

Lake Monticello Police / Security Services Study

Compiled by:

**The Lake Monticello Police Department
Lake Monticello Safety / Security Committee**

Report to:

**Lake Monticello Owners' Association
Board of Directors**

March 2004

The Lake Monticello Police / Security Services Study

This report, authorized by the Lake Monticello Owners' Association Board of Directors, reviews the police and security systems in place within the Lake Monticello Community. The Lake Monticello Safety and Security Committee, with the assistance of the Lake Monticello Chief of Police has compiled the information in this report.

This report contains:

- Section 1:** The Lake Monticello Community
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Section 8 is not included but available for review upon request.

The Lake Monticello Community

Overview of Lake Monticello: Lake Monticello is a private 3,500-acre community divided into 12 sections containing 4,596 lots. At this time, there are 15 condominium units and more than 3,600 single-family homes. Nine sections of the community are within the gated area with access through five gates. The community is approximately 15 miles east of Charlottesville, Virginia, situated around a 350-acre manmade lake (fed by some 200 springs) with 22.5 miles of shoreline. Home sites are connected by 62 miles of privately maintained roads and served by a central water and sewage system. Utilities, including telephone, electric, and cable television, are underground in most of the community. Lake Monticello is patrolled twenty-four hours a day by our own private police department, and an active volunteer fire department and rescue squad are located just outside the gated area.

Access to Lake Monticello is restricted, with routine access limited to property owners and tenants, their family members and guests, associate members, authorized groups for special activities and other authorized persons.

The Clubhouse contains Association administrative offices, the Lakeview Dining Room, the Pub and space for meetings and special events.

The main lake is ideal for boating, water skiing, and fishing. A marina with docks and a concrete launching area are available to serve boaters. Five beaches with picnic areas are located around the main lake. The Lake Monticello golf course is an eighteen-hole, 72-par PGA championship course, with a golf clubhouse housing the Pro Shop and the Eagles Nest Snack Bar. Other recreational facilities include a swimming pool; softball and soccer fields; tennis, basketball and rollerblade/skateboard and horseshoe courts; and playgrounds.

The Lake Monticello Owners' Association

***Purpose and Responsibilities of the Association:** The Lake Monticello Owners' Association (referred to as LMOA or "the Association") is a non-stock, not for profit Virginia membership corporation and is operated exclusively for the promotion of the common good and general welfare of the people of the Lake Monticello community. It provides an organizational framework for cohesive community efforts by the membership, and provides for the necessary and convenient operation, administration and government of Lake Monticello as a community. LMOA promotes cultural, esthetic, recreational and general civic advantages of the members. LMOA is responsible for community services and the general maintenance, care and upkeep of community infrastructure, including roads, buildings, facilities, amenities and other common properties.

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In accordance with the Statements of Subdivision, LMOA collects appropriate charges, in the form of dues, levies or assessments against the members as compensation for services rendered and to finance activities of the Association.

LMOA interprets, applies, administers and enforces, through the Board of Directors and duly authorized committees, the covenants and restrictions affecting the real property as proved by the recorded statements of subdivision. It is responsible for taking whatever actions may be necessary, useful, suitable or proper for the furtherance or accomplishment of the purposes and powers of the Association.

LMOA MEMBERSHIP

The owner(s) of each residential lot in the subdivision *automatically becomes a member of the Lake Monticello Owners' Association* in accordance with the Articles of Incorporation and Bylaws, and is *entitled to all the rights and privileges* according to the Association's governing documents, including the Articles of Incorporation, the Statements of Subdivision, the Bylaws and the Policy Manual. Membership cannot be canceled or waived by an owner and cannot be transferred except by transfer of the property.

In addition, each owner agrees, by accepting conveyance of or interest in a lot within the subdivision, to abide by the rules, regulations, policies and procedures as provided by those documents, including the payment of such charges and levies as may be properly made by the Association.

Meetings of LMOA Members: In accordance with the Bylaws, LMOA holds an annual meeting of members on the last Saturday of June of each year, during which members will vote to fill vacancies on the Board of Directors and vote on Board and member proposals that have met the legal requirements for being placed on the meeting agenda. In addition, the Bylaws provide that the Board or Association members may call special meetings of members to vote on special issues.

