

More Efficient and Effective Public Safety



Reduce the Cost of the ADC (City Farm)



- The local incarceration rate in Danville is nearly five times the national rate and three times the rate for local jurisdictions in Virginia.
 - Danville is the only local government in Virginia that continues to run its own local detention center.
 - In 2016, the average daily population (ADP) for the Jail was 246, the ADP for the Juvenile Detention Facility was 24 and the ADP for the ADC was 135.
- Between FY 2013 and FY 2017, combined actual City spending (not including funding from the State) for the Jail, Adult Detention Center (ADC) and Juvenile Detention Facility has increased by 16.7 percent – compared to overall growth in non-public safety General Fund spending of 5.6 percent.
- When factoring in debt service related to the ADC, JDF and Jail and employee benefit costs accounted for in Non-Departmental spending, the combined FY 2018 cost of ADC, JDF and the Jail is \$9,768,026.
- Most of the cost of operating the Jail is borne by the Commonwealth of Virginia. The cost of the Juvenile Detention Center is shared with the other counties that house juvenile offenders.

Reduce the Cost of the ADC (City Farm)



- The ADC had 38 budgeted positions in FY 2017 and 38 budgeted positions for FY 2018.
- As of December 3, 2017, there were 131 offenders housed in the ADC.
 - The most prevalent charge for ADC housed offenders was revocation of probation – accounting for 52 percent of total inmates on that date. The next two most prevalent charges for ADC inmates were Larceny (7.6 percent) and Assault and Battery (6 percent).
 - For those inmates at ADC because of probation revocation, the charge on initial conviction was largely for non-violent offenses. Out of 68 inmates, 28 were originally arrested for charges related to theft or fraud and another 20 were initially arrested for charges related to drug possession or sale.

Reduce the Cost of the ADC (City Farm)



- The City should shift control of the operation of the ADC to the Sheriff.
 - The City Manager, Police Chief and Sheriff should convene a working group to develop a plan for the transition. The City would need to work with the Compensation Board and its legislative delegation to ensure the Commonwealth would provide additional funding for Sheriff staff assigned to the ADC.
- The goal should be a full transition to the Sheriff by FY 2020. Assuming that the City receives funding from the Commonwealth for ADC staffing in proportion to current funding for the Sheriff and receives a \$4 per day per diem, net savings to the City would be \$1.2 million annually or \$4.9 million over the plan.

Transition control of ADC to Sheriff

- FY 2020 Savings - \$1.2 million
- Cumulative Savings to FY 2023- \$4.9 million

Reduce the Cost of the ADC (City Farm)



- While shifting control of the ADC to the Sheriff would reduce staffing costs to the City, Danville would still bear costs related to inmate custody such as food and medical costs. In addition, the City could bear long term costs related to the need for additional capital investment.
 - Other Virginia municipalities, local sheriffs and City governments operate community service programs where offenders are required to provide a certain, limited number of hours of community service.
 - While there is a risk of non-appearance, most offenders sentenced to community service do attend and participate. Because the programs are non-custodial, the costs are significantly lower.

Reduce the Cost of the ADC (City Farm)



- The City should work toward a goal of eliminating the ADC and replacing it with a community service alternative by Year 5 of the plan. A phased approach, beginning in FY 2021, would produce an additional \$1.6 million in savings by FY 2023.

Replacing ADC with Community Service Programs

- FY 2021 Savings - \$282,000
- Cumulative Savings to FY 2023 - \$1.6 million

Danville Police Department (DPD)



- The Police Department has more employees and a larger budget than any other City department. The FY 2018 budget calls for spending \$9.8 million on the DPD and there are 132 FTEs (NOTE: These figures do not include the ADC or JDF).
- Between FY 2013 and FY 2017, actual spending on the DPD increased by 22.6 percent – compared to an overall increase of 5.6 percent in non-public safety General Fund spending (NOTE: This does not include centrally budgeted benefits and debt service).
- When factoring in centrally budgeted employee benefit and debt service costs, the budgeted cost of the Police Department increases to \$10.8 million in FY 2018.
- As of December 2017, the DPD had 120 sworn positions and 12 civilians: there were 13 vacant positions.

