remaining employees were required to fill the vacancies with exorbitant amounts of mandatory overtime hours with little time to decompress, get the proper rest and exercise, and work-life balance in order to maintain a healthy mental and physical state.
- Staff was not always able to get vacation leave approved or develop themselves through professional developmental programs because of the low staffing levels.
- Staff had seen others end their employment with the CPD for promotional advancement opportunities in other agencies due to the limited ability to advance within the department.
- Staff had also seen others leaving for retirement due to undue physical and mental health and stress related issues.

- There was a loss of institutional knowledge when seasoned law enforcement police officers resigned from the CPD leaving less experienced officers to fill these vacant supervisory gaps.
- Employees were “training” at CPD and then leaving for more financially rewarding jobs with other local, state, and national police departments as well as with private security firms. When employees terminated their employment with the CPD, the City lost the training and on-going continuing professional education investment made in these former employees.
- Lower productivity, low morale, and high turnover placed both the officers and the citizens of Chesapeake at risk by potentially having under trained, officers with poor attitudes handling high risk encounters that could easily turn into life and death matters depending on how well the officers handle the situation.

This situation potentially placed both the officers and citizens in danger by increasing workforce injuries, increasing response times to emergency calls, decreasing the number of available officers that can respond to emergencies, and increasing the risks of depression and suicide brought on by hypervigilance and high stress levels that are typically found in law enforcement and other first responder positions. This situation also resulted in officers performing incompatible duties issues simply because there was not enough staff.

Recommendation: The City Council in coordination with the City Manager is planning a compensation study to address the competitiveness of salaries and compression issues. Consideration should be given to evaluating both the civilian and sworn employees’ pay scales and benefits and restructuring them, as necessary, to remain competitive in the Hampton Roads market, both the civilian and governmental. We also recommend that the City develop a process that will allow the CPD as well as other city departments the ability to monitor position turnover and retention rates at the department level. The retention data could be used by CPD as a tool to monitor the staffing levels relevant to their department as future changes are made to address salary compression and benefits. The CPD should also continue monitoring the rate of answered and unanswered calls to monitor the efficiency and effectiveness of 911 citizen responses.

CPD should also:

- Consider all of the comments and recommendations from the CPD law enforcement personnel’s retention surveys including, but not limited to,

- Working with the Central Fleet Management to consider relaxing the Community Residential Vehicle (CRV) Program from a five year commitment requirement to a lower requirement.
- Looking into alternative scheduling options to reduce the rotating shifts for officers, and improve court appearance scheduling to improve work-life balance, reduce overtime, and reduce the impact of officer fatigue;
- Improve opportunities for self-development and enhance advancement opportunities;
- Continue conducting *annual* surveys of its civilian and sworn staff to get the most timely and relevant feedback that would not normally be obtained from the normal chain of command;
- Hire sufficient staffing levels to allow officers to use more of their leave time for the proper rest that would allow them to continue their work efficiently and effectively.

Response –

Staffing Challenges

Partially Agree

The Audit Report correctly points out the high turnover rate of the “police officer and dispatcher” positions. These are our initial gateways to the organization. We expend a great deal of resources recruiting, screening, hiring and training people to be police officers and/or dispatchers. A recent report completed by the City’s Human Resources Department titled “FY 2019 Workforce AT A GLANCE” should be used to give a greater understanding of turnover within the Police Department.

We do our due diligence to ensure candidates who desire these critical positions are indeed mentally and physically fit to perform the essential tasks of the positions they are about to assume. We go so far as to offer ride-a-longs prior to hire, physical fitness workouts, and sit down and observe experienced dispatchers so they can get a feel for what lies ahead. We have also provided mentors, engaged family members to be supportive of their loved ones as they start a major life journey in law enforcement. Nevertheless, the job is complex, demanding, stressful, and dangerous. But it is also rewarding, enlightening, and never ending.

We lose most candidates early in the process, usually the first day or weeks of training and then throughout their probationary period which is 24 months. Once people make it through their probationary period, they are more likely to remain a member of the organization and go on to a long, rewarding career.

The same holds true for our dispatcher positions. Their job is complicated, demanding, stressful, and critical to our overall success. We make use of the latest the latest technology to help us manage and dispatch calls for service, but the interactions and communications with citizens who are experiencing extremely traumatic events is taxing on the people who deliver critical Public Safety Services.

The Audit Report references “Employee Retention Survey Results” which cites pay and advancement as issues that were the most important to people in the organization. The Department has worked closely with Human Resources to design and implement “Career Development” programs to create greater opportunities for different work assignments and compensation. The program’s design are desirable and achievable. However, all of these programs are limited by the available funding.

A close examination of the data included in the Audit Report who reveal that there is more than adequate opportunity for personnel to experience “lateral movement” to other assignments in the Police Department. Furthermore, we have recently instituted a “90 day assignment” to specialty units throughout the organization. We have increased opportunities for sworn personnel to work temporary assignments in specialty units and are determining the efficacy of lowering the 5 year hurdle for a CRV to 4 years. These action items are being done to increase retention and job satisfaction.

E. Challenges of an Aging Police Fleet

We analyzed CFM Fleet records pertaining to the CPD vehicles to determine the condition of 100% of CPD’s active vehicle fleet inventory as of December 20, 2019. There were a total of 415 items included on CPD’s active vehicle equipment list as of 12/20/2019. Audit Services’ scope included reviewing data collected on 414 CPD active vehicles. CPD’s active fleet includes models dating back as early 1998⁴ to 2019. We noted that the CPD fleet was experiencing an increase in obsolescent vehicles.

Finding - CPD’s active Fleet was growing obsolete at a faster pace than the rate at which it was being replaced. As of June 2020 our analysis showed that CPD was experiencing exorbitant repair costs to maintain an aging fleet – resulting in an avoidable financial obligation in excess of \$1.5 million to repair and maintain obsolete vehicles.

We noted that approximately 30% of CPD’s active fleet would have already been surplus and/or replaced if vehicles were rotated out of the fleet based on CFM’s targeted replacement dates. Seventy-nine of the 414 active vehicles in its fleet (19.08%)

⁴ This range does not include the 1963 CPD historical vehicle used in parades.

with high mileage and excessive repair costs could have been classified as obsolete equipment. The 79 vehicles include 47⁵ vehicles identified with excessive repair costs plus 32 vehicles with repair costs that were within 80% to 100% of the original purchase price. (The latter is an emerging issue.)

1. Analysis of the CPD Fleet

The data analyzed was provided by both the CPD Support Bureau and the CFM. Data pertaining to original cost, replacement dates of vehicles, and work order detail were provided by CFM AssetWorks database with a cut-off date of 11/19/2019. Specialty equipment items (generators, boat equipment, etc.) and a confiscated vehicle #ES126 that was not maintained by the CFM were not included in this analysis. Vehicle ES126 was not included in the data reviewed for this reason.

The summary of findings for each analysis is provided below.

- **Mileage Analysis¹².** Odometer readings from the active fleet included:
 - Sixteen (16) vehicles (3.86%) had mileage that exceeded 150,000 miles
 - One hundred and six (106) vehicles (25.60%) had mileage greater than 100,000 and less than or equal to 150,000.
 - The CPD fleet also included 292 vehicles with mileage less than 100,000 miles which made up 70.53% of the remaining active fleet.
- **Vehicle Replacement Analysis.** The data was reorganized to analyze recorded replacement dates. One hundred twenty-four (124) or 29.95% of the 414 active vehicles were still being used beyond Central Fleet's targeted replacement dates identified in the City's AssetWorks system by one or more years. The cut-off date used to measure the timeframe beyond replacement years was 11/19/2019. The period beyond the replacement years in this category ranged from a low of 1.42 years to a high of 15.03 years. (Note: The CPD's 1963 Ford vintage car (#E063) as well as two other vehicles (#E436 & #E195) did not include replacement dates documented in the CFM AssetWorks records).
- **Analysis of Vehicle Repair Costs.** The data was reorganized again from the perspective of cumulative repair costs. Forty-nine (49) of the 414 active vehicles (11.84%) had total repair costs in excess of the original purchase price of the vehicles. Almost \$1.5M was spend on repair costs for those 49 vehicles. The total of original prices was approximately \$1.2M with cumulative repair costs for those vehicles surpassing the original prices by a total of \$366,082.42.

⁵ (37+9+1)

¹² Does not include equipment #ES126.

As a result, the CPD fleet was not being replaced in a timely manner despite a combination of indicative adverse assessments (such as high mileage, repair costs, depreciated values, diminishing returns, replacement dates, and equipment downtime) due to budgetary constraints, which hindered CPD from obtaining newer more efficient and effective vehicles. Additionally, the City experienced high repair costs to maintain a growing, aging fleet as the CPD was working to reposition emergency vehicles for full operational coverage.

A 2015 audit of the Fire Department found large apparatuses (such as Fire Engines and Ladder Trucks) not being replaced when the useful life of those assets were exhausted. This resulted in the Chesapeake Fire Department having to continue utilizing many obsolete vehicles for its Fire programs. CPD's Public Safety vehicles were experiencing the same issues in 2020 resulting in CPD having to continue utilizing many obsolete vehicles for its police programs. If this need is not addressed, the City will continue to experience high repair costs to maintain an aging fleet; and CPD and other public safety departments will continue to rely on high mileage, overtaxed vehicles that constantly battle mechanical breakdowns. Additionally, this situation will potentially endanger the officers who drive them as well as the citizens who rely on a timely response for emergency calls.

Recommendation - The City should consider revising the Vehicle Replacement policy to require that first responder vehicles be replaced when the odometer reading reaches 100,000 miles or sooner if a vehicle is considered obsolete and the City continues to spend more money on repair costs than the vehicle's worth.

The CPD should work with CFM to obtain summary information on the repair costs for each vehicle so that the CPD can monitor the costs of those repairs for replacement purposes. Additionally, with regard to risk management and safety, the City should consider allocating resources to allow CPD to upgrade safety features in PD cars such as automated braking that could be turned off if necessary but would be helpful in preventing front end collisions. Also, a device that monitors seatbelt use would be helpful to reduce worker's compensation claims. Risk Management met with the Deputy Chief and discussed non-seat belt use in some collisions a few months ago and a policy change was initiated by the Police.

Response -

Aging Fleet

Agree

The quantity and quality of our fleet has always ebbed and flowed with the prevailing financial conditions of the national economy. CFM continues to keep us apprised of the number of vehicles in our fleet and the overall condition of the vehicles. Up until the recent onset of the COVID 19 Pandemic, adequate funding was in place to dramatically improve the quality of our patrol vehicles despite the substantial increase in the costs of acquisition and up fitting of patrol vehicles.

The police department will continue to work closely with CFM and utilize allocated funding to replace older police vehicles as resourcefully as possible. Additionally, we will take advantage of modern technologies that make our police vehicles safer to drive and more reliable on the road. For example, our newest vehicles in the fleet are programmed with a seat belt usage enhancement option. All recent additions to the fleet have rear view cameras, reverse sensors and pre-collision assist systems built in. All advanced options come at a cost to the consumer and will add to the challenge of keeping up with our aging fleet. Worthy of repeating and of discernible concern, 30% of the police vehicle fleet has aged beyond targeted replacement dates. In these challenging times, our fleet must continue to be made a priority.

F. Police Training Academy Facility Needs

We toured the Police Training Academy and identified significant problems with its physical conditions. These problems could violate OSHA standards as well as lead to mold, vermin, and other health related issues.

Finding - The Police Training Academy facility lacked the necessary space and physical work environment needed for the staff and recruits. Additionally, the facility had reached the end of its useful life and was already showing signs of deterioration due to water damage caused by constant flooding, deteriorating structures, sink holes in the ground, and water in the underground storage beneath the parking lot.

This situation also resulted from budgetary limitations. If not addressed, they could potentially endanger the health and safety of City personnel and Police and Sheriff recruits. Unabated mold has been known to contribute to respiratory ailments in humans including allergies and infections. Occupants utilizing the facilities were routinely exposed to the mold and were potentially at risk. This situation also resulted in potential non-

compliance with OSHA standards and guidelines.

Recommendation: The City had plans to move forward on building a new training facility for all of its Public Safety Departments. We recommend that the City continue its efforts as funds become available and consider all of the Training Academy needs when planning and designing the new training facilities.

With the increasing use of virtual meeting room technology during this COVID-19 pandemic (such as Zoom and Microsoft Teams), the city should reevaluate the need for physical meeting room spaces and spaces requirements for the Customer Call Center at the PSOC building. Possibly reconfigure the internal architectural design and the outdoor landscape to accommodate for indoor and outdoor running tracks and workout gyms and exercise spaces. As an option, the design could include the installation of modular walls similar to those used in hotel ball rooms to size rooms based on need. The design should also address the need for adequate administrative and instructor offices, class rooms with computing and printing capabilities, space for scenario/practical training, adequate lunchroom facilities, adequate bathroom and locker room facilities, and appropriate storage for all of the Public Safety departments and the City's new recruits. Consideration should also be given toward how other public recreation centers and private organizations (such as the YMCA and other gyms) have laid out their buildings and parking for more efficient and effective maximum utilization of space when designing plans for all of the City's Public Safety Training Academy needs. If parking limitations becomes an issue consider making remote parking at other City owned locations available with regularly scheduled bus trips. This would allow recruits to be transported to and from these remote locations to the PSOC building.

Until the new facility is constructed CPD and the Sheriff's Office should coordinate with Facilities Maintenance to address the existing issues to the extent feasible. Such action could help to mitigate some of the health and safety risks faced by employees at the facility.

G. Other Relevant Facility Needs

We identified additional facility needs for the Police Headquarters, Evidence Room, and Vice and Narcotics Section

Finding - The Police headquarters building and evidence room had space limitations, and some Vice and Narcotics Section space needed maintenance and a safe.

Police staff needed adequate facilities to proper complete their assigned

duties. We identified the following space concerns for CPD:

- **The Public Safety CPD Headquarters 1st Precinct Employee Space Limitation.** The 1st precinct did not have enough space for its employees. An observation of the facilities showed several rooms where employees, desks, and computers were living and existing in cramped quarters. There was also not enough space to place room dividers for privacy for these workers.
- **Storage Needs for the Evidence Room.** Audit Services also observed the evidence room and note a lack of storage space as the CPD Evidence room staff were at the mercy of the Commonwealth Attorney's office and other layers of Law Enforcement to authorize the destruction or release of items in the evidence room.
- **Facility Needs for Vice & Narcotics Section.** The Vice & Narcotics Division facility was also in need of flooring and weather stripping for the police officers using the facility. The property was being leased by the CPD at an undisclosed area. The lease required CPD to be responsible for all of the interior while the landlord was responsible for the exterior. The lease also required the CPD to maintain liability insurance as part of the lease. Also, confidential funds used to make drug purchases was only secured in a locked filing cabinet within a locked room.

Recommendation - The City should place a priority in addressing all of the facility needs to address space limitations in the 1st Precinct and Evidence Room. Consideration should also be given to reconfiguring the unutilized space where the City's original 911 Call Center was located and incorporating that space into the plans of the new architectural design of the Public Safety Building.

The City should move forward with its Capital Project plans for the expansion of the Police Evidence Room to address the space needs. With regard to the Vice & Narcotics Division location, the City should renegotiate the lease agreement to lower the rent in order to use funds in order to make the necessary repairs. Otherwise, relocate the Unit to another location. Finally, more security such as a dual controlled safe and security cameras should be placed over the confidential funds stored in the facility.

Responses to both F and G –

Police Training Academy Facility Needs

Agree

At present, the City has engaged a vendor to review, analyze and recommend replacement, renovations and upgrades to both the Public Safety Building and Chesapeake Law Enforcement Training Academy. Both of these facilities are in excess

of 40 years old and require substantial capital to address present and future needs. Replacement and/or renovations to these critical facilities must occur soon. As the Audit Report indicates, the 1st Precinct is in dire need of renovation and additional space. The Evidence Storage Facility is nearly reaching capacity as the laws governing both records and evidence retention have changed which require longer retention times.

With regard to the securing of confidential funds by Vice and Narcotics, a more robust means of security has been implemented.

FY2020 CPD PERFORMANCE AUDIT

SUMMARY OF KEY FINDINGS

18,542

No. of Chesapeake Crimes in FY2019 Reported to the VA State Police

110.65%

Overall CPD Employee Position Turnover Rate (4/1/2011 through 10/13/2019)

\$11.9M

CPD Overtime Costs associated with staff retention issues (FY2015-FY2019)

16

No. of CPD Vehicles with mileage that exceeded 150,000 miles.

\$1.5M

The City's financial obligation already made to repair & maintain obsolete vehicles for the CPD Fleet

1941

The year the Dept. of Defense built the Administrative Training Building

MENTAL HEALTH CRISIS

While the CPD had peer support teams available to identify and provide the assistance available from peers, this situation still required better access to *professional* mental healthcare services that specialized in the needs of first responders in order to address hypervigilance, depression, and other common reactions caused by increased exposure to high stress emergency situations.

- The City did not have a focused work group nor a process in place to determine the adequacy of the EAP program and its professional mental health services for the City's first responders in the Police Department and other Public Safety departments.
- If timely access to mental health of the City's Law Enforcement personnel is not addressed, this situation will continue to worsen as the City continues to experience excessive increases in emergency calls involving such things as increased occurrences of domestic violence and substance abuse during this Coronavirus Disease 2019 pandemic.

STAFFING CHALLENGES

The high employee position turnover was creating staffing retention challenges within the CPD mostly related to pay compression issues and a lack of a guaranteed step pay plan competitive with other neighboring localities and other public and private organizations.

The CPD experienced:

- 11 FT positions with a turnover rate in excess of 200%-300% over an eight year span beginning April 1, 2011 through October 13, 2019.
- 9 FT positions with a turnover rate in excess of 100%-191.67% for the same time period.

While all the CPD positions were mission critical to the operations of the department, turnover appeared to be most problematic within the following position titles: FT Police Officers, Field Training Officers, Dispatchers 1 & 2, Animal Control Officers 1, FT Office Coordinators, VGIN OFC Systems Specialists, seasonal School Crossing Guards, as well as other positions with low complement sizes.

Consequences experienced:

- Low employee morale,
- Exorbitant amounts of mandatory overtime hours with little time to decompress creating work-life balance issues.
- Overtime costs totaled \$11.9M (FY15-19 averaging \$2.4M per year. High worker's compensation claims was \$2.7M over the last five years.
- Better promotional advancement opportunities in other agencies due to limited advancement opportunities within CPD.
- Loss of institutional knowledge when seasoned employees resigned.
- Potential for increased risk of injury and even death to officers and citizens resulting from lower productivity, low morale, and high turnover when less experienced officers are not prepared to deal with high risk encounters.

AGING OF THE POLICE VEHICLE FLEET

CPD vehicle fleet is growing obsolete at a faster pace than the rate at which it is being replaced. The data was showing that CPD was experiencing exorbitant repair costs to maintain an aging fleet – resulting in an avoidable financial obligation in excess of \$1.5 million to repair and maintain obsolete vehicles. Consequences to retaining an aging fleet:

- 16 vehicles (3.86%) had mileage that exceeded 150,000 miles.
- 106 vehicles (25.60%) had mileage greater than 100,000 and less than or equal to 150,000.
- 37 CPD police vehicles exceeded the useful life of the vehicles with cumulative repair costs that exceeded original purchase prices.
- 9 CPD vehicles that had not yet exceeded their useful life but had repair costs that have already exceeded purchase prices.
- 32 additional vehicles had cumulative repair costs that will exceed their original purchase prices within the near future (Emerging Issue).
- If the City does not address the urgent need to replace police vehicles timely, the City will continue to drive repair costs up to maintain an aging fleet; and the CPD, as well as other public safety departments will continue to rely on high mileage, overtaxed vehicles that constantly battle mechanical breakdowns. Additionally, this situation will potentially endanger the lives of the officers who drive them as well as the citizens who rely on a timely response for emergency calls.

AGING OF THE POLICE & SHERIFF TRAINING ACADEMY

A site visit of the Police Training Academy found that the current facilities on the premises did not accommodate for the necessary space and physical work environment needed for the staff and recruits. Additionally, the facilities had reached its useful life and was already showing signs of deterioration due to water damage.

- The building was built in 1941 by the Department of Defense. In 1972 the City took over the building. The building is lower than the surrounding fields and parking lot. As a result, the building has and will continue to experience flooding and damage caused by hurricanes and a steady increase in annual rainfall.
- There was no evidence within the City to show that air quality tests were occurring annually.
- Police and Sheriff share the training center. The class sizes have grown and are larger than the facility can withstand. Police have four coordinators who coordinate the limited room space, cafeteria space, bathroom breaks, etc.
- City placed a berm (a dirt mound) around the perimeter of to support the surrounding fields which is higher than the building itself. The City continues to spend good money over bad to repair ongoing water damage to the facilities.

1ST PRECINCT, EVIDENCE ROOM, VICE & NARCOTICS

- The 1st Precinct was also experiencing space limitations, overcrowded offices, & needed repairs.
- Evidence Room was experiencing storage limitations.
- Vice & Narcotics facility was leased and also in need of upgrades throughout. More security was needed over the confidential funds used to make drug purchases stored in the facility.

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Performance Audit of the Chesapeake Police Department

September 3, 2019- April 30, 2020

Detailed Report

Prepared by Darren Padilla, CIA, CRMA

Assisted by Mark Crist, CPA; Adriane Fisher, CICA; Keith Jeter, CICA

Section I, Audit Objective, Scope, & Methodology: Includes major observations and conclusions; and CPD Performance.

Section II, Findings & Recommendations: Includes an audit assessment of the Department's challenges and its impact on the efficiency and effectiveness of the City of Chesapeake Police Law Enforcement.

