

LAW ENFORCEMENT ACTIVITIES IN VIRGINIA'S PRIMARY AND NON-PRIMARY SHERIFFS' OFFICES: FINAL REPORT

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CONTENTS.

EXECUTIVE SUMMARY & KEY FINDINGS AT A GLANCE.....	3
RECOMMENDATIONS.....	3
INTRODUCTION	4
METHODOLOGY & PARTICIPANTS	5
KEY FINDINGS.....	10
CONCLUSIONS.....	27
REFERENCES.	28
APPENDIX A. <i>Online survey instrument.</i>	36
APPENDIX B. <i>Map of localities whose Sheriffs' Offices participated in the online survey</i>	37
LIST OF TABLES AND FIGURES.	38

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EXECUTIVE SUMMARY & KEY FINDINGS AT A GLANCE.

Data on day-to-day law enforcement activities was solicited from 115 of the 123 sheriffs' offices across the Commonwealth that are members of the Virginia Sheriffs' Association. The survey questions asked about specific law enforcement activities undertaken by that office's sworn personnel during the 2018 calendar year. Data from this survey was analyzed in combination with data from other sources including the Bureau of Justice Statistics 2016, Law Enforcement Management & Administrative Services (LEMAS) 2015, Law Enforcement Management information for the Virginia Sheriffs' Institute 2018, and the Virginia Sheriffs' Association Crime Report 2018. Key findings are as follows:

Key Findings.

- In addition to the provision of civil process service, courthouse security, and local jail operations, Virginia Sheriffs' Offices that are designated as their locality's Non-Primary Law Enforcement Agency (LEA) regularly perform the same spectrum of law enforcement functions as do Primary LEA Sheriffs' Offices, to varying degrees;
- In particular, Non-Primary LEA Sheriffs' Offices affect the same variety of arrests as Primary LEA Sheriffs' Offices, and these arrests are not limited to the courthouse or jail setting;
- Nearly half (48%) of all Temporary Detention Order (TDO) mental health transports were conducted by Non-Primary LEA Sheriffs' Offices;
- For both Primary and Non-Primary Sheriffs' Offices, low base pay and inadequate benefits pay remain barriers to effective recruiting and retention of sworn personnel, also generating concerns over understaffing;
- Primary and Non-Primary LEA Sheriffs' Offices do not pose a significantly different personal risk of injury to sworn personnel; the chances of personal injury in the line of duty is equally likely regardless of Sheriffs' Office designation.

RECOMMENDATIONS.

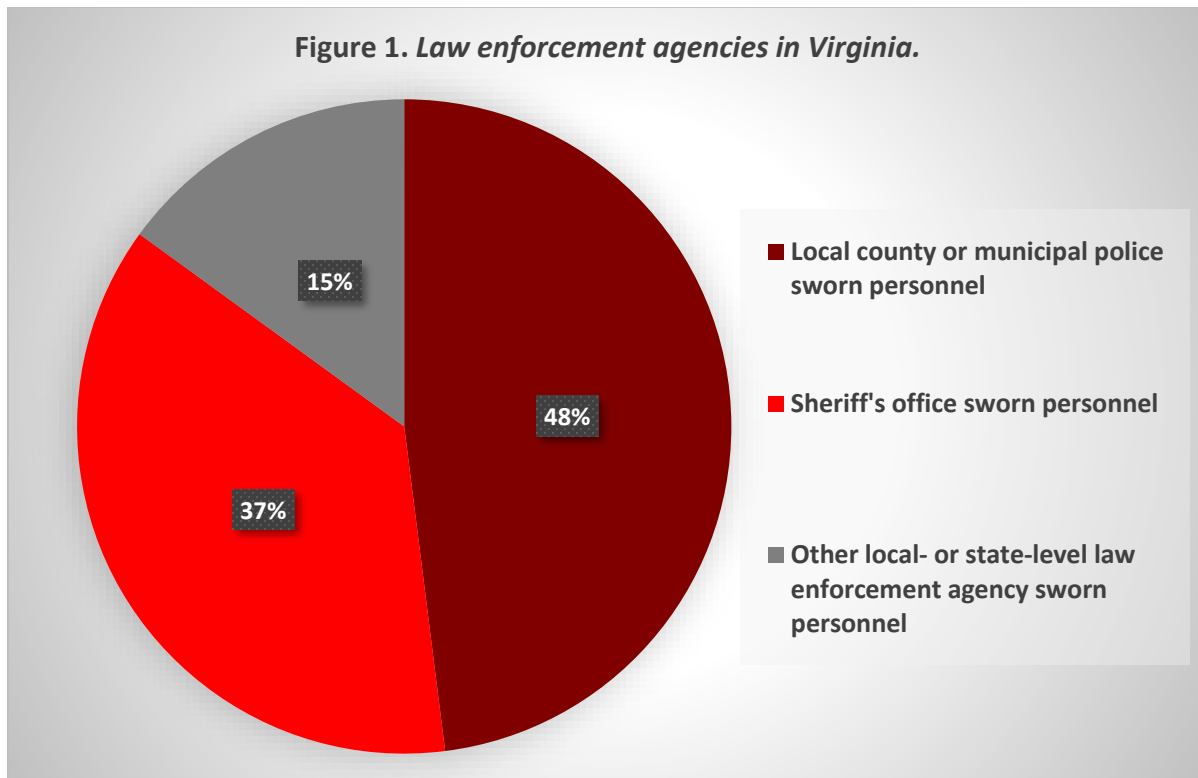
- The VSA should continue to work to close the base wage gap so that entry-level deputies Primary and Non-Primary Sheriffs' Offices alike are compensated more equitably and in line with all Virginia law enforcement agencies;
- The VSA should work to increase other economic incentives for Sheriff's Office personnel such as healthcare insurance and retirement benefits;
- The VSA should consider revising its recommended staffing plan to account for not only population size and volume of process service but also a Sheriff's Office's service call volume as well as number and nature of major highways traversing a locality;
- While alternative transportation will assist Sheriffs' Offices in TDO transports, the VSA should work to secure more resources to streamline the ECO/TDO process.

INTRODUCTION.

Beyond making the distinction that policing occurs at local, state, and federal levels, scholarship and literature on policing have traditionally focused on urban municipal policing as the “standard” model of policing across the country. This has resulted in a paucity of data and research focused on other modes of policing, such as that carried out through local sheriff’s offices (Kawucha, 2014; Falcone & Wells, 1995). This continued “urban-centric” focus in American policing research has effectively neglected over 3,000 sheriff’s offices and the nearly 200,000 sworn personnel working in them (National Sheriffs’ Association 2019; Bureau of Justice Statistics, 2016:1). While sworn personnel in sheriffs’ offices thus represent a substantial component of American policing, few studies to date have centered on sheriff’s offices (McCarty & Dewald, 2017).

American policing research overlooks sheriffs’ offices.

This same “urban-centric” tendency exists in research focused on police operations and organizations in Virginia. Of Virginia’s 340 local- and state-level law enforcement agencies, 123 are sheriff’s offices, employing nearly 11,000 full-time employees (Bureau of Justice Statistics, 2016). Of these sheriff’s office employees, nearly 8,500 are sworn personnel (ibid). Figure 1 shows this breakdown of Virginia law enforcement sworn personnel by agency type:



While sworn employees in both Virginia sheriffs’ offices and police departments serve large numbers of Virginia residents (108 and 140 residents per 100,000, respectively) (ibid), personnel in sheriff’s offices are typically considered solely within the context of rural and small-town policing. Given that many sheriff’s offices throughout Virginia in fact serve large urban localities, it is important to consider sheriff’s offices as law enforcement modalities that exist within rural, urban, and suburban contexts. The Fairfax County Sheriff’s Office, for example, serves nearly 1.2 million Virginia residents (U.S. Census, 2019).

While there are important differences between sheriff's offices and police departments in terms of historical evolution, organization, and legal authority, contributions by the former to public safety in Virginia communities are no less significant than those from the latter. In fact, as the residents of their respective localities are also their political constituents, sheriffs are arguably even more in touch with the public safety concerns and needs of their communities (Kuhns, Maquire, & Cox, 2007), often with more open channels of information and communication with their communities than that which may exist in a local police department (McCarty & Wells, 2017). There is also some research that suggests elected sheriffs are more efficient than appointed police chiefs in terms of per capita spending, size of population served, and budget allocation from local government funding (Boswell, 1997).

In an effort to better understand Virginia's sheriff's offices as critical components of law enforcement efforts across the Commonwealth, the purpose of this Report is to highlight the day-to-day law enforcement activities of Primary and Non-Primary LEA sheriff's offices.

STUDY METHODOLOGY & PARTICIPANTS.

Elected in each locality every four years, Sheriffs are the only locally-elected constitutional law enforcement officer in the Commonwealth of Virginia (Va. Const. art. VII, §4). While Sheriffs are responsible for law enforcement in all the localities they serve, Sheriffs serving in localities without police forces are considered those localities' Primary ("full-service") local law enforcement agencies (LEA's). Sheriffs' Offices across the Commonwealth are therefore commonly designated Primary and Non-Primary LEA's, depending on the presence or absence of a county or municipal police force in the locality. 86 of Virginia's 123 Sheriff's Offices (69%) are considered Primary LEO agencies, meaning that these Sheriffs' Offices are the sole and Primary agency responsible for LEO activities in their localities.

Pursuant to Va. Code §15.2-1609 and other relevant code sections, Sheriffs are additionally responsible for all locally-operated jails, courthouse security, and civil process service in their localities. Not all Sheriff's Offices, however, operate a local jail; while Virginia's cities, towns, and counties are all required to have jails, they may additionally or alternatively participate in a regional jail authority (Va. Code §§53.1-71 through 73, 53.1-80; 15.2-1120; see also 1981-2 Op. Va. Att'y Gen., 333).

Data on day-to-day law enforcement activities was solicited from 115 of the 123 sheriffs' offices across the Commonwealth that are members of the Virginia Sheriffs' Association. A 35-question online survey of mixed methodology was developed and emailed to these VSA member agencies; participation was not mandatory. The online survey, to which each Sheriff was sent a linked invitation, was made available for completion between June 10, 2019 and October 10, 2019.

The survey questions asked about specific law enforcement activities undertaken by that office's sworn personnel during the 2018 calendar year. Questions about the selection and training of new deputy recruits during the 2018 calendar year were also included. Appendix A contains the actual survey instrument. Responding member agencies were also invited to participate in more in-depth interviews about the survey contents; these interviews were conducted either in-person or by telephone.

