

VIRGINIA BEACH SHERIFF'S OFFICE

# ANNUAL REPORT FY 2014/15

*"A safe Virginia Beach today, a better Virginia Beach tomorrow"*



*Public safety through*

# INTEGRITY · EFFICIENCY · COMPASSION

Sheriff Kenneth W. Stolle  
Sheriff/High Constable

<b>I.</b>	<b>Sheriff's Message.....</b>	<b>2</b>
<b>II.</b>	<b>Sheriff's Office Overview.....</b>	<b>4</b>
	Mission Statement, Organizational Values and Statutory Authority	
	Services Provided	
	Sheriff's Biography	
	Organizational Chart	
<b>III.</b>	<b>A Safe Virginia Beach Today: Fiscal Year Highlights.....</b>	<b>8</b>
	K9 Unit	
	Re-Entry Program	
	Training	
<b>IV.</b>	<b>A Better Virginia Beach Tomorrow: Projects and Initiatives.....</b>	<b>12</b>
	Mental Health	
	Inmate Education	
<b>V.</b>	<b>Public Safety Through Integrity.....</b>	<b>14</b>
	Use of Force	
	Public Information	
	Human Resources	
<b>VI.</b>	<b>Public Safety Through Efficiency.....</b>	<b>17</b>
	Local Jails Cost Comparison	
	Cost Savings to City of Virginia Beach and Taxpayers	
	Video Court	
	Electronic Inmate Monitoring	
	Unified Command Restructuring	
	D.A.R.E. Elimination	
<b>VII.</b>	<b>Public Safety Through Compassion.....</b>	<b>21</b>
	New Medical Contract	
	Alternative Sentencing	
	Prison Rape Elimination Act Certification	
	Community Support and Outreach	
<b>VIII.</b>	<b>Appendices.....</b>	<b>24</b>
	Appendix A – Sheriff and Corrections Finance Report	
	Appendix B – Agency Statistics	

## Message from the Sheriff

This has been a hallmark year for the Virginia Beach Sheriff's Office. We continued our most important work: keeping the city safe, including securing away from the public some of its most dangerous criminals. We were successful in that mission while also reducing our use of force, the number of assaults on deputies and inmate-on-inmate violence.

But we didn't just lock people up and throw away the key. We helped lay the foundation for making Virginia Beach a better, safer city, including implementing reforms we think will improve our criminal justice system going forward.



*Sheriff Ken Stolle*

Those reforms include our Re-Entry Program, which provides education and resources to inmates before the completion of their sentences. The program gives them the tools, skills and motivation to be successful in society after their release and avoid re-offending.

It has been an overwhelming success, with just three out of 80 released participants recidivating this year.

We also continued the work of improving mental health services inside the jail, including contracting with a new medical care provider - NaphCare Inc. - whose contract calls for expanded mental health services and renewing our Memorandum of Understanding with the City's Department of Human Services. That MOU calls for us to continue working together to connect inmates with services, including having a plan to access counseling and medication upon their release.

Next year we will continue working to address the mental health crisis within our facility: approximately 30 percent of our inmate population suffers from a mental illness, with nearly 100 percent re-offending after their release. That cycle is costly, both to those who continue to suffer from mental illness and to taxpayers who continue to pay the bill for their incarceration. In my meetings with stakeholders in the mental health community, I've learned that one of the biggest challenges to ending that cycle is finding housing for those with mental illness so that they can leave jail and get the help they need.

That is why this year I began working with the General Assembly and mental health providers in an effort to create a transitional housing program for those with mental health issues. The goal will be to provide an alternative to incarceration for those who have committed minor, nonviolent offenses, such as petty larceny or trespassing, as a result of their illness. It also will offer an option for those who the court feels must serve time in our Correctional Center but need a place to go when their jail sentence is over. While the details are still being worked out, the goal will be for the housing to provide limited supervision and access to counselors, medication and other services until they can find employment and housing elsewhere. It also will help them to be successful in meeting the requirements of their probation.

This year we started a review of the costs of operating the Virginia Beach jail and working to secure the financial future of this office. Doing so will require sacrifice, smart choices and cooperation. We look forward to working with the City and State to accomplish this. While we are one of the most efficiently and effectively run jail in the state, corrections is an expensive business that grows more costly every year. That's why it's important that we plan today to have a viable, secure, sustainable future.

The 2014-2015 fiscal year was a challenging one for law enforcement. I have never seen so much hostility toward deputy sheriffs, police officers and law enforcement in general. Instead of being seen as heroes, this past year saw the actions of a few cast a shadow over all of us.

The only way to combat that perception is to continue to operate with integrity. I stress that value with each of our new recruits and with my deputies every day. They know what I expect: for them to live and work with honesty, to openly face and correct mistakes, and to treat inmates, the public and each other with respect.

At a time when the credibility of our government and our profession is under attack, we are committed to operating with integrity, efficiency and compassion. Together, we can set an example of what is right in government and restore people's confidence in our criminal justice system.

Thank you to the community and to our partners at the City and State level for their support. We look forward to working with you in the year to come. And thank you to all the deputies and civilians who work tirelessly to rise above the challenges, to put the public before themselves and to make this year and every year such a success.

A handwritten signature in black ink, appearing to read 'K Stolle', with a stylized, cursive script.

Sheriff Kenneth "Ken" W. Stolle  
Sheriff/High Constable



# OFFICE OF THE SHERIFF

## CITY OF VIRGINIA BEACH



### MISSION STATEMENT

The mission of the Virginia Beach Sheriff's Office is to provide for the public safety of the citizens of Virginia Beach through the efficient and professional operations of the Sheriff's Office as provided for in the Constitution and the Code of Virginia.

### ORGANIZATIONAL VALUES

Through teamwork and in partnership with the community, the shared values to which we as an organization must inspire include:

- Commitment:** We will stand firm in our commitment as the safety and security of all persons in our care and custody and those persons for whom we serve are paramount.
- Integrity:** We will earn and maintain the trust of our citizens by being personally and professionally accountable to the highest ethical and moral standards. We will conduct ourselves above reproach, mindful of the constitutional rights of all to liberty, equality, and justice, with the courage to uphold these convictions, free from prejudices and bias.
- Compassion:** We will be responsive and empathetic to the welfare of all persons and each other. We will treat everyone with dignity, respect, and understanding.
- Professionalism:** We will provide quality service through motivated, dedicated and well-trained employees. Our actions, attitudes and appearance will demonstrate self-discipline, attention to duty and service to our community.

### STATUTORY AUTHORITY

§ 15.2-1609. Sheriff.

The voters in every county and city shall elect a sheriff unless otherwise provided by general law or special act. The sheriff shall exercise all the powers conferred and perform all the duties imposed upon sheriffs by general law. He shall enforce the law or see that it is enforced in the locality from which he is elected; assist in the judicial process as provided by general law; and be charged with the custody, feeding and care of all prisoners confined in the county or city jail. He may perform such other duties, not inconsistent with his office, as may be requested of him by the governing body. The sheriff shall be elected as provided by general law for a term of four years.



## Services of the Sheriff's Office

The services provided by the Sheriff's Office are divided into two primary divisions:



OPERATIONS	SUPPORT
<b>Correctional Operations</b> Provides for the care and custody of persons admitted in the Virginia Beach Correctional Center. The functions include safety and security, providing food and medical care during incarceration and access to educational and work opportunities.	<b>Court Support/Civil Process</b> Provides security and order in the various Virginia Beach courts and processes and serves civil documents received from the courts.
<b>Central Booking (Intake/Release)</b> Processes all arrestees for all law enforcement agencies utilizing the Virginia Beach Correctional Center. This involves fingerprinting and photographing of each arrestee. This is a contract between the City and the Sheriff's Office and is 100% locally funded.	<b>Transportation</b> Provides transportation of juvenile and adult offenders to and from court as well as local and state correctional facilities
<b>Inmate Services</b> Provides additional services to inmates financed by inmate fees. These services include GED classes, substance abuse counseling and provisions of Alcoholics and Narcotics Anonymous.	<b>Training</b> Provides staff training to include initial and ongoing in-service training.
<b>Intelligence Unit</b> Investigates and prosecutes any criminal misconduct or law/rule violation committed by those persons incarcerated within the Virginia Beach Correctional Center. Also assists with other local law enforcement investigations.	<b>Drug Abuse Resistance Education (D.A.R.E.) Program</b> Provides education on drugs, gangs and other safety topics, including in schools and at community events.
<b>Special Projects</b> Provides contract and project management.	<b>Administration</b> Provides human resources and financial administration for the office as well as program development.
	<b>Information Technology (IT)</b> Provides technology-based services to the office.
	<b>Emergency Planning/Accreditation</b> Oversees Sheriff's Office emergency operations, maintains compliance with state accreditation standards, develops and implements office policies and procedures and conducts grant research.
	<b>Public Information Office (PIO)</b> Handles all requests from the public and the media.