Notices of annual and special meetings of members are mailed to all members of record. Accompanying each notice is a proxy and pre-addressed return envelope. The Board urges members to exercise their voting rights: Read the notice completely, fill out and sign the proxy, and return it to the Administration Office before the stated deadline.

Dues, Fees, Assessments:

Annual Membership Dues: The maximum amount of annual dues the Association can charge members is set by a vote of the membership. The improved property fee is charged at cost to owners of all completed homes to cover the expense of trash and recycling pickup and snow plowing of Lake Monticello streets. Should the need arise, the Board of Directors may petition members for special

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assessments, according to the provisions of the Virginia Property Owners' Association Act and the Bylaws. Any such assessment would require member approval. (*Policy Manual Chapter 1, Section 1.02.*)

Compliance Charges may be made when violations of LMOA covenants and restrictions or policies, rules and regulations are confirmed by the Compliance Committee.

LMOA ORGANIZATIONAL STRUCTURE

The Board of Directors is the governing body of the Association. As provided in the Bylaws, the Board adopts policies and promulgates such rules and regulations as necessary for the proper operation, administration and government of the community. Such policies, rules and regulations are binding on members of the Association. Each year, LMOA members elect three Directors to fill terms that expire at the Annual Meeting and other unexpired terms on the Board of Directors that may have been vacated for any reason, and which have been included on the agenda for the Annual Meeting.

Association Staff and Operations

LMOA operations are the responsibility of the General Manager and his staff, who perform a variety of tasks required to operate and maintain the organization, its amenities and facilities, and to provide services to the membership.

The Administration Office is located in the Clubhouse and includes the office of the General Manager, Business Management and Food Services. Other operations are located around the community.

The Administration Office houses operations for the General Manager's Office, Business Management, General Accounting, Communications, Solicitations/Contracts, and Food Services. Other Departments are located around the community and are the Police/Security Department, Environmental Control, General Maintenance, Golf Pro Shop, Golf Maintenance, Marina. Additionally, recreational facilities such as the Pool, Lake, Basketball /Tennis courts, parks, playgrounds, and beaches are located throughout the community.

An Organizational Chart for all LMOA staff operations (1/1) is provided in the appendix to this report.

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LMOA COMMITTEES

The Board of Directors and staff rely on LMOA committees for help and information. At the present time, there are 19 permanent committees. In addition, the Board appoints ad hoc committees as needed for special purposes.

Each committee has a staff liaison with whom they work to accomplish the committee's goals and responsibilities, as provided in the committee charter. While employees do not report to committees nor committees to staff, each utilizes the abilities of the other to accomplish whatever is needed in the best interests of the Association.

The **Safety and Security** Committee is an operating committee on matters affecting the safety and security services and activities at Lake Monticello. The Chief of Police is the liaison to this committee.

Police and Security Services Introduction

Since the incorporation of the properties known as Lake Monticello, the Lake Monticello Owners' Association has provided for the security of its residents. Two areas of protection are in place; a security force and a police force. These two functions, administered by the LMOA General Manager through the Chief of Police, provide a high level of passive protection and incident response capabilities. The Lake Monticello Owners' Association Board of Directors enacts policies to provide guidance to security and police personnel. These policies may be considered similar to city ordinances and are enforceable should residents violate these "community rules". Additionally, police officers enforce the Code of Virginia for both criminal and traffic codes.

The **security department** provides access control over residents, guests, vendors, and others authorized to enter Lake Monticello. Computer systems and access control equipment, which has been upgraded over the years, assist officers with this task. Two computer systems provide for the databasing of property owners, tenants, and residents. Access control equipment consists of five (5) entry gates located throughout the community. Access into the Lake Monticello community is accomplished by a barcode attached to property owner, resident, vendor, or guest vehicles. This barcode allows access to any of the five access gates. Two (2) of these entrances are controlled by the Security staff which allows access to visitors and vendors not possessing a barcode. Currently, the security department is staffed 24/7. Detailed services and operating descriptions are provided in the Security Operations Detail (Section B) included in this section.