***Research suggests
that American
Sheriffs are in better
touch with their
communities and
more efficient in
spending.***

Of the 115 VSA-member agencies invited to complete the online survey and follow-up interviews, 67 offices (58%) participated in the online survey. Of those responding agencies, 66 (98%) elected to participate further in in-depth follow-up interviews. Tables 1 and 2 below shows respondents' breakdown by agency responsibilities:

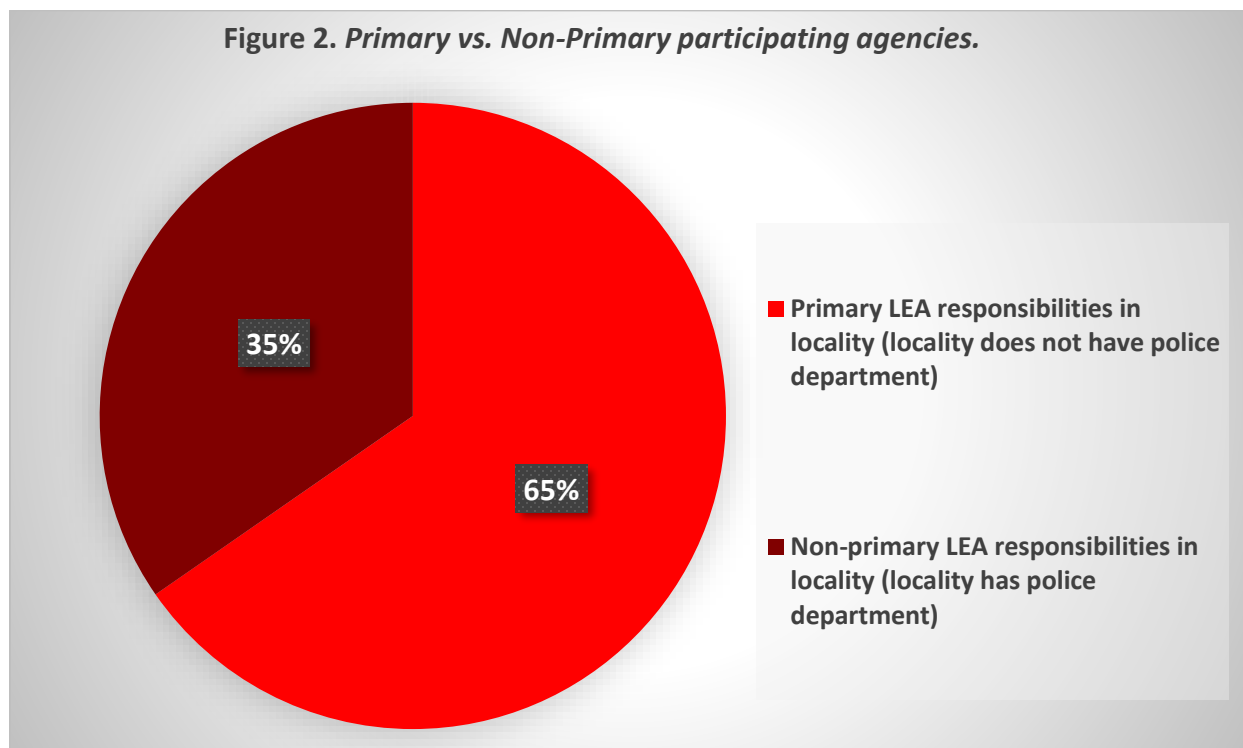
Table 1. *Sheriffs' Office Responsibilities.*

Type of VSA Member Sheriff's Office by Responsibility	# Invited	# Respondents	Response Rate
CIVIL PROCESS + COURTHOUSE SECURITY	22	11	50%
CIVIL PROCESS + COURTHOUSE SECURITY + PRIMARY LEA	60	35	58%
CIVIL PROCESS + COURTHOUSE SECURITY + JAIL	15	12	80%
CIVIL PROCESS + COURTHOUSE SECURITY + PRIMARY LEA + JAIL	18	9	50%
<i>Total</i>	<i>115</i>	<i>67</i>	<i>Overall response rate 58%</i>

Table 2. *LEA Designation.*

VSA Member Sheriff's Offices by Primary or Non-Primary LEA Designation	# Invited	# Respondents	Response Rate
Primary LEA responsibilities in locality	78	44	56%
Non-Primary LEA responsibilities (locality has its own police department)	37	23	62%

Figure 2 below shows the same information, but for study all participants only:



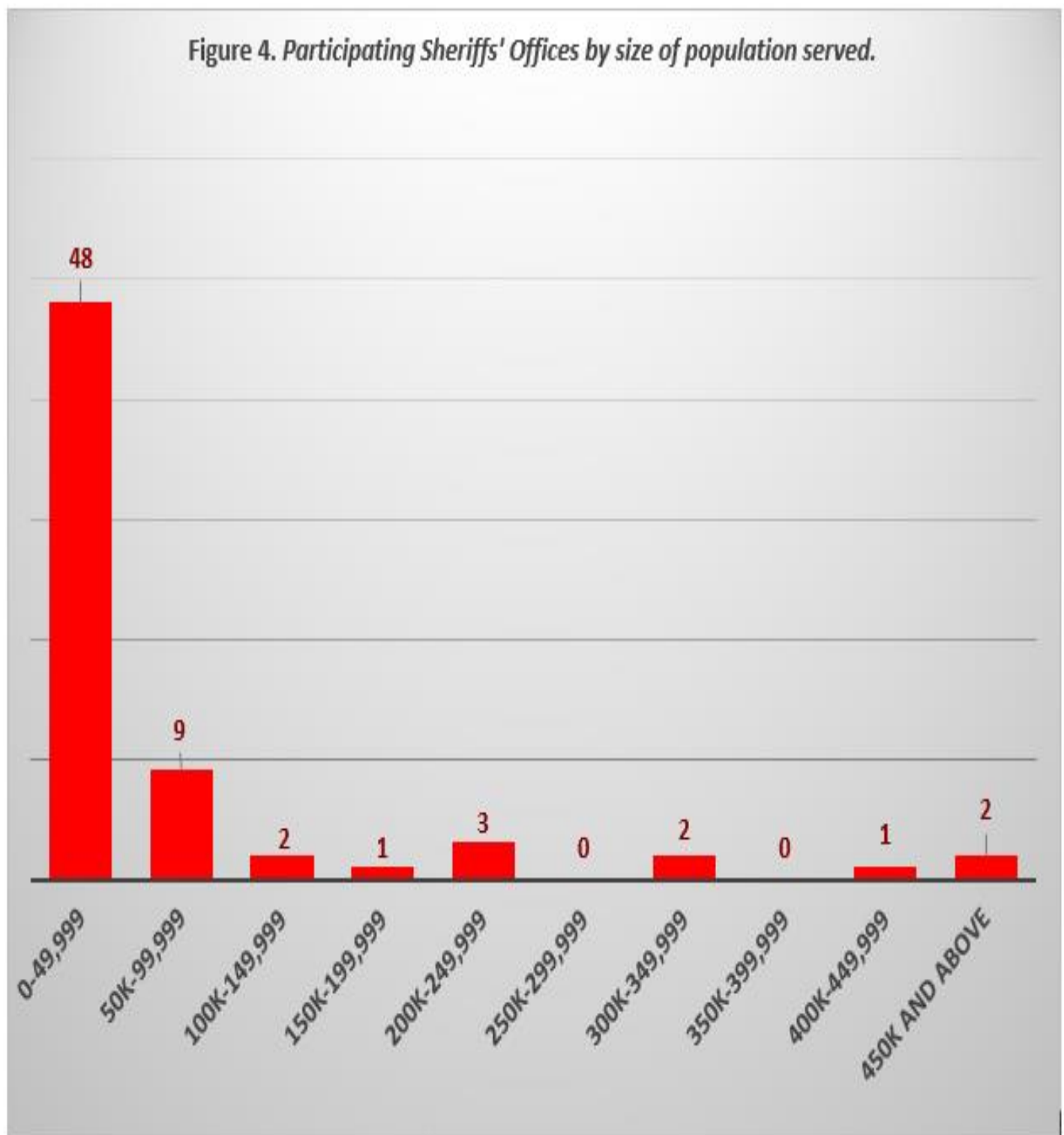
Of the 95 counties and 38 independent cities across the Commonwealth of Virginia, 50% are localities represented in the survey by the participating 67 sheriff's offices. Appendix B shows a map of the participating localities by designation as Primary LEA or Non-Primary LEA sheriff's office, and Appendix C contains the same data in table format.

The number of Virginia residents served by the 67 participating agencies range in population size from 2,210 (Buena Vista City) to 480,011 (Prince William County). The mean population size served by participating sheriff's offices is 26,109, and most of these offices serve localities of fewer than 20,000 Virginia residents. Based on 2018 U.S. Census data, Table 3 below shows these data:

Table 3. *Participating agencies by designation and size of population served.*

<u>Participating Agency</u>	<u>Primary LEA</u>	<u>Size of Population Served</u>	<u>Participating Agency</u>	<u>Primary LEA</u>	<u>Size of Population Served</u>
Alexandria	NO	160530	Mathews	YES	8802
Alleghany	YES	14910	New Kent	YES	22391
Amelia	YES	13013	Norfolk	NO	244076
Arlington	NO	237521	Northampton	YES	11735
Augusta	YES	75457	Norton	NO	3968
Bedford	YES	78747	Nottaway	YES	15420
Botetourt	YES	33277	Orange	YES	36644
Bristol	NO	16482	Page	YES	23933
Buena Vista	NO	6237	Petersburg	NO	31567
Carroll	YES	29636	Powhatan	YES	29189
Charles City County	YES	6941	Prince Edward	YES	22950
Chesterfield	NO	348556	Prince William	NO	468011
Clarke	YES	14523	Pulaski	YES	34066
Craig	YES	5064	Richmond City	NO	228783
Danville	NO	40693	Richmond County	YES	9038
Fauquier	YES	70675	Roanoke City	NO	99920
Floyd	YES	15795	Roanoke County	NO	94073
Fluvanna	YES	26783	Salem	NO	25643
Frederick	YES	88355	Scott	YES	21534
Fredericksburg	NO	29144	Shenandoah	YES	43497
Giles	YES	16844	Smyth	YES	30472
Goochland	YES	23244	Spotsylvania	YES	134238
Greene	YES	19779	Suffolk	NO	91185
Greensville	YES	11627	Surry	YES	6474
Hampton	NO	134313	Sussex	YES	11237
Henrico	NO	329261	Tazewell	YES	40855
Henry	YES	50953	Virginia Beach	NO	450189
Highland	YES	2210	Warren	YES	40003
King & Queen	YES	7042	Waynesboro	NO	22628
King George	YES	26575	Westmoreland	YES	17830
King William	YES	16939	Williamsburg-James	NO	14896
Lancaster	YES	10783	Winchester	NO	28108
Loudoun	YES	406850	York-Poquoson	YES	67846
Martinsville	NO	12902			

Figure 4 below shows the same data for participating sheriffs' offices grouped by the size of population served in their localities:



Finally, Table 4 shows participating agencies' total number of sworn personnel (deputies) and the average number of deputies on duty per shift^{1,2}:

Table 4. Agency and shift sizes.