Danville Police Department (DPD)



- Calls for Service to the DPD have been declining over the last ten years – dropping from a high of 89,762 in 2010 to a low of 58,385 in 2016.
- The majority of calls for service are for less serious offenses, alarms, traffic issues and animal control.

Call Type	Number of Calls For Service
Alarms	5,202
Disturbance of the Peace	3,429
Vehicle Crashes	2,395
Suspicious Person, Object, Vehicle, Circumstances	2,104
Theft	1,642
911 Hang Ups	1,798
Animal calls	1,188
Traffic Hazards	1,118
Trespassing Issues	1,060
Damage, Vandalism, Mischief	914

Cost Control at DPD



- Based on data from the 2016 UCR, Danville had:
 - 315.1 Police FTEs per 100,000 residents compared to an average of 297.9 for the following benchmarks (Harrisonburg, Lynchburg, Manassas, Martinsville, Petersburg, Pittsylvania County, Richmond, Roanoke)
 - 296 sworn officers per 100,000 residents compared to an average of 249.7 for the same benchmark cities
- But Danville has significantly fewer FTEs and officers than benchmarks when factoring in its very high violent crime rate:
 - 394 Police FTEs per 1,000 violent crimes compared to an average of 1,249.1 for the benchmark cities (excluding Richmond)
 - 370.1 sworn officers per 1,000 violent crimes compared to an average of 1,059.2 for the benchmark cities

Expand Arrest Diversion Options

- A comprehensive crime reduction plan should include alternative responses to lower level offenses to allow for a greater focus on violent crime and community policing.
- In 2017, DPD made 4,860 arrests – compared to a high of 5,850 arrests in the prior five years. Most DPD arrests, however, were for relatively low level offenses.

Top Ten Arrest Charges by Category, DPD, 2017

Related Charge	Frequency
Contempt	793
Assault	605
Parole, Probation, Supervision Violation	453
Marijuana	436
Drunk In Public	388
Larceny	181
Driving Under the Influence	167
Fail to Appear	131
Trespassing	129
Concealing or Taking Possession of Merchandise	123

Expand Arrest Diversion Options



- Other police departments treat relatively minor, non-violent offenses differently. For example, many police departments no longer make arrests for possession of small amounts of marijuana and instead cite and release offenders. The result is a reduction in police time needed for processing of the arrest – and in some cases a reduction in cost related to the Jail.
- By expanding the use of citation, the DPD can further increase the amount of sworn officer time available for patrol. In addition, to the extent that some arrests occur at the end of a shift, reducing arrest activity can also affect police overtime.

Cost Control at DPD: Span of Control



- New DPD leadership has already recognized the need to flatten the organization, re-assigning captains from responsibility over individual shifts to geographic areas. The number of regional captains, however, could be reduced over time from four to two: this could be accomplished through attrition and would save two positions.
- Each of the four platoons has a Lieutenant, Sergeant, Corporal and 14 Officers. In other words, there are three supervisors for 14 officers. Eliminating a corporal for each platoon would save four additional positions.
- Within the Services Division, there is a Captain between the Lieutenant and the Major. Eliminating this position would save an additional position.
- The responsibilities of the Accreditation Corporal could be transferred to the Records Clerk, saving an additional position.
- The street crimes unit currently has a Lieutenant, 2 Sergeants and 6 officers assigned to it. One of the Sergeant positions can be eliminated.

Cost Control at DPD: Span of Control



- Together, these shifts in span of control could reduce the number of sworn officers by 9 positions and save \$2.6 million over the next five years.

