



# 2025 Police Staffing Study

## Albemarle County Police Department, Virginia

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## Methodology

In early in 2025, the County of Albemarle, retained Emergency Services Consulting International (ESCI) to conduct a comprehensive staffing study for Albemarle County Police Department (ACPD). The staffing study provides the agency with a detailed understanding of current and future needs and includes a host of findings and recommendations for moving forward regarding their staffing for emergencies and administrative support functions. As such, it is designed to assist the agency with quantifying current service delivery, evaluating service delivery and response performance, identifying forecast growth and emergent conditions, and developing strategies to meet anticipated needs and resultant future service demand.

### Project Initiation & Development of the Work Plan

In the initial phase of the staffing study process Emergency Services Consulting International (ESCI) developed a project work plan based on the approved scope of work. ESCI conversed with the ACPD's project team to gain a comprehensive understanding of the organization's background, goals, and expectations for this project. The work plan included identifying the primary tasks to be performed, the method for evaluating the results, and possible obstacles that may arise during the project.

### Acquisition & Review of Background Information

Conducting a staffing study for the Albemarle County Police Department (ACPD) requires gathering detailed background information across multiple areas, including department structure, workload, geographic considerations, budget, performance metrics, and future needs. Understanding the department's organizational structure is essential, including the number of sworn and civilian personnel, specialized units, patrol schedules, and mutual aid agreements. Analyzing workload and service demand involves reviewing calls for service (CFS) data, response times by priority level, officer workload allocation, crime trends, and the department's role in community policing efforts. Additionally, geographic and community factors such as population growth, land use, traffic patterns, and socioeconomic conditions, help determine the evolving demands on police services. ESCI used the collected data in the analysis and development of the comprehensive staffing study report.



## Key Concepts & National Trends

To effectively evaluate the performance of the Albemarle County Police Department (ACPD) in a staffing study, several key concepts and nationally recognized benchmarks should be considered. A workload-based staffing model helps determine the appropriate number of officers by analyzing calls for service (CFS), response times, and the balance between proactive and reactive policing. Response time standards are critical, with emergency calls ideally being answered in under 5–7 minutes, following benchmarks set by the National Emergency Number Association (NENA) and FBI Uniform Crime Reporting (UCR) data. The officer-to-population ratio, which provides a baseline staffing comparison, suggests an average of 2.4 officers per 1,000 residents, though actual needs vary based on service demand.

Another key metric is crime clearance rates, which assess investigative efficiency by comparing ACPD's ability to solve crimes against national standards, such as the FBI UCR and National Incident-Based Reporting System (NIBRS). Evaluating use-of-force incidents is also important, tracking cases relative to total arrests and public interactions, with guidance from the Commission on Accreditation for Law Enforcement Agencies (CALEA) and U.S. Department of Justice (DOJ). Additionally, community policing and public trust are measured through surveys and engagement efforts, aligning with Office of Community Oriented Policing Services (COPS Office) guidelines.

Another critical component is analyzing the balance between proactive and reactive policing, ensuring officers have at least 33–40% of their time available for crime prevention, community engagement, and problem-solving, as recommended by the International Association of Chiefs of Police (IACP). Workforce retention and wellness also impact performance, with turnover rates, officer well-being, and job satisfaction compared against best practices from Police Executive Research Forum (PERF) and IACP Officer Safety & Wellness guidelines. Furthermore, training and professional development should be examined by assessing annual training hours per officer, ensuring compliance with CALEA standards and state law enforcement training commissions.

By applying these performance evaluation concepts, the staffing study will provide a comprehensive assessment of ACPD's operational effectiveness, resource allocation, and ability to meet the community's safety needs.





Where applicable, the report is written and organized in a style that is consistent with:

- International Association of Chiefs of Police (IACP) – Best practices for staffing, response times, proactive policing, and officer well-being.
- Commission on Accreditation for Law Enforcement Agencies (CALEA) – Gold standard for police department policies and performance metrics.
- Federal Bureau of Investigation (FBI) UCR & NIBRS – National crime statistics and benchmarks for clearance rates, response times, and officer-to-population ratios.
- Police Executive Research Forum (PERF) – Research-based recommendations on modern policing strategies, recruitment, and retention.
- National Emergency Number Association (NENA) – Response time and 9-1-1 call handling standards.
- U.S. Department of Justice (DOJ) & Office of Community Oriented Policing Services (COPS Office) – Guidelines for community engagement, use of force policies, and procedural justice.
- Virginia Law Enforcement Professional Standards Commission (VLEPSC).

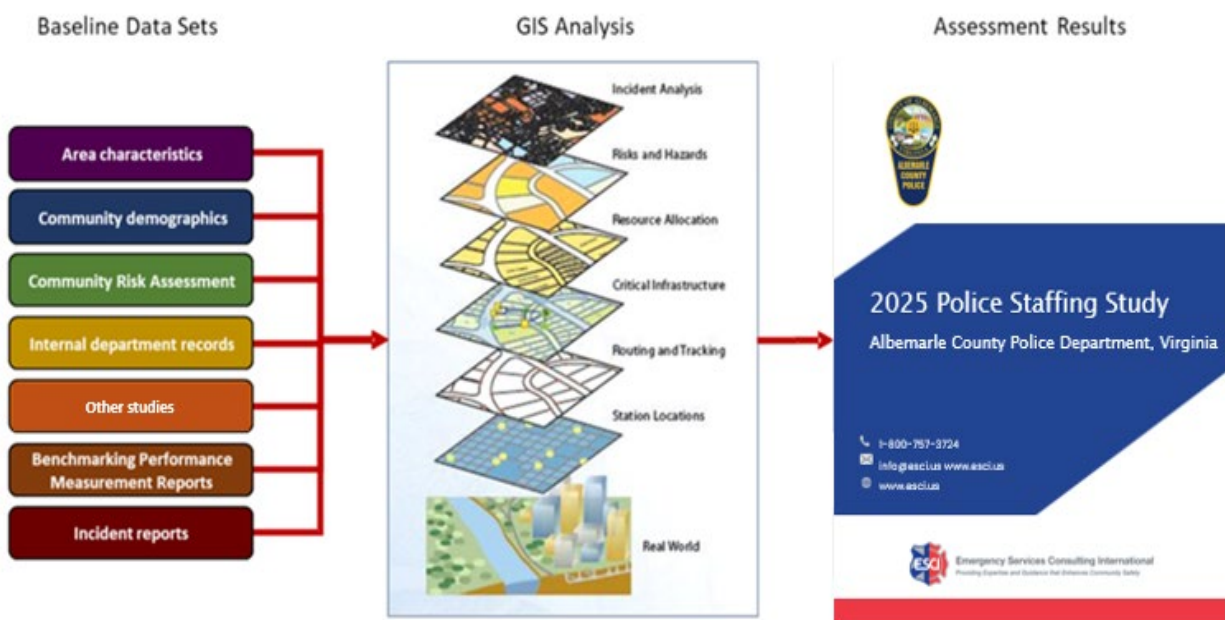
## Baseline Assessment & GIS Technology

From the information provided by ACPD, ESCI was able to establish a baseline assessment of current community risks and service delivery needs centered around the specialized and technical services provided by ACPD. The purpose of this assessment was to identify risks, hazards, vulnerabilities, and threats in comparison to industry standards and best practices to determine current and future emergency service delivery needs regarding staffing emergency response models.

The ESCI Planning Team also collected information, reviewed population and other community growth patterns, and then analyzed trends and expectations. This was done to provide a glimpse into future community conditions, land use, and community policing needs, to interpret their potential impact on emergency service planning and delivery.

ESCI then used Geographic Information Systems (GIS) technology and analysis tools to visualize the data and provide additional information for ACPD. The following figure illustrates the conceptual GIS methodology, as it is applied to this assessment.

Figure 1. GIS Methodology



## Performance Analysis and Development of Recommended Strategies

From the moment a police station, sector, or police beat is established, there is an expectation that it will provide timely responses to calls for service within a designated coverage area. When the original response time criteria were set for the department, a location-allocation model was inherently created, determining how officers could effectively respond within a reasonable timeframe. This model is shaped by the road network and geographic features of the jurisdiction, allowing law enforcement professionals to predict which areas will be well-covered and which may experience delays in service. Even before any incidents occur, these factors create a dynamic segmentation of the service area, influencing the department's operational efficiency.

Over time, response coverage evolved due to changes in population, infrastructure, and community growth. Modern policing emphasizes performance-based evaluation using actual travel times rather than simple distance measurements. Today, most law enforcement agencies establish response time standards that incorporate three key elements: call processing time, officer dispatch and mobilization time, and actual travel time to the scene. Previously, distance-based models failed to account for the first two components, leading to an incomplete assessment of response capabilities. By integrating all three factors, departments can more accurately determine service expectations and assess performance.



Unlike a linear deployment model, police stations and patrol zones are strategically distributed based on time intervals and response capabilities. This approach helps define staffing levels and deployment strategies that ensure an effective response while balancing available resources. However, response coverage is ultimately a policy decision influenced by local risk factors, community needs, and jurisdictional priorities.

Performance standards for policing are based on the critical nature of emergency response, where delays can significantly impact public safety and the outcome of incidents. Just as fires and medical emergencies worsen rapidly with time, law enforcement responses must meet strict time goals to prevent escalating threats, ensure officer and public safety, and maintain public trust. Using this framework, ACPD's performance will be evaluated, and recommendations for improvement will be developed to enhance response capabilities and overall service delivery.

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## Executive Summary

### Situation

Albemarle County Police Department (ACPD) serves a large, mixed-density jurisdiction experiencing steady growth. Over the last five years, overall incident volume and public-generated calls have risen, while key call types — motor vehicle collisions, suspicious activity, disorder, and larceny — dominate time on task. Geography and call mix stretch patrol availability and supervisory bandwidth.

At the same time, the Albemarle County Board of Supervisors has demonstrated a sustained commitment to public safety. Between fiscal year 2021 and 2026, the County added 116 positions across Fire/Rescue and Police, including 19 positions for ACPD. Patrol officers represent nine of these new positions, six were dedicated to specialized units, and three support the County's HART mental health team. In fiscal year 2026, Albemarle provided its largest single-year police staffing investment in recent history, funding six new patrol officers to strengthen coverage.

For the first time in six years, the County also raised the real estate tax rate during the FY 2026 budget process, dedicating 3.2 of the 4 cents — more than \$9.9 million — directly to public safety. This funding sustained expiring FEMA SAFER grants for Fire/Rescue and underwrote ACPD's patrol officer expansion. In addition, the County has consistently prioritized competitive public safety salaries by maintaining step increases and cost-of-living adjustments to support workforce stability.

### Complication

Concurrency analysis shows ACPD frequently manages multiple incidents at once (most commonly 3–5 simultaneous calls, with periodic spikes above 10). Ten-hour staggered shifts provide overlap but are not consistently aligned to peak temporal and geographic demand; officers are routinely pulled from lower-demand zones to cover hotspots, increasing travel time and reducing presence. Components of response time (alarm handling, travel, total) vary by sector, especially in more rural areas. Lean civilian capacity limits analytics and pulls sworn personnel into non-enforcement tasks.

### Resolution

Realign staffing and schedules to demand, strengthen on-shift supervision, expand targeted civilianization and analytics, and formalize interdepartmental supports (HR,



IT, Finance, Legal, Human Services). These steps stabilize daily reliability, protect proactive time, and scale capacity for future growth.

Metric	Value
FY2025 Cost per Capita	\$239.53
Typical Concurrency Band	3–5 simultaneous incidents (spikes >10)
Time-Intensive Calls	MVCs, suspicious activity, disorder, larceny
Shift Structure	10-hour shifts, staggered starts; two platoons
Response Performance Focus	Reduce 90th-percentile total response in rural sectors
Peer Context	Mid-range spend vs. VA peers; mixed-density profile

## Headline Findings

- Workload growth & composition: Public-generated calls increased; a handful of call types drive most total hours (MVCs lead).
- Concurrency pressure: ACPD most often manages 3–5 simultaneous incidents, compressing discretionary time and requiring robust supervision during peaks.
- Response variability: Alarm handling, travel, and total response vary by sector; rural areas experience longer travel times.
- Scheduling vs. demand: Overlaps don't fully match peak hours or hotspots; cross-zone pulls increase travel time and reduce visible presence.
- Supervisory span: Consistent middle-management presence (especially evenings/overnights) is needed for multi-scene coordination and risk management.
- Civilianization & analytics: Limited non-sworn capacity constrains proactive policing and continuous improvement; analysts and CSO/desk roles return sworn time to field operations.
- Peer position: Cost per capita is mid-range among verified Virginia peers; tracking cost alongside performance is key to demonstrate value.



## Recommendations & Roadmap

### Tier 1: Core Stability – Enhancing Capacity and Service Equity

Tier 1 recommendations focus on stabilizing ACPD's operational backbone by strengthening supervision, increasing patrol staffing, and realigning deployment to ensure equitable service countywide. These actions address immediate gaps in coverage, service reliability, and officer safety while laying the foundation for sustainable growth.

- Strengthen supervision by assigning a patrol shift lieutenant to each shift, ensuring consistent command presence and improved oversight during critical incidents.
- Increase patrol staffing by adding at least three to four officers per shift and reassigning specialty personnel as needed to stabilize calls-for-service coverage.
- Implement a sector-based deployment model that aligns patrol resources with geographic workload, response times, and community demand.
- Evaluate and adjust the calls-for-service model through a collaborative process with stakeholders to improve response equity and reduce workload imbalances.
- Establish funded overhire positions to proactively manage attrition, maintain workforce stability, and reduce overtime burdens.

### Tier 2: Strategic Leadership, Training, and Workforce Development

Tier 2 recommendations emphasize building ACPD's leadership depth and strengthening its workforce through structured training, professional development, and fair advancement systems. These strategies focus on preparing the next generation of leaders, aligning resources with investigative demand, and creating a culture that values growth, accountability, and resilience.

- Strengthen leadership communication by ensuring concerns raised by sergeants are addressed collaboratively with command staff, improving trust and morale.
- Streamline training and onboarding by integrating pre-academy content into the Field Training Officer (FTO) program to accelerate deployment and reduce attrition.
- Realign investigative resources by reallocating detectives to high-growth units (e.g., Special Victims, Cyber Crimes, 3A) and providing specialized training in trauma-informed and technical investigations.



- Enhance investigative supervision by requiring detective sergeants to respond to serious on-call cases and restructuring CID span-of-control for more balanced oversight.
- Invest in ongoing training for detectives in emerging crime trends such as cybercrime, financial fraud, and human trafficking.
- Formalize coaching, mentoring, and succession planning to prepare future leaders and broaden cross-functional experience.
- Implement a validated promotional process aligned with best practices to ensure fairness, transparency, and readiness.
- Develop a law enforcement-specific performance evaluation system that ties feedback to professional development and accountability.
- Establish structured pay incentives for supervisory promotions to attract and retain strong leadership candidates.

### Tier 3: Organizational Coordination and Internal Support Systems

Tier 3 recommendations focus on aligning ACPD's internal processes, communication pathways, and support systems to improve efficiency, reduce redundancy, and strengthen interdepartmental collaboration. These actions are designed to ensure clear policies, reliable internal messaging, and adequate administrative support so that sworn personnel can remain focused on core policing functions.

- Streamline redundant compliance training to reduce duplication with DCJS requirements and reclaim operational time.
- Improve internal communication by designating a trained communications officer and facilitating interdisciplinary workshops to clarify priorities and strengthen cohesion.
- Enhance regional collaboration by updating mutual aid agreements and establishing quarterly command-level meetings with partner agencies.
- Strengthen interdepartmental support through weekly coordination with HR, a dedicated legal liaison, and structured public safety HR support.
- Reinforce organizational structure by codifying chain-of-command communication, creating a formal policy development/review process, and standardizing internal affairs procedures.



- Build administrative capacity by conducting a structured workload analysis to identify opportunities for improved efficiency, civilianization, and long-term planning.

#### Tier 4: Long-Term Sustainability and Strategic Planning

Tier 4 recommendations provide ACPD with a forward-looking framework to ensure resilience, adaptability, and effective resource management as Albemarle County continues to grow. These actions emphasize structural alignment, civilianization strategies, and data-driven workforce planning to build an agency that can sustain performance over the next decade and beyond.

- Expand civilianization by conducting a comprehensive analysis to reallocate sworn workload, transition appropriate roles to civilian staff, and centralize analyst functions for stronger operational impact.
- Realign organizational structure through a full review of bureaus and divisions, consolidating support and community engagement functions, clarifying oversight, and strengthening span of control.
- Formalize job descriptions for all positions to clearly define duties, accountability, and expectations, ensuring consistency across recruitment, training, and evaluation.
- Pursue targeted reorganizations such as transferring K9 to Patrol, adding lieutenants to each shift, and embedding Captains in district leadership to reinforce middle management and succession planning.
- Institutionalize strategic planning cycles by embedding organizational reviews, workload analysis, and staffing adjustments into routine budget and governance processes.

#### Measures of Success (Quarterly Dashboard)

- 90th-percentile total response time by priority/sector.
- Proactive time share (target set by leadership).
- Concurrency coverage: % of time baseline staffing covers 3–5 incidents without cross-zone pulls.
- Time-on-task in top call types; cycle-time reductions via alternative response.
- Staffing health: vacancies, attrition, mandatory OT, training hours/FTE, sick leave.
- Investigative flow: assignment timeliness and follow-up cycle time.





- Community outcomes: citizen-initiated backlog, complaint trends, voluntary contacts.

## Risks if Deferred

- Persistent response variability in rural sectors and during peaks.
- Erosion of proactive time and community engagement; elevated overtime and burnout.
- Slower investigations and case cycle time; missed prevention opportunities in traffic safety and quality-of-life areas.
- Higher long-term costs to catch up later on supervision, civilian capacity, and analytics.

## Conclusion

ACPD's foundations are strong, and its cost position is consistent with a mixed-density county police agency. The path forward is clear: align coverage to demand, strengthen on-shift leadership, and expand targeted civilian and analytic support. Executing this roadmap will stabilize daily operations, improve response reliability, and create the proactive capacity needed as Albemarle grows.



## Description of Community Served

An assessment of the existing ACPD composition and service delivery was conducted by ESCI. This evaluation was based on data provided by the agency and collected through subsequent fieldwork. Where applicable, the information is compared to a combination of relevant state laws and regulations, national law enforcement standards, Commission on Accreditation for Law Enforcement Agencies (CALEA) guidelines, best practices from the International Association of Chiefs of Police (IACP), Virginia Law Enforcement Professional Standards Commission (VLEPSC), FBI Uniform Crime Reporting (UCR) benchmarks, federal and state mandates, and generally accepted best practices within the law enforcement community. Additionally, ESCI's consultants applied their expertise and industry experience to assess ACPD's operational efficiency, resource allocation, and service effectiveness.

The following section provides a general overview of Albemarle County and the Albemarle County Police Department (ACPD).

### Albemarle County, Virginia

Albemarle County, Virginia, established in 1744, is a region rich in history and cultural significance. Named after Willem Anne van Keppel, the 2nd Earl of Albemarle and then-Governor of Virginia, the county was formed from the western portion of Goochland County. Its early economy was predominantly agrarian, with tobacco plantations playing a significant role. Notably, Albemarle is the birthplace and home of Thomas Jefferson, the third President of the United States and principal author of the Declaration of Independence. Jefferson's estate, Monticello, located near Charlottesville, remains a UNESCO World Heritage Site and a testament to the county's historical prominence.<sup>1</sup>

Covering 720.5 square miles<sup>2</sup>, Albemarle County boasts a diverse landscape ranging from urban areas to rural countryside. The county's economy has evolved over time, with key industries now including education, healthcare, and professional services. The

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<sup>1</sup> Cvillepedia. (n.d.). Albemarle County. Retrieved March 30, 2025, from [https://www.cvillepedia.org/Albemarle\\_County](https://www.cvillepedia.org/Albemarle_County)

<sup>2</sup> U.S. Census Bureau. (2025). QuickFacts: Crozet CDP, Virginia; Charlottesville city, Virginia; Albemarle County, Virginia; United States. U.S. Department of Commerce. Retrieved March 30, 2025, from <https://www.census.gov/quickfacts/fact/table/crozetcdpvirginia,charlottesvillecityvirginia,albemarlecountyvirginia,US/PST045224>



presence of the University of Virginia significantly contributes to the local economy and cultural vibrancy. Albemarle County is also home to several historic districts and individual properties listed in both the Virginia Landmarks Register and the National Register of Historic Places. These sites reflect the county's rich architectural and cultural heritage, attracting scholars and tourists alike. Blending its historical roots with modern development, Albemarle County offers a unique glimpse into America's past while providing contemporary amenities and opportunities.<sup>3</sup>

## County Governance

Albemarle County, Virginia, operates under the County Executive form of government, a structure that delineates clear roles between elected officials and administrative staff. This system is characterized by the following components:

### Board of Supervisors

The county's legislative authority resides with a six-member Board of Supervisors, each representing one of the county's magisterial districts. These supervisors are elected to four-year terms and are responsible for setting policies, adopting ordinances, and overseeing the county's budget. The Board of Supervisors is tasked with enacting policies that guide the county's strategic direction and ensure the well-being of its residents.

### County Executive

Appointed by the Board of Supervisors, the County Executive serves as the administrative head of the county government. This role involves implementing the board's policies, overseeing daily operations, and managing various county departments. The County Executive ensures that the county's services are delivered efficiently and align with the established policies and goals.

### Elected Constitutional Officers

In addition to the Board of Supervisors, Albemarle County's governance includes several independently elected constitutional officers who manage specific functions, the Sheriff, Commonwealth's Attorney, and Circuit Court Clerk. These officials operate

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<sup>3</sup> Albemarle County. (n.d.). *Historic and Cultural Resources*. Retrieved March 30, 2025, from <https://www.albemarle.org/government/community-development/learn-more-about/historic-and-cultural-resources>



autonomously within their respective domains, ensuring the enforcement of laws, legal proceedings, and public safety.

### School Board

The county's educational policies and school system are managed by a seven-member elected School Board. Each member represents a specific district, with one at-large member, collectively ensuring that educational standards and policies meet the community's needs.

This governance framework ensures a balanced distribution of power, with elected officials setting policies and appointed administrators executing them, all aimed at serving the best interests of Albemarle County residents.

### Jurisdiction Demographics

Demographics is the statistical study of human populations and characteristics. Demographic data can include information on population size, density, growth, and organizational groupings such as race, gender, or age. Institutions like the U.S. Census Bureau conduct surveys to gather information about the nation's citizens on a regular basis. The population of the United States tends to be ethnically diverse due to the country's history of immigration which made it a cultural melting pot.

In the 2020 U.S. Census, the permanent population of Albemarle County was 112,395. According to Environmental Systems Research Institute (Esri) the current estimated population of the County has grown to 117,312 residents. This equates to roughly 163 people per square mile.

The Census Bureau's urban-rural classification is a delineation of geographical areas, identifying both individual urban areas and rural areas of the nation. The terms urban and rural categorize different landscapes, with urban referring to densely developed areas and rural areas to small towns, farms, and open spaces. These definitions help standardize data collection for analysis. After each decennial census, the U.S. Census Bureau updates these classifications. In 2010, urban areas were classified into urbanized areas (50,000+ people) and urban clusters (2,500–50,000 people), based on population density thresholds. Around 81% of the U.S. population was considered urban at that time, a figure that remained stable into 2020.

Following the 2020 Census, key updates were made. The minimum threshold for urban classification was raised from 2,500 to 5,000 people, or areas could qualify based on



housing unit density. The distinction between urbanized areas and clusters was also removed—now, any area meeting the new thresholds is considered urban. These changes ensure more accurate classifications of jurisdictions, aiding in better resource planning and policy decisions.

The Census Bureau's urban areas represent densely developed territory, and encompass residential, commercial, and other non-residential urban land uses. The Census Bureau delineates urban areas after each decennial census by applying specified criteria to decennial census and other data. Rural areas encompass all population, housing, and territory not included within an urban area. The City of Charlottesville is considered an urban area by the U.S. Census Bureau.

When evaluating service level demand zones for Fire and EMS services NFPA 1720, Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments provides guidance. While there is no direct equivalent to the NFPA 1720 for law enforcement, police staffing models and response expectations often classify areas based on urban, suburban, and rural population densities. The FBI Uniform Crime Reporting (UCR) and Bureau of Justice Statistics (BJS) categorize law enforcement agencies by jurisdiction size, distinguishing urban (cities over 50,000), suburban (cities between 10,000 and 50,000), and rural (under 10,000 or county-based) areas. These classifications help analyze crime rates and staffing comparisons. Similarly, the Commission on Accreditation for Law Enforcement Agencies (CALEA), while not explicitly defining these population densities, encourages accredited agencies to develop staffing and deployment plans based on geographic and demographic differences. The International Association of Chiefs of Police (IACP) further supports this approach, recommending different officer-per-capita ratios and response expectations for urban, suburban, and rural areas, noting that rural jurisdictions often rely more on county sheriff departments or state police due to lower police officer density.

Police departments also use response time and beat deployment models to classify service areas, adjusting patrol beat sizes, officer availability, and response expectations accordingly. Urban areas typically have smaller beats with a higher police officer density, while rural beats cover larger areas, often requiring backup and mutual aid considerations. The U.S. Department of Justice (DOJ) and its Community Oriented Policing Services (COPS) Office provide guidance on adapting policing models to

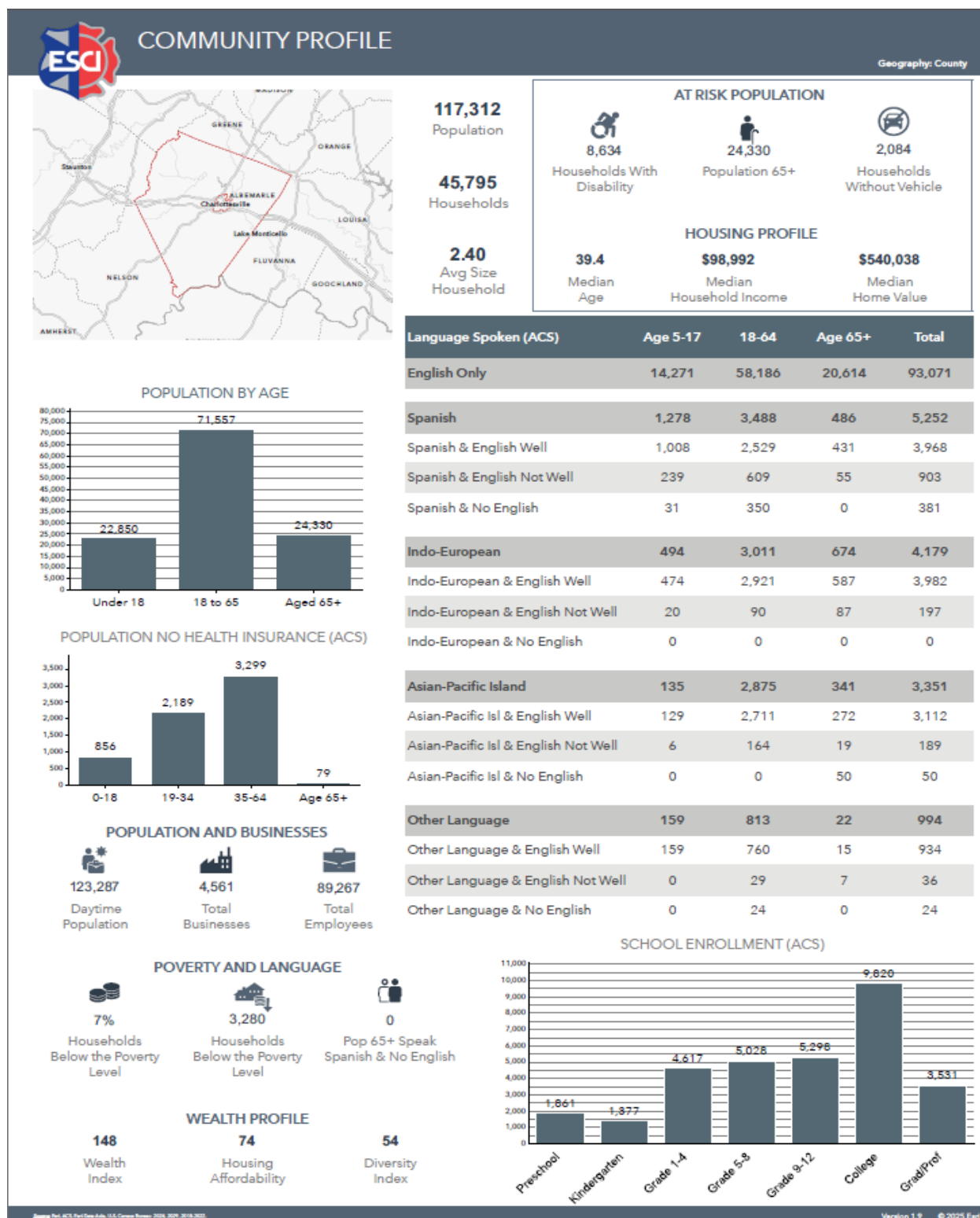


different population densities, emphasizing workload-based staffing and community engagement rather than a strict per-capita approach. While no universal standard exists, most agencies develop geographic service area classifications to adjust staffing levels, response time goals, and resource distribution.

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Figure 2. Albemarle Police Department Response Area Community Profile





## Organizational Overview

The Organizational Overview provides a summary of ACPD's composition, discussing its configuration and the services it provides. The purpose of this section is twofold. First, it verifies the accuracy of baseline information along with ESCI's understanding of ACPD's composition. This provides the foundation from which the Staffing Study is developed. Second, the overview serves as a reference for the reader who may not be fully familiar with the details of ACPD's operations. Where appropriate, ESCI includes recommended modifications to current conditions based on industry standards and best practices.

## The History of Albemarle County Police Department



The Albemarle County Police Department (ACPD) was established in 1983 to enhance law enforcement services in Albemarle County.<sup>4</sup> Prior to its formation, the Albemarle County Sheriff's Office, created in 1745, was the primary law enforcement agency, with Joseph Thompson initially appointed as the county's first sheriff.<sup>5</sup> At the outset, sheriffs were appointed

for two-year terms, but in 1895, the position became an elected four-year term, with Lucian Watts serving as the first elected sheriff until 1911.

The transition to a dedicated police department occurred under the leadership of Sheriff George W. Bailey, who became ACPD's first police chief.<sup>6</sup> This shift allowed the Sheriff's Office to focus on court security, prisoner transportation, and civil process

<sup>4</sup> Albemarle County Government. (n.d.). About Us - Albemarle County Police Department. Retrieved from <https://www.albemarle.org/government/police/about-us>

<sup>5</sup> Albemarle County Sheriff's Office. (n.d.). History of the Sheriff's Office. Retrieved from <https://www.albemarleso.org/history-page>

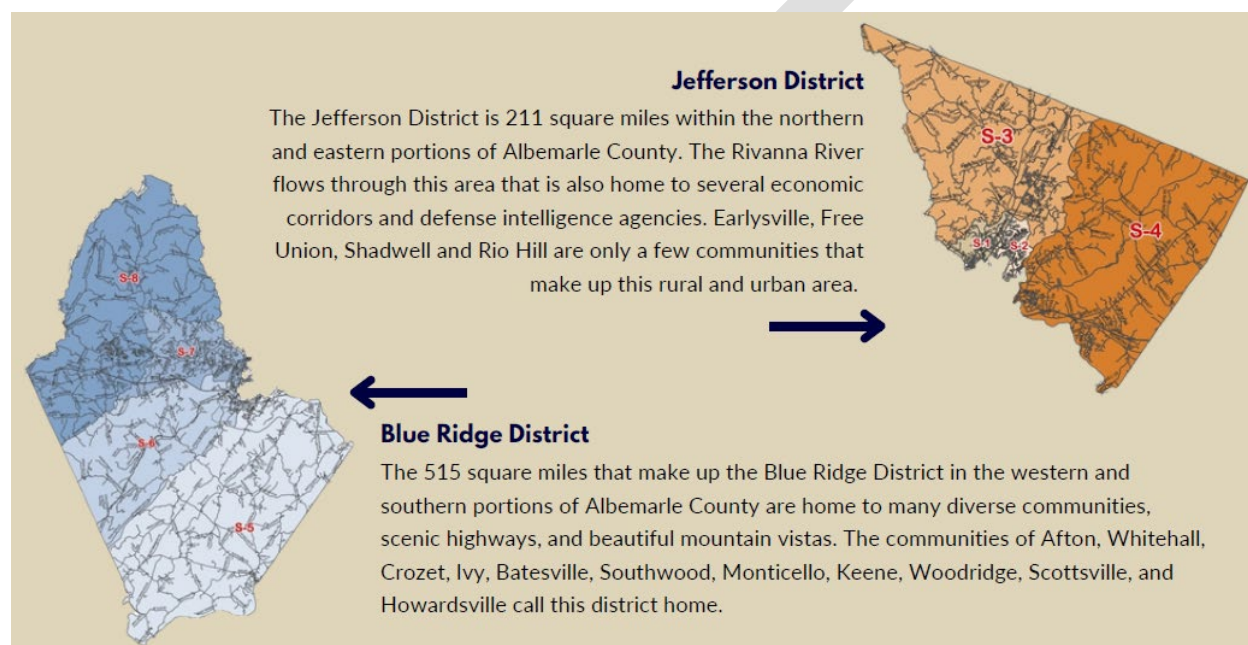
<sup>6</sup> Cvillepedia. (n.d.). Albemarle County Sheriff's Office. Retrieved from [https://www.cvillepedia.org/Albemarle\\_County\\_Sheriff%27s\\_Office](https://www.cvillepedia.org/Albemarle_County_Sheriff%27s_Office)



services, while the newly formed ACPD assumed broader law enforcement responsibilities.

In 2012, ACPD implemented a geo-policing model, dividing the county into two districts: the Jefferson District and the Blue Ridge District. This approach assigns officers to specific areas, fostering stronger community relationships and improving crime prevention efforts.<sup>7</sup>

Figure 3. Geo-Policing Model for ACPD <sup>8</sup>



Since its establishment, ACPD has been led by several chiefs:

- George W. Bailey (1983–1989)
- John Miller (1989–2010)
- Steve Sellers (2011–2016)
- Ron Lantz (2016–2022)

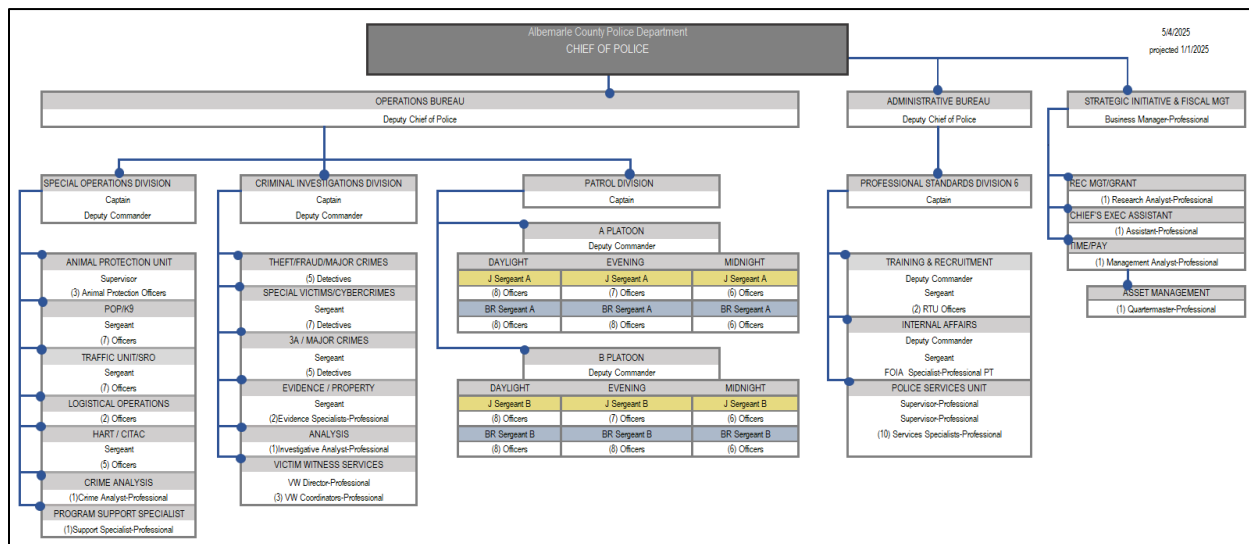
<sup>7</sup> Albemarle County Government. (n.d.). About Us - Albemarle County Police Department. Retrieved from <https://www.albemarle.org/government/police/about-us>

<sup>8</sup> Albemarle County Police Department Annual Report 2024. Retrieved from <https://www.albemarle.org/home/showpublisheddocument/25828/638778139101176305>

- Sean Reeves (2022–present)

As of 2025, ACPD comprises approximately 163 sworn officers and 28 civilian employees, all dedicated to ensuring the safety and security of Albemarle County residents.

Figure 4. ACPD Organizational Chart



The police department's organizational structure follows a traditional hierarchical model designed to support efficient supervision, clear lines of authority, and accountability across all operational and administrative functions. At the top of the executive staff is Col. Sean Reeves (Police Chief), who is responsible for overall leadership and strategic direction. Reeves reports directly to the Deputy County Executive and oversees all divisions within the department. Directly reporting to Reeves are two Deputy Chiefs and one Chief Administrative Officer. At the time of the site visit one Deputy Chief position was vacant but has recently been filled. Each Deputy Chief is responsible for major operational areas. Deputy Chief (DC) Randy Jamerson commands Patrol and Special Operations. Deputy Chief Camille Stewart will command the Professional Standards Division, the Training and Recruitment units, as well as the Criminal Investigations Division (CID).

The current organizational chart of the ACPD provides a functional framework that supports core operations and maintains clear lines of authority. However, there is an opportunity to refine this structure to better align personnel and resources with evolving operational demands. Strategic adjustments to the existing framework could enhance cross-unit collaboration, streamline workflows, and improve the department's



overall ability to deploy resources more effectively in response to community needs and policing priorities.