Issued 9/15/2020

CITY OF CHESAPEAKE, VIRGINIA
AUDIT SERVICES DEPARTMENT

Section I

Audit Objective, Scope, and Methodology

A. Introduction

We have completed our review of the City of Chesapeake Police Department (CPD) for the period September 3, 2019 to April 30, 2020. Our review was conducted for the purpose of determining whether CPD was providing services in an economical, efficient, and effective manner, whether its goals and objectives were being achieved, and whether it was complying with applicable City and departmental policies and procedures. The audit included a review and evaluation of procedures, practices, and controls of the various divisions of the CPD on a selective basis. All divisions of CPD, including Operations, Administrative, Emergency Communication Center, and Public Safety Training were subject to evaluation.

We conducted this performance audit in accordance with Generally Accepted Government Auditing Standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusion based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

CPD provided both emergency and non-emergency services for the City and its residents. CPD's primary services included enforcement of existing laws, testifying in court, responding to citizen concerns, transportation of apprehended individuals, animal services, and the promotion of crime prevention techniques and behaviors.

For Fiscal Year (FY) 2020, the Department had an operating budget of just over \$62.2 million. The budget was

The Chesapeake Police Department's core mission "in partnership with the community, is to promote a safe city through prevention of crime and enforcement of laws."

CPD Mission Statement

allocated over seven program areas with the Operations Bureau receiving almost \$34 million, Investigations Bureau just over \$12.3 million, and E911 Operations just over \$7.3 million. Other program areas included Administration (approximately \$3.2 million), Public Safety Training (approximately \$2.1 million), and Animal Services (almost \$2.7 million). CPD had an authorized complement of 401 sworn positions and approximately 182 civilian positions. These complement numbers have remained relatively unchanged over the last three budgets despite the City's increase in population of over 16,000 citizens since 2015.

With the assistance of CPD, we identified performance information that was relevant to the department's operations. We also identified and addressed any additional problem areas as requested by the CPD or determined from the audit itself. These areas included a review of staffing and retention issues, aging of the CPD vehicle fleet, and the condition of the Training Academy and other relevant facility needs.

Exhibit A: CPD Budget for FY2020

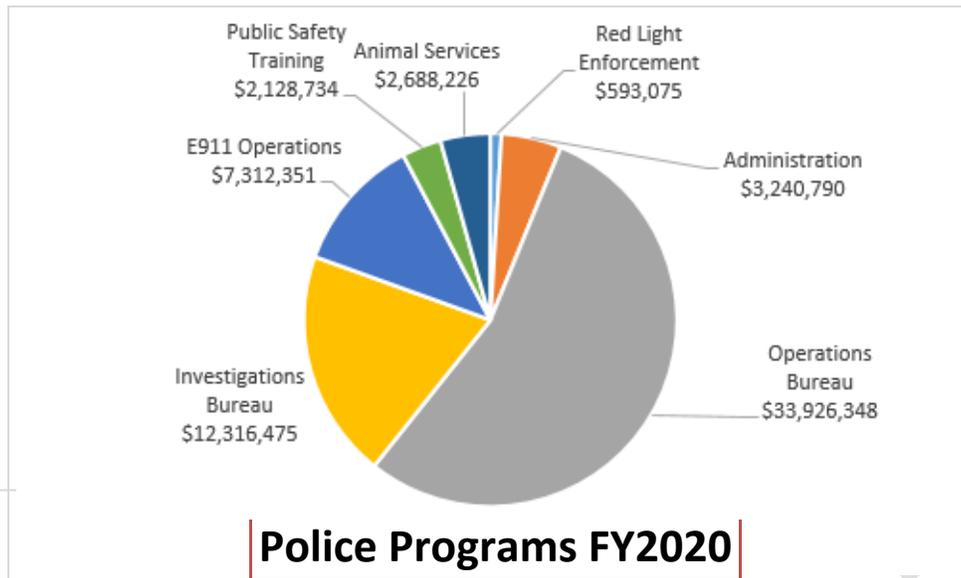
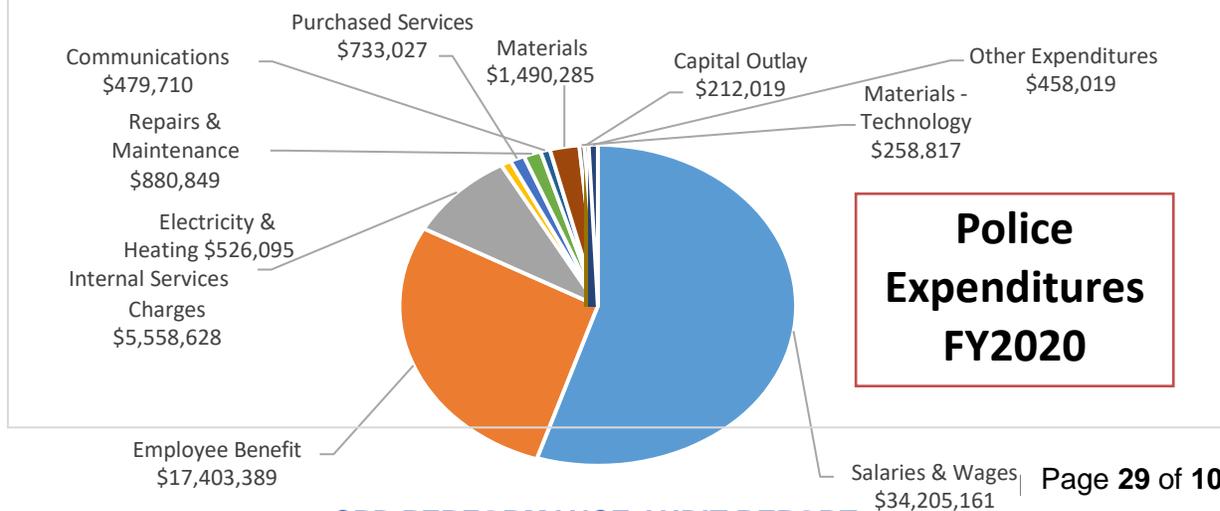


Exhibit B: CPD Budgeted Expenditures for FY2020



As of June 2020, the Department had five precincts strategically located in the City with its administration and command offices located on Albemarle Drive in the Great Bridge section of the City. CPD was also responsible for the emergency communication center (911) located in the PSOC building, the City's Animal Services and operation of the City's pound, and the Vice & Narcotics facility.

Major Observations and Conclusions

Based on our review, we determined CPD had accomplished its overall mission of providing a variety of services that were critical to the operations of the City. However, we did identify several areas of concern that needed to be addressed. Those areas included timely access issues to obtaining professional mental healthcare specific to the needs of Public Safety first responders, maintaining adequate staffing levels to address staff challenges caused by retention issues, the aging and continued maintenance of the police fleet, and the deteriorating condition of training academy and other CPD facilities.

This report, in draft, was provided to CPD officials for review and response and their comments have been considered in the preparation of this report. These comments have been included in the Managerial Summary, the Audit Report, and Appendix A. The CPD's management, supervisors, and staff were very helpful throughout the course of this audit. We appreciated their courtesy and cooperation on this assignment.

Audit Methodology

To conduct this audit, we designed an approach to assessing the people, processes, and technology to understand how these interrelated elements impact the efficiency and effectiveness of the delivery of Law Enforcement services to the citizens of Chesapeake. The approach catered to the needs of the City Council, City Management, and the CPD leadership who need a comprehensive and forward-looking view of their organization's human capital, process, and technology risks. Audit Services personnel worked together in coordination with the CPD Command Staff throughout all phases of the audit.

Phase I: Plan

Chesapeake Audit Services methodology utilized a top-down, risk-based approach to assessing, analyzing, and identifying the risks associated within the CPD. Audit Services utilized the Governmental Audit Standard to perform this risk-based assessment. The CPD Command Staff actively participated in this process by providing us their SWOT analysis from their perspective as well as identifying issues of "What kept them up at night."

Phase II: Assess

- a. Understanding the Current State

1. Gathered information from the CPD. The Command Staff was actively engaged in the forefront of this audit by providing us with a variety of information such as the latest CALEA accreditation report, police crime statistics, organizational charts, and documented processes, policies and procedures, if available. Information gathering also included interviews, observations, and reviewing data from other City systems and data available from the Virginia State Police and other localities for benchmarking purposes, and external sources relevant to this audit. We interviewed the Police Chief, Deputy Chief, Command Staff, Captains, Lieutenants and Sergeants, as well as the Police Academy Training leadership, E911 personnel, Animal Control personnel, and evidence room personnel to obtain an understanding of overall operations and details on specific areas of research.
 2. Participated in the 14 week Chesapeake Citizen's Police Academy to obtain a more in-depth understanding of each area of the department. Also participated in a few "ride-alongs" with members of the CPD staff to gain insight of the operations from their perspective and toured all Precincts to meet the staff at their locations. We also conducted site visits of all divisions within the Operations, Investigations, and Support Bureaus.
 3. Reviewed the CPD's policies, procedures, and practices relevant to the audit scope.
 4. Reviewed relevant City generated documentation in reference to position vacancies & Central Fleet Management.
- b. Test of Operating Effectiveness, Documentation, and Gap Analysis
1. Performed analytical tests to determine position turnover, including retention of both sworn and civilian personnel. Performed an employee survey to understand from the employees' perspectives what was needed to improve employee retention. Conducted an analysis of the costs to maintain and repair the vehicle fleet. Also, conducted interviews to understand issues with the Mobile and LERMS software.
 2. Gathered information on several functions within CPD related to performance indicators such as performance goals; performance measurements; internal controls to monitor the status of program goals; records maintained; guidelines and procedures; and other areas of interest. We conducted site visits of all Precincts, the Support Bureau Division, the Police & Sheriff Training Academy, Animal Services, 911, PSOC building, and various administrative areas including forensics and evidence, and the Vice & Narcotics facility.
 3. With the cooperation and coordination of the CPD Command Staff, we conducted two surveys. The surveys were distributed to both civilian and sworn employees. The surveys were conducted to gain more insight of the operations and the issues pertaining to employee retention. The survey was open-ended and gave respondents the opportunity to offer additional recommendations from their perspective.
 4. Identified trends and gaps in the City systems that affected employee

retention as well as vehicle and facility replacements.

Phase III: Report

- a. Developed a list of findings and recommendations associated with the risks identified in the audit, and shared the draft with the CPD management for their input.
- c. Prepared an executive summary of our overall findings, scope, and approach along with a detailed Audit Report to support the findings for presentation to the CPD and the City Council.

B. CPD Performance Information

The Department has grown from its early days when it was just several small sections to a department that is faced with a growing population, a large sprawling city, and environments ranging from airports, and industrial sites to swamps. The Department serves a city of 353 square miles and over 247,207 citizens (estimated and noted in the 2020 Budget.) The Department's core mission was "In partnership with the community, to promote a safe city through prevention of crime and enforcement of laws." The Department has met its operational goals by having five Precincts and a cadre of over 583 well trained and highly qualified police officers, dispatchers, and other professionals. The Department was responsible for responding to over 148,272 emergency calls during FY 2017-18.

1. Law Enforcement CALEA Accreditation

The Police Department earned its second CALEA accreditation award on July 26, 2017, effective over a four year period. The CALEA accreditation is the premier credential for public safety agencies which, when earned, demonstrates the organization's commitment to professionalism and adherence to standards promulgated by the board of CALEA commissioners. According to the CALEA Accreditation report, "the program is intended to enhance the organization service capacities and effectiveness, serve as a tool for policy decisions and management, promote transparency and community trust, and establish a platform for continuous review. CALEA Accreditation is the Gold Standard for Public Safety Agencies and represents a commitment to excellence."



The CALEA Accreditation Certificate issued to the CPD in 2017

2. Sworn Officer to Citizen Ratio

CPD had the highest ratio of citizens per sworn officer in the region. The following table compares the total number of citizens per each sworn officer in Chesapeake and other regional cities for 2019. The table shown on the next page shows that Chesapeake had the highest ratio of citizens to sworn officers for 2019 (633). Of the eight cities in the table Chesapeake had the fourth smallest complement of sworn officers even though it had the second largest population in 2019. Virginia Beach had the largest number of sworn officers but was second in the ratio of citizens per officer. The table below contains

population sizes (as reported by the UVA Weldon Cooper Center for Public Service) and sworn employee data (reported as of October 31st to the Virginia State Police.)

Table 1: Ratio of Sworn Officer to Population for Each Locality 2019

Number of Citizens per Sworn Officer – 2019			
Agency Name (Police Department Or Division)	Total Sworn Officers**	Population	Ratio of Sworn Officers to Population For Each Locality
Chesapeake	388	245,745	1:633
Virginia Beach	760	452,643	1:596
Suffolk	173	93,825	1:542
Hampton	285	135,753	1:476
Portsmouth	220	94,581	1:430
Newport News	445	181,000	1:407
Norfolk	691	245,054	1:355
Richmond	734	226,841	1:309

Footnote to Table 1:

**** The counts in the column entitled, “Total Sworn Officers” represent actual counts reported to the Virginia State Police by each police department as of October 31, 2019. As noted in the table above, Chesapeake’s Police Department was operating with 388 sworn officers, an amount less than the 401 number of sworn officers allocated in the City of Chesapeake budget.**

3. *Life in Hampton Roads Report*⁷

The CPD fared favorably in a survey conducted by Old Dominion University. In 2018 the question was asked about whether or not citizens **trusted the local police**. CPD received a rating of 89.90% from those survey respondents who stated that they trusted the CPD a “great deal or somewhat.” This was the highest percentage of the seven

⁷ The “Life in Hampton Roads Report” is the end product of an annual survey conducted by the Old Dominion Social Science Research Center (SSRC). The purpose of the survey was to gain insight into local citizens’ views and perceptions on the quality of life in Hampton roads and on various topics such as transportation, traffic, police, and education. Each year the questions changes so there was not a comparable question year to year.

Hampton roads cities. Virginia Beach came in second with a rate of 86.45% in this same category.

In 2016 the question was asked about the **level of satisfaction** with the local police. CPD had 93.3% respond that they were 'very satisfied or somewhat satisfied' with the CPD. This was the highest percentage of the seven Hampton Roads cities. The next city, Virginia Beach, was at 86.9%. However, the same question was asked in the 2017 survey and Chesapeake was third with an 84.7%. This was a drop of 8.6% from the prior year. In 2017 Virginia Beach was first with a positive response rate of 91.1% followed by Suffolk with 90.4%.

4. Organization

The Department was organized into three bureaus: Investigations, Operations, and Support.

- a. The **Investigations Bureau** included the Criminal Investigations Section, Vice and Narcotics Section, Criminal Intelligence and Gang Unit, Public Information Officer, and Crime Line Coordinator.
- b. The **Support Bureau** included Central Records, Public Safety and Emergency Communications Center, Ethics and Conduct Unit, Property and Evidence; Uniforms, Equipment, and Fleet Management, and the Law Enforcement Training Academy.
- c. The **Operations Bureau** included all five Police Precincts, the Special Operations Section, Crime Prevention Unit, Police Chaplain Unit, Special Weapons and Tactics Team (SWAT), Underwater Search and Recovery Team, Marine Patrol, Traffic Enforcement, K-9 Unit, Warrant Unit, Auxiliary Police, Animal Services Unit, Community Resources Unit, and the Police Explorers.

5. CPD Precincts & Beats

As of June 2020, the Department had five precincts to cover the 353 square miles of the City. These precincts were strategically located throughout the City to provide quick and responsive service. These precincts were further divided into police beats with 25 beats.

CPD Precincts and Beats (Day Shift)

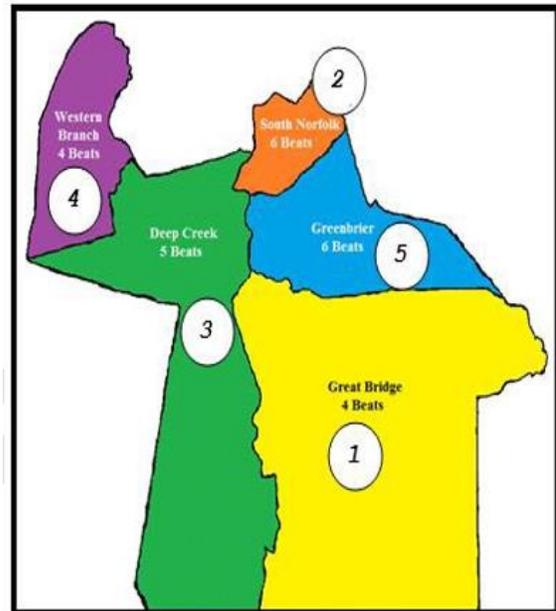
The **First Precinct** was located in the Great Bridge area and also serves as Police Headquarters. This precinct was responsible for patrolling 122.4 miles of the city, or 34.7%, utilizing 4 beats from 7:30 am – Midnight, and 2 beats from Midnight– 7:30 am. This area was mainly rural to suburban in nature.

The **Second Precinct** was located in the South Norfolk area. This precinct was responsible for patrolling 11.8 miles of the City, or 3.3%, utilizing 6 beats from 7:30 am – midnight, and 4 beats from midnight – 7:30 am. This area was mainly urban to suburban in nature, with some light industrial.

The **Third Precinct** was located in the Deep Creek area. This precinct was responsible for patrolling 160.7 miles of the city, or 45.5%, utilizing 5 beats from 7:30 am – Midnight, and 3 beats from midnight – 7:30 am. This area was mainly suburban to rural, with a large portion of swampland and increasing industrial uses.

The **Fourth Precinct** was located in the Western Branch area. This precinct was responsible for patrolling 24.7 miles of the city, or 7.0%, utilizing 4 beats from 7:30 am – midnight, and 2 beats from midnight – 7:30 am. This area was mainly suburban to rural.

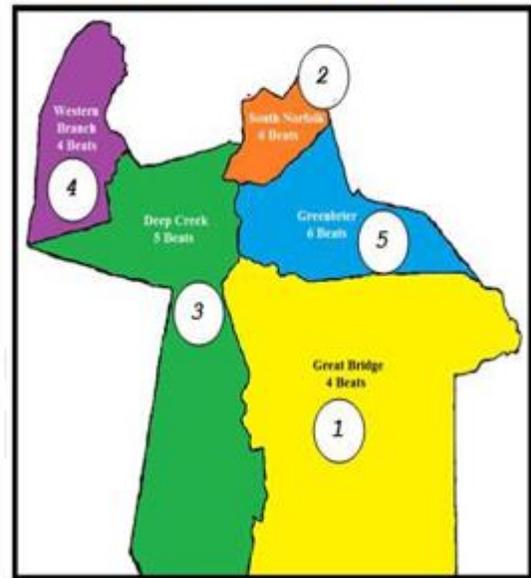
The **Fifth Precinct** was located in the Greenbrier area. This precinct was responsible for patrolling 33.4 miles of the city, or 9.5%, utilizing 6 beats from 7:30 am – midnight, and 2 beats from midnight – 7:30 am. This area was mainly suburban and retail.



Police Beats 7:30 am – Midnight

As the City has grown and expanded, the response time of officers has increased due to a higher volume of calls and more area to cover. In order to keep up with the growth in various areas of the City, especially areas that were once entirely rural and farmland, the CPD proposed a Bi-Annual Cycle Beat Expansion Program to increase the number of beats throughout the City and by extension the number of officers on patrol. The CPD has proposed for FY 2021 and FY 2022 adding one beat each to the 1st precinct (Great Bridge) and the 4th precinct (Western Branch.) For FY 2023 and FY 2024, CPD has proposed adding one beat each to the 5th precinct (Greenbrier) and the 3rd precinct (Deep Creek). For FY 2025 and FY 2026 CPD has proposed adding one beat each to the 1st precinct (Great Bridge) and the 4th precinct (Western Branch.) Once enacted, these changes would give the CPD additional patrol coverage to address the increased volume of calls and the City's growing size.

CPD Precincts and Beats



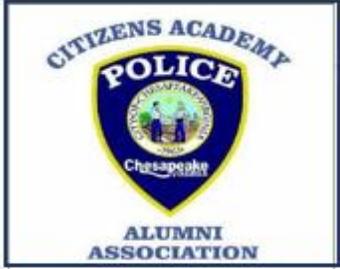
Police Beats



Left photo: The building to the left is the future location for Fire Station No. 7 & Police Precinct No. 6. The building is 17,000 sq. ft., and is located on City-owned land south of the intersection of S. Battlefield Blvd. and St. Brides Rd. Construction began in October 2019 and is scheduled to be completed in the Spring of 2021.

6. CPD Community Initiatives

In addition to its core operational responsibilities, the CPD was involved in many community initiatives. We wanted to highlight eight of them to show how the department has expanded its effort to reduce crime and educate the community about the CPD throughout the city.

- **CPD Supports Serve the City**, a community based program that combines efforts of the faith-based community, civic organizations, government, and businesses in order to serve and meet the needs of the community. The program's goals were to create partnerships between local businesses, communities, and governmental units in order to build trusting relationships, instilling hope, and transforming lives, within the targeted communities. This is done in part by creating cooperative projects, community events, out of school programs and other activities. These projects included helping repair houses, yard work, academic tutoring, meal distributions, and food drives. Statistics show that communities that supported the Serve the City program show significant reductions in robberies and other crimes.
- 
- **CPD Partners with the Chesapeake Citizen's Police Academy Alumni Association.** The Citizen's Police Academy was created to provide citizens of Chesapeake an opportunity to learn about police work and how the police department operates. Participants learn about several areas of police work, such as crime prevention, use of force, obtaining warrants, and received instruction from personnel within the department about the various department functions. The citizens were able to observe demonstrations from specialty units such as K-9 and S.W.A.T., participate in a "ride along" with a uniformed officer during a regular shift, and learn about firearms by interacting with the Use of Force simulator and shooting the department's issued weapon. Participants also were able to tour the City jail, local forensic labs, and the City courts. The Academy is a 14 week course that culminates in a graduation and continued membership in an alumni association.
- 

- CPD Partners with WCTV Chesapeake Television**, in 2019, the Homicide Unit teamed up with WCTV Chesapeake Television to help produce videos featuring unsolved crimes in order to bring attention to cold cases. The ten videos are available on multiple platforms including WCTV, YouTube, and Facebook. Since the production of those videos, the City has been successful in solving the case about Baby Daniel, a John Doe baby found dead in January 2003. While the video brought the case back before the public's eye it was the addition of a new member to the unit that helped solve the case. This member submitted evidence for DNA testing that had not previously been tested. The DNA test came back with a match. The Cold Case Unit was proud to report that a suspect was arrested in January 2020, seventeen years after the murder.