Total Annual Savings

Rank	Salary	Benefits	Health Insurance	Total	# of FTEs	
Corporal	\$55,952.40	\$7,897.54	\$7,397.34	\$71,247.28	5	\$356,236.40
Captain	\$86,108.35	\$12,153.98	\$7,397.34	\$105,659.67	3	\$316,979.01
Sergeant	\$50,668.89	\$7,151.79	\$7,397.34	\$65,218.02	1	\$65,218.02
						\$738,433.43

Consolidate span of control

- FY 2019 Savings - \$369,000
- Cumulative Savings through FY 2023- \$2.6 million

Cost Control at DPD: Overtime

- Police Department overtime has increased from \$184,814 in FY 2013 to \$486,804 in FY 2017. Based on year-to-date spending in FY 2018, the Department is on track to spend \$492,970 for the full year. While Department officials indicate that overtime is funded out of unfilled salary costs, more effective management may also reduce cost.
- DPD officials indicate that a significant amount of this overtime is due to current on-going investigations that should be ending in the next few months.
- The Police Department should increase monitoring of overtime and leave with a goal of a twenty percent reduction in FY 2019 and a reduction to FY 2013 overtime levels by Year 3 of the plan. Total savings over five years would be \$1.2 million.

Reduction in overtime hours

- FY 2019 Savings - \$ 97,000
- Cumulative Savings through FY 2023- \$1.2 million

Cost Control at DPD: Civilianization



- DPD is a “full service” department. In other words, sworn officers respond to virtually all calls for service. Other police departments have recognized that non-sworn officers – civilians – can be used to respond to a number of non-emergency calls.
- These civilians – often known as Police Service Technicians (PST) – can respond to some calls for vehicle crashes, traffic hazards and disabled vehicles. In most cases, there is no requirement for a sworn officer for these calls.
- Civilians could also be deployed – instead of sworn officers – to support efforts at increased community policing. For example, the department could hire civilians focused and specialized in community engagement, outreach and problem solving.
- There are multiple benefits to a PST/Civilian program:
 - It allows sworn officers to spend more time engaged in proactive or community policing
 - It allows sworn officers to spend more time responding to more serious calls
 - It creates a pipeline for future candidates to become officers
 - It produces a cost savings benefit of the difference between the cost of a sworn officer and a PST

Cost Control at DPD: Civilianization



- Civilianization would occur at the DPD in two phases:
 - Under Phase I, DPD would work to civilianize certain functions in the Services Division that are currently handled by sworn officers but could be performed by civilians. Under this phase, the two lieutenants in the Services Division would be replaced first and they would oversee the transition of the crime scene unit to civilians.
 - Under Phase II, DPD would launch a PST program so that civilians would begin to respond to non-emergency calls that do not require law enforcement. The goal would be to reduce the number of sworn officers by 10 while hiring civilians to fill those positions at 75 percent of the cost.
- Total savings from civilianization over a five year period would be \$651,000.

Civilianization

- FY 2020 Savings – \$78,000
- Cumulative Savings through FY 2023– \$651,000



Danville Fire Department (DFD)

- The Fire Department has more employees and a larger budget than any other City department except the Police Department. When factoring in centrally budgeted employee benefit and debt service costs, the fully budgeted cost of the Fire Department is \$9,934,474 in FY 2018.
- Between FY 2013 and FY 2017, actual City spending for DFD has increased by 8.0 percent -- compared to overall growth in non-public safety General Fund spending of 5.6 percent.
- As of December 2017, the DFD had 119.5 sworn positions and 25.5 civilians operating out of 7 fire stations.
- A 2017 NFPA survey found that for cities of 25,000 to 49,999, the median number of career firefighters per 1,000 residents was 1.0: in the South, the median was 1.64. If the South median were applied to Danville, DFD would have 70 firefighters.

Danville Fire Department (DFD)



- Just over 1 in 4 departments serving jurisdictions of 25,000 to 49,999 residents are mostly or all volunteer. Nationally, these same communities had an average of .095 stations per 1,000 residents. Applying this average to Danville, DFD would have 4 fire stations.
- An analysis comparing Danville to other specific benchmark cities also found that Danville has a large fire department relative to its population (290 FTE per 100,000 residents compared to 213 for the benchmark cities). In 2015, it was second only to Petersburg out of all comparable cities; Petersburg has since taken drastic steps to achieve fiscal solvency.
- However, when calls for service are factored in, benchmarking results in a different picture. As of 2015, Danville had 519 Fire FTEs per 1,000 fires compared to an average of 626 for the same benchmark cities (Manassas, Martinsville, Lynchburg, Petersburg, Roanoke, Richmond) and 299 Fire FTEs per 1,000 calls for service, compared to 544 for the same benchmark cities.