## Management Components

Effective organizational management is a complicated and expanding challenge for police and fire service leaders and planning alone will not suffice. With increasing complexity comes increased cost. Today's organization must address management complexities that include an effective organizational structure, setting and measuring levels of service, staying abreast of modern technologies and methods, evaluation and maintenance of a qualified workforce, staff development for effective succession planning, and financial sustainability for the future. The establishment of department mission statements, vision statements, and guiding principles ensures the employees are aware of the expected behaviors and attitude required for the success of ACPD. While this section will discuss the various components of personnel management, it should be noted that good management alone will not guarantee efficient and effective organizational management.

### Mission, Vision, Values

To be an efficient and effective organization, management must be based on several components. These include a clearly stated *mission* (the fundamental purpose of an organization), a *vision* for the future (where the organization is going), and the *core values* or *guiding principles* (how will the organization treat its members as it navigates from its current state to its desired future). These fundamental elements allow organizations to evaluate the current environment in which they operate and establish strategic initiatives, goals, and objectives necessary to move forward progressively. ACPD has established and communicated the following fundamental elements.

#### *Mission Statement*

Through the following mission statement, ACPD hopes to meet the needs of the community it serves:



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*The mission of the Albemarle County Police Department is to provide for the safety and security of all people while protecting individual rights and building trust in our diverse communities through quality service.*

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This broad mission statement allows ACPD the flexibility to utilize a wide range of tactics in responding to the needs of the citizens and visitors of Albemarle. The development of a mission statement is only one component of ensuring success. The mission statement must be communicated to internal and external stakeholders, which ACPD accomplishes by placing the statement in their Annual Report and posting it in police stations and administration areas.

#### *Vision Statement*

Vision statements and strategic goals are commonly a declaration of an organization's objectives to achieve a state of continuous improvement. This is an important foundational component because it shows that an organization recognizes that they are not necessarily where they would like to be and are willing to set goals to reach their objectives. It should be noted that adopting a vision does not necessarily indicate that an organization is broken but rather a declaration that they could be better and refusal to settle for the status quo. It was reported that this process will be part of the next command strategic planning process in August.

ACPD has developed and adopted the following strategic goals.

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*Strengthen Community Trust, Legitimacy, Accountability, and Transparency, Enhance Community Safety, Invest In Our People.*

---

ACPD could enhance clarity within the organization by forming these goals into a clearly defined vision statement. An example is listed below.



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*The Albemarle County Police Department is committed to building trust, accountability, and transparency while ensuring community safety. Through proactive policing and investment in our people, we strive for excellence in service and partnerships that strengthen Albemarle County.*

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#### *Core Values*

ACPD believes in achieving excellence in public service through these goals.

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*Integrity – Innovation – Stewardship – Community – Learning*

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The rationale for adopting organizational core values is to support the vision and shape the culture in a manner that accurately reflects what an organization values, which should be aligned with community values and expectations. ACPD's core values are simple, easy to understand, and accomplish the overall objectives of the department.

### **Internal Assessment of Critical Issues and Future Challenges**

Similar to the need for guiding documents in the rapidly changing environment of emergency services, analysis and understanding of critical issues and emerging challenges facing the department is critical for organizational leaders and their success. No single leader should address these issues and challenges alone and must engage and involve the talented and capable members of their organization at all levels. ACPD's Police Chief has identified several of the most critical issues that are currently faced by the organization. These issues are illustrated in the following figure.

Figure 5. Identified Critical Issues

Priority	Police Chief's Perspective
First	Maintaining effective service and community safety through addressing appropriate staffing levels.
Second	Enhancing overall wellness, with a focus on physical readiness, ensures officers are prepared for the demands of their profession.
Third	Investing in leadership training and succession planning will develop future leaders and strengthen departmental continuity while preparing for upcoming retirements.
Fourth	Fostering a positive organizational culture through performance management will promote accountability, professionalism, and long-term success.

## Internal and External Communication Processes

Communication within an organization and the external environment is a critical factor in achieving an effective and efficient organization. Organizations that lack effective communication can have difficulty reaching their ultimate potential. What follows describes both internal and external communications within ACPD.

### Internal Communications

ACPD recognizes that effective internal communication is essential to the success of its operational and organizational objectives. To support this, ACPD employs a variety of communication tools including department-wide email access, an internal intranet site, and written memos. These platforms form a comprehensive communications framework designed to keep staff informed, engaged, and aligned with departmental goals. A clearly defined chain of command reinforces vertical communication and supports accountability at all levels of the organization.

Despite the availability of these tools, internal communication challenges persist. Interviews conducted by ESCI revealed that while inter-unit conflict is minimal, one of the primary concerns among staff is the presence of conflicting, confusing, or redundant downward communication from executive leadership. These issues—common across many law enforcement agencies—can lead to operational inefficiencies such as unintentional or inaccurate messaging, inconsistent directives, duplication of tasks, misallocation of resources, and reduced coordination, particularly between bureaus.

The staff interviewed for this study voiced these concerns in a respectful and professional manner, indicating a desire for improved communication rather than dissent. Moving forward, ACPD must ensure that all internal communications are timely, clear, and consistent, while fostering a culture of transparency and openness to feedback. Strengthening communication across the chain of command and between units will be critical in enhancing overall effectiveness, promoting officer safety, and advancing the department's strategic mission.

### External Communications

Externally, ACPD's communication efforts, like any other police department, must focus on building and sustaining trust within the community. Public confidence in law enforcement is closely tied to the department's ability to communicate transparently, respond to community concerns, and clearly convey its mission and values. External messaging should be consistent with internal priorities and reflect the department's commitment to accountability, professionalism, and service. Proactive engagement with the public—through community outreach, timely information sharing, and accessible communication channels—will strengthen community relationships and support public understanding of ACPD policies, operations, and initiatives. Currently, ACPD accomplishes this by multiple means, such as department email, and social media platforms to include Facebook® account and Instagram®. By integrating these best practices, ACPD can enhance both its operational effectiveness and its role as a trusted public institution. Feedback during this process reported that developing strategic community partnerships and relationships will be articulated goals executed through intentional efforts by commanders in FY26. These efforts will reinforce ACPD's commitment to the importance of community engagement as part of our geo-policing philosophy. Also, as an additional measure of transparency, the policy manual will be available to the public upon completion of its review.

### Chain of Command Miscommunication

Officers describe supervisors nearing retirement as not being involved enough with daily operations. Many interviewed complained that messaging from the executive staff is transmitted through multiple levels in a manner described as a “game of telephone,” with the final revised mission often being inaccurate, differing, or redundant. Most of the criticism of the inconsistent messaging was directed at the captain and lieutenant levels. One of the more troublesome complaints was that patrol supervisors often manage critical incidents from home while off duty. ESCI learned that command-level





decision-making does not occur on-scene or even at headquarters, which many officers found very concerning. ESCI agrees that this practice can be troublesome.

Interviewees described emails as the primary communication source from the top of the police department to the personnel assigned to patrol. Interviewees stated that many first-line supervisors are younger and tend to be inexperienced, exacerbating communication concerns. Those interviewed claim that there are inter-departmental silos and alliances where some feel as if there are separate departments. Officers also complained that specific individuals had jumped the chain of command, but this appears to be more of a past issue than a current standard. ESCI also learned that the Chief often conducts direct meetings with the patrol sergeants. However, many feel that these meetings usually devolve into a “gripe session” and that the Chief frequently takes their complaints back to command staff meetings and criticizes their superiors, without understanding their perspectives.

Prioritization was another commonly cited complaint, as many interviewed stated that priorities constantly change, and emails with new requirements are typically communicated down the chain of command.





## Interdepartmental Relationships and Integration

ACPD relies on several internal Albemarle County departments to support its mission, including Human Resources, Information Technology, Finance, Legal, and other centralized services. As part of this staffing study, ESCI evaluated the effectiveness of these interdepartmental relationships and how well ACPD integrates within the county's overall operational framework. The evaluation included stakeholder interviews, field observations, and a review of internal coordination practices. The findings illustrate that ACPD is relatively well-aligned with internal support agencies. However, opportunities remain to strengthen collaboration, streamline systems, and ensure consistent service delivery across all departments.

### Finance and Budget

ACPD receives structured, proactive support from the Office of Management and Budget (OMB). The department participates in regular financial reviews and has shown increased maturity in aligning budget requests with broader Albemarle County priorities. Finance leaders noted ACPD's improved use of grant funding, a more realistic approach to over hire planning, and a collaborative posture in capital and operating budget development. ACPD is viewed as a strong internal partner that engages early in the planning process and communicates funding needs with transparency. Finance stakeholders consistently characterized ACPD as more integrated and adaptable in adjusting to fiscal constraints or phased implementation strategies.

### Human Resources

The relationship between ACPD and HR has grown more cohesive in recent years, aided by a shared generalist supporting both Police and Fire Rescue. ACPD has demonstrated increasing willingness to collaborate on hiring processes, classification updates, and employee relations issues. ACPD's organizational structure includes clearly delineated HR responsibilities, which stakeholders indicated contribute to smoother day-to-day personnel operations.

Succession planning and recruitment were flagged as high priorities. ACPD's leadership is aware of pending retirements among command staff and is working with HR to prepare a bench of future leaders. However, onboarding timelines, promotional development, and background investigation processes still present bottlenecks that require coordinated improvement.



Recent challenges have led to the creation and filling of a Public Safety HR Manager position dedicated to public safety to address whether a centralized model can adequately support departments with specialized operational needs.

### Enhancing Efficiency in County Public Safety Operations

Public Safety operates under a fundamentally distinct set of demands compared to other Albemarle County departments. While all employees are expected to support countywide initiatives — such as entering Goals and Objectives into ADP and completing routine administrative functions — the nature of Public Safety’s work requires a different approach, to avoid duplication of tasks.

Public Safety personnel must maintain constant readiness to respond to emergencies, often working irregular hours, adjusting to rapidly changing priorities, and managing critical incidents that cannot be delayed or scheduled. As a result, workflows and administrative processes, including use of systems like ADP, must be adapted to fit these operational realities without creating duplicate work for employees.

While participation in initiatives like ADP (goals and objectives) entries and other countywide functions remains important, expectations for Public Safety personnel must acknowledge the dynamic and unpredictable nature of their work. Standard administrative timelines and processes designed for departments with regular office-based operations cannot always be applied uniformly to public safety agencies.

Recognizing these differences ensures that Public Safety can continue to deliver essential services to the community without compromising operational effectiveness, while still supporting the broader goals of Albemarle County.

### Information Technology

ACPD has made considerable progress in aligning with Albemarle County’s IT Department, particularly in transitioning toward strategic technology planning. Stakeholders noted a shift from reactive requests to forward-looking coordination, with ACPD contributing to enterprise system design and capital IT initiatives.

Nonetheless, the department’s operational nature requires more responsive 24/7 support than current centralized IT staffing levels can consistently provide. This issue mirrors challenges also noted by stakeholders, suggesting a systemic need for dedicated public safety IT liaisons or expanded after-hours support capacity.



ACPD is equipped with modern tools—body-worn cameras, in-car mobile data terminals, and integrated records systems—but gaps remain in system connectivity and real-time analytics. Both department leadership and IT stakeholders recognize the value of enhanced integration, including broader use of GIS and streamlined fleet/equipment tracking systems.

## Legal Services

Legal support for ACPD is accessed through the County Attorney's Office. While no major concerns were raised during the study, some interviewees expressed a desire for quicker legal turnaround on time-sensitive matters such as internal policies, public complaints, and liability guidance. The Police Department's increased involvement in policy development and incident response protocols may warrant closer coordination with legal counsel moving forward, particularly as new technologies and tactics are implemented.

## Human Services and Other Departments

Although not a primary operational interface, ACPD coordinates with Human Services, particularly in the areas of crisis intervention, mental health response, and victim services. Stakeholders noted that these partnerships, while functionally sound, could benefit from stronger formal protocols and information-sharing frameworks. As community expectations evolve and demands for non-criminal justice intervention rise, ACPD and Human Services will need to build a more synchronized response model to serve vulnerable populations effectively.

Stakeholders reported that other internal support departments—such as Procurement, Facilities, and Risk Management—were generally viewed as cooperative, though not always timely, in response to law enforcement-specific needs. ACPD leadership has taken steps to improve engagement and project planning with these entities, but county-wide prioritization of public safety needs in shared services remains a work in progress.

## Other Departments and Observations

During the course of this study, stakeholder interviews and internal review identified a number of observations regarding the Albemarle County Police Department's relationship with other internal departments. ACPD demonstrates a relatively strong degree of integration with County partners such as Finance, Human Resources, and the



County Attorney's Office. Stakeholders cited early engagement in planning processes, consistent communication, and a willingness to collaborate across service lines as key strengths of the department's organizational culture.

Despite these positive attributes, opportunities remain to further streamline shared systems and reduce redundancy. Stakeholders highlighted examples of duplicative processes in procurement, IT project coordination, and service requests that, if better aligned, could improve internal efficiency. In particular, feedback noted a need for improved responsiveness in IT service delivery, more coordinated planning around capital asset lifecycle management, and expanded support for mental and behavioral health response integration.

The Police Department's internal structure, leadership stability, and cross-functional communication were repeatedly noted as drivers of successful collaboration. These characteristics may serve as useful reference points for broader alignment efforts across County government, particularly in areas where public safety services interface with administrative departments. Strengthening interdepartmental coordination—regardless of department—will be essential to improving transparency, resource efficiency, and strategic service delivery at the County level.



## Regional Collaboration

Understanding collaborative efforts with regional agencies and identifying gaps and/or redundancies is an important process for agencies to maintain. Collaboration is most frequent between the following agencies: Albemarle County Police Department (ACPD), Charlottesville Police Department (CPD), University of Virginia Police (UVA), Virginia State Police (VSP), Greene County Sheriff's Office, Fluvanna County Sheriff's Office, Scottsville Police Department, and Gordonsville Police Department. Collaboration is fundamental for ensuring community safety, improving response times, and fostering trust within Albemarle County, which is surrounded by eight jurisdictions (Green, Orange, Louisa, Fluvanna, Buckingham, Nelson, Augusta, and Rockingham Counties).

Regional collaboration with surrounding law enforcement agencies ensures effective responses to complex and evolving public safety challenges when they occur. By fostering these strategic partnerships, enhanced information sharing, resource allocation, and operational coordination is achieved, ultimately strengthening the safety and security of all communities involved.

Best practices for regional law enforcement cooperation focus on coordinated communication, current mutual aid agreements, shared training, unified community engagement, and transparency. By institutionalizing interagency protocols and fostering a culture of trust and accountability, these agencies can respond more effectively to routine public safety needs and large-scale emergencies.

One of the most critical elements is developing joint communication and training that allow for seamless leadership integration during critical events. Past events in the region, such as the unrest in 2017 (Unite the Right), highlighted the need for a clearly defined, cooperative structure during crises. In addition to command coordination, cross-agency training, and drills serve as foundational practices that align operational procedures and increase officer familiarity with neighboring jurisdictions' protocols. These trainings improve response efficiency and enhance officer safety and public outcomes during complex operations.

Furthermore, the adoption of shared technology platforms and real-time data-sharing systems—such as joint access to surveillance footage, crime databases, and intelligence briefings—helps all agencies maintain situational awareness and supports unified responses. Mutual aid agreements (MAAs) formalize these collaborative efforts, ensuring that roles, responsibilities, and legal protections are clearly understood



before emergencies occur. These agreements reduce confusion during multi-jurisdictional responses and streamline administrative processes.

Looking forward, strategic planning should include equity-based policing strategies, future demographic projections, and technology investments. As the region grows and continues to diversify, law enforcement must remain adaptable and united in serving the broader Central Virginia community with fairness, professionalism, and compassion.

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## Accreditation

ACPD is not currently accredited however is working toward strengthening internal systems in alignment with recognized best practices to prepare for the accreditation process by the Virginia Law Enforcement Professional Standards Commission (VLEPSC)<sup>9</sup> in the fall of 2025. ACPD should also strive for CALEA accreditation in the near future.<sup>10</sup> Accreditation is an essential process for police departments, and it brings a wide range of benefits that contribute to professionalism, accountability, and public trust. There are key reasons why accreditation is so important, including the following aspects:

- Accreditation ensures that a police department operates according to established best practices and industry standards. It formalizes policies, procedures, and training, promoting consistency and professionalism across the organization.
- Accredited departments are less vulnerable to lawsuits, civil rights claims, and misconduct allegations by aligning with proven policies and procedures. Accreditation often demonstrates a commitment to lawful and ethical practices, which can help defend the agency legally.
- Accreditation is not a one-time achievement; instead, it requires ongoing compliance and periodic reviews, which fosters a culture of continuous self-assessment, improvement, and responsiveness to emerging trends in law enforcement, and it is important for the department to prioritize the tasks necessary to achieving re-accreditation.

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<sup>9</sup> <https://www.dcjs.virginia.gov/law-enforcement/virginia-law-enforcement-professional-standards-commission>

<sup>10</sup> <https://www.calea.org/quick-guide-accreditation>



## ACPD Staffing Overview

A police department staffing overview consists of a comprehensive assessment of current personnel allocations, organizational structure, and workload demands to determine whether staffing levels are sufficient and appropriately distributed. Essential elements include the number of sworn officers and civilian staff, shift coverage, and response times relative to national or regional benchmarks, such as those outlined by the International Association of Chiefs of Police (IACP).<sup>11</sup>

Analysis of calls for service, categorized by priority level, time of day, and type—can help identify staffing gaps and opportunities for resource reallocation. Officer availability, typically measured in terms of annual productive hours after accounting for leave, training, and administrative duties, should be compared against recommended standards such as those in the National Institute of Justice (NIJ) Guidelines for Patrol Allocation.<sup>12</sup>

Additional considerations include overtime expenditures, the balance of proactive versus reactive policing, and the deployment of specialized units. Incorporating Geographic Information System (GIS) data to analyze spatial and temporal crime trends can further inform sector-based staffing models. Ultimately, a well-structured staffing overview grounded in empirical data and best practices provides a solid foundation for making strategic decisions about recruitment, retention, and deployment that align with both community expectations and operational priorities.

## Historical Staffing Perspective

Turnover data from 2019 to 2025 reveals meaningful insights into workforce stability and staffing dynamics within the department. The department experienced relatively stable turnover rates from 2019 through 2021, ranging between 7.5% and 8.1%. However, in 2022, turnover spiked significantly to 13.9%, which represents the highest level over the seven-year period. This surge is likely due to factors such as retirements, resignations, organizational changes, or broader labor market conditions post-COVID.

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<sup>11</sup> International Association of Chiefs of Police. (2015). *Patrol staffing and deployment study: A performance-based approach to staffing and allocation*. IACP. [https://www.theiacp.org/sites/default/files/2018-08/IACP\\_Patrol\\_Staffing\\_Deployment\\_Study.pdf](https://www.theiacp.org/sites/default/files/2018-08/IACP_Patrol_Staffing_Deployment_Study.pdf)

<sup>12</sup> Chaiken, J. M. (1975). *Patrol allocation methodology for police departments (R-1852-HUD)*. RAND Corporation. <https://www.ojp.gov/ncjrs/virtual-library/abstracts/patrol-allocation-methodology-police-departments>





Following 2022, turnover began to decline, dropping to 11.0% in 2023 and further decreasing to 8.7% in 2024. By 2025, the department achieved its lowest turnover rate of the period—5.7%—reflecting improved retention or hiring strategies, more competitive compensation, enhanced workplace conditions, or changes in organizational leadership or morale.

Despite fluctuations in turnover, the department steadily increased its authorized FTEs from 172.5 in 2019 to 190.5 in 2025. This upward trajectory suggests a strategic effort to bolster staffing levels in response to rising service demands, growing population needs, or departmental expansion. The largest year-over-year staffing increases occurred between FY 2021 and FY 2023, when several operational roles were added or expanded. Notable additions include the reintroduction of the Assistant Quartermaster and Digital Forensic Tech positions and a consistent build-out of supervisory roles such as Deputy Division Commander and Sergeant positions.

Sworn officer numbers also expanded, particularly the Officer/Detective category, which grew from 112 in FY 2019 to 124 by FY 2025. The number of Police Services Specialists, analysts, and technical support roles also increased, highlighting an ongoing effort to balance enforcement with support infrastructure.

Overall, the combination of reducing turnover and increasing FTE authorizations reflects an intentional investment in both personnel capacity and organizational resilience. These trends indicate that the department is actively adapting its workforce to meet evolving operational demands and public safety expectations.

Recommendations to improve officer retention are provided later in this report and are aimed at addressing key factors contributing to turnover. These strategies are intended to support long-term staffing stability.

The following figures illustrate historically authorized FTEs and turnover rates.



Figure 6. Historical Staffing authorized FTEs

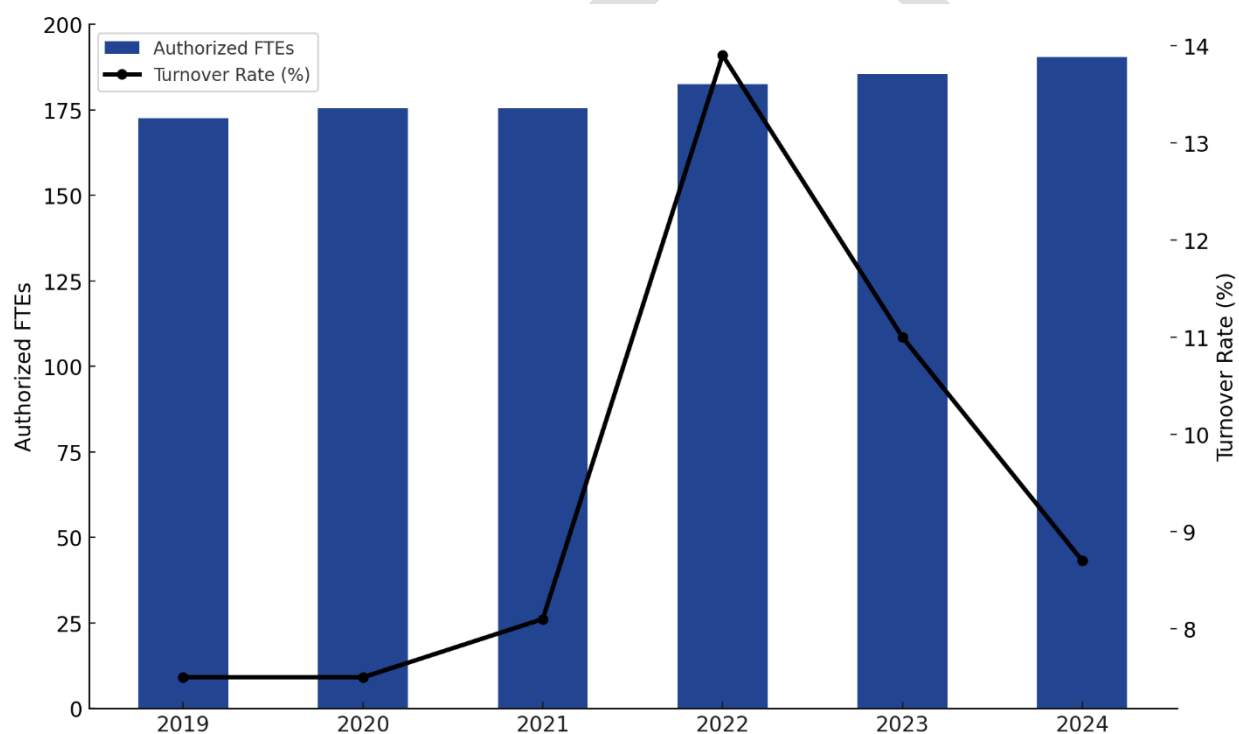
Positions	FY 19	FY 20	FY 21	FY 22	FY 23	FY 24	FY 25
Police Chief	1	1	1	1	1	1	1
Deputy Chief	2	2	2	2	2	2	2
Chief Administrative Officer	0	0	0	0	0	1	1
Division Commander	4	4	4	4	4	4	4
Deputy Division Commander	4	4	4	5	5	6	6
Sergeant	6	6	6	20	20	20	20
1st Sergeant	13	13	14	0	0	0	0
Officer/Detective	112	114	115	120	123	124	124
Fleet Operations Manager	0	0	0	0	0	1	1
Technical Operations Specialist	1	1	1	1	1	1	1
Police Services Supervisor	2	2	2	2	2	2	2
Police Services Specialist	8	8	8	9	9	10	10
Management Analyst (PRA)	1	1	1	2	2	2	2
Quartermaster	1	1	1	1	1	1	1
Assistant Quartermaster	0	0	0	0	0	0	1
Evidence Property Supervisor (professional staff)	1	1	1	1	1	0	0
Evidence Property Specialist	2	2	1	1	1	2	3
Victim Witness Coordinator	1	1	1	1	1	1	1
Victim Witness Director	1	1	1	1	1	1	1
Victim Witness Assistant	2	2	2	2	2	2	2
FOIA Specialist	0.5	0.5	0.5	0.5	0.5	0.5	0.5
Crime Analyst	1	1	1	1	1	1	1
Senior Crime Analyst	1	1	1	1	1	1	1
Public Safety Assistant (PSA, CPA)	2	2	2	1	0	0	0
Chief's Assistant	0	1	1	1	1	1	0
Program Support Specialist	0	0	0	0	1	1	0
Business Manager	0	0	0	0	1	0	0
Support Division Coordinator	1	1	1	1	0	0	0
PIO	1	1	0	0	0	0	0
Animal Control Officer (Professional Staff) (ACO)	3	3	1	0	0	0	0
Animal Control Officer sworn	0	0	2	3	3	3	3
Animal Control Supervisor (APO1) sworn	1	1	1	1	1	1	1
Digital Forensic Tech	0	0	0	0	0	1	1
Totals:	172.5	175.5	175.5	182.5	185.5	190.5	190.5



Figure 7. Historical Turnover Percentage

Year	Authorized FTEs	FTEs Leaving Service	% Turnover
2019	172.5	13	7.5%
2020	175.5	13	7.5%
2021	175.5	14	8.1%
2022	182.5	24	13.9%
2023	185.5	19	11.0%
2024	190.5	15	8.7%
2025	190.5	11	5.7%

Figure 8. ACPD Authorized FTEs and Turnover Rates 2019–2024





## Administrative Staffing Analysis

A police department administrative staffing analysis should focus on evaluating the efficiency, workload, and functional roles of non-sworn personnel and command-level staff who support daily operations, planning, and oversight. Key components include assessing the span of control for supervisors, the ratio of administrative staff to operational units, and the clarity of job responsibilities across divisions such as records, training, human resources, internal affairs, and fiscal management. Identifying redundancy, understaffing, or misaligned duties is essential to streamlining workflows and avoiding operational redundancy. Benchmarking against similar sized agencies and referencing best practices from bodies like the International City/County Management Association (ICMA) or IACP further strengthens the analysis.

## Peer Comparison Ratios and Best Practices

Administrative and support personnel play a critical role in the sustainability, compliance, and efficiency of modern police organizations. While overall headcount is an important metric, the true value of administrative capacity lies in how effective roles are allocated to support specialized functions such as training, analytics, records management, professional standards, and community outreach.

In Albemarle County, administrative and support staff comprise approximately 15.5% of the department's total personnel. This includes positions dedicated to forensics, FOIA compliance, personnel management functions, crime analysis, records and grant management, and victim advocacy. While the department's ratio of administrative to operational staff exceeds several peer agencies, interviews and organizational review suggest that these positions often serve as generalists responsible for multiple areas. As a result, critical functions such as volunteer coordination, emergency management liaison, and data analytics are frequently under-resourced or decentralized.

The following table illustrates ACPD's administrative staffing position compared to peer agencies in the region. While the percentage of administrative staff appears sufficient, the department continues to face operational inefficiencies and gaps in specialization that could impact long-term sustainability and support effectiveness.



Figure 9: Peer Comparisons

Agency	Admin Support FTEs	FTEs	Ratio	% Admin Support of Total Staff
Albemarle County, VA <sup>13</sup>	26	190.5	1:7.3	13.6%
Charlottesville, VA <sup>14</sup>	17	142	1:8.5	11.6%
Loudoun County, VA <sup>15</sup>	82	478	1:5.8	17.1%
Henrico County, VA <sup>16</sup>	100	818	1:8.2	12%
Frederick County, MD <sup>17</sup>	68	259	1:3.8	26%
Stafford County, VA <sup>18</sup>	43	289	1:6.7	14.0%
Howard County, MD <sup>19</sup>	60	745	1:6.7	13.0%

## Civilianization of Law Enforcement Support Roles

The increasing complexity of law enforcement operations, coupled with natural attrition and the high cost of sworn personnel, has accelerated the need for civilianization—reassigning non-enforcement tasks to professional civilian staff. Civilian personnel can effectively oversee administrative, technical, and specialized functions, allowing sworn officers to focus primarily on core policing duties, such as patrol, investigations, and emergency response. Numerous studies support this model,

<sup>13</sup> Albemarle County Police Department 2024 Annual Report

<sup>14</sup> Charlottesville Police Department 2025: <https://charlottesville.org/DocumentCenter/View/10319/Org-Chart-Revised-08-29-2023>

<sup>15</sup> Loudoun County FY25 Budget: <https://www.loudoun.gov/DocumentCenter/View/216033/FY-2026-Adopted-Budget>

<sup>16</sup> Henrico County FY25 Budget: <https://henrico.gov/budget/approved-budget/approved-budget-2024-2025/>

<sup>17</sup> Frederick County, MD FY25: [https://www.frederickcosheriff.com/\\_files/ugd/200147\\_fdbdeae65ba44cdac8c56foa8eao391.pdf](https://www.frederickcosheriff.com/_files/ugd/200147_fdbdeae65ba44cdac8c56foa8eao391.pdf)

<sup>18</sup> Stafford County FY25 Proposed Budget: [https://stories.opengov.com/staffordcountyva/8cd16716-af55-41dc-94fb-53bc5fd8b270/published/\\_xdPQC3tt?currentPageId=65de06db7a00cd46ba767f75](https://stories.opengov.com/staffordcountyva/8cd16716-af55-41dc-94fb-53bc5fd8b270/published/_xdPQC3tt?currentPageId=65de06db7a00cd46ba767f75)

<sup>19</sup> Howard County FY25 Proposed Budget: <https://www.howardcountymd.gov/sites/default/files/2024-06/Approved%20FY2025%20Operating%20Budget%20Book.pdf>



showing that civilianization can enhance efficiency, reduce costs, and improve organizational effectiveness without compromising public safety.<sup>20</sup>

### Civilian Support Functions

Sworn officers often perform key administrative tasks—such as record management, public information, human resources, crime analysis, forensics, and technical services—that can be successfully transitioned to civilian staff. Specific positions recommended for civilianization include a Records/Desk Officer to handle lobby/public counter services and a civilian Traffic Crash Investigator (or CSO-track role) to manage non-injury collisions and documentation, returning sworn hours to patrol and investigations.

Civilian professionals, who may possess specialized training in these areas, can offer higher efficiency and expertise, leading to improved service delivery. By leveraging civilian employees for non-sworn functions, law enforcement agencies can maximize the deployment of sworn personnel to frontline duties where their law enforcement authority is critical.

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<sup>20</sup> Forst, B. (2000). *The privatization and civilianization of policing*. *Criminal justice*, 2(24), 19-78.



## Operational Staffing Analysis

The ACPD comprises four captains, who command the Special Operations, Criminal Investigations, Patrol, and Professional Standards Divisions. The Special Operations Division and Criminal Investigations Division (CID) have one lieutenant serving under them, reporting to their respective captains.

The patrol bureau has two lieutenants, and twelve sergeants. The Blue Ridge and Jefferson Districts each have one Lieutenant, and six sergeants assigned. The CID is comprised of one lieutenant and three sergeants who supervise the Major Crimes, Special Victims/Internet Crimes, and Evidence/Property Units. Professional Standards consists of two lieutenants. One supervises the Internal Affairs Unit, and the other supervises the Training and Recruitment Unit. Lastly, the Special Operations Division has two sergeants, who supervise the K9 and the Traffic & School Resources Officer (SRO) units, respectively.

Figure 10. Sworn Staffing Level Allocations by Unit

Section	Command Staff	Field Operations Bureau	Administrative Bureau	Fiscal/Business
Chief	1			
Deputy Chief	2			
Chief Administrative Officer	1			
Captain		3	1	0
Lieutenant		4	2	0
Sergeant		18	2	0
Officer		74 13-Vacant	2	0
Professional Staff		8	12 1- Vacant PSU	3 1-Vacant Chief's Assist.
VACANT	1	13	1	1
Totals	3	120	20	4



Figure 11. Non-Sworn Staffing Level Allocation by Unit\*

Section	Supervisor	Employee
Command Staff	1	1
Operations/Patrol Division	0	0
CID	1	9
Special Operations Division	0	1
Professional Standards Division	2	13
Administrative Services	1	4
Totals Per Division	5	28

\*Source: Complement dated 04/19/2025.

**Summary:** The Albemarle County Police Department (ACPD) has long been recognized as a prominent and respected law enforcement agency within the region. While recent challenges have introduced operational strain and impacted morale, these appear to reflect growing pains, rather than systemic deficiencies. The department stands at a pivotal point in its organizational development. With targeted adjustments—such as refining internal processes, enhancing leadership consistency, and aligning staffing with contemporary service demands, ACPD has a clear path to restoring its high-performance culture. The foundation remains strong; what is now required is a focused, strategic commitment to building on core strengths and evolving to meet the changing needs of the community.

Law enforcement agencies nationwide are experiencing severe staffing shortages, and ACPD is not immune to this trend, even though it is nearly fully staffed. These challenges stem from a combination of factors, including budgetary constraints, elevated levels of job-related stress, and increased public scrutiny of the profession. Additionally, strained community relations continue to hinder recruitment and retention efforts. These conditions present ongoing risks to maintaining adequate public safety staffing and service levels.

Ensuring public safety within the community is the primary purpose of any police agency and is accomplished primarily through the patrol function. Officers in the patrol division are responsible for maintaining order, responding to calls for service (CFS), conducting traffic enforcement, maintaining high visibility to deter criminal activity, and positively interacting with community members. Patrol officers tend to use non-obligated time to actively patrol their designated zones within the community.





However, they have been prevented from doing so due to the high CFS volume affecting patrols in the county's more rural areas.

Fortunately, the ACPD is in the process of hiring five recruits and is almost fully staffed. However, a wave of pending retirements at the ACPD, compounded by fewer qualified candidates entering the force, could deepen the personnel gap.

## Part I and Part II Crimes

When evaluating staffing needs, understanding the distinction between Part I and Part II crimes is essential for workload assessment and resource allocation. Part I crimes, as defined by the FBI's Uniform Crime Reporting (UCR) Program, include serious offenses such as homicide, rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft, and arson. These offenses typically require intensive investigative follow-up, extended officer presence, and often generate significant community concern. In contrast, Part II crimes encompass a wide range of less severe offenses, including drug violations, disorderly conduct, vandalism, and fraud, many of which are managed more efficiently through patrol, citations, or administrative processes.

While Part I crimes tend to drive investigative and patrol deployment priorities, Part II crimes can still consume considerable officer time, especially in areas with high call volume or quality-of-life concerns. Analyzing the frequency, location, and clearance rates of both crime categories helps departments determine whether staffing levels and allocations align with actual service demands. A staffing model that fails to account for the operational impact of both Part I and Part II crimes may result in either overextension or underutilization of personnel, ultimately affecting public safety outcomes and officer performance.

The following figure reflects the volume of reported Part 1 and Part 2 crimes from 2020 through 2024, providing a five-year trend useful for a police staffing study.

Figure 12. ACPD Priority Crimes, 2020–2024

Description	2020	2021	2022	2023	2024
Part 1 Crimes	1,350	1,813	1,951	1,942	1,661
Part 2 Crimes	2,090	2,040	2,177	2,156	2,147
Total	3,440	3,853	4,128	4,098	3,808

From 2020 to 2022, there was a notable increase in total reported crimes, rising from 3,440 in 2020 to a peak of 4,128 in 2022. Part 1 crimes, which typically include



serious offenses such as homicide, robbery, and aggravated assault, increased sharply from 1,350 in 2020 to 1,951 in 2022. However, these offenses saw a modest decline in 2023 (1,942) and a more significant drop in 2024 (1,661). Part 2 crimes, often less serious offenses such as drug violations, vandalism, or fraud, have remained relatively stable, fluctuating slightly but consistently hovering around the 2,000–2,200 range.

The data indicates that while overall crime rose in the early part of the period, a gradual decline began in 2023, particularly in serious (Part 1) offenses. This trend is critical for staffing analysis as it may impact deployment strategies, patrol zone allocations, and resource prioritization. It also suggests a need to assess whether staffing levels during peak crime years were sufficient and how future resource planning should adapt to the recent decline.

## Patrol Division

Based on independent interviews with department personnel, and command staff, as well as an on-site visit and operational observation, ESCI has identified a clear need to increase the number of sworn personnel assigned to each shift within the ACPD. While each shift experiences its own unique demands, the current staffing model does not adequately reflect the increasing volume and complexity of service calls, community engagement responsibilities, and proactive policing efforts required throughout the day. These gaps in shift coverage place undue pressure on existing personnel and limit the department's ability to maintain high service levels, ensure officer safety, and respond effectively to both routine and emergent incidents (i.e.: Harris Teeter Active Shooter, Plane Crash).

Particularly during the day shift, there is a significant increase in transient and working population due to the presence of major institutions and destinations such as:

- The transient core of I-64,
- The University of Virginia Campus,
- John Paul Jones arena,
- Scott stadium,
- University of Virginia Hospital,
- The National Ground Intelligence Center (NGIC),
- Thomas Jefferson's Monticello, and

- Charlottesville–Albemarle Regional Airport.

These entities not only contribute to increased traffic and service demands, but also elevate the department's responsibility for public safety, traffic control, and high-visibility patrols in sensitive and high-profile areas. ESCI therefore recommends a targeted increase in staffing within patrol shifts to reflect these elevated demands. This adjustment will enhance response capability, reduce officer fatigue, and better align the department's operational posture with the dynamic needs of the diverse community in which ACPD serves.

Staffing levels on the day, evening, and midnight shifts may be inadequate to effectively manage both reactive call response and proactive policing activities. Current personnel allocations appear strained, limiting the department's ability to address calls for service in a timely manner while also engaging in essential community policing, traffic enforcement, and crime prevention efforts.

Those interviewed conveyed a message to ESCI that promotes community policing as a strategy and an expectation. However, despite the expression of community policing as an overarching philosophy and organizational commitment, ESCI interviews revealed that officers have little to no time to perform community policing activities due to the incessant calls for service (CFS) demands and limited workforce.