## Sheriff Ken Stolle Biography

As one of six children in a Navy family, Sheriff Ken Stolle grew up in and out of the Hampton Roads area. In 1971, the Stolle family permanently settled in Virginia Beach, where Ken graduated from Cox High School. Ken is serving his second term as sheriff of Virginia Beach, after having been elected in 2009 and 2013. He previously served in the Virginia Senate as the Republican Leader Pro Tempore and represented the 8th Senatorial District, located in the eastern half of Virginia Beach.



*Sheriff Ken Stolle addressing the Virginia Senate Finance Committee in February 2015.*

Prior to being elected to the Senate in 1991, Ken was a partner with the Virginia Beach law firm of Bennett and Stolle, P.C. He was a sergeant in the Virginia Beach Police Department, where he served from 1976 until 1987. He also served as an intelligence officer in the United States Naval Reserve. Over the past decade, Ken has been the leading advocate for public safety at the state and local levels.

As a member of the Senate, Ken championed stricter penalties for gang activity, abolished parole and enhanced DUI penalties. As chairman of the Crime Commission, Ken sponsored new legislation to strengthen Virginia's sex offender monitoring laws. He led the charge for increased retirement benefits for state and local police officers, deputy sheriffs and firefighters and supported improvements to the Line of Duty Act in order to make certain the children and spouses of fallen or disabled public safety officers are appropriately cared for.

He carried landmark measures to support small business, protect the consumer and eliminate and cut taxes. He supported education, including by ensuring K-12 was fully funded.

The Sheriffs' Association, Fraternal Order of Police, Campus Law Enforcement Administrators, Chiefs of Police and State Police Association have recognized Ken with their highest awards.



*Sheriff Ken Stolle with his family.*

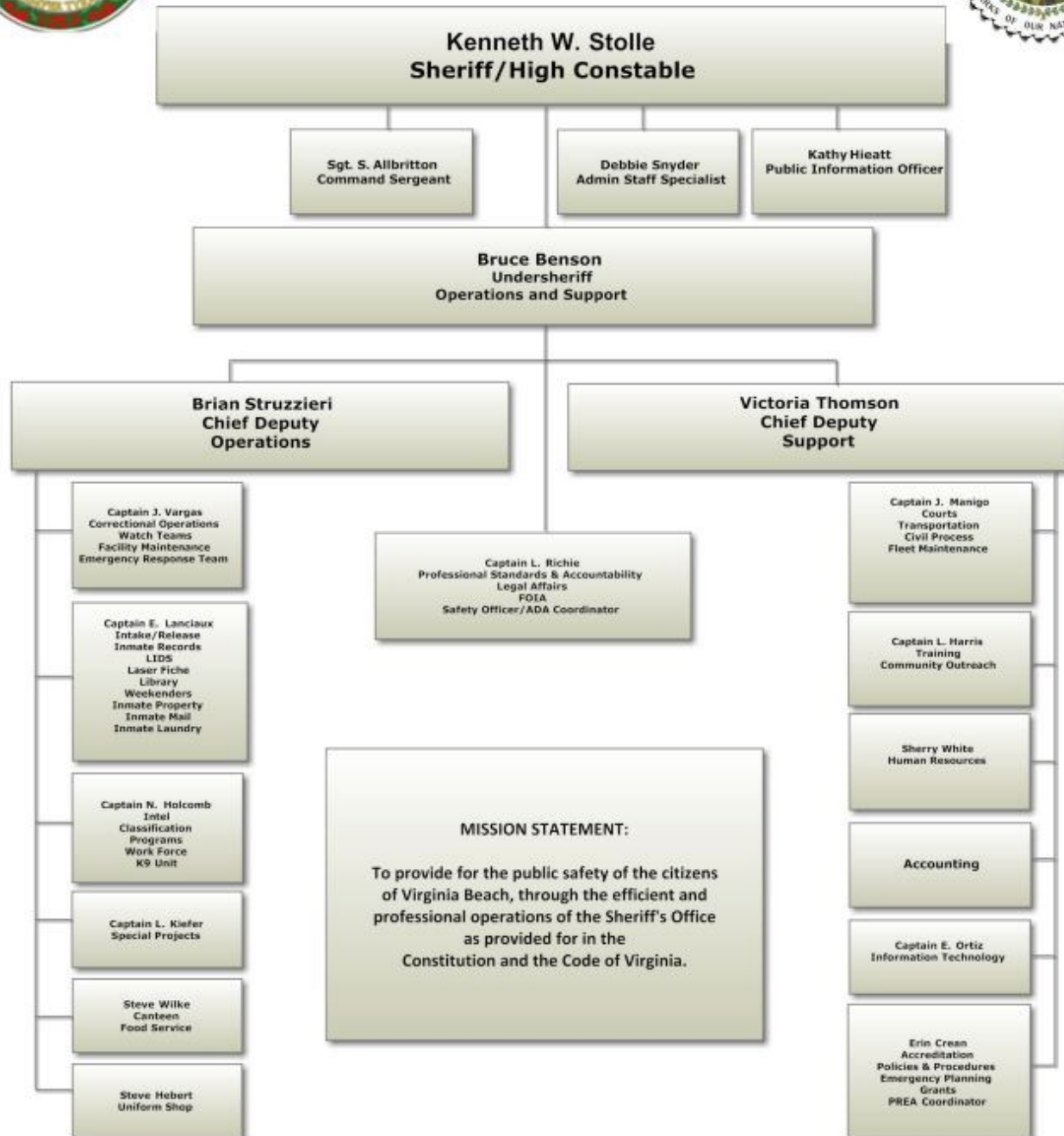
In his spare time, Ken enjoys hunting and is chairman of the Virginia Sportsmen's Foundation, a 501(c)(3) non-profit organization that offers the opportunity for Wounded Warriors and military veterans to continue their rehabilitation in the great outdoors. He and his wife Debbie have three children - Whitney, Kenny and Ross - and one grandchild, Brantley.



# OFFICE OF THE SHERIFF

CITY OF VIRGINIA BEACH

## ORGANIZATIONAL CHART





---

## ***A Safe Virginia Beach Today***

### **Fiscal Year Highlights**

---



*Deputy Michael Swenson and K9 Roxie.*

#### **K9 Unit**

The Virginia Beach Sheriff's Office formed its first ever K9 Unit this year after acquiring two canines in the 2013-2014 fiscal year. The U.S. Navy donated K9 Roxie, a Labrador-Schnauzer mix trained in explosives detection. The Sheriff's Office obtained K9 Candy, a German Shepherd, through a grant, and during the past year trained her in narcotics detection in conjunction



*Deputy Jeffrey Lam and K9 Candy.*

with the Norfolk Police Department. Both were fully trained and deployed by the beginning of 2015.

The K9 Unit has been a tremendous success so far. In its first six months of operation, the unit helped make Virginia Beach and the region safer, including through joint operations with the Virginia Beach Police Department.

This year, K9 Candy with her handler Deputy Jeffrey Lam:

- Screened **59 vehicles** for U.S Customs and Border Protection.
- Conducted **122 courier lineups**.
- Seized **eight parcels** totaling **59.2 pounds of illicit narcotics** valued at **\$276,940**.
- Conducted **six container screenings** for the U.S. Coast Guard.
- Screened the Correctional Center and Inmate Workforce compound **96 times**.
- Performed several demonstrations for schools and law enforcement academies.

In the same time frame, K9 Roxie with her handler Deputy Michael Swenson performed **175 operational searches**, including screening the:

- Exterior and entrances of the Courthouse and the judges' parking lots
- Commonwealth Attorney's Office and parking lots
- Virginia Beach Sheriff's Office compound, Visitation and parking lots
- Virginia Beach Sheriff's Office Workforce compound and vehicles
- Virginia Beach Sheriff's Office transport units

## Re-Entry Program

Keeping the community safe involves more than just locking up offenders. Eventually, inmates will be released back into society, and without the knowledge, skills and resources to make better decisions going forward, they're at risk to repeat the cycle of crime that landed them in jail to begin with. That recidivism threatens public safety, comes at a high cost for taxpayers and undermines the well being of the community as a whole.



*A Re-Entry Program inmate gets her DMV I.D. card.*

In an effort to proactively address the issue of recidivism, the Virginia Beach Sheriff's Office this year established a Re-Entry Program to provide offenders with the basic, important knowledge and skills needed to successfully integrate back into the community when they're released from the Correctional Center. The program was created with existing Sheriff's Office staffing and funding without requiring any additional money from the City or State. It was accomplished with the help of local organizations and volunteers.