Danville Fire Department (DFD)



- Number of firefighters declined from 123 in FY 2007 to 121 in FY 2016 while the number of incidents (service calls, rescues, false alarms, etc.) increased.

Year	Total Incidents
2011	6,430
2012	6,610
2013	6,730
2014	7,196
2015	7,922
2016	8,216

Source: Danville Fire Department 2016 Annual Report

- In 2016, 69 percent of calls for service were medical. Among fire calls, just 217 calls were for structural fires and only 27 of those were declared working fires.
- While the majority of Fire Department calls are as first responder, the Fire Department does not provide ambulance or EMS service. Instead, the City provides funding for two EMS related activities. In FY 2018, the City allocated \$97,570 for Ambulance and Rescue and \$9,060 for the Western Virginia EMS Council.

Control DFD Cost



- In 2015, DFD responded to 186 total calls per 1,000 residents compared to 131 total calls per 1,000 residents as the average for other benchmark cities.

	2017	2016	2015	2014	2013
Fire Calls	1,560	1,576	1,423	1,357	1,320
Working Fires	26	27	42	47	NA
Inspections	1,361	1,170	1,499	1,070	896

Community Paramedicine



- Fire departments across the U.S. are working to reduce frequent 911 calls through community paramedicine initiatives. Under those initiatives, firefighters responding to frequent medical calls can refer residents to alternative health and social service programs or telecommunicate with doctors from the response scene to avoid the need for transport, emergency room care and future calls.
- Diversion programs are frequently supported by funding from hospitals and insurers as a means of cost aversion. Different diversion programs fall into three categories:
 - Post-Discharge Short-Term Follow Up programs are designed to drive down costly hospital readmission rates for patients with chronic conditions.
 - Frequent EMS User programs identify frequent 911 callers for intensive, short-term case management.
 - Alternative Destination programs empower paramedics to make onsite decisions to offer 911 callers transport to non-emergency room care, either through in-home hospice, health crisis centers, or urgent care facilities

Community Paramedicine



- Most calls to the DFD are as a first responder on medical calls and medical calls are what is driving the overall increase in DFD calls for service. Many calls to DFD for medical response are from individuals who frequently call 911. Many times these are calls for relatively minor medical incidents and many times calls for emergency response could be avoided by referring callers to medical care or social services.
- In November 2017, the Danville Life Saving Crew launched a Community Paramedicine service to reduce calls by frequent users who could be diverted to other services.
- As of May 2018, the community paramedicine program had identified 78 frequent users who accounted for nearly one-quarter of all calls to 911. DFD should work closely with DLSC, local hospitals and insurers on the current community paramedicine initiative and evaluate opportunities for expansion. Reducing call volume could potentially reduce some of the DFD's staff needs. More importantly, by diverting residents to more appropriate health interventions, it could improve overall health in the community.

Fire Prevention Predictive Analytics



- DFD can reduce the demand for service through fire calls as well. One step would be to reduce the number of false fire calls – calls where DFD begins a response only to find that there was in fact no fire. Out of 1,560 fire calls in 2017, 615 calls were false alarms.
- DFD could also use data to better predict the location of fires and to engage in fire prevention activities in those locations. The New Orleans Fire Department used data from the American Housing Survey and American Community Survey to identify New Orleans households without smoke detectors and most likely to have a structural fire – including income, age of structure, when resident moved in.
- DFD can utilize the same analytics through <http://labs.enigma.io/smoke-signals/>.



Control DFD Cost

- DFD has 114 fire suppression personnel working on 3 shifts, with each shift of 24 hours and 159 hours in a 21 day cycle.
- There are 7 stations, each with 1 captain, 1 Engineer and 2 Firefighters per shift: the exception is Station #1 with 1 captain, 2 Engineers and 8 Firefighters per shift. Each shift has a battalion chief and 2 lieutenants.
- Emergency Communications has 20 personnel with one supervisor and 4 tele-communicators per shift.
- During 2016, DFD had 4 retirements and 2 resignations from the Fire Division and 3 resignations and 1 dismissal from ECC.