The **police department** provides general law enforcement services utilizing a combination of preventive patrol, incident response, and follow-up investigations. Virginia law allows private corporations to enact private police departments upon a showing of a necessity for security of its residents. Lake Monticello has staffed a police/security department for over twenty (30) years. The Lake Monticello Police Department, in addition to general law enforcement response services and patrol, responds to most medical calls for service, residents needing non-law enforcement assistance, and provides enhancement to security by performing community facility checks, access control assistance, and gate system maintenance. Additionally, Lake Monticello policies or "rules" are enforced primarily by the police department. The Lake Monticello Police/Security Department is staffed 24/7. Detailed services and operating descriptions are provided in the Police Operations Detail (Section C) included in this section.

An organizational chart of the Police/Security Department is provided in the appendix at the end of this report. (2A/1)

Security Operations

This section provides a review of the security operation and access control at Lake Monticello.

Lake Monticello security staffing consists of five (5) full-time and five (5) to seven (7) part-time security officers. This provides two officers on duty from 7 AM until 3 PM, two officers on duty from 3 PM until 11 PM, and one officer on duty from 11 PM until 7 AM. When security officers have a vacancy due to vacation, sick leave, or other excused or unexcused absence, a replacement is provided to keep the staffing at the above levels. Occasionally, additional security officers are staffed to help with increases during holiday periods or unexpected emergencies. Existing full-time and part-time security officers fill vacancies.

A Security Supervisor (civilian non-sworn) administers and monitors the security operation. This person is also a functioning member of the security operation performing all the duties of a security officer on a regular shift in addition to the supervisory role. This supervisor is directly responsible to the Chief of Police.

All the training is OTJ (on the job) and consists of learning the access control policies, access control equipment, computer equipment, telephones, and police dispatch radio. Successful officers typically need many skills to be effective in this busy role. Currently, there is a great amount of seniority in the full-time security ranks. The security supervisor has over fifteen (15) years service, another officer has over ten (10) years, and two others are in their sixth (6) year of service. We are very fortunate to have this level of experience in this assignment since the tasks are difficult to learn especially when rules knowledge, computer skills, and dealing with the public in a fast-paced environment contribute to a high turnover rate and increased stress on the job.

Lake Monticello provides for the security of its residents by providing for vehicle access control at five (5) access gates. These entrances are located off State Route 618, at the intersection of Ashlawn Boulevard and Jefferson Drive (Ashlawn Gate); off State Route 600, at the intersection of Riverside Drive and Jefferson Drive (Riverside Gate); off State Route 600, on Slice Road (Fairway Gate); off State Route 53, on Turkeysag Trail (Falcon Hills Gate); and off State Road 53, at the intersection of Monish Drive and Jefferson Drive (Tufton Gate).

All Lake Monticello entrances and exits are protected by a rotating gate arm that extends into the lane. For access, any vehicle/person with an issued barcode approaches the gate, drives past equipment which scans the barcode and approves entry by raising the gate arm. After driving through the gate into the community, a metal loop activates a command to lower the gate. The gate is then ready to accept the next barcode entry. Exiting the Lake is accomplished by

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driving over a metal loop to activate the opening of the exit gate arm. After driving through the gate, a second metal loop activates lowering of the gate arm.

Guest/vendor entrances are controlled by the Main Gate security officers. After verifying authorization, the entrance gate is manually opened by the officer. At the Main Gate, a switch is pushed to open, and then to close the gate after entrance. At the Falcon Hills Gate, a menu screen on the gate access computer is pulled down, the gate is selected, a second command screen is pulled down and the open command is clicked to open the entrance gate.

Three entrance/exit gates (Riverside, Fairway, and Tufton) are “residents only gates” which are accessible only by possessing a barcode access device. These gates have one entrance and one exit controlled by a rotating gate arm on both lanes. While only barcode access is allowed at these gates, any vehicle can exit these gates. The security staff can also control the entrances at these gates. While they do not “see” these gates since there are no cameras, they can open and close the entrances should the need arise. This is typically done during severe snow incidents to allow unobstructed plowing and reduces the possibility of residents sliding into and damaging the gate arms. The security staff can not open and close the exit gate arms since the exits are not activated by the barcode system.