The program fosters positive individual change by guiding offenders to clarify their core values, accept and understand the consequences of personal decision-making, and use cues and strategies to inform personal choices and solve problems. It also connects offenders with key resources - such as identification cards issued by the Department of Motor Vehicles - to overcome the obstacles that may have contributed to their past criminal activity.

The core of the program consists of male inmates assigned to cell block A2G and female inmates assigned to the Substance Abuse Program in cell block B3C. The females participate in the Re-Entry Program through a partnership with Jail Educational Services (JES).

Topics of discussion and education include:

- Personal Development
- Problem Solving and Decision-Making
- Anger Management
- Values Clarification, Goal Setting and Achieving Goals
- Effective Communication
- Family Dynamics
- Employment Skills
- Job Placement

## Re-Entry Program (continued)

- Money Management Skills
- Re-Entry Support Resources
- Community Resources

The program so far has been successful, with only three inmates who completed the curriculum returning to the facility. However, the Sheriff's Office does not have a system in place for tracking whether any of the participants have been arrested in other jurisdictions.

The released inmates, who are referred to as returning citizens, have followed up with some of the institutions who provided volunteers for the Re-Entry Program. These groups said that many of these returning citizens have gone on to be successful in the community, including obtaining assistance with job placement via Opportunity Inc., re-entry services via Step-Up Inc., and financial advice and planning via Wells Fargo and the state Division of Child Support Enforcement.

The returning citizens also have provided positive feedback on the program, including sharing that many have been successful in gaining employment and in staying in contact with each other for support post-release. Some have even helped each other find work.

Below are statistics related to the Re-Entry Program this past year:

Interviews Conducted	67
Services Provided	2,218
Telephone Interviews Scheduled	59
Telephone Interviews Completed	44
Correspondences Received	567
Correspondence Services Provided	372
Inmates Housed in the Re-Entry Block	157
Inmates on the Re-Entry Program Waiting List	62
Females Completed Substance Abuse Program	8
Inmates Permanently Released	77
Re-Entry Program Recidivism	3
State I.D. cards issued	68

## Training

Keeping the community safe also involves having a highly trained workforce. The Training Division is responsible for all initial and ongoing training of the Sheriff's Office's sworn and civilian staff. That training is vital to cultivating the professional, committed, honest, compassionate and skilled workforce the Sheriff's Office's work demands.

The Training Division meets all the state-mandated requirements of the Department of Criminal Justice Services. This year, the division graduated **three academies totaling 30 new deputies** who successfully completed the rigorous **16-week curriculum**. It also completed **5,144 hours of classroom instruction** and for the first time participated in the "Option 6" Academy in conjunction with the Virginia Beach Police Department.

The "Option 6" Academy provided **eight deputies** with an additional **15 weeks of training** between August and December 2014. The goal was to enhance their skills as law enforcement officers and make them more effective in the community. All eight participants successfully completed the training and went on to pass the required state comprehensive exam to become street-certified. The next phase is the completion of 100 hours of additional field training, which will be completed during the upcoming fiscal year.

Also this year, several members of the Training Division's Honor Guard participated in the National Guard Honor Guard Boot Camp Academy. The training at the Virginia Beach Fire Training Center in May worked to improve their skills in their important role representing the Sheriff's Office at events at the state, local and national level. Their duties include the presentation of colors.

Deputies volunteer for the Honor Guard, and only those who are highly motivated, maintain exceptionally high standards of personal and uniform appearance and conduct, and show aptitude for ceremonial duty are considered. They train regularly to maintain their skill levels in addition to the boot camp training this year. Most Honor Guard events are prescheduled, but many come with short notice. In some cases, they honor a close friend and/or someone who is deceased. Regardless, these deputies demonstrate a superlative professionalism with an abundance of personal dedication.

In the past year, the Training Division also managed the Drug Abuse Resistance Education (D.A.R.E.) Program for local schools. The program provided education on drugs, gangs and the potential dangers related to encountering strangers to **7,000 students** in **77 public and parochial schools**.



*VBSO Honor Guard*

---

## ***A Better Virginia Beach Tomorrow***

### **Projects and Initiatives**

---

## **Mental Health**

Mental health will continue to be at the forefront of the Virginia Beach Sheriff's Office's priorities next year. Nearly 30 percent of inmates suffer from a mental illness. Although most would be better served by treatment outside the Correctional Center, limited state and local resources make accomplishing that ideal difficult.

In the meantime, the Sheriff's Office has been working hard to improve mental health treatment within the jail. Past efforts include closing the medical isolation unit, establishing a specialized housing pod for inmates with mental illnesses and creating the "pink and blue rooms" for direct observation of suicidal female and male inmates, respectively.

This year, the Correctional Center hired a new medical provider, NaphCare Inc., whose contract requires expanded mental health services. NaphCare took over inmate care May 1.

The Sheriff's Office also renewed its Memorandum of Understanding with the City's Department of Human Services. That MOU calls for continued collaboration to connect inmates with help provided by the Community Services Board and to train Sheriff's Office staff on the best ways to work with and help mentally ill inmates. The CSB's services include screening inmates, providing case management for those with the most serious illnesses and creating discharge plans to ensure mental health inmates have continued access to assistance, including counseling and medication, after their release.

This year, the jail staff:

- Wrote approximately **14,775 prescriptions for psychotropic medications** for approximately **5,913 inmates** suffering from mental and physical health issues.
- Conducted **728 evaluations of potentially suicidal inmates**.
- Facilitated **47 admissions to state hospitals** for mental health treatment.
- Maintained a high **96 percent compliance rate for medication** among mental health inmates.

Recidivism remains a major problem among inmates with mental health issues. The average recidivism rate for that population is almost **100 percent**, including:

- **79 percent** for those with bipolar disorder
- **91 percent** for those with depression
- **81 percent** for those with schizophrenia



## **Mental Health (continued)**

That cycle undermines public safety and addressing it is key to making Virginia Beach a better, safer city moving forward.

Housing remains one of the biggest impediments to correcting that troubling cycle. When someone leaves the Correctional Center and has no place to live, no way to get to counseling appointments and no way to refill their prescriptions, they re-offend and end up back in the jail.

To combat that problem, the Virginia Beach Sheriff's Office has begun working to establish a transitional housing program for people with mental health issues. The housing would provide an alternative to incarceration for individuals who have committed minor, nonviolent offenses because of their illness. It also would offer a place for mental health inmates to go when they're released until they can find stable employment and housing elsewhere. The goal would be for the Sheriff's Office to provide limited supervision and for the program to work in conjunction with the Community Services Board and other organizations.

## **Inmate Education**

Educating the inmate population is another key component of reducing recidivism and making the city a better, safer place in the future. To that end, the Special Projects Office of the Sheriff's Office this year renewed its Memorandum of Understanding with Virginia Beach City Public Schools. Through the five-year MOU, which begins next year, the school system will continue to assist inmates with obtaining their GED (General Equivalency Diploma). The ultimate goal is to reduce their chances of reoffending after their release by improving their employment prospects. Many employers require at least a GED to apply. The Sheriff's Office provides financial support of the program, including for a portion of the costs of basic expenses and GED testing.

---

## ***Public Safety through*** **INTEGRITY**

---

### **Use of Force**

Use of force by law enforcement has been a controversial and divisive topic this past year. The Virginia Beach Sheriff's Office takes the use of force by a deputy sheriff seriously and carefully scrutinizes every incident to ensure policies were followed and the force was necessary and not excessive. This is integral to maintaining integrity as a law enforcement organization.

While the number of use of force incidents involving sheriff's deputies has remained about the same over the past few years, the severity of those incidents has decreased. The improvement was accomplished through training, updated policies and a gradual shift in culture. For example, this year the Sheriff's Office began filming all planned uses of force, such as cell extractions, to ensure the highest level of accountability. As a result, the Correctional Center has become a safer place to live and work.

The Sheriff's Office also has been working to change the way it approaches incidents where force may be necessary. The office will be updating its use of force policy in the upcoming year to reflect those changes and to take into consideration a shift in the way the judicial system views use of force by law enforcement.

### **Public Information**

The Sheriff's Office believes that openness is vital to its integrity. While there are policies and procedures in place to facilitate providing information to the public and the media, the office plans to improve those efforts in the upcoming fiscal year while continuing its existing culture of openness.

Next year the Sheriff's Office plans to hire a new public information officer to oversee both internal and external communications. The goal will be to provide better, faster, more complete information to appointees and to the public, including about day-to-day operations, incidents, initiatives and community efforts. Part of that job will include launching a new Sheriff's Office website that will be more up-to-date and make it easier to find important information. The office also plans to improve and increase its social media presence in recognition of the importance that medium plays in communicating with the public.