Control DFD Cost



- **Eliminate staff currently assigned to fill in for Kelly shifts (9 FTEs).** These firefighters currently assigned to Station 1 primarily fill in for firefighters on Kelly days.
 - In lieu of these replacement staff, some stations would have to operate with 3 personnel per apparatus. In case of structural fires, it would require multiple stations to deploy.
 - Elimination of 9 firefighters at average compensation of \$54,500 per year (including average salary of \$40,945.85, with some of the savings offset with a need for additional overtime.

Control DFD Costs – Eliminate Kelly Shift Replacement

- FY 2020 Savings – \$161,000
- Cumulative Savings through FY 2023 – \$1.0 million

Control DFD Cost

- **Eliminate one station (12 FTEs):** The City could opt to close one of the seven fire stations. It would need to conduct an analysis in FY 2020 (\$75,000) that weighed both demand, response time and facility age.
 - The number of fire calls per station varies greatly, with Stations 4, 6 and 7 each accounting for less than 8 percent of total 2017 fire calls: by comparison, Station 2 accounted for 23.4 percent of fire calls.
 - This would also result in likely non-personnel savings and reduce potential future capital spending.
 - Closing one of the fire stations could affect the City’s ISO 1 rating. Fewer than 1 percent of all fire departments have earned the ISO 1 rating. While ISO ratings may have an impact on insurance costs for jurisdictions with ratings of 5 or higher, there is little research demonstrating a cost impact between having an ISO 1 rating and an ISO 2 rating.

Control DFD Costs – Eliminate One Station

- FY 2020 Savings – **(\$75,000)**
- Cumulative Savings through FY 2023 – \$2.4 million

Create a Public Safety Officer Program



- In several U.S. cities, police and fire departments are housed in a single Department of Public Safety. Savings are realized by consolidating certain back office functions of the two departments into one organization – procurement, finance, HR and IT.
- Because of the relative small size of DFD and DPD, opportunities for savings from this type of back office consolidation are limited. The City might, however, consider a full consolidation of the functions of the DPD and DFD – with cross training of police officers and firefighters as public safety officers.
- In Sunnyvale, California, public safety officers have been cross trained since the 1950s. Fire apparatus are staffed with two on an apparatus and then can be supplemented by patrol officers who are trained and equipped on firefighting.

Create a Public Safety Officer Program



- A 2016 Department of Justice funded study found consolidated departments in more than 130 U.S. communities in 27 states – though none in Virginia. While noting that consolidation is “neither a panacea nor a one-size-fits-all solution,” the study found that “[I]n several communities we studied, consolidation has led to efficiencies and savings,”
- Implementing a Public Safety Officer program in Danville would require considerable study. Rather than trying to re-train existing firefighters and police officers, it might be more feasible to begin recruiting public safety officers in the future. As a result, the proposed initiative contemplates savings based on a reduced number of new hires in FY 2022.

Create Public Safety Officer Program

- FY 2022 Savings – \$150,000
- Cumulative Savings through FY 2023 – \$300,000

Reduce CSA Local Match Costs



- In FY 2017, the City expended nearly \$1 million in local match funds for services provided under the Children’s Services Act (CSA). CSA provides funding for programs for at-risk youth, including children with severe emotional and/or behavioral problems, including but not limited to students with disabilities in private special education facilities and youth in foster care.
- The cost is driven by decisions to place children with multiple incidents of truancy in foster care rather than providing them with community services. Social Services estimates that the monthly cost of foster care is \$9,000 per child compared to a cost of \$3,000 for community services.
- The proposed initiative is based on a similar initiative by the City of Norfolk. Between 2013 and 2017, the number of children in foster care in Danville increased by 42 percent while declining by 37 percent in Norfolk. In 2017, there were 3.1 foster care placements per 1,000 children in Norfolk compared to 5.5 in Danville.