### Patrol Needs

Calculating the total average annual assignment availability in hours per patrol officer is a foundational step in workload-based staffing analysis, as it determines how many productive hours an officer is available to respond to calls for service. While a full-time officer is typically scheduled for 2,080 hours annually, this number is significantly reduced once vacation, sick leave, training, court appearances, and administrative duties are subtracted—often resulting in an effective availability range of 1,600 to 1,700 hours per year, depending on departmental policies and benefit usage. The 2023 workload analysis provided by ACPD revealed 1,737 hours.

Understanding this reduced availability is critical because staffing decisions based solely on scheduled hours can grossly overestimate operational capacity. By using accurate availability figures, agencies can assess whether current personnel levels are sufficient to meet service demand and maintain targeted response times, while also preserving time for proactive duties and officer wellness. Failing to incorporate true available hours into staffing calculations may result in understaffed shifts, increased



overtime reliance, and diminished service quality. Therefore, assignment availability is a key metric for ensuring that staffing models are both realistic and responsive to actual workload demands.

An evaluation of current staffing indicates that assigning eight officers per patrol shift is insufficient to manage ACPD's average daily call volume, which ranges from 88 to 115 calls during peak periods. Distributed across three shifts, this equates to approximately 29 to 38 calls per shift. With each officer realistically available for about six hours of direct call response per shift, the eight-officer model provides roughly 48 officer-hours—technically enough to manage the estimated 19 officer-hours of workload per shift, assuming standard call handling times of 30 minutes.

However, operational dynamics such as high concurrency (three or more simultaneous incidents over 60% of the time), geographic dispersion across eight patrol sectors, and sector-specific response time disparities present substantial challenges. With only one officer available per sector under this model, there is limited redundancy for back-up, extended incidents, or overlapping calls in high-demand zones such as AP01, AP04, and AP06.

While the eight-officer model satisfies baseline coverage needs under average conditions, it lacks the robustness required for peak periods, critical incidents, or overlapping service demands. Increasing shift strength to 12 officers would improve concurrency response, enable multi-officer coverage in priority zones, and provide the flexibility necessary for proactive policing, transport, or unexpected surge events. For these reasons, a minimum shift strength of 12 officers is recommended to maintain operational resilience and ensure consistent service delivery, particularly given the geographic spread of the service area.

The comparative shift staffing below illustrates the operational implications of assigning 8, 10, or 12 patrol officers per shift under peak demand conditions. The analysis is based on an average of 38 calls for service per shift during high-activity days, with each call requiring an estimated 30 minutes of officer time.

- At 8 officers per shift, each officer is responsible for an estimated 4.75 calls, requiring 19 total officer hours. With a total of 48 officer hours available per shift (assuming 6 productive hours per officer), this configuration meets basic service demand, but offers only marginal concurrency coverage, low redundancy, and a



one-officer-per-sector model. This limits flexibility for overlapping calls and emergent incidents.

- At 12 officers per shift, officer workload drops further to 3.2 calls per officer, and total available officer time increases to 72 hours. This enables robust concurrency coverage, high redundancy for back-up or extended calls, and multi-officer coverage per sector, particularly in urban or complex patrol environments. This model is most resilient against spikes in call volume, high-priority incidents, and staff absences.

This scenario analysis demonstrates that while a minimum of 8 officers per shift may meet baseline requirements, increasing 12 officers significantly improves the department's ability to manage peak demand, ensure officer safety, and provide reliable sector coverage. These findings support strategic increases in shift staffing to enhance service quality and operational resilience.

Figure 13. Comparative Shift Staffing Calculation

Shift Strength	Avg. CFS per Shift (Peak Days)	Est CFS per Officer	Total Officers Needed (i.e., 30 Minute Call)	Est. Officer Hours Available @ 6 Hrs.	Concurrency Coverage (3+ Incidents)	Redundancy for Backup and Travel Time	Sector Coverage Depth (8 Sectors)
8	38	4.75	19	48	Marginal	Low	1 per Sector
12	38	3.2	19	72	Robust	High	Multi-Officer Coverage Possible

## Criminal Investigation Division (CID)

Supported by law enforcement best practices and research insights, several compelling reasons exist for why it is critically essential to appropriately staff a Criminal Investigations Division (CID) in a police department: Detectives need adequate time and resources to follow leads, conduct interviews, gather evidence, and build prosecutable cases. Understaffing may cause cases to go cold, causing victims to lose faith in the justice system. Higher staffing allows for more cases to be investigated



thoroughly, which improves clearance (solving) rates for crimes like homicide, robbery, and sexual assault, and there is a correlation between CID staffing and violent crime clearance rates.<sup>21 22</sup>

The criminal investigative function of any police organization is essential to operational and organizational success. The primary function of the CID is to provide follow-up investigations on a wide range of crimes that will further the goal of criminal accountability. The current staff for the CID comprises seventeen detectives and five supervisors, including one captain, one lieutenant, and three sergeants who supervise the unit.

Based on the data outlined in Figures 30, Figure 31, and the graph below, the assignment data over the five-year period reveals substantial variation in service demands across units, with notable increases in certain specialized areas. For instance, the Special Victims Unit (SVU) has experienced a dramatic increase in cases, rising from 70 in 2020 to an average of 146 annually—an increase of over 108%. Similarly, Cyber Crimes saw a 145% rise, while 3A experienced an 870% surge in assignments.

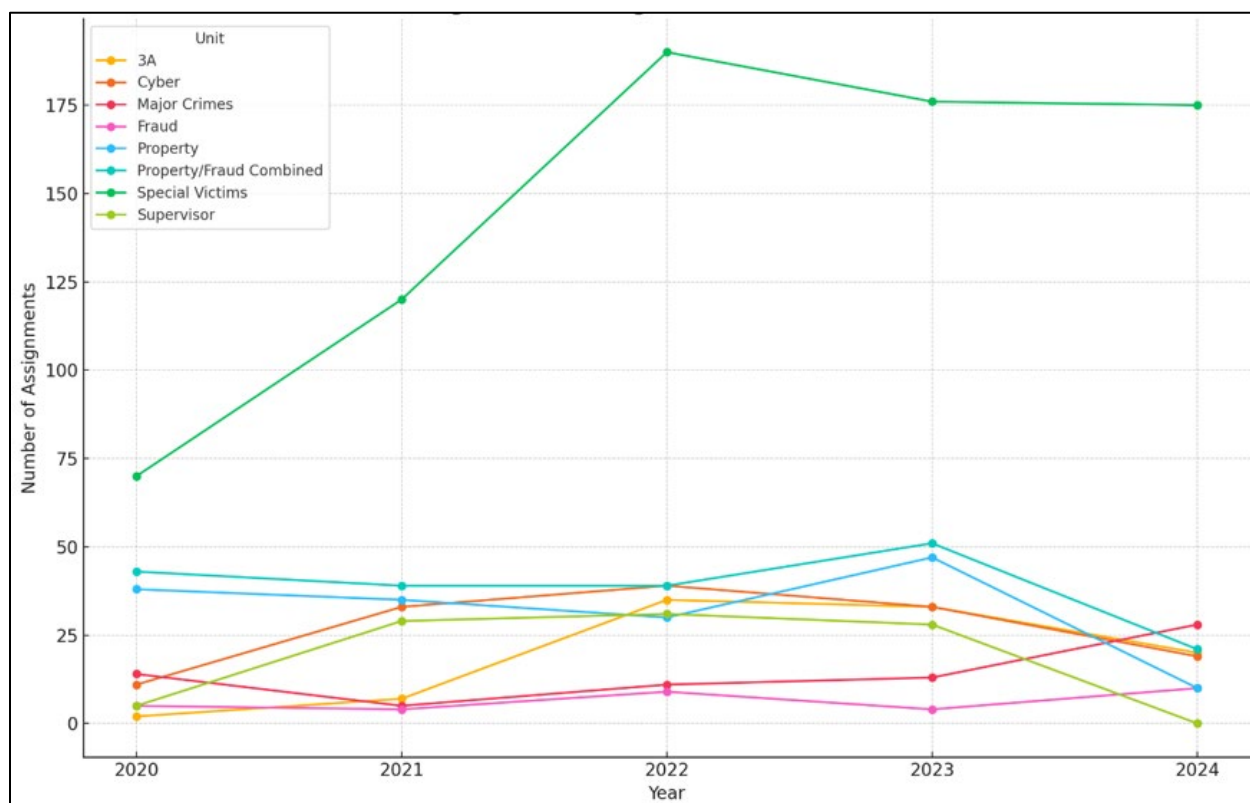
These trends indicate significant growth in complex and time-intensive investigations that likely demand specialized skill sets and increased personnel support. Conversely, areas such as Property/Fraud Combined show a 10% decrease in assignments, suggesting a possible shift in crime patterns or resource reallocation.

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<sup>21</sup> National Institute of Justice. (2004). *The investigative function: A select bibliography*. U.S. Department of Justice. <https://nij.ojp.gov/library/publications/investigative-function-select-bibliography>

<sup>22</sup> Federal Bureau of Investigation. (2023). *Crime in the United States: Uniform Crime Reporting (UCR) Program*. <https://ucr.fbi.gov>

Figure 14. Investigative Unit Assignment Trends (2020–2024)



The fluctuating trends across units underscore the need for dynamic staffing allocations. The significant and sustained increases in units like SVU, Cyber, and Major Crimes justify a strategic review of personnel deployments, training needs, and case management resources. Staffing plans should reflect these demand patterns to prevent case backlogs, reduce investigative delays, and ensure adequate support for frontline and specialized investigators.

Ultimately, this analysis supports a data-informed approach to staffing that aligns resources with actual service demand, particularly in high-growth and high-complexity areas.

An effective way to evaluate investigative workload is by assessing each detective's case capacity, typically measured by the number of active cases assigned and cleared over a given time period. Industry benchmarks suggest that a manageable caseload for





a generalist detective ranges between 8 to 12 active cases per month, depending on case complexity, available support resources, and departmental priorities.<sup>23</sup>

When detectives consistently carry caseloads that exceed these thresholds, investigative quality, follow-up thoroughness, and clearance rates tend to decline. Excessive workloads can also delay case resolution and increase the risk of missed leads or procedural oversights. By examining current caseloads per detective within the department and comparing them to national averages and best practices, agencies can determine whether investigative units are properly staffed or if redistribution, triage protocols, or additional personnel are warranted. Accurate analysis of this capacity metric is essential to ensuring timely and effective case handling, supporting victims, and maintaining public trust in the investigative process.

**Summary:** The data presented in this analysis clearly demonstrates that investigative workload within the Criminal Investigations Division (CID) has shifted significantly between 2020 and 2024, with certain units—such as Special Victims, Cyber, and 3A—experiencing substantial increases in assignments. These trends reflect evolving community needs and the growing complexity of criminal cases, which demand specialized skills, longer case durations, and sustained investigative attention.

To maintain investigative quality, ensure timely case resolution, and support victim services, staffing levels must be responsive to actual demand. Overburdened detectives not only risk reduced clearance rates and investigative errors but may also experience burnout that impacts both professional performance and organizational morale. By aligning staffing decisions with data-driven insights and best practice caseload thresholds, agencies can strengthen their investigative capacity, promote officer well-being, and preserve public trust in the justice system.

Ultimately, proactive investment in CID staffing, particularly in high-growth units, is essential to sustaining effective criminal accountability and ensuring that all cases, especially those involving vulnerable victims, receive the attention and resources they require.

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<sup>23</sup> *Police Executive Research Forum. (2018). Managing the investigative function: Guidelines for the effective management of criminal investigations. Washington, DC: PERF.*





## Special Operations

In the context of this study, special operations units refer to specialized teams distinct from routine patrol or administrative functions. These units are typically tasked with responding to high-risk, complex, or mission-specific operations that require advanced training, specialized equipment, or focused expertise. Special operations units are designed to manage non-routine law enforcement challenges beyond standard patrol officers' capacity. They often work in a supportive or proactive capacity to the department's core functions and may be mobilized as needed or assigned to specific threats or events.

ESCI realizes the value of special operations units for the overall policing mission. However, personnel assigned to special operations are typically unavailable for regular patrol shifts, affecting the total deployable force levels. These units often require dedicated staffing and cannot be effectively supported through general patrol reallocations. Given the prevalent staff shortages in patrol, the ACPD must recognize the need to reevaluate which positions can be reallocated to the patrol division to assist with the high CFS (Calls for Service) demands and understaffing; another alternative is to reassign special operations units or work during patrol shifts to help with CFS until the patrol division is appropriately staffed.

**Summary:** To ensure operational balance and public safety responsiveness, it is recommended that the department systematically evaluate the feasibility of reallocating personnel from special operations to patrol. This evaluation should be grounded in workload data, productivity metrics, internal input, and alignment with strategic priorities. A pilot approach with defined success indicators is also advised to measure impact before implementing permanent organizational changes.

## Geographical Sector Distribution

Distributing a geographical police sector map to meet calls for service demands is a critical component of modern police staffing and deployment strategy. Below are key reasons justifying this approach:

### Improves Response Times

Sector-based deployment ensures officers are positioned closer to the areas where CFS (Calls for Service) are most frequent, reducing travel time and enabling faster response to emergencies.



### Aligns Staffing with Workload Demand

A well-designed sector map allows the department to allocate personnel based on actual service demand patterns—ensuring that busier areas receive proportionally more coverage than lower-demand zones.

### Enhances Accountability and Familiarity

Assigning officers to consistent sectors fosters a deeper understanding of local issues, key community stakeholders, and crime trends. This strengthens community policing efforts and improves problem-solving effectiveness.

### Supports Data-Driven Decision-Making

A geographic breakdown of CFS (Calls for Service), layered with temporal trends (e.g., peak hours), allows leadership to make informed staffing decisions based on objective, location-specific data.

### Reduces Officer Fatigue and Inefficiency

Without defined sectors, officers may be routinely pulled away from their areas to respond to calls in higher-demand zones. This disrupts proactive policing efforts and leads to uneven workload distribution, affecting morale and operational efficiency.

### Improved Coordination and Supervision

Sectors provide a natural framework for supervisory oversight. Sergeants can better manage, mentor, and deploy officers within defined geographic areas, improving communication and operational control.

### Facilitates Resource Planning and Special Deployment

During major events, emergencies, or peak crime periods, having established sectors allows the department to easily scale or shift resources where they are most needed without disrupting overall coverage.

### Increases Community Engagement

Residents and businesses benefit from knowing which officers routinely patrol their neighborhoods. This familiarity builds trust, encourages cooperation, and helps officers gather intelligence more effectively.

These factors were identified during the on-site interviews conducted as part of the police staffing study, where both command staff and frontline personnel provided critical insights into operational challenges and deployment practices. Interview participants consistently emphasized the importance of aligning patrol sectors with



actual service demand, noting that response times, officer workload, and community engagement are all affected by how geographical areas are assigned and staffed.

Officers reported frequent instances of being pulled from their designated zones to cover calls in higher-demand areas, leading to inefficiencies and reduced community visibility. These firsthand accounts reinforced the need for a data-informed, sector-based deployment model that enhances operational coverage, supervision, and public trust.

A geographically distributed sector map helps the department operate more efficiently, respond more quickly, and engage more effectively with the community, while ensuring that staffing levels align with actual service demands. A detailed recommendation addressing these issues, including strategies for optimizing geographical sector distribution and aligning resources with call demand, can be found in the Recommendations section of this report.

## Organizational Structure Realignment

Modern policing requires an adaptable organizational structure that ensures the right functions are placed under the correct bureaus to maximize operational efficiency, streamline communication, and enhance service delivery. Organizational structure realignment is sometimes necessary to improve the efficiency and effectiveness of the police department due to observable imbalances between current staffing allocations, actual workload demands, and a competent span of control.

Organizational studies suggest that well-aligned structures foster accountability, reduce duplication of effort, and improve responsiveness to both internal and external needs. Reorganizing the ACPD's structure provides an opportunity to refine command relationships, ensure a better workload balance, and place specialized functions—such as crime analysis, community engagement, technology management, and professional standards into the most logically aligned bureaus.

The ACPD, like many agencies, faces evolving demands from the community and internal stakeholders. Aligning roles and responsibilities more strategically within the organizational framework will allow ACPD to operate more effectively and allocate resources in a way that supports its mission and strategic goals.



This report includes specific recommendations on organizational alignment, which are outlined in detail (in the Recommendations section) to support strategic improvements in structure and operational effectiveness.

## Recruiting

Law enforcement agencies across the country, particularly those serving small to mid-sized communities, face increasing challenges in recruiting, training, and retaining qualified personnel. ACPD is no exception. Additionally, there is growing evidence that departments face even greater future difficulties in their hiring and retention practices today.<sup>24</sup> ESCI offers insights and recommendations from some recent studies focused on this subject. Though there are not many allocated vacancies, the ACPD has experienced a fair amount of turnover of sworn staff in the last few years.

Onboarding a new officer from initial hiring to full operational status is a time and resource-intensive process. Recruits must complete academy training, undergo a field training program, and demonstrate proficiency across core policing competencies outlined by the Department of Criminal Justice Services (DCJS)<sup>25</sup> before being counted as deployable staff. This process often spans 10 to 18 months, during which time the department does not gain immediate relief from staffing shortages.

Furthermore, unforeseen retirements, resignations, medical leave, and other personnel changes can quickly reduce the number of active-duty officers available for patrol and other essential functions. These gaps place strain on existing personnel, increase overtime costs, and may impact officer wellness, morale, and response times.

The use of over-hire positions creates a sustainable buffer against attrition and avoid reactive staffing crises. This model aligns with the best practices in workforce planning and allows for continuous recruitment without sacrificing service quality or compromising public safety. In short, over-hiring provides a strategic means of maintaining full staffing levels in a profession where readiness and response capabilities are critical.

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<sup>24</sup> <http://www.economist.com/news/united-states/21713898-stronger-economy-partly-blame-police-departments-struggle-recruit-enough>

<sup>25</sup> <https://www.dcjs.virginia.gov/law-enforcement/law-enforcement-officer-certification-service>



It is therefore recommended that the governing body continue support for the department's request for over-hire positions to ensure staffing stability, operational continuity, and the ongoing effectiveness of law enforcement services in the community.

## Retention

Staffing levels are affected operationally by the loss of key personnel. When attrition rates overcome the ability of the organization to remedy the personnel shortages, it can result in overall workload challenges; this condition currently exists at the ACPD, as higher than normal attrition rates have challenged the department's ability to manage CFS volumes. The workload is then increased due to the shortages, the additional stress due to the workload leads to additional attrition and exacerbates the problem. While the ACPD is comparable to other organizations in terms of pay and benefits, the department has lagged behind on other retention strategies. Additionally, working conditions, and culture, climate, and leadership also affect retention and attrition in police agencies.

Regarding the retention issues, ESCI recommends, in the staffing section, reducing FTO pre-academy training by transferring some, or all, of it to the 12-week field training portion. Studies indicate that resignations are most likely within the first five years of hire, and it may be more challenging to retain officers for the long term during the training phases. Keeping employees engaged once hired is a typical challenge, but it appears to be compounded by some of the issues articulated within this report. Since officers are less likely to leave for another department later in their careers, it is vital to keep newer officers engaged and committed to serving the ACPD in that critical five-year period before they consider other opportunities.<sup>26</sup>

**Summary:** While there is no "one-size-fits-all" solution to recruitment and retention issues within the police profession, focusing on departmental issues, transforming the culture, and taking proactive measures to further invest in newer officers is vital to the overall departmental mission. ESCI staff conducted staffing studies at other police departments nationwide that are suffering much more severe staffing shortages. However, more personnel would certainly eliminate many of the issues discussed in

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<sup>26</sup> [https://www.theiacp.org/sites/default/files/2024-11/IACP\\_Recruitment\\_Report\\_Survey.pdf](https://www.theiacp.org/sites/default/files/2024-11/IACP_Recruitment_Report_Survey.pdf)



this section. The department is currently at a pivotal moment, facing unique challenges and opportunities in both recruitment and retention.

The study outlines a series of innovative and evidence-based solutions designed to address the pressing needs of modern law enforcement staffing. This report underscores the need to address internal barriers that impact employee morale and job satisfaction, thus affecting retention efforts. Implementing mentorship programs, improving the workplace culture, and establishing clear communication channels are recommended as critical steps toward improving retention. Understanding candidates' aspirations and the extent to which those aspirations align with the department's opportunities may help agencies attract candidates that are more likely to commit to the agency for a longer period of time.

## Leadership

In law enforcement agencies nationwide, it is not atypical for subordinate officers to criticize police leadership. Some of the typical complaint areas include operational decisions, resource allocation, departmental policies, leadership styles, and perceived failures in addressing officer concerns. Additionally, police work is inherently stressful, and leadership plays a crucial role in maintaining morale. If officers feel overworked, underappreciated, or unsupported in the face of public scrutiny, they may blame leaders for failing to advocate for them or provide the necessary support.

ESCI personnel have conducted multiple staffing studies nationwide, and similar themes emerge from those respective studies, indicating some of these problems. However, those interviewed at the ACPD showed respect towards their supervisors; yet, they still felt frustrated because of the mixed messaging and communication failures from leadership.

While criticism of leadership is a natural part of any hierarchical organization, police agencies must actively foster open communication and transparency. Encouraging constructive dialogue between officers and leadership can help address concerns before they escalate into broader dissatisfaction. Additionally, strong leadership involves listening to subordinates, acknowledging valid concerns, and taking appropriate steps to improve departmental policies and morale. Listed below are some of the themes resulting from the interviews:



- According to the interviewees, expectations are often communicated down the chain of command but rarely followed through. Additionally, many voiced concerns that priorities frequently change depending on who sends the message, creating confusion among the agency's rank-and-file police officers.
- Though mentioned in the Communication section, many officers criticized the chief monthly meeting with the first-line supervisors. Those meetings are characterized as complaint sessions, where the sergeants criticize the middle managers for inconsistent or nonexistent messaging from the ACPD's middle managers.
- Interviewees of all ranks stated that expectations per each job description are not clearly delineated, so some officers take on tasks and roles that should be their colleagues' responsibility. In contrast, others abdicate responsibility, claiming that specific tasks do not fall under their job description.
- The ACPD minimally addresses supervision training and succession planning. With many command-level officers nearing retirement, the lack of training for future police executives leaves potential supervision liabilities due to the up-and-coming officers' lack of experience. Many officers expressed the need for formal investment in first-line supervision training yet did not feel that the middle management level supervisors would participate in mentoring, as most are not assigned when the first-line supervisors are working in patrol.
- According to the interviewees, the ACPD's current promotional process appears subjective and not necessarily based on best practices, resulting in the promotion of some supervisors who lack competence. Interviewees stated that promotional committees do not take the time to review competency skillsets before promotion/assignments and that a validated process is needed.
- One of the most concerning themes regarding leadership is the lack of supervision in patrol. Those interviewed stated that on many nights, only one sergeant commands the entire county during their shifts. Lieutenants and captains currently work Monday through Friday, standard business hours.
- Many interviewed stated there are multiple opinions regarding improving the police department. Still, no one seems to take a leadership position to facilitate how that can be accomplished and what objectives must be reached to make it a reality. Some officers claim there are closed-door meetings regarding improvement, but they are never followed through, and suggestions are never shared department-wide. According to those interviewed, fresh ideas from the



command staff are rarely available. According to one interviewee: “We have grand ideas to make something happen, but there is no follow-through. Also, new initiatives pass without considering how they affect the rank and file.” There were also claims that collaboration when implementing new initiatives is not undertaken and that changes should be better communicated.

- Some of the individuals ESCI interviewed expressed mistrust of command leadership and what might happen to them if they speak out about the departmental issues. However, there is no evidence of any retaliatory conduct from upper management.
- Another theme from the interviews is that the most promising talent lies at the first-line supervisor level; however, their supervisors provide little to no mentoring. Still, officers up and down the rank structure affirmed that first-line supervision is competent and professional, but junior sergeants with little experience sometimes command the evening and midnight shifts.
- Many officers interviewed also stated that certain commanders nearing retirement demonstrate low engagement and commitment to their current roles. Studies have shown that laissez-faire leadership correlates negatively with subordinate satisfaction and organizational commitment.<sup>27</sup> This leadership style has been labeled as the least effective in policing contexts, as it often leads to a lack of direction and support for officers. The failure to develop newer officers may have led to some officers transferring to other departments.
- Many officers feel that the minimal pay increase is not enough incentive to strive for promotion, as the result would likely be a transfer to the midnight shift.

## Succession Management

A comprehensive succession management plan is essential to the long-term success and stability of the ACPD. As the department looks to the future, it is imperative that ACPD proactively identifies and develops the next generation of leaders who will uphold the values, drive innovation, and ensure public safety in an ever-changing culture of policing. This succession plan begins with thoroughly assessing our current leadership structure, projected retirements, and emerging operational needs. By identifying key leadership roles, such as division commanders, shift supervisors, and

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<sup>27</sup> Swid, A. (2014). Police members perception of their leaders' leadership style and its implications. *Policing: An International Journal of Police Strategies & Management*, 37(3), 579-595.





specialized unit leaders, agencies can determine the competencies and experiences required to fill those positions effectively.

To build a strong leadership pipeline, ESCI proposes implementing a multi-tiered development program that targets personnel at various stages of their careers. This includes structured mentorship programs, leadership academies, and rotational assignments across different units to broaden operational experience. Integrating scenario-based training and critical incident simulations (i.e., in-service, tabletops) to prepare future leaders for real-world decision-making is necessary.

Best practices for ensuring a sustainable leadership culture include transparent promotion pathways, inclusive identification of high-potential candidates, and establishing a feedback-rich environment. Utilizing objective evaluation tools, such as 360-degree reviews and assessment centers, will help us assess readiness and leadership capacity fairly. Furthermore, a key component of the plan is knowledge transfer—capturing the experience of outgoing leaders through documentation, coaching, and succession shadowing opportunities.

Ultimately, this plan is not just about filling vacancies, it is about building a resilient, adaptive, and community-focused agency prepared to meet future challenges. With support and under the guidance of the Chief of Police and the executive team, ACPD can ensure the department remains a model of excellence and leadership well into the future.

**Summary:** Leaders within the ACPD have demonstrated a commitment to ensuring that the department is operating efficiently and effectively to further the organization's public safety mission and serve the community. Although the ACPD has an appropriate vision, it would benefit from developing specific goals and objectives and a formal strategic plan. The current ACPD leadership does not engage in a singular operational style. Instead, it uses a variety of situationally based styles, considering the individual and task at hand, causing some of the aforementioned communication issues. Additionally, the lack of a competent succession planning process promises to exacerbate the present leadership issues into the future.

## Policy & Procedure

ACPD personnel collaborate with Lexipol to create departmental policy. The primary theme throughout the interviews is that the policies are generic, with no specificity.



Interviewees stated that policy deficiencies have been identified, but not corrected or revised. Additionally, ESCI learned that formal discipline is not distributed uniformly because first-line supervisors manage lower-level, administrative IA investigations. ESCI recommends that the ACPD establish a formal committee responsible for reviewing and informing of any significant policy change and developing new policy.

This committee should comprise a cross-section of operational personnel, including sworn and professional staff. All critical policy revisions, additions, deletions, or other modifications should be subject to this committee's review. However, this committee should not wholly replace the need to consult with subject matter experts within or outside the department, should the policy require additional review, scrutiny, input, or buy-in from others. The ACPD should also consistently engage the public in developing or revising critical agency policies. In keeping with the co-production policing philosophy, ESCI suggests that the ACPD engage stakeholders regularly when making policy decisions.

**Summary:** ESCI conducted an open-ended questioning regarding ACPD policies. Based on those interviews, ESCI noted some policy areas in which adjustments should be considered. It is also important to note that although ESCI did not perform a full policy review, certain areas should be addressed in policy, as supported in the peer-reviewed research. These particular policy areas cause the majority of litigation issues against police agencies.<sup>28</sup> ESCI has identified emergent policies as necessary for police operations, particularly as the demands within the profession continue to evolve. As recommended below, ESCI recommends that the ACPD policy committee determine if the policies listed below exist, and if so, they follow best practices:

High-Risk Policies:

- Off-Duty Conduct
- Sexual Harassment/Discrimination
- Selection/Hiring
- Internal Affairs

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<sup>28</sup> National Institute of Justice. (2019). *The criminal investigation process: Volume I summary and policy implications*. U.S. Department of Justice. <https://nij.ojp.gov/library/publications/criminal-investigation-process-volume-i-summary-and-policy-implications>



- Special Operations
- Responding to the Mentally Ill
- Use of Force
- Pursuit/Emergency Vehicle Operator Course
- Search/Seizure–Arrest
- Care, Custody, Control/Restraint of Prisoners
- Domestic Violence
- Property–Evidence

Emerging Policies:

- Crime Analysis and ILP
- Officer Wellness
- LGBTQ Policies
- Impartial Policing (Biased Policing)
- Unmanned Aircraft Systems



## Service Demand and Deployment Alignment: Analyzing Workload, Scheduling, and Resource Allocation

Service delivery and performance are the metrics which best illustrate the services provided by the police department to a community.

### Service Demand Analysis

When assistance is requested (either through phone calls to the dispatch center or from on-duty officers), a demand for service from the police department is requested. Analyzed by each calendar year, the primary analyses of service demand include the types of incidents, when they occur, and where they occur.

### Incident Type Analysis

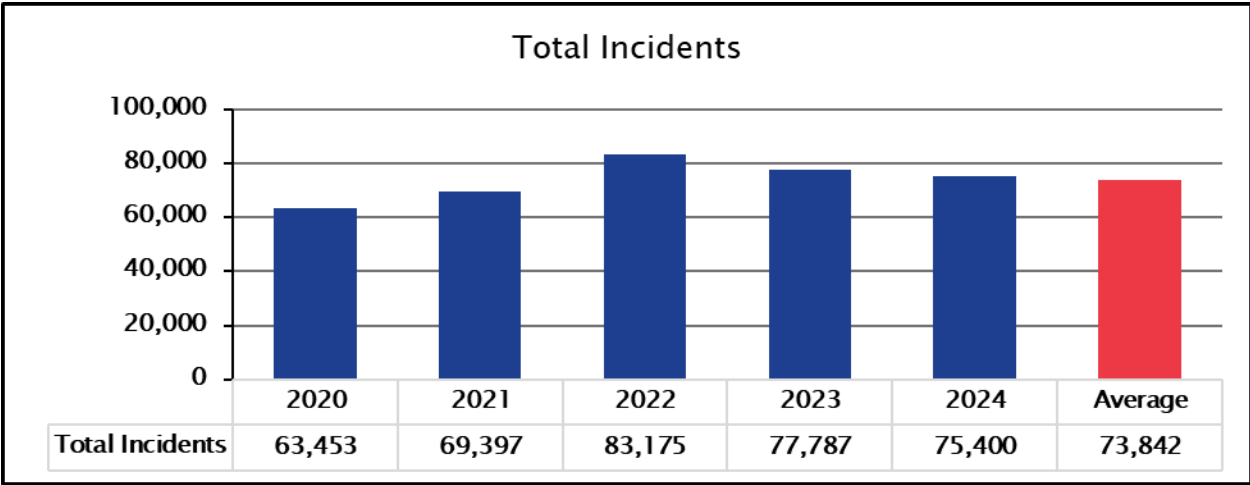
In 2020, the department recorded 63,453 total incidents, with a noticeable increase in 2021 to 69,397 incidents. This upward trend continued sharply in 2022, peaking at 83,175 incidents, representing the highest volume over the five-year span. Although there was a slight decline in 2023 and 2024—77,787 and 75,400 incidents, respectively—incident levels remained significantly elevated compared to the start of the period.

The five-year average of 73,842 total incidents reflects a sustained increase in operational workload and public service engagement. These trends suggest that the department has faced growing service demands, particularly since 2021, which has implications for both patrol and investigative staffing. This escalation in incidents reinforces the need for strategic resource planning, targeted personnel deployment, and potential structural adjustments to maintain timely and effective responses across the jurisdiction.

The following figures illustrate the number of incidents the police department has responded to over the past five years.



Figure 15. ACPD Service Demand (All Incidents), 2020–2024



Public Versus Officer Initiated CFS Comparison

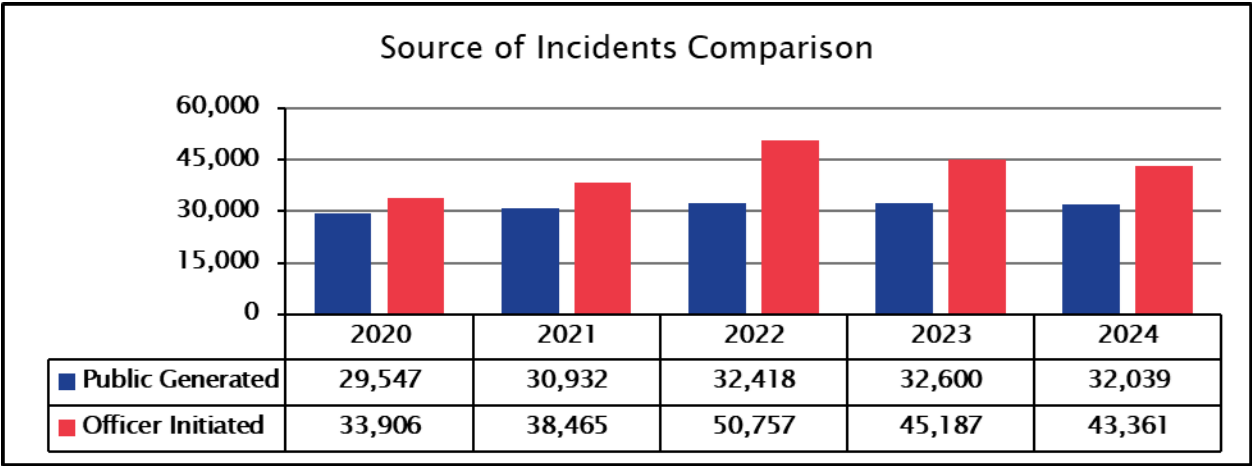
An essential element in evaluating police staffing needs is the distinction between community-initiated and officer-initiated calls for service. Community-initiated calls, typically 911 or non-emergency requests from the public, represent reactive demands placed on the department and often dictate the baseline workload for patrol units. These calls are unpredictable, vary in complexity, and require a timely response, making them critical drivers of minimum staffing levels. In contrast, officer-initiated activities such as traffic stops, proactive patrols, and field interviews, reflect discretionary time and are a key measure of operational capacity and strategic enforcement.

When staffing is inadequate, proactive activity tends to decrease as officers become consumed by responding to community-initiated calls, limiting their ability to conduct community policing and proactive patrol activities. An optimal staffing model must strike a balance, ensuring sufficient personnel meet reactive demands while preserving time for self-initiated activity that supports long-term crime reduction and engagement goals. Analyzing the ratio of these call types provides a data-driven lens into whether current staffing levels are reactive-only or capable of supporting a full-service, proactive policing strategy.

Incident volume originates from either a public request for service or initiated by the officer. The following figure illustrates a comparison of volume between the two sources.



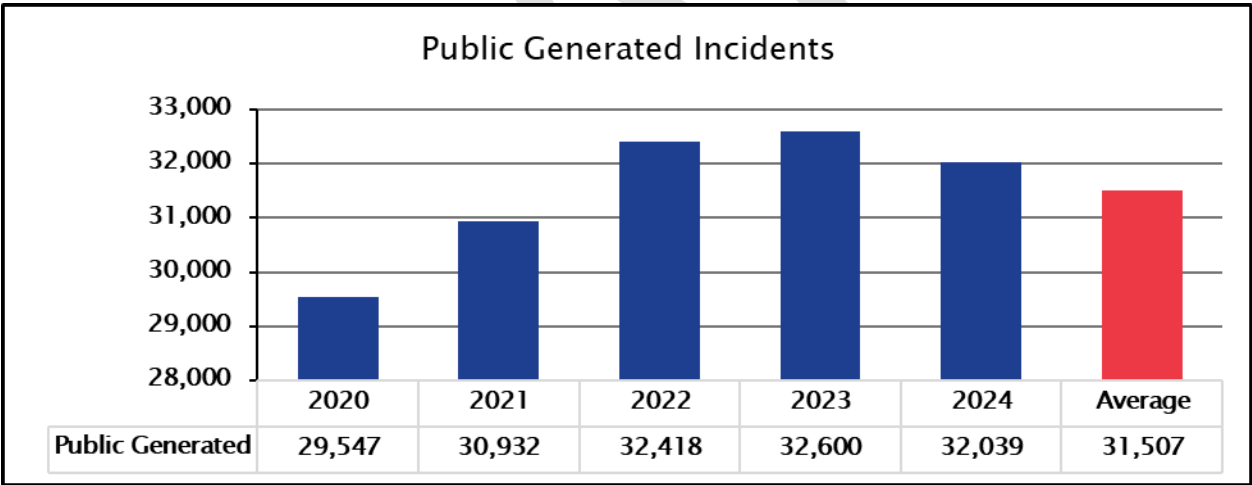
Figure 16. ACPD Source of Incident Comparison, 2020–2024



Public Generated Incidents

When the public contacts the dispatch center to request assistance (either through 911 or non-emergency lines), these incidents are categorized as public generated. The volume and average of these types of incidents are illustrated in the following figure.

Figure 17. ACPD Service Demand (Public Generated Incidents), 2020–2024



The comparison of incident sources reveals a critical trend: public-generated calls for service have shown a consistent upward trajectory from 2020 through 2024. This increase underscores the growing community reliance on police services, likely reflecting both population growth and evolving public safety needs. Notably, over the past three years, the department has averaged approximately 32,500 calls annually, a sustained volume that places significant operational demand on patrol resources. This data suggests the need to closely evaluate current staffing levels, response capabilities, and workload distribution to ensure the agency remains responsive and



effective in meeting community expectations. These figures also reinforce the importance of maintaining or increasing staffing to match call volume trends and prevent officer fatigue or service delays.

### Top Calls for Service (CFS) Demands

An analysis of the top 11 average call types over the past five reveals the most frequent demands on police services, highlighting areas where staffing resources must be prioritized to maintain effective response capabilities.

These high-frequency service calls place a continuous and predictable demand for patrol operations. Notably, incidents involving suspicious activity, motor vehicle collisions, and alarms consistently generate the highest call volumes, often requiring multiple units or prolonged on-scene time. Calls to assist citizens and address disorderly conduct also reflect the community's reliance on law enforcement for quality-of-life and public safety issues.