## Human Resources

The Human Resources Division supports the integrity of the Sheriff's Office by managing personnel records, recruiting and hiring the best possible sworn and civilian staff. It also administers benefits and ensures compliance with local, state and federal employment laws.

A career in law enforcement has historically offered good, stable employment. But for the past two years the Sheriff's Office has experienced an increased level of turnover with sworn staff. To further complicate the problem, recruitment of new deputies has become increasingly



*HR Director Sherry White*

difficult. The **turnover rate has averaged 10.5 percent** for the past two years. In FY15, the Sheriff's Office had **435 budgeted, sworn, full-time positions** and experienced **44 separations of employment**. Twenty-seven of those deputies who voluntarily left had served 10 years or less. As of the end of the fiscal year, the Sheriff's Office had **23 deputies who were eligible to retire** with state law enforcement benefits, meaning they were at least 50 years old and had served more than 20 years. This year also saw **16 sworn deputy retirements**. The exodus of experienced personnel creates a skill gap for this line of work.

The most common reasons deputies cited for leaving the Sheriff's Office were the salary and lack of career-growth opportunities. Horizontal compression issues in the absence of merit raises have contributed to those problems. For example, a newly hired deputy earns the same salary as deputies who have been with the Sheriff's Office for years. The pay inequities due to compression motivate sworn staff to look outside the Sheriff's Office for career growth and compensation opportunities. Because of this, the office is losing experienced sworn staff to other organizations who offer higher compensation or a more appealing work environment. The Sheriff and Command Staff will be working with the Virginia Beach City Council to remedy the horizontal compression issue in the upcoming fiscal year.

In FY15, the Sheriff's Office successfully lobbied the Virginia Beach City Council to **increase from 65 to 70 the mandatory retirement age** for sworn appointees.

Mandatory retirements created shortages of skilled and experienced workers in the jail. The forced retirement of older workers whose ability to still perform the essential functions of the job suggested this was also unfair. The City Council agreed to increase the mandatory retirement age for deputies by amending Section 2-81 of the Code of the City of Virginia Beach. As a result, the Sheriff's Office recently re-employed an experienced former deputy who had been forced to retire.

## Human Resources (continued)

The Virginia Beach Sheriff's Office has been certified as a qualifying agency for GI benefits since 2004. To date, **40 deputies have received GI benefits** during their On the Job Training Phase. The Sheriff's Office believes that veterans have the characteristics and skill sets to excel in this line of work. To further establish a commitment to veterans, the Sheriff's Office submitted a hiring plan to the V3 (Virginia Values Veterans) Program. In FY15, the Sheriff's Office met its goal of hiring **five veterans** and began the process of completing the training requirements to become V3 certified.

The Sheriff's Office is experiencing some difficulty attracting and retaining a sufficient number of sworn personnel. The goal of Human Resources for FY16 will be to continue the development of the department's workforce for the future. The upcoming year will include revamping Human Resources' recruitment and retention program strategies, a Recruitment Team and filming a recruitment video. These efforts support the Sheriff's Office's strategy for hiring, transferring and promoting staff with the goal of improving overall job satisfaction and retention.

---

## ***Public Safety through EFFICIENCY***

---

### **Local Jails Cost Comparison**

<b>City</b>	<b>Corrections cost per capita in 2014</b>
Virginia Beach	\$83.55
Hampton	\$86.97
Newport News	\$87.95
Norfolk	n/a (\$137.13 in 2013)
Portsmouth	\$136.70
Chesapeake	\$144.55

\*Suffolk is excluded because it does not have its own jail

### **Cost Savings to the City of Virginia Beach and Taxpayers**

The Sheriff's Office is always looking for ways to save taxpayers money and generate revenue to offset the cost of corrections. Those efforts include the Inmate Canteen, through which inmates may purchase clothing, hygiene items, snacks and other goods. The Sheriff's Office also offers CareMart, which allows inmates' friends and families to purchase meals, care packages and other items for their loved ones online. Per state code, revenue from Canteen sales must go toward programs to benefit the inmates, whereas revenue from CareMart sales may be used for operational costs. Gross sales for the 2014-2015 fiscal year totaled **\$768,765 for the Canteen** and **\$1.4 million for CareMart**. Efforts to boost revenue this year included adding Krispy Kreme doughnuts to the menu.

The Sheriff's Office also generates revenue by selling advertisements for the Inmate Rulebook and the television screens displayed in the Courthouse and the Correctional Center's Intake Lobby. **Ad sales totaled \$137,219** this fiscal year.

In addition, the Sheriff's Office saves taxpayers money by utilizing inmates to work in the community and in the Correctional Center. In addition to the cost savings they provide, the Inmate Trustee and Workforce programs also allow inmates to use their time in a productive way and teaches them valuable career skills they can use when they complete their sentences.



## Cost Savings to the City of Virginia Beach and Taxpayers (continued)

In the 2014-2015 fiscal year, **97 inmates** participated in the Trustee Program, providing cleaning and maintenance services throughout the Correctional Center, preparing and serving meals for their fellow inmates, doing laundry and helping with other tasks. They volunteered a total of **289,440 hours** at a **savings of \$3.3 million**.



*A VBSO trustee prepares lunch for his fellow inmates.*

The Inmate Workforce Program takes approximately **30 inmates** out into the community to work. They have to meet certain criteria to qualify to ensure the safety of both the inmates and the public. At little to no cost to taxpayers, these inmates assist with landscaping and maintenance of City property, remove graffiti, shovel snow, pick up litter and set up tents for charitable events, such as the Pungo Strawberry Festival. They also work the Sheriff's Office farm and garden, which provide fresh fruits and vegetables for inmates and offset the cost of purchasing their meals. Any surplus produce is donated to local charities, such as the Judeo-Christian Outreach Center for its daily meals for the homeless.



*The Inmate Workforce landscaping a City road median with supervision by a Virginia Beach Sheriff's deputy.*

This year, the Sheriff's Workforce had **13 contracts** with the City for roadside landscaping, event cleanup and other work. These contracts come at a large savings to the City compared with the cost of hiring a private contractor. Because the Workforce inmates are volunteers, the revenue to the Sheriff's Office goes toward offsetting the cost of running the Correctional Center, which in return saves the City money. The

deputies who run the Workforce are paid by the Sheriff's Office. This year, those contracts generated **\$772,997**, which was applied to the City's obligated share of Correctional Center expenses.

In total this fiscal year, the Inmate Workforce **volunteered 41,980 hours** at a **savings of \$474,371**.

In exchange for their services, inmates who volunteer for the Trustee or Workforce programs receive credit toward their sentences and additional food and visitation.

## Video Court

This fiscal year, the Sheriff's Office's Court Division entered into a Memorandum of Understanding with the Supreme Court of Virginia to expand its use of technology to allow inmates to make court appearances nationwide by video. While the Sheriff's Office already conducted Virginia Beach General District Court arraignments by video, this MOU provided for additional infrastructure to allow inmates to appear electronically for other court hearings in



*A video terminal for inmate court appearances.*

jurisdictions throughout Virginia and the United States. They can also use the system to testify when they are a witness in a case. The system will reduce the number of inmate transports the Sheriff's Office and other law enforcement agencies have to conduct each year. Doing so will save time and money and reduce the risks associated with transporting offenders. This fiscal year, the Virginia Beach Sheriff's Office transported **4,249 inmates**, including to and from other jurisdictions, the Department of Corrections and medical appointments.

## Electronic Inmate Monitoring

In an effort to better and more efficiently track inmate whereabouts within the Correctional Center, the Sheriff's Office has begun researching electronic tracking systems. The systems use radio-frequency identification (RFID) technology to scan a barcode or electronic chip placed on or in inmates' identification cards. The cards are then scanned when they change locations, for example, while visiting Medical or moving housing assignments. The Sheriff's Office hopes to implement the system sometime in the future. It would replace a manual system of tracking inmate whereabouts.

## Unified Command Restructuring

In an effort to run a more efficient department, the Sheriff's Office plans to restructure in the upcoming fiscal year. The restructuring will combine the Corrections and Intake & Release divisions into one entity: the VBSO Operations Division. The change will maintain the existing team structure and coincide with additional training for deputies, as needed. The goal will be to streamline operations and to have a more diverse pool of deputies and supervisors capable of performing the duties of both divisions. It also will provide more diverse work opportunities for deputies and result in a better work product.