The Ashlawn Gate is considered the “Main” gate and all security staff works within this building. Typical duties predominately revolve around access control. One officer works the main entrance and the other officer is stationed at the work station for the Falcon Hills entrance. Audio and video equipment connects the main gate staff with the Falcon Hills Gate to provide access to guests and vendors. This allows residents without barcodes, guests, and vendors access from two locations located on either side of the Lake Monticello community. All residents (property owners, tenants, dependants, or others living within Lake Monticello) can purchase a barcode to enter any of the five gates. If residents do not purchase this barcode, access can still be obtained by entering the Ashlawn Gate or Falcon Hills Gate visitor entrance and show identification to verify residence or ownership at Lake Monticello.

Guests of residents have to be authorized access to Lake Monticello. This is accomplished either by the residents calling the main gate to provide the name and date of arrival of their guest, or by listing their frequent guest on a master guest list. When a guest arrives at the Ashlawn “Main” Gate or the Falcon Hills Gate, security personnel get the guest name and resident name, look it up on the guest registration or guest list computer to verify authorization, record the number of persons in the vehicle and the vehicle tag number, then open the access gate to allow entrance to Lake Monticello.

Vendors or construction persons are allowed access two ways. Most vendors can show a work order identifying a single specific resident and are allowed

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access by identifying that resident. Others, such as propane delivery companies, building supply companies, etc.. that are delivering to several locations are allowed access by identifying that information. These vehicles/persons are logged in by recording the company name if in a company vehicle, or a driver's name if in an unmarked or personal vehicle. Additionally, the number of people in the vehicle and the vehicle's tag number are recorded in the computer. A construction/vendor pass is issued with today's date written in large size on the pass. For frequent vendors who enter mostly every day, the information is recorded on a Monday or Tuesday, and an up to six (6) day pass is issued. The vendor simply shows the pass at an entrance gate for access for the remaining week (Sunday not included). When a vendor enters Lake Monticello for the remaining week on this weekly pass, the numbers are not counted or included in the daily count. * It should also be mentioned that all vehicles, guest and vendor, are registered when they arrive at the gate initially. If those vehicles enter several times throughout the day, the security officers check the pass and allow them access. These vehicles, however, are not recounted and these entries are not included in the total vehicle access numbers. Additionally, property owners arriving in vehicles without barcodes are allowed access but are not counted and are not included in the vehicle access numbers.

The main gate access workload is typically very busy. Here are access numbers for the last few years:

	<u>1998</u>	<u>1999</u>	<u>2000</u>	<u>2001</u>	<u>2002</u>
<i>Guests</i>	121,071	132,197	143,808	170,554	181,643
<i>Guest Vehicles</i>	66,899	69,498	77,771	93,760	105,012
<i>Business persons</i>	92,145	104,208	105,184	123,487	*113,706
<i>Bus Vehicles</i>	63,380	66,889	73,789	86,678	*80,512
<i>Total Persons:</i>	213,216	236,405	248,992	289,866	295,349
<i>Total vehicles:</i>	130,279	136,387	151,560	180,438	185,524

*Multi-day passes good for six days issued to vendors who frequently enter Lake Monticello. Persons and vehicles only counted at the start of the week. Totals will be less than actual person/vehicle count.

Additionally, the main gate security officers are available twenty-four hours a day to provide information to the residents. Typically, security officers at the main gate receive over 5,000 phone calls monthly from residents to register guests, request assistance, notify police of an emergency, or to get information.

Security officers also provide other duties for Lake Monticello and include:

- Dispatching police officers when calls for service come in to the Main Gate.

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- ❑ Referring calls for service to the Fluvanna County Sheriffs' Office when calls are received at the Main Gate.
- ❑ Renting campground sites at night and weekends. (This will be eliminated when the campground is closed in April 2004.
- ❑ Collecting player's fees for Clubhouse tennis after hours and on weekends. This may be eliminated in 2004.
- ❑ Notifying our water provider of pump overflow alarms when observed by police officers.
- ❑ Maintenance of the databases to include the property owner's listings and the master guest lists.
- ❑ Assist with maintenance of the gate access computer systems along with the T-1 line equipment, Adtram termination units, and video transmission equipment.
- ❑ Monitoring of the videotape recording system and filing of tapes.
- ❑ Collating information systems to include the tracking of guest totals, guest vehicles, vendors, vendor vehicles, and total phone calls received.
- ❑ Delivery of messages by phone at the request of police officers to residents of the community when required.
- ❑ Relaying gate malfunctions to police officers when they occur.
- ❑ Handling walk-up traffic at the gate from residents requesting assistance.
- ❑ Observing rules violations and dispatching police officers.