<u>Participating Agency</u>	<u>Total # Deputies</u>	<u># Deputies on Patrol per Shift</u>	<u>Participating Agency</u>	<u>Total # Deputies</u>	<u># Deputies on Patrol per Shift</u>
Alexandria	164	23	Mathews	13	1
Alleghany	16	3	New Kent	38	2
Amelia	20	2	Norfolk	372	/
Arlington	223	/	Northampton	68	2
Augusta	67	7	Norton	1	1
Bedford	87	6	Nottoway	13	3
Botetourt	97	6	Orange County	39	3
Bristol	51	/	Page	53	3
Buena Vista	6	2	Petersburg	19	0
Carroll	34	4	Powhatan	41	5
Charles City	10	2	Prince Edward	33	2
Chesterfield	287	/	Prince William	92	20
Clarke	21	3	Pulaski	49	5
Craig	9	2	Richmond City	342	45
Danville	68	/	Richmond	19	2
Fauquier	128	8	Roanoke City	195	/
Floyd	/	2	Roanoke	/	/
Fluvanna	35	3	Salem	11	9
Frederick	30	10	Scott	39	3
Fredericksburg	28	4	Shenandoah	59	4
Giles	/	2	Smyth	32	4
Goochland	/	6	Spotsylvania	/	10
Greene	32	3	Suffolk	31	/
Greensville	31	2	Surry	13	2
Hampton	119	16	Sussex	44	3
Henrico	355	n.d.	Tazewell	58	5
Henry	121	8	Virginia Beach	436	145
Highland	/	1	Warren	70	6
King and Queen	17	2	Waynesboro	4	/
King George	40	5	Westmoreland	38	2
King William	26	3	Williamsburg-James	18	/
Lancaster	/	/	Winchester	33	20
Loudoun	614	32			
Martinsville	48	/	York County-Poquoson	104	7

¹ Data from McCabe et al, "Law Enforcement Management Information for the Virginia Sheriffs' Institute" (2018); backslash indicates missing data.

² "Shift" is defined as a fixed period of time during which a group of deputies works. Traditionally, law enforcement agencies have officers who work a 40-hour week comprised of five consecutive, 8-hour shifts; recently, however, many agencies have moved toward some variant of a compressed workweek schedule whereby officers work four 10-hour or three 12-hour shifts (Amendola et al., 2011).

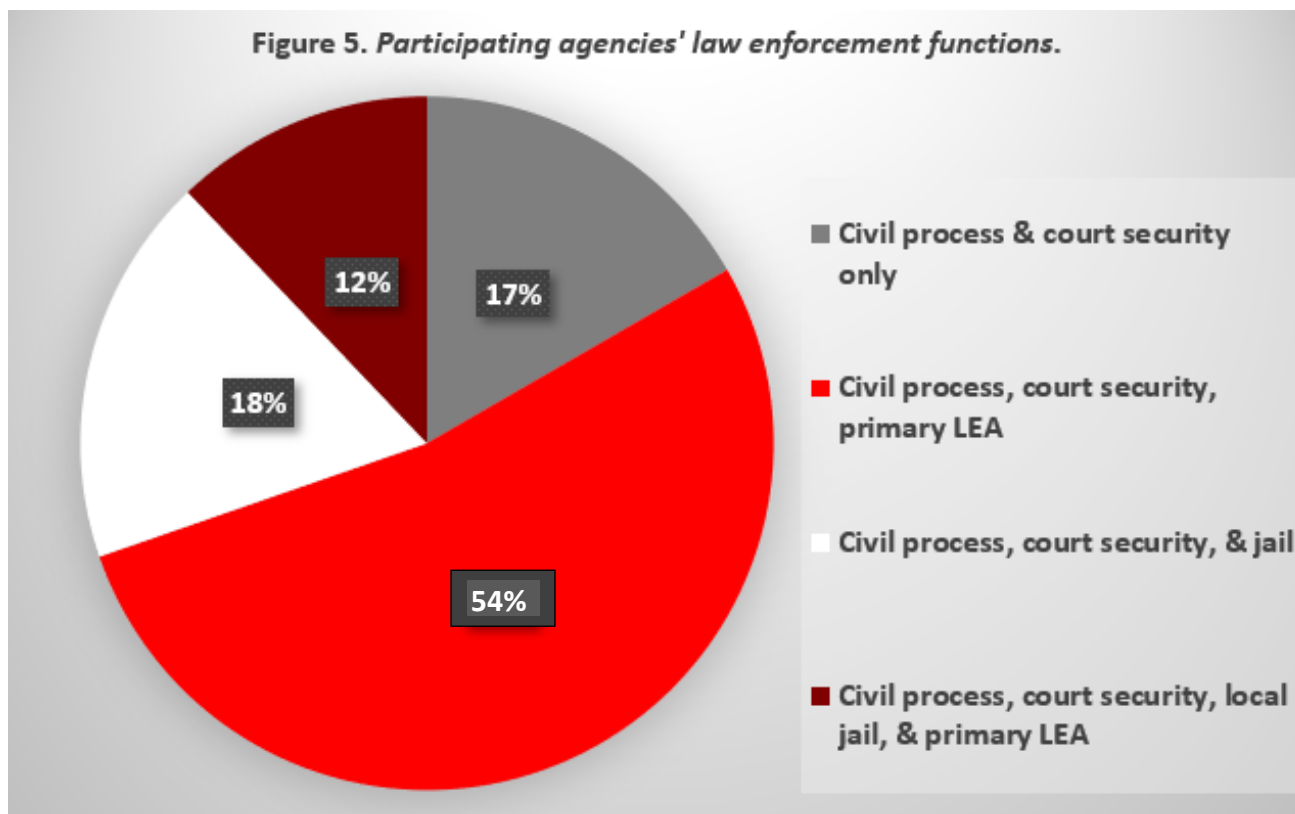
KEY FINDINGS.

LAW ENFORCEMENT FUNCTIONS.

Sheriffs' Offices across the Commonwealth perform a variety of law enforcement functions, including:

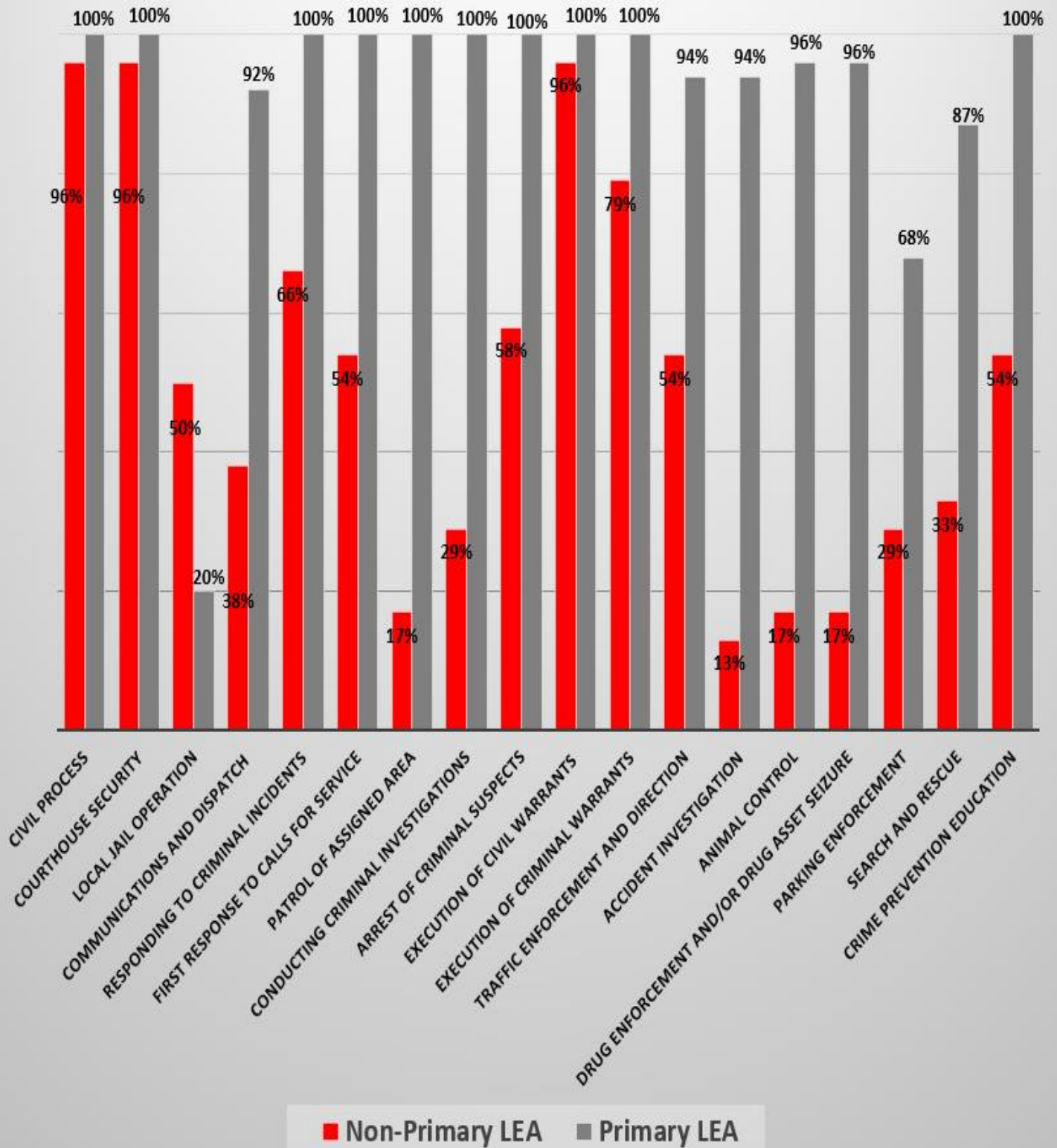
- Civil process;
- Court security;
- Local jail operations;
- Primary LEA functions

Of the 115 VSA-member agencies, the majority (67%) are the Primary LEA in their localities and are also specifically tasked with civil process and court security. 35 of these 115 member agencies (30%) are responsible for operating a local jail. Figure 5 below shows the 67 participating agencies by law enforcement function:



Further disaggregation of law enforcement function by agency type reveals that, compared with Primary LEA Sheriffs' Offices, Non-Primary LEA Sheriff's Offices across the Commonwealth report carrying out the same spectrum of daily law enforcement functions as Primary LEA Sheriff's Offices. While some of these day-to-day law enforcement activities are conducted with varying frequency depending on the type of agency, it is worth noting that all functions are performed by all reporting agencies regardless of Primary or Non-Primary designation. This is reflected in Figure 6 below:

Figure 6. Law enforcement functions reported by agency type.