## **D.A.R.E. Elimination**

The Sheriff's Office will be eliminating the Drug Abuse Resistance Education program - better known as D.A.R.E. - beginning with the 2015-2016 school year. This was a difficult decision to make, but one that was necessary to reconcile the department's public safety priorities with its budget realities. Since 2011, the cost of teaching D.A.R.E. in the City's **77 parochial and public schools** has risen by **15 percent** to **\$767,486**, including providing **11 full-time deputies** to teach the **16-week curriculum**. Meanwhile, the cost of running the Correctional Center has increased each year, including to cover rising inmate medical costs, and State and Federal funding has declined. That left the Sheriff's Office with a **\$4.5 million budget shortfall** and a depleted Reserve Fund going into the 2015-2016 fiscal year. While the City Council was able to help close that gap, it agreed that cutting the D.A.R.E. program was necessary to make up some of that funding, to replenish the Sheriff's Office Reserve Fund and to ensure sufficient staffing in the jail.

The Sheriff's Office plans to continue being involved in schools and in the community, including through regular volunteer events.

---

## *Public Safety through* **COMPASSION**

---

### **New Medical Contract**

The Virginia Beach Sheriff's Office made strides this year toward improving the medical care available to inmates. From three bidders, the department's Review and Selection Committee assisted with vetting and selecting a new healthcare provider, NaphCare Inc., which took over Correctional Center medical care on May 1. The project was a two-year endeavor for the committee, which was



*A NaphCare nurse prepares to visit an inmate block in the Correctional Center.*

dedicated to procuring a superior level of care and the best value to taxpayers. They served on the committee in addition to their normal duties.

NaphCare's contract calls for expanded medical services and better-trained staff, including a 24-hour registered nurse with triage experience, a medication technician and a part-time gynecologist. Under the new contract, inmates will be able to have online doctor visits. It also ensures expedient delivery of inmate medications while encouraging NaphCare to save on pharmaceutical costs, including by buying in bulk and seeking generic brands, when possible. Other expected improvements include:

- Fewer and more efficient Med Passes per shift.
- Less inmate movement to and from the Correctional Center's Medical Unit through enhanced examinations and up-front care during the inmate admission process.
- Fully functional and high quality online medical and psychological care (telemedicine).
- Increased levels of psychological providers on site and on call.

During the 2014-2015 fiscal year, the Medical Division of the Sheriff's Office in conjunction with its medical contractor treated an average of **1,117 sick call inmates** each month, totaling more than **13,000 inmates** for the fiscal year. During that time, approximately **940 prescriptions for narcotic medications** were written for

## **New Medical Contract (continued)**

approximately **600 inmates** for physical health issues. About **1,088 inmates** required special housing and care for detoxification from drugs or alcohol.

## **Alternative Sentencing**

The Sheriff's Office next year plans to re-implement a version of the Electronic Home Monitoring and Work Release programs that were cut for financial reasons in 2010. At the time, the programs cost a combined \$120,000 a year, including for the expense of monitoring offenders' GPS-enabled bracelets . That covered participation for just 20 inmates in 2009. The new program will reduce those expenses by using new, more cost-effective GPS technology to monitor participants' whereabouts and compliance with the terms of the programs. The programs will provide additional tools for Virginia Beach's judges to use when deciding the most appropriate sentence for an offender and will give participants a chance to serve their time while maintaining employment and contributing to their families at home. It also will reduce the jail population and the cost to taxpayers of incarcerating those individuals while helping relieve manpower shortages within the Correctional Center.

## **Prison Rape Elimination Act Certification**

Congress passed the Prison Rape Elimination Act (PREA) in 2003 with unanimous support from both political parties. The purpose of the act was to "provide for the analysis of the incidence and effects of prison rape in Federal, State, and local institutions and to provide information, resources, recommendations and funding to protect individuals from prison rape." The act also created the National Prison Rape Elimination Commission and charged it with developing draft standards for the elimination of prison rape. Those standards were published in June 2009 and turned over to the Department of Justice for review and passage as a final rule. That final rule became effective August 20, 2012.

The Virginia Beach Sheriff's Office has always worked to ensure the safety of its inmates, including from sexual assault and harassment. To further that mission, it has begun working to ensure full compliance with the PREA standards. It is the department's goal to be audited and fully certified as PREA compliant in 2016.



## Community Support and Outreach

Community support and outreach continued to be a central part of the Virginia Beach Sheriff's Office in 2014-2015. Volunteerism is at the core of the department's culture, with deputies and civilians giving their time to support the Special Olympics Virginia, Pungo Strawberry Festival, Law Enforcement United, Foodbank of Southeastern Virginia and the Eastern Shore, United Way, Salvation Army and Out of the Darkness Community Walk. They also volunteered in schools, at local races, to help the homeless and for local holiday charities. In addition, volunteer chaplains gave their time each week to lead Bible studies and minister to inmates of all faiths. The Sheriff's Office logged **377,549 volunteer hours** this year with help from **9,123 volunteers**, including inmates giving their time for the Workforce and Trustee programs.



*A volunteer chaplain leads Bible study for the inmates.*

The Virginia Beach Sheriff's Office also has a Community Outreach Program which focuses on safety initiatives for seniors. The coordinator of this program maintains a membership with S.A.L.T. (Seniors and Law Enforcement Working Together). S.A.L.T.'s mission is to keep senior citizens informed of the new and ever-changing tactics criminals are using to harm and/or swindle them. Additionally, S.A.L.T. offers suggestions to seniors on how to defend themselves against such tactics and motivates them to take action to reduce their risk of becoming a victim of crime.



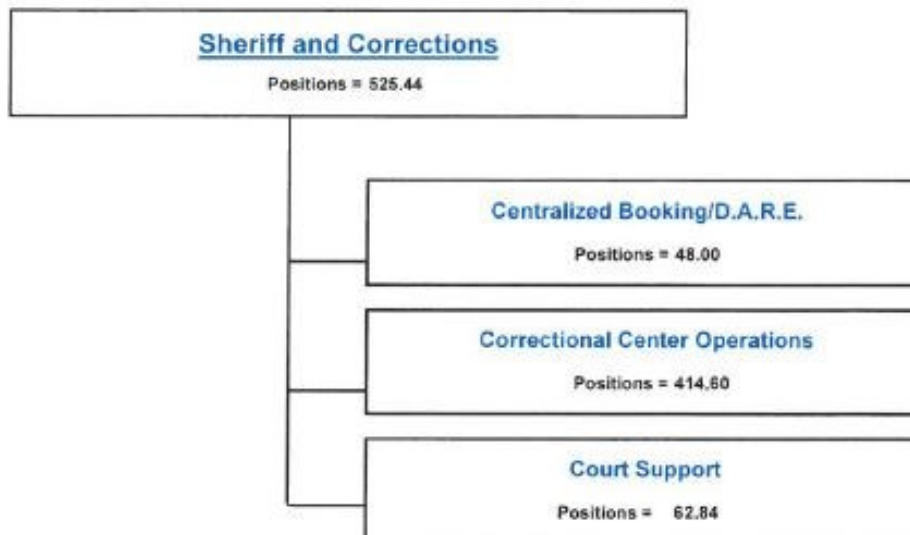
*The Virginia Beach Sheriff's Office 2015 Polar Plunge team for Special Olympics Virginia.*

## **APPENDIX A**

### **Sheriff and Corrections Finance Report**

Compiled by City of Virginia Beach Management Services and the City of Virginia Beach Office of the Sheriff

City of Virginia Beach  
Fiscal Year 2015 Department Organizational Chart



## Sheriff and Corrections

The mission of the Sheriff's Department is assuming responsibility for the care and custody of persons placed in the Virginia Beach Correctional Center by the Courts. This includes the initial booking of the individual, providing food and medical care during their incarceration, and access to educational and work opportunities. This Department is also responsible for courtroom security and serving civil documents. In addition, the Department also works with elementary School children to teach them how to avoid many of the problems associated with drug use. The Department is dedicated to the efficient and effective provision of Sheriff's services to our community. The commitment of the Department focuses on competent, expeditious, and courteous services that enhance citizen safety while providing value for their tax dollar. For example, the Sheriff's Work Force saves the citizens thousands of dollars each year by providing services that would otherwise have been paid for through tax revenues.