- CPD has a Coffee with a Cop Program.** The CPD works diligently to establish positive relationships with the community – and that includes adults and people of all ages. The events are held at a variety of places so that the CPD cops can meet the public where they are (i.e., High Schools, restaurants, Public Library, etc.) The objective of the program is to encourage interaction with police officers and to answer any questions about the department.



- CPD Provides Police Presence Throughout the City Municipal Center.** While the staffing levels did not increase, the CPD still provided and continues to provide additional police presence throughout the City Municipal Center in an effort to protect the citizens and staff as a result of the mass shooting incident that occurred in Virginia Beach in May 2019.
- Chesapeake Police Explorer Post 161.** Another well received program, sponsored by the CPD, was the Chesapeake Police Explorer Post 161, a program sanctioned by the Boy Scouts of America. The Explorers are a co-ed group made up of youths aged 14 – 20 who are interested in pursuing a career in law enforcement. The group meets twice a month with one of these meetings designated for training. Explorers assist the CPD and the Chesapeake Crime Prevention Council with a variety of activities throughout the year.
- Chesapeake Police Foundation.** The Chesapeake Police Foundation is a Non-Profit Organization formed to support members of the Chesapeake Police Department and the Community they serve. Each year the Foundation co-sponsors, in coordination with local businesses, programs like the 2019 Chief's Golf

tournament, the Dash for Donuts 5K and 1 Mile Fun Run held at the Dismal Swamp Canal Trail-Off Road, and the Brew & BBQ to raise money for its many causes.

- **The Chesapeake Police Auxiliary Unit** was created in 1956 as the Norfolk County Auxiliary Police Organization and took its current name when the City of Chesapeake was formed in 1967. The unit is made up of volunteers, from all walks of life, who have a desire to give back to their communities. The mission of the Auxiliary Unit is to provide a professional group of sworn, uniformed, volunteer officers to augment operations of the Chesapeake Police Department and perform other such law enforcement activities as may be directed by the Chief of Police with the goal of seamless operational integration. While auxiliary officers may be used to staff patrol cars or similar duties, the majority of their workload is to work special assignments. These special assignments may be things like supporting the Chesapeake Jubilee, providing football game security, or city council security. The auxiliary unit provides holiday season mall security patrols and security for venues requiring the presence of a uniformed police force.

7. *Emerging Issue – Police Reform*



Photo courtesy of Pilot Online

On June 8, 2020 Chesapeake experienced its largest peaceful protest in almost

Page 40 of 107

50 years when hundreds of protestors marched down Cedar Road, from Mount Church, to the Chesapeake City Hall. The "March for Racial Justice", was put together by a newly formed coalition of black pastors. The march was to protest the death of George Floyd, while in the custody of the Minneapolis, Minnesota police. The march was part of a broader nationwide response that called for communities to review their police department's use of excessive force and the lack of accountability of police officers who use excessive force against citizens. Police departments were being asked to develop policies and procedures that minimized the potential for lethal force encounters, provide more oversight of police officers' behavior, and allow for more community based policing approaches. The CPD will have to address these concerns in the near future. (Letters from the Chief of Police and Mayor addressing this issue are included in Appendix B.)

Section II

Findings & Recommendations

C. Mental Health Crisis

While the CPD had peer support teams available to identify and provide the assistance available from peers, this situation still required better access to professional mental healthcare services that specialized in the needs of first responders in order to address hypervigilance and other common reactions caused by increased exposure to high stress emergency situations.

Finding - The City did not have a focused work group nor a process in place to determine the adequacy of the EAP program and its professional mental health services for the City's first responders in the Police Department and other Public Safety departments. CPD has seen and continues to experience high employee turnover in law enforcement personnel resulting in mandatory overtime for the remaining police force and other emergency personnel.

According to CPD Policy & Procedure 2.61, Peer Support Program,

"I. PURPOSE

The purpose of this policy is to establish guidelines for a Peer Support Program (PSP), utilizing trained volunteers supported by mental health professionals, including members of the Employee Assistance Program (EAP). Peer Support Members (PSM) from the Police Department will also participate on the Critical Incident Stress Management (CISM) Team.

CPD's was experiencing the consequences of excessive employee turnover in Public Safety Law Enforcement Personnel, limited access to timely professional mental healthcare, and the effects of an aging vehicle fleet and training facilities.

Audit Services
Department

I. POLICY

The PSP is established for the express purpose of assisting Department personnel and their families who are suffering from stress-related problems or have experienced critical incident stress. The Program's services are available to all personnel, and a strict policy of confidentiality will be maintained regarding personnel identity and/or issues related to program utilization.

II. PROCEDURES

4. One-on-One intervention activities are managed by the PSP Coordinator, as appropriate. If, as a result of an intervention, a PSM is concerned about an individual employee's condition, the PSM will contact the PSP Coordinator regarding the concern.

Specific exceptions to confidentiality which a PSM **must** report to the PSP Coordinator include:

- a. Serious threat of suicide
- b. Admission or threat of serious unlawful conduct
- c. Admission of violation of State domestic abuse laws
- d. Admission of child abuse
- e. Upon legal service with an order to disclose, such order issuing from a court system and not from any other member(s) of the Department

5. PSM's will suggest that an employee contact EAP if counseling is considered appropriate."

Exhibit C: Why Mental Health Matters in Public Safety



Statistics provided by Mental Health First Aid for Public Safety⁸

Due to the stress caused by the nature of Law Enforcement work and (in 2020) the COVID 19 pandemic, Audit Services inquired about the City's current EAP contractor

⁸ <https://www.mentalhealthfirstaid.org/population-focused-modules/public-safety/>

and if it offered mental health assistance specific to the specialized needs of first responders in the Police Department; if the program differed from the general EAP program offered to the City's civilian staff; and if EAP provided the City with statistical data that would be useful for the city and department management in addressing the immediate and future mental health care needs of the Police force.

The City's Director of Human Resources provided the following response:

"EAP approaches all employees the same; however, if the employee is in a sworn public safety position, the employee is paired with a counselor that has experience working with public safety. EAP does not track utilization by department; therefore, I am unable to provide data on the other two questions.

EAP provides utilization data on the percentage of employees utilizing services and the presenting problem. As 95% of cases are self-referrals, the City only receives aggregate information on the presenting problem as well as other demographic information (e.g. length of tenure with the City). Public safety utilization represents a third of the City's overall utilization and this utilization has held steady for the last two years (38% in 2018 and 31% in 2019)."

Human Resources was also asked if Public Safety personnel were issued a satisfaction survey with regard to the mental health services provided by EAP.

No, HR does not conduct satisfaction surveys on EAP specifically. However, we recently bid EAP benefits in 2018 and had a representative from public safety on the panel when Bon Secours was selected. In addition, a representative from public safety will be on the panel to make the selection recommendation this year as well.

The CPD participated in the Fairfax 2019 survey⁹ which included 26 agencies across the state. The study came at a time when the psychological toll of public safety work had begun to gain more national attention. The survey¹⁰ found:

- "Nearly eight percent (7.8%) of first responders in this survey admitted to recent thoughts of suicide. By comparison, the estimated rate of suicidal thoughts in the general U.S. population is three percent. This is in a population that is presumably healthier than the general population at the

⁹ Source: 2019 Virginia Public Safety Mental Health Pilot Survey <http://fcop5000.org/wp-content/uploads/2019/08/2019-Fairfax-County-Police-Pilot-Survey-Summary.pdf>), published by the Fairfax County Police, U.S. Marshals Service, and the Fairfax Coalition of Police Local 5000

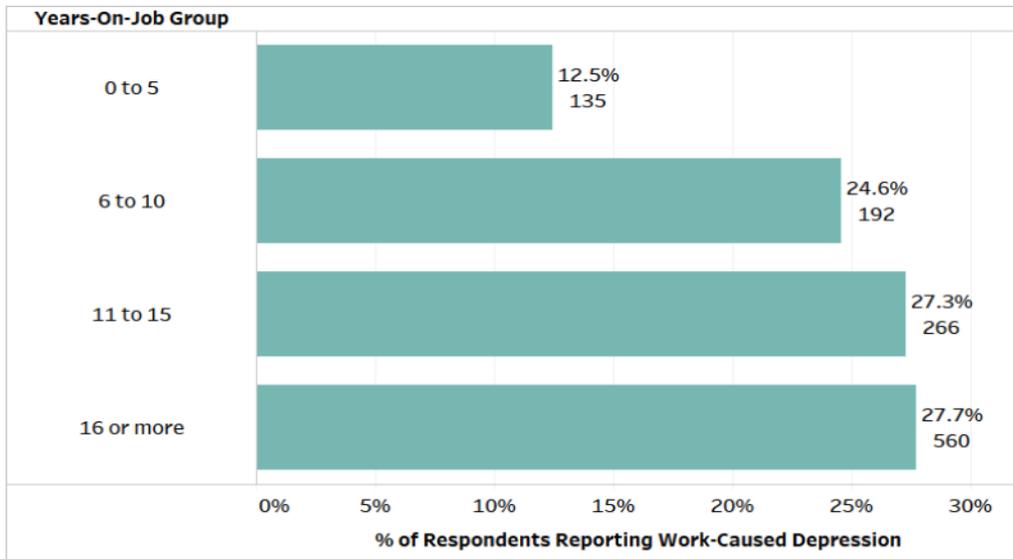
¹⁰ Police-Pilot-Survey-Summary.pdf

beginning of their careers, because they are psychologically screened and selected.”

- “Suicidal thoughts are linked to other serious problems as well. Those who endorsed suicidal thoughts were more likely to be depressed and angry or confrontational. They were also more likely to suffer from reactions to traumatic experiences: the more reactions they reported, the more likely they were to report suicidal thoughts. Those who reported three out of five traumatic reactions were twice as likely as the average first responder to have suicidal thoughts. Those who endorsed all five types of traumatic reactions were four times as likely. The association between suicidal thoughts and conditions like depression and trauma are very clear; it seems equally clear that treating those conditions successfully would be a vital step toward reducing the suicide rates among first responders.”
- “Almost one out of four (23.7%) respondents said they suffered depression as a consequence of their work. Depression was most likely to strike among experienced personnel, those with more than five years on the job. Those who suffered from depression were far more likely to think about quitting or retiring, suggesting that depression may cause experienced first responders to leave their careers. Those suffering from depression were also far more likely to talk about wanting help, yet felt pessimistic or hopeless that things would improve.”
- “Traumatic reactions are also far too common among first responders. Nearly half of our sample endorsed feeling hypervigilant or overly watchful, a common [trauma reaction] that leaves the person feeling unable to stop scanning for threats even in their home life. Other common reactions include flashbacks, nightmares, and avoidance of people or places that remind them of a traumatic experience.”
- “As an example of a first responder who needs assistance, consider the hypothetical case of “Officer Jones”. (This case is a composite based on statistical analyses of our survey results.) In the twelve years of his career, Officer Jones has been exposed to hundreds of [traumatic] situations. Some of those situations break into his thoughts during the day and play out in nightmares as he tries to sleep. He finds himself avoiding certain places and situations because they remind him of what he has been through. He has gradually pulled away from people in his personal life, become more angry and confrontational, and his drinking has increased. He knows that he could probably benefit from talking to someone, but he keeps trying to handle it on his own rather than risk consequences to his career or negative judgments from his work friends. Officer Jones might not admit to having any thoughts of suicide, although he knows other first responders who have them.”
- “First responders also spoke up about what prevents them from seeking the help they need. Three out of ten respondents wanted to “tough it out” or handle it on their own; another three out of ten feared stigma or that their employer would find out. This was especially true for those who have suffered from depression or suicidal thoughts.”

According to the survey the percentage of first responders who reported depression increased the longer they worked. Only 12.5 percent who had been on the job less than five years reported feeling depressed, but that number nearly doubled to 24.6 percent among those with six to 10 years of experience and kept climbing after that. The survey also stated, “If the mental health needs [of first responders] are not adequately addressed, the psychological injuries¹¹ and illness can become permanent or fatal in law enforcement personnel.”

Exhibit D: Percentage of Respondents Reporting Work-Caused Depression



Source: 2019 Virginia Public Safety Mental Health Pilot Survey

CPD’s Senior Command Staff indicated that staffing shortages were adversely impacting the mental health of the personnel and the current professional mental health offered by the city was not enough for their current needs. The Chief of Police described the situation as follows:

“Our officers, detectives, dispatchers, etc. are exposed to a variety of horrific situations, both as single significant incidents or an accumulation of events over time. Be it a single murder or multiple murder, death of infants, vehicle fatalities, suicides, child abuse, child sexual exploitation, these events take a toll on a person’s psychological well-being. We do have peer support available to them, but I don’t think that it is adequate

¹¹ Depression, PTSD, trauma reactions, substance use, sleep problems, irritability, and feeling isolated and withdrawn

to deal with the long term effects of these traumatic situations. Furthermore, personnel who deal with this situations on a regular basis should see a psychologist/therapist as a preventive measure.

Persons who investigate child pornography and homicide investigators are exposed to some of the most horrific things human beings do to another. In addition, our crime scene technicians are also exposed to these awful events. They deserve the opportunity to be evaluated and counseled to ensure good mental health.”

This situation arose because the City did not have a method to monitor the adequacy of professional mental health care services provided by the City as public safety needs changed, nor was there a method that collectively gathered feedback from public safety personnel with regard to the City’s EAP services for future planning and procurement processes. The City did not have a focus group in place to address mental health care needs for its first responders.¹² The need for more timely access to professional mental health care increased significantly as the police force was required to do more with less as a result of staffing challenges.

CPD has seen and continued to experience high employee turnover requiring senior management to enforce mandatory overtime for the remaining police force and other emergency personnel. This created a need for better access to professional mental healthcare services for its work force as a result of increased exposure to high stress and emergency situations.

The Police Department implemented a Peer Support Program with a team trained in crisis intervention stress management (CISM) to provide prevention and wellness programs for its first responders. It also started working with the local Tidewater Emergency Medical Services’ CISM teams as an auxiliary resource. Both were used for the purpose of helping the police force and other emergency personnel learn self-care that could mitigate some of the effects of the job. However, while the CPD had this Peer Support Team in place, this effort was not enough to address the growing professional mental health care needs of its workforce. If timely access to adequate mental health services for the City’s Law Enforcement personnel is not addressed, this situation will continue to worsen as the City continues to experience increases in emergency calls involving such things as increased occurrences of domestic violence and substance abuse during the Coronavirus 2019 pandemic.

¹² First Responders in this report refers to a public safety employees (both sworn and civilian) or volunteer whose duties include responding rapidly to an emergency (including 911 emergency workers), fire protection personnel and volunteer firefighters, EMS personnel, sheriff deputies, Human Services professionals that directly perform social work with the public.

Recommendation: CPD should continue its efforts through its Peer Support Program to provide peer support for CPD’s first responders. In support of the CPD’s Peer Support Program effort, the City should consider establishing a focused work group to develop and make recommendations to the Council for improving access to mental health care services for first responders.

The focus group should be comprised of representatives that include, but are not limited to, the Police, Fire, and Sheriff Departments, Human Services and CIBH representatives, mental health professionals, Chesapeake Health Department, CISM and Peer Support leaders, and other state and local government officials. The focus group should consider strategically addressing:

- Disparities in access to mental health care and solutions to improve access at the departmental level
- Sufficiency of first responder mental health coverage
- Sufficiency of first responder organization human resource policies to support first responder mental health training
- The effectiveness of methods for assessing a first responder’s mental health and any potential solution for identified issues
- Any specific barriers to first responder mental health access

Response -

Mental Health Crisis

The Police Department “agrees” with the Auditor’s findings with regard to Mental Health Crises. Over the years, it has become increasingly apparent to us that we fall short in prevention of mental health crises with Public Safety Personnel. Prevention includes assessing, treatment, and maintenance of personnel, who as a matter of operational and investigative functions, are exposed to various forms of trauma. The 21st Century Policing Report clearly advises that it is of paramount importance to protect the mental health and well-being of police officers.

At the direction of the City Manager, the Process Improvement Officer has formed a team to identify the best practices for delivery of mental health services to Public Safety Personnel and other positions in City government that are exposed to trauma on a regular basis and those that experience incidents that rise to the fore where clearly some form of “trauma informed care” is appropriate.

D. Staffing Challenges

The CPD was experiencing the consequences of high employee position turnover such as exorbitant overtime costs¹³ and high worker's compensation claims¹⁴. The high employee position turnover was creating staffing retention challenges mostly related to pay compression issues and a lack of a guaranteed step pay plan competitive with other neighboring localities and other public and private organizations.

Finding: The CPD experienced 11 FT positions with a turnover rate in excess of 200%-300% over an eight year span beginning April 1, 2011 through October 13, 2019. Over the same time period the CPD had nine positions with a turnover rate in excess of 100%-191.67%. While all the CPD positions were mission critical to the operations of the department, turnover appeared to be most problematic within the FT Police Officers, Field Training Officers, Dispatcher 1 & 2 positions, Animal Control Officer 1 positions, FT Office Coordinator positions, VCIN OFC Systems Specialist positions, seasonal School Crossing Guard positions, as well as other positions with low complement sizes.

The low retention resulted in a myriad of repercussions to both CPD civilian and sworn employees. An employee survey and a review of HR Clearance Forms completed by former employees brought out many issues that the CPD staff was experiencing as a result of high employee position turnover. Some of these relevant issues included low employee morale, work-life balance issues caused by mandatory overtime, limited promotional advancement opportunities resulting in seasoned employees terminating their employment or retiring, loss of institutional knowledge, and increased risk of life or death to officers and citizens when undertrained officers with poor attitudes handled high risk encounters.

According to Article 1, Section 1.1 – GENERAL PRINCIPLES - of the City's Human Resources Classification and Compensation Plan (Effective August 7, 2017):

"The specific objectives of the City's Human Resources Classification and Compensation Plan include the following:

- *Establish a competitive pay structure that will attract and retain qualified employees;*
- *Maintain the pay structure in proper relation to competitive pay practices in the public sector labor markets in which the City competes;*

¹³ \$11.9 Million in overtime from FY2015-FY2019 (averaging approximately \$2.4M per year from FY2015-FY2019)

¹⁴ Approximately \$2.7M in worker's compensation claims from FY2014 through FY2018

- *Establish and maintain pay ranges that assure internal equity of compensation based on a systematic evaluation of the job classifications within each range; and Provide a uniform basis for pay adjustments“.*

An online article, dated June 1, 2018, appearing on the Society for Human Resource Management (SHRM) website states

“Preventing pay compression between tenured employees and new hires and between managers and their direct reports can keep experienced employees motivated and productive—and less likely to leave, according to findings from a recent report by pay consultancy Pearl Meyer.”

“Pay compression occurs when new hires are paid the same as or more than current workers in the same position, or when the pay difference between employee levels shrinks so that higher-level workers feel that their pay advantage is no longer significant.”

In the absence of a City-wide system that could generate **position turnover** data at the departmental level,¹⁵ Audit Services conducted its own independent assessment of position turnover and retention using starting and ending payroll dates recorded in the Munis Payroll system for City employees who held positions within all CPD divisions.

The purpose of this analysis was to perform an independent audit assessment of CPD’s employee retention rates by analyzing position turnover and vacancies. Departmental turnover and retention rates are not readily available through any standard city report to monitor such activity. In order to capture employee turnover, Audit Services Department performed analyses of position vacancies based upon first and last pay dates extracted from the City of Chesapeake’s Munis Payroll System from April 1, 2011 to October 13, 2019. The statistical data provided in this summary is based upon historical employee data by position number.

¹⁵ As of FY 2019, the City’s Budget Office was reporting monthly a **vacancy statistic** for each department periodically throughout the year. Those budget statistics were available to provide the ratio of the number of vacant positions at a point in time compared to the total budgeted positions. Human Resources (HR) was also maintaining an **employee turnover rate** on a City-wide basis annually. There is however, a difference in the interpretation of turnover defined by HR than the one presented in this report. For instance the turnover rate that is reported in HR’s report only includes changes when an employee leaves the City. It does not take into account vacancies that occur when a person leaves a position for another within the City or within the same department. For example, when a person within your department leaves a police officer position for an investigator position, the police officer position is vacant which would not be capture on the Workforce AT A GLANCE report. Due to limitations of the Munis HR System, the system did not provide the ability for HR to calculate **position turnover** for each City department or their divisions. Each department was required to maintain and monitor its own status of **position turnover** within its own respective service areas without a City-wide system or process in place to assist in this effort.

1. Summary Analysis of Position Turnover in the Police Department from April 1, 2011 through October 13, 2019

Based upon our analysis, 63.47% of its positions experienced turnover with approximately 36% that did not experience any employee turnover over an eight year span from April 2011 through mid-October 2019. Of the 657 CPD occupied positions, 417 positions experienced turnover a total of 727 times. The overall turnover rate for the CPD was 110.65%. This turnover resulted in 5,112 months of temporary employment vacancies until positions were filled. Most problematic was the turnover in the frontline Police Officer positions and dispatcher positions that experienced temporary vacancies of 2,183 and 946 months, respectively. This turnover was among other relevant police positions that were also analyzed. This situation was compounded by the fact that the CPD was operating with less than the number of budgeted sworn positions which created an undue hardship for the department.