The annual budget for the security operation is approximately \$ 248,811 for FY 2004 (calculation is actual salaries and benefits w/o overtime and 2004 merit increase percentage, and actual equipment and operational expenses) This only includes security personnel without police management. Full budget pages are included in the appendix at the end of this report.

Lake Monticello Police Operations

Authority and Jurisdiction

As in all LMOA operations, the general manager is responsible for the management of the Police Department. Police and Security Officers are hired by the LMPD Chief of Police, who has responsibility for the day-to-day operations of the department. The authority for Lake Monticello police officers is derived from the Codes of Virginia, Code Section 19.2-13 titled "Special Conservators of the Peace". The Code Section is set out in its entirety as 2C/1 in the Appendix to this report. *The Lake Monticello Police Department is considered a "criminal justice agency" and as such "law enforcement" by the Virginia Department of Criminal Justice Services (VA DCJS). As such, only Sections D and E within the Code section are relevant to Lake Monticello. The department will continue to be monitored by the law enforcement standards and training section of the VA DCJS rather than the private security section.

Documents termed "*Appointment Papers*" are drafted by our corporate attorney Frank Buck. These are the papers used to appoint or give authority to the Lake police officers. Mr. Buck investigates any changes to the applicable code sections and makes an appointment papers packet for the Circuit Court to include: the Application for Special Conservator of the Peace, the Background investigation by the Chief of Police, and the Order of Appointment for Special Conservator of the Peace. The package is reviewed and signed by the Fluvanna County Commonwealths' Attorney before filing in the Circuit Court. Once the Order of Appointment is signed by the Circuit Court Judge in Fluvanna County, the officer is sworn in by the clerk of the Circuit Court.

Once authorized and sworn in by the Circuit Court clerk, officers have police authority within the jurisdiction specified in the Circuit Court appointment papers. Currently, these appointment papers identify the jurisdiction as basically the boundaries of each state highway around Lake Monticello along with all the Lake Monticello properties.

Examples of the appointment papers package include the Application for Appointment (2C/2), the Background Check form (2C/3), and the Order of Appointment (2C/4) to include a map of the Lake Monticello police jurisdiction, and the form used by the Circuit Court clerk (2C/5) to swear in the officer upon appointment are provided in the appendix to this report.

All officers in the LMPD are also appointed as Special Police when requested by the Fluvanna County Sheriff. The state legislature has eliminated the Special Police Code section from the law effective September of 2004. Consequently, LMPD officers will not be appointed Special Police. It was thought that this appointment would help in a liability sense when the Sheriffs' Office requests assistance from LMPD officers. Currently, newly hired officers will not be appointed special police due to the repeal of the law. Currently appointed special police officers from the LMPD will be expired on September 2004. This does not affect LMPD operations in any

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way. A copy of the special police order of appointment (2C/6) is added to the appendix to this report.

Police Organization, Staffing, and Operations

The LMOA has provided for the reasonable safety and security of its residents by enacting many policies. The Property Owners Association Act (POAA) of Virginia authorizes Associations such as ours to provide for the enforcement of policies. Although the Police Department enforces all policies within the LMOA Policy Manual, Chapter 19, table of contents (2C/7) added in the appendix to this report, identifies police and security related issues. Chapter 19.01 states the duties and responsibilities of the Police Department, of which a copy in its entirety (2C/8) is in the appendix to this report.

Additionally, Policy Manual Chapter 14, Section 14.02, General Rules & Regulations, embodies general rules and regulations to preserve the safety and quality of life for all who reside, work, or visit the Lake Monticello community. The rules and regulations range from pet rules to parking regulations to canvassing and soliciting, unreasonable noise violations and more. This section of the policy manual is set out in the appendix to this report. (2C/9).