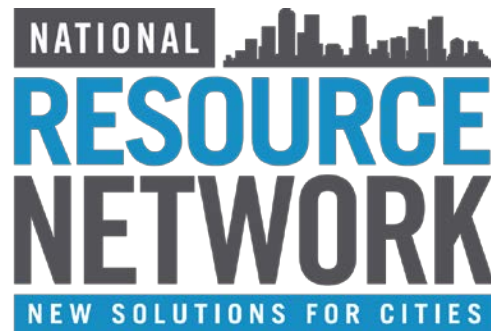
Reduce CSA Local Match Costs



- An estimated 20 children per day are in foster care for truancy related placements. Shifting those children to community services would save the City (based on a 21 percent local match) \$1.4 million over the next five years.

Reduce Foster Care Placement

- FY 2019 Savings - \$150,000
- Cumulative Savings through FY 2023 - \$1.4 million



Investing in Danville's Future



Investing in Danville's Future



- The goal of the Danville Plan is not just to achieve structural balance in the City's budget. The goal is to free resources for new investment in areas of focus identified by the City Council.
- The City Council's focus areas of reducing violent crime, improving education, and growing Danville are all designed to make Danville a more attractive place to live and work.
- By implementing recommendations for cost savings and revenue, the City should be able to begin to fund a Danville Future Fund so that there is a regular source of funding for these priority areas.
- Given its limited resources, the City should be vigilant about weighing the potential benefits and costs of each investment. In particular, the City should consider a formal, structured approach to evaluating re-development projects that may have complicated net impacts to the City's budget.

Danville Public Schools



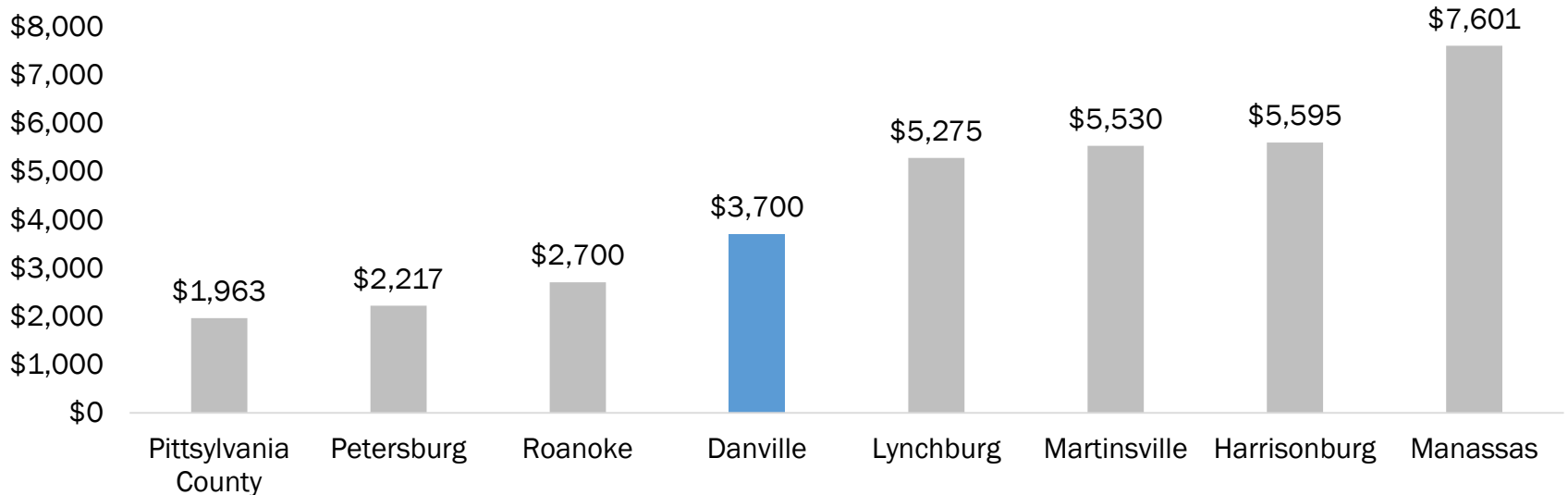
- The City Council and Danville leaders have regularly cited the need to improve public education in Danville as the most important investment that can be made to improve quality of life and economic competitiveness.
- The City’s FY 2018 budgeted contribution to DPS is \$22.5 million. By comparison, the City budgeted \$9.8 million for the Police Department and \$7.8 million for the Fire Department. This contribution:
 - Accounts for 21 percent of General Fund budgeted expenditures in FY 2018.
 - Is equal to \$3,700 per student.
 - Represents about one-third of the School District’s total revenue.
- Danville’s required Standard Of Quality (SOQ) contribution is \$9.5 million.
- In FY 2018, the City Council significantly increased City funding to DPS – up by 20% year to year. Still, when compared to benchmark jurisdictions, the City lags in its annual contribution to schools.
 - In order to meet the FY 2018 average per pupil local funding of the comparison group, Danville would need to spend \$24.6 million, or an increase of \$4.2 million over the FY 2019 Adopted Budget amount.