- There was a total of 657 positions in all Police Divisions.
- 417 (or 63.47%¹⁶) of the 657 positions analyzed experienced turnover for the period reviewed. This meant that CPD retained employees in only 240 of its positions (or 36.53%).¹⁷
- 417 positions turned over a total of 727 times during referenced timeframe. The overall turnover rate for the CPD was 110.65%
- The average length of time positions stayed vacant was approximately seven months¹⁸.

Table 12 on the next page shows the specific police programs affected by the high position turnover. (The detailed analysis of position turnover that supports this summary table are included in Table 14 on page 64.)

¹⁶ For audit purposes turnover was defined as a change in personnel in an assigned position. This analysis did not take into consideration positions that were discontinued.

¹⁷ 36.68% was calculated by taking 240 positions that had no turn over and dividing by 657 total positions.

¹⁸ (5,112/727)

**Table 2: Overall Analysis of Police Department Employee Turnover
April 1, 2011 through October 13, 2019¹⁹**

Police Divisions	Total Complement	No. Of Positions that Experienced Turnover	Percentages of Positions Affected by Turnover	No. of Times Positions Turned Over	Turnover Rate Percentages By Divisions	Total Vacant Months Resulting from Turnover
	Column A	Column B	Columns B/A	Column C	Columns C/A	Column D
POLICE OPERATIONS 3012 - 31120	358	238	66.48%	429	119.83%	3,047
POLICE INVESTIGATIONS 3013 - 31130	94	38	40.43%	48	51.06%	334
POLICE EOC 3001 - 31402	83	59	71.08%	116	139.76%	1,091
POLICE ADMINISTRATIVE 3011 - 31110	80	50	62.50%	75	93.75%	384
POLICE ANIMAL CONTROL 3003 - 35101	26	22	84.62%	48	184.62%	228
POLICE PUB SAFETY TRAIN 3002 - 31700	15	9	60.00%	10	66.67%	18
POLICE RED LIGHT ENFORCE 3006 - 31101	1	1	100.00%	1	100.00%	10
Totals	657	417	63.47%	727	110.65%	5,112

¹⁹ Audit excluded 3000-31100 Police Division because the positions appeared to have been transferred to other divisions. Also, Public Safety Grant and the Police Support Divisions did not have any positions.

a. Analysis by Position Title

The following is a list of the top 10 positions that experienced the most number of vacant months as a result of turnover.

**Table 3: Positions with the Highest Number of Vacant Months²⁰
April 1, 2011 to October 13, 2019**

Total No. of Personnel in each Position	Position Title	Cumulative Total of Vacant Mos. Rounded
185	FT POLICE OFFICER	2,183
28	FT DISPATCHER I	620
36	FT PO TRAINEE	413
25	FT DISPATCHER 2	326
96	FT POLICE OFFICER SR	284
26	SCHOOL CROSS GUARD	210
9	FT ANML CTRL OFFR 1	138
16	FT FIELD TRAIN OFFCR	124
1	FT EVID TECH TRAINEE	89
9	PT POLICE INFO ASSOC	76

There were 13 positions with a total complement of four or less each. Audit Services found that employees who filled those complement stayed an average of 4.78 years or less in those positions. The small complement sizes were as important to the CPD as those with many complements. However, the impact of monthly vacancies and/or the frequency of turnover would cripple the efficacy of the positions' roles within the CPD because of the limited complement sizes and little opportunity to cross train employees simply because there were not enough employees to absorb the workload. For instance, in the case of the FT Evidence Tech Trainee, there was only one complement budgeted to occupy this position. The position turned over only once but also experience 89 months of vacancies (or 7.42 years) over the eight year analyzed. This resulted in CPD without this position for almost the entire eight years of our analysis.

²⁰ There was a total number of 79 budgeted position titles included in the audit analysis. These position titles may have more than 1 FTE in their complement.

Table 4: 13 Positions with Four or Less Complements That Experienced High Turnover and Were Filled an Average of Less than 5 years

	Police Department Position Titles	Total Complement Size (Column A)	Number of Positions That Experienced Turned Over (Column B)	Number of Vacant Months Resulting from Turnover	Number of Times Positions Turned Over	% of Total that Experienced Turn Over	% of Times Positions Turned Over	Average Length of Time (in Yrs) Positions That Experienced Turnover Were Filled Before Turning Over
		(Column A)	(Column B)	(Column C)	(Column D)	(Column B/ Column A)	(Column D/ Column A)	
1	FT EVID TECH TRAINEE	1	1	89	1	100.00%	100.00%	0.58
2	FT EVID TECH I	1	1	29	3	100.00%	300.00%	1.86
3	FT DISPATCH CALL TKR	4	1	34	2	25.00%	50.00%	2.58
4	FT FINGERPRT EXAMR	1	1	19	2	100.00%	200.00%	3.21
5	FT CST SRV CLK I	5	5	52	11	100.00%	220.00%	3.24
6	FT SHELTER ATTENDANT	4	4	26	9	100.00%	225.00%	3.31
7	FT OFFICE SPEC II	3	3	43	6	100.00%	200.00%	3.40
8	FT CST SRV CLK II	2	2	20	4	100.00%	200.00%	3.58
9	FT CLNT TECH ANA 2	2	2	19	4	100.00%	200.00%	3.60
10	FT ANIMAL CTRL SUPV	1	1	9	2	100.00%	200.00%	3.63
11	FT ACCOUNT TECH III	1	1	0	2	100.00%	200.00%	4.00
12	FT CRIME ANA SPEC	2	2	31	3	100.00%	150.00%	4.47
13	FT OFFICE COORD	3	3	1	5	100.00%	166.67%	4.78

Table 5 shows the top 10 positions that experienced a high frequency of turnover. It should be noted that the FT Police Officer leads the list with positions turning over 224 times between 4/1/2011 and 10/13/2019. Also of note is that two of three dispatcher positions made the list. The FT Dispatcher 1 positions turned over a total of 64 times while FT Dispatcher 2 positions turned over 31 times.

**Table 5: Positions with the Highest Frequency of Turnover
April 1, 2011 through October 13, 2019**

Position Titles	Times Turned Over
FT POLICE OFFICER	224
FT PO TRAINEE	69
FT DISPATCHER I	64
FT POLICE OFFICER SR	48
FT POLICE SERGEANT	40
FT FIELD TRAIN OFFCR	35
FT DISPATCHER 2	31
FT POLICE LIEUTENANT	21
SCHOOL CROSS GUARD	18
PT POLICE INFO ASSOC	17

Table 6 lists the 17 positions where 50% or more of their complements had experienced turnover relative to each specific position title. Three Dispatcher positions made the list. The percentages of FT Dispatcher 1, FT Dispatcher 2, and FT Dispatcher 3 positions that experienced turnover were 92.86%, 76.0%, and 66.67% respectively considering the importance of these positions.

**Table 6: Positions with Higher than 50% of Complements That Experienced Turnover
April 1, 2011 through October 13, 2019**

Police Department Position Titles	Total Personnel	Number of Positions Experiencing Turned Over	% of Total Positions that Experienced Turn Over
FT POLICE LIEUTENANT	18	17	94.44%
FT DISPATCHER I	28	26	92.86%
FT ANML CTRL OFFR 1	9	8	88.89%
FT FIELD TRAIN OFFCR	16	14	87.50%
FT PO TRAINEE	36	31	86.11%
FT POLICE CAPTAIN	10	8	80.00%
PT POLICE INFO ASSOC	9	7	77.78%
FT DISPATCHER 2	25	19	76.00%
FT DISPCH TRAINEE OH	4	3	75.00%
FT POLICE SERGEANT	46	31	67.39%
FT DISPATCHER 3	6	4	66.67%
FT SYSTEMS ANA 1	3	2	66.67%
PT UNCLASSIFIED	3	2	66.67%
FT POLICE OFFICER	185	122	65.95%
FT OFFICE ASST II	7	4	57.14%
FT VCIN OFC SYS SPEC	9	5	55.56%
SCHOOL CROSS GUARD	26	14	53.85%

b. Analysis of the Police Officer Position

The number of FT Police Officer position that experienced turnover was 122 or 65.95% when compared to the total complement count of 185. As mentioned earlier, those positions experienced the highest frequency of turnover (224 times) resulting in a turnover rate of 121% when compared to the total complement. The average length of time employees stayed in those 122 positions before leaving those positions was approximately 3.55²¹ years. The number of vacant months created while waiting for vacancies to be filled was 2,183 months.

Audit Services reviewed other higher level police positions in order to fully understand why the FT Police Officer position turnover was so high given the fact those

²¹ $[(122 \times 8 \text{yrs}) - (2,183 / 12 \text{mo})] / 224 = 3.55 \text{yrs}$

position had promotional opportunity. Audit Services analyzed turnover for the following positions: FT Police Officer Master, FT Police Officer Sr., FT Police Officer Specialist, and FT Police Sergeant. While two positions had significant turnover (FT Police Officer, Sr. 38.54% and FT Police Sergeant 67.39%) none of the positions reviewed had a level of turnover high enough to accommodate for promotional career advancement opportunities within the ranks.

**Table 7: Analysis of Police Officer Positions
April 1, 2011 through October 13, 2019**

Police Department Position Titles	Total Complement	Number That Experienced Turned Over	% of Total that Experienced Turned Over	Times Turned Over	Turnover Rate per Position Title	Number of Months Vacant
FT POLICE OFFICER	185	122	65.95%	224	121%	2,183
FT POLICE OFFCR MSTR	15	0	0.00%	0	0%	0
FT POLICE OFFICER SR	96	37	38.54%	48	50%	284
FT POLICE OFFR SPEC	4	1	25.0%	1	25%	0
FT POLICE SERGEANT	46	31	67.39%	40	87%	69

c. Analysis of the Field Training Officer

The Field Training Officer positions that experience turnover was at 87.50% when compared to the total complement for that position. Those positions turned over a total of 35 times or 218.75% when compared to the total complement. Only two of the 16 positions did not turnover during the eight year analysis. However, the remaining 14 employees stayed with the CPD on average for approximately 2.9²² years before leaving their positions. A total of 124 months of vacancies occurred until vacant positions were filled.

²² $[(14*8\text{yrs})-(124/12\text{mo})]/35=2.9\text{yrs}$

**Table 8: Analysis of Field Training Officer Positions
April 1, 2011 through October 13, 2019**

Police Department Position Titles	Total Complement	Number That Experienced Turned Over	% of Total that Experienced Turned Over	Times Turned Over	Turnover Rate per Position Title	Number of Months Vacant
FT FIEL TRAIN OFFCR	16	14	87.50%	35	218.75%	124

d. Analysis of the Dispatcher Positions

The 26 FT Dispatcher 1 positions that experienced turnover was 92.86% when compared to the full complement count of 28. The 19 FT Dispatcher 2 positions that experienced turnover was 76.0% when compared to its total complement of 25. These positions turned over a combined 95 times during the period of April 2011 to October 2019. The average length of time employees stayed in those 26 FT Dispatcher 1 positions approximately 2.45²³ years while the average length of employment for the 19 FT dispatcher 2 positions was approximately 4²⁴ years.

The high turnover rate for the FT Dispatcher 1 positions were then viewed in context with the other Dispatcher positions. These positions, specifically Dispatcher 3 and Dispatcher Supervisor, were considered as positions into which Dispatcher 1 and 2 positions could promote into. Audit Services found that employees who filled the Dispatcher 1 and 2 positions were limited in their upward ability to be promoted within the division due to the reduced number of available Dispatcher 3 and Dispatcher Supervisory positions. This issue significantly contributed to the higher attrition rates the division was experiencing to include total departure from the 911 call center – similar to the FT Police Officer positions.

**Table 9: Analysis of Dispatcher Positions
April 1, 2011 through October 13, 2019**

Police Department Position Titles	Total Complement	Number That Experienced Turned Over	% of Total that Turned Over	Times Turned Over	Turnover Rate per Position Title	Number of Months Vacant
FT DISPATCH CALL TKR	4	1	25.00%	2	50%	34
FT DISPATCH TRAINEE	2	0	0.00%	0	0%	0
FT DISPATCHER I	28	26	92.86%	64	229%	620
FT DISPATCHER 2	25	19	76.00%	31	124%	326

²³ $[(26*8\text{yrs})-(620/12\text{mo})]/64=2.45\text{yrs}$

²⁴ $[(19*8\text{yrs})-(326/12)]/31=4\text{yrs}$

FT DISPATCHER 3	6	4	66.67%	6	100%	16
FT DISPATCHER SUPV	8	3	37.50%	3	38%	18
FT DISPCH TRAINEE OH	4	3	75.00%	4	100%	37

Staffing shortages in dispatch adversely impacted the police response times and its ability to address citizen emergencies. The Support Bureau’s 2019 Goals and Objectives for the Public Safety and Emergency Communications Unit was to answer 911 calls for service in 10 seconds or less, 90% of the time and to reduce the number of 911 abandoned calls to 10% or less.

Statistical Measures:

- Percentage of 911 calls answered in 10 seconds or less
- Percentage of 911 calls answered in 20 seconds or less (NENA²⁵ standard – 95%)
- Percentage of 911 calls abandoned

In Table 10: CPD’s statistical PSAP Metrics reports for the year ended December 2019 showed that of the 911 emergency calls answered, the percentage of 911 calls taken within 10 seconds or less occurred 81.55% of the time; however due to the staffing shortages, the CPD fell short of meeting the 20 seconds goal of less 95% of the time. The answer call times are shown in the charts below. It is also worth noting that in 2019 there were also 11,475 abandoned or missed 911 calls as a result of the staffing challenges.

Virginia plans to implement a massive state-wide project on 7/1/2020 with the objective of allowing text messages to the 911 call center. This new implementation may have the potential to significantly increase the volume of emergency messages received by the 911 call center.

²⁵ NENA stands for National Emergency Number Association

**Table 10: Top PSAP Metrics Report
01/01/2019 through 12/31/2019**

Top PSAP Metrics		Report Date:	02/15/2020 19:22:42
Chesapeake Police Communications		Report Date From:	01/01/2019
2130 S. Military Hwy		Report Date To:	12/31/2019
Chesapeake, VA 23320		Period Group:	Year
County: Chesapeake City		Time Block:	00:00 - 23:59
Year:	2019	Days Of Week:	All
Agency Affiliation	Police	Agency Affiliation:	All

911	Answered	99,895
	Abandoned	11,475
	Abandoned %	10.30%
	Unparsed	0
	Total	111,370
	Text Sessions	0
	TOTAL 911	111,370
	Average per Day	305
	911 Answer	Answered ≤ 10
Answered ≤ 15		87.49%
Answered ≤ 20		90.43%
Answered ≤ 40		95.37%
Average Answer Secs		9.95
911 CoS	WRLS	91,453
	WRLN	10,749
	VoIP	6,740
	TLMA & Other	724
	No Class of Service	1,704
Non-911	10 Digit	15,014
	Admin	128,404
	Total	143,418
	Average per Day	393
Text	Outbound	77,661
	Average per Day	213
	Inbound Sessions	0
	Average per Day	0
	Avg Msgs per Session	0.00
	Avg Session Duration (Secs)	0.0
TTY (All Types)	Outbound Sessions	0
	Average per Day	0
	Inbound Calls	36
	Average per Day	0
	Avg Msgs per Call	2.83
	Avg Call Duration (Secs)	90.1
	Outbound Calls	3
	Average per Day	0



**Table 11: PSAP Answer Time Report
01/01/2019 through 12/31/2019**

PSAP Answer Time		Report Date:	02/11/2020 08:32:44
Chesapeake Police Communications		Report Date From:	01/01/2019
2130 S. Military Hwy		Report Date To:	12/31/2019
Chesapeake, VA 23320		Period Group:	Year
County: Chesapeake City		Time Group:	60 Minute
Year: 2019		Time Block:	00:00 - 23:59
Agency Affiliation: Police		Days Of Week:	All
		Call Type:	911 Calls
		Abandoned Filters:	Include Abandoned
		Agency Affiliation:	All

The PSAP Answer Time Report is representative of the caller's answer time experience. Seizure-to-Answer Time is measured from the time of call seizure to the time of agent answer. Times shown include Setup, and may include Queue Seconds and/or Ring Seconds depending on PSAP configuration.

Call Hour	Answer Times In Seconds							Total	Avg. Duration	% Answered			
	0 - 10	11-15	16 - 20	21 - 40	41 - 60	61 - 120	120+			≤ 10 Secs	≤ 15 Secs	≤ 20 Secs	≤ 40 Secs
00:00	2,663	140	110	104	50	60	15	3,142	159.4	84.75 %	89.21 %	92.71 %	96.02 %
01:00	2,221	126	48	70	28	32	9	2,534	170.4	87.65 %	92.62 %	94.51 %	97.28 %
02:00	1,924	104	44	55	14	25	7	2,173	166.0	88.54 %	93.33 %	95.35 %	97.88 %
03:00	1,573	68	32	34	5	6	5	1,723	168.4	91.29 %	95.24 %	97.10 %	99.07 %
04:00	1,333	69	30	35	14	5	0	1,486	188.1	89.70 %	94.35 %	96.37 %	98.72 %
05:00	1,472	111	40	36	9	11	6	1,685	167.1	87.36 %	93.95 %	96.32 %	98.46 %
06:00	2,070	149	44	51	11	10	0	2,335	157.9	88.65 %	95.03 %	96.92 %	99.10 %
07:00	2,875	230	85	148	43	36	14	3,431	149.0	83.79 %	90.50 %	92.98 %	97.29 %
08:00	3,335	311	132	238	83	72	14	4,185	147.1	79.69 %	87.12 %	90.27 %	95.96 %
09:00	3,710	324	150	224	86	77	23	4,594	143.9	80.76 %	87.81 %	91.08 %	95.95 %
10:00	4,385	306	159	221	76	93	26	5,266	139.7	83.27 %	89.08 %	92.10 %	96.30 %
11:00	4,385	407	169	346	163	155	44	5,669	145.2	77.35 %	84.53 %	87.51 %	93.61 %
12:00	4,590	419	241	458	198	201	27	6,134	143.8	74.83 %	81.66 %	85.59 %	93.06 %
13:00	4,593	421	262	498	213	237	62	6,286	144.9	73.07 %	79.76 %	83.93 %	91.85 %
14:00	4,546	416	237	516	277	263	58	6,313	141.0	72.01 %	78.60 %	82.35 %	90.53 %
15:00	5,165	476	281	499	224	244	52	6,941	138.6	74.41 %	81.27 %	85.32 %	92.51 %
16:00	5,473	478	271	494	218	207	38	7,179	137.7	76.24 %	82.89 %	86.67 %	93.55 %
17:00	5,503	570	277	519	236	231	37	7,373	141.4	74.64 %	82.37 %	86.13 %	93.16 %
18:00	5,749	317	132	224	92	71	9	6,594	140.2	87.19 %	91.99 %	93.99 %	97.39 %
19:00	5,427	275	99	182	53	55	14	6,105	143.4	88.89 %	93.40 %	95.02 %	98.00 %
20:00	4,890	345	201	282	111	105	30	5,964	143.2	81.99 %	87.78 %	91.15 %	95.88 %
21:00	4,471	319	157	237	121	128	33	5,466	152.3	81.80 %	87.63 %	90.50 %	94.84 %
22:00	4,008	219	137	224	105	88	25	4,806	149.1	83.40 %	87.95 %	90.80 %	95.46 %
23:00	3,327	205	104	163	82	84	21	3,986	157.3	83.47 %	88.61 %	91.22 %	95.31 %
Total:	89,688	6,805	3,441	5,858	2,512	2,496	569	111,370	147.0	80.53 %	86.64 %	89.73 %	94.99 %
Overall %:	80.53%	6.11%	3.09%	5.26%	2.26%	2.24%	0.51%						

Source: CPD Public Safety and Emergency Communications Unit (911 call center)

Table 11 show the statistical data detail from the 911 call center and represents the caller's answer time experience. It shows the total number of calls taken throughout each hour of the day and then measures the time calls were initiated to the time the calls were answered in duration of seconds. The table shows the volume and percentage of those calls taken that were within the 10 and 20 second goals. Of special interest were the volume of calls that were beyond the 20 second goal due to the staffing challenges.

e. Analysis of the Animal Control Positions

The eight FT Animal Control Officer 1 positions that experienced turnover was 88.89% when compared to the total complement for those positions. The average length of time employees stayed in those 8 FT Animal Control Officer 1 positions over the period analyzed was approximately 3.5²⁶ years. These positions turned over a total of 15 times with a turnover rate of 167% during the period of April 2011 to October 2019, resulting in a total of 138 months of vacancies.

Audit Services found that neither the FT Animal Control Officer 2 nor the FT Animal Control Supervisor positions had staffing levels large enough to accommodate for upward promotional opportunities for the FT Animal Control Officer 1 positions. The higher level positions had a staffing total of three which suggests that the personnel turning over from the FT Animal Control Officer 1 positions were leaving the Animal Control division for the same reason as Dispatcher 1 and 2 positions and Police Officer position.

**Table 12: Analysis of Animal Control Positions
April 1, 2011 through October 13, 2019**

Police Department Position Titles	Total Complement	Number That Experienced Turned Over	% of Total that Turned Over	Times Turned Over	Turnover Rate per Position Title	Number of Months Vacant
FT ANIMAL CTRL SUPT	1	1	100.00%	1	100%	0
FT ANIMAL CTRL SUPV	1	1	100.00%	2	200%	9
FT ANML CTRL OFFR 1	9	8	88.89%	15	167%	138
FT ANML CTRL OFFR 2	2	2	100.00%	3	150%	7
FT ANML OTR COORD	1	1	100.00%	1	100%	2
ANIMAL CARE SUPERVIS	1	0	0.00%	0	0%	0
FT SHELTER ATTEND II	2	0	0.00%	0	0%	0
FT SHELTER ATTENDANT	4	4	100.00%	9	225%	26
PT SHELTER ATTENDANT	2	2	100.00%	11	550%	36

²⁶ [(8*8yrs)-(138/12yrs)]/15=3.5yrs

f. Analysis of the FT Office Coordinator and FT VCIN OFC Sys Specialist

The average length of stay for employees who occupied the 3 FT Office Coordinator position was 4.78 years. The average length of stay for employees who filled the 9 FT VCIN OFC SYS Specialist position was 3.48 years.