The Lake Monticello Owners' Association provides its residents with a fully authorized Police Department. The department has a currently-approved staff of seven (7) officers. This includes a chief, lieutenant, sergeant, and four officers. This rank structure also has authority over the security operations and ten or more security officers. An Organizational Chart is provided in the Appendix. (2A/1)

The LMPD operates 24/7 coverage. The department utilizes an eight (8) hour shift schedule that provides one, two, or three officers from 0700-1500 hrs, one, two, or three officers from 1500-2300 hours, and one officer from 2300-0700 hours. Operating procedures are provided in the form of the Department Manual. This manual table of contents is provided in the appendix to this report. (2C/10)

Operations

The basic functions of the police department include preventive patrol within the Lake community, traffic enforcement, investigation and enforcement of violations of the criminal code, enforcement of LMOA rules or policy violations, and most importantly, the response to calls for service within the community. Typically, these responses are burglar alarms, rescue calls, fire calls, resident assists, domestic disturbances, suspicious incidents, crimes past committed or in progress, traffic crashes, and the various policy violations. Additionally, the Lake police are equipped to respond to many types of natural disasters, along with handling basic crowd and traffic control for special events throughout the year. LMPD Officers patrol around 125,000 miles annually.

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The Lake Monticello police receive dispatch services from the Fluvanna County Sheriffs' Office. These are the 911 calls from residents requesting police assistance. Calls for service can also be received from the Main Gate since residents are used to calling a familiar phone number. The calls to the main gate are typically non-critical types of calls and are usually rule violations or informational in nature.

Equipment

The police department is equipped with the standard items common to most law enforcement agencies, as well as additional items and equipment to provide greater service to the to the Lake community.

The Lake Monticello police operate six patrol vehicles, two (2) are 4WD Ford Explorers, and four (4) are police package Ford Crown Victorias. The Crown Victorias are fully marked with side markings, emergency lightbars and sirens, and an external spotlight, while the Explorers have no outside markings along with inside-mounted emergency lights and sirens. All vehicles carry mounted flashlights, radar units for traffic speed enforcement, medical gear, basic tools, vehicle/residential unlocking equipment, and an assortment of police gear. The Department also has five chainsaws assigned to all but one vehicle. Explorers and some marked police vehicles also various extra equipment depending on the assignment. A pontoon boat is also part of the patrol vehicle equipment and is utilized by a volunteer water safety patrol force coordinated mostly by the members of the Coast Guard Auxiliary Flotilla #88. This valuable service is used during the summer boating season and provides for educational, safety, and policy enforcement services for the boating and water activities community. Water Safety Patrol members also refer violations of law to LMPD officers when observed during patrols. Additionally, The police boat is also used by the Lake Preservation Committee for their operations, maintenance employees when necessary, police officers when appropriate, and pretty much by any other organization by request if approved. Funds and maintenance of this boat are exclusively from the police department budget.

Communications equipment includes vehicle radios to communicate with the Fluvanna County Sheriffs' Office, and rescue and fire units, along with our own channels for interdepartmental communications. There is another frequency that allows communication with the Lake maintenance department and the lake potable water provider. (Philadelphia Suburban) Additional communications capability is provided with a lake-wide cellular phone plan with phones assigned to each officer along with key lake personnel.

Individual officer equipment includes uniforms, badges, collar insignia, and nameplate; a service weapon with extra ammunition magazines and cases, soft body armor, (bulletproof vest) handcuffs with cases, pepper spray and case, an ASP expandable baton and case, a multi-purpose knife, and inner and outer duty belts with keepers. Each officer also has a portable radio and charger that allow the same

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communications as is mounted in the patrol vehicle. As stated above, a cell phone is issued to each officer.

Criminal Prosecutions /Policy Violations

The Lake Monticello Police prosecute cases in the Fluvanna County Court system. Felony crimes are handled by the Grand Jury and heard in the Circuit Court. Misdemeanor crimes and traffic violations are heard in the General District Court. Juvenile and Domestic situations are handled in the Juvenile and Domestic Relations Court. The Fluvanna County Commonwealth's Attorney and the Juvenile Intake Officer are active in prosecutions of Lake Monticello cases.

Offenders needing