The sustained volume across these categories underscores the need for adequate patrol staffing levels, with consideration for zone-based deployment models that account for temporal trends and spatial distribution. Additionally, these figures suggest the value of maintaining dedicated traffic enforcement and community service officers, as many top calls (e.g., collisions, disabled vehicles, assist citizen) relate to roadway safety and public interaction.

To improve response times, minimize service delays, and ensure officer safety, it is recommended that staffing allocations be aligned with these top service demands. Strategic scheduling that ensures peak coverage during high-volume periods—as well as investment in non-sworn support for lower-risk calls—can help manage workload while maintaining a high standard of public service delivery.

When further analysis of public generated incidents occurs, the following figure illustrates the number of incidents within the top twenty-five categories.



Figure 18. ACPD Top Twenty-five Public Generated Incidents, 2020–2024

Call Type	2020	2021	2022	2023	2024	Average
Suspicious Activity	2,941	3,120	3,273	3,226	2,955	3,103
Motor Vehicle Collision	2,462	2,768	2,878	2,876	3,017	2,800
Alarm PD	1,994	2,272	2,525	2,460	2,370	2,324
Assist Citizen	1,493	1,490	1,718	2,111	1,980	1,758
Disorder	1,968	2,013	1,579	1,515	1,425	1,700
Larceny	1,144	1,335	1,722	1,704	1,678	1,517
Traffic Hazard	1,560	1,539	1,536	1,293	1,428	1,471
Disabled Vehicle	1,319	1,343	1,507	1,409	1,558	1,427
Animal Complaint/Investigation	1,733	1,578	1,318	1,206	1,142	1,395
Assist Agency	1,180	1,117	1,256	1,241	1,244	1,208
Miscellaneous Criminal	1,226	1,154	1,129	1,234	874	1,123
Welfare Check	767	869	1,053	1,086	1,083	972
EMS	842	864	796	807	846	831
Trespassing	636	628	842	1,002	932	808
Forgery/Fraud	738	752	738	693	712	727
Domestic	509	646	776	844	837	722
Behavioral Health	631	721	715	729	650	689
Loud Music/Noise Complaint	742	701	644	610	582	656
Hit and Run	461	575	645	659	595	587
Injured Animal	387	362	465	522	593	466
Vandalism	396	444	369	420	321	390
Parking Violation	165	179	480	612	372	362
Harassment	347	391	374	365	269	349
911 Hang Up	360	340	282	334	387	341
Lost/Found Property	258	280	345	349	348	316

### Time Allocation by Dispatched Activity for ACPD

Additional consideration as to the percentage of time spent by officers on various categories of incidents provides valuable insight into how patrol resources are allocated based on the actual duration of response and service delivery, rather than solely on call frequency. Over a measured period, Motor Vehicle Collisions accounted for the greatest time investment, consuming 4,442 hours, or 29.02%, of all recorded activity hours. This is followed by Suspicious Activity (2,267 hours, 14.81%), Disorder (1,709 hours, 11.17%), and Larceny (1,464 hours, 9.57%).

These top categories collectively represent a significant majority of patrol workload, both in terms of incident complexity and officer time spent on-scene. While some





categories like Alarm PD and Animal Complaints generate numerous calls annually, they occupy relatively fewer cumulative hours, indicating quicker resolution times. In contrast, calls such as motor vehicle collisions, disorderly conduct, and larceny investigations tend to involve prolonged officer presence due to factors such as traffic control, investigations, victim/witness interviews, and interagency coordination.

The following figure illustrates the percentage of time spent on the highest ten (based on total hours for each category) during calendar year 2024.

Figure 19. ACPD Most Frequent Activity by Time Spent (Public Generated), 2024

Dispatched Problem	Hours	Percentage
Motor Vehicle Collision	4,442	29.02%
Suspicious Activity	2,267	14.81%
Disorder	1,709	11.17%
Larceny	1,464	9.57%
Assist Agency	1,277	8.34%
Alarm PD	1,017	6.64%
Animal Complaint/Investigation	990	6.47%
Assist Citizen	866	5.66%
Disabled Vehicle	710	4.64%
Traffic Hazard	565	3.69%
Total Hours	15,307	100.00%

The time-based data strongly supports the need for strategic patrol staffing adjustments that reflect not only call volume, but, also, the duration and complexity of common service types. Staffing models should account for the high number of hours spent managing motor vehicle incidents and suspicious activity, potentially by expanding traffic-specific units or implementing peak-hour patrol augmentation strategies.

Moreover, this data reinforces the importance of call prioritization and alternative response models, such as civilian traffic investigators, online reporting for certain larceny types, or animal control partnerships. These measures can help reduce the burden on sworn personnel, enabling them to focus on time-intensive, safety-critical incidents.

In summary, aligning staffing levels with both the frequency and duration of key service activities is essential for sustaining officer availability, improving response

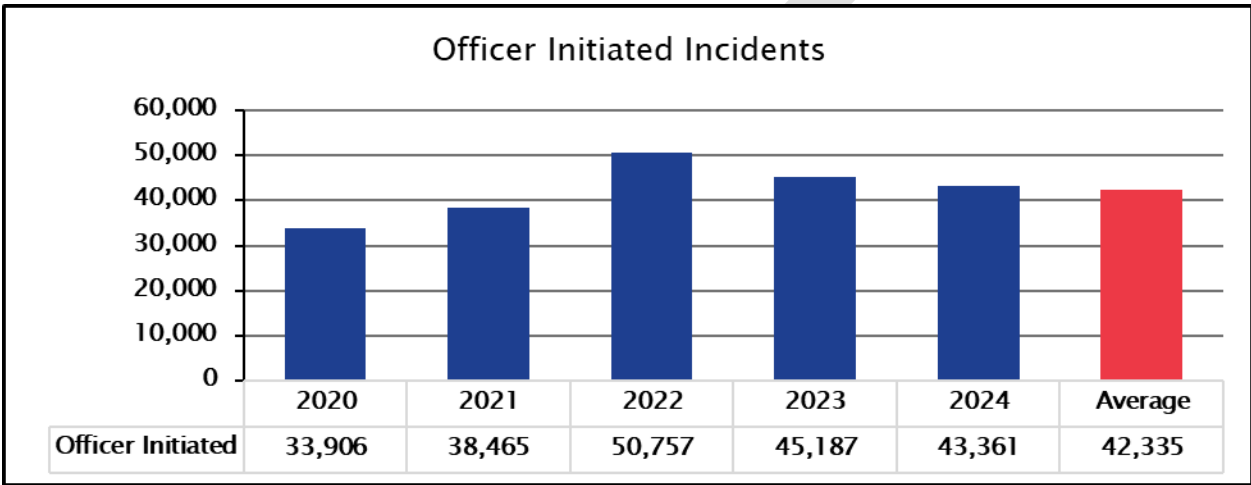


efficiency, and ensuring public safety outcomes remain strong amid rising service demands.

*Officer Initiated Incidents*

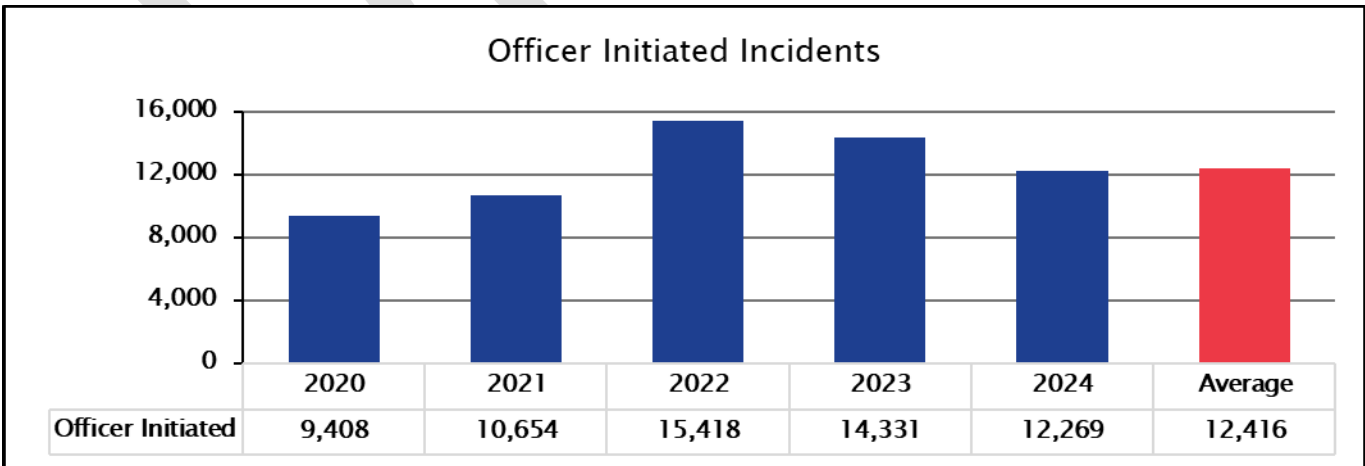
When an on-duty officer identifies a need for service during the course of their patrol, these incidents are categorized as officer initiated. The volume and average of these types of incidents are illustrated in the following figure.

Figure 20. ACPD Service Demand (Officer Initiated Incidents), 2020-2024



In discussion with ACPD leadership, it was identified that the majority of calls classified as Extra Patrol are part of a community initiative and not actual calls for service. The following figure illustrates the volume and average calls for service without that category.

Figure 21. ACPD Service Demand (Officer Initiated Incidents – Excluding Extra Patrol), 2020-2024





When further analysis of officer-initiated incidents occurs, the following figure illustrates the number of incidents within each category.

Figure 22. ACPD Officer Generated Incidents, 2020–2024

Call Type	2020	2021	2022	2023	2024	Average
Extra Patrol	24,498	27,811	35,339	30,856	31,092	29,919
Traffic Stop	4,248	4,334	8,996	8,093	6,321	6,398
Warrant Service	1,920	2,870	2,774	2,919	2,784	2,653
Follow Up Investigation	1,620	1,929	2,118	2,073	2,109	1,970
Phone Message	1,068	937	828	820	521	835
Foot Patrol	362	315	447	176	293	319
Community Initiative	96	178	162	120	176	146
House Check/Business Check	94	91	93	130	65	95

### Time per Call for Service

The various types of incidents may also be grouped into three categories—Crime, Service, and Traffic. These categories may then be analyzed based on the percentage of total incidents within each category as well as the percentage of time within each category, as illustrated in the following figures.

Figure 23. ACPD Time per Call for Service, 2020–2024

Group	% of Total Calls	% of Call Time	Average Minutes/CFS
Crime	23.60%	34.79%	37.54
Service	61.14%	48.31%	20.12
Traffic	15.26%	16.89%	28.18

Figure 24. ACPD Time per Call for Service, 2024

Group	% of Total Calls	% of Call Time	Average Minutes/CFS
Crime	23.83%	35.34%	35.32
Service	61.17%	47.49%	18.49
Traffic	15.00%	17.17%	27.25

Comparing crime-related calls, traffic enforcement activity, and routine service calls is essential for developing a well-rounded police staffing model that reflects the full spectrum of community demands. While crime-related calls, particularly those involving violence or property offenses, often receive the most attention, traffic-related incidents—including collisions, DUIs, and hazardous driving complaints—can be equally time-consuming and are critical for public safety.



Routine service calls, such as welfare checks, noise complaints, and civil disputes, may appear to be a low priority individually, but collectively account for a substantial portion of officer workload. By analyzing the volume, duration, and frequency of each call category, departments can better understand how officers' time is divided and whether current staffing supports a balanced response across all functions. Ignoring any one category may lead to skewed deployment decisions, service gaps, or an overreliance on overtime.

A comprehensive comparison ensures that staffing levels are not only responsive to crime trends, but also to the broader set of responsibilities that define modern policing, including traffic safety and community service delivery.

The Service category accounts for the majority of call volume, making up 61.14% of total calls and consuming 48.31% of total call time. Despite its high frequency, it has the lowest average time per call at 20.12 minutes, indicating these calls are generally shorter and possibly less complex in nature, yet they place the greatest overall workload demand on the agency due to their volume.

Crime-related calls, while comprising only 23.60% of total calls, account for a disproportionately high share of total call time (34.79%) and have the highest average time per call at 37.54 minutes. This suggests these calls are more resource-intensive, requiring extended officer presence and possibly multiple units, making them critical in terms of workload and staffing considerations.

Traffic-related calls make up 15.26% of call volume and 16.89% of total call time, with an average of 28.18 minutes per call. Though less frequent, they consume more time per incident than service calls, reflecting the procedural or investigative steps often involved in traffic enforcement or crash response.

This breakdown highlights the importance of aligning patrol staffing not only with call volume but also with call complexity and duration. While service calls dominate in quantity, crime-related calls demand the most officer time per incident, which could result in bottlenecks during peak periods or shift coverage gaps if staffing models rely solely on call volume. Strategic deployment must therefore balance officer availability with expected service durations; possibly prioritizing crime call coverage during high-demand hours while allocating efficient response units for service and traffic calls.



Additionally, the high proportion of time spent on service calls, despite their lower complexity, suggests an opportunity to evaluate whether alternative response models (i.e., civilian units or telephonic reporting) might relieve pressure on sworn staff.

The ACPD uses staggered start times for the day, afternoon, and night shifts. This staggered structure helps ensure that staff are available during shift changes. The shifts are ten (10) hours long and consist of two platoons. Although the structure of the shifts is designed to produce overlaps that provide additional capacity to respond to CFS at shift change, personnel scheduling does not fully respond to high-volume CFS distribution.

The most concerning theme currently facing the ACPD is the ability to manage the CFS volume appropriately. Officers of all rank assignments and units expressed strong feelings that the county needs to prioritize reallocating resources and personnel to remedy what many in the department considered a vulnerability.

### Incident Concurrency

It is also useful to examine response reliability by analyzing the number of units required to manage incidents. While there is no specific standard to which this can be compared, this provides insight into the ability of the department to have sufficient resources for incidents. As the quantity of concurrent incidents increases, the ability to have available units to respond to additional incidents may not be sufficient. The following figures illustrate the call concurrency during the study period. Any incidents which did not have a dispatched time or in-service time documented were excluded.



Figure 25. ACPD Incident Concurrency (All Incidents), 2020–2024

Concurrent Incidents in Progress	2020	2021	2022	2023	2024	Change Over Study Period
Single Incident	8.89%	9.78%	9.00%	9.36%	9.20%	0.32%
Two Incidents	18.03%	18.61%	18.00%	17.05%	18.06%	0.03%
Three Incidents	20.85%	20.82%	19.96%	19.36%	21.41%	0.55%
Four Incidents	18.16%	17.59%	17.37%	17.71%	18.07%	-0.09%
Five Incidents	13.90%	13.12%	13.20%	14.07%	13.32%	-0.58%
Six Incidents	9.46%	8.88%	9.13%	9.43%	8.85%	-0.61%
Seven Incidents	5.44%	5.40%	5.68%	5.90%	5.38%	-0.06%
Eight Incidents	2.84%	2.79%	3.22%	3.11%	3.12%	0.29%
Nine Incidents	1.39%	1.29%	1.61%	1.53%	1.52%	0.12%
Ten Incidents	0.59%	0.60%	0.81%	0.63%	0.64%	0.05%
Eleven Incidents	0.26%	0.27%	0.40%	0.26%	0.26%	0.00%
Twelve Incidents	0.12%	0.18%	0.25%	0.11%	0.09%	-0.03%
Thirteen Incidents	0.04%	0.14%	0.19%	0.12%	0.03%	-0.01%
Fourteen Incidents	0.02%	0.09%	0.15%	0.10%	0.03%	0.01%
Fifteen Incidents	0.01%	0.06%	0.13%	0.10%	0.01%	0.00%
Sixteen or Greater Incidents	0.00%	0.38%	0.91%	1.15%	0.01%	0.01%

Figure 26. ACPD Incident Concurrency (Public Generated Incidents), 2020–2024

Concurrent Incidents in Progress	2020	2021	2022	2023	2024	Change Over Study Period
Single Incident	13.94%	12.32%	12.86%	13.78%	14.25%	0.31%
Two Incidents	23.13%	22.65%	22.67%	23.17%	24.17%	1.04%
Three Incidents	23.21%	24.01%	23.27%	23.83%	23.96%	0.75%
Four Incidents	17.92%	18.70%	17.62%	18.42%	17.85%	-0.08%
Five Incidents	11.18%	11.44%	11.04%	10.74%	10.94%	-0.24%
Six Incidents	6.08%	5.78%	5.83%	5.21%	5.26%	-0.83%
Seven Incidents	2.85%	2.62%	2.63%	2.18%	2.22%	-0.63%
Eight Incidents	1.03%	0.99%	1.13%	0.69%	0.86%	-0.17%
Nine Incidents	0.30%	0.37%	0.55%	0.33%	0.28%	-0.02%
Ten Incidents	0.14%	0.18%	0.37%	0.16%	0.12%	-0.02%
Eleven Incidents	0.06%	0.16%	0.24%	0.09%	0.04%	-0.03%
Twelve Incidents	0.06%	0.14%	0.22%	0.12%	0.03%	-0.03%
Thirteen Incidents	0.04%	0.06%	0.22%	0.14%	0.02%	-0.03%
Fourteen Incidents	0.03%	0.06%	0.16%	0.13%	0.01%	-0.02%
Fifteen Incidents	0.01%	0.06%	0.15%	0.11%	0.00%	-0.01%
Sixteen or Greater Incidents	0.00%	0.47%	1.05%	0.90%	0.00%	0.00%



Figure 27. ACPD Incident Concurrency (Officer Initiated Incidents), 2020–2024

Concurrent Incidents in Progress	2020	2021	2022	2023	2024	Change Over Study Period
Single Incident	37.48%	47.36%	40.05%	40.93%	40.48%	37.48%
Two Incidents	36.50%	30.75%	31.11%	30.23%	31.67%	36.50%
Three Incidents	16.94%	13.58%	15.80%	15.77%	16.13%	16.94%
Four Incidents	6.12%	5.23%	7.53%	7.50%	7.12%	6.12%
Five Incidents	2.11%	1.91%	3.25%	3.41%	2.81%	2.11%
Six Incidents	0.59%	0.71%	1.36%	1.33%	0.97%	0.59%
Seven Incidents	0.20%	0.23%	0.56%	0.52%	0.44%	0.20%
Eight Incidents	0.04%	0.10%	0.21%	0.21%	0.23%	0.04%
Nine Incidents	0.01%	0.04%	0.08%	0.08%	0.09%	0.01%
Ten Incidents	0.00%	0.02%	0.03%	0.02%	0.03%	0.00%
Eleven Incidents	0.00%	0.02%	0.01%	0.00%	0.01%	0.00%
Twelve Incidents	0.00%	0.01%	0.00%	0.00%	0.00%	0.00%
Thirteen Incidents	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
Fourteen Incidents	0.00%	0.01%	0.00%	0.00%	0.00%	0.00%
Fifteen Incidents	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
Sixteen or Greater Incidents	0.00%	0.01%	0.01%	0.00%	0.02%	0.00%

This data is critical for understanding staffing needs during both routine and peak operational periods.

Most frequently, the agency managed 3–4 incidents simultaneously, comprising ~39.5% of operational time in 2024. Moreover, 16%–17% of the time, 6–9 incidents were in progress. With 5 or fewer incidents occurring 70–75% of the time, the agency should ensure routine staffing covers this range without delay or resource depletion. Additionally, high concurrency levels demand supervisory oversight across multiple scenes. The department should ensure sufficient sergeants or watch commanders are on duty to maintain scene coordination and response integrity.

The data reflects a department frequently managing 3–5 calls simultaneously, with occasional, but real, spikes beyond 10 active calls. Effective staffing must be nimble, tiered, and intelligence-led, balancing baseline patrol coverage with readiness for surges. Integrating concurrency analysis into deployment decisions is essential to ensure operational resilience and responsive policing.



Figure 28. ACPD Incident Concurrency (Officer Initiated Incidents – Excluding Extra Patrol), 2020–2024

Concurrent Incidents in Progress	2020	2021	2022	2023	2024	Change Over Study Period
Single Incident	43.76%	50.52%	46.44%	48.11%	48.33%	4.57%
Two Incidents	36.53%	31.53%	32.09%	31.94%	31.87%	-4.67%
Three Incidents	14.13%	11.83%	14.29%	13.73%	12.74%	-1.38%
Four Incidents	4.25%	4.16%	5.01%	4.56%	5.06%	0.81%
Five Incidents	1.11%	1.21%	1.56%	1.33%	1.48%	0.38%
Six Incidents	0.19%	0.45%	0.45%	0.26%	0.38%	0.19%
Seven Incidents	0.02%	0.13%	0.11%	0.06%	0.11%	0.09%
Eight Incidents	0.01%	0.06%	0.05%	0.01%	0.02%	0.01%
Nine Incidents	0.00%	0.03%	0.01%	0.00%	0.00%	0.00%
Ten Incidents	0.00%	0.06%	0.00%	0.00%	0.00%	0.00%
Twelve Incidents	0.00%	0.03%	0.00%	0.00%	0.00%	0.00%
Thirteen Incidents	0.00%	0.01%	0.00%	0.00%	0.00%	0.00%
Fourteen Incidents	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
Fifteen Incidents	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
Sixteen or Greater Incidents	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%

### Division Analysis

The department is divided into various divisions in order to provide services. The following figure illustrates the total hours each division was assigned to incidents during the study period.





Figure 29. ACPD Division Hours, 2023–2024

Division	2023 Hours on Calls			2024 Hours on Calls		
	Public	Officer	Total	Public	Officer	Total
Administrative Services Division	0.00	0.00	0.00	0.00	0.00	0.00
Chiefs Bureau	16.40	3.27	19.67	0.82	1.76	2.58
Community Support Division	422.05	112.37	534.42	349.04	110.37	459.41
Field Operations Deputy Chief	146.44	21.39	167.83	63.55	37.49	101.04
Investigation Division	1,287.09	294.83	1,581.92	1,254.70	346.21	1,600.91
Professional Standards Division	23.17	0.87	24.04	310.81	54.16	364.97
Special Operations Division	3,125.13	1,524.09	4,649.22	3,236.43	1,795.07	5,031.51
Uniform Patrol Division 10 Hour	27,798.17	7,373.50	35,171.67	27,715.62	7,678.55	35,394.17
Civilian	4.18	0.06	4.24	91.23	12.10	103.33
Auxiliary	9.84	186.24	196.08	4.03	164.48	168.51
Total	32,832.47	9,516.62	42,349.09	33,026.23	10,200.18	43,226.42

*Detectives Division*

Each of the divisions with assigned detectives conducts investigations, as requested. The following figure illustrates the volume per investigations unit. It should be noted that some incidents had more than one detective assigned from different divisions.

Figure 30. ACPD Assignments by Unit, 2020–2024

Assignments by Unit	2020	2021	2022	2023	2024	5-Year Average	% Change
3A	2	7	35	33	20	19	870.00%
Cyber	11	33	39	33	19	27	145.45%
Major Crimes	14	5	11	13	28	14	1.43%
Fraud	5	4	9	4	10	N/A	N/A
Property	38	35	30	47	10	N/A	N/A
Property/Fraud	0	0	0	0	1	N/A	N/A
Property/Fraud Combined	43	39	39	51	21	39	-10.23%
Special Victims	70	120	190	176	175	146	108.86%
Supervisor	5	29	31	28	0	19	272.00%



Figure 31. ACPD Assignments by Unit, 2023–2024

Assignments by Unit	2023	2024	2-Year Average	% Change
3A	33	20	27	–19.70%
Cyber	33	19	26	–21.21%
Major Crimes	13	28	21	57.69%
Fraud	4	10	7	75.00%
Property	47	10	29	–39.36%
Property/Fraud	0	1	1	N/A
Property/Fraud Combined	51	21	36	–29.41%
Special Victims	176	175	176	–0.28%
Supervisor	28	0	14	–50.00%

### Temporal Analysis

Analyzing calls for service volume by time of day is a critical component of effective police staffing, as it reveals temporal patterns in community demand and helps ensure that resources are allocated when and where they are most needed. Most jurisdictions experience predictable surges in call volume during specific time periods, such as late afternoon into evening hours, when crimes like assaults, disturbances, and domestic incidents are more likely to occur. Conversely, overnight hours often see fewer total calls but may involve more serious incidents requiring an extended patrol presence. By mapping hourly call data over multiple months or years, agencies can identify peak demand periods and adjust shift schedules, staffing levels, and deployment strategies accordingly.

Without aligning staffing to temporal demand, departments risk being overstaffed during low-activity periods and understaffed during critical hours, resulting in delayed response times, officer fatigue, and missed opportunities for proactive engagement. Time-of-day analysis ensures that patrol coverage matches real-world demand, supporting both operational efficiency and community safety.



Figure 32. ACPD Service Demand by Month, 2020-2024

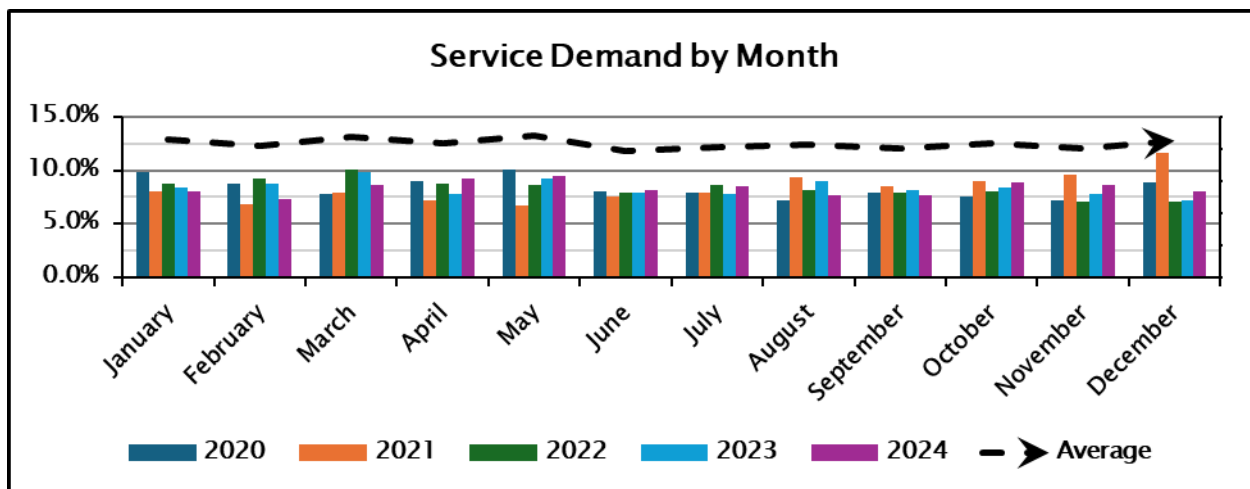


Figure 33. ACPD Service Demand by Day, 2020-2024

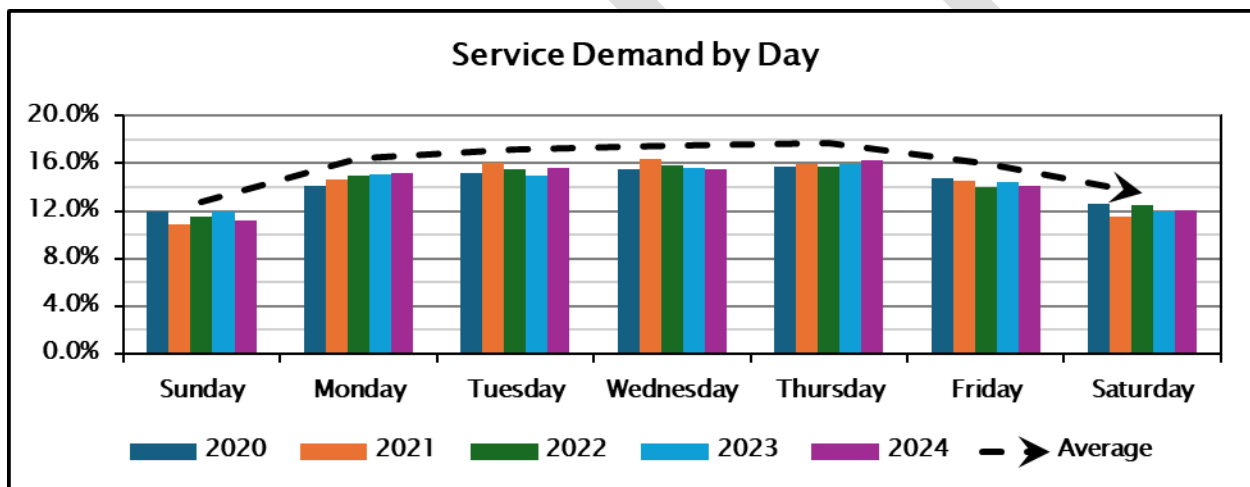


Figure 34. ACPD Service Demand by Hour, 2020-2024

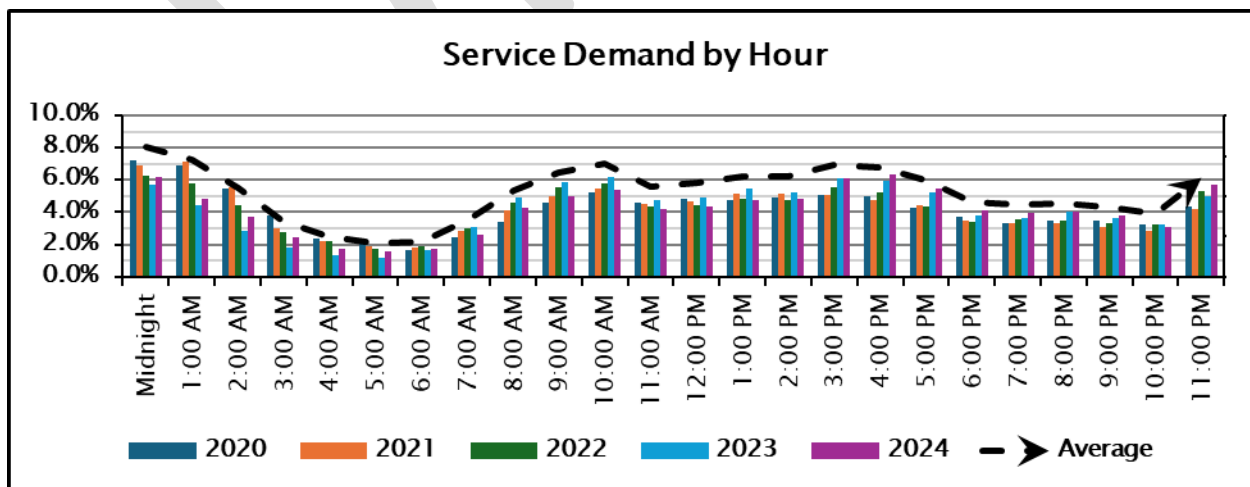




Figure 35. ACPD Service Demand by Hour (Public Generated vs. Officer Initiated), 2020–2024

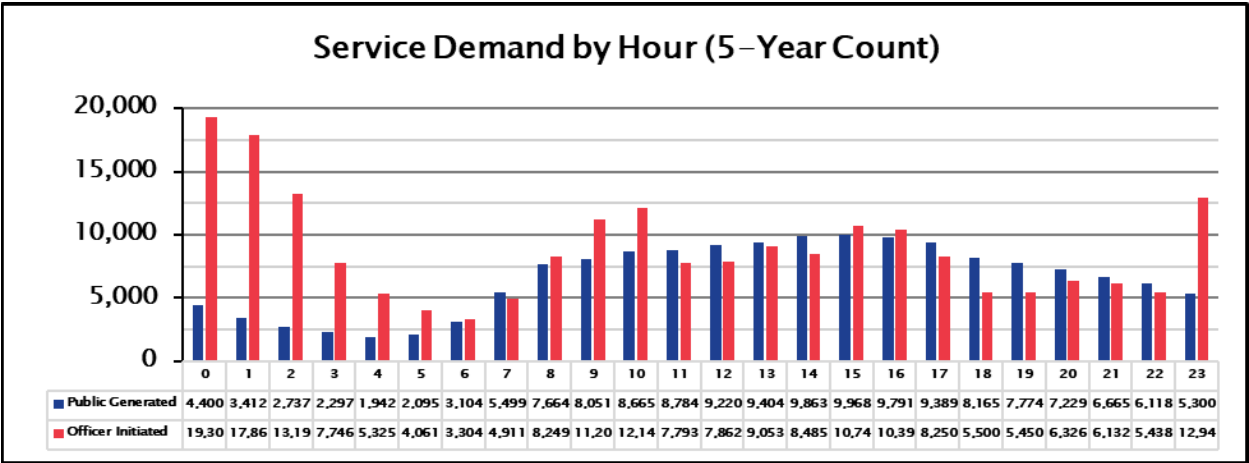
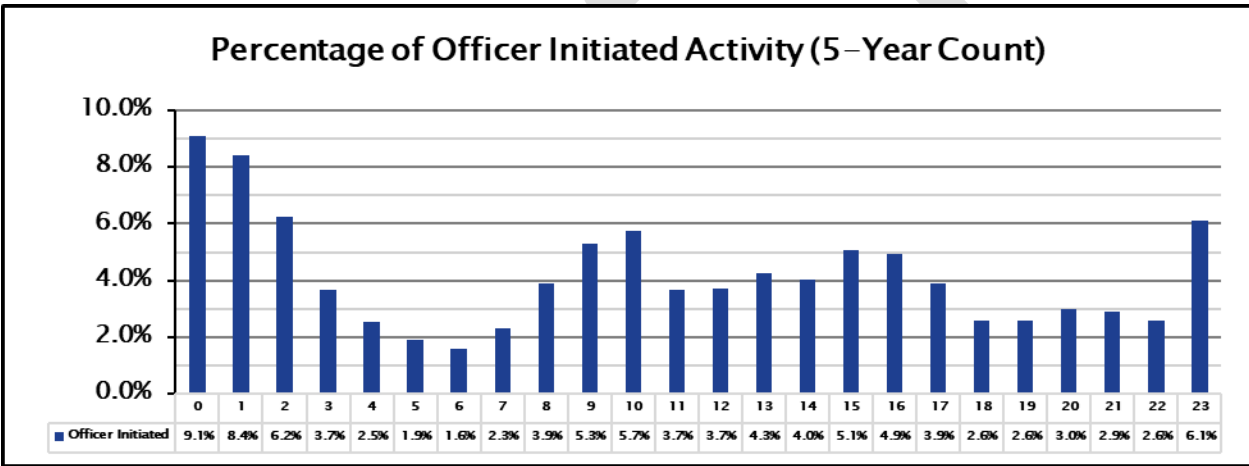
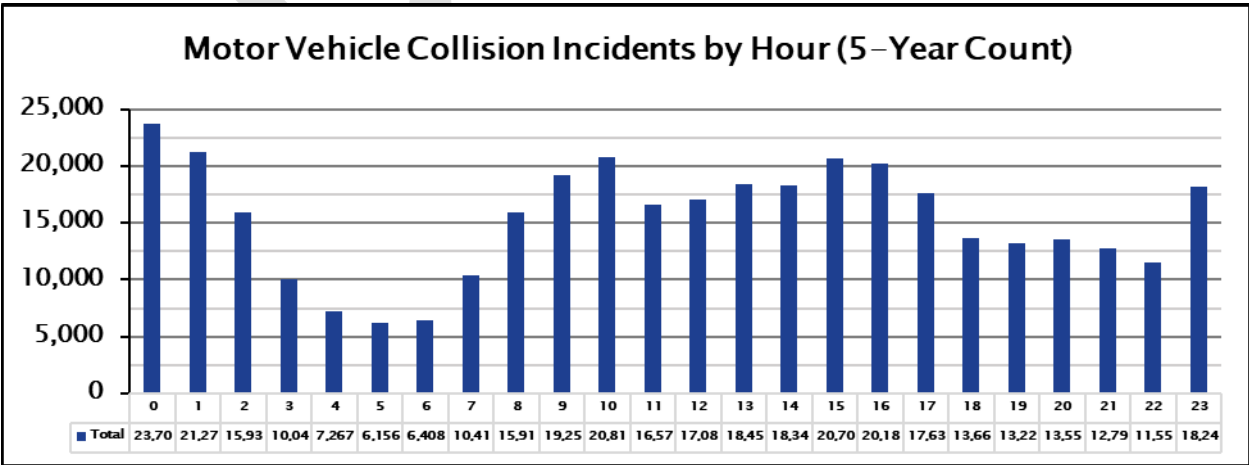


Figure 36. ACPD Percentage of Officer Initiated Activity, 2020–2024



The following figure illustrates the temporal nature of motor vehicle accidents within the community.

Figure 37. ACPD Motor Vehicle Collision Incidents by Hour, 2020–2024





The represented level of temporal detail is essential for data-driven staffing decisions, as it allows the department to align patrol resources more accurately with actual community demand patterns, ultimately improving response times and operational efficiency.

Graph data shows these various CFS workload demands are relatively evenly distributed by the month, hovering between the 10% and 12% levels, though the service demand by day is elevated during the week, likely because of the increased traffic and extra patrol CAD entry data described earlier in the report. The average temporal nature of calls for police service demands by the hour typically follows a predictable daily pattern. Call volumes are generally lowest during the early morning hours, particularly between 2:00 AM and 6:00 AM, when community activity is minimal. Demand then begins to rise steadily through the late morning and afternoon hours, reflecting increased public activity, business operations, and traffic.

The peak period for calls for service usually occurs between 3:00 PM and 9:00 PM, aligning with after-school hours, evening commutes, and nightlife activity. After this peak, call volumes gradually decline into the night. Understanding this hourly trend is vital for optimizing patrol coverage and ensuring appropriate staffing during the highest demand periods. The ACPD deviates slightly from this pattern, as CFS data shows that peak demand is also higher between the 3:00–9:00 hours, and again between 11:00–2:00 AM.



## Resource Distribution Analysis

The placement of emergency services resources within the community should be compared to the location of incident density as well as being guided by various industry standards and best practices. Allocating policing resources and personnel based on hotspot data is the best practice that aligns staffing with real-world demand, ensuring that limited resources are deployed where they are most needed.

Hotspot analysis identifies geographic areas with disproportionately high concentrations of crime, calls for service, or disorder—often accounting for a large share of incidents within a small portion of the jurisdiction. By focusing patrol and investigative efforts in these areas, departments can more effectively disrupt criminal activity, increase visibility, and improve community outcomes.