**Table 13: Analysis of the FT Office Coordinator and FTVCIN OFC Sys Specialist Positions
April 1, 2011 through October 13, 2019**

Police Department Position Titles	Total Complement	Number That Experienced Turned Over	% of Total that Experienced Turned Over	Times Turned Over	Turnover Rate per Position Title	Number of Months Vacant
FT OFFICE COORDINATOR	3	3	100%	5	167%	1
FT VCIN OFC SYS SPECIALIST	9	5	55.55%	11	122%	20

g. Comment on the School Crossing Guard Position

The School Crossing Guard position had position specific turnover of 53.85%. The position turned over a total of 18 times causing 210 months of vacancies. While this may not seem significant in comparison to other positions it should be noted that when vacancies do occur, considering the importance of this position, oftentimes it is a sworn police officer that is tasked to cover the vacancy. In addition to the need to provide coverage for vacant crossing guard positions the CPD also had to address potential threats by expanding the physical law enforcement coverage requirements for the citizens. Police officers are now assigned to City Hall and resource officers assigned to all of Chesapeake Public middle schools and high schools as a result of the recent mass shooting in Virginia Beach and employee unease over certain citizen’s behavior. The CPD is also expanding its coverage of the Greenbrier area until Precinct 6 is fully staffed and operational while still providing coverage for various leave time taken by employees.

The added assigned duties along with a police officer’s primary duties creates gaps in service coverage. This situation, in turn, creates a domino effect making it more challenging for the CPD to address emergencies. The increasing demands in law enforcement coverage, with very little corresponding increases in staff levels, could potentially place both the officers and citizens in danger by potentially increasing response times, potentially decreasing the number of available officers that can respond

to emergencies, and increasing the risks brought on by hypervigilance and high stress levels that are typically found in law enforcement positions.

Table 14 summarizes details about each of the positions by position title. Details include:

- Complement totals for each position title
- Number of positions that experienced turnover
- Cumulative length of estimated vacancies (measured in months) created by turnover
- Number of times positions turned over
- Percentage of the total complement that experienced turnover (by position)
- Percentage of times positions turned over by position (Turnover Rate)

**Table 14: Summary Table of All 657 CPD Positions and their Turnover Rates
April 1, 2011 through October 13, 2019**

Police Department Position Titles	A		B		C		D		E	F
	Total Complement		Number of Positions That Experienced Turned Over		Number of Vacant Months Resulting from Turnover		Number of Times Positions Turned Over		% of Total that Experienced Turn Over (by Position)	% of Times Positions Turned Over (by Position)
	(A), (A)/Total	(B), (B)/Total	(C), (C)/Total	(D), (D)/Total	(B)/(A)	(D)/(A)				
	A	A1	B	B1	C	C1	D	D1	E	F
PT SHELTER ATTENDANT	2	0.30%	2	0.48%	36	0.70%	11	1.51%	100.00%	550.00%
FT EVID TECH I	1	0.15%	1	0.24%	29	0.57%	3	0.41%	100.00%	300.00%
FT DISPATCHER I	28	4.26%	26	6.24%	620	12.13%	64	8.80%	92.86%	228.57%
FT SHELTER ATTENDANT	4	0.61%	4	0.96%	26	0.51%	9	1.24%	100.00%	225.00%
FT CST SRV CLK I	5	0.76%	5	1.20%	52	1.02%	11	1.51%	100.00%	220.00%
FT FIELD TRAIN OFFCR	16	2.44%	14	3.36%	124	2.43%	35	4.81%	87.50%	218.75%
FT OFFICE SPEC II	3	0.46%	3	0.72%	43	0.84%	6	0.83%	100.00%	200.00%
FT CST SRV CLK II	2	0.30%	2	0.48%	20	0.39%	4	0.55%	100.00%	200.00%
FT CLNT TECH ANA 2	2	0.30%	2	0.48%	19	0.37%	4	0.55%	100.00%	200.00%
FT FINGERPRT EXAMR	1	0.15%	1	0.24%	19	0.37%	2	0.28%	100.00%	200.00%
PT FNGRPT EXMR TRAIN	1	0.15%	1	0.24%	10	0.20%	2	0.28%	100.00%	200.00%
FT ANIMAL CTRL SUPV	1	0.15%	1	0.24%	9	0.18%	2	0.28%	100.00%	200.00%
PT CST SRV CLK I	1	0.15%	1	0.24%	1	0.02%	2	0.28%	100.00%	200.00%
FT ACCOUNT TECH III	1	0.15%	1	0.24%	0	0.00%	2	0.28%	100.00%	200.00%
FT PO TRAINEE	36	5.48%	31	7.43%	413	8.08%	69	9.49%	86.11%	191.67%
PT POLICE INFO ASSOC	9	1.37%	7	1.68%	76	1.49%	17	2.34%	77.78%	188.89%
FT ANML CTRL OFFR 1	9	1.37%	8	1.92%	138	2.70%	15	2.06%	88.89%	166.67%
FT OFFICE COORD	3	0.46%	3	0.72%	1	0.02%	5	0.69%	100.00%	166.67%
FT CRIME ANA SPEC	2	0.30%	2	0.48%	31	0.61%	3	0.41%	100.00%	150.00%
FT ANML CTRL OFFR 2	2	0.30%	2	0.48%	7	0.14%	3	0.41%	100.00%	150.00%
FT DISPATCHER 2	25	3.81%	19	4.56%	326	6.38%	31	4.26%	76.00%	124.00%
FT VCIN OFC SYS SPEC	9	1.37%	5	1.20%	20	0.39%	11	1.51%	55.56%	122.22%
FT POLICE OFFICER	185	28.16%	122	29.26%	2,183	42.70%	224	30.81%	65.95%	121.08%
FT POLICE LIEUTENANT	18	2.74%	17	4.08%	3	0.06%	21	2.89%	94.44%	116.67%
FT EVID TECH TRAINEE	1	0.15%	1	0.24%	89	1.74%	1	0.14%	100.00%	100.00%
FT DISPCH TRAINEE OH	4	0.61%	3	0.72%	37	0.72%	4	0.55%	75.00%	100.00%
FT OFFICE ASST II	7	1.07%	4	0.96%	21	0.41%	7	0.96%	57.14%	100.00%
FT EVIDENCE TECH III	2	0.30%	2	0.48%	17	0.33%	2	0.28%	100.00%	100.00%
FT DISPATCHER 3	6	0.91%	4	0.96%	16	0.31%	6	0.83%	66.67%	100.00%
FT SYSTEMS ANA 1	3	0.46%	2	0.48%	10	0.20%	3	0.41%	66.67%	100.00%
FT SYSTEMS ANA II	1	0.15%	1	0.24%	10	0.20%	1	0.14%	100.00%	100.00%
PT COLL AGENT 1	1	0.15%	1	0.24%	10	0.20%	1	0.14%	100.00%	100.00%

FT ACCOUNTANT I	1	0.15%	1	0.24%	8	0.16%	1	0.14%	100.00%	100.00%
PT FINGERPRT EXAMR	1	0.15%	1	0.24%	8	0.16%	1	0.14%	100.00%	100.00%
FT PROP EVIDEN CETECH	2	0.30%	2	0.48%	7	0.14%	2	0.28%	100.00%	100.00%
FT POLICE INFO ASSOC	2	0.30%	2	0.48%	5	0.10%	2	0.28%	100.00%	100.00%
FT POLICE PHOTGRAPHR	1	0.15%	1	0.24%	5	0.10%	1	0.14%	100.00%	100.00%
FT VCIN OFC SYS SPII	2	0.30%	2	0.48%	4	0.08%	2	0.28%	100.00%	100.00%
PT RN G CTRL OFF	1	0.15%	1	0.24%	4	0.08%	1	0.14%	100.00%	100.00%
FT ANML OUTR COORD	1	0.15%	1	0.24%	2	0.04%	1	0.14%	100.00%	100.00%
FT PAYROLL/HR TECH 2	2	0.30%	2	0.48%	2	0.04%	2	0.28%	100.00%	100.00%
PT PAYROLL/HR TECH I	1	0.15%	1	0.24%	2	0.04%	1	0.14%	100.00%	100.00%
FT CST SRV CLK III	1	0.15%	1	0.24%	1	0.02%	1	0.14%	100.00%	100.00%
FT ANIMAL CTRL SUPT	1	0.15%	1	0.24%	0	0.00%	1	0.14%	100.00%	100.00%
FT PROF STDNRDS MGR	1	0.15%	1	0.24%	0	0.00%	1	0.14%	100.00%	100.00%
FT POLICE SERGEANT	46	7.00%	31	7.43%	69	1.35%	40	5.50%	67.39%	86.96%
FT OFFICE SPEC I	6	0.91%	3	0.72%	13	0.25%	5	0.69%	50.00%	83.33%
FT POLICE CAPTAIN	10	1.52%	8	1.92%	7	0.14%	8	1.10%	80.00%	80.00%
SCHOOL CROSS GUARD	26	3.96%	14	3.36%	210	4.11%	18	2.48%	53.85%	69.23%
PT UN CLASSIFIED	3	0.46%	2	0.48%	1	0.02%	2	0.28%	66.67%	66.67%
FT POLICE OFFICER SR	96	14.61%	37	8.87%	284	5.56%	48	6.60%	38.54%	50.00%
FT DISPATCH CALL TKR	4	0.61%	1	0.24%	34	0.67%	2	0.28%	25.00%	50.00%
FT EVIDENCE TECH II	2	0.30%	1	0.24%	8	0.16%	1	0.14%	50.00%	50.00%
FT DISPATCHER SUPV	8	1.22%	3	0.72%	18	0.35%	3	0.41%	37.50%	37.50%
FT POLICE MAJOR	3	0.46%	1	0.24%	4	0.08%	1	0.14%	33.33%	33.33%
FT POLICE OFFR SPEC	4	0.61%	1	0.24%	0	0.00%	1	0.14%	25.00%	25.00%
ANIMAL CARE SUPERVIS	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT ADMIN ASST 3	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT ADMIN ASST I	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT CEN T RECORD SUPRV	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT CHIEF OF POLICE	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT DISPATCH TRAINEE	2	0.30%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT DPTY CHF POLICE	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT FIRST SERGEANT	2	0.30%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT FISCAL ADMIN	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT INCI BA RPT COORD	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT NETWORK SVCS CORD	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT OFFICE ASST I	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT PLANNER CPTED SEC	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT POLICE OFFCR MSTR	15	2.28%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT PUBSFT TECH COORD	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT SHELTER ATTEND II	2	0.30%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
FT VCIN COORD	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
PT DISPATCHER 1	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
PT INV SPRT OFF	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%

PT OFFICE SPEC II	2	0.30%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
STENOGRAPHER REPT	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
VIDEO EVIDENCE COORD	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
VIDEO EVIDENCE TECH	1	0.15%	0	0.00%	0	0.00%	0	0.00%	0.00%	0.00%
All FT/PT/SE Positions										
Combined	657	100.00%	417	100.00%	5112	100.00%	727	100.00%	63.47%	110.65%

CPD’s position **retention issue** was similar to the retention issue the City was experiencing in its:

- Mechanical Equipment Operator and Solid Waste positions documented in the 2018 Performance Audit of the Chesapeake Public Works Department;
- Librarian positions documented in the 2017 Performance Audit of the Chesapeake Public Libraries.
- Fire department positions addressed in the staffing challenges section of the 2015 Performance Audit of the Chesapeake Fire Department.

High turnover and low retention rates of experienced sworn and civilian law enforcement personnel resulted in:

- CPD staff leaving the City for promotional advancement opportunities in other agencies,
- CPD staff leaving for retirements due to undue physical and mental health and stress related issues,
- loss of institutional knowledge,
- high position turnover rates, and
- exorbitant overtime hours

This situation created a constant cycle of training and recruitment. It also resulted in challenges for the CPD’s senior staff to reposition all personnel for full operational coverage. Also, frontline staff were required to take on additional assigned duties created by gaps in service coverage as well as mandatory overtime. (CPD incurred a total of \$11,945,475 in overtime from FY2015 through 2019, an average of \$2,389,095 per year.) This situation, in turn, created a domino effect making it more challenging for the CPD to address emergencies. The increasing demands in law enforcement coverage for the employees, with very little corresponding increases and the instability in staffing levels left the police force and other emergency personnel with little downtime to mentally and physically decompress.

This situation was also exacerbated by alternating shift work schedules where

officers were required to work rotating day and night shifts every other week which potential resulted in consequences due to police fatigue. A review of the 2019 City of Chesapeake Stewardship Report showed that the city incurred a total of \$2,710,895 in workers compensation claims for CPD employees over the past 5 years.²⁷

Retention issues with regard to trainees was described by the Police Academy Training Director.

“All recruits conduct an exit interview upon separation. From this interview, we have learned that there are various reasons why recruits resign, but most resign for one of the following three reasons:

- They cannot keep up with the physical demands of the profession*
- They cannot handle the mental stress of the profession*
- They cannot meet the academic standards required by the profession*

We lose some for what they call “Personal Reasons,” which usually means the aforementioned. Overall, some just figure out they do not want to be in Law Enforcement. Once they learn it’s more than what Hollywood makes it, some feel it’s not for them.

We typically lose recruits in the first couple weeks because of the para-military structure of our program. We strive to maintain a fast paced learning environment that mirrors the demands of the profession, while also emphasizing the importance of self-discipline.

Some of the required skills training (shooting, driving, defensive tactics) can be difficult for some recruits to master. We tend to lose some recruits during this phase of training, which is usually around the halfway mark.

There have been instances when a recruit has started with the Chesapeake Police Academy, but then left to join another department when offered employment. Pay and other incentives are usually a factors for these recruits leaving.”

²⁷ Source: PMA Companies "Stewardship Report" for the City of Chesapeake published August 28, 2019

**Table 15: CPD Five Year Loss Frequency and Severity
7/1/2014 through 7/1/2019**

Location Code	Location Name	Claims	Total Incurred	Total Paid	Total Reserve
31120-5210	Police Operations/Police Class for Svc	31	\$ 1,579,313.00	\$ 826,797.00	\$ 752,515.00
31120	Police Operations	240	\$ 434,859.00	\$ 434,854.00	\$ -
31100	Police Dept	75	\$ 247,652.00	\$ 247,653.00	\$ -
31700	Police Training	57	\$ 198,376.00	\$ 198,381.00	\$ -
31120-5215	Police Operations/Dispatch Calls for Svc	11	\$ 82,189.00	\$ 2,207.00	\$ 79,982.00
31140-5220	Police Support/Community Policing	1	\$ 68,643.00	\$ -	\$ 68,643.00
31130	Police Investigations	18	\$ 31,392.00	\$ 31,393.00	\$ -
31140	Police - Support	24	\$ 20,815.00	\$ 20,814.00	\$ -
31110	Police - Administration	4	\$ 12,894.00	\$ 12,894.00	\$ -
35101	Police Animal Control	24	\$ 9,395.00	\$ 9,394.00	\$ -
31140-5295	Police Support/Admin Svcs	1	\$ 6,500.00	\$ 5,276.00	\$ 1,224.00
31130-5240	Police Investigations/Crime Solving	4	\$ 5,387.00	\$ 1,423.00	\$ 3,964.00
31120-5270	Police Operations/Traffic Safety	3	\$ 5,153.00	\$ 10.00	\$ 5,142.00
31700-5260	Police/CLETA	4	\$ 4,654.00	\$ 2,650.00	\$ 2,004.00
31140-5210	Police Support/Police Calls for Service	1	\$ 3,673.00	\$ 1,088.00	\$ 2,585.00
		498	\$ 2,710,895.00	\$ 1,794,834.00	\$ 916,059.00

Source: 2019 City of Chesapeake Stewardship Report PMA Management Corporation's Risk Management Analysis

The analysis also provided the “Top 5 Body part, Injury Type, and Accident Cause by incurred Cost” for the entire city. However, although they did not break out the statistics by department the data was included in the report to show the types of claims that would apply to the CPD, other public safety departments, and front line operations.

Exhibit E
Top 5 Body Part, Injury Type and Accident Causes by Incurred Cost for the City of Chesapeake from July 1, 2014 through July 1, 2019

Risk Management Analysis

Top 5 Body Part, Injury Type and Accident Cause by Incurred Cost

Top 5 Part of Body

NCCI Part of Body	Claims	Total Incurred	Total Paid	Avg Incurred
SHOULDER(S)	157	\$2,229,960	\$1,720,310	\$14,204
HEART	47	\$2,038,861	\$1,071,612	\$43,380
LOWER BACK AREA	207	\$1,331,412	\$1,134,655	\$6,432
KNEE	239	\$1,258,098	\$1,001,253	\$5,264
ANKLE	132	\$845,725	\$675,011	\$6,407

Top 5 Injury Types

NCCI Injury Description	Claims	Total Incurred	Total Paid	Avg Incurred
SPRAIN	329	\$2,858,308	\$2,295,867	\$8,688
STRAIN	555	\$2,467,430	\$1,939,403	\$4,446
ALL OTHER OCCUPATIONAL DISEASE/ INJURY, NOC	52	\$1,377,391	\$680,920	\$26,488
MULTIPLE PHYSICAL INJURIES ONLY	120	\$960,571	\$610,127	\$8,005
FRACTURE	36	\$773,188	\$482,248	\$21,477

Top 5 Accident Cause Groups

Accident Cause Category	Claims	Total Incurred	Total Paid	Avg Incurred
STRAIN OR INJURY BY	666	\$4,008,562	\$3,174,931	\$6,019
MISCELLANEOUS CAUSES	450	\$3,577,433	\$2,250,944	\$7,950
FALL OR SLIP INJURY	457	\$2,126,923	\$1,676,343	\$4,654
MOTOR VEHICLE	148	\$1,044,970	\$685,637	\$7,061
STRUCK OR INJURED BY	361	\$602,846	\$536,643	\$1,670

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48

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Source: Excerpt from PMA Management Corporation’s Risk Management Analysis

2. Employee Retention Survey Results

During 2020, Audit Services in coordination and cooperation with the CPD conducted two surveys of its employees for the purpose of determining what was need to improve employee retention within the CPD. One survey was addressed to the civilian employees of the department while the second survey was addressed to the sworn employees.

Both civilian and sworn employees were ask to rate the following beginning with line 2, on a scale of 1-5, (1) being Not Important to (5) being Very Important.

Civilian Employees:

1. How long had they been with the CPD
2. Opportunities for professional development (e.g., training opportunities)
3. Pay increases at service milestones (e.g., a guaranteed pay increase based on years of service)
4. Opportunities for increased overtime hours
5. Salary increase for incumbents when the starting salary is raised for new hires
6. Opportunities for advancement (e. g. either within the Department or within the City)
7. Known annual pay increases (e. g. step plan) to allow for financial planning
8. Tuition reimbursement
9. Other Issue: Please specify

Sworn Employee:

1. How long had they been with the CPD
2. Exploring different work schedules
3. Opportunities to temporarily work in a variety of units or assignments
4. Opportunities for professional development (e.g., increased training opportunities)
5. Pay increases at service milestones (e.g., a guaranteed pay increase based on years of service)
6. Pay increases for obtaining a college degree (e.g. Associate's, Bachelor's and Master's degrees)
7. Opportunities for increased overtime hours
8. Salary increase for incumbents when the starting salary is raised for new hires
9. Relaxing the five (5) continuous years requirement to four (4) years as a sworn police officer with the CPD in order to participate in the Community Resident Vehicle program
10. Other Issue: Please specify

Table 16: Retention Survey

Survey Questions		Respondent Ratings (1 being NOT important to 5 being VERY important)											
Q#	Civilian Employees were ask to rate the importance of:	1	%	2	%	3	%	4	%	5	%	Total	%
2	Opportunities for professional development (e.g., training opportunities)	2	2.30%	1	1.15%	16	18.39%	23	26.44%	45	51.72%	87	100.00%
3	Pay increases at service milestones (e.g., a guaranteed pay increase based on years of service)	0	0.00%	2	2.27%	3	3.41%	11	12.50%	72	81.82%	88	100.00%
4	Opportunities for increased overtime hours	19	21.59%	7	7.95%	29	32.95%	12	13.64%	21	23.86%	88	100.00%
5	Salary increase for incumbents when the starting salary is raised for new hires	0	0.00%	1	1.14%	1	1.14%	7	7.95%	79	89.77%	88	100.00%
6	Opportunities for advancement (e. g. either within the Department or within the City)	4	4.55%	1	1.14%	5	5.68%	18	20.45%	60	68.18%	88	100.00%
7	Known annual pay increases (e. g. step plan) to allow for financial planning	1	1.14%	1	1.14%	7	7.95%	16	18.18%	63	71.59%	88	100.00%
8	Tuition reimbursement	6	6.82%	10	11.36%	21	23.86%	15	17.05%	36	40.91%	88	100.00%
Totals		32	5.20%	23	3.74%	82	13.33%	102	16.59%	376	61.14%	615	100.00%
Q#	Sworn Employee were ask to rate the importance of:	1	%	2	%	3	%	4	%	5	%	Total	%
2	Exploring different work schedules	16	6.45%	21	8.47%	39	15.73%	44	17.74%	128	51.61%	248	100.00%
3	Opportunities to temporarily work in a variety of units or assignments	10	4.03%	9	3.63%	46	18.55%	66	26.61%	117	47.18%	248	100.00%
4	Opportunities for professional development (e.g., increased training opportunities)	0	0.00%	6	2.42%	31	12.50%	61	24.60%	150	60.48%	248	100.00%
5	Pay increases at service milestones (e.g., a guaranteed pay increase based on years of service)	0	0.00%	1	0.40%	0	0.00%	8	3.23%	239	96.37%	248	100.00%
6	Pay increases for obtaining a college degree (e.g. Associate's, Bachelor's and Master's degrees)	31	12.50%	14	5.65%	47	18.95%	35	14.11%	121	48.79%	248	100.00%
7	Opportunities for increased overtime hours	24	9.68%	19	7.66%	99	39.92%	36	14.52%	70	28.23%	248	100.00%
8	Salary increase for incumbents when the starting salary is raised for new hires	1	0.40%	1	0.40%	8	3.23%	10	4.03%	228	91.94%	248	100.00%
9	Relaxing the five (5) continuous years requirement to four (4) years as a sworn police officer with the CPD in order to participate in the Community Resident Vehicle program	23	9.27%	21	8.47%	52	20.97%	47	18.95%	105	42.34%	248	100.00%
Totals		105	5.29%	92	4.64%	322	16.23%	307	15.47%	1158	58.37%	1984	100.00%

The civilian survey had 88 respondents whose time in service ranged from a high of 42 years to a low of 1 month. Respondents' time in service for the 248 sworn employees who responded to the survey ranged from a high of 40 years to a low of 1 year.