The addition of local jail management to the menu of daily Sheriffs' Office responsibilities is not an insignificant one. The current inmate population across all sheriff-operated jails is about 28,000 (VSA 2019b), and on any given day, over 12,300 of these inmates are held in sheriff-run jails (Compensation Board FY2018 Jail Cost Report). Of these inmates in sheriff-run jails, the majority (71%; n= 8,767) can be found in one of the 22 agencies which participated in this study and run a local jail. FY2018 disaggregated jail population data for these 22 participating agencies are presented below. These data include Department of Corrections Rated Operating Capacity (DOC-ROC), Local Inmate Data System Average Daily Population (LIDS-ADP), and operating capacity use:

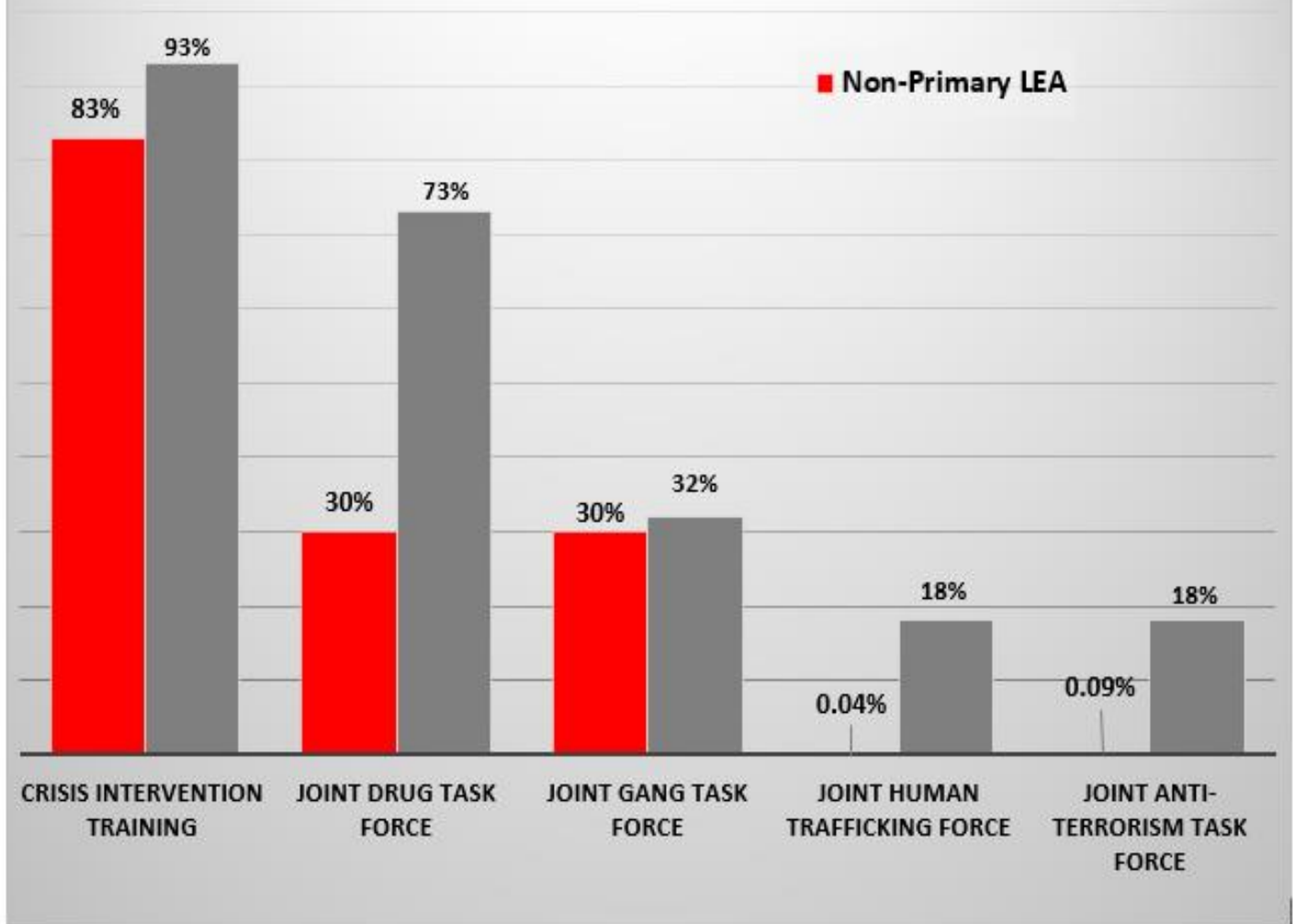
Table 5. *Disaggregated jail population data by participating agency.*

<u>Participating agency</u>	<u>DOC-Rated Capacity</u>	<u>2018 LIDS ADP</u>	<u>Capacity</u>	<u>Participating agency</u>	<u>DOC-Rated Capacity</u>	<u>2018 LIDS ADP</u>	<u>Capacity</u>
Alexandria	340	380	112%	Lancaster	26	19	74%
Alleghany	56	99	176%	Loudoun	460	423	92%
Arlington	474	512	108%	Martinsville	79	134	170%
Botetourt	124	115	93%	Norfolk	833	1084	130%
Bristol	37	152	226%	Northampton	148	93	63%
Chesterfield	250	293	117%	Page	34	74	219%
Danville	213	253	119%	Richmond City	1032	954	92%
Fauquier	56	87	156%	Roanoke City	409	556	136%
Hampton	468	304	65%	Roanoke	108	150	139%
Henrico	787	1437	183%	Sussex	28	49	173%
Henry	67	176	263%	Virginia Beach	889	1423	160%

As shown in Table 5 above, overage capacity in these participating agencies' jails range from more than half full (Northampton County Sheriffs, Office, 63%) to more than two-and-a-half times the approved capacity (Henry County Sheriff's Office, 263%), with a median capacity overage of 136% (Roanoke City Sheriff's Office).

In terms of specialized training and assignments among agencies, participation is similar among both Primary and Non-Primary Sheriffs' Offices:

Figure 7. Specialized law enforcement by agency type.



Additionally, 86% of all participating agencies allow their deputies to perform off-duty (“moonlighting”) law enforcement work:

Table 6. Allowance of off-duty law enforcement work.

"Moonlighting" Allowed?	Non-Primary LEA	Primary LEA	Total
Yes	20	37	57
No	3	8	11

RECRUITING, TRAINING, AND PAY OF NEW DEPUTIES.

All participating agencies indicate that, beyond a high school diploma or equivalent, there are no formal educational requirements for new deputies. Beyond a standard background check, all participating agencies also personally interview potential deputy recruits during the hiring process, and the majority additionally include a medical exam and drug testing. Most job candidates are also assessed on analytical problem-solving

skills and mediation/conflict management skills, and about half of participating agencies also screen their potential hires for volunteer/community service histories and a basic understanding of culturally diverse populations. Most (84%) of participating agencies send their new deputy recruits to be trained at regional academies, and 62% of all participants are trained to deliver anti-overdose/overdose reversal medications.

Low base pay is a persistent problem for Virginia deputy sheriffs.

Few participating agencies are able to offer their sworn personnel any extra pay or benefits for certain qualifications. These are reflected by agency type in the table below:

Table 7. Additional employment factors.

Additional Employment Factors	Non-Primary LEA	Primary LEA
Education incentive	7 (30%)	5 (11%)
Tuition reimbursement	10 (43%)	9 (20%)
Hazardous duty pay	4 (17%)	6 (13%)
Merit/performance	9 (39%)	14 (31%)
Shift differential	5 (22%)	3 (1%)
Bilingual ability	5 (22%)	3 (1%)
Past military service	2 (9%)	1 (.02%)
Current reserve military duty	2 (9%)	4 (10%)
Residency incentive	0	3 (.08%)
<i>Total</i>	<i>23</i>	<i>45</i>

Supplemental Sheriffs' Office data from the most recent (2013) wave of the Law Enforcement Management and Administrative Statistics (LEMAS) survey showed variation in minimum annual pay for entry-level Virginia deputies, ranging from \$26,116 (Wythe County Sheriff's Office) to a maximum of \$75,885 (Loudon County Sheriff's Office). The minimum starting pay for entry-level deputies, established by the Compensation Board, is \$33,475 (VSA 2019b).³ This is slightly lower than the national median salary of \$37,400 for entry-level Sheriff's Office deputies across the country.⁴ This is also less when compared to all 58 Virginia law enforcement agencies that participated in the 2013 LEMAS survey (e.g., sheriff's offices, local police departments, and the state police), where the median entry-level officer salary is \$39,000.⁵ According to several study participants, low pay remains a barrier among Virginia Sheriffs' Offices to effective deputy recruiting and retention. The State Compensation Board estimates that, staff turnover in Virginia's Sheriffs' Offices is above 15% (VSA 2019b), and among first-year deputy sheriffs it is as high as 21.3% and it remains high among ranked deputies and deputies past their first year of service (VSA 2016).

³ During the 2018 Session, the General Assembly approved a raise in entry-level salaries of sworn deputy sheriffs (\$871 and \$911 for pay grades 7 and 8, respectively), contingent on the projected revenues for fiscal year 2019 and 2020 not decreasing as part of the budget development process for the 2019 budget bill (Compensation Board, "Overview of Compensation Board FY19 Budget Priorities & Policies"). The persistent problem of low pay among Virginia's deputy sheriffs is not a new problem, and pay increases among deputy sheriffs have been "very much overdue" (Sen. Bill Stanley [R- District 20], quoted in VSA press release, January 16, 2019).

⁴ The 2013 LEMAS included data from 717 Sheriff's Offices nationwide.

⁵ The noted pay disparity between Sheriffs' Offices and municipal police departments is nothing new. See, for example, the recent base pay comparison study commissioned by the City of Virginia Beach (2019).

According to the Economic Policy Institute (EPI), Virginia is one of the most expensive states in which to live in America (Belt, 2018). For a family of two adults and two children to attain an “adequate—but modest—standard of living” in Spotsylvania County, for example, that household must bring in an annual minimum income of \$98,083 (EPI, 2018). If one of the adults in that household is an entry-level deputy sheriff employed with the Spotsylvania County Sheriff’s Office, even with a 38% salary locality supplement,⁶ s/he can expect his/her contribution toward that EPI annual income to be less than half at \$46,195 (VSA, 2019b). Similarly, a deputy sheriff in Scott County making the minimum entry-level annual salary of \$33,475, and whose locality provides no salary supplement, can expect to contribute slightly less than half of the \$68,094 required for a family of four to live in that locality (ibid). Further, net of a locality’s ability to provide any salary supplement, the current entry-level pay among Virginia deputy sheriffs of \$33,475 is precisely the maximum annual household income for a family of four to be eligible to participate in the state’s Supplemental Nutrition Assistance Program (Virginia SNAP, 2019).⁷ Entry-level pay among deputy sheriffs so low that a family might qualify for a food assistance program is not unique to Virginia, and it is estimated that over 260,000 individuals in protective service occupations (e.g., deputy sheriffs) nationwide also participate in SNAP (Center on Budget & Policy Priorities, 2017).⁸

In addition to the matter of comparatively low pay, a second concern consistently raised among study participants was the issue of inadequate employment benefits. Medical insurance in particular remains a challenge for deputy sheriffs. After salary, benefits coverage is a top factor in hiring and retaining quality law enforcement personnel (Thomas, 2019; Haarr, 2005). Any consideration of salary as a significant predictor of law enforcement turnover rates should take care not to overlook the importance of other economic incentives such as healthcare benefits and retirement plans (Schuck & Rabe-Hemp, 2017). Noted one Sheriff who operates a Primary LEA Sheriff’s Office in western Virginia:

“We are an overworked, understaffed, and underpaid full-service agency, despite the fact that we typically provide more services than other Virginia law enforcement agencies who receive better pay and benefits.”

AGENCY OPERATIONS.

Sheriffs’ Offices across the Commonwealth answer over 3 million calls for service⁹ and affect over 57,000 arrests annually (VSA 2019b). Participating agencies were asked to provide specific arrest data from their localities for the 2018 calendar year. Table 8 below shows the total number of Sheriffs’ Office arrests¹⁰ among participants by agency type (localities marked in red indicate Non-Primary LEA:

⁶ 6 localities provide no local supplement to a deputy sheriff’s base pay of \$33,475, and about a third (n= 42) of VSA member localities are able to provide up to a 15% supplement (VSA, 2019b).