Objective/Performance Measure	Unit	Annual Target	Actual 2012	Actual 2013	Est. 2014	Proj. FY 2015
<b>Community</b>						
<b>Maintain professional and adequately trained workforce</b>						
Mandated training hours completed at LETA	#	4,500.0	4,750.0	4,800.0	4,500.0	4,500.0
New applicants tested by Human Resources	#	200.0	275.0	265.0	200.0	200.0
Number of Inmate programs handled through Accounting	#	1.0	4.0	4.0	4.0	4.0
<b>Customer</b>						
<b>Enhance Inmate services while reducing operational cost</b>						
Gross Inmate Purchase/Sales	\$	650,000	1,064,465	1,077,310	750,000	750,000
Projected Inmate Telephone Fees Collected	\$	550,000	566,402	761,626	650,000	650,000
<b>Maintain Incarceration Facilities to House Inmates</b>						
Cost per Inmate per Day	\$	69	69	74	70	72
Inmate Population	#	1,450.0	1,465.0	1,437.0	1,450.0	1,450.0
Inmates over State Department of Corrections Certified Capacity	#	591.0	606.0	543.0	591.0	591.0
Number of Arrestees Processed	#	35,000.0	33,621.0	34,040.0	35,000.0	35,000.0
<b>Safety/Security for Judiciary and Public</b>						
Courtrooms served	#	23.0	23.0	23.0	23.0	23.0
<b>Serve Legal Documents</b>						
Court Papers Served	#	125,000.0	163,736.0	165,400.0	155,000.0	155,000.0
<b>Services to Community through Inmate Labor</b>						
Hours of Inmate Labor Utilized	#	928,427.0	943,160.0	948,320.0	1,000,000.0	1,000,000.0
<b>Learning &amp; Growth</b>						
<b>Teach D.A.R.E. to Elementary Students in VBCPS</b>						
Number of Schools Served by DARE	#	64.0	64.0	64.0	64.0	64.0

## Sheriff and Corrections

### Major Changes

In total, the department of Sheriff and Corrections FY 2014-15 Operating Budget is \$39,880,613. Overall, this is an increase of \$136,570 when compared to the FY 2013-14 Operating Budget.

### Departmental Overview

The Sheriff's department is funded through a combination of state, local, and federal revenues. State and federal revenues are tied to the number of inmates. Local funds are currently provided for Central Booking, the Drug Abuse and Resistance Education (D.A.R.E.) program, inmate medical, food contracts, Deputy Sheriff's salary supplements, and overall jail support. The services provided by the department of Sheriff and Corrections are divided into two primary divisions:

The Community Services Division includes:

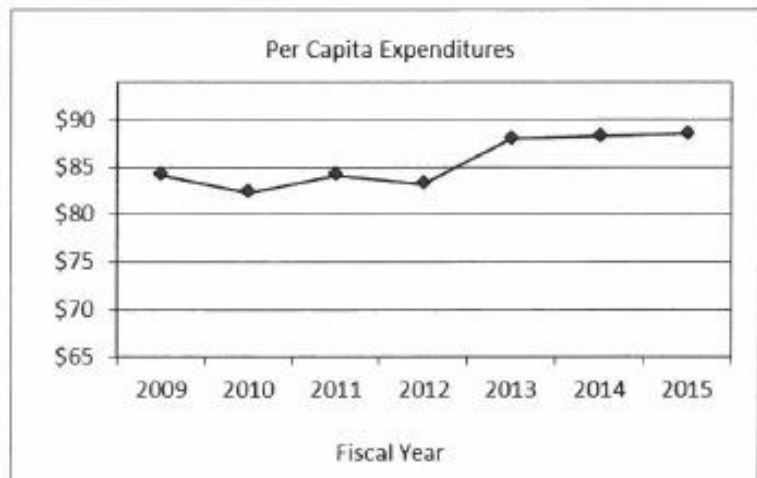
- **Administration** - Provides personnel, training, and financial administration for the department as well as program development.
- **Court Support** - Provides security and order in the various Virginia Beach courts, and processes and serves civil documents.
- **Work Force Services** - Utilizes inmate labor to provide various services to the community at little cost, while providing inmates with the opportunity for skill and self-development.
- **D.A.R.E. Program** - Provides drug education, stranger danger, and gun safety instruction by deputies to students.

The Correctional Services Division includes:

- **Correctional Operations** - Provides for the care and custody of persons placed in the Virginia Beach Correctional Center. The functions include safety and security, providing food and medical care during incarceration, and access to educational and work opportunities.
- **Central Booking** - Processes all arrestees for all law enforcement agencies utilizing the Virginia Beach Correctional Center. This involves fingerprinting and photographing of each arrestee. This is a contract between the city and department and is 100% locally funded.
- **Inmate Services** - Provides additional services to inmates financed by inmate fees. These services include GED classes, substance abuse counseling, and provision of Alcoholics and Narcotics Anonymous.

### Trends and Issues

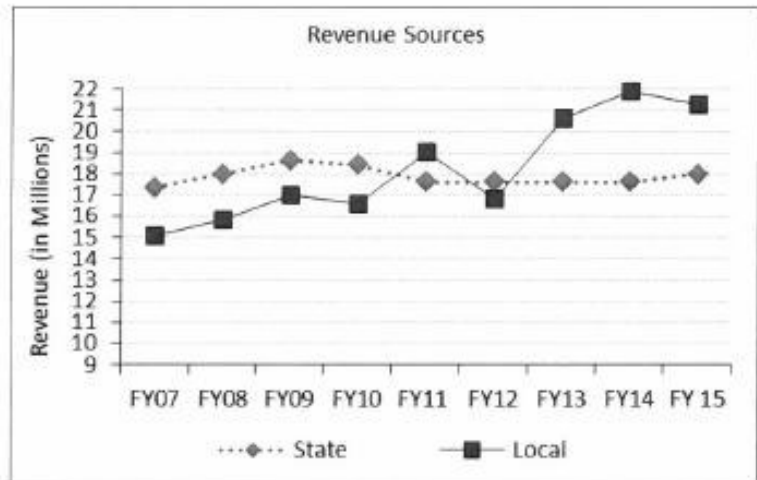
- When reviewing the historical per capita expenditures of the Sheriff's department, it would appear that the department has not been affected much by the downturn in the economy; however, the Sheriff's department operates through special revenue funds and has been afforded the unique opportunity to use departmental fund balance to soften reductions from both the city and state. Although not a long term sustainable budgeting solution to shrinking revenues, the use of fund balance has allowed the Sheriff's department to maintain services. In FY 2012-13, department expenditures increased primarily due to increases in Virginia Retirement System, life insurance, and health insurance cost. The city absorbed the full cost of these increases and increased the transfer from the General Fund to the Sheriff's Special Revenue Fund by \$1.5 million in FY 2012-13. In FY 2013-14, the Sheriff's overall expenditures decreased as a result of reductions made to operating accounts. These reductions are associated with an overall reduction in federal revenue. The previous year the Sheriff's Office estimated a high level of federal revenue in





anticipation of federal inmates and in doing so increased their expenditures associated with the care of these inmates. The Sheriff's Office did not gain the level of federal inmates anticipated and as a result the expenses of caring for these inmates were reduced.

- In recent years, State revenue supporting Sheriff operations has declined. State revenue supports just under 45% of the office's budget. In FY 2014-15, the Sheriff's Office increased State revenue by \$404,975 when compared to FY 2013-14. This increase is partly attributable to the Sheriff's Office housing a higher number of State inmates. The number of State inmates housed by the Sheriff's Office is increasing. State reimbursement for these inmates is higher than the reimbursement for local inmates resulting in additional revenue. Proposed within the FY 2014-15 State budget is a 2% compensation increase specifically for entry level deputy positions. Due to the uncertainty of the State Budget at this time, these revenues were not estimated nor was a compensation increase provided to entry level deputies as a result of the proposed state budget. The City will continue to monitor the State budget and if approved the City will estimate the revenue and implement the policies required by the State General Assembly.



- Local revenue includes city supplements to entry level Sheriff Deputy salaries at two pay ranges below an entry level Police Officer, as well as providing funding for medical and food to inmates. The city also contracts with the Sheriff's department to operate the D.A.R.E. program, Central Booking Program and various inmate services for mowing and maintenance. Local revenue is 53% of the total revenue in FY 2014-15 for the Office (including fund balance usage). The Sheriff's Office collects over \$5 million in local revenue for fees generated through programs such as work force services, inmate telephone fees, court security, Caremart/Fresh Favorites (\$949,000) and Inmate Canteen Fund (\$349,000).
- The Sheriff's Office FY 2014-15 Operating budget includes the use of \$575,000 in fund balance. Without the use of fund balance to support operations, the Sheriff's Office would be required to make substantial cuts in services that would likely reduce personnel. Using the City of Virginia Beach FY 2012-13 Comprehensive Annual Financial Report (CAFR) and taking into account the planned use of Sheriff Office Fund balance, the Sheriff's Office is anticipated to have a remaining balance of \$331,750.
- As a part of the FY 2013-14 state budget, the state provided additional funding for the Master Deputy Program and Sheriff Career Development Program. Enrollment of additional employees into this program was restricted by the 2010 General Assembly. Deputies not funded in the program prior to January 1, 2010 were no longer recognized by the State for participation. State reimbursement for the Sheriff and other eligible positions is reflected in the Sheriff's Office FY 2014-15 budgeted salaries.
- Included in the proposed CIP is a project to replace/upgrade the Sheriff's Office Master Control Center. On-going operating cost will be associated with the software and hardware purchased through this project; however, the exact amount is not known at this time. The project is schedule to be completed June 2017. If the project remains on schedule, the operating cost associated with the new system will need to be included in the Sheriff's Office FY 2017-18 operating budget.