From a staffing perspective, using hotspot data supports data-driven deployment models, helping agencies justify the number and distribution of officers across shifts, districts, and beats. It also informs decisions about whether specialized units or directed patrols are necessary to address chronic problem areas.

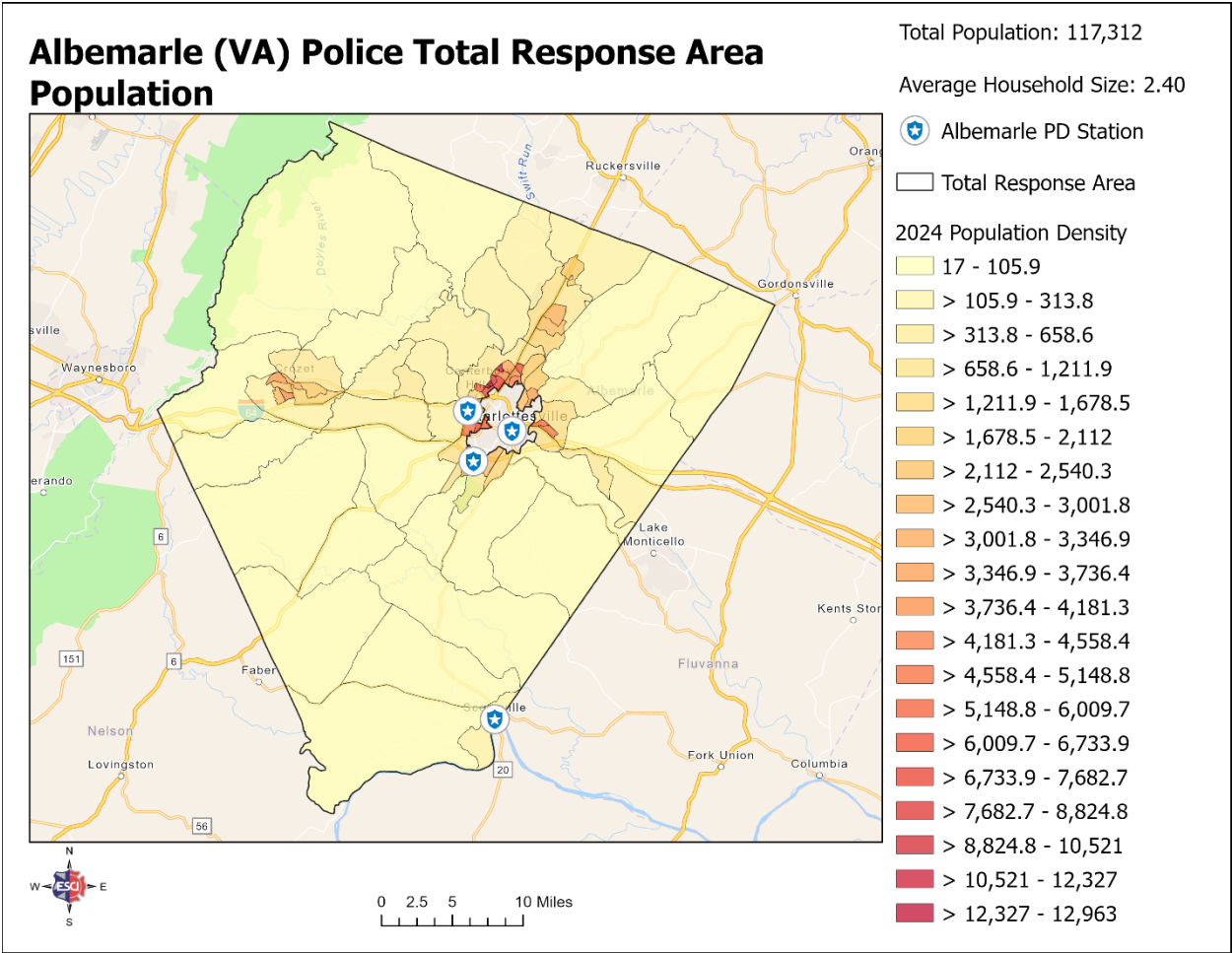
Failing to account for spatial crime patterns may lead to equal staffing across unequal environments, resulting in service delays in high-demand zones and underutilization in low-demand ones. In short, hotspot-driven allocation ensures operational efficiency, enhances crime prevention, and supports equitable policing by aligning resources with the communities most affected by crime.

## Geographic Analysis

The location of incidents is closely related to the population density within the community. In other words, where there is greater population density (number of people per unit area such as square mile), there tends to be greater incident density. Heat maps are used to display this information.

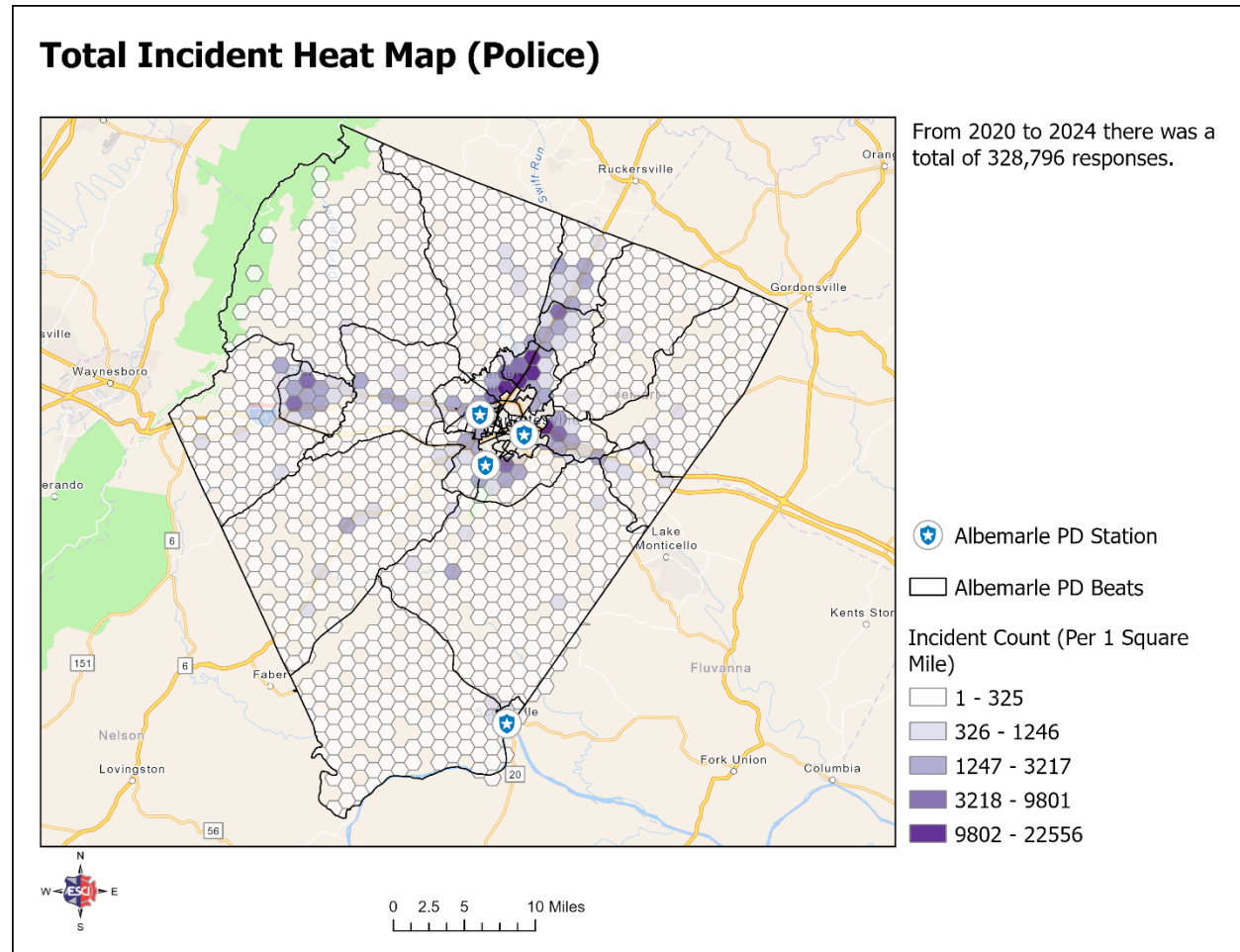
To compare the initial relationship of incidents and population, the first information needed is the population density, as illustrated in the following figure.

Figure 38. ACPD Population Density, 2024



Another datapoint documented for each incident response is the location of the incident, either by address and/or the latitude and longitude of the incident. The first view of incident density includes all responses within the service area, regardless of incident type, as illustrated in the following figure.

Figure 39. ACPD Incident Density (All Incidents), 2020–2024



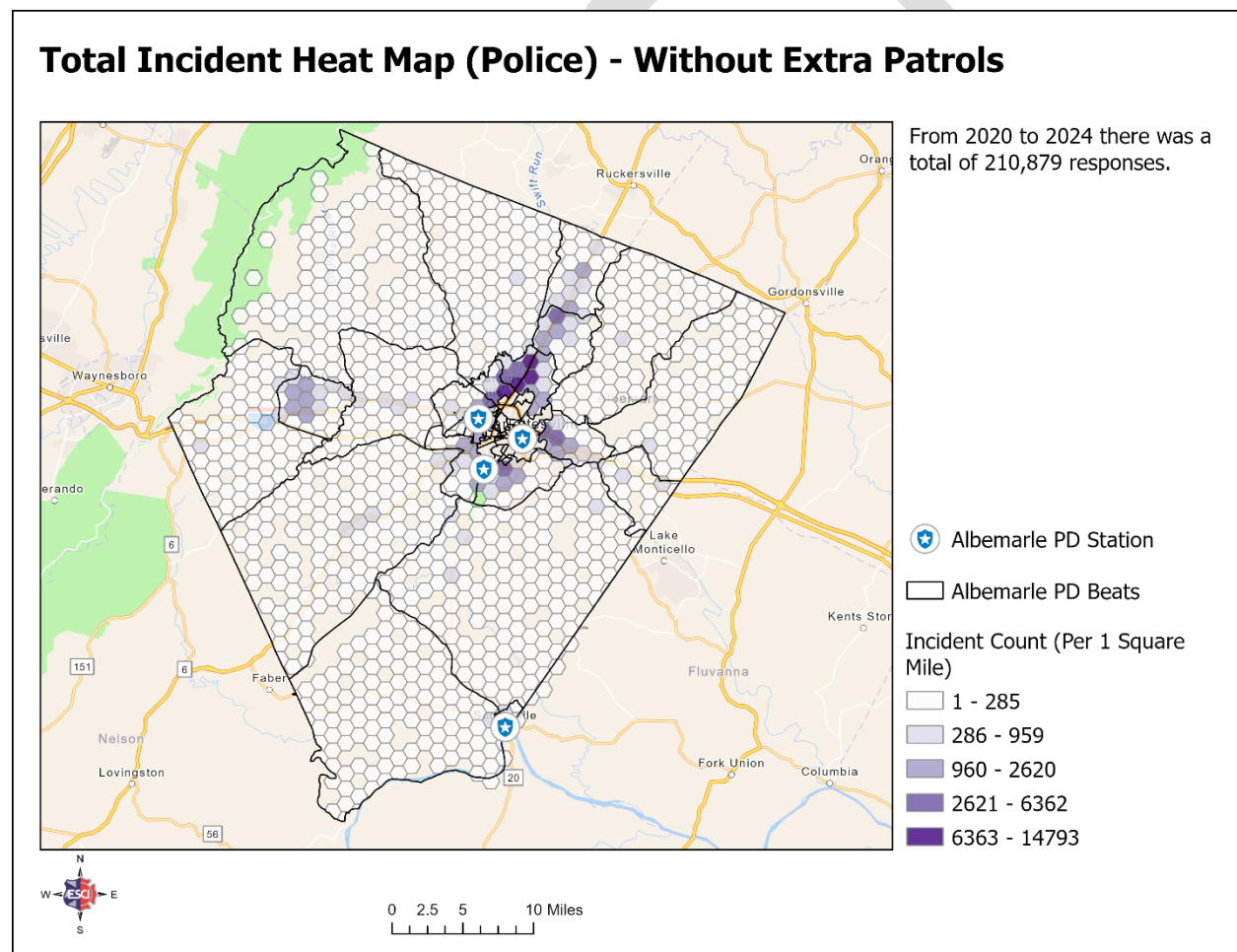
The incident density map represents a clear picture of the current calls for service status in Albemarle County. The heat map visualizes spatial distribution of 328,796 police responses across Albemarle County over a four-year period, using hexagonal bins to represent incident density per square mile. The data clearly identifies a high-intensity hotspot concentrated in the urban core near Charlottesville, with multiple hexes in the darkest shade—indicating incident volumes between 9,802 and 22,556 responses per square mile. This area likely experiences the greatest demand on patrol and response units due to population density, commercial activity, and proximity to major roadways and service centers.



As the distance from the urban center increases, incident density significantly decreases, with much of the county falling into the lowest tier (1–325 incidents per square mile). These lower-demand areas span much of the western, southern, and northeastern portions of the county. However, there are several moderate-demand clusters—ranging from 1,247 to 3,217 incidents per square mile—appearing in suburban pockets and along key corridors, which may justify strategically placed coverage or zone-specific patrol scheduling.

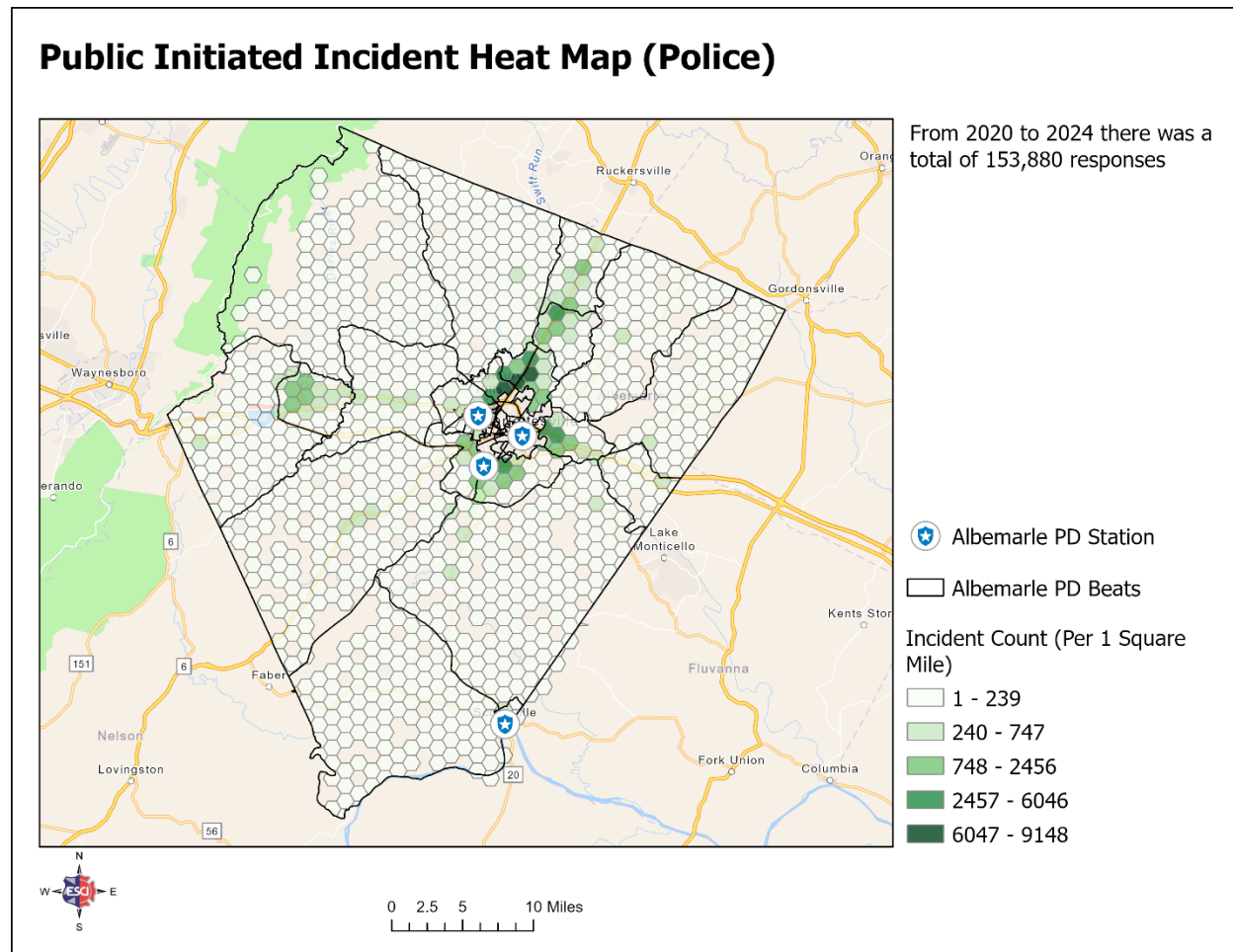
In order to illustrate volume specific to calls for service, the following figure illustrates total incident density with the “Extra Patrol” category excluded, as this category is more of a community service program than a response for service.

Figure 40. ACPD Incident Density (All Incidents – Extra Patrol Excluded), 2020–2024



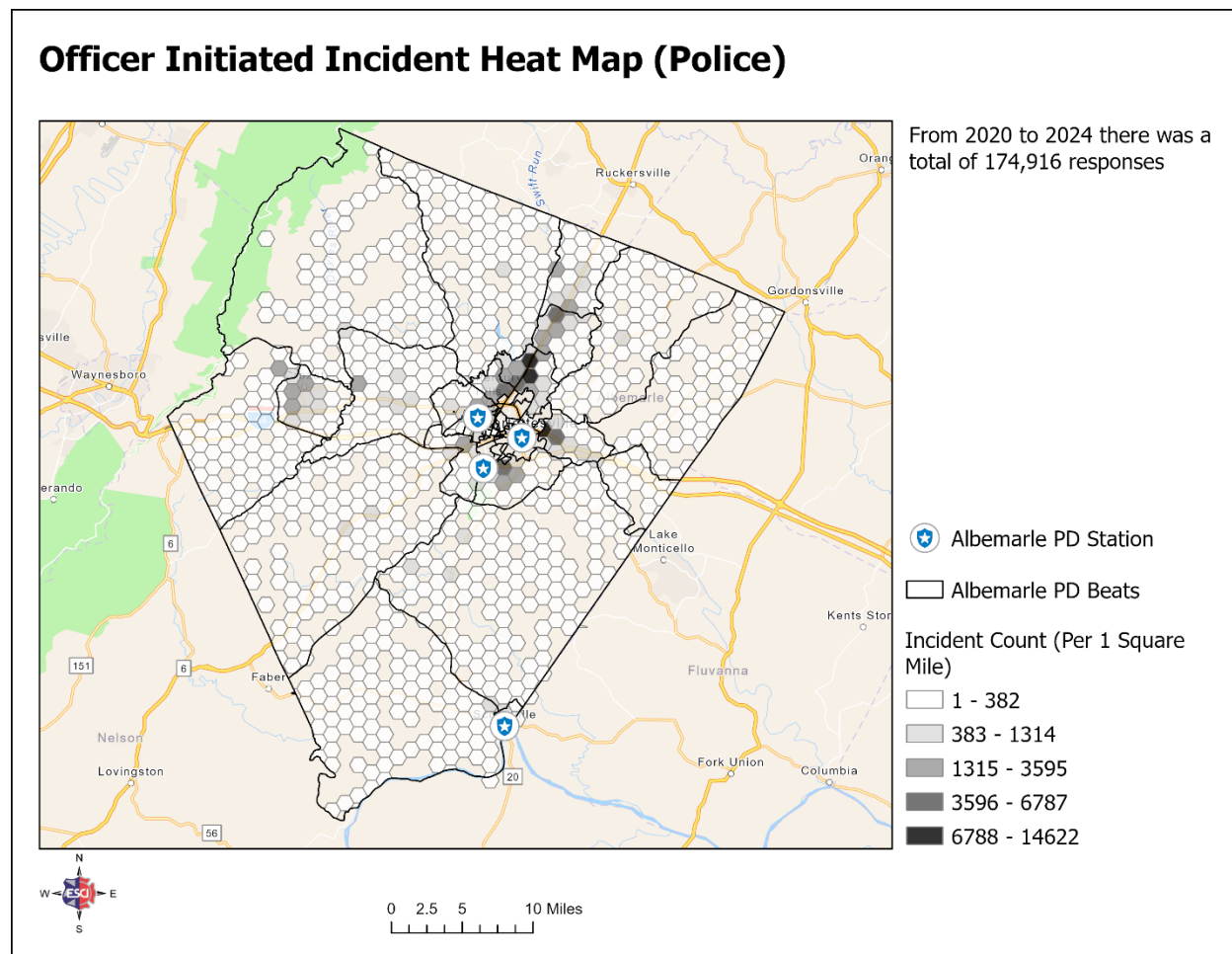
The second view of incident density includes only public generated incidents, as illustrated in the following figure.

Figure 41. ACPD Incident Density (Public Generated), 2020–2024



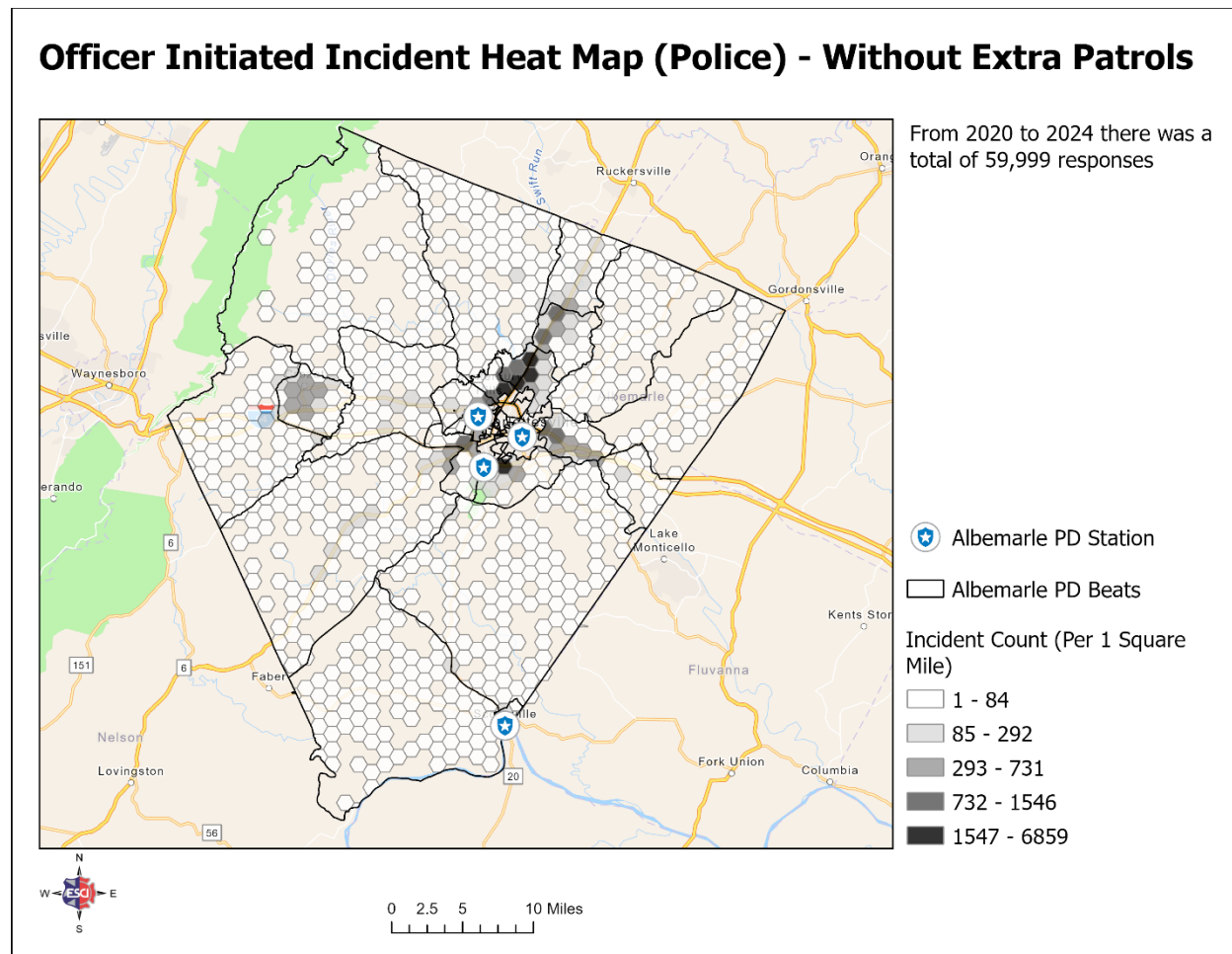
The third view of incident density includes only officer-initiated incidents, as illustrated in the following figure.

Figure 42. ACPD Incident Density (Officer Initiated), 2020-2024



To illustrate volume specific to calls for service, the following figure illustrates officer initiated incident density with the “Extra Patrol” category excluded as this category is more of a community service program than a response for service.

**Figure 43. ACPD Incident Density (Officer Initiated Incidents – Extra Patrol Excluded), 2020–2024**



This preceding spatial analysis supports the need for differential staffing allocations. The areas with the highest call density should have increased patrol presence and shorter shift rotations to maintain coverage without overburdening personnel. Conversely, lower-density areas may operate efficiently with fewer units or larger patrol zones, supplemented by on-call or roving units to respond to sporadic demand. The data also reinforces the importance of station proximity, as most Albemarle PD stations are concentrated near high-demand zones, suggesting good alignment between facility placement and workload.

In conclusion, this hotspot data strongly supports geographically weighted staffing, with the highest officer concentration deployed in and around Charlottesville-adjacent



zones, and adaptive staffing models used to serve the broader, low-density rural areas. These insights are essential for optimizing patrol coverage, response times, and resource utilization.

As discussed qualitatively (themes from the interviews) and quantitatively in this study, information received indicated the following:

- There are long CFS and backup response times.
- More rural areas are rarely patrolled.
- Officers must frequently leave their assigned zones to manage the CFS workload.

In addition to the ACPD recommendation concerning the need to hire and assign more officers to the patrol division, and based on the spatial analysis of calls for service from 2020 to 2024 observed in the Heat Map graphs, a redistribution of geographical patrol zones is necessary to ensure patrol resources are more effectively aligned with actual service demand.

The existing patrol zones do not fully account for the high concentration of incidents identified in the urbanized core near Charlottesville, where multiple grid cells reflect response volumes exceeding 9,800 incidents per square mile. In contrast, large portions of the county, particularly in the southern and western regions, experience significantly lower incident density.

To correct this imbalance, ESCI offers a recommendation to reconfigure patrol boundaries to reduce the geographical size and increase the staffing density of zones covering high-demand hotspots, while expanding the boundaries of lower-demand zones in rural or suburban areas. As seen in Figure 44 below (ACPD Total Incidents by Sector, 2020–2024), the highest CFS concentration occurs in Zones AP01, which requires officers to leave other zones frequently to assist officers in those higher CFS volume zones.

When officers are routinely required to leave their designated patrol zones to respond to calls in busier areas, it creates significant strain on both personnel and operational effectiveness. This practice is increasing response times for calls in those zones and reducing visible presence that deters crime and fosters community trust. It also causes uneven workload distribution, with officers in high-activity areas becoming overburdened and those pulled from lower-activity zones facing constant disruption in patrol consistency and community engagement.



This redistribution allows for a more equitable workload per officer, improves response times in high-activity areas, and ensures a more proactive policing posture by preserving officer availability for community engagement and crime prevention. The revised patrol configuration is grounded in empirical incident data, ensuring staffing is not based on outdated geographic assumptions, but instead on objective workload trends that reflect the community's current policing needs.

Figure 44 below provides a detailed breakdown of public-generated and officer-initiated incidents across ACPD sectors from 2020 to 2024. This data is critical as it offers insight into workload distribution, operational demands, and the balance between reactive and proactive policing efforts.

Sectors such as AP01 and AP06 demonstrate the highest total incident volumes, with AP01 recording 30,312 public-generated and 28,641 officer-initiated incidents, reflecting a balanced demand for both reactive and proactive policing. In AP06, officer-initiated activity (26,676) surpasses public-generated incidents (20,354), indicating a strong emphasis on self-directed patrol efforts, which may include traffic enforcement or quality-of-life interventions.

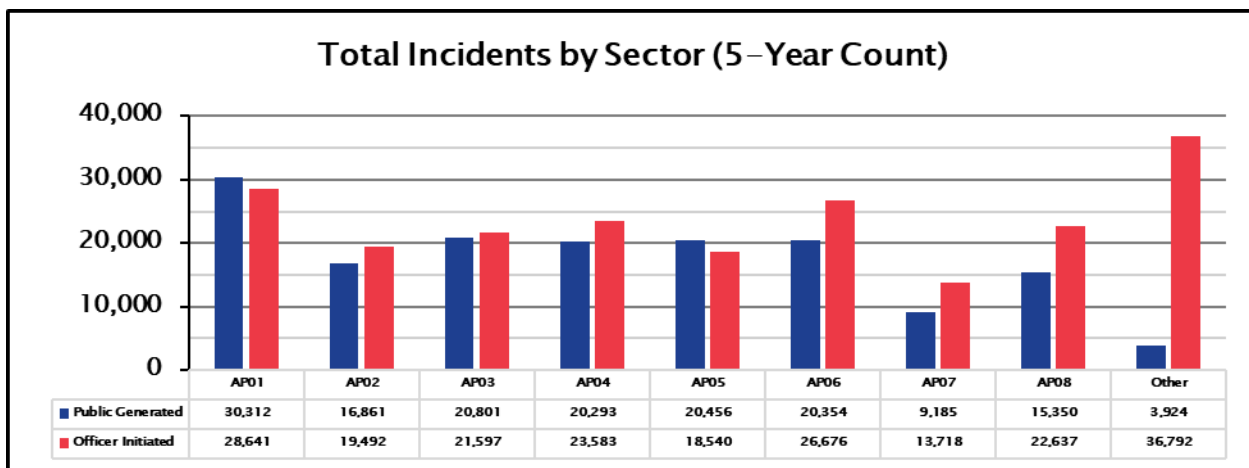
Similarly, the "Other" category shows the highest officer-initiated activity (36,792), a figure that warrants closer examination to determine whether these incidents are tied to specialized units, administrative entries, or off-sector operations. Mid-range sectors such as AP03, AP04, and AP05 display relatively balanced incident counts between the two categories, suggesting stable and predictable staffing needs. In contrast, sectors like AP07 and AP08 report lower overall activity but still maintain a notable proportion of officer-initiated incidents, implying proactive efforts despite a lower call volume.

Overall, officer-initiated incidents exceed public-generated incidents in five out of eight categories, highlighting a policing model that prioritizes proactive engagement. For staffing purposes, this trend necessitates careful consideration, as traditional workload assessments may underestimate resource needs if they focus solely on calls for service.

Furthermore, the inclusion of broad or non-geographically defined categories, such as "Other," should be validated to avoid distorting staffing allocations. To ensure operational efficiency and equity, sector-specific staffing decisions should be based not only on total incident volume, but also on the nature of activity, officer availability, and the balance between reactive calls and proactive patrol responsibilities.



Figure 44. ACPD Total Incidents by Sector, 2020–2024



## Response Performance Analysis

How quickly a unit arrives at the scene of a caller’s emergency is a key factor in their valuation of the services provided. Industry standards and best practices recommend that departments regularly monitor this performance (total response time), as well as all the following time performance measures that are subsets of total response time:

- Alarm handling time
- Travel time
- Response time
- Total response time

In analyzing response performance, ESCI, aligned with national standards and best practices, generates percentile measurements of time performance. Percentile measurements are a more accurate measurement of performance standard compliance. A 90<sup>th</sup> percentile measurement means that 10% of the values are greater than the value stated, and all other data are at or below this level. This can be used as a performance objective to determine the degree of success in achieving the goal.

As this report progresses through response performance analysis, it is important to keep in mind that each component of response performance is not cumulative. Each is analyzed as an individual component, and the point at which the percentile is calculated exists in a set of data unto itself. These performance measures only included public generated incidents.



### Alarm Handling Time

The measure of time between answering the phone call (whether 911 or non-emergency line) and dispatch of resources is known as alarm handling time. The following figure illustrates the department's alarm handling time performance.

Figure 45. ACPD Alarm Handling Time Performance, 2020–2024.

90th Percentile	Average	Median
05:57	04:44	02:18

### Travel Time

The measure of time between the officer moving towards the scene of the emergency and arrival at the scene of the emergency is known as travel time. The following figure illustrates the travel time for the first responding units.

Figure 46. ACPD Travel Time Performance, 2020–2024

Sector	90th Percentile	Average	Median
Agency Overall	19:46	10:37	04:54
AP01	11:55	13:57	03:32
AP02	12:43	06:52	03:39
AP03	20:00	09:01	06:26
AP04	21:17	10:55	06:49
AP05	29:15	13:03	08:54
AP06	19:42	05:56	04:41
AP07	19:47	09:31	06:44
AP08	24:53	14:46	08:06

### Response Time

The measure of time between dispatch of units and arrival at the scene of the emergency is known as response time. The following figure illustrates the response time for the first responding units.





Figure 47. ACPD Response Time Performance, 2020–2024

Sector	90th Percentile	Average	Median
Agency Overall	21:02	12:17	05:41
AP01	12:37	12:00	03:59
AP02	13:30	03:33	04:10
AP03	21:11	05:32	07:02
AP04	22:22	06:14	07:26
AP05	30:44	16:12	09:32
AP06	20:47	06:27	05:26
AP07	20:50	07:19	07:20
AP08	26:09	01:50	08:47

### Total Response Time

The measure of time between answering the phone call and arrival at the scene of the emergency is known as total response time. The following figure illustrates the total response time for the first responding units.

Figure 48. ACPD Total Response Time Performance, 2020–2024

90th Percentile	Average	Median
0:38:52	0:35:19	0:11:59

The data reveals several concerning trends that pose risks to public safety and operational effectiveness. First, alarm handling times average over 41 minutes, with a 90th percentile value of 32 minutes and 30 seconds—an unusually high delay for the initial dispatch of resources. Such delays can compromise the ability to provide timely emergency response.

Additionally, travel times for first responding units vary widely across sectors, with 90th percentile values ranging up to nearly 30 minutes (e.g., AP05 at 29:15 and AP08 at 24:53), indicating that officers in some sectors are unable to reach emergency scenes promptly.

When combined, total response times show a 90th percentile of 38:52 and an average of 35:19, while there are no national standards regarding response to tons because of the multiple variables associated, priority calls should be answered within at least 8–10 minutes.<sup>29</sup> These prolonged response times may result in increased harm to victims, missed opportunities to apprehend suspects, and diminished public trust in police

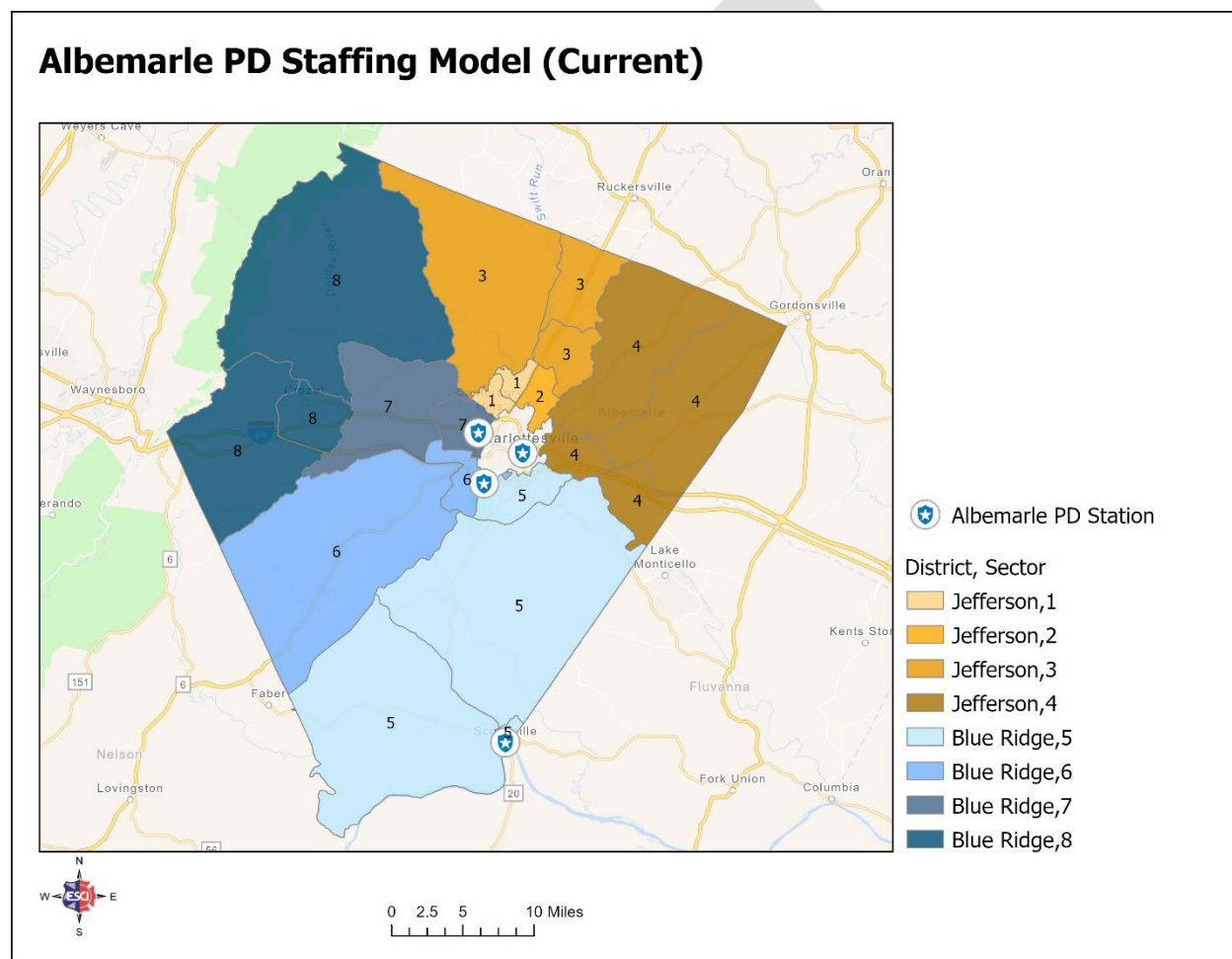
<sup>29</sup> Auten, J. H. (1981). *Response time: What's the rush*. *Law and Order*, 29(11), 24–27.

services. The data suggests a misalignment between staffing, sector coverage, or deployment strategy and actual service demands.