⁷ See, for example, “Sheriffs say deputy pay qualifies for food stamps.” *Galax Gazette*, November 13, 2016. Available online at <https://www.galaxgazette.com/content/sheriffs-say-deputy-pay-qualifies-food-stamps>

⁸ In 2016, the average monthly salary for a deputy sheriff in Virginia was \$2,584.08; a monthly salary of \$2,628 or less would have qualified an individual for food stamps (Kaminer, 2016).

⁹ Over 3 million service calls annually translates to about 8,500 daily calls for service answered by Sheriffs’ Offices across the state (VSA 2019b).

¹⁰ Survey data cross-checked and supplemented with aggregate data provided to Virginia State Police in the Virginia Sheriffs’ Association Crime Report 2018. Available online at <https://vasheriff.org/sheriffs-resources/manuals-and-guides/2018-crime-report-2/>

Table 8. Arrests among participating agencies by agency type.

<u>Participating Agency</u>	<u>Total # Arrests in 2018</u>		<u>Participating Agency</u>	<u>Total # Arrests in 2018</u>
Alleghany County	176		Mathews County	97
Amelia County	172		New Kent County	590
Bedford County	1043		Northampton County	157
Botetourt County	797		Norton	483
Bristol	334		Orange County	177
Buena Vista	214		Powhatan County	198
Carroll County	446		Prince Edward County	70
Charles City County	56		Pulaski County	885
Chesterfield County	2744		Richmond County	126
Clarke County	205		Roanoke	601
Craig County	31		Salem	8
Fauquier County	1954		Scott County	931
Floyd County	206		Shenandoah County	752
Fluvanna County	275		Smyth County	1000
Frederick County	2689		Spotsylvania County	11086
Goochland County	450		Surry County	101
Hampton	0		Sussex County	597
Henrico County	112		Tazewell County	680
Henry County	1764		Warren County	503
Highland County	1		Waynesboro	0
King George County	445		Westmoreland County	286
King William County	153		Winchester	98
Lancaster County	244		York County-Poquoson	1847
Loudoun County	1955		Localities in red denote Non-Primary LEA.	

37,739 arrests in total were made in 2018 by the 45 participating agencies which were able to provide data, and the majority (95%) were affected by Primary LEA Sheriffs' Offices.

While most participating agencies were unable to provide an exact number of arrests affected during the 2018 calendar year, the smallest reported number of arrests was 8 (Salem City Sheriff's Office, a Non-Primary LEA serving over 26,000 Virginia residents), and Chesterfield County Sheriff's Office reported the highest number of reported Sheriff's Office arrests at 2,744. For both Primary and Non-Primary LEA Sheriff's Offices alike, arrests are not an uncommon occurrence. It is worth noting for example that, of the 10,774 arrests made in Chesterfield County by various agencies during the 2018 calendar year, over one-quarter of these were in fact affected by Chesterfield County Sheriff's Office, which is a Non-Primary LEA in the locality.

For participating Primary LEA sheriff's offices, most of these arrests were affected on the road or out in the community, whereas most arrests affected by Non-Primary LEA sheriff's offices were affected at the courthouse. It is interesting to note, however, arrests are affected in a variety of settings regardless of whether a Sheriff's Office is the designated Primary LEA in that locality; this is reflected below in Table 9:

Table 9. *Locations of arrest.*

<u>Location of Arrest</u>	<u>Non-Primary LEA</u>	<u>Primary LEA</u>
On the road	7 (39%)	40 (98%)
Out in the community	8 (44%)	40 (98%)
At the courthouse	14 (78%)	37 (90%)
In the jail	7 (39%)	18 (44%)

Nor are Primary or Non-Primary LEA Sheriff's Offices limited to the type of arrests made. 92% (n= 60) indicated that their agency had made a variety of arrests during this time period;¹¹ these data are shown in Table 10 below:

Table 10. *Type of arrest.*

<u>Type of Arrest Made</u>	<u>Non-Primary LEA</u>	<u>Primary LEA</u>
Warrantless/on-view felony	4 (24%)	37 (88%)
Warrantless/on-view misdemeanor	7 (41%)	37 (88%)
Felony warrant	10 (59%)	42 (100%)
Misdemeanor warrant	13 (76%)	42 (100%)

As reflected in Table 11 below, most (%) participating agencies report arrests directly to Central Criminal Records Exchange (CCRE):

Table 11. *Arrest reporting.*

<u>Method of arrest reporting</u>	<u>Non-Primary LEA</u>	<u>Primary LEA</u>
Reporting to Central Criminal Records Exchange	5 (23%)	26 (59%)
Reporting through Virginia State Police	2 (10%)	16 (36%)
Reporting through local police dept	12 (55%)	0
Agency does not report arrests	3 (14%)	0

While unable to supply an exact number, the majority (75%) of all participating agencies also issued at least one traffic summons during the 2018 calendar year. With 223 traffic summonses issued, Chesterfield County Sheriff's Office (a Non-Primary LEA) reported the fewest, with the highest volume of over 25,000 summonses reported by Loudoun County Sheriff's Office (a Primary LEA).

¹¹ Arrest data classified in Incident-Based Reporting (IBR) format are available by locality in the Virginia Sheriffs' Association Crime Report 2018. Available online at <https://vasheriff.org/sheriffs-resources/manuals-and-guides/2018-crime-report-2/>

The overlap of mental health challenges and criminal justice is reflected in participating agencies' data regarding involuntary civil commitment. 94% of all agencies reported having conducted at least one Emergency Custody Order (ECO) or Temporary Detention Order (TDO) mental health transport during the 2018 calendar year.¹² Va. Code §37.2-808(C) directs that ECO transports must be affected by a locality's Primary LEA, but allows for those agencies to transfer custody of an individual to an alternative transportation provider in certain circumstances. Individuals who are the subject of a TDO remain in law enforcement custody until the TDO-identified facility accepts the individual. Of the 7,700 ECO and TDO transports completed in 2018 by participating agencies, 5,428 (71%) were TDO's. Of all ECO and TDO transports combined, 3,098 (40%) were carried out by Sheriffs' Offices that serve as Primary LEAs in their localities:

Table 12. *Mental health transports.*

Participating Agency	# ECO transports	# TDO transports
Alexandria	0	287
Alleghany	36	unk
Amelia	36	13
Arlington	/	/
Augusta	174	48
Bedford	/	/
Botetourt	/	/
Bristol	0	57
Buena Vista	22	22
Carroll	72	166
Charles City	15	5
Chesterfield	8	67
Clarke	20	30
Craig	unk	unk
Danville	0	637
Fauquier	127	77
Floyd	84	unk
Frederick	355	1365
Fredericksburg	unk	unk
Giles	38	/
Goochland	9	33
Greene	28	30
Greensville	61	59
Hampton	0	20
Henrico	32	771
Henry	/	/
Highland	unk	unk
King and Queen	2	6
King George	22	32
King William	1	10
Lancaster	20	15
Loudoun	259	330

¹² Pursuant to Va. Code §37.2-800 *et seq.*, ECO's are magisterial orders requiring an individual who is unwilling or unable to volunteer for treatment to be taken into custody and transferred for mental health evaluation in an effort to assess the need for hospitalization or treatment. TDO's, on the other hand, are magisterial orders which authorize an individual to be taken into law enforcement custody and transferred to a designated facility.

Table 12, cont'd. *Mental health transports.*

<u>Participating Agency</u>	<u># ECO transports</u>	<u># TDO transports</u>
Martinsville	11	82
Mathews	20	13
New Kent	135	83
Norfolk	108	/
Northampton	unk	unk
Norton	16	unk
Nottoway	11	61
Orange County	unk	43
Page	13	18
Petersburg	0	0
Powhatan	unk	unk
Prince Edward	77	48
Prince William	unk	unk
Pulaski	107	109
Richmond City	unk	unk
Richmond	11	11
Roanoke City	0	unk
Roanoke	0	94
Scott	60	49
Shenandoah	unk	unk
Smyth	280	165
Spotsylvania	36	225
Suffolk	0	14
Surry	unk	unk
Sussex	4	19
Tazewell	/	/
Virginia Beach	0	220
Warren	50	30
Waynesboro	0	0
Westmoreland	unk	unk
Williamsburg-James	0	11
Winchester	0	64
York County-Poquoson	74	62

The same information is presented in Figures 8 and 9 below, broken down by participating agency type, with missing data excluded:

Figure 8. Reported ECO and TDO transports among Non-Primary LEA.