Survey Responses Analyzed:

- When ratings 4 and 5 were combined, the surveys found that there was overwhelming support for such pay initiatives as **guaranteed pay increases at service milestones based on years of service** (94.32% Civilian and 99.6% Sworn) and **raising the entire salary scale for a position when it is necessary to raise starting salaries** (97.72 Civilian and 95.97% Sworn). Almost 90% of the Civilian responses also indicated that it was very important to them to know that

their annual pay increases in a step plan was in place to allow for financial planning.

- Also of importance was the **opportunities for advancement** (88.64% Civilian) and pay increases for obtaining a college degree (62% Sworn). Tuition reimbursement was also of some significance to the civilian staff (57.95%)
- Both groups stated that **opportunities for professional development and increased training opportunities** was significant (78.16% Civilian and 85.08% Sworn).
- Sworn officers were also interested in **opportunities to temporarily work in a variety of units or assignments** (73.79%), **exploring different work schedules** (69.35%), and **relaxing the (5) continuous years requirement to (4) years as a sworn police officer with the CPD in order to participate in the Community Resident Vehicle program** (61.29%).
- However, **in a sharp contrast, both groups indicated that they did not favor opportunities for increased overtime hours** (37.50% Civilian and 42.74% Sworn).

The civilian and sworn survey respondents were able to provide their thoughts in a comments section at the end of the survey. The low retention resulted in a myriad of repercussions to both CPD civilian and sworn employees. An employee survey and a review of HR Clearance Forms completed by former employees brought out many issues that the CPD staff was experiencing as a result of high employee position turnover. Some of these relevant issues are highlighted below:

- There was low employee morale throughout the organization due to the constant turnover and the increased demand to absorb the added responsibilities of unfilled positions that the CPD was experiencing each year.
- Remaining employees were required to fill the vacancies with exorbitant amounts of mandatory overtime hours with little time to decompress, get the proper rest and exercise, and work-life balance in order to maintain a healthy mental and physical state.
- Staff was not always able to get vacation leave approved or develop themselves through professional developmental programs because of the low staffing levels.
- Staff had seen others end their employment with the CPD for promotional advancement opportunities in other agencies due to the limited ability to advance within the department.

- Staff had also seen others leaving for retirement due to undue physical and mental health and stress related issues.
- There was a loss of institutional knowledge when seasoned law enforcement police officers resigned from the CPD leaving less experienced officers to fill these vacant supervisory gaps.
- Employees were “training” at CPD and then leaving for more financially rewarding jobs with other local, state, and national police departments as well as with private security firms. When employees terminated their employment with the CPD, the City lost the training and on-going continuing professional education investment made in these former employees.
- Lower productivity, low morale, and high turnover placed both the officers and the citizens of Chesapeake at risk by potentially having under trained, officers with poor attitudes handling high risk encounters that could easily turn into life and death matters depending on how well the officers handle the situation.

A representative sample from the civilian responses follows:

- “New hires are starting with exact salary as employees who have worked here for years.”
- “I am tired of working 2 jobs to make ends meet.”
- “...there are no incentives to stay and make this a career.”
- “...many Civilians feel as if they are treated as less important to the department than officers.”
- “Favoritism runs rampant in the department and is noticeable.”
- “Morale and retention rates are very low.”

A representative sample from the sworn responses follows:

- “Most new supervisors have no prior specialties or experience and have no clue what they are doing now or how to run their position.”
- “Command staff needs to speak with officers.”
- “You already know its [pay compression and benefits] a problem, you’ll waste money on a “Study” to tell you what you already know, and then “kick the can” down the road again.”
- “They continue to work, take reports, and work overtime to make sure the city is safe. They are tired and worn out. At some point they will stop working. They will come here and do just the minimum because that is what they get in return. Minimum pay.”
- “Pay compression is the single most demoralizer.”

- “A better schedule option, load bearing vests and a beard policy are all things that would help with morale and retention that cost very little.”
- “I recognize we are in service to the public and, as such, we cannot expect to be compensated as well as some in private service... The pay, however, leaves some to be desired. It is frustrating to hear from co-workers, who have moved to another jurisdiction which is covered under VRS, and find they are compensated almost equally with their starting pay and have scheduled pay raises which will elevate their salary to more than they were earning in Chesapeake.”
- “I’ve seriously considered leaving recently as I feel overburdened with assignments, feel I am not able to provide victims with the service they deserve...”
- “I feel I do not have the opportunity for self-development.... Instead, I leave work mentally exhausted and feel if I take time off that, when I return, the work I would have been assigned during that time is waiting for me...”
- “I own a home which is a 3.6 mile drive from the Virginia Beach/Chesapeake City line. I felt I was denied certain advantages which other employees who live in Chesapeake were privy to.”
- “One of the greatest hurdles in my career has been overcoming the stringent scheduling. Although a relaxed schedule is no longer a priority for me, ...”
- “As this organization makes plans to respond to the most extreme cases in the community, they should also plan to respond to the most extreme cases internally. Our organization is made up of single parents, employees who take care of their sick or dying family members, and, sometimes, even employees struggling to take care of themselves. When an organization takes on an employee and expects to retain them for 30 to 35 years, they should be prepared to nurture that employee through a number of stages in their life...”
- “Each month we are asked to provide one committed court date and three available court dates to the court. I feel if the court is dissatisfied with the number of dates it has to select from to subpoena detectives and officers to court, that it should ask them to choose additional available dates. Otherwise, selecting available and unavailable dates seems senseless if they aren’t going to honor the choices.”
- “Although the minor, day-to-day details of an employee’s work week are not important on the command staff level, the overall happiness of the body of employees is.”
- “I love the City of Chesapeake and I am honored to have had the opportunity to serve here. I hope I can continue my employment here until retirement.”

Although the City of Chesapeake was the second largest populated city in the Commonwealth, a compensation comparison analysis for a sampling of positions showed that the pay ranges did not always reflect the second highest status when compared to other localities exclusive of other public and private positions. Our audit showed that

there were also few opportunities in career advancement for frontline personnel such as police, dispatch, and animal control to name a few.

In another concurrent internal audit entitled, “Selected City Hiring and Competiveness Issues²⁸” presented to City Council on 3/10/2020, it was also noted that while the City was generally competitive with its peer cities in Virginia relative to pay ranges taken as a whole, it was less competitive on minimum salaries for CPD positions. **City employee salaries tended to be clustered at the lower ends of the City’s pay ranges. As a result, their salaries were less competitive than their pay ranges suggested.**

This situation potentially placed both the officers and citizens in danger by increasing workforce injuries, increasing response times to emergency calls, decreasing the number of available officers that can respond to emergencies, and increasing the risks of depression and suicide brought on by hypervigilance and high stress levels that are typically found in law enforcement and other first responder positions. This situation also created a segregation of incompatible duties issues simply because there was not enough staff.

A quote from the SHRM article states "Salary compression leads to low productivity and morale and high turnover."²⁹ The Chesapeake Police Department has all three elements evident in their department at this very moment. Employees are “training” at CPD and then leaving for more financially rewarding jobs with other local, state, and national police departments as well as with private security firms. Lower productivity, low morale, and high turnover places both the officers and the citizens of Chesapeake at risk by potentially having under trained, officers with poor attitudes handling high risk encounters that could easily turn into life and death matters depending on how well the officers handle the situation.

Recommendation: The City Council in coordination with the City Manager is planning a compensation study to address the competitiveness of salaries and compression issues. Consideration should be given to evaluating both the civilian and sworn employees’ pay scales and benefits and restructuring them, as necessary, to remain competitive in the Hampton Roads market, both the civilian and governmental. It is also recommended that the City develop a process that will

²⁸ The audit of Selected City Hiring and Competiveness Issues included compensation comparisons for the following positions: Police Officer, Police Field Training Officer, Police Officer Sr., Police Officer, Mast, Police Sergeant, Police Lieutenant, and Police Captain. This audit compared compensation ranges from cities similar in size to Chesapeake which included Virginia Beach, Norfolk, and Richmond; however it did not include all neighboring cities close to Chesapeake.

²⁹ Quoted from Rebecca Toman, Pearl Meyer's survey operations manager.

allow the CPD as well as other City departments the ability to monitor position turnover and retention rates at the department level. The retention data could be used by CPD as a tool to monitor the staffing levels relevant to their department as future changes are made to address salary compression and benefits. The CPD should also continue monitoring the rate of answered and unanswered calls to monitor the efficiency and effectiveness of 911 citizen responses.

CPD should also:

- Consider all of the comments and recommendations from the CPD law enforcement personnel's retention surveys including, but not limited to,
 - Working with Central Fleet Management to consider relaxing the Community Residential Vehicle (CRV) Program from a five year commitment requirement to a lower requirement.
 - Looking into alternative scheduling options to reduce the rotating shifts for officers, and improve court appearance scheduling to improve work-life balance, reduce overtime, and reduce the impact of officer fatigue;
 - Improve opportunities for self-development and enhance advancement opportunities;
- Continue conducting **annual** surveys of its civilian and sworn staff to get the most timely and relevant feedback that would not normally be obtained from the normal chain of command;
- Hire sufficient staffing levels to allow officers to use more of their leave time for the proper rest that would allow them to continue their work efficiently and effectively.

Response –

Staffing Challenges

Partially Agree

The Audit Report correctly points out the high turnover rate of the “police officer and dispatcher” positions. These are our initial gateways to the organization. We expend a great deal of resources recruiting, screening, hiring and training people to be police officers and/or dispatchers. A recent report completed by the City’s Human Resources Department titled “FY 2019 Workforce AT A GLANCE” should be used to give a greater understanding of turnover within the Police Department.

We do our due diligence to ensure candidates who desire these critical positions are indeed mentally and physically fit to perform the essential tasks of the positions they are

about to assume. We go so far as to offer ride-a-longs prior to hire, physical fitness workouts, and sit down and observe experienced dispatchers so they can get a feel for what lies ahead. We have also provided mentors, engaged family members to be supportive of their loved ones as they start a major life journey in law enforcement. Nevertheless, the job is complex, demanding, stressful, and dangerous. But it is also rewarding, enlightening, and never ending.

We lose most candidates early in the process, usually the first day or weeks of training and then throughout their probationary period which is 24 months. Once people make it through their probationary period, they are more likely to remain a member of the organization and go on to a long, rewarding career.

The same holds true for our dispatcher positions. Their job is complicated, demanding, stressful, and critical to our overall success. We make use of the latest the latest technology to help us manage and dispatch calls for service, but the interactions and communications with citizens who are experiencing extremely traumatic events is taxing on the people who deliver critical Public Safety Services.

The Audit Report references “Employee Retention Survey Results” which cites pay and advancement as issues that were the most important to people in the organization. The Department has worked closely with Human Resources to design and implement “Career Development” programs to create greater opportunities for different work assignments and compensation. The program’s design are desirable and achievable. However, all of these programs are limited by the available funding.

A close examination of the data included in the Audit Report who reveal that there is more than adequate opportunity for personnel to experience “lateral movement” to other assignments in the Police Department. Furthermore, we have recently instituted a “90 day assignment” to specialty units throughout the organization. We have increased opportunities for sworn personnel to work temporary assignments in specialty units and are determining the efficacy of lowering the 5 year hurdle for a CRV to 4 years. These action items are being done to increase retention and job satisfaction.

E. Challenges of an Aging Police Fleet

We analyzed CFM Fleet records pertaining to the CPD vehicles to determine the condition of 100% of CPD's active vehicle fleet inventory as of December 20, 2019. There were a total of 415 items included on CPD's active vehicle equipment list as of 12/20/2019. Audit Services' scope included reviewing data collected on 414 CPD active vehicles. CPD's active fleet includes models dating back as early 1998³⁰ to 2019. We noted that the CPD fleet was experiencing an increase in obsolescent vehicles.

Finding - CPD's active Fleet was growing obsolete at a faster pace than the rate at which it was being replaced. As of June 2020 our analysis showed that CPD was experiencing exorbitant repair costs to maintain an aging fleet – resulting in an avoidable financial obligation in excess of \$1.5 million to repair and maintain obsolete vehicles.



Source: Photo courtesy of the CPD

According to the City's Central Fleet's Management March 2017 Customer's Handbook, 2.3 Vehicle Replacement, "Central Fleet Management (CFM) is responsible for requisitioning all automotive and engineering equipment maintained by Central fleet Management for the City. The annual vehicle purchase follows these steps:

³⁰ This range does not include the 1963 CPD historical vehicle used in parades.

Table 17

2017 CFM Customer's Handbook 2.3 Vehicle Replacement

- 2.3.1 CFM sends a list of all vehicles that will exceed their economic useful life in the next fiscal year to all departments in the first quarter of the current fiscal year.
- 2.3.2 Departments prioritize which vehicles from the list they would like replaced, what type of replacement vehicle is required, and what accessory equipment is needed (light bars, lift gates, etc.). The department then returns the list to CFM.
- 2.3.3 CFM selects the number of vehicles to replace based upon the department's requests, City Council/City Manager's 'guidance, and the budgeted amount given for that year's purchase.
- 2.3.4 The Fleet User's Group reviews the draft buy list and provides departmental input for changes.
- 2.3.5 CFM makes the changes recommended by the Fleet User's Group and submits the list to the Budget Department. Budget will include the list in the City Budget for the next fiscal year, which will be submitted to City Council for approval.

We noted that approximately 30% of CPD's active fleet would have already been surplus and/or replaced if vehicles were rotated out of the fleet based on CFM's targeted replacement dates. Seventy-nine of the 414 active vehicles in its fleet (19.08%) with high mileage and excessive repair costs could have been classified as obsolete equipment. The 79 vehicles include 47³¹ vehicles identified with excessive repair costs plus 32 vehicles with repair costs that were within 80% to 100% of the original purchase price. (The latter is an emerging issue.)

1. Analysis of the CPD Fleet

The data analyzed was provided by both the CPD Support Bureau and the CFM. Data pertaining to original cost, replacement dates of vehicles, and work order detail were provided by CFM AssetWorks database with a cut-off date of 11/19/2019. Specialty equipment items (generators, boat equipment, etc.) and a confiscated vehicle #ES126 that was not maintained by the CFM were not included in this analysis. Vehicle ES126 was not included in the data reviewed for this reason.

³¹ (37+9+1)

The summary of findings for each analysis is provided below.

- **Mileage Analysis³².** Odometer readings from the active fleet included:
 - Sixteen (16) vehicles (3.86%) had mileage that exceeded 150,000 miles
 - One hundred and six (106) vehicles (25.60%) had mileage greater than 100,000 and less than or equal to 150,000.
 - The CPD fleet also included 292 vehicles with mileage less than 100,000 miles which made up 70.53% of the remaining active fleet.
- **Vehicle Replacement Analysis.** The data was reorganized to analyze recorded replacement dates. One hundred twenty-four (124) or 29.95% of the 414 active vehicles were still being used beyond Central Fleet's targeted replacement dates identified in the city's AssetWorks system by one or more years. The cut-off date used to measure the timeframe beyond replacement years was 11/19/2019. The period beyond the replacement years in this category ranged from a low of 1.42 years to a high of 15.03 years. (Note: The CPD's 1963 Ford vintage car (#E063) as well as two other vehicles (#E436 & #E195) did not include replacement dates documented in the CFM AssetWorks records).
- **Analysis of Vehicle Repair Costs.** The data was reorganized again from the perspective of cumulative repair costs. Forty-nine (49) of the 414 active vehicles (11.84%) had total repair costs in excess of the original purchase price of the vehicles. Almost \$1.5M was spend on repair costs for those 49 vehicles. The total of original prices was approximately \$1.2M with cumulative repair costs for those vehicles surpassing the original prices by a total of \$366,082.42.

The specific cost data of the 49 vehicles was stratified in the charts below:

- Thirty-seven (37) of the 49 vehicles (75.51%) currently sit in the active fleet with outdated replacement dates assigned by the CFM and cumulative repair costs that exceeded each vehicle's original purchase price. (Note: Repair costs for vehicle (#E063) also exceeded the value of its original purchase price. This was intentional since CPD retained this vehicle for parades and historical purposes).

³² Does not include equipment #ES126.

Table 18
37 CPD Vehicles that Exceeded the Useful Life of the Vehicles with Cumulative
Repair Costs that Exceeded Original Purchase Prices

EQ No	Equipment Description	Purchase Date	Central Fleet/Garage Replacement Date	No. of Yrs past		Purchase Price	Total Cost Labor/Parts/Commercial repairs	Repair Cost in excess of Purchase Price (highlighted in RED)	Total Repair Cost as a % of Purchase Price
				Replacement Date	Date				
E063	1963 FORD	11/01/91	11/1/68	N/A		\$6,025.00	\$10,311.37	(\$4,286.37)	171.14%
EA002	1998 FORD PICKUP	11/17/97	11/1/05		14.01	\$15,113.00	\$17,446.02	(\$2,333.02)	115.44%
E1060	2005 CHEVROLET IMPALA	06/30/05	6/1/10		9.42	\$20,803.00	\$27,590.52	(\$6,787.52)	132.63%
E1065	2005 CHEVROLET IMPALA	06/30/05	6/1/10		9.42	\$20,803.00	\$25,691.77	(\$4,888.77)	123.50%
E040	2004 FORD EXPEDITION XLT 4X4	04/22/04	1/1/11		8.84	\$36,964.86	\$44,970.91	(\$8,006.05)	121.66%
E1022	2004 FORD CROWN VICTORIA POLICE INTERCEP	06/30/04	6/1/11		8.42	\$27,115.57	\$40,125.60	(\$13,010.03)	147.98%
E1044	2005 CHEVROLET IMPALA	03/08/05	3/1/12		7.67	\$20,803.00	\$31,175.65	(\$10,372.65)	149.86%
E1045	2005 CHEVROLET IMPALA	03/08/05	3/1/12		7.67	\$20,803.00	\$25,809.81	(\$5,006.81)	124.07%
E1058	2005 CHEVROLET IMPALA	05/13/05	5/1/12		7.51	\$20,803.00	\$33,393.05	(\$12,590.05)	160.52%
E1059	2005 CHEVROLET IMPALA	05/12/05	5/1/12		7.51	\$20,803.00	\$23,621.79	(\$2,818.79)	113.55%
E1099	2007 CHEVROLET IMPALA	12/20/06	10/1/13		6.09	\$19,314.00	\$25,543.60	(\$6,229.60)	132.25%
E1084	2007 CHEVROLET IMPALA	12/20/06	11/1/13		6.00	\$19,232.17	\$34,572.07	(\$15,339.90)	179.76%
E1110	2007 CHEVROLET IMPALA	01/26/07	11/1/13		6.00	\$19,314.00	\$27,117.23	(\$7,803.23)	140.40%
E1124	2007 CHEVROLET IMPALA	01/24/07	12/1/13		5.92	\$19,314.00	\$28,136.15	(\$8,822.15)	145.68%
E1102	2007 CHEVROLET IMPALA	01/16/07	12/1/13		5.92	\$19,262.17	\$26,779.46	(\$7,517.29)	139.03%
E1134	2007 CHEVROLET IMPALA	01/05/07	12/1/13		5.92	\$19,314.00	\$20,851.21	(\$1,537.21)	107.96%
E1153	2007 CHEVROLET IMPALA	03/16/07	3/1/14		5.67	\$18,947.00	\$24,126.85	(\$5,179.85)	127.34%
E1154	2007 CHEVROLET IMPALA	03/16/07	3/1/14		5.67	\$18,947.00	\$19,339.39	(\$392.39)	102.07%
E1180	2008 CHEVROLET IMPALA	02/21/08	1/1/15		4.84	\$23,833.90	\$32,673.48	(\$8,839.58)	137.09%
E1184	2008 CHEVROLET IMPALA	03/17/08	1/1/15		4.84	\$23,684.90	\$31,243.40	(\$7,558.50)	131.91%
E1210	2008 FORD FUSION SEL 4-DR SEDAN	04/08/09	1/1/15		4.84	\$17,616.45	\$18,907.25	(\$1,290.80)	107.33%
E1200	2008 CHEVROLET IMPALA	04/01/08	2/1/15		4.75	\$21,146.95	\$35,795.39	(\$14,648.44)	169.27%
E1225	2009 CHEVROLET IMPALA	06/18/09	5/1/16		3.50	\$25,717.74	\$44,557.87	(\$18,840.13)	173.26%
E1241	2009 CHEVROLET MALIBU LT	03/15/10	1/1/17		2.83	\$18,546.25	\$33,597.45	(\$15,051.20)	181.15%
E1288	2011 DODGE CHARGER POLICE	02/16/12	6/1/17		2.42	\$26,181.83	\$36,790.67	(\$10,608.84)	140.52%
E1286	2011 DODGE CHARGER POLICE	11/08/11	6/1/17		2.42	\$28,061.40	\$34,084.92	(\$6,023.52)	121.47%
E1289	2011 DODGE CHARGER POLICE	01/30/12	6/1/17		2.42	\$26,181.83	\$30,249.61	(\$4,067.78)	115.54%
E1284	2011 DODGE CHARGER POLICE	02/29/12	6/1/17		2.42	\$26,181.83	\$28,062.05	(\$1,880.22)	107.18%
E1279	2011 FORD CROWN VICTORIA PI K9	11/02/11	3/1/18		1.67	\$21,493.08	\$26,050.51	(\$4,557.43)	121.20%
ET1310	2013 FORD TAURUS FWD SE 4-DOOR SEDAN	08/21/12	6/1/18		1.42	\$27,810.65	\$44,542.98	(\$16,732.33)	160.17%
E1304	2013 FORD TAURUS FWD SE 4-DOOR SEDAN	08/21/12	6/1/18		1.42	\$27,810.65	\$41,103.47	(\$13,292.82)	147.80%
E1301	2013 FORD PI WITH CAMERA	06/22/12	6/1/18		1.42	\$27,810.65	\$37,281.78	(\$9,471.13)	134.06%
E1308	2013 FORD TAURUS FWD SE 4-DOOR SEDAN	08/13/12	6/1/18		1.42	\$27,810.65	\$35,055.38	(\$7,244.73)	126.05%
ET1312	2013 FORD PI WITH CAMERA	08/21/12	6/1/18		1.42	\$27,810.65	\$34,325.72	(\$6,515.07)	123.43%
E1315	2013 FORD PI	08/21/12	6/1/18		1.42	\$27,810.65	\$33,220.93	(\$5,410.28)	119.45%
ET1314	2013 FORD PI	08/29/12	6/1/18		1.42	\$27,810.65	\$32,959.99	(\$5,149.34)	118.52%
ET1305	2013 FORD TAURUS FWD SE 4-DOOR SEDAN	08/13/12	6/1/18		1.42	\$27,810.65	\$28,817.03	(\$1,006.38)	103.62%

- Nine (9) vehicles (18.37%) were within the limits of tolerable replacement dates defined by the CFM; however, cumulative repair costs for those vehicles had already exceeded original purchase prices for each vehicle. (Vehicle E1345 appears to have been a reconciling item that was decommissioned between November and December 2019. CFM reported the item active in 11/19/2019 and the CPD reported it inactive on 12/20/2019.)