## Resource Concentration

Each of the prior measures provided a view specifically associated with the arrival of the first unit to an incident scene. While arriving at an incident in a quick and safe manner is important, the ability to safely mitigate the incident is also impacted by the arrival of sufficient resources within an appropriate amount of time.

Figure 49. ACPD Staffing Model





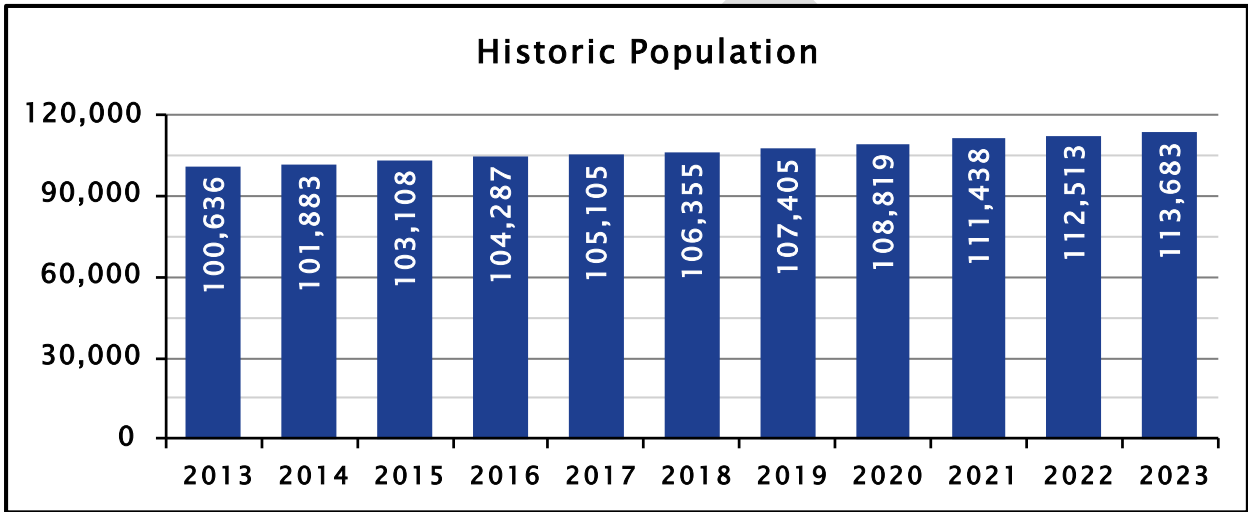
## Future System Demands and Projections

### Population Growth Projections

#### Population History

Based on data from the American Community Survey (U. S. Census Bureau), there was an increase of population within the ACPD service area of 12.96% from 2013 to 2023, as illustrated in the following figure. This equates to a compounded annual growth rate of 1.23%.

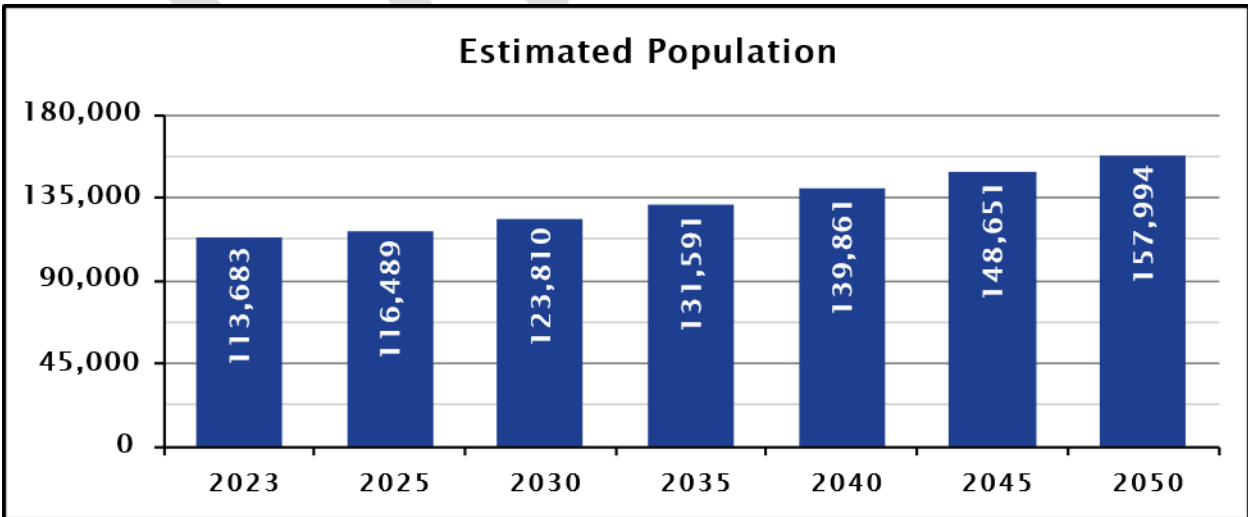
Figure 50. ACPD Population, 2013–2023



#### Population Projection

Using the compounded annual growth rate of 1.23%, future population growth may be theorized, as illustrated in the following figure.

Figure 51. ACPD Population, 2023–2050





Service Demand Projections

ESCI uses two formulas to compute future service projections, incident history trends and population trends. These two trends provide upper and lower boundaries for forecasting call volumes.

Future Service Demand by Population

By evaluating the current number of incidents per 1,000 in population and applying that to the projected population growth from the preceding figure, it is possible to possible to forecast a lower future service demand boundary within the community, as illustrated in the following figures.

Figure 52. ACPD Projected Service Demand (All Incidents) by Population Change, 2025-2050

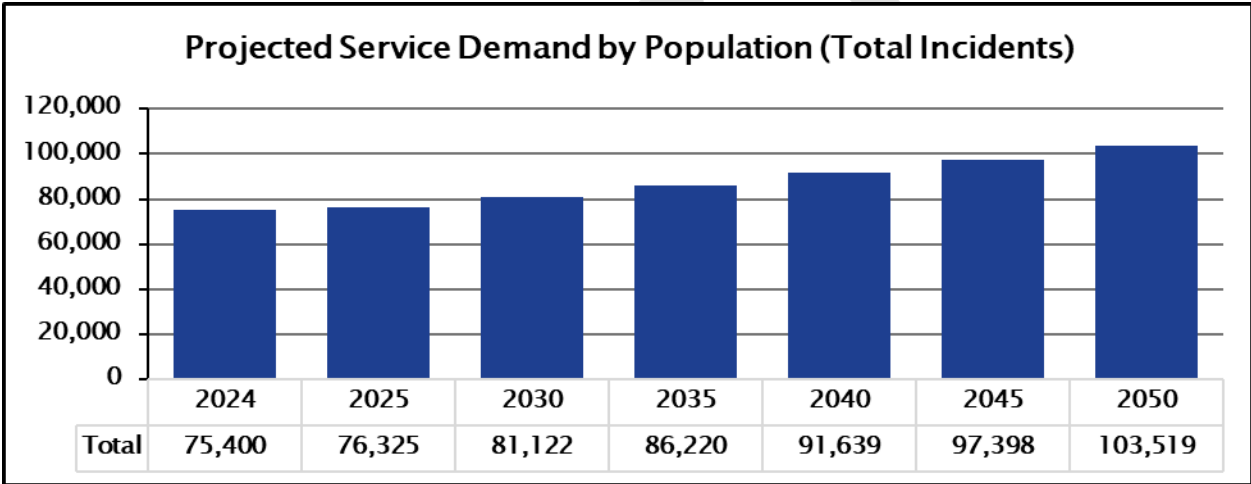


Figure 53. ACPD Projected Service Demand (Public Generated) by Population Change, 2025-2050

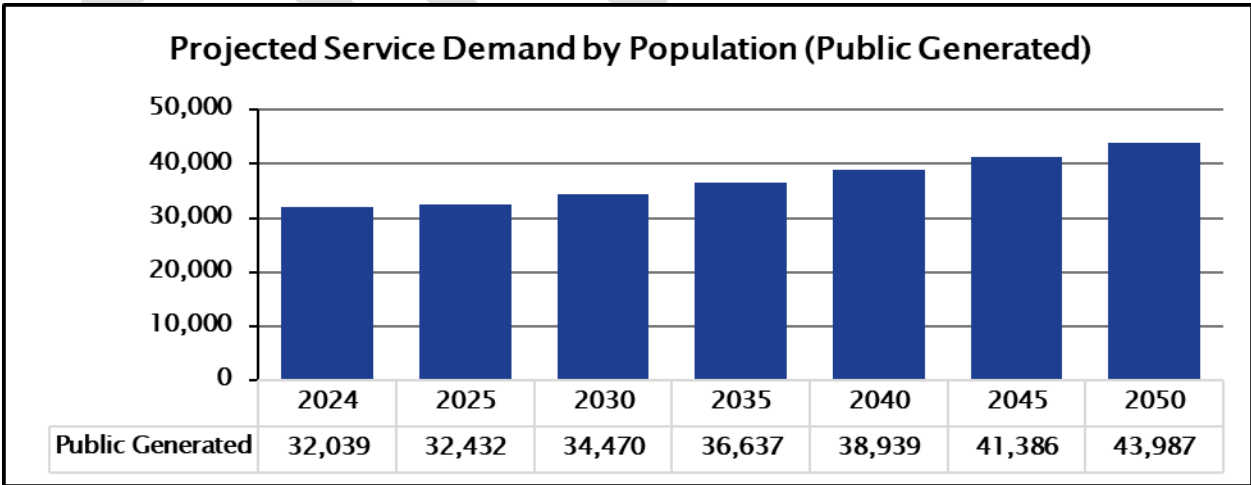
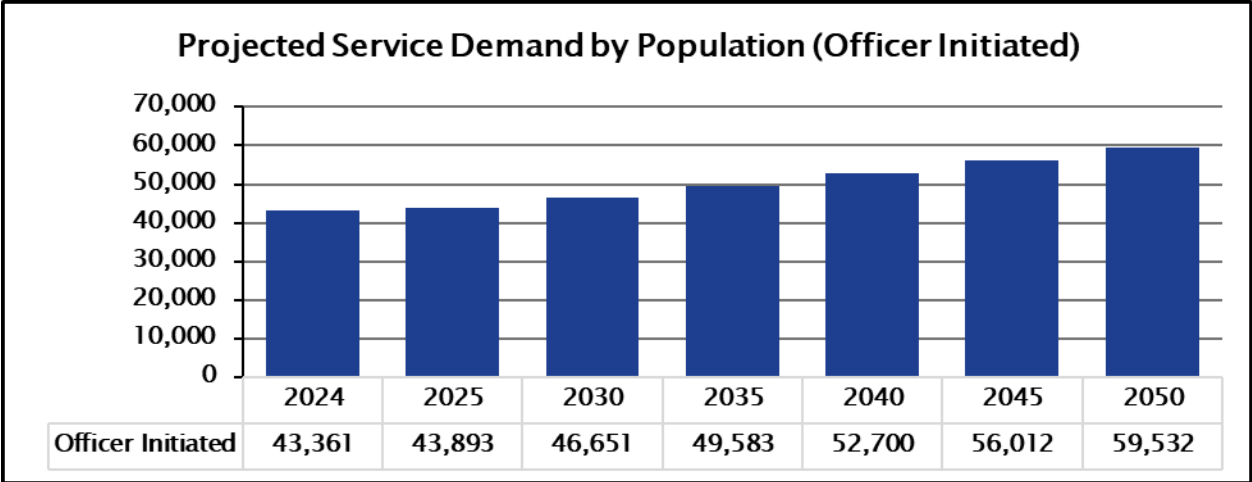




Figure 54. ACPD Projected Service Demand (Officer Initiated) by Population Change, 2025–2050



*Future Service Demand by Historical Change*

By applying the compounded annual growth rate (3.51%–Total, 8.4%–Public Generated, 27.9%–Officer Initiated) derived from the incident type analysis, it is possible to forecast an upper future service demand boundary within the community, as illustrated in the following figure. Population growth projections, along with historical and forecast activity rates, will be utilized to develop projections for future service demand and the impacts on identified staffing and work schedule options.

Figure 55. ACPD Projected Service Demand (Total Incidents) by Historical Change, 2025–2050

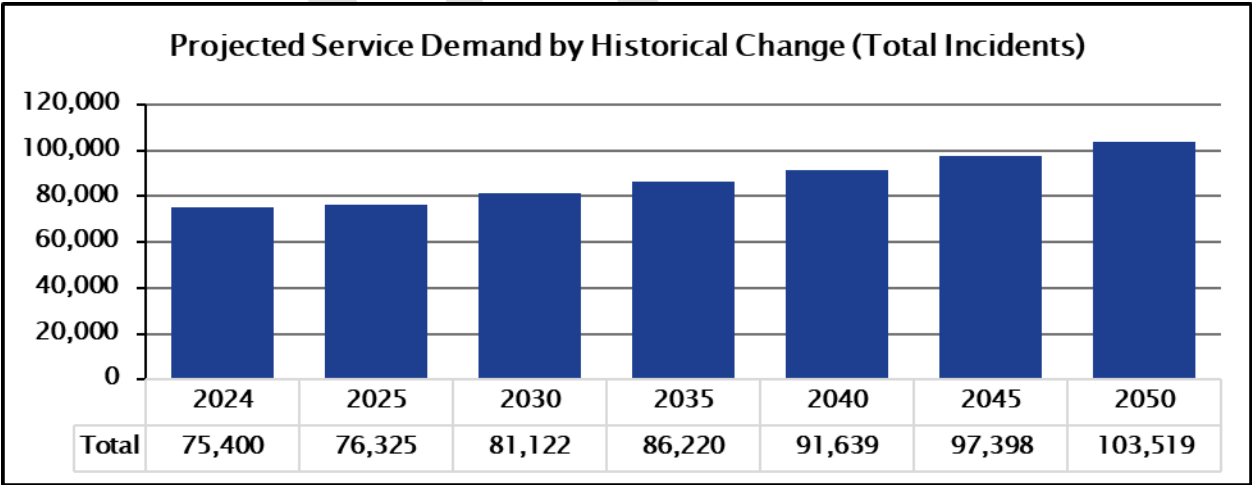




Figure 56. ACPD Projected Service Demand (Public Generated) by Historical Change, 2025–2050

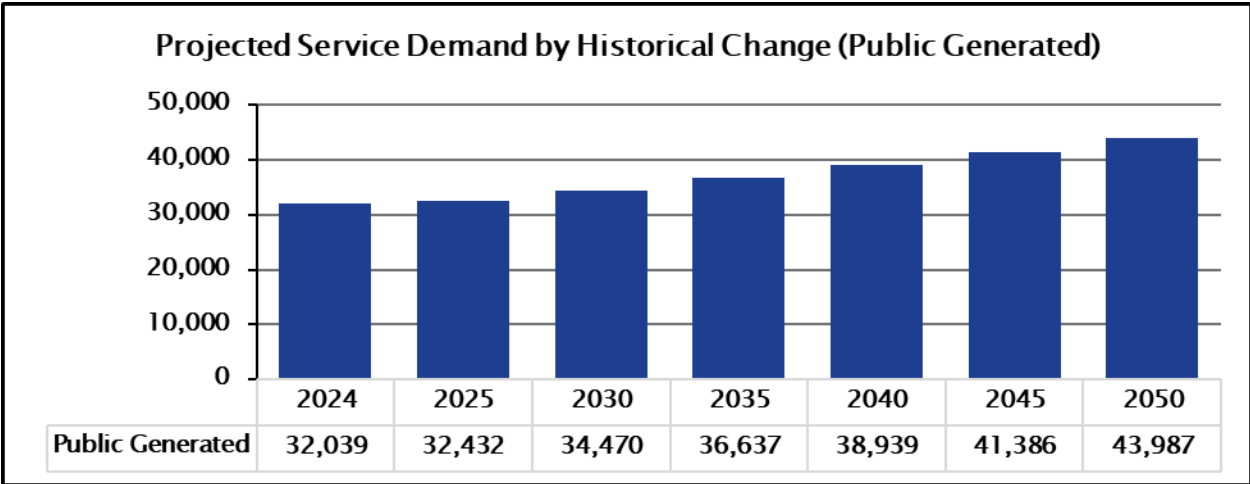
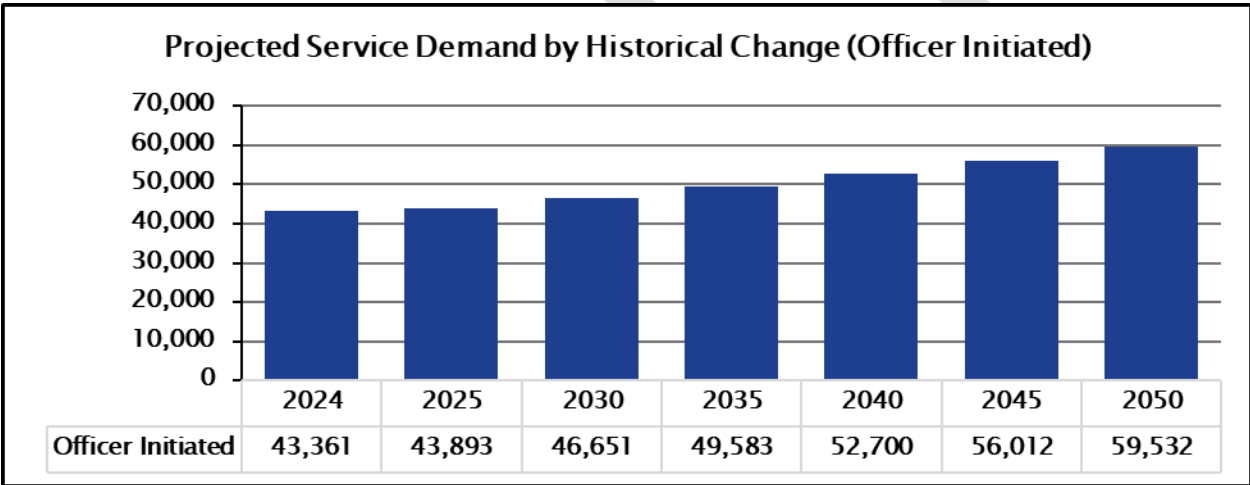


Figure 57. ACPD Projected Service Demand (Officer Initiated) by Historical Change, 2025–2050





## Cost Per Capita Analysis and Comparison

The cost per capita metric represents the average amount a jurisdiction spends per resident on policing services. It offers a standardized lens through which resource allocation can be compared across jurisdictions of different sizes, structures, and staffing models. For FY 2025, Albemarle County's police operating budget is \$28,098,955. With a population estimate of 117,312, this results in a cost per capita of \$239.53.

This metric does not measure effectiveness or efficiency on its own, but it does provide insight into the scale of local investment. Higher per capita spending often reflects more complex service environments—such as urban density, elevated crime rates, or expanded program offerings—while lower spending may be associated with leaner operations, fewer specialized units, or lower demand.

### Benchmarking and Interpretation

Albemarle County's spending falls within a moderate range compared to its peers. It invests more per capita than largely rural sheriff's office models like Augusta and Rockingham Counties, which may benefit from fewer urban enforcement demands or leaner organizational structures. However, it spends less than urban or high-growth counties like Henrico, Loudoun, and Charlottesville, where fully career-staffed departments and broader enforcement mandates drive higher costs.

It is also notable that Albemarle operates a county police department, a model more often associated with proactive, full-service policing. This model typically carries a broader scope of responsibilities than sheriff's offices, which in some counties primarily focus on court services and jail operations. As such, comparing ACPD to other counties with county police (e.g., Henrico, Fairfax) offers more meaningful context than comparing it solely to sheriff-led jurisdictions.

Figure 58. FY 2025 Police Department Cost Per Capita Comparison<sup>30</sup>

Jurisdiction	Population	FY25 Budget	Cost Per Capita	Staffing Model
Albemarle County, VA	117,312	\$28.1M	\$239.53	County Police
Charlottesville, VA	44,767	\$21.5M	\$480.83	City Police
Henrico County, VA	334,760	\$106.9M	\$319.18	County Police
Fairfax County, VA	1,152,134	\$284.8M	\$247.26	County Police
Loudoun County, VA	443,380	\$150M	\$338.50	Sheriff's Office
Stafford County, VA	165,539	\$44.50M	\$268.82	Sheriff's Office
Augusta County, VA	78,622	\$12.5M	\$158.99	Sheriff's Office
Rockingham County, VA	87,674	\$9.95M	\$113.49	Sheriff's Office

Sheriff's office budgets (Loudoun/Stafford/Augusta/Rockingham) typically include law enforcement plus court services and corrections; city/county police budgets do not.

<sup>30</sup> Albemarle County FY 2025 Adopted Budget:

<https://www.albemarle.org/home/showpublisheddocument/26848/638869823368570000>

Charlottesville FY25 Budget: <https://www.charlottesville.gov/DocumentCenter/View/12193/City-of-Charlottesville-VA-FY-2025-Adopted-Budget?bidId=>

Henrico County FY25 Proposed Budget: <https://henrico.gov/budget/approved-budget/approved-budget-2024-2025/>

Fairfax County FY25 Adopted Budget:

<https://www.fairfaxcounty.gov/budget/sites/budget/files/Assets/documents/fy2025/adopted/volume1/90.pdf>

Loudoun County FY25 Adopted Budget: <https://www.loudoun.gov/DocumentCenter/View/216033/FY-2026-Adopted-Budget>

Stafford County FY25 Adopted Budget: <https://stories.opengov.com/staffordcountyva/f9ccec4a-af4c-4e04-83ao-eb135efoc7aa/published/XFJQrGRAt?currentPageId=67cf235c25aeeae491aaa3a8>

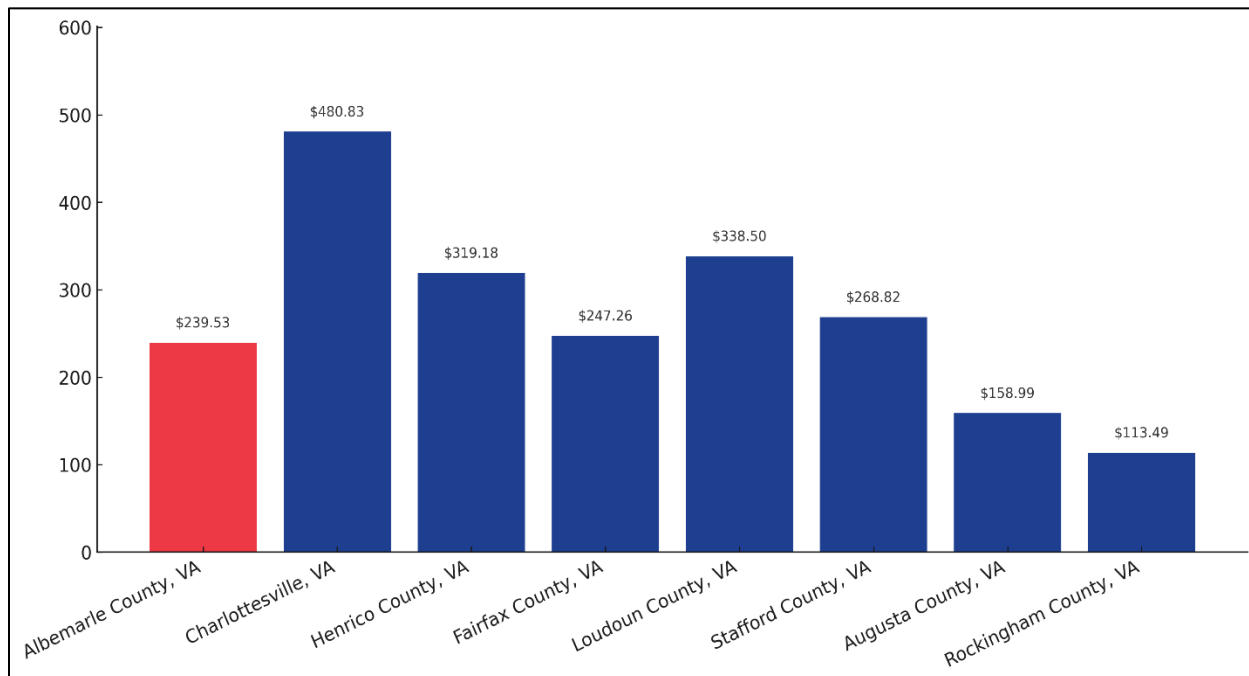
Augusta County FY25 Budget: <https://www.co.augusta.va.us/home/showpublisheddocument/19556/638635533857230000>

Rockingham County FY25 Budget: <https://www.rockinghamcountyva.gov/ArchiveCenter/ViewFile/Item/1162>



The table uses each locality's standard published total for a like-for-like jurisdictional comparison.

Figure 59. Cost Per Capita Comparison



### Factors That Influence Cost Per Capita

Several factors can drive variation in this metric:

- Service model & scope. County police and sheriff's offices are not always comparable. Sheriff's offices that include adult detention/corrections, court services, 9-1-1/ECC, or animal services in their budgets will show higher cost per capita than sheriff's offices with limited patrol functions; police departments generally exclude those functions.
- Population density & urbanization. Denser or more urbanized jurisdictions typically require additional patrol coverage, community policing, and specialized units, increasing per-resident costs.
- Geography, travel time, and call mix. Large rural geographies can increase time-on-task and coverage needs, but lower call volumes (and use of non-sworn roles/auxiliaries) can offset costs; results vary by local context.
- Compensation & labor market. Pay plan structure, benefits, retention incentives, vacancies, and overtime usage materially affect annual expenditures.



- Staffing mix & civilianization. The balance of sworn vs. civilian positions (e.g., CSOs, analysts, records, evidence) influences cost profiles and productivity.

ACPD's FY2025 cost per capita (\$239.53) sits mid-range among verified Virginia peers—below more urban or broader-scope agencies (e.g., Charlottesville, Henrico, Loudoun) and above more rural counties (e.g., Augusta, Rockingham), and near Fairfax when normalized per resident. As the county grows and ACPD expands services and partnerships, incremental increases in cost per capita are reasonable. This metric should be monitored alongside call volume and time-on-call, 90th-percentile response times, incident concurrency, proactive time, clearance rates, and workload distribution to ensure ACPD remains resourced to meet current and future community needs.

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## Evaluation of Alternative Deployment Strategies

Based on the analysis of call volume, shift coverage, and officer availability, schedule changes are not necessary at this time. The current schedule effectively aligns with the department's staffing levels and the CFS volume, ensuring adequate coverage is maintained across all shifts, without overburdening personnel. Response times, officer workload, and service demands fall within acceptable thresholds for a department of this size. As such, the existing schedule structure is deemed operationally appropriate and does not require adjustment to meet current demands.

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## Recommendations to Strengthen Service Delivery, Operational Readiness, and Organizational Sustainability

Throughout this study, a central objective emerged: to ensure a predictable and reliable level of police service for all residents of Albemarle County. This includes the ability to respond consistently to calls for service, support community policing, and maintain public trust in a growing and increasingly complex service environment. This goal—voiced by county leadership and echoed by operational staff—requires not only sufficient staffing but also clarity in how resources are allocated, how coverage is structured, and how performance is measured.

To achieve this, ACPD must be equipped with sufficient personnel, streamlined support structures, and flexible staffing strategies that align with demand patterns, geographic considerations, and community expectations.

The following recommendations are organized into four tiers, reflecting their priority, level of operational impact, and time required for implementation. This structure mirrors the Fire Staffing Study format to provide consistency and comparability across public safety agencies. Each of the Tiers has short-term (0–1 year), mid-term (1–3 years), and long-term (3–5 years) goals. All recommendations are grounded in stakeholder feedback, operational data, and national best practices.

Priority is given to recommendations that:

- Support call response capacity and workload balance
- Improve recruitment, retention, and promotional pathways
- Align deployment with geographic service expectations
- Enhance administrative and interdepartmental support
- Strengthen ACPD's long-term sustainability as the County continues to grow

### Tier 1: Core Stability – Enhancing Capacity and Service Equity

To meet Albemarle County's goal of delivering a predictable level of public safety service, Tier 1 recommendations focus on stabilizing baseline patrol operations, ensuring consistent shift coverage, and aligning staffing with demand. These foundational actions address the immediate needs affecting ACPD's ability to respond promptly to calls, conduct proactive policing, and support officer wellness. By normalizing staffing, clarifying coverage expectations, and maximizing the availability



of sworn personnel, these recommendations strengthen the operational backbone of the department. Tier 1 sets the stage for sustainable growth, equitable service across the County, and the public's confidence in ACPD's responsiveness and readiness.

### Recommendation #1: Assign a Patrol Shift Lieutenant to Each Shift to Strengthen Nighttime Supervision<sup>31</sup>

#### *Background:*

A consistent theme across stakeholder interviews was the lack of adequate supervision on night shifts. Officers described critical incidents—including police pursuits and high-risk calls—being monitored remotely by commanders from home. In many cases, only one sergeant is on duty for the entire county, including during periods of heightened risk such as overnight hours. These situations often involve complex, high-stakes calls (e.g., violent crimes, DUIs, domestic disturbances) where experienced, on-site leadership is crucial.<sup>32</sup>

The concern is compounded by the fact that newly promoted sergeants may lack the operational experience needed to make split-second decisions during critical incidents. Without a middle-management presence (i.e., lieutenants), the department risks slower decision-making, reduced accountability, and increased liability.

#### *Rationale:*

Assigning a lieutenant to each patrol shift will strengthen command presence, improve emergency incident oversight, support newly promoted sergeants, and enhance overall operational effectiveness. This investment will also reduce reliance on remote decision-making during high-risk events and reinforce the department's accountability structure.

#### *Short-Term Action:*

- Reassign or pilot one existing lieutenant position to support an evening or overnight patrol shift with the highest incident volume.
- Begin tracking key performance indicators (e.g., response times, use-of-force reviews, officer complaints) before and after implementation.

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<sup>31</sup> Effective 6/14/2025, ACPD bolstered the staffing of patrol lieutenants from 2 to 3 - one for each shift. To further a strong command presence, emergency incident oversight, and geo-policing district ownership, ACPD is exploring Lieutenants assigned to each shift for each district for a total of 6 Patrol Lieutenants.

<sup>32</sup> Ashcroft, J., Daniels, D., & Hart, S. (2003). *How police supervisory styles influence patrol officer behavior*. Office of Justice Programs National Institute of Justice, 1-18



*Mid-Term Action:*

- Secure funding and staffing to expand the pilot into full-time lieutenant coverage across all patrol shifts.
- Develop expectations for supervisory coverage, documentation, and on-scene response during major incidents.

*Long-Term Action:*

- Incorporate this supervisory structure into ACPD's standard patrol deployment model.
- Establish a leadership development track that prepares sergeants for advancement and builds a sustainable supervisory pipeline.

## **Recommendation #2: Increase Patrol Staffing by at Least Three Officers Per Shift to Improve Countywide Coverage**

*Background:*

Staffing shortages and increasing call volume have significantly affected ACPD's ability to manage routine calls for service and prepare for major incidents. Officers across all ranks reported long response times—particularly in rural areas of the county—due to a concentration of calls in “hotspot” areas like Crozet and the outskirts of Charlottesville. These concerns are supported by data showing double-digit minute response times to less populated regions, which creates elevated risk for both officers and citizens.

A tragic illustration of this dynamic occurred during the active shooter event at the Crozet Harris Teeter on February 17, 2025. The first on-duty ACPD officer arrived in six minutes and forty-three seconds—well after the threat had already resulted in three fatalities. While an off-duty federal agent neutralized the shooter, the event underscored the department's inability to respond rapidly under current staffing constraints.

*Rationale:*

To ensure consistent patrol presence, support officer safety, and improve emergency response capabilities, ACPD must prioritize the addition of at least three officers per shift. This staffing increase will allow officers to remain in their assigned zones, reduce reliance on cross-sector responses, and enhance resilience during critical events.

*Short-Term Action:*

- Immediately begin reassigning officers from specialty units or administrative roles to increase shift strength by three patrol officers per shift.



- Prioritize these reassignments based on geographic coverage needs and historical response trends.

*Mid-Term Action:*

- Work with administration and HR to fund permanent increases in patrol staffing during the next budget cycle.
- Align new positions with sector-based deployment models and anticipated population growth patterns.

*Long-Term Action:*

- Institutionalize a regular staffing analysis and workload forecast process to ensure patrol deployment keeps pace with changing community demands.
- Incorporate staffing triggers into future operational planning to proactively scale resources in line with call volume and risk exposure.

### **Recommendation #3: Evaluate the Current Calls for Service (CFS) Model Through a Collaborative Stakeholder Process**

*Background:*

ACPD continues to face challenges in managing rising calls for service (CFS) volume with limited available workforce. Rural zones across the county are often underserved because officers are routinely redirected to high-demand areas such as Crozet and Charlottesville's urban fringe. This imbalance not only strains personnel but erodes community trust in under-patrolled regions and undermines ACPD's ability to deliver equitable service.

*Rationale:*

A comprehensive evaluation of the CFS model, developed in collaboration with internal staff, County leadership, community stakeholders, and elected officials, can uncover immediate gaps and long-term inefficiencies. This participatory approach will foster shared ownership of public safety outcomes and help develop informed strategies to reduce workload imbalances, improve geographic coverage, and ensure that response priorities reflect the community's needs.

*Short-Term Action:*

- Form a CFS review workgroup composed of patrol supervisors, command staff, data analysts, and County partners.
- Begin collecting and reviewing data on call volume, response times, and officer availability by zone and time of day. Much of which is included in this report.



*Mid-Term Action:*

- Host community listening sessions and interagency roundtables to discuss service delivery expectations and response alternatives.
- Use CFS data and stakeholder input to propose deployment adjustments, policy updates, or tiered response models.

*Long-Term Action:*

- Integrate the revised CFS model into ACPD's strategic and budget planning cycles.
- Monitor and refine the model annually to ensure it evolves alongside population growth, community priorities, and emerging risks.

#### **Recommendation #4: Reassign Specialty Personnel to Patrol and Add 3–4 Sworn Positions Per Shift to Stabilize CFS Response**

*Background:*

Current staffing shortages within the patrol division have severely impacted ACPD's ability to manage calls for service (CFS). Officers report operating primarily in a reactive mode, often without timely backup. In some regions of the county, response delays for backup units exceed fifteen minutes, posing significant risks to officer safety and limiting ACPD's ability to serve rural communities equitably. Officers also cited increasing burnout and diminished morale tied to chronic understaffing.

Specialty units play a vital role in fulfilling the department's broader public safety mission; however, patrol must be stabilized first to ensure foundational service delivery.

*Rationale:*

To address immediate operational gaps, ACPD should reassign available sworn personnel from specialty roles to patrol until sufficient staffing is restored through the Field Training Officer (FTO) pipeline. Concurrently, long-term system stabilization requires the addition of at least 3–4 officers per shift to reduce call volume burden, improve zone coverage, and rebuild operational resilience.

*Short-Term Action:*

- Reassign sworn officers from select specialty units back to patrol duties to boost daily coverage.
- Prioritize operational impact zones and officer safety in reallocation decisions.





*Mid-Term Action:*

- Secure County funding and begin hiring to increase patrol shift strength by 3–4 officers per shift.
- Integrate projected FTO graduation timelines to coordinate phased return of specialty unit capacity.

*Long-Term Action:*

- Develop staffing policies that formalize temporary reassignment procedures during staffing shortages.
- Establish performance triggers for future redeployments and patrol staffing adjustments tied to CFS data, zone coverage reliability, and incident trends.

### **Recommendation #5: Establish Funding for Overhire Positions to Proactively Manage Attrition and Maintain Staffing Stability**

*Background:*

In an effort to provide a predictable level of service an agency must be able to fill vacancies in a timely manner. Albemarle County previously permitted ACPD to hire up to four officers beyond its authorized staffing levels to provide flexibility in managing attrition and sustaining coverage during training or separation periods. However, this overhire provision is not a funded resource. Without funding, the department must wait for vacancies before initiating the lengthy hiring and training process—often resulting in prolonged gaps in coverage, increased overtime, and operational strain.

*Rationale:*

Establishing an overhire policy that includes funded positions would allow ACPD to fill positions proactively in anticipation of retirements, resignations, or academy timelines. In today's competitive law enforcement hiring environment, maintaining a ready pipeline of officers is critical to continuity of service. Overhire flexibility also supports succession planning, reduces overtime burdens, and ensures the department can meet public safety demands without disruption. The use of "overhire" would be positions in addition to the required necessary positions to operate daily to account for these fluctuations.

*Short-Term Action:*

- Submit a funding request to establish up to four funded overhire positions as part of the next annual budget cycle.
- Use historical attrition and training lag data to justify operational need and projected ROI.



*Mid-Term Action:*

- Develop internal protocols for activating and tracking overhire positions, including integration into workforce planning and academy scheduling.
- Coordinate with HR and Finance to ensure overhire roles are clearly classified and managed separately from base FTEs.

*Long-Term Action:*

- Institutionalize overhire authorization in County public safety workforce policy.
- Conduct an annual staffing needs forecast to determine whether the overhire buffer should be adjusted over time based on organizational growth, training pipeline length, or community demands.

## **Recommendation #6: Implement a Geographic Sector-Based Deployment Model to Improve Patrol Efficiency and Response Equity**

*Background:*

A comprehensive review of ACPD data from 2020 to 2024—including population density, total incident volume, travel times, and response times—highlights significant disparities in workload and service delivery across patrol sectors. Densely populated areas near Charlottesville and Crozet see disproportionately high incident volume, while rural sectors often receive limited patrol coverage. Figures 38 through 47 present clear evidence that a uniform deployment model fails to account for these variations.

Current patterns reveal that officers are frequently pulled out of their assigned areas to respond to “hotspot” zones, contributing to longer travel and response times in underserved areas. In some sectors, 90th percentile response times exceed 30 minutes, a condition exacerbated by inadequate in-zone presence and inefficient resource distribution.

*Rationale:*

A sector-based deployment model, grounded in spatial and temporal workload analysis, will allow ACPD to tailor staffing to actual service demands. This model ensures more consistent in-zone coverage, reduces officer fatigue, improves travel and response times, and enhances operational accountability. GIS-based modeling, combined with field supervisor feedback, supports a data-informed redesign of sector boundaries and staffing allocations.