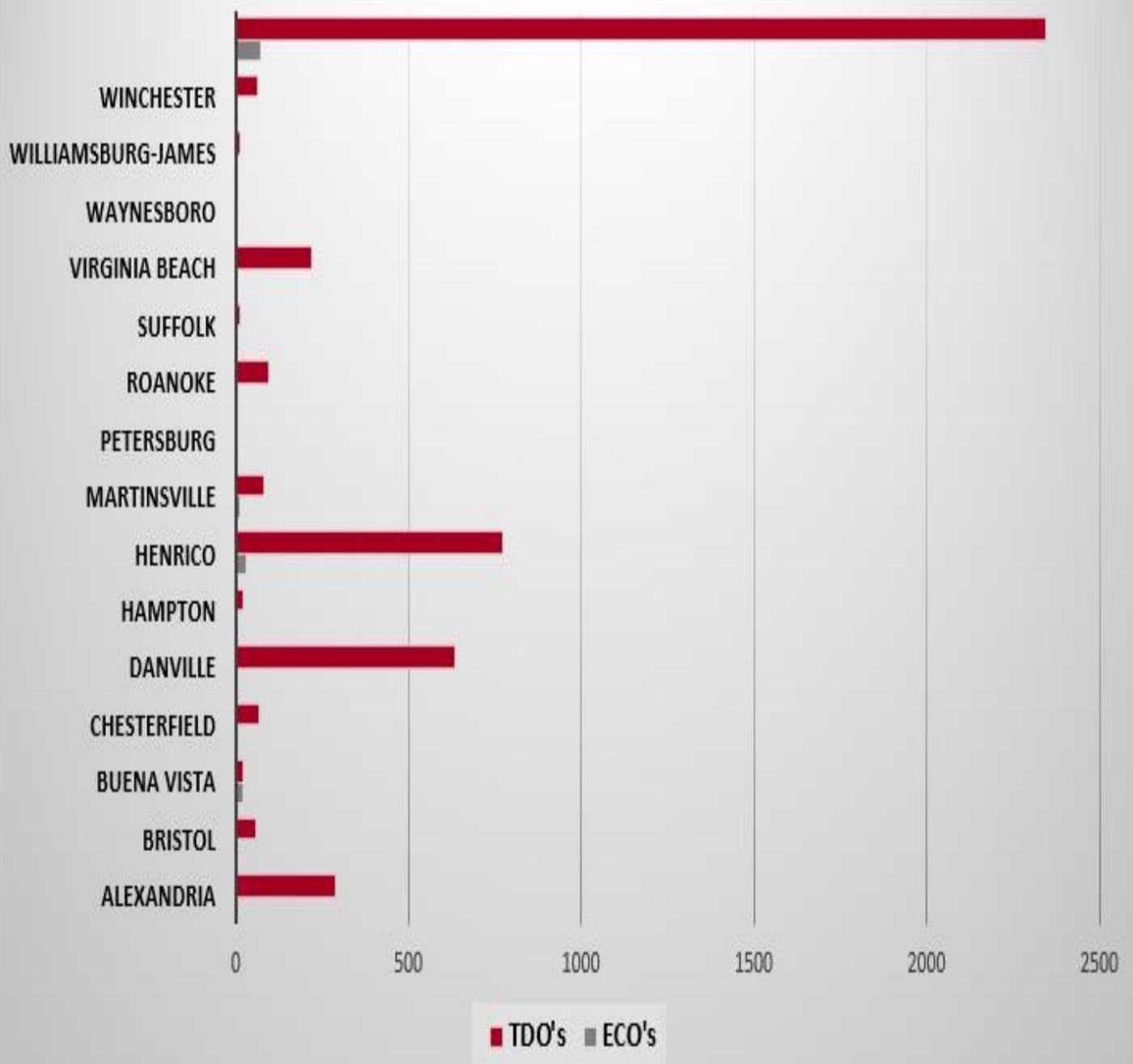
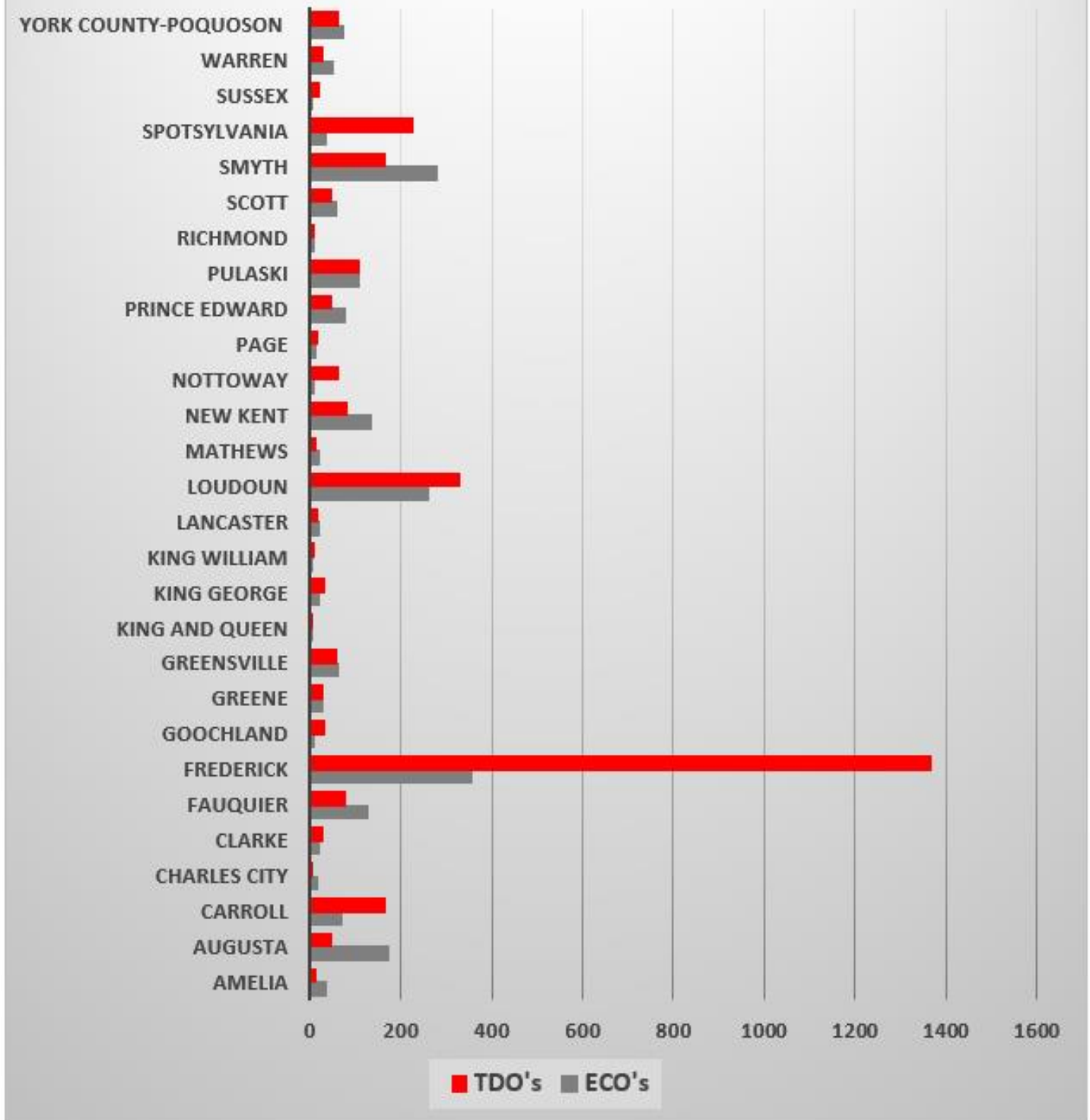


Figure 9. Reported ECO and TDO transports among Primary LEA.



Based on numbers provided by the 42 participating agencies which reported complete 2018 data for both ECO and TDO transports, several findings are noteworthy:

- The vast majority of mental health transports conducted by both Primary and Non-Primary LEA were TDO's.
- Non-Primary LEA carried out nearly half (48%) of these TDO's.

In late 2019, the Virginia Department of Behavioral Health and Developmental Sciences (VBHDS) entered into a two-year contract with private security firm G4S Secure Solutions for the statewide provision of TDO transportation services (VBHDS, 2019). Obviously, this arrangement will decrease the number of TDO mental health transports facilitated by Virginia law enforcement agencies, but this will not affect ECO's; ECO mental health transportation will remain the responsibility of Virginia law enforcement. It should also be noted that the statewide transportation contract with G4S will likely have little bearing on the law enforcement time and resources invested in monitoring individuals prior to the issuance of a TDO. Notes one Sheriff of a Primary LEA Sheriff's Office in southern Virginia:

"We're glad for what is happening with G4S and hope this is the for opening on recognition and help with this issue... but we spend [hundreds] of hours by a bedside waiting for a person to [detox] so that a good assessment can be made on whether or not they need further services, and where that may take place.... A TDO may kick in only after days of manpower has already been spent...."

Not only do jails across the Commonwealth continue to warehouse the mentally ill,¹³ but Sheriffs' Office continue to be tasked with the bulk of mental health transportation.

In light of the data presented above, it is no surprise that personnel among Virginia's Sheriffs' Offices—of both Primary and Non-Primary LEA designation who participated in this study identified understaffing as a consistent concern in terms of both workload and safety. Wrote one Sheriff whose Primary LEA agency is located in western Virginia:

"The lack of staff for the amount of work we do and the area we cover cause[s] calls to back up and delayed responses, which also quickly becomes a matter of officer safety."

Another Sheriff in a southwestern Primary LEA Sheriff's Office echoed this sentiment:

"I don't have enough manpower. We are a large county. We have more work than we can handle with the manpower we have. It becomes an officer safety issue. I wish the General Assembly would stop giving [us] more tasks to accomplish without giving [us] the appropriate funding and resources."

WORKPLACE INJURIES.

According to the VSA 2018 Crime Report, nearly one quarter (n= 335) of all assaulted law enforcement officers in Virginia were Sheriffs' Office deputies (p. 20). Participating agencies were asked whether any deputies in their locality were battered, assaulted, wounded, or otherwise physically injured in the line of duty during the 2018 calendar year. 66% of all agencies answered in the affirmative (48% of Non-Primary LEA Sheriff's Offices and 63% of Primary LEA Sheriff's Offices). The number of deputies injured in the line of duty ranged from

¹³ Jailed inmates experience serious psychological distress at rates much higher than the general public, and the Bureau of Justice Statistics reported that 26% of inmates in local jails across the country met the criteria for having serious mental health conditions (Bronson & Berzofsky, 2017). In the State Compensation Board's most recent Mental Illness in Jails Report (2018), 34.48% of the female jail population and 16.74% of the male jail population were reported as having or suspected to have a mental illness (p. 6).

1 to (Craig, Frederick, and King George, all of which are Primary LEA Sheriff's Offices) to 91 (Virginia Beach Sheriff's Office, which is a Non-Primary LEA). The reported locations of injuries, from most to least common, were in the community, on the road, in the jail, and in the courthouse. The most seriously injured deputies—from Virginia Beach, Suffolk, and Frederick Sheriffs' Offices-- suffered injuries requiring hospitalization for Non-life-threatening injuries and/or injuries requiring reconstructive surgery. Table 13 below disaggregates these data by agency type, showing how many deputies were injured, where those injuries occurred, and the extent of the most serious injury sustained:

Table 13. *Number & location of injuries.*

<u>Participating Agency</u>	<u>Total # Deputies</u>	<u># Injured Deputies</u>	<u>Injured on Road</u>	<u>Injured in Community</u>	<u>Injured at Courthouse</u>	<u>Injured at Jail</u>	<u>Most serious injury</u>
ALLEGHANY	16	0					
ALEXANDRIA	164	5				•	Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
AMELIA	20	0					
ARLINGTON	223	AT LEAST 1	•			•	Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
AUGUSTA	67	16	•	•		•	Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
BEDFORD	87	/					
BOTETOURT	97	/					
BRISTOL	51	0					
BUENA VISTA	6	0					
CARROLL	34	12	•	•			Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
CHARLES CITY	10	0					
CHESTERFIELD	287	3			•	•	Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
CLARKE	21	8		•	•		Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
CRAIG	9	1			•		Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
DANVILLE	68	0					
FAUQUIER	128	6		•	•		Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
FLOYD	/	AT LEAST 1					/
FLUVANNA	35	AT LEAST 1					Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
FREDERICK	30	1			•		Inpatient serious injury (hospitalization for Non-life-threatening injuries; injuries requiring reconstructive surgery)

Table 13. *cont'd.*

<u>Participating Agency</u>	<u>Total # Deputies</u>	<u># Injured Deputies</u>	<u>Injured on Road</u>	<u>Injured in Community</u>	<u>Injured at Courthouse</u>	<u>Injured at Jail</u>	<u>Most serious injury</u>
FREDERICKSBURG	28	0					
GILES	/	4			•	•	Outpatient moderate injury (e.g., lacerations requiring sutures; broken or knocked out teeth; broken and dislocated bones; concussions)
GOOCHLAND	/	5	•	•			Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
GREENE	32	0					
GREENSVILLE	31	2		•			/
HAMPTON	119	0					
HENRICO	355	26				•	Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
HENRY	121	/					
HIGHLAND	/	0					
KING & QUEEN	17	0					
KING GEORGE	40	1	•	•			Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
KING WILLIAM	26	0					
LANCASTER	/	0					
LOUDOUN	614	22	•	•	•	•	Outpatient moderate injury (e.g., lacerations requiring sutures; broken or knocked out teeth; broken and dislocated bones; concussions)
MARTINSVILLE	48	8			•	•	Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
MATHEWS	13	0					
NEW KENT	38	4	•	•			Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
NORFOLK	372	17				•	Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
NORTHAMPTON	68	AT LEAST 1	•	•			Outpatient moderate injury (e.g., lacerations requiring sutures; broken or knocked out teeth; broken and dislocated bones; concussions)
NORTON	/	/					
NOTTOWAY	13	2		•			/