### Sheriff and Corrections - Departmental Resource Summary

	FY 2013 Actual	FY 2014 Adjusted	FY 2015 Adopted	Variance from FY 2014
<b><u>Program Summary</u></b>				
<b><u>149 Sheriff's Department Special Revenue Fund</u></b>				
<b><u>Expenditures</u></b>				
Sheriff's Office	1,894,401	2,133,997	2,200,522	66,525
Court Support Services	3,250,000	3,289,356	3,444,565	155,209
Correctional Operations	28,594,717	29,028,550	29,005,562	(22,988)
Sheriff's Care Mart	0	0	446,010	446,010
Centralized Booking	1,782,233	2,112,270	2,103,193	(9,077)
D.A.R.E. - Sheriff	673,317	757,244	767,061	9,817
Sheriff's Workforce	944,833	944,943	853,100	(91,843)
Inmate Services	0	25,500	28,026	2,526
Inmate Services	1,317,921	1,275,994	855,693	(420,301)
Law Enforcement Training	120,869	151,638	152,330	692
Transfer to Other Funds	24,551	24,551	24,551	0
Total Expenditures	38,602,843	39,744,043	39,880,613	136,570
<b><u>Revenues</u></b>				
Fees	4,658,463	4,919,758	5,098,588	178,830
State	17,280,263	17,605,275	18,010,250	404,975
Federal	395,071	229,950	602,250	372,300
Transfers	14,896,783	15,674,070	15,594,525	(79,545)
Fund Balance	0	1,314,990	575,000	(739,990)
Total Revenues	37,230,580	39,744,043	39,880,613	136,570
General City Support	1,372,262	0	0	0
<b><u>183 Grants Consolidated Fund</u></b>				
<b><u>Expenditures</u></b>				
Sheriff - Grants	316,310	0	0	0
Total Expenditures	316,310	0	0	0
<b><u>Revenues</u></b>				
Federal	290,657	0	0	0
Total Revenues	290,657	0	0	0
General City Support	25,653	0	0	0
Total Department Expenditure	38,919,153	39,744,043	39,880,613	136,570
Total Department Revenue	37,521,237	39,744,043	39,880,613	136,570
Total General City Support	1,397,916	0	0	0

### **Position Summary by Program**

#### **149 Sheriff's Department Special Revenue Fund**

Sheriff's Office	25.43	22.43	22.43	0.00
Court Support Services	61.84	59.84	62.84	3.00
Correctional Operations	354.60	358.60	356.60	-2.00
Sheriff's Care Mart	0.00	0.00	13.17	13.17
Centralized Booking	37.00	37.00	37.00	0.00
D.A.R.E. - Sheriff	11.00	11.00	11.00	0.00
Sheriff's Workforce	10.00	11.00	10.00	-1.00
Inmate Services	23.57	24.57	11.40	-13.17
Law Enforcement Training	1.00	1.00	1.00	0.00
Total	524.44	525.44	525.44	0.00

	FY 2013 Actual	FY 2014 Adjusted	FY 2015 Adopted	Variance from FY 2014
Total Position Summary	524.44	525.44	525.44	0.00

**Resource Summary Notes**

As a part of the FY 2014-15 Operating Budget, the Sheriff's Office established a new budget unit titled "Sheriff's Care Mart". The appropriations supporting this operation previously resided within the Inmate Services budget unit.

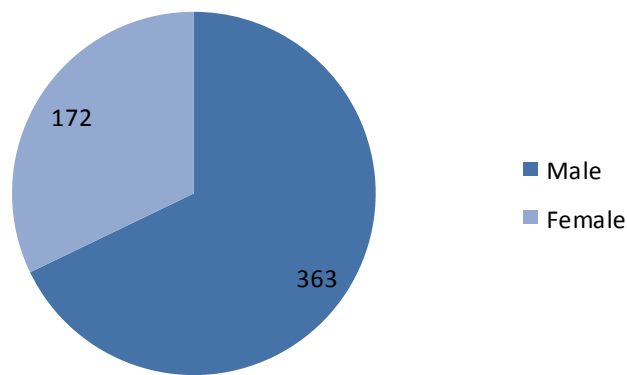
## **APPENDIX B**

### **Agency Statistics**

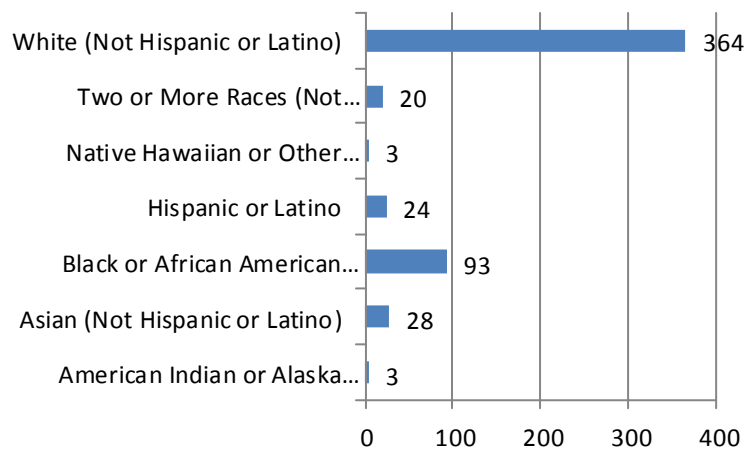
## Personnel Demographics

The City of Virginia Beach Office of the Sheriff values diversity and seeks qualified applicants from diverse backgrounds. The Office of the Sheriff does not discriminate on the basis of race, color, creed, sexual orientation, gender identity, religion, national or ethnic origin, disability, veteran status or any other legally protected class status in the administration of its programs, services and activities.