*Short-Term Action:*

- Finalize and implement the revised patrol sector map using CFS volume, response time, travel data, and crime trends as guiding criteria.



- Assign personnel based on balanced workload distribution, accounting for call type, time of day, and peak demand zones.
- Reiterate deployment expectations for in-zone presence to reduce out-of-sector responses.

*Mid-Term Action:*

- Monitor the performance of the new sector deployment model using key metrics (e.g., median and 90th percentile response times, CFS volume per sector, zone reliability).
- Adjust staffing assignments as needed to align with ongoing demand trends and sector performance reviews.
- Provide training for officers and supervisors to familiarize them with new sector layouts and expectations.
- Hire additional staff over time to build out the 12-officer minimum for each shift.

*Long-Term Action:*

- Institutionalize the use of geographic workload modeling tools in ACPD's annual staffing and deployment planning cycles.
- Continue engaging field supervisors and community stakeholders in periodic reviews of sector effectiveness.
- Use deployment performance data to inform strategic decisions regarding future hiring, overhire allocation, and specialty unit support to patrol.

The proposed sectors/beats are illustrated in the following figures.

Figure 60. Albemarle PD Staffing Model (Proposed) Map (Sectors)

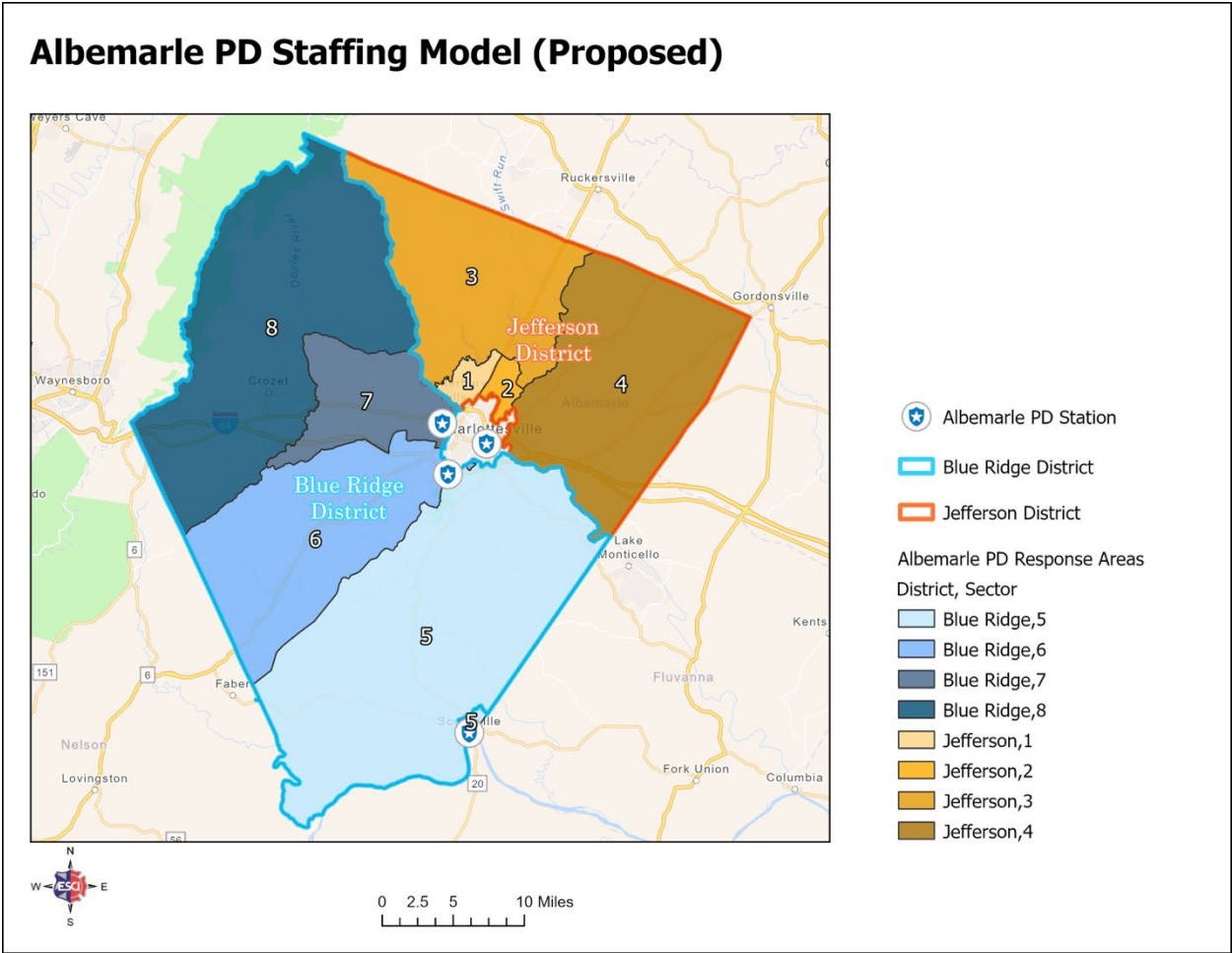
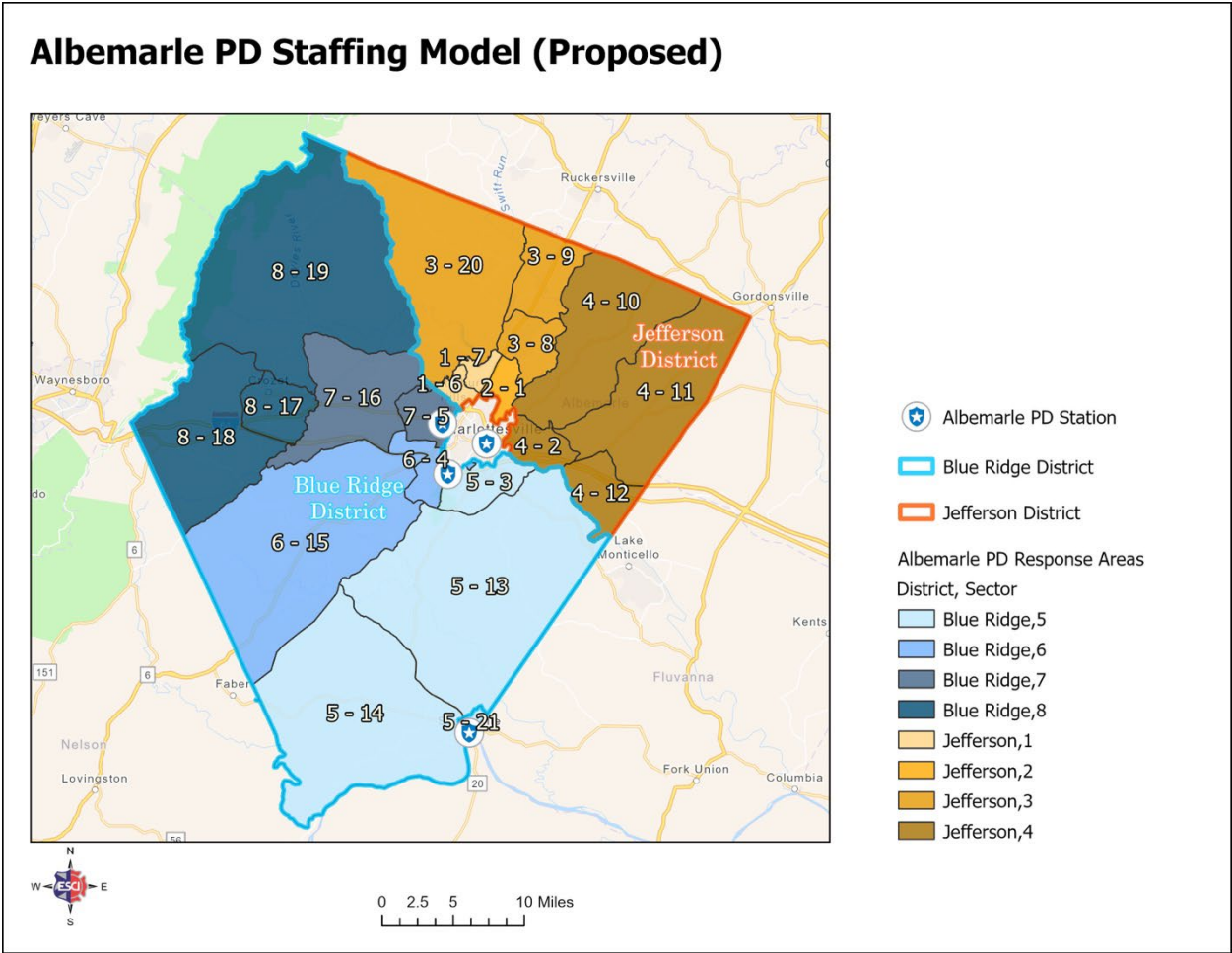
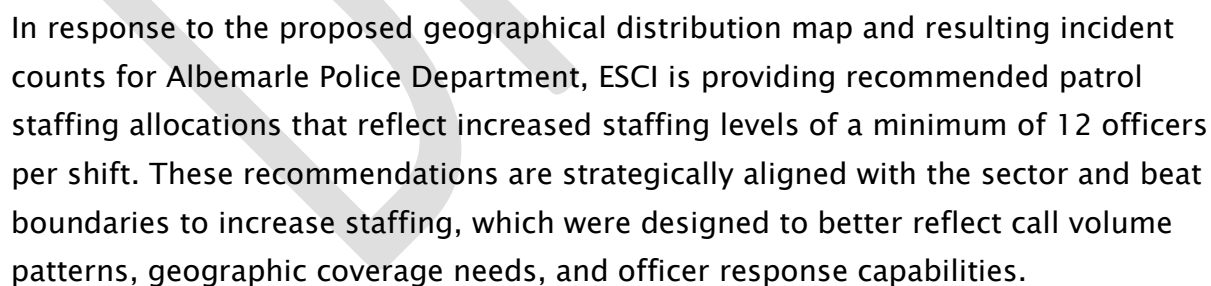


Figure 61. Albemarle PD Staffing Model (Proposed) Map (Sectors & Beats)



### Albemarle PD Staffing Model (Proposed)



The proposed model addresses inefficiencies in the current deployment by ensuring more balanced sector assignments and improved resource coverage, particularly in high-demand urban areas and expansive rural zones. By tailoring officer distribution to the revised sectors, the department can enhance response times, increase operational efficiency, and support safer, more effective patrol operations.



*Proposed Sector/Beat Assignment(s) with Minimum Twelve Officers (ESCI Preferred Model)*

Based on the proposed Albemarle PD staffing model and assuming 12 patrol officers per shift, the goal is to distribute officers across the 8 sectors efficiently while prioritizing:

- Call volume demand (higher coverage for urban/suburban sectors)
- Geographical size (more officers for expansive rural areas)
- Proximity to PD stations (to allow for quick response and redeployment)

Figure 63. Albemarle PD Patrol Staffing Assignment Model–12 Officers

District	Sector	Beats	Deployment Rationale	Officers Assigned
Jefferson	1	1–6, 1–7	Urban core. Keep 2 cars on 1–6 and 1 car on 1–7 (floats to 1–6 as needed).	3
Jefferson	2	2–1	High call volume east/NE; 2 cars stay in-beat.	2
Jefferson	3	3–8, 3–9, 3–20	Roving coverage with surge from Sectors 1–2.	1
Jefferson	4	4–2, 4–10, 4–11, 4–12	Roving coverage; backfills Sectors 2 & 3.	1
Blue Ridge	5	5–3, 5–13, 5–14, 5–21	Two cars split north/south sub-areas.	2
Blue Ridge	6	6–4, 6–15	Single car; cross-coverage from BR5/BR7.	1
Blue Ridge	7	7–5, 7–16	Single car; quick access to core.	1
Blue Ridge	8	8–17, 8–18, 8–19	Single long-beat car.	1
			<b>Total Officers– Jefferson</b>	<b>7</b>
			<b>Total Officers– Blue Ridge</b>	<b>5</b>
			<b>Total Officers</b>	<b>12</b>

*Key Features:*

- Urban areas (Jefferson 1 & 2) get higher staffing levels to maintain rapid response in high-demand zones.
- Rural sectors are each assigned 1 officer, recognizing larger coverage zones but lower call frequency.



To maintain a 12-officer minimum on shift every day of the week, the agency would need more officers per squad, per shift, based on the current staffing allocations. When factoring in routine absences such as vacation, sick leave, and training, a more realistic staffing level is 20 officers to sustain the daily minimum consistently. The agency should assign 20 officers to each shift to reliably maintain the 12-officer minimum each day while accounting for routine absences.

Figure 64. Sample Staffing Schedule of Additional FTEs

Position	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Platoon A (Day)	2	2				4
Platoon A (Evening)	1	1	1	1	1	5
Platoon A (Midnight)	1	1	2	2	2	8
Platoon B (Day)	2	2				4
Platoon B (Evening)	1	1	1	1	1	5
Platoon B (Midnight)	1	1	2	2	2	8
Total FTEs	8	8	6	6	6	34

*Summary:*

The proposed Albemarle PD staffing model reflects a data-informed redesign grounded in calls-for-service analysis, geographic equity, and modern policing demands. It addresses inefficiencies in the current model by reshaping sector boundaries to reduce travel burden, eliminate overlaps, and ensure patrol presence matches current call volume trends. The model is poised to enhance response time, reduce officer fatigue, and promote community coverage consistency, particularly in previously underserved areas.





## Recommendation #7: Establish a Cross-Functional Committee to Evaluate Reallocation of Special Operations Personnel to Patrol

### *Background:*

ACPD maintains approximately 30 personnel assigned to specialized units, many of which operate on project-based or non-urgent schedules. At the same time, patrol divisions continue to face rising calls for service (CFS), particularly during peak activity hours. Staffing in patrol has not kept pace with this sustained demand, leading to operational strain, increased response times, and reduced proactive presence.

Given the persistent gap in patrol coverage, there is an opportunity to explore temporary reassignments of personnel from special operations units to frontline patrol—especially during high-demand periods—without permanently dissolving these specialized functions.

### *Rationale:*

Forming a dedicated, cross-functional committee to evaluate potential reassignments ensures that decisions are informed, collaborative, and mission-aligned. Such a group—composed of executives, patrol command, and special operations leadership—can assess which roles are best suited for temporary redeployment based on operational need and available capacity. Feedback from officers and supervisors across all units will help guide a balanced, practical approach. A rotational system would allow the department to preserve the structure and readiness of its special operations units while optimizing coverage during peak demand periods.

### *Short-Term Action:*

- Establish a special deployment evaluation committee with representation from patrol, special operations, and command staff.
- Conduct interviews and surveys with supervisors and officers from both patrol and specialized units to assess workload distribution, operational flexibility, and the impact of potential reassignment.

### *Mid-Term Action:*

- Develop criteria and guidelines for identifying special operations roles suitable for temporary reallocation.
- Pilot a rotational deployment model in where personnel from special units are assigned to high-demand patrol shifts or zones.



*Long-Term Action:*

- Evaluate the impact of rotational assignments on patrol coverage, response times, and special unit effectiveness.
- Institutionalize the committee's role as an ongoing workforce planning mechanism, using it to adapt to changing demands, seasonal trends, and department priorities.

## **Recommendation #8: Conduct a Job Task and Workload Analysis of Special Operations Units to Identify Reallocation Opportunities**

*Background:*

A recurring theme from stakeholder interviews was the perception that Special Operations personnel do not consistently support the patrol division, even as patrol continues to manage a high and growing call volume. Without a structured understanding of how special operations units are utilized, it is difficult to determine whether current deployments are aligned with agency-wide operational needs.

*Rationale:*

Quantifying the workload, mission frequency, and productivity of each special operations unit will provide the ACPD with a data-informed foundation for potential reassignment decisions. This analysis can help identify underutilized personnel or units whose functions could be temporarily or permanently reassigned to patrol without compromising specialized capabilities. A job task analysis also ensures that decisions are transparent, equitable, and aligned with strategic goals.

*Short-Term Action:*

- Develop and implement a standardized workload tracking framework across all special operations units.
- Collect data on:
  - Number of missions or deployments per month
  - Average hours spent on proactive vs. reactive tasks
  - Arrests, citations, and investigations generated per officer
  - Overtime hours and non-operational task assignments

*Mid-Term Action:*

- Use job task analysis data to evaluate underutilized roles and assess alignment with department priorities.



- Present findings to the special deployment evaluation committee (see previous recommendation) for consideration as part of rotational or reassignment decisions.

*Long-Term Action:*

- Institutionalize workload tracking for all special units as part of annual workforce planning.
- Use the findings to support budget justification, realignment of duties, and long-term operational design.

### **Recommendation #9: Revise Recruitment, Hiring, and Retention Practices to Stabilize Workforce Capacity and Reduce Officer Turnover**

*Background:*

Attrition within the Albemarle County Police Department (ACPD), particularly in the Patrol Division, has created persistent workforce shortages that hinder operational readiness and consistent service delivery. Current hiring and retention practices have struggled to keep pace with operational demand. Recruitment typically begins only after vacancies occur, even though the process of hiring, academy training, and onboarding new officers is lengthy. While the current model of holding two recruit academies per year with certification required within one year of hire provides structure, it also limits flexibility. This reactive approach does not fully account for natural attrition, contributing to periods of understaffing and increased reliance on overtime.

Moreover, internal stakeholders stated the department loses candidates before they complete the process. While delays in completing post-academy training contribute to the problem, stakeholder interviews also revealed that newer officers perceive other agencies as offering better career development opportunities. The absence of clearly defined promotional pathways, limited access to specialty assignments, and insufficient mentorship during the early years of service were all cited as key contributors to resignation decisions—particularly among younger officers.

Additionally, there is no formalized exit interview or turnover analysis process in place to track why personnel leave the department or how to proactively address preventable losses.

*Rationale:*

To improve workforce stability, ACPD must coordinate and work with HR to implement a proactive and competitive recruitment and retention strategy. This should include



hiring targets that account for both allocated positions and expected attrition, along with structured support systems for new hires, clear career progression pathways, and consistent benchmarking of compensation and benefits. These efforts will increase officer satisfaction, enhance retention, and ensure a stable staffing foundation for daily operations.

*Short-Term Action:*

- Establish a minimum authorized hiring level that includes the current allocation plus a projected attrition rate to prevent staffing gaps caused by hiring delays.
- Conduct formal exit interviews and track turnover data to identify root causes and patterns behind voluntary departures.
- Initiate a regional benchmarking process to compare salary, healthcare, and retirement benefits with similar-sized departments across Virginia and the surrounding region.

*Mid-Term Action:*

- Implement a structured onboarding and probationary mentorship program for all new officers, especially during their first three years of service.<sup>33</sup>
- Develop and publish clear criteria for promotion, eligibility for specialized assignments, and internal leadership development tracks.<sup>34</sup>
- Use exit interview data and turnover analysis to update retention strategies and tailor interventions to the most frequent causes of departure.

*Long-Term Action:*

- Institutionalize a strategic workforce planning model that continuously evaluates hiring goals, staffing needs, and attrition trends.
- Integrate recruitment and retention strategies into the department's broader succession planning and organizational development efforts.
- Continue to reassess compensation and benefits packages at least every two years to maintain competitiveness and reduce avoidable turnover.

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<sup>33</sup> Office of Community Oriented Policing Services. (2022). *Recruitment and retention for the modern law enforcement agency: Best practices guide*. U.S. Department of Justice.

<sup>34</sup> Matthies, C. F., & Keller, K. M. (2021). *Strategies for retaining and recruiting police officers*. RAND Corporation. <https://doi.org/10.7249/RR1013-1>



## Tier 2: Strategic Leadership, Training, and Workforce Development

Strong leadership and a well-prepared workforce are critical to sustaining long-term performance and organizational health. Tier 2 recommendations prioritize the development of internal talent pipelines, structured promotional systems, and modernized training frameworks. These strategies aim to build future leaders from within, support professional growth, and ensure that both sworn and civilian personnel have the skills, support, and pathways needed to thrive in their roles. Investing in people is fundamental to the department's ability to adapt and grow over time.

### Recommendation #10: Establish Joint Follow-Up Meetings Between Sergeants and Command Staff to Address Concerns Directly

#### *Background:*

Interviewees reported that when first-line supervisors meet privately with the Chief of Police, the follow-up communications sometimes result in upper-level staff being criticized based on feedback delivered outside their presence. This practice, though intended to promote communication across ranks, has inadvertently diminished morale, damaged trust, and created a perception of internal division.

#### *Rationale:*

Maintaining direct dialogue between the Chief and first-line supervisors is important, but to ensure transparency and fairness, concerns raised in these meetings should be addressed directly with the relevant command staff in a structured and professional setting. Doing so will reinforce the department's chain of command, reduce misunderstandings, and allow for constructive, two-way communication aimed at resolving issues—not escalating them.

#### *Short-Term Action:*

- Maintain the Chief's regular meetings with first-line supervisors as a venue for feedback and open discussion.
- Immediately initiate a protocol for follow-up meetings between sergeants and their commanders when issues arise, ensuring concerns are addressed face-to-face.

#### *Mid-Term Action:*

- Develop ground rules or facilitation guidelines for both initial and follow-up meetings to ensure respectful, solution-oriented communication.
- Create a shared documentation process for concerns raised and actions taken, while maintaining confidentiality and professionalism.



*Long-Term Action:*

- Institutionalize this two-tier feedback model as part of ACPD's leadership engagement strategy.
- Evaluate the impact of these meetings on organizational trust, morale, and problem resolution effectiveness on an annual basis.

### **Recommendation #11: Streamline the Officer Training Timeline by Integrating Pre-Academy Content into FTO Programming**

*Background:*

Stakeholder interviews indicated concerns that the length and complexity of ACPD's onboarding and training process may contribute to some candidates choosing other agencies, though this perception was not supported by formal data. Regardless of its cause, the perception highlights the importance of streamlining the hiring and onboarding process to remain competitive in a challenging labor market. New hires must complete multiple training phases, including pre-academy coursework, state academy certification, and departmental field training. Delays in processing, scheduling, and transitioning between these phases reduce hiring efficiency and slow down the department's ability to staff patrol positions promptly.

*Rationale:*

Integrating key elements of the pre-academy phase into the 12-week Field Training Officer (FTO) program would accelerate officer deployment, reinforce classroom learning through practical application, and reduce overall onboarding time. Streamlining this process can also improve the candidate experience, reduce attrition during the training pipeline, and support faster stabilization of field operations.

*Short-Term Action:*

- Convene a workgroup including FTO leadership, training staff, and HR to review current onboarding flow and identify duplicative or lengthened phases.
- Identify pre-academy lessons or tasks that can be safely and effectively incorporated into the FTO program.

*Mid-Term Action:*

- Pilot a modified onboarding and FTO sequence with a new recruit class to evaluate time-to-deployment improvements and training retention.
- Ensure revised structure maintains compliance with DCJS and ACPD operational standards.



*Long-Term Action:*

- Fully integrate this streamlined model into ACPD's standard hiring and training process.
- Track comparative performance, retention, and candidate satisfaction between cohorts under the revised system and legacy format.
- Use these metrics to support future recruiting strategies and reduce hiring cycle drop-off rates.

## **Recommendation #12: Reallocate Detectives Based on Case Volume Trends and Develop Specialized Training for High-Growth Investigative Units**

*Background:*

The five-year investigative assignment data reflects significant shifts in workload across ACPD's specialized investigative units, with clear implications for staffing. The Special Victims Unit (SVU) has experienced a sustained and substantial increase in case assignments—from 70 in 2020 to an average of 146 cases annually—representing a 108% increase. Similarly, the Cyber Crimes Unit saw a 145% increase, while the 3A Unit experienced an exponential rise of 870%, suggesting either a reclassification of investigative focus or a sharp uptick in specialized case volume. These trends point to a growing demand for labor-intensive, complex, and often sensitive investigations that require specially trained personnel.

Conversely, the Property/Fraud Combined category saw a modest 10% decline, indicating a relatively stable workload but highlighting the opportunity to reallocate detectives based on emerging trends.

*Rationale:*

With a two-year average of 337 cases and a current investigative capacity of 17 detectives, ACPD remains within overall staffing limits. However, the data strongly supports proportionally redistributing these detectives based on caseload share. SVU, Cyber, and 3A are managing a growing volume of complex and time-intensive investigations. These units not only need more personnel, but also investigators equipped with specialized training in digital forensics, trauma-informed practices, and sensitive case management.

Rather than increasing overall staffing prematurely, ACPD should first reassign or cross-train existing personnel from lower-demand areas to support higher-growth



units. This dynamic, data-driven realignment will enhance case resolution, reduce investigative fatigue, and ensure better outcomes for victims.

*Short-Term Action:*

- Reallocate detective assignments within the 17-investigator team to better reflect current caseloads, prioritizing SVU, Cyber Crimes, and 3A.
- Realign staffing from units with declining or stable caseloads such as Property/Fraud to meet increased demand.
- Provide administrative and logistical support to ease transitions and maintain case continuity.

*Mid-Term Action:*

- Develop and implement specialized training tracks for high-growth units, including certification opportunities in:
  - Cybercrime investigation
  - Child exploitation and online safety
  - Behavioral threat assessment
  - Trauma-informed interviewing
  - Case management systems
- Integrate training and professional development into assignment eligibility and career progression.

*Long-Term Action:*

- Institutionalize workload monitoring and periodic reassignment based on unit-specific demand trends.
- Invest in tools, training, and resources necessary to support investigative specialization.
- Evaluate success based on resolution rates, workload equity, and feedback from investigative staff and victims.

### **Recommendation #13: Require Detective Supervisors to Respond to On-Call Investigations Involving Serious Crimes**

*Background:*

ACPD's current practice does not require detective sergeants to respond to "on-call" cases. However, supervisory presence at major crime scenes is critical to ensure evidence is managed properly, roles are assigned effectively, and all investigative





actions comply with departmental policy and legal standards. Without on-scene supervision, the likelihood of procedural errors increases—such as scene contamination, improper chain of custody, or inadequate documentation—which ultimately exposes the department to increased legal liability and weakens investigative outcomes.

*Rationale:*

Supervisors play a vital role in maintaining professionalism and accountability during the early stages of an investigation. Their presence reinforces the integrity of the process, ensures that officers follow established protocols, and supports critical decision-making in high-stakes environments. Formalizing this expectation through policy will promote consistency and reduce risk across all investigative operations.

*Short-Term Action:*

- Update department policy requiring detective sergeants to respond to all on-call investigations involving serious crimes, as defined by procedural guidelines.
- Develop a classification system to clearly identify which crime types warrant mandatory supervisory presence.

*Mid-Term Action:*

- Provide refresher training for supervisory personnel on scene management, legal standards, and supervisory responsibilities during complex investigations.
- Establish documentation protocols to ensure supervisory actions are logged and reviewed.

*Long-Term Action:*

- Evaluate compliance with the updated supervisory response policy and assess its impact on investigative quality, scene integrity, and case outcomes.
- Use feedback from officers and investigators to refine supervisory engagement expectations.

## **Recommendation #14: Restructure CID to Align Supervisor-to-Investigator Ratios with Caseload Demands**

*Background:*

The Criminal Investigations Division (CID) currently operates with a supervisory structure that is “top-heavy,” maintaining a supervisor-to-detective ratio of approximately 3.5 to 1. While this ratio may appear manageable, interviews revealed that the number of available investigators is insufficient to cover on-call assignments and meet the division’s growing case volume. The imbalance not only burdens



detectives but may also limit the capacity of supervisors to provide adequate oversight and support during complex investigations.

*Rationale:*

CID's organizational structure should reflect operational needs. Supervisory distribution must account for caseload complexity, unit specialization, and the demand for real-time oversight during active investigations. A revised span of control will allow for more balanced workloads, improve mentorship and case review, and ensure investigators receive the guidance and quality control necessary to maintain high investigative standards.

*Short-Term Action:*

- Conduct a structural assessment of CID's current supervisory assignments, including ratio analysis by unit and caseload.
- Identify units where span-of-control inefficiencies are most acute.

*Mid-Term Action:*

- Reallocate or adjust supervisor roles to ensure a more balanced distribution across high-volume units.
- Align supervisory structure with unit-specific caseloads, complexity, and on-call responsibilities.

*Long-Term Action:*

- Establish CID span-of-control benchmarks based on ongoing workload analysis and use these metrics in future staffing and promotional decisions.
- Regularly review supervisory assignments to ensure the structure evolves alongside investigative trends and organizational growth.

### **Recommendation #15: Implement Structured, Ongoing Training for Detectives on Emerging Crime Trends and Investigative Techniques**

*Background:*

Detectives currently lack consistent, formal training related to evolving crime trends and investigative methodologies. Without specialized instruction, there is an increased risk of unlawful arrests, coerced confessions, or improper evidence handling, all of which can result in case dismissals, public mistrust, or civil liability. Rapid technological advancements have introduced complex criminal threats such as



cybercrime, identity theft, financial fraud, and human trafficking, which require technical expertise beyond traditional police training.<sup>35</sup>

*Rationale:*

To ensure lawful, effective investigative practices, ACPD must provide structured, ongoing training for detectives that reflects current legal standards and emerging criminal threats. Specialized courses in digital forensics, cybercrime, and other complex offenses will enhance investigative outcomes and reduce organizational risk. A training model that includes both initial certification and annual refreshers will promote professional growth and ensure that investigative staff remain equipped to manage modern cases.

*Short-Term Action:*

- Identify high-priority training needs and available course offerings in key areas such as:
  - Cybercrime investigation
  - Digital forensics
  - Financial crimes
  - Human trafficking
- Begin coordinating with external law enforcement academies, subject matter experts, and technology vendors for course access.

*Mid-Term Action:*

- Develop a formalized training track and certification process for detectives assigned to specialized investigative roles.
- Mandate completion of role-specific foundational courses within a set period of assignment.

*Long-Term Action:*

- Implement annual refresher training requirements to maintain detective proficiency in legal procedures, investigative technologies, and case documentation.

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<sup>35</sup> National Institute of Justice. (2019). *The criminal investigation process: Volume I summary and policy implications*. U.S. Department of Justice. <https://nij.ojp.gov/library/publications/criminal-investigation-process-volume-i-summary-and-policy-implications>



- Build partnerships with regional and national organizations to ensure training remains current and reflects best practices.
- Incorporate training compliance into promotional eligibility and professional development plans.

### Recommendation #16: Implement a Formal Coaching, Mentoring, and Succession Management Program to Prepare Future Leaders and Strengthen Organizational Resilience

#### *Background:*

The ACPD currently does not have a formal staff development system in place that includes structured coaching, mentoring, or succession planning. This is a critical need, given the anticipated attrition of senior personnel, limited depth of operational experience across the agency, and the leadership transitions expected through future promotions. A recent internal review further revealed minimal evidence of succession management practices currently in use. Leadership changes have traditionally relied on informal mentorship and reactive promotions, often without adequate preparation or deliberate knowledge transfer.

Additionally, cross-training across divisions and specialized units is inconsistent, leaving many personnel without the broad operational awareness necessary to step into supervisory or command roles when required. Without a structured approach, the department risks unprepared leadership transitions, inconsistent decision-making, and weakened organizational continuity.

#### *Rationale:*

Developing comprehensive coaching, mentoring, and succession management programs will ensure that the department proactively prepares staff for leadership roles. By memorializing this system in policy and applying it consistently in practice, ACPD can build a culture that encourages professional growth, supports leadership readiness, and strengthens resilience in the face of retirements, promotions, or unexpected vacancies. This structured system should identify high-potential personnel early, provide them with coaching and formal mentorship, and rotate them through cross-functional roles to build broad operational experience.

As a complementary strategy, rotating supervisory staff through on-call and call-back responsibilities will provide valuable exposure to critical incident management and decision-making. This not only strengthens individual readiness but also distributes



workload more evenly and prevents burnout among the department's limited supervisory cadre.

*Short-Term Action:*

- Establish a working group to design formal coaching, mentoring, and succession management frameworks.
- Identify leadership competencies and critical roles most at risk of transition in the next 3–5 years.
- Begin assigning temporary on-call responsibilities to rotate supervisory staff and broaden exposure.

*Mid-Term Action:*

- Launch a structured leadership development program that includes mentorship assignments, career development planning, and cross-training rotations across divisions and units.
- Require supervisors to provide coaching and development feedback as part of regular performance evaluations.
- Establish clear eligibility criteria for advancement and align training opportunities accordingly.

*Long-Term Action:*

- Institutionalize the program in department policy, ensuring accountability, transparency, and sustainability.
- Track program participation, promotion readiness, and retention of high-potential staff.
- Reassess annually to refine the program based on organizational needs, feedback, and leadership trends.

### **Recommendation #17: Implement a Validated Promotional Process Aligned with Best Practices to Ensure Fairness, Transparency, and Leadership Readiness<sup>36</sup>**

*Background:*

According to interviewees, ACPD's current promotional process lacks structure and does not align with industry best practices. Officers reported instances in which

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<sup>36</sup> A Recommendations For Consideration summary dated 4/11/2025 provided direction on building a fair, valid, and relevant Promotional Process based on best practice and research. Summary was provided to the Captain of PSD for consideration. It was highly recommended ACPD begin to build this process now (April 2025) to ensure success during the pending annual promotion process in October.



individuals were promoted into supervisory positions without demonstrating the competencies needed to lead effectively. This has led to concerns about fairness, internal morale, and the overall quality of leadership within the department.

A validated promotional process is essential for ensuring that candidates selected for advancement possess the skills, experience, and judgment necessary to support their teams, uphold departmental values, and make sound decisions in high-stakes environments. Fair and transparent promotions help reinforce morale, reduce perceptions of favoritism or politics, and contribute to a culture of accountability and professionalism.<sup>37</sup>

*Rationale:*

ACPD will benefit significantly from adopting a formal, validated promotional system grounded in law enforcement best practices. This system should include clearly defined eligibility criteria, standardized assessment tools, and structured evaluation methods that reflect both departmental goals and leadership competencies. External professional partners, such as the International Association of Chiefs of Police (IACP) or law enforcement assessment centers, can provide credibility and objectivity in design and execution.<sup>38</sup> By implementing such a process, ACPD can build leadership consistency, develop internal talent, and promote greater organizational trust—both within the agency and among the community.

*Short-Term Action:*

- Establish a work group to review and define core leadership competencies by rank.
- Review promotional best practices from peer agencies and national organizations like IACP.
- Engage an independent partner or professional assessment center to support process design.

*Mid-Term Action:*

- Launch a structured, multi-phase promotional process that includes elements such as:
  - Written examinations

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<sup>37</sup> Kurz, D. L. (2006). *A promotional process for the smaller police agency*. *Police Chief*, 73(10), 38.

<sup>38</sup> <https://www.theiacp.org/promotional-examinations>



- Structured oral interviews
  - Performance evaluations
  - Scenario-based assessments and in-basket exercises
- Clearly document and publish promotion criteria, scoring methods, and appeal mechanisms.

*Long-Term Action:*

- Institutionalize the process in policy, ensuring it becomes a standard component of internal talent development.
- Reassess promotional procedures after each cycle to ensure they remain current, equitable, and aligned with evolving departmental needs.
- Use the process outcomes to inform leadership development programming and succession planning.

### **Recommendation #18: Develop a Validated, Law Enforcement-Specific Performance Evaluation System Aligned with National Best Practices**

*Background:*

The current performance evaluation system used by ACPD has been described by personnel as “generic” and “non-productive.” There is no consistent or meaningful mechanism in place for providing formalized feedback to employees throughout the year. This contributes to missed opportunities for coaching, unclear expectations, and a disconnect between performance and professional growth. These deficiencies are concerning based on broader organizational challenges related to leadership development and succession planning.

*Rationale:*

To build a high-performing, accountable, and promotable workforce, ACPD must implement a structured, law enforcement-specific evaluation system. The evaluation framework should be competency-based, measurable, and reflective of the department’s values and goals. Consultation with the County’s personnel director and legal counsel will ensure alignment with County HR policy and employment law, while referencing national best practices published by organizations such as the International Association of Chiefs of Police (IACP), the Commission on Accreditation



for Law Enforcement Agencies (CALEA), and the National Institute of Justice (NIJ) will support a defensible and performance-enhancing model.<sup>39</sup>

A validated evaluation system will provide structure for regular feedback, support promotional decisions, identify training needs, and drive professional development at all levels.

*Short-Term Action:*

- Review national models and best practice guidance for law enforcement performance evaluations (e.g., IACP, CALEA, NIJ publications).
- Form a working group including the personnel director, county attorney, and command staff to begin developing a revised system.

*Mid-Term Action:*

- Design a structured evaluation form and scoring rubric that includes measurable objectives aligned with each role and rank.
- Train all supervisors in proper evaluation techniques, documentation practices, and bias mitigation.
- Pilot the evaluation system across multiple divisions and incorporate staff feedback.

*Long-Term Action:*

- Adopt the finalized evaluation system as formal department policy and integrate it into promotion, discipline, and development processes.
- Review evaluation outcomes annually to ensure the system is contributing to performance improvement, organizational alignment, and leadership pipeline development.
- Provide refresher training every two years to reinforce consistency and legal defensibility.

### **Recommendation #19: Implement a Structured Pay Incentive Program to Attract and Retain High-Performing Supervisory Candidates**

*Background:*

The ACPD currently does not offer a desirable or structured pay incentive to encourage officers to seek promotion. Interviews revealed that in some cases, newly promoted

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<sup>39</sup> Bonkiewicz, L. (2020). *The impact of a patrol officer: Evaluating productivity metrics*.





sergeants are transferred to the Patrol Division, where the change in assignment may not be perceived as desirable, especially when not accompanied by a meaningful pay increase. Without appropriate financial recognition, top-performing officers may lack motivation to pursue advancement, reducing the department's ability to build a strong and capable supervisory corps.

*Rationale:*

A structured pay incentive program tied to supervisory promotions is essential to attract and retain the most qualified leadership candidates.<sup>40</sup> Pay incentives directly connect performance and professional growth with tangible rewards, reinforcing a culture that values excellence, advancement, and accountability. A competitive incentive system also ensures the department remains aligned with best practices and can effectively compete with surrounding agencies for talent.

*Short-Term Action:*

- Collaborate with County HR and Finance departments to analyze current promotional pay structures.
- Benchmark promotional pay incentives against comparable agencies regionally and nationally.
- Propose a structured pay differential (e.g., percentage-based or step adjustment) for each supervisory rank.