Table 13. *cont'd.*

<u>Participating Agency</u>	<u>Total # Deputies</u>	<u># Injured Deputies</u>	<u>Injured on Road</u>	<u>Injured in Community</u>	<u>Injured at Courthouse</u>	<u>Injured at Jail</u>	<u>Most serious injury</u>
ORANGE	39	AT LEAST 1		•			Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
PAGE	53	2	•	•			Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
PETERSBURG	19	0					
POWHATAN	41	AT LEAST 1	•	•			Outpatient moderate injury (e.g., lacerations requiring sutures; broken or knocked out teeth; broken and dislocated bones; concussions)
PRINCE EDWARD	33	0					
PRINCE WILLIAM	92	4	•	•	•		Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
PULASKI	49	7	•	•		•	Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
RICHMOND CITY	342	AT LEAST 1				•	Outpatient moderate injury (e.g., lacerations requiring sutures; broken or knocked out teeth; broken and dislocated bones; concussions)
RICHMOND	19	0					
ROANOKE CITY	195	/					
ROANOKE	/	3			•	•	Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
SALEM	11	0					
SCOTT	39	2	•	•			Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
SHENANDOAH	59	AT LEAST 1	•	•	•		/
SMYTH	32	0					
SPOTSYLVANIA	/	9	•				Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)

Table 13. *cont'd.*

<u>Participating Agency</u>	<u>Total # Deputies</u>	<u># Injured Deputies</u>	<u>Injured on Road</u>	<u>Injured in Community</u>	<u>Injured at Courthouse</u>	<u>Injured at Jail</u>	<u>Most serious injury</u>
SUFFOLK	31	1					Inpatient serious injury (hospitalization for Non-life-threatening injuries; injuries requiring reconstructive surgery)
SURRY	13	0					
SUSSEX	44	0					
TAZEWELL	58	/					
VIRGINIA BEACH	436	91	•	•	•	•	Inpatient serious injury (hospitalization for Non-life-threatening injuries; injuries requiring reconstructive surgery)
WARREN	70	10	•				Outpatient moderate injury (e.g., lacerations requiring sutures; broken or knocked out teeth; broken and dislocated bones; concussions)
WAYNESBORO	4	0					
WESTMORELAND	38	0					
WILLIAMSBURG-JAMES	18	0					
WINCHESTER	33	0					
YORK-POQUOSON	104	16	•	•			Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
					/ indicates missing data	indicates Primary LEA	indicates Non-Primary LEA

Additionally, over half (62%) of participating agencies indicated that, at some point during the 2019 calendar year, at least one of their deputies had been exposed to medical, biological, and/or other potential infectious material (OPIM):

Table 14. *OPIM exposure.*

<u>Exposed to OPIM?</u>		<u>Primary LEA</u>	<u>Non-Primary LEA</u>
Yes		19	15
No		17	7

To test whether there were any significant differences in the likelihood of injuries among deputies in Primary vs. Non-Primary LEA Sheriffs' Offices, a binary logistic regression procedure was conducted. An insignificant likelihood ratio Chi-square value ($\chi^2= 1.415$, $df= 1$, $p= .234$) derived from the model's omnibus test indicates that the independent variable (whether the participating Sheriff's Office is a Primary or Non-Primary LEA) provides no significant explanatory power for the dependent variable (likelihood of injury). That is, there are no significant differences in a deputy's likelihood of being injured on the job based on the type of agency with which s/he is employed. Working in a Non-Primary LEA Sheriff's Office is, in other words, exposes a deputy to an equal amount of personal risk as working in a Primary-designated one.

CONCLUSIONS.

With much broader law enforcement responsibilities than a municipal police department, the mission of a Virginia Sheriff's Office is a multi-tasked one. With jurisdiction often over a much larger physical area, Sheriffs' Offices are required to provide a depth and breadth of law enforcement services despite resources being spread over greater space and distances (Falcone & Wells, 1995).

Whether designated a Primary or Non-Primary Sheriff's Office, Sheriffs and their sworn personnel provide these critical law enforcement and support services across the Commonwealth, often with comparatively lower base pay and more limited benefits than other law enforcement agencies state- and nationwide. Both types of Sheriffs' Offices regularly perform the same general spectrum of daily law enforcement functions to varying degrees, and work in one type of agency is no less potentially dangerous than that undertaken in the other. Of the 279,625 arrests reported in 2018 in the Commonwealth of Virginia, nearly a quarter (21%) were affected by Sheriffs' Offices, and nearly a quarter (24%) of all Virginian officers assaulted in the line of duty in 2018 were Sheriff's Office personnel.¹⁴ In addition to civil process and courthouse security services, 31% of VSA-member Sheriffs' Offices also operate local jails incarcerating nearly 30,000 individuals, and nearly 70% of all VSA member agencies are also their localities' Primary LEA. The data presented in this Report work in particular to dispel any misperception that Sheriffs' Offices are somehow not on par with other types of Virginia law enforcement agencies, or that Virginia's Non-Primary LEA Sheriffs' Offices in particular are somehow more "lightweight" law enforcement agencies than Primary LEA Sheriffs' Offices.

That Virginia deputy sheriffs' base pay remains lower than statewide and national law enforcement pay scales becomes more troublesome when considered within a broader context. For example, there is some research that strongly suggests Virginia Sheriffs' Offices overall are more efficient than their municipal police counterparts in terms of spending, staffing, and funding; they serve more residents per deputy, and they are more effective in terms of lowering crime rates (Boswell, 1997). Other research has shown that Sheriffs' Offices in general are typically more transparent and more personally invested in their localities (Falcone & Wells, 1995), more professionally accountable (LaFrance & Allen, 2010), more in-touch with community sentiments (Kuhns et al., 2007; Weisheit et al., 2006) more apt to provide leadership that is more cooperative with county government (LaFrance, 2012; LaFrance & Placide, 2010), and are staffed with personnel who have more positive views of their communities as well as more favorable perceptions of organizational justice (Rosenbaum & McCarty, 2017). This research, in combination with the data presented in this study, make a strong case for the VSA to continue to keep staff compensation and support at the forefront of its legislative agenda.

¹⁴ Virginia Sheriffs' Association Crime Report 2018, p. 20.

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APPENDIX A. ONLINE SURVEY INSTRUMENT.

1. What is your agency/locality?

2. I am a _____.

- a. Sheriff
- a. Sworn Member of a Sheriff's Office
- b. Other agency administrator (please specify)

3. My Sheriff's Office is the primary law enforcement agency in my locality.

- a. Yes
- b. No

4. During the 12-month period between January 1 and December 31, 2018, which of the following functions did ANY personnel in your agency EVER perform in ANY setting (e.g., on the road, in the community, in the courthouse, or in the jail) (select all that apply)?

- | | |
|--|---|
| a. Communications and dispatch | i. Traffic enforcement and direction |
| b. Responding to criminal incidents | j. Accident investigation |
| c. First response to calls for service | k. Animal control |
| d. Patrol of assigned area | l. Drug enforcement and/or drug asset seizure |
| e. Conducting criminal investigations | m. Parking enforcement |
| f. Arrest of criminal suspects | n. Search and rescue |
| g. Execution of civil warrants | o. Crime prevention education |
| h. Execution of criminal warrants | p. Other (please describe) |

5. Does your agency participate in community relations/community outreach programs?

- a. Yes
- b. No

6. Does your agency allow deputies to perform off-duty ("moonlighting") law enforcement work?

- a. Yes
- b. No

7. Do any of your agency's sworn personnel participate in a crisis intervention team (CIT) program?

- a. Yes
- b. No

8. Do any of your agency's sworn personnel participate in a joint drug task force?

- a. Yes
- b. No

9. Do any of your agency's sworn personnel participate in a joint gang task force?

- a. Yes
- b. No

10. Do any of your agency's sworn personnel participate in a joint human trafficking force?

- a. Yes
- b. No

11. Do any of your agency's sworn personnel participate in a joint anti-terrorism or joint terrorism task force?

- a. Yes
- b. No

12. How are arrests reported by your agency?

- a. We report directly to Central Criminal Records Exchange (CCRE).
- b. We report through Virginia State Police.
- c. We report through our local police department.
- d. We don't report arrests.
- e. Other (please explain).

SECTION 2. ABOUT NEW DEPUTY RECRUITS IN YOUR AGENCY.

13. In addition to a high school diploma or equivalent, what are the formal education requirements for new deputies in your agency?

- a. Some college
- b. 2-year college degree
- c. 4-year college degree
- d. My agency does not have a formal education requirement beyond a high school diploma or equivalent.

14. In selecting new deputy recruits, which of the following screenings does your agency use (select all that apply)?

- a. Personal interview
- b. Psychological evaluation
- c. Written aptitude test
- d. Personality inventory
- e. Polygraph exam
- f. Voice stress analyzer
- g. Medical exam
- h. Drug test
- i. Physical ability test
- j. Other (please specify)

15. In selecting new deputy recruits, do you assess candidates on the following (select all that apply)?

- a. Analytical problem-solving
- b. Volunteer/community service history check
- c. Understanding of culturally diverse populations
- d. Mediation/conflict management skills
- e. Other (please explain)

16. Does your agency offer special pay and/or benefits for any of the following (select all that apply)?

- | | |
|---------------------------------------|---|
| a. Education incentive | g. Military service (past service) |
| b. Tuition reimbursement | h. Military service (current reserve duty) |
| c. Hazardous duty pay | i. Residency incentive |
| d. Merit/performance | j. Other special skills or abilities (please specify) |
| e. Shift differential | |
| f. Bilingual ability | |

17. Who provides training for your new deputy recruits?

- | | |
|--|-------------------------------|
| a. My agency has its own training academy. | c. We use a regional academy. |
| b. We use another agency's training academy. | d. Other (please describe). |

SECTION 3. ABOUT YOUR AGENCY'S LEO ACTIVITIES.

18. Did your agency make any arrests during the 12-month period between January 1 and December 31, 2018? (IF YOUR ANSWER IS NO, SKIP TO QUESTION #22.)

- a. Yes
- b. No

19. (IF YES TO QUESTION #18) What is the total number of arrests your agency made during the 12-month period between January 1 and December 31, 2018 (fill in the blank)?

20. (IF YES TO QUESTION #18) Which of the following types of arrests did your agency make during the 12-month period between January 1 and December 31, 2018 (check all that apply)?

- a. Warrantless/on-view felony arrests
- b. Warrantless/on-view misdemeanor arrests
- c. Felony warrant arrests
- d. Misdemeanor warrant arrests

21. (IF YES TO QUESTION #18) In which of the following locations did your agency make ANY arrests during the 12-month period between January 1 and December 31, 2018 (check all that apply)?