Table 19
9 CPD Vehicles with Repair Costs that Exceeded Purchase Prices

EQ No	Equipment Description	Purchase Date	Central Fleet/Garage Replacement Date	No. of Yrs past Replacement Date	Purchase Price	Total Cost Labor/Parts/Commercial repairs	Repair Cost in excess of Purchase Price	Total Repair Cost as a % of Purchase Price
							(highlighted in RED)	
E1342	2014 FORD PI	02/26/14	1/1/19	0.83	\$28,399.03	\$45,012.14	(\$16,613.11)	158.50%
ET1344	2014 FORD PI	02/21/14	1/1/19	0.83	\$28,399.03	\$35,539.79	(\$7,140.76)	125.14%
E1345	2014 FORD PI	02/26/14	1/1/19	0.83	\$28,399.03	\$34,835.65	(\$6,436.62)	122.66%
E1349	2014 FORD PI SEDAN FWD	03/05/14	1/1/19	0.83	\$28,399.03	\$29,444.56	(\$1,045.53)	103.68%
E1348	2014 FORD PI SEDAN FWD	03/05/14	2/1/20	-0.25	\$28,399.03	\$31,592.91	(\$3,193.88)	111.25%
E1398	2015 FORD PI SEDAN FWD	11/26/14	8/1/20	-0.75	\$28,884.03	\$33,310.65	(\$4,426.62)	115.33%
E1400	2015 FORD PI SEDAN FWD	12/09/14	8/1/20	-0.75	\$28,884.03	\$32,431.57	(\$3,547.54)	112.28%
E1441	2015 FORD PI SEDAN FWD	02/11/16	1/1/22	-2.17	\$29,160.17	\$31,662.91	(\$2,502.74)	108.58%
E1442	2015 FORD PI SEDAN FWD	02/08/16	1/1/22	-2.17	\$24,730.38	\$26,035.91	(\$1,305.53)	105.28%

- One (1) of the 49 vehicles (2.04%), vehicle #E436 was missing a replacement date in the record; however, repair costs for that vehicle also exceeded the original purchases price.

Table 20
1 CPD Vehicle with Missing Replacement Date and Repair Costs that Have Exceeded the Original Purchase Price

EQ No	Equipment Description	Purchase Date	Central Fleet/Garage Replacement Date	No. of Yrs past Replacement Date	Purchase Price	Total Cost Labor/Parts/Commercial repairs	Repair Cost in excess of Purchase Price	Total Repair Cost as a % of Purchase Price
							(highlighted in RED)	
E436	2001 FORD CROWN VIC	08/01/01	No Replacement Date	Unknown	\$22,179.00	\$29,987.23	(\$7,808.23)	135.21%

- **Emerging issue.** There were also 32 additional vehicles as of 11/19/2019 with repair costs that were between 80% and 100% of their original purchase price.

Table 21
32 Additional Vehicles with Cumulative Repair Costs that Will Exceed Original Purchase Prices within the Near Future (Emerging Issue)

EQ No.	Equipment Description	Purchase Date	Central Fleet/Garage Replacement Date	No. of Yrs past Replacement Date	Purchase Price	Total Cost Labor/Parts/Commercial repairs	No. of Work Orders over life of active vehicle thru 11/19/20	Repair Cost in excess of Purchase Price (highlighted in RED)	Total Repair Cost as a % of Purchase Price	Mileage as of 12/20/20
E185	1998 GMC VAN	01/05/98	12/1/03	15.93	\$17,850.00	\$15,608.25	62	\$2,241.75	87.44%	45285
E451	1998 FORD RANGER	12/11/97	12/1/05	13.93	\$15,025.00	\$12,563.08	45	\$2,461.92	83.61%	86980
E1062	2005 CHEVROLET IMPALA	02/07/05	1/1/10	9.84	\$20,803.00	\$17,378.88	76	\$3,424.12	83.54%	96398
E934	2003 FORD CROWN VICTORIA POLICE INTERCEP	08/01/03	8/1/10	9.26	\$23,545.00	\$19,385.75	69	\$4,159.25	82.33%	118192
E089	2003 FORD E350 CARGO VAN	04/01/03	9/1/10	9.17	\$19,204.00	\$17,855.42	65	\$1,348.58	92.98%	42631
E1032	2004 FORD CROWN VICTORIA POLICE INTERCEP	06/30/04	1/1/11	8.84	\$27,115.57	\$21,719.90	84	\$5,395.67	80.10%	116443
E1096	2007 CHEVROLET IMPALA	01/04/07	12/1/13	5.92	\$22,615.00	\$20,166.49	99	\$2,448.51	89.17%	108971
E1185	2008 CHEVROLET IMPALA	03/18/08	1/1/15	4.84	\$23,833.90	\$23,513.54	99	\$320.36	98.66%	114033
E1207	2008 FORD FUSION SEL 4-DR SEDAN	04/09/09	1/1/15	4.84	\$17,389.65	\$17,021.07	59	\$368.58	97.88%	129761
E1194	2008 CHEVROLET IMPALA	04/01/08	1/1/15	4.84	\$19,227.00	\$18,360.72	73	\$866.28	95.49%	146098
E1173	2008 CHEVROLET IMPALA	03/05/08	1/1/15	4.84	\$23,833.90	\$22,629.55	80	\$1,204.35	94.95%	112225
E1206	2008 FORD FUSION SEL 4-DR SEDAN	04/09/09	1/1/15	4.84	\$17,318.25	\$15,894.75	47	\$1,423.50	91.78%	111842
E1188	2008 CHEVROLET IMPALA	02/21/08	1/1/15	4.84	\$21,146.95	\$18,484.38	83	\$2,662.57	87.41%	111786
E1186	2008 CHEVROLET IMPALA	03/24/08	1/1/15	4.84	\$23,833.90	\$20,702.62	79	\$3,131.28	86.86%	104073
ET1193	2008 CHEVROLET IMPALA	04/01/08	1/1/15	4.84	\$21,146.95	\$17,983.33	76	\$3,163.62	85.04%	89913
E1195	2008 CHEVROLET IMPALA	03/03/08	1/1/15	4.84	\$23,684.90	\$19,459.97	60	\$4,224.93	82.16%	88807
E1198	2008 CHEVROLET IMPALA	04/01/08	2/1/15	4.75	\$21,146.95	\$18,060.77	85	\$3,086.18	85.41%	98424
E1240	2009 CHEVROLET MALIBU LT	03/15/10	1/1/17	2.83	\$18,546.25	\$17,570.88	56	\$975.37	94.74%	97045
E1287	2011 DODGE CHARGER POLICE	01/31/12	6/1/17	2.42	\$26,181.83	\$25,209.97	77	\$971.86	96.29%	103605
E1262	2010 HYUNDAI SONATA GLS	12/15/10	10/1/17	2.08	\$15,681.25	\$12,834.69	57	\$2,846.56	81.85%	135925
E1258	2010 HYUNDAI SONATA GLS	12/15/10	10/1/17	2.08	\$15,681.25	\$12,652.88	44	\$3,028.37	80.69%	110663
E1320	2012 DODGE CHARGER SE	12/18/12	1/1/18	1.83	\$22,614.05	\$20,414.70	71	\$2,199.35	90.27%	165144
E1267	2011 FORD CROWN VICTORIA POLICE INTERCEP	08/15/11	3/1/18	1.67	\$24,414.77	\$22,526.55	76	\$1,888.22	92.27%	95034
E1302	2013 FORD TAURUS FWD SE 4-DOOR SEDAN	08/13/12	6/1/18	1.42	\$26,202.75	\$24,611.42	85	\$1,591.33	93.93%	155550
ET1311	2013 FORD PI WITH CAMERA	08/30/12	6/1/18	1.42	\$27,810.65	\$25,087.51	94	\$2,723.14	90.21%	148442
ET1309	2013 FORD PI WITH CAMERA	08/21/12	6/1/18	1.42	\$27,810.65	\$23,203.25	73	\$4,607.40	83.43%	151490
E1347	2014 FORD PI SEDAN FWD	03/13/14	12/1/18	0.92	\$28,399.03	\$27,215.60	102	\$1,183.43	95.83%	126453
E1350	2014 FORD PI SEDAN FWD	03/13/14	1/1/19	0.83	\$28,399.03	\$26,682.96	100	\$1,716.07	93.96%	146047
E1281	2012 FORD MUSTANG	10/18/11	5/1/20	-0.50	\$26,370.02	\$25,340.95	92	\$1,029.07	96.10%	145820
E1290	2011 FORD F250 4X4 SD CREWCAB PICKUP	03/26/12	6/1/20	-0.58	\$25,701.12	\$23,274.13	60	\$2,426.99	90.56%	92793
E1335	2013 FORD MUSTANG	01/09/13	11/1/20	-1.00	\$27,908.24	\$22,337.00	82	\$5,571.24	80.04%	65801
E1443	2015 FORD PI SEDAN FWD	02/17/16	1/1/22	-2.17	\$29,160.17	\$25,626.01	79	\$3,534.16	87.88%	113522

On September 3, 2019 the City's Fleet Manager explained the reason for this situation:

“As the police fleet replacement is unfunded, there is no 20 year plan - we replace what we can along with the rest of the fleet (except fire apparatus and solid waste which are funded).”

As a result, the CPD fleet was not being replaced in a timely manner despite a combination of indicative adverse assessments (such as high mileage, repair costs, depreciated values, diminishing returns, replacement dates, and equipment downtime) due to budgetary constraints, which hindered CPD from obtaining newer more efficient and effective vehicles. Additionally, the City experienced high repair costs to maintain a growing, aging fleet as the CPD was working to reposition emergency vehicles for full operational coverage.

A 2015 audit of the Fire Department found large apparatuses (such as Fire Engines and Ladder Trucks) not being replaced when the useful life of those assets were exhausted. This resulted in the Chesapeake Fire Department having to continue utilizing many obsolete vehicles for its Fire programs. CPD's Public Safety vehicles were experiencing the same issues in 2020 resulting in CPD having to continue utilizing many obsolete vehicles for its police programs. If this need is not addressed, the City will continue to experience high repair costs to maintain an aging fleet; and CPD and other public safety departments will continue to rely on high mileage, overtaxed vehicles that constantly battle mechanical breakdowns. Additionally, this situation will potentially endanger the officers who drive them as well as the citizens who rely on a timely response for emergency calls.

Recommendation - The City should consider revising the Vehicle Replacement policy to require that first responder vehicles be replaced when the odometer reading reaches 100,000 miles or sooner if a vehicle is considered obsolete and the City continues to spend more money on repair costs than the vehicle's worth.

The CPD should work with CFM to obtain summary information on the repair costs for each vehicle so that the CPD can monitor the costs of those repairs for replacement purposes. Additionally, with regard to risk management and safety, the City should consider allocating resources to allow CPD to upgrade safety features in PD cars such as automated braking that could be turned off if necessary but would be helpful in preventing front end collisions. Also, a device that monitors seatbelt use would be helpful to reduce worker's compensation claims. Risk Management met with the Deputy Chief and discussed non-seat belt use in some collisions a few months ago and a policy change

was initiated by the Police.

Response –

Aging Fleet

Agree

The quantity and quality of our fleet has always ebbed and flowed with the prevailing financial conditions of the national economy. CFM continues to keep us apprised of the number of vehicles in our fleet and the overall condition of the vehicles. Up until the recent onset of the COVID 19 Pandemic, adequate funding was in place to dramatically improve the quality of our patrol vehicles despite the substantial increase in the costs of acquisition and up fitting of patrol vehicles.

The police department will continue to work closely with CFM and utilize allocated funding to replace older police vehicles as resourcefully as possible. Additionally, we will take advantage of modern technologies that make our police vehicles safer to drive and more reliable on the road. For example, our newest vehicles in the fleet are programmed with a seat belt usage enhancement option. All recent additions to the fleet have rear view cameras, reverse sensors and pre-collision assist systems built in. All advanced options come at a cost to the consumer and will add to the challenge of keeping up with our aging fleet. Worthy of repeating and of discernible concern, 30% of the police vehicle fleet has aged beyond targeted replacement dates. In these challenging times, our fleet must continue to be made a priority.

F. Police Training Academy Facility Needs

We toured the Police Training Academy and identified significant problems with its physical conditions. These problems could violate OSHA standards as well as lead to mold, vermin, and other health related issues.

Finding - The Police Training Academy facility lacked the necessary space and physical work environment needed for the staff and recruits. Additionally, the facility had reached the end of its useful life and was already showing signs of deterioration due to water damage caused by constant flooding, deteriorating structures, sink holes in the ground, and water in the underground storage beneath the parking lot.

Occupational Safety and Health Act (OSHA) standards required the following:

- OSHA Sanitation Standard 1910.141 required that work areas be kept clean, free of water, vermin, and kept in a sanitary condition.
- Section 1910.4(a)(3)(i) stated “All places of employment shall be kept clean to the extent that the nature of the work allows.
- Section 1910.141(a)(3)(ii) stated “The floor of every workroom shall be maintained, so far as practicable, in a dry condition.”
- Section 1910.141(a)(5) stated “Every enclosed workplace shall be so constructed, equipped, and maintained, so far as reasonably practicable, as to prevent the entrance or harborage of rodents, insects, and other vermin. A continuing and effective extermination program shall be instituted where their presence is detected.
- Section 1910.141(d)(1) stated “Washing facilities shall be maintained in a sanitary condition.”
- Section 1910.141(d)(2)(i) stated Lavatories shall be made available in all places of employment.”
- Section 1910.333 covered the requirements for selection and use of work practices. The general requirement per OSHA 1910.333(a) was: “Safety-related work practices shall be employed to prevent electric shock or other injuries resulting from either direct or indirect electrical contacts ... The specific safety related work practices shall be consistent with the nature and extent of the associated electrical hazard.”

Per OSHA’s bulletin “A Brief Guide to Mold in the Workplace”

- “...indoors, mold growth shall be avoided. Problems may arise when mold starts eating away at materials, affecting the look, smell, and possibly, with the respect to wood-framed buildings, affecting the structural

integrity of the buildings.

- Molds can grow on virtually any substance, as long as moisture or water, oxygen, and an organic source are present. Molds reproduce by creating tiny spores (viable seeds) that usually cannot be seen without magnification. Mold spores continually float through the indoor and outdoor air.
- Molds are usually not a problem unless mold spores land on a damp spot and begin growing. They digest whatever they land on in order to survive. There are molds that grow on wood, paper, carpet, foods, and insulation, while other molds feast on the everyday dust and dirt that gather in the moist regions of a building.
- When excessive moisture or water accumulates indoors, mold growth often will occur, particularly if the moisture problem remains uncorrected. While it is impossible to eliminate all molds and mold spores, controlling moisture can control indoor mold growth.

The CPD Training Facility was in a dilapidated state at the time of this audit. Flooding issues created mold and structural issues for the aging facility as well as sink holes in the ground where water was collecting and remaining stagnant. The following are photos taken from the Police and Sheriff Training Academy facilities.



Top left: Berm next to the Police and Sheriff Training Academy Administrative Building used to keep water from flooding the parking lot.



Bottom Left: Plug used to block stormwater drainage from heavy rain backfilling into the parking lot.



Top Right: Sinkhole next to the Modular Units and Administrative building.

Bottom right: One of many pot holes in the parking lot of cement.

Source: Photos courtesy of the CPD.

The aerial photo shows the parking lot adjacent to the training academy shooting range. It illustrates the lowest elevation points as well as the extreme signs of deterioration of the parking lot. It also shows severe cracks throughout. There are two bunkers underground that were previously used by the military. Both are filled with water due to the increased rainfall in the area.

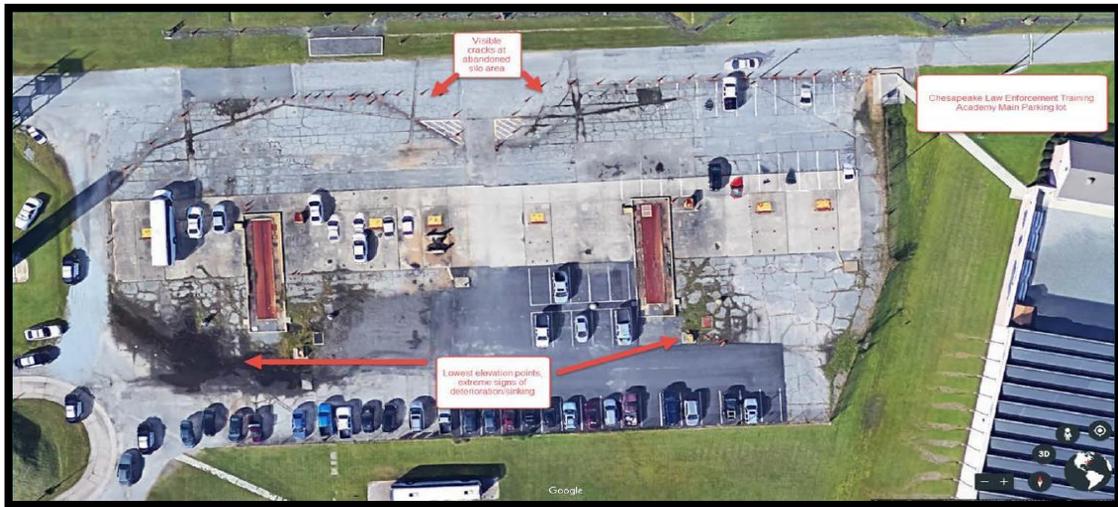


Photo above: Aerial View of the Main Parking lot for the Academy

The bottom left photo shows the aging trailer still used to train officers in jiu jitsu and the only porta-potty available to all trainees and instructors next to the trailer and the gym (not shown in this picture). The porta-potty is emptied every two weeks. The middle photo shows water damage and mold in the subfloor of the gym trailer. The photo on the right shows patch repair work done throughout the walls and floor of the interior of the trailer.



Photos from Left to Right: Tactical Training Trailer, Interior trailer flooring under leaking door frame, Square footage not adequate for normal class size. Maximum capacity is 16 students. (All Photos above courtesy of the CPD.)

The photo below is the exterior of the dilapidated house located on the Training Academy premises. The Rifle House is used to train the new recruits on how to use their firearms in a live setting. Doors and structures within are modular. However, the entire structure is leaning toward the backside of the facility and contains many hazards which have the potential to cause accidents and become a liability to the City.



Top photo: Exterior frontage of the Rifle House



Left photo: This is the inside view of the Rifle House and shows how the entire structure is leaning toward the backside of the building.



Bottom photo: The three women's stall located in the Training Academy Administrative Building.

The CPD and the Sheriff's Training Academy share the same training facilities. We observed that there was not enough work space, bathrooms, or common areas (such as the lunchroom and instructor office space) to adequately accommodate the people occupying the facility. An example of this is the Female restroom shown in the photo above. At the time of the audit there were 14 women enrolled in just the CPD Training Academy. This number did not include the number of women enrolled in the Sheriff's Training Academy who also shared this facility. Logistical issues ensued because all women were required to share only three bathroom stalls located in the Administration building. Needless to say, there is a constant struggle to juggle classroom schedules, restroom breaks, and lunch schedules because of the space limitations. Additional photos are available in Appendix C.