*Mid-Term Action:*

- Develop policy language that formalizes promotional pay adjustments and ensures transparency.
- Include promotional incentives in leadership recruitment and succession planning materials to encourage participation.

*Long-Term Action:*

- Review the pay incentive program annually to ensure competitiveness and alignment with cost-of-living adjustments and evolving labor market trends.
- Use feedback from recent promotional candidates and supervisors to refine the program and address emerging barriers to advancement.

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<sup>40</sup> Barnum, J. D., Richardson, D. A., Woods, D., Lucey, K. D., Cahill, M., Vermeer, M. J., & Jackson, B. A. (2024). *Promotions in Law Enforcement: High-Priority Needs for Improving the Process to Identify and Select the Next Generation of Police Leaders*. RAND.

### Tier 3: Organizational Coordination and Internal Support Systems

ACPD's internal processes, communication systems, and administrative functions must be aligned to support effective service delivery and informed decision-making. Tier 3 recommendations address gaps in interdepartmental coordination, internal policy development, and data integration. These enhancements will strengthen procedural clarity, reduce redundancy, and improve transparency across the organization. Building strong internal systems enables the department to operate more efficiently, support its personnel more effectively, and make better-informed operational and strategic decisions.

#### Recommendation #20: Streamline Redundant Compliance Training Requirements to Maximize Operational Time

##### *Background:*

While ESCI acknowledges the importance of fulfilling countywide training mandates, several current compliance requirements duplicate those already mandated by the Virginia Department of Criminal Justice Services (DCJS). For example, annual certifications in topics such as bloodborne pathogens and CPR are already integrated into ACPD's formal training cycle, monitored and enforced through DCJS systems. Requiring employees to complete similar or identical training under separate county-mandated tracks leads to inefficiencies, unnecessary administrative burden, and reduced operational availability for officers and support staff.

##### *Rationale:*

Public safety personnel undergo rigorous training and are held to higher standards due to DCJS mandates. ACPD already assigns qualified personnel to manage, deliver, and track required certifications. A coordinated review and streamlining of overlapping training mandates will preserve compliance while reducing redundancy and reclaiming operational time for core duties.

##### *Short-Term Action:*

- Initiate an interdepartmental review between ACPD, County HR, and the County Executive's Office to identify duplicate training mandates.
- Document all existing compliance training delivered through DCJS that overlaps with County-required content.

##### *Mid-Term Action:*

- Develop policy exemptions or alternative compliance pathways for public safety personnel where state-mandated training supersedes general requirements.



- Update departmental training calendars and remove duplicative entries.

*Long-Term Action:*

- Institutionalize an annual review process to compare County and DCJS compliance frameworks to ensure ongoing alignment.
- Incorporate streamlining into broader public safety administrative coordination efforts.

## Recommendation #21: Assign and Train a Dedicated Internal Communications Officer

*Background:*

Internal communication within ACPD has been described as inconsistent, redundant, or at times contradictory. Personnel at all levels expressed concern about the lack of a central communication pathway for internal updates, policy changes, and organizational messaging. Without a standardized and professionalized communications function, critical information is sometimes missed or misinterpreted, reducing operational efficiency and eroding trust.

*Rationale:*

Designating a qualified, competent sworn officer to serve as ACPD's internal communications officer will ensure that messages are clear, coordinated, and aligned with agency priorities. This individual should be formally trained in law enforcement communications and internal engagement practices and serve as the primary hub for internal messaging. By centralizing this function, ACPD can reduce redundancy, improve message clarity, and increase staff awareness and cohesion across all divisions.

*Short-Term Action:*

- Identify and assign a sworn officer with strong interpersonal and organizational skills to serve as ACPD's Internal Communications Officer.
- Begin vetting formal training opportunities with reputable public safety communication institutions.

*Mid-Term Action:*

Enroll the assigned officer in a formal media and communications training course.

Recommended options include:

- JGPR Academy – Public Relations Training for Police Departments
  - <https://jgpracademy.com/about-jgpr-academy/>

- Media Training for Law Enforcement, LLC
  - <https://www.pioteachers.com/>
- FBI-LEEDA – Media & Public Relations Course
  - <https://fbileeda.org/page/MediaPublicRelations>
- Institute for Law Enforcement Administration – Police–Media Relations
  - <https://www.cailaw.org/institute-for-law-enforcement-administration/Programs/police-media-relations.html>
- Southern Police Institute
  - <https://louisville.edu/spi/courses>
- National Criminal Justice Command College
  - <https://www.scps.virginia.edu/programs/national-criminal-justice-command-college>

*Long-Term Action:*

- Institutionalize the role as a dedicated position with performance benchmarks for message clarity, reach, and consistency.
- Develop standard operating guidelines for internal messaging approval, formatting, and dissemination.
- Facilitate internal communication workshops to build department-wide skills and engagement.

## **Recommendation #22: Facilitate Interdisciplinary Communication Workshops to Align Agency Priorities and Objectives**

*Background:*

ACPD personnel cited frequent communication breakdowns that have contributed to misaligned objectives across units and divisions. Without a unified understanding of agency priorities, officers and supervisors may focus on competing or misunderstood goals. This misalignment can hinder the execution of strategic plans, reduce organizational cohesion, and impede performance tracking and accountability.

*Rationale:*

Conducting structured, interdisciplinary communication workshops will promote shared understanding of departmental values, clarify strategic objectives, and build internal alignment around key priorities. Facilitating these workshops through a trained internal communications officer—or with assistance from ESCI—can help



institutionalize clear expectations and empower personnel through direct role ownership, objective delegation, and timeline accountability.

*Short-Term Action:*

- Assign the Internal Communications Officer (see previous recommendation) or a qualified facilitator to lead quarterly workshops aimed at delineating agency-wide goals.
- Incorporate external facilitators (e.g., ESCI or IACP-certified instructors) as needed to support initial rollout and coaching.

*Mid-Term Action:*

- Develop a structured workshop curriculum focused on cross-divisional coordination, leadership alignment, and communication accountability.
- Assign task ownership for key agency initiatives with explicit timelines and follow-up protocols.

*Long-Term Action:*

- Integrate communication workshops into ACPD's recurring professional development calendar.
- Evaluate effectiveness of workshops based on employee feedback, internal alignment, and strategic goal progress.

*Recommended Resources:*

- Delegating Effectively – Turregano C., Center for Creative Leadership (2013)
- Clarity First – Martin K., McGraw-Hill (2018)
- The Dichotomy of Leadership – Willink J., Babin L., St. Martin's Press (2018)
- IACP Leadership in Police Organizations (LPO) Course:  
<https://www.theiacp.org/LPO>

## **Recommendation #23: Update Mutual Aid Agreements and Establish Quarterly Regional Command Meetings**

*Background:*

ACPD works alongside multiple neighboring law enforcement agencies, including the Charlottesville Police Department, University of Virginia Police, and agencies in Greene, Fluvanna, Scottsville, and Gordonsville. The department also has jurisdictional responsibilities near Charlottesville-Albemarle Airport, which supports commercial air travel and requires coordination for emergency incidents. Many of the mutual aid



agreements that govern these relationships may not fully reflect current operational capabilities, legal obligations, or updated contact protocols.

*Rationale:*

Accurate and functional mutual aid agreements are essential for seamless emergency coordination, especially given the dynamic and evolving nature of public safety threats. In addition to formalizing documentation, establishing a recurring leadership roundtable among regional command staff would enhance shared situational awareness, improve succession relationships, and create consistent mechanisms for joint response planning.

*Short-Term Action:*

- Initiate a comprehensive legal and operational review of all mutual aid agreements in coordination with the County Attorney's Office.
- Prioritize updates to agreements involving high-activity partners such as Charlottesville PD, UVA PD, and the Charlottesville–Albemarle Airport.

*Mid-Term Action:*

- Formalize and reauthorize all updated agreements, ensuring alignment with legal standards, jurisdictional responsibilities, and operational capabilities.
- Establish a recurring quarterly leadership meeting (in-person or virtual) with command staff from each participating agency.

*Long-Term Action:*

- Use quarterly meetings to review regional trends, intelligence sharing, special event coordination, and emergency planning.
- Institutionalize the process through a shared regional public safety calendar and standard agenda, ensuring participation continues through leadership transitions.

## **Recommendation #24: Establish Weekly Coordination Meetings Between ACPD and HR Leadership**

*Background:*

Stakeholder interviews identified ongoing strain in the working relationship between ACPD and the Human Resources Department. Poor communication and inconsistent support have created delays and confusion in areas such as recruiting, compliance, and internal personnel matters. This disconnect risks undermining strategic initiatives and has a direct impact on ACPD's ability to manage staffing, address internal affairs efficiently, and maintain accreditation standards.



*Rationale:*

Establishing a recurring coordination structure between ACPD and HR will create space for proactive issue resolution and prioritization of shared objectives. Designating a command-level point of contact within ACPD to meet with HR leadership regularly will help maintain accountability, streamline casework, and strengthen the HR-public safety partnership.

*Short-Term Action:*

- Assign an ACPD command-level representative (e.g., Deputy Chief or designee) to serve as the primary liaison to County HR.
- Schedule a standing 30- to 60-minute weekly meeting with the designated HR counterpart.

*Mid-Term Action:*

- Develop a shared agenda template to guide weekly discussions, focusing on the following topics:
  - Personnel and employee relations cases
  - Ongoing or upcoming recruiting efforts
  - Internal Affairs coordination and investigations
  - Accreditation and compliance updates

*Long-Term Action:*

- Evaluate the effectiveness of the coordination model through quarterly feedback loops and performance metrics.
- Use outcomes to inform broader public safety-HR collaboration strategies and joint training needs.

## **Recommendation #25: Assign a Dedicated Legal Liaison to Support ACPD Operations**

*Background:*

ACPD has experienced frequent delays in legal consultation and support due to competing priorities within the County Attorney's Office. These delays impact time-sensitive matters such as internal affairs investigations, policy updates, and legal responses to claims or lawsuits. ACPD stakeholders reported the lack of dedicated and responsive legal counsel slows down decision-making and increases organizational risk.



*Rationale:*

Assigning a dedicated and responsive attorney to ACPD—either as a full-time embedded counsel or designated point of contact—will enhance the speed and clarity of legal review processes. This role would ensure timely guidance on high-risk issues, improve coordination between ACPD and the County Attorney’s Office, and streamline support for legal matters central to operational readiness and risk mitigation.

*Short-Term Action:*

- Request the County Executive’s Office and County Attorney to evaluate the feasibility of assigning an existing attorney as a regular ACPD liaison.
- Initiate biweekly standing meetings between the attorney and ACPD command staff to discuss active legal matters.

*Mid-Term Action:*

- Define scope of support for the ACPD liaison, including legal review of policies, internal investigations, disciplinary procedures, and external litigation.
- Track response timelines and resolution metrics to evaluate legal workflow improvements.

*Long-Term Action:*

- Explore the potential creation of a dedicated in-house counsel position for ACPD as part of long-term legal risk management planning.
- Institutionalize regular cross-training between legal and internal affairs personnel to improve policy interpretation and investigative consistency.

## **Recommendation #26: Reinforce Structured Chain-of-Command Communication and Codify in Policy**

*Background:*

ACPD personnel indicated that communication frequently bypasses the formal chain of command, resulting in conflicting directives, confusion, and a breakdown in message clarity. When information moves laterally or skips rank levels, accountability weakens, and supervisors are often left out of the decision-making loop. This undermines organizational cohesion, limits supervisory input, and makes tracking task progression difficult.

*Rationale:*

Clear adherence to the chain of command is essential for maintaining structure, accountability, and operational consistency in law enforcement. Establishing policy-driven communication pathways will ensure that information flows in an orderly





manner and that each level of supervision is informed and involved. Formalizing this structure also supports professional development and reinforces leadership roles throughout the organization.

*Short-Term Action:*

- Reaffirm expectations around chain-of-command communication through internal memos and supervisor briefings.
- Identify recent breakdowns in communication to use as illustrative case studies during briefings or training.

*Mid-Term Action:*

- Develop and adopt a formal policy outlining the communication chain of command, including task delegation, roles, responsibilities, and expectations for upward and downward messaging.
- Require feedback loops at each rank level for all formal directives, ensuring acknowledgment and clarification where necessary.

*Long-Term Action:*

- Integrate chain-of-command communication principles into supervisory training and leadership development programs.
- Conduct periodic audits of communication practices to assess policy compliance and identify areas for reinforcement.

## **Recommendation #27: Establish a Formal Policy Development and Review Process to Improve Procedural Clarity, Accountability, and Collaboration**

*Background:*

ACPD's current policies and procedures are inconsistent in detail and quality. Some policies are missing altogether, while others are too generic to support effective operations or accountability. Moreover, the department does not currently have a clearly defined process for policy development or revision, and stakeholder input is not routinely incorporated. These gaps have created uncertainty in policy implementation and have contributed to operational inefficiencies and potential inconsistencies in practice.

Of particular concern is the classification and management of administrative investigations, which lacks transparency and consistency. The current system does not clearly delineate between formal and informal complaints, and there is no standardized decision-making process for assigning or reviewing cases. This creates the risk of



inequitable handling of internal affairs matters and undermines employee trust and procedural fairness.

*Rationale:*

To ensure clarity, consistency, and legitimacy in departmental governance, ACPD should formalize a policy development and review process that is inclusive, collaborative, and transparent. Establishing a standing internal policy committee with diverse stakeholder representation will strengthen procedural legitimacy and improve internal communication. Incorporating community members—where appropriate—can also reinforce public trust and support co-production policing efforts. Additionally, revising the internal affairs policy with clear classifications and independent oversight will promote fairness and accountability.

*Short-Term Action:*

- Create a standing policy development and review committee composed of members from all internal divisions and ranks.
- Charge the committee with reviewing all existing policies, prioritizing those identified as incomplete, outdated, or overly generic.
- Collaborate with the Internal Affairs Unit to develop a revised policy that:
  - Clearly defines formal vs. informal complaints
  - Identifies who is responsible for initial classification
  - Establishes independent review of all complaint assignments

*Mid-Term Action:*

- Develop a structured policy revision calendar to ensure all policies are reviewed and updated on a rotating basis.
- Integrate community engagement into the policy review process when appropriate, especially for policies that affect public trust, such as use of force, community relations, and transparency initiatives.
- Document policy development protocols in formal department policy.

*Long-Term Action:*

- Institutionalize the policy committee as a permanent function of the agency's governance framework.
- Evaluate policy compliance, clarity, and impact through regular audits and officer feedback.



- Align ACPD's policy development practices with CALEA or IACP best practice guidelines.

### Recommendation #28: Strengthen and Institutionalize Dedicated Public Safety HR Support (Mirrored from ACFR Recommendation #20)

#### *Background:*

Throughout this staffing study, it became evident that stakeholders perceive an absence of dedicated HR support for ACPD presenting barriers to effective recruitment, classification reviews, internal communication, and policy consistency. Stakeholder interviews revealed that ACPD often encounters delays in onboarding, policy implementation, and internal investigations due to limited access to HR professionals who fully understand the operational context of law enforcement. These issues mirror similar challenges observed within Albemarle County Fire Rescue (ACFR), highlighting the need for a shared public safety HR solution.

#### *Rationale:*

Although County HR has taken steps to address many of these items, particularly through the addition of a dedicated Public Safety HR Manager, stakeholders report that a deeper understanding of the 24/7 operational environment and proactive coordination is still needed.

The creation of a dedicated Public Safety HR Manager position marks a significant step forward and reflects an intent to build stronger bridges between HR and the fire and police departments. To ensure the role is successful, however, the County must do more than simply assign responsibility—it must embed HR support in daily workflows, define clear service expectations, and empower the role to address both functional gaps and persistent perceptions.

Embedding this role in a structured, collaborative framework will:

- Improve speed and clarity in complex or time-sensitive personnel matters.
- Reduce administrative burden and duplicate effort between ACPD and HR.
- Support compliance with FLSA, certification standards, and County policy.
- Provide a foundation for resolving stakeholder concerns and building mutual trust.
- Create an avenue for continuous improvement and long-term workforce planning.



- Allow this position to lead structured gap analysis and process mapping across key HR touchpoints.

*Short-Term Action:*

- Assign the new Public Safety HR Manager as the central liaison for this effort, ensuring consistency across Fire and Police HR support and serving as a conduit between department leadership and HR.
- Collaborate with ACFR, ACPD, and HR to define the scope and deliverables for the new public safety HR role.
- Establish a service-level expectation framework that outlines response timelines, case types, and escalation pathways.
- Ensure onboarding and orientation of the selected candidate includes exposure to fire and police operations, certifications, and organizational structure.
- Identify current inefficiencies or barriers in recruitment, hiring, and personnel management across both departments.

*Mid-Term Action:*

- Implement a pilot HR support structure—either embedded or assigned—with documented responsibilities.
- Evaluate the effectiveness of the role after six months using feedback from command staff, supervisors, and HR leadership.
- Identify recurring case types (e.g., injuries, promotions, grievances) and establish process maps or SOPs for public safety-specific workflows.
- Consider formalizing the position as either embedded within public safety departments or housed in HR as part of a dedicated shared services unit.
- Establish the position and integrate it into weekly interdepartmental coordination meetings between public safety leaders and HR.
- Assign responsibility for monitoring classification alignment, recruitment timelines, and turnover trends.

*Long-Term Action:*

- Evaluate responsiveness, legal compliance, and employee satisfaction annually and adjust the model as needed.
- Use the Public Safety HR Manager role to support continuous improvement in HR coordination, succession planning, and discipline/grievance workflow.



- Institutionalize the role based on performance, workload, and organizational needs.
- Monitor performance metrics such as case resolution times, policy compliance, supervisor satisfaction, and grievance outcomes.
- Adjust structure as needed to accommodate future growth, including additional support roles or expanded cross-training within the HR department.

### **Recommendation #29: Conduct a Structured Workload Analysis to Strengthen Administrative Capacity (Mirrored from ACFR Recommendation #21)**

#### *Background:*

Several operational and administrative inefficiencies were identified during this staffing study, particularly regarding sworn personnel conducting civilian or duplicative tasks, unclear delineation of responsibilities, and inconsistent workload distribution across units. These findings mirror similar issues observed in ACFR, where a structured workload analysis was recommended to identify opportunities for improved resource deployment.

#### *Rationale:*

A formal workload analysis of ACPD's administrative and support functions will help determine whether current personnel resources—both sworn and civilian—are allocated efficiently. This includes evaluating which functions require sworn authority, identifying tasks that could be centralized or automated, and assessing division-level administrative burdens. The results will guide informed decisions on staffing adjustments, support needs, and process improvements while laying the groundwork for future organizational planning and civilianization efforts.

#### *Short-Term Action:*

- Initiate a workload analysis covering support functions in HR liaison tasks, training administration, internal policy coordination, data reporting, and evidence/logistics management.
- Include sworn and civilian positions to identify task duplication, inefficiencies, or roles that could shift between classifications.

#### *Mid-Term Action:*

- Use findings to reassign duties, create support roles, or initiate the civilianization of non-law enforcement functions.
- Update job descriptions, organizational charts, and division-level resource allocations accordingly.



*Long-Term Action:*

- Repeat the workload analysis every three to five years as part of a broader strategic planning process.
- Use it to inform future hiring, technology investments, and administrative support structures.

## Tier 4: Long-Term Sustainability and Strategic Planning

Preparing for the future requires a deliberate focus on structural alignment, financial stewardship, and data-driven growth strategies. Tier 4 recommendations offer a forward-looking framework to guide the department's long-term evolution. These include organizational realignments, facility planning, civilianization strategies, and continuous evaluation of compensation, benefits, and workload distribution. By taking a strategic approach to planning and sustainability, ACPD can ensure it remains adaptable, resilient, and responsive to the county's changing needs and expectations.

### Recommendation #30: Conduct a Comprehensive Civilianization Analysis to Reallocate Sworn Workload

*Background:*

ESCI identified clear opportunities to reduce the workload of sworn patrol personnel by expanding the use of civilian staff. Many tasks currently managed by officers—such as administrative processing, recordkeeping, certain investigative support, or analytical functions—could be more efficiently managed by qualified non-sworn professionals. In addition to alleviating workload on patrol staff, this approach provides fiscal relief, as civilian positions generally incur lower personnel costs than sworn roles.

*Rationale:*

A structured analysis of existing professional staff duties and responsibilities will help identify where additional civilian roles could be introduced or where task reassignments would improve operational efficiency. This analysis will serve as a foundation for long-term personnel planning, budget forecasting, and workload realignment strategies.

*Short-Term Action:*

- Launch a position audit to assess duties and responsibilities across all non-sworn staff roles.
- Identify tasks currently assigned to sworn staff that are suitable for civilian reallocation.



*Mid-Term Action:*

- Use findings to propose new civilian roles or reclassify existing positions to better align with actual job functions.
- Develop cost-benefit models to compare civilian versus sworn staffing expenditures tied to operational output.

*Long-Term Action:*

- Institutionalize the civilianization analysis as part of ACPD's annual workforce and budget planning cycle.
- Build a recruitment and retention strategy for professional staff that complements long-term department growth and mission alignment.

### **Recommendation #31: Conduct a Comprehensive Organizational Review to Realign Bureaus and Clarify Functional Oversight**

*Background:*

A preliminary review of ACPD's current organizational structure reveals that several specialized and administrative functions are not optimally aligned. For example, technology services are split across operational and administrative bureaus, resulting in potential coordination gaps. Community-facing programs—such as crime prevention, youth outreach, and community policing—are similarly fragmented, diminishing the department's ability to present a cohesive public engagement strategy.

This misalignment creates inefficiencies, overlapping responsibilities, and unclear chains of command. Without targeted reorganization, ACPD may continue to experience communication breakdowns, diluted program outcomes, and a lack of strategic focus in critical operational and community areas.

*Rationale:*

A full organizational review will provide ACPD with a roadmap to realign core functions, eliminate redundancy, and ensure each division is structured to support both internal efficiency and external service delivery. Consolidating similar roles under unified leadership, particularly in support services and community engagement will strengthen accountability and enhance operational clarity.

*Short-Term Action:*

- Initiate a department-wide organizational assessment to identify misaligned functions, dual reporting structures, and administrative inefficiencies.
- Engage command staff, key stakeholders, and staff from affected bureaus in a collaborative planning process.



*Mid-Term Action:*

- Implement the following realignment priorities:
  - Realign specialized functions (e.g., technology services, public information, training, crime analysis) into appropriate bureaus based on purpose and workflow.
  - Establish or strengthen a Bureau of Support Services to house administrative, technology, and internal support functions under unified leadership.
  - Consolidate all community-facing operations (e.g., community policing, crime prevention, youth outreach) into a dedicated Community Engagement Bureau focused on public trust, visibility, and partnerships.
  - Eliminate dual-reporting structures and clarify command relationships to streamline supervision and communication.

*Long-Term Action:*

- Roll out changes using a phased implementation plan, supported by:
  - Transparent communication with affected personnel
  - Change management tools and documentation
  - Organizational development support (e.g., updated org charts, SOPs, role descriptions)
- Monitor reorganization outcomes using performance benchmarks and solicit ongoing staff feedback to ensure sustained alignment and operational effectiveness.

### **Recommendation #32: Develop and Implement Clear Job Descriptions for All Positions to Define Roles, Responsibilities, and Expectations**

*Background:*

ACPD officers are frequently required to “wear multiple hats,” taking on responsibilities beyond their primary roles—such as background investigations or administrative duties—without clearly defined expectations or accountability structures. Stakeholder interviews revealed two contributing factors: the absence of specific, up-to-date job descriptions for each role, and instances of responsibility avoidance or inconsistent task delegation among personnel.





Without defined duties, roles can become blurred, creating redundancy, gaps in critical processes, and frustration among staff. This ambiguity not only hampers operational efficiency but also affects morale and performance accountability across all ranks.

*Rationale:*

Creating detailed, standardized job descriptions for all positions will clarify expectations, streamline workflows, and reinforce accountability throughout the organization. Documenting these in policy will formalize the expectations and ensure consistency in how roles are understood, assigned, and evaluated. Clearly defined job functions also provide a basis for recruitment, training, supervision, and performance evaluation. Assigning this responsibility to the newly appointed major—who can delegate specific drafting and review tasks—will demonstrate leadership commitment and facilitate timely implementation.

*Short-Term Action:*

- Direct the newly appointed major to lead the job description development initiative, including delegation of task assignments to command staff and relevant subject matter experts.
- Begin by cataloging all existing roles and responsibilities, identifying overlaps, gaps, and informal duties currently performed by personnel.

*Mid-Term Action:*

- Draft and review job descriptions for all ranks and roles, incorporating operational, administrative, and supervisory expectations.
- Ensure all descriptions are reviewed through legal, HR, and policy channels before formal adoption.

*Long-Term Action:*

- Memorialize finalized job descriptions in department policy and integrate them into hiring, training, and performance management systems.
- Review and update job descriptions biennially or as needed to reflect organizational changes and evolving responsibilities.

### **Recommendation #33: Conduct a Civilianization Assessment and Realign Professional Analyst Roles for Greater Operational Efficiency and Impact**

*Background:*

A preliminary assessment of ACPD's organizational structure suggests that several positions currently filled by sworn officers—such as crime analysts, POP/community policing, logistics, training administration, human resources, evidence/property



management, and public information—could be civilianized. These roles primarily require specialized knowledge, administrative capability, and analytical or logistical expertise rather than law enforcement authority.

Additionally, ACPD's two crime analysts are currently embedded in separate divisions and working independently. This siloed approach limits collaboration, reduces efficiency, and weakens the department's ability to produce integrated, strategic data products that support decision-making across all operational areas.

*Rationale:*

Civilianizing non-enforcement positions allows sworn officers to return to core law enforcement duties while leveraging specialized civilian professionals for roles where their expertise can improve efficiency and reduce costs. Civilianization also supports organizational resilience and workforce flexibility, allowing the department to better manage fiscal resources while enhancing service delivery.

Further, consolidating the crime analysts under a centralized structure will improve collaboration, reduce redundancy, and support a more comprehensive approach to data analysis, crime trends, performance monitoring, and resource allocation. This model would enable ACPD to fully leverage its analytical capabilities to support strategic initiatives and operational decisions department-wide.

*Short-Term Action:*

- Conduct a comprehensive civilianization assessment to identify all non-patrol, non-investigative roles that could be transitioned to professional civilian staff.
- Prioritize functions in administrative support, technology services, data analysis, training, logistics, and public information.
- Create an implementation roadmap that includes budget impacts, recruitment needs, and change management steps.

*Mid-Term Action:*

- Begin phased civilianization of identified roles as retirements or vacancies occur.
- Reallocate sworn personnel to operational units where law enforcement authority is essential.
- Formally consolidate the department's two professional crime analysts into a unified team under centralized supervision.

*Long-Term Action:*

- Institutionalize a civilian staffing model for long-term planning and budgeting.



- Expand the crime analysis unit's scope to support decision-making across patrol, CID, administration, and community engagement.
- Monitor the impact of civilianization on service quality, personnel efficiency, and cost savings to refine future staffing strategies.

### Recommendation #34: Pursue Strategic Organizational Realignment to Optimize Leadership, Oversight, and Resource Allocation

#### *Background:*

Based on the findings of this staffing study, ACPD would benefit from a strategic realignment of its organizational structure aimed at enhancing operational efficiency, strengthening supervisory coverage—especially during evening and midnight shifts—and improving the overall alignment of leadership resources. This effort also supports broader goals such as succession planning, communication flow, and long-term organizational cohesion.

A number of targeted changes have already been initiated or proposed as part of this realignment. These include:

- Assigning Captains to each of the Jefferson and Blue Ridge Districts, reinforcing leadership presence and improving responsiveness within geographic commands.
- Transferring the K9 Unit from the Special Operations Bureau to the Patrol Bureau, allowing for more direct integration into frontline activities.
- Recommending replacement of a sworn Sergeant in Special Operations (Community Responsibilities) with a professional staff member, thereby reducing the administrative burden on sworn personnel and refocusing their efforts on law enforcement duties.
- Reorganizing the department's two crime analysts under the Criminal Investigation Section, addressing previous siloing and enhancing agency-wide analytical coordination and support.
- Proposing the long-term addition of lieutenants to each patrol shift to ensure consistent middle management and 24/7 operational oversight.

At the executive level, structural stability is maintained. The department's Chief Executive Officer, a civilian professional, continues to oversee most professional staff functions (e.g., Records, Fiscal, Grants), fostering administrative alignment and communication with Command Staff.



*Rationale:*

This realignment reflects ACPD's proactive approach to modernizing its command structure in response to evolving service demands, staffing challenges, and the need for leadership development. By improving supervisory span of control, enhancing integration between sworn and civilian roles, and aligning analytical and support services more strategically, the department can increase its agility, performance, and succession readiness.

*Short-Term Action:*

- Finalize the transfer of the K9 Unit to Patrol and consolidate crime analysts under the Criminal Investigation Section.
- Reassign one Captain from the Administrative Bureau to provide district-based leadership in Jefferson and Blue Ridge.
- Reclassify the Community Sergeant position in Special Operations to a professional staff role (when funding allows).

*Mid-Term Action:*

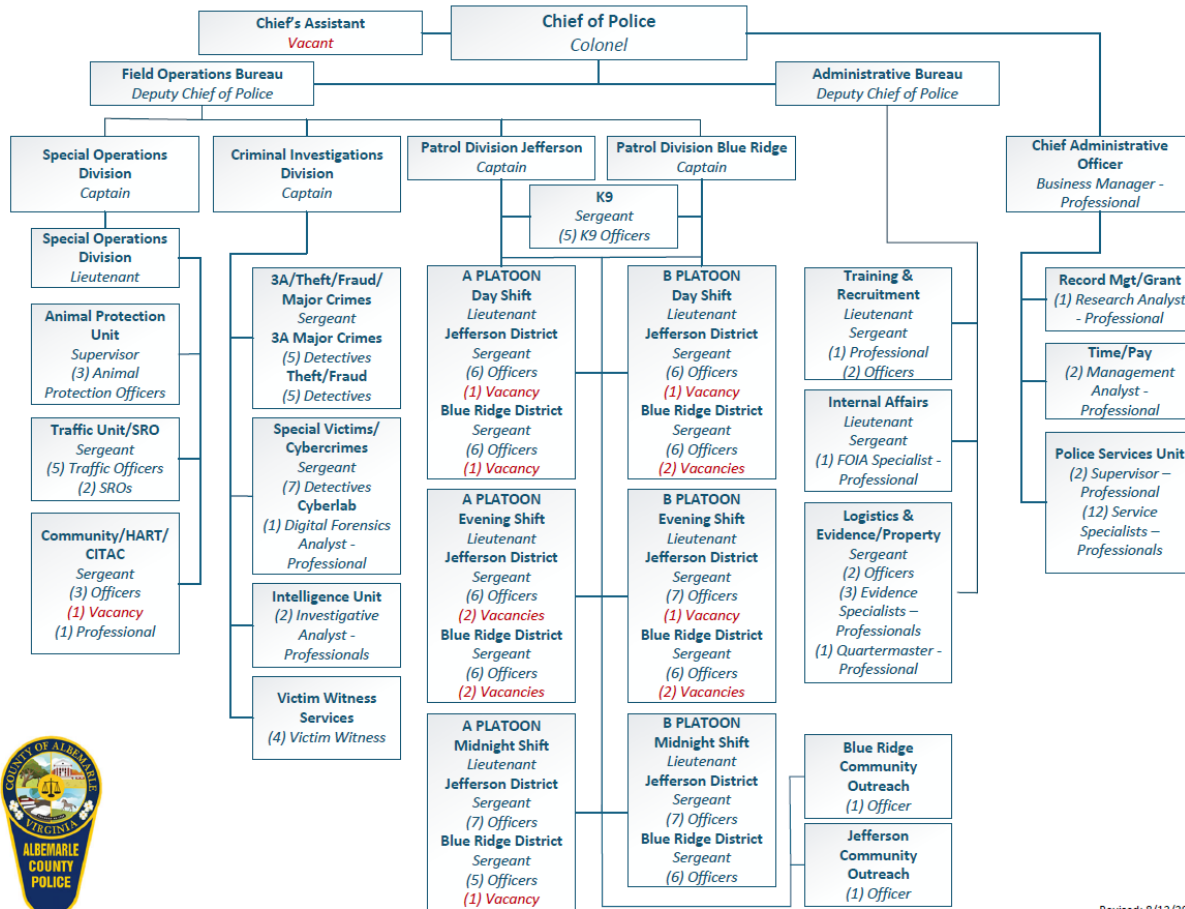
- Evaluate the feasibility and funding requirements for adding lieutenants to each patrol shift.
- Conduct a formal review of reporting structures and span of control to ensure ongoing supervisory alignment across bureaus.
- Assess the impact of these changes on inter-divisional communication, support functions, and leadership continuity.

*Long-Term Action:*

- Institutionalize a process for recurring organizational structure reviews aligned with ACPD's strategic planning cycles.
- Use staffing, workload, and performance data to guide future role adjustments and civilianization efforts.
- Leverage the Chief Executive Officer role to further strengthen cross-functional integration of administrative and operational priorities.



Figure 65. Proposed Organizational Chart



Revised: 8/12/2025

The above proposed organizational chart does not include the proposed patrol division 12 officer minimum staffing recommendation. These new positions will fall into their respective platoons as added and filled.



## Conclusion

The Albemarle County Police Department (ACPD) operates in an increasingly complex public safety environment shaped by continued population growth, suburban expansion, and evolving community expectations. This staffing study provides a data-driven evaluation of the department's current and projected needs, with a particular focus on patrol deployment, investigative workload, administrative capacity, and interdepartmental integration.

The findings confirm that ACPD is under considerable operational pressure. Current patrol staffing is insufficient to meet demand during peak service hours, resulting in reduced discretionary time, elevated response variability, and a growing reliance on overtime and overhire positions to maintain basic coverage. At the same time, specialized divisions such as Criminal Investigations and Professional Standards are managing increasing workloads with limited support. While the department has demonstrated operational efficiency and strong leadership resilience, these shortfalls hinder its ability to provide proactive, community-based policing.

This report identifies several critical opportunities for improvement, including the addition of patrol officers aligned with temporal demand, expanded administrative and support staffing to alleviate burden on sworn personnel, and improved internal coordination across county service departments. Equally important is the need to clarify supervisory roles, address gaps in middle management, and strengthen succession planning to ensure leadership continuity over the coming decade.

Implementation of these recommendations will require sustained investment, cross-agency collaboration, and a willingness to adapt existing structures and expectations. However, the benefits of strategic realignment are significant: enhanced service reliability, improved officer wellness, better investigative outcomes, and deeper community trust.

As Albemarle County continues to grow, ACPD must evolve to match the scale, complexity, and expectations of modern law enforcement. The recommendations contained in this study provide a practical roadmap for achieving those goals through phased, fiscally responsible actions that support both operational readiness and organizational sustainability.



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## Appendix B: Cross-Departmental Summary of Common Issues (ACPD and ACFR)

To complement the independent findings of the Fire Rescue and Police Department staffing studies, the project team compiled shared themes that emerged across both agencies. These cross-departmental issues represent structural, administrative, and operational challenges that transcend individual department boundaries and impact Albemarle County's overall public safety system. Identifying these commonalities not only reinforces the validity of individual findings but also highlights opportunities for unified planning, shared resource investment, and more efficient interagency collaboration. The following summary outlines these key issues as a framework for strategic action at the County level.

### Uniformed Staffing Needs

- Both departments operate with insufficient numbers of uniformed personnel relative to service demand.
- For ACFR, this includes career suppression staff and officers, especially for 24/7 minimum coverage.
- For ACPD, this includes patrol officers, lieutenants, and detectives, with evidence of CFS backlog and delayed response in rural areas.
- Both agencies noted the need for additional authorized positions, supported by overhire capacity to account for attrition, extended hiring timelines, and training pipelines.

### Workforce Stability and Predictable Staffing

- Both departments face persistent vacancies and high attrition, which hinder their ability to deliver predictable, countywide service.
- Neither department had the ability to overhire or maintain hiring levels that account for routine attrition, resulting in extended vacancies and overtime strain.
- Both agencies identified that sworn personnel frequently perform non-core administrative tasks, indicating opportunities for civilianization or support role expansion to stabilize operational coverage.

### Perceived Delays and Gaps in HR Support

- Both agencies reported challenges in aligning with centralized HR processes for recruitment, classification reviews, onboarding, and policy application.



- While ACFR conducts most of its own recruitment and ACPD manages its selection process, internal communication with HR has at times been described as misaligned or unclear.
- Both studies recommended a dedicated Public Safety HR Manager or liaison familiar with police and fire operational demands, a position which has now been filled.

### Administrative Capacity and Structured Workload Analysis

- Neither department has completed a comprehensive workload analysis of administrative and support functions.
- Support areas such as training administration, internal communications, logistics, scheduling, and data analysis require more formalized structures and process mapping.
- Both agencies recommended conducting a structured workload study to identify functions that could be consolidated, reclassified, civilianized, or streamlined for efficiency.

### Leadership Continuity and Succession Planning

- Both departments anticipate significant leadership turnover within the next 3–5 years due to retirements, promotions, and normal attrition.
- While some officer development structures exist, both agencies reported opportunities to expand formal succession planning, mentorship, and career development pathways.
- Recommendations include enhancing promotional systems, developing cross-training programs, and building structured leadership pipelines.

### Internal Communication and Coordination

- ACPD and ACFR both experience gaps in internal communication consistency, especially across divisions and ranks.
- Stakeholders expressed concerns about mixed messaging, unclear accountability, and the need for stronger standard operating procedures (SOPs).
- Both departments recommend improvements to SOP development, internal coordination mechanisms, and routine interagency meetings.



## Policy Development and Review

- Policy revision processes in both agencies could be more collaborative, inclusive, and clearly structured.
- Both reports recommended formal policy review committees that include diverse internal stakeholders and incorporate operational feedback.
- Opportunities exist to align policy structures across departments where appropriate, particularly in shared operational or administrative areas.

## Specialized Training Needs

- Both departments face challenges in providing advanced and specialized training while maintaining operational coverage.
- Limited instructional staffing and competing demands for personnel create training delivery gaps.
- Recommendations include increasing training capacity, enhancing civilian instructional support, and exploring joint training opportunities where appropriate.