- a. On the road
- b. Out in the community
- c. In the courthouse
- d. In the jail
- e. Other (please specify)

22. Did your agency issue any traffic summonses during the 12-month period between January 1 and December 31, 2018? (IF YOUR ANSWER IS NO, SKIP TO QUESTION #24.)

- a. Yes
- b. No

23. **(IF YES TO QUESTION #22)** How many traffic summonses did your agency issue during the 12-month period between January 1 and December 31, 2018 (fill in the blank)?

24. Did your agency make any Emergency Custody Order (ECO) mental health transports during the 12-month period between January 1 and December 31, 2018? **(IF YOUR ANSWER IS NO, SKIP TO QUESTION #26.)**
- a. Yes
 - b. No
25. **(IF YES TO QUESTION #24)** How many ECO mental health transports did your agency make during the 12-month period between January 1 and December 31, 2018 (fill in the blank)?

26. Did your agency make any Temporary Detention Order (TDO) mental health transports during the 12-month period between January 1 and December 31, 2018? **(IF YOUR ANSWER IS NO, SKIP TO QUESTION #28.)**
- a. Yes
 - b. No
27. **(IF YES QUESTION #26)** How many TDO mental health transports did your agency make during the 12-month period between January 1 and December 31, 2018 (fill in the blank)?

28. Were any of your deputies battered, assaulted, wounded, or otherwise physically injury in the line of duty during the 12-month period between January 1 and December 31, 2018? **(IF YOUR ANSWER IS NO, SKIP TO QUESTION #32.)**
- a. Yes
 - b. No
29. **(IF YES TO QUESTION #28)** How many assaults, batteries, or woundings were committed on your deputies during the 12-month period between January 1 and December 31, 2018 (fill in the blank)? _____
30. **(IF YES TO QUESTION #28)** When your deputy/ies was/were assaulted, battered, wounded, or otherwise injured in the line of duty during the 12-month period between January 1 and December 31, 2018, where did these incidents take place (select all that apply)?
- a. On the road
 - b. Out in the community
 - c. In the courthouse
 - d. In the jail
 - e. Other (please specify)

31. **(IF YES TO QUESTION #28)** During the 12-month period between January 1 and December 31, 2018, what was the MOST SERIOUS level of injury any deputy experienced in the line of duty?
- a. Outpatient minor injury (e.g., cuts, bruises, abrasions, muscle strains, or injuries requiring tetanus shots)
 - b. Outpatient moderate injury (e.g., lacerations requiring sutures; broken or knocked out teeth; broken and dislocated bones; concussions)
 - c. Inpatient serious injury (hospitalization for non-life-threatening injuries; injuries requiring reconstructive surgery)
 - d. Inpatient severe injury (hospitalization with life-threatening injuries)
32. During the 12-month period between January 1 and December 31, 2018, were any of your deputies exposed to medical, biological, and/or other potential infectious material (OPIM)?
- a. Yes
 - b. No
33. Are any of your sworn staff trained and equipped to deliver anti-overdose/overdose reversal drugs (e.g., Narcan, Evzio, or other opioid antagonist medications)?
- a. Yes
 - b. No
34. Is there anything else you would like to share regarding the day-to-day law enforcement activities undertaken by your agency?
35. As part of this study, we are gathering further in-depth information about day-to-day law enforcement activities in Sheriff's Offices. Would you be interested in participating in a follow-up phone or email interview about your experiences with and opinions about this topic? If so, please indicate your preferred method of contact:
- a. I'd like to be contacted by email (please provide email)

 - b. I'd like to be contacted by phone (please provide phone number)

THANK YOU FOR YOUR TIME!

Your answers will help public safety agencies better understand the day-to-day law enforcement activities undertaken by sworn employees in Sheriff's Offices around the Commonwealth.

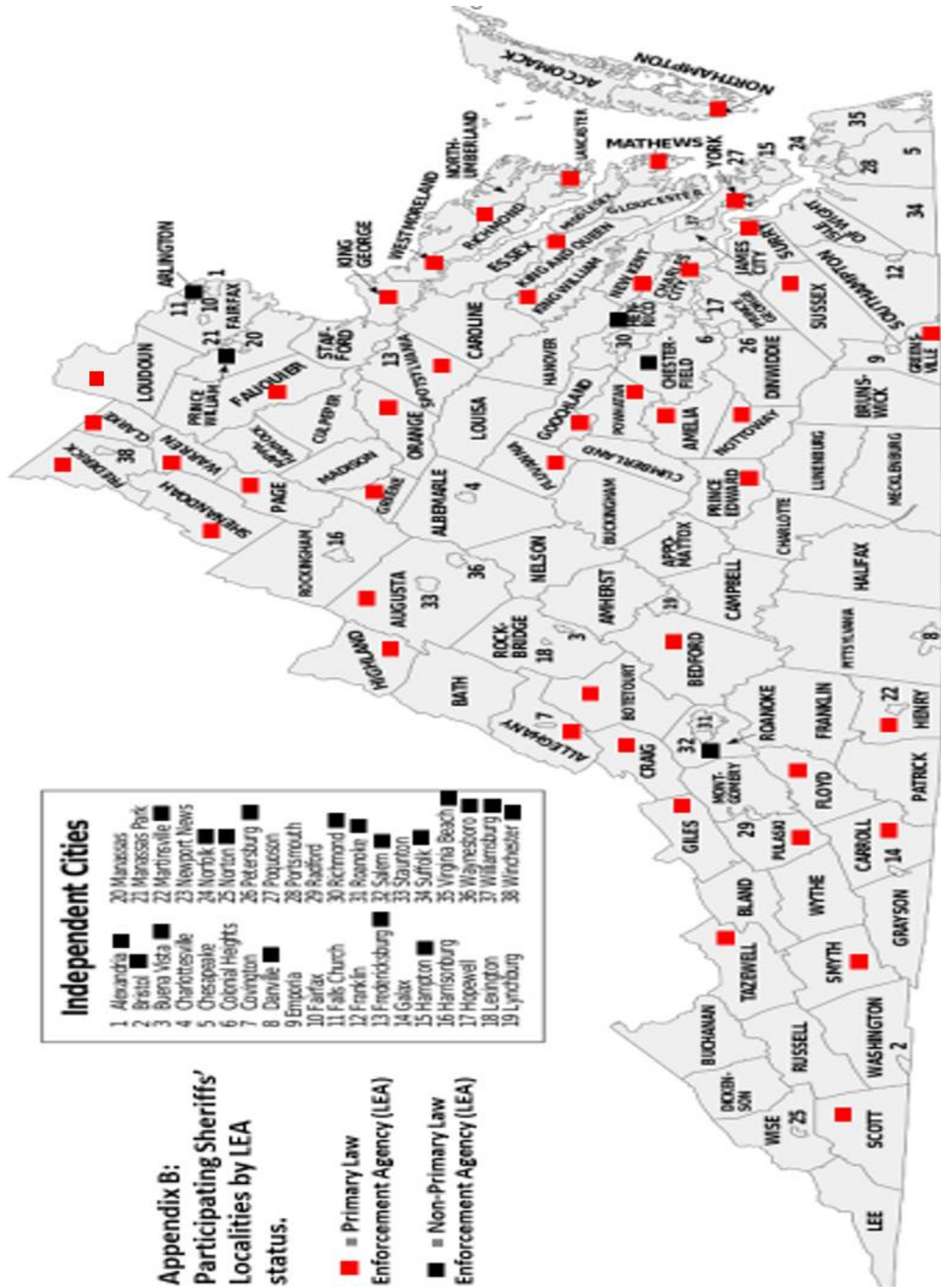
**Appendix B:
Participating Sheriffs'
Localities by LEA
status.**

■ = Primary Law Enforcement Agency (LEA)

■ = Non-Primary Law Enforcement Agency (LEA)

Independent Cities

- 1 Alexandria ■
2 Bristol ■
3 Buena Vista ■
4 Charlottesville ■
5 Chesapeake ■
6 Colonial Heights ■
7 Covington ■
8 Danville ■
9 Emporia ■
10 Fairfax ■
11 Falls Church ■
12 Franklin ■
13 Fredericksburg ■
14 Galax ■
15 Hampton ■
16 Harrisburg ■
17 Hopewell ■
18 Lexington ■
19 Lynchburg ■
20 Manassas ■
21 Manassas Park ■
22 Martinsville ■
23 Newport News ■
24 Norfolk ■
25 Norton ■
26 Petersburg ■
27 Potomac ■
28 Portsmouth ■
29 Radford ■
30 Richmond ■
31 Roanoke ■
32 Salem ■
33 Staunton ■
34 Suffolk ■
35 Virginia Beach ■
36 Waynesboro ■
37 Williamsburg ■
38 Winchester ■



APPENDIX C. PARTICIPATING SHERIFFS' OFFICES.

Participating Primary LEA Agencies	
Alleghany	Lancaster
Amelia	Loudoun
Augusta	Mathews
Bedford	New Kent
Botetourt	Northampton
Carroll	Nottaway
Charles City County	Orange
Clarke	Page
Craig	Powhatan
Fauquier	Prince Edward
Floyd	Pulaski
Fluvanna	Richmond County
Frederick	Scott
Giles	Shenandoah
Goochland	Smyth
Greene	Spotsylvania
Greensville	Surry
Henry	Sussex
Highland	Tazewell
King & Queen	Warren
King George	Westmoreland
King William	York-Poquoson

Participating Non-Primary LEA Agencies	
Alexandria	Petersburg
Arlington	Prince William
Bristol	Richmond City
Buena Vista	Roanoke City
Chesterfield	Roanoke County
Danville	Salem
Fredericksburg	Suffolk
Hampton	Virginia Beach
Henrico	Waynesboro
Martinsville	Williamsburg-James
Norfolk	Winchester
Norton	

LIST OF TABLES, FIGURES, APPENDICES.

TABLES

	PAGE
1 Sheriff's Office responsibilities.....	6
2 LEA designations.....	6
3 Participating agencies by LEA designation and size of population served.....	7
4 Participating agency by shift sizes.....	9
5 Disaggregated jail population data by participating agency.....	12
6 Allowance for off-duty law enforcement work.....	13
7 Additional employment factors.....	14
8 Number of arrests by participating agency LEA designation.....	16
9 Locations of arrests by participating agencies.....	17
10 Types of arrests by participating agencies.....	17
11 Primary method of arrest reporting.....	17
12 Number of mental health transports.....	18
13 Number and location of injuries among participating agencies.....	23
14 OPIM exposure among participating agencies.....	26

FIGURES

1 LEA's in Virginia.....	4
2 Primary vs. Non-Primary participating agencies.....	6
4 Aggregated participating agency data by size of population served.....	8
5 Law enforcement functions among participating agencies.....	10
6 Law enforcement functions by participating agency LEA designation.....	11
7 Specialized law enforcement functions by participating agency LEA designation.....	13
8 Number of ECO and TDO transports by Non-Primary LEA participating agencies.....	20
9 Number of ECO and TDO transports by Primary LEA participating agencies.....	21

APPENDICES

A Online survey instrument.....	31
B Map of participating localities.....	36
C Participating localities in table format by agency type.....	37