Danville Public Schools



- In FY 2018, Danville contributed the fifth-highest amount of total and per pupil funding for local schools compared to the benchmark cities and county.

FY 2018 Local School Funding per Pupil



Danville Public Schools



- School officials have also suggested the need for significant new capital investment in DPS schools. The District has 12 school buildings with significant deferred maintenance, and has made initial proposals of \$119 million in new capital investment.
- At the request of DPS and the City, the Network is now also developing a multi-year financial plan for DPS.
- The multi-year financial plan will outline opportunities for savings, areas where DPS and the City can both save funds (shared services) and the need for new operating and capital investment in order to improve the quality of DPS schools consistent with Council's priorities.
- The plan will also likely call for initiatives that improve teacher recruitment and retention, stabilize base funding for IT and maintenance and community partnerships.
- Until the plan is complete, the fiscal impacts of these initiatives and the full need for new investment is not known.

Comprehensive Crime Reduction Plan



- Funding for the comprehensive crime reduction plan should come from savings resulting from increased efficiency in the DPD and the shift in cost for the City Farm.
- Danville has a significant crime issue.
 - Violent crimes (murder, robbery, abduction, forcible sex and aggravated assault) increased by approximately 24 percent, from 294 in 2015 to 366 in 2016.
 - Of the 72 additional violent crimes, 62 were an increase in aggravated assaults and 10 were an increase in murders. Robbery and abduction decreased by a total of 13 and rape increased by 13.
- Efforts to reduce crime in Danville have largely been focused on enforcement and incarceration. Danville has more officers per capita than any other Virginia city of 40,000 residents or more and a high rate of incarceration. There are very few alternative programs in the community and little in the way of juvenile crime prevention.
- The City has launched a different approach to crime reduction through the implementation of a Comprehensive Gang Model – a set of strategies supported by the Office of Juvenile Justice and Delinquency Prevention and the National Gang Center to prevent and reduce gang violence.

Comprehensive Crime Reduction Plan



- In addition to the implementation of the Comprehensive Gang Model, the City is well positioned to convene a criminal justice council focused on developing a comprehensive crime reduction plan that addresses prevention, policing, prosecution and punishment.
- Elements of a prevention focus might include: violence prevention, juvenile crime, gang activity, substance abuse, re-entry issues and family violence. To address these issues, the City would need to bring together non-law enforcement organizations with the DPD, the Sheriff, the Commonwealth Attorney and other leaders in law enforcement.
- Non-law enforcement approaches to crime reduction are often more cost effective in achieving crime reduction. For example, WIPPS found that research supported a \$13.91 benefit for every \$1 invested in drug offender sentencing alternatives – nearly two and a half times the ROI as for adding one police officer without targeted deployment.

Increase Funding for DPD Technology



- In the last five years, Danville has made a series of significant investments in new technology designed to be “force multipliers” – low cost ways to expand police coverage, particularly in high crime areas.
- A 2012 PERF brief identified a series of potential investments in cameras (red light, traffic, speed, crime), shot spotter technology and license plate readers as key investments. In addition, a number of police departments have developed real time crime centers as a way of proactively using technology for intelligence and crime fighting.
- The “force multiplier” aspects of technology investment mean that the DPD can have greater coverage with fewer officers. For example, instead of ten officers patrolling ten beat areas, the use of cameras may mean that only five officers are needed supported by a single officer monitoring 20 camera locations.