### All Personnel by Gender

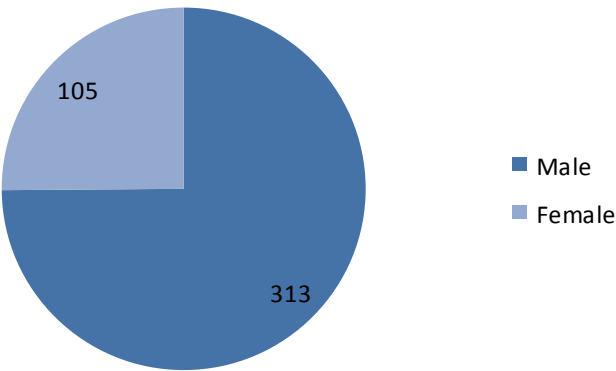


### All Personnel by Race

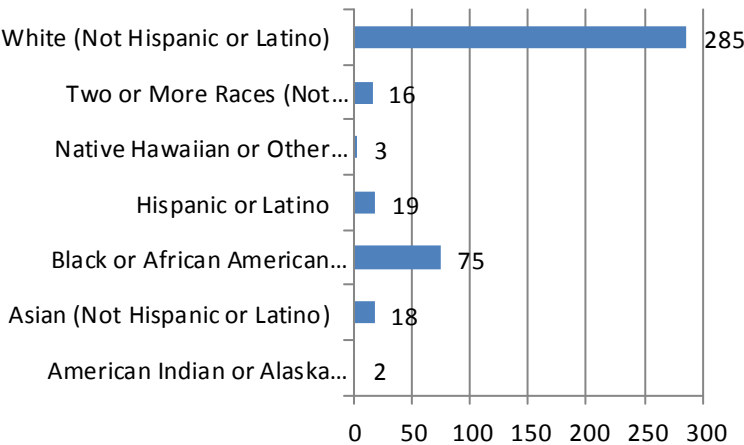


**Total Personnel 535**

**Uniformed Personnel by Gender**

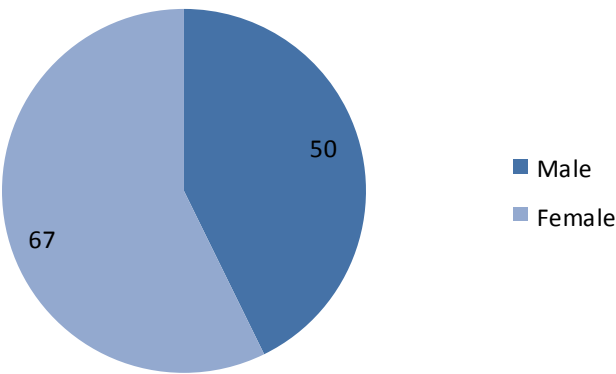


**Uniformed Personnel by Race**

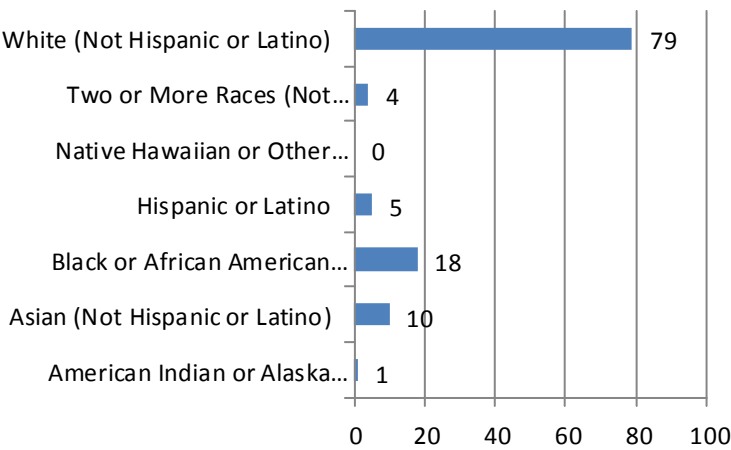


**Total Uniformed Personnel 418**

**Civilian Personnel by Gender**



**Civilian Personnel by Race**

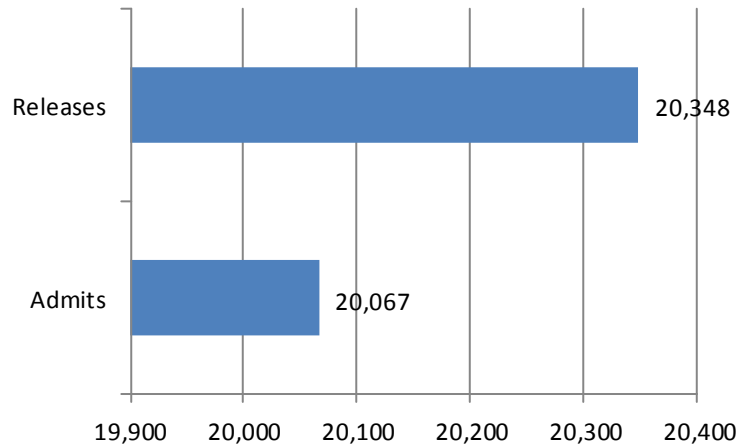


**Total Civilian Personnel 117**



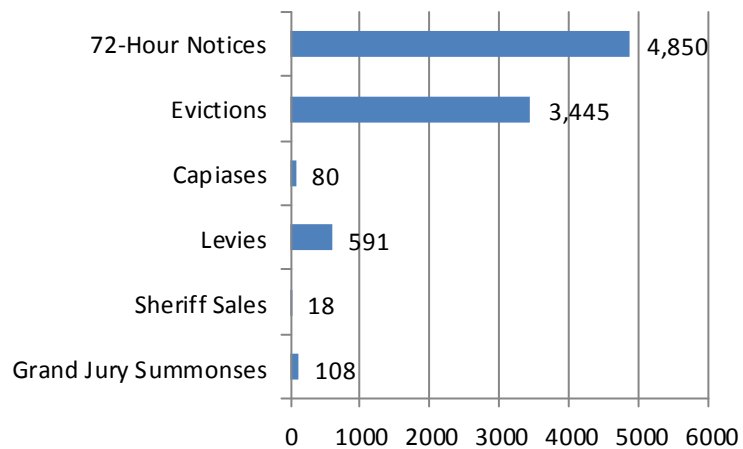
## Divisional Statistics

### Intake Division

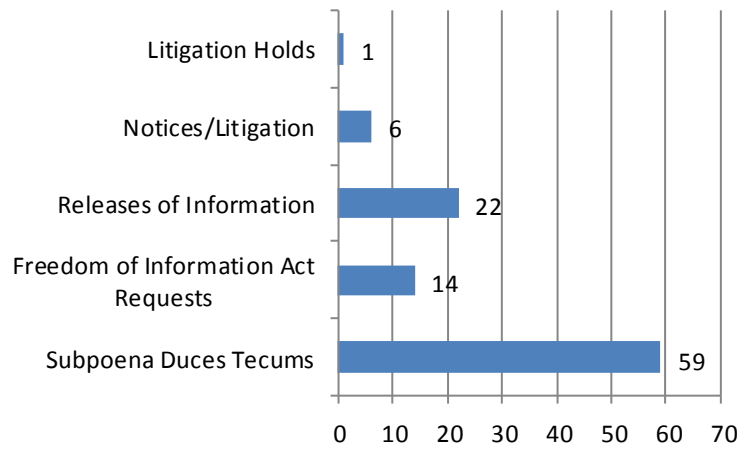


Average Daily Jail Population 1,463

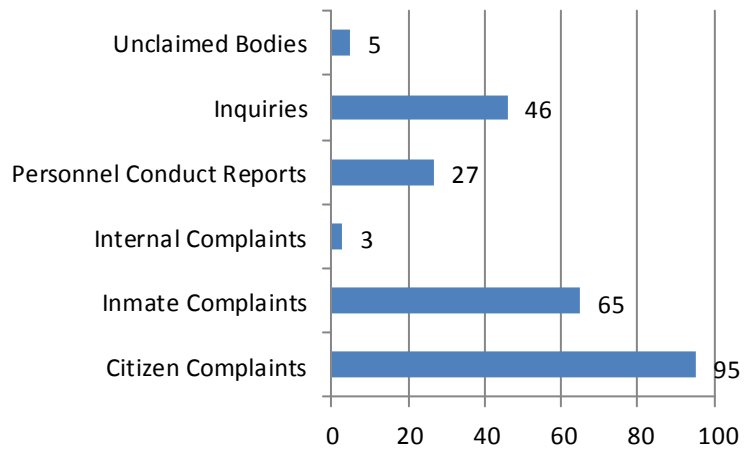
### Civil Process Division



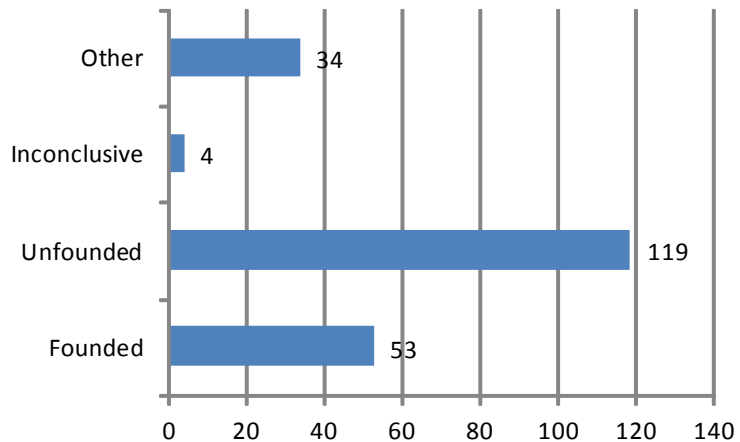
## Legal Division



## Professional Standards Office

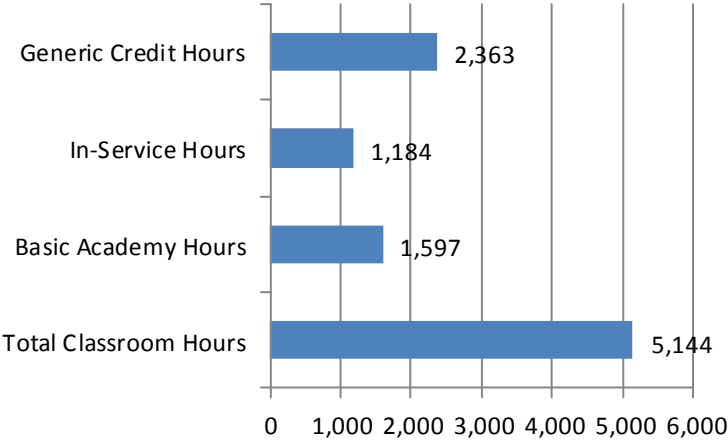


Total Cases 241



Total Findings 210

**Training Division**



**Total Training Hours 10,288**



**Virginia Beach Sheriff's Office**  
2501 James Madison Blvd.  
Virginia Beach, VA 23456  
(757)385-4555

Additional information, including on Civil Process Enforcement, Community Relations and the Correctional Center, and many other resources can be found on the Virginia Beach Sheriff's Office website at [www.vbso.net](http://www.vbso.net).

#### **Social Media**

The Virginia Beach Sheriff's Office can be followed on Facebook at [facebook.com/vbsheriff](https://facebook.com/vbsheriff) and on Twitter at [@VBSO](https://twitter.com/VBSO).