"We (CPD Training Academy) has four Police Academy Staff Instructors in the one office. One of the Instructors is a Deputy Sheriff that the Chesapeake Sheriff's Office assigns to our staff to serve as a liaison between departments. The Police Academy is separate from the Deputy Academy; Deputies receive Jailer, Court Bailiff and Civil process certifications while the Police Department certifies in a full Law Enforcement Certification (Reference DCJS Standards).

... The Sheriff's Office occupies one of our classrooms in the main building, two trailers, and a small space at the firing range. The defensive tactics trailer, gym, restrooms, firing range, lunch room, parking lot, clearing house (scenario based) and common areas we all share. The Police Department is responsible for the upkeep of the buildings and the grounds. All utilities are paid through our Police Academy budget."

Director of the CPD Law Enforcement Training Academy

Audit Services also inquired why the PSOC building wasn't being used for training:

There are only two meeting rooms at PSOC (1st Floor Multipurpose and 2nd Floor Multipurpose) that could possibly be used as classrooms for the basic academy class, but both of those rooms are not large enough to handle our current basic class of 35 students. When set up as a classroom, the 1st Floor Multipurpose Room can accommodate 28 students and the 2nd Floor Multipurpose Room can accommodate 32 students. The Emergency Operations Center can seat 80 students, but the space is not conducive for a basic class.

The 1st Floor Multipurpose Room was originally designed for Press / Media Engagements, and is often used as a meeting space for various departments. The 2nd Floor Multipurpose Room serves as a Fire

Department Classroom for various trainings and is only open for use when no fire training is scheduled.

While the 3rd Floor is designated for Police, it serves as the dispatch center and does not have any classroom that could accommodate the basic academy.

Other reasons as to why we do not use the PSOC for basic training include:

- No office space for staff*
- No computers/printers in classrooms*
- No area for physical fitness training*
- Limited space for scenario/practical training*
- Limited parking*
-

Director of the CPD Law Enforcement Training Academy

Audit Services also researched the City's plans that were underway to address the needs of the Police Training Academy and Police Headquarters located on the City's Municipal grounds. The City contracted with Clark Nexson (CN) to perform this study as part of a broader feasibility study and conceptual design for the City's Public Safety (PS) Departments (Fire, Police, and Sheriff). The following highlights some significant dates pertaining to the status of the study from its inception to 8/25/2020:

- On 2/7/2019 CN held a meeting with PS officials for the purpose of studying the scope of the project. The meeting notes specifically pertained to the Public Safety Training Academy (PSTA). The initial goal was to complete the entire study by August 2019. The completion date for the feasibility portion of the study was later revised in a subsequent document to 7/6/2020. The Concept Design phase of the study was targeted for a completion date of 10/16/2020. The intent was to study the needs of all three PS Departments (Fire, Police, and Sheriff). The study was intended to also review potential regional partners.
- On 6/5/2019 CN submitted a scope and fee letter for the PSTA. The fees for the Feasibility Study of \$310,959 and Concept Design of \$162,230 totaled \$473,189. As of July 1, 2020 the City had paid CN \$156,154.55 (or approximately 50% of the Feasibility Study fee) toward this study. No draft reports have been issued to date on the study of the PSTA.
- On 7/23/2019 CN provided meeting minutes for the Kickoff Meeting which was held to define program goals. The city earmarked \$15M as a placeholder for both the PS Headquarters and Public Safety Academy.
- On 10/10/2019 CN provided the Public Safety Project Schedule for the Headquarters Building Feasibility Study & Concept Design. The fees for the Feasibility Study of \$130,940 and the Concept Design of \$119,650 totaled \$250,590. No timelines were established for the PS Headquarters study. As of July 1, 2020, The City had paid CN \$59,455.39 (or approximately 45% of the Feasibility Study fee) toward this PS Headquarters study. No draft reports have been issued to date.
- The week of 8/17/2020 the Police Department was working with the City Management to follow up on status of the CN reports. No reports have been received by the City for both the PSTA and PS Headquarters studies as of 8/25/2020.

**Table 22: Audit Observations of the CPD Training Academy
September 24, 2019**

Building	Observations	Additional Issues
<p>Training Administration</p>	<p>The building was built in 1941 by the Department of Defense. In 1972 the City took over the building. The building is lower than the surrounding fields and parking lot. As a result, the building has experienced flooding and damage to the interior walls caused by hurricanes and a steady increase in annual rainfall. Beneath the aged siding is cinder block walls which appears to maintain moisture caused by rain water. This can lead to mold spores within the entire structure.</p> <p>Police and Sheriff share the training center. The class sizes have grown and were</p>	<p>City placed a berm (a dirt mound) around the perimeter of the building as well as berm to support the surrounding fields which is higher than the building itself.</p>
	<p>larger than the facility could withstand. Police had four coordinators who coordinate the limited room space, cafeteria space, bathroom breaks, etc.</p> <p>More women were enrolling into the Police Academy. There are 14 but only 3 bathroom and shower stalls.</p>	<p>There was no evidence within the City to show that air quality tests were occurring annually.</p>

	There were air quality concerns. They are supposed to have air quality tests annually.	
Police Modular Site	There was one modular, donated by the Chesapeake Public Schools, which housed four individuals responsible for the administrative recruitment, interview, and background processes. There was water damage to the floor that needed repair.	There is a work order in place to repair the water damaged floor. There is also a WO in place to add walls to create privacy for the workers who need to conduct interviews.
Tactical Training/Jiu Jitsu	Trailer needed constant repair because of its age. Storage is a premium because there is no storage. This trailer doubles as a work out room and storage room for police equipment that needs to be temperature controlled. Snake issues. No running water. They contract for a porta-potty. The contractor empties potty every two weeks.	
Exercise room	Interior perimeter of floor to the gym room is dirt. They	

	get frogs and snakes in the facility. No running water. They have to use the porta potty next to the tactical trailer.	
Rifle Range	The structure is totally dilapidated and needs to be condemned. The structure is currently being used by trainees. Walls, doors, and windows are movable to create the scenario needed for training.	
K-9 Training	Very good. NN and North Hampton County use our facilities for K-9 training.	

This situation also resulted from budgetary limitations. If not addressed, they could potentially endanger the health and safety of City personnel and Police and Sheriff recruits. Unabated mold has been known to contribute to respiratory ailments in humans including allergies and infections. Occupants utilizing the facilities were routinely exposed to the mold and were potentially at risk. This situation also resulted in potential non-compliance with OSHA standards and guidelines. More photos are included in Appendix C.

Recommendation: The City had plans to move forward on building a new training facility for all of its Public Safety Departments. We recommend that the City continue its efforts as funds become available and consider all of the Training Academy needs when planning and designing the new training facilities.

With the increasing use of virtual meeting room technology during this COVID-19 pandemic (such as Zoom and Microsoft Teams), the city should reevaluate the need for physical meeting room spaces and spaces requirements for the Customer Call Center at the PSOC building. Possibly reconfigure the internal architectural design and the outdoor landscape to accommodate for indoor and outdoor running tracks and workout gyms and exercise spaces. As an option, the design could include the installation of modular walls similar to those used in hotel ball rooms to size rooms based on need. The design should also address the need for adequate administrative and instructor offices, class rooms with

computing and printing capabilities, space for scenario/practical training, adequate lunchroom facilities, adequate bathroom and locker room facilities, and appropriate storage for all of the Public Safety departments and the City's new recruits. Consideration should also be given toward how other public recreation centers and private organizations (such as the YMCA and other gyms) have laid out their buildings and parking for more efficient and effective maximum utilization of space when designing plans for all of the City's Public Safety Training Academy needs. If parking limitations becomes an issue consider making remote parking at other City owned locations available with regularly scheduled bus trips. This would allow recruits to be transported to and from these remote locations to the PSOC building.

Until the new facility is constructed CPD and the Sheriff's Office should coordinate with Facilities Maintenance to address the existing issues to the extent feasible. Such action could help to mitigate some of the health and safety risks faced by employees at the facility.

G. Other Relevant Facility Needs

We identified additional facility needs for the Police Headquarters, Evidence Room, and Vice and Narcotics Section

Finding - The Police headquarters building and evidence room had space limitations, and some Vice and Narcotics Section space needed maintenance and a safe.

Police staff needed adequate facilities to properly complete their assigned duties. We identified the following space concerns for CPD:

- **The Public Safety CPD Headquarters 1st Precinct Employee Space Limitation.** The 1st precinct did not have enough space for its employees. An observation of the facilities showed several rooms where employees, desks, and computers were living and existing in cramped quarters. There was also not enough space to place room dividers for privacy for these workers.
- **Storage Needs for the Evidence Room.** Audit Services also observed the evidence room and note a lack of storage space as the CPD Evidence room staff were at the mercy of the Commonwealth Attorney's office and other layers of Law Enforcement to authorize the destruction or release of items in the evidence room.
- **Facility Needs for Vice & Narcotics Section.** The Vice & Narcotics Division facility was also in need of flooring and weather stripping for the police officers using the facility. The property was being leased by the CPD at an undisclosed area. The lease required CPD to be responsible for all of the interior while the landlord was responsible for the exterior. The lease also required the CPD to maintain liability insurance as part of the lease. Also, confidential funds used to make drug purchases was only secured in a locked filing cabinet within a locked room.

Recommendation - The City should place a priority in addressing all of the facility needs to address space limitations in the 1st Precinct and Evidence Room. Consideration should also be given to reconfiguring the unutilized space where the City's original 911 Call Center was located and incorporating that space into the plans of the new architectural design of the Public Safety Building.

The City should move forward with its Capital Project plans for the expansion of the Police Evidence Room to address the space needs.

With regard to the Vice & Narcotics Section location, the City should renegotiate the lease

agreement to lower the rent in order to use funds in order to make the necessary upgrades. The CPD should also consult with the City Attorney and Risk Management to address if there is a need to continue to pay for liability insurance since the city is already self-insured and to ensure that the renegotiated terms are mutually beneficial to both the City and the Landlord. Finally, more security such as a dual controlled safe and security cameras should be placed over the confidential funds stored in the facility.

Response to both F and G -

Aging Fleet

Agree

The quantity and quality of our fleet has always ebbed and flowed with the prevailing financial conditions of the national economy. CFM continues to keep us apprised of the number of vehicles in our fleet and the overall condition of the vehicles. Up until the recent onset of the COVID 19 Pandemic, adequate funding was in place to dramatically improve the quality of our patrol vehicles despite the substantial increase in the costs of acquisition and up fitting of patrol vehicles.

The police department will continue to work closely with CFM and utilize allocated funding to replace older police vehicles as resourcefully as possible. Additionally, we will take advantage of modern technologies that make our police vehicles safer to drive and more reliable on the road. For example, our newest vehicles in the fleet are programmed with a seat belt usage enhancement option. All recent additions to the fleet have rear view cameras, reverse sensors and pre-collision assist systems built in. All advanced options come at a cost to the consumer and will add to the challenge of keeping up with our aging fleet. Worthy of repeating and of discernible concern, 30% of the police vehicle fleet has aged beyond targeted replacement dates. In these challenging times, our fleet must continue to be made a priority.

Appendix A
Official CPD Management Responses



Thu 9/10/2020 1:50 PM

Kelvin Wright

2020 Audit Responses

2020 Audit Responses

Mental Health Crisis

The Police Department “agrees” with the Auditor’s findings with regard to Mental Health Crises. Over the years, it has become increasingly apparent to us that we fall short in prevention of mental health crises with Public Safety Personnel. Prevention includes assessing, treatment, and maintenance of personnel, who as a matter of operational and investigative functions, are exposed to various forms of trauma. The 21st Century Policing Report clearly advises that it is of paramount importance to protect the mental health and well-being of police officers.

At the direction of the City Manager, the Process Improvement Officer has formed a team to identify the best practices for delivery of mental health services to Public Safety Personnel and other positions in City government that are exposed to trauma on a regular basis and those that experience incidents that rise to the fore where clearly some form of “trauma informed care” is appropriate.

Staffing Challenges

Partially Agree

Response to Audit

The Audit Report correctly points out the high turnover rate of the “police officer and dispatcher” positions. These are our initial gateways to the organization. We expend a great deal of resources recruiting, screening, hiring and training people to be police officers and/or dispatchers. A recent report completed by the City’s Human Resources Department titled “FY 2019 Workforce AT A GLANCE” should be used to give a greater understanding of turnover within the Police Department.

We do our due diligence to ensure candidates who desire these critical positions are indeed mentally and physically fit to perform the essential tasks of the positions they are about to assume. We go so far as to offer ride-a-longs prior to hire, physical fitness workouts, and sit down and observe experienced dispatchers so they can get a feel for what lies ahead. We have also provided mentors, engaged family members to be supportive of their loved ones as they start a major life journey in law enforcement. Nevertheless, the job is complex, demanding, stressful, and dangerous. But it is also rewarding, enlightening, and never ending.

We lose most candidates early in the process, usually the first day or weeks of training and then throughout their probationary period which is 24 months. Once people make it through their probationary period, they are more likely to remain a member of the organization and go on to a long, rewarding career.

The same holds true for our dispatcher positions. Their job is complicated, demanding, stressful, and critical to our overall success. We make use of the latest the latest technology to help us

manage and dispatch calls for service, but the interactions and communications with citizens who are experiencing extremely traumatic events is taxing on the people who deliver critical Public Safety Services.

The Audit Report references “Employee Retention Survey Results” which cites pay and advancement as issues that were the most important to people in the organization. The Department has worked closely with Human Resources to design and implement “Career Development” programs to create greater opportunities for different work assignments and compensation. The program’s design are desirable and achievable. However, all of these programs are limited by the available funding.

A close examination of the data included in the Audit Report who reveal that there is more than adequate opportunity for personnel to experience “lateral movement” to other assignments in the Police Department. Furthermore, we have recently instituted a “90 day assignment” to specialty units throughout the organization. We have increased opportunities for sworn personnel to work temporary assignments in specialty units and are determining the efficacy of lowering the 5 year hurdle for a CRV to 4 years. These action items are being done to increase retention and job satisfaction.

Aging Fleet

Agree

The quantity and quality of our fleet has always ebbed and flowed with the prevailing financial conditions of the national economy. CFM continues to keep us apprised of the number of vehicles in our fleet and the overall condition of the vehicles. Up until the recent onset of the COVID 19 Pandemic, adequate funding was in place to dramatically improve the quality of our patrol vehicles despite the substantial increase in the costs of acquisition and up fitting of patrol vehicles.

The police department will continue to work closely with CFM and utilize allocated funding to replace older police vehicles as resourcefully as possible. Additionally, we will take advantage of modern technologies that make our police vehicles safer to drive and more reliable on the road. For example, our newest vehicles in the fleet are programmed with a seat belt usage enhancement option. All recent additions to the fleet have rear view cameras, reverse sensors and pre-collision assist systems built in. All advanced options come at a cost to the consumer and will add to the challenge of keeping up with our aging fleet. Worthy of repeating and of discernible concern, 30% of the police vehicle fleet has aged beyond targeted replacement dates. In these challenging times, our fleet must continue to be made a priority.

Police Training Academy Facility Needs

Agree

At present, the City has engaged a vendor to review, analyze and recommend replacement, renovations and upgrades to both the Public Safety Building and Chesapeake Law Enforcement Training Academy. Both of these facilities are in excess of 40 years old and require substantial capital to address present and future needs. Replacement and/or renovations to these critical facilities must occur soon. As the Audit Report indicates, the 1st Precinct is in dire need of renovation and additional space. The Evidence Storage Facility is nearly reaching capacity as the laws governing both records and evidence retention have changed which require longer retention times.

With regard to the securing of confidential funds by Vice and Narcotics, a more robust means of security has been implemented.

Appendix B

Letters from the Chief of Police and Mayor addressing Chesapeake citizens are included in the appendix.



Chief_of_Police_Wri
ght.pdf



Mayor_Rick_West.p
df

MEMORANDUM

Department of Police
P.O. Box 15225
Chesapeake, Virginia 23328

TO: All Sworn Personnel

FROM: K. L. Wright, Chief of Police 

DATE: May 29, 2020

SUBJECT: Response to George Floyd Incident

As law enforcement officers, we work diligently to protect the community. We have been appointed to perform tasks that are not entrusted to any other governmental entity nor members of society. With this brings great responsibility and requires trust from the people who believe we are acting in their best interest and in accordance with the law. Furthermore our actions should be tempered with compassion, guided by justice, and proportional to the prevailing conditions.

What we witnessed in the horrible video that captures the death of Mr. George Floyd runs counter to all that we in law enforcement stand for. More than that, it offends us to our core as human beings who hold all life as precious. I am profoundly dismayed that in 2020 such an event can occur. We in law enforcement, working in conjunction with the people of the communities we serve, strive day by day to improve the manner in which we interact with one another. Forging relationships built upon trust, civic engagement, open dialogue; all with the ultimate goal to facilitate change. Change is needed in the way we have traditionally provided police services and more importantly, how we have policed and engaged disenfranchised and minority communities.

Although much progress has been made, much more work remains to be done. We must continue to be accessible, reliable, and committed to delivering the best possible services. I marvel at the work that each of you do and commend you for your commitment to the way in which we do policing in Chesapeake. Clearly, the actions of the police officers in Minneapolis did not serve Mr. Floyd nor the community at all. I am encouraged that all of the conversations I have had with some of you recognize that what occurred was in the simplest terms "wrong." Let's be honest, years ago, police officers would not dare publicly criticize the actions of other police no matter how egregious. As I have always taught, "remaining silent to wrongdoing makes us accomplices and calls into question where our loyalties lie."

You all have shown fidelity to the law and to justice. As a law enforcement agency, you all embody the principles of President Obama's 21st Century Policing report. Let us continue in good works. Let us not be deterred, but increase our efforts to be better today than we were yesterday. Let us continue establishing meaningful relationships with citizens and making life better for others. And always, let us stand up for what is right. Finally, "Let us not become weary in doing good, for at the proper time we will reap a harvest if we do not give up."

"The City of Chesapeake adheres to the principles of equal employment opportunity. This policy extends to all programs and services supported by the City."

Mayor's Message

City of Chesapeake Government – Official Facebook Page

Posted June 2 at 8:21 AM

A message of care and support from Chesapeake Mayor Rick West regarding the death of George Floyd and the impact on our community:

Citizens of Chesapeake,

As a lifelong resident of this City, and as your Mayor, I am proud to say that Chesapeake is my home. The cornerstone to that pride comes from you, the people who live and work in our community. We are people who care about one another and work hard to build not just a place to live, but a community in which we can learn from and share with one another. We strive to be better than we were yesterday, with an eye always on the new challenges of tomorrow.

It is in this spirit of community that I want to discuss the deplorable acts which took place recently in Minnesota, and the equally senseless acts of violence happening in many cities as a result. The manner in which Mr. Floyd was treated would outrage any reasonable person and anger over his death is certainly justified. It is something so alien to the "Chesapeake way" as to be almost incomprehensible. I am hopeful that the individuals involved in this heinous act will be made to answer to the full measure of law, and that the Floyd family may continue to be uplifted in prayer and supported by the community. Nothing can erase the terrible loss this family has suffered, but we can and must do all we can to ensure such a thing is never repeated.

We in Chesapeake are blessed with a strong, positive, and citizen-focused Police Department whose leader, Chief Kelvin Wright, places the highest priority upon officers being a visible, tangible, active part of the community. For CPD, "Community Policing" isn't just a fancy term, it's a way of life and the foundation for how they operate on a daily basis. Our officers are not just "in" the community, they are part of the community. It is those relationships, built upon mutual trust and mutual respect that help to keep us safe and secure in our city.

Are we perfect in how we handle policing, or any other City service? No, we aren't, for the simple reason that we are all human. I am certain Chief Wright would be the first to echo that sentiment. We make mistakes, we do things we wish we hadn't, we say things we'd like to take back. The difference is, we take responsibility for our actions, we own the issues, and we try constantly to learn from today so tomorrow will be better. We're never going to please 100% of the people – that's just not possible. And some people we please today will get angry with us tomorrow. We understand and respect that, just as we respect that every person we meet has things happening in their personal lives we can't possibly know or understand. Just like everyone, though, City staff and our Police do their best, day in and day out, to be fair, honest, transparent, and most of all, caring.

At this difficult time in our country and our world, with the continuing challenges of COVID-19 and now this new, yet all too familiar, issue of civil unrest, I would ask you to pause a moment and remember what it means to be a Chesapeake citizen. Think upon the many positives in our community and the people who make us great. Perhaps if we can focus upon those things, we can more clearly see the way to a peaceful, respectful, and safe outcome for us all. I am proud to be a Chesapeake citizen, and I thank you for helping make Chesapeake, truly, the City that Cares.

Chesapeake
VIRGINIA

*A message from
Mayor West*



Appendix C

Additional photos of the Chesapeake Police & Sheriff Training Academy

Female Restrooms – Only 3 stalls for entire facility



File/Supply Closet



Septic System – Right of Background Trailer



Student Break Room – Seating room for 25 for currently 59 public safety candidates attending academies.



Berm Behind Trailers – Designed to keep flood water from entering the main building



Back Right Berm – Designed to keep flood water from entering the main building



Conex boxes for overflow storage



Main Parking Lot - The parking lot shown below is on higher ground than the main building. The grassy area between the parking lot and the building is grated downward causing rain water to drain from the parking lot to the building.



Exterior Classroom #1



Exterior Back of Gym



Main Building Exterior Siding



Main Building Exterior foundation - Water routinely seeps under foundation.



Sinking ground leading to the sink hole. - Possible abandoned septic system collapse.



Physical Agility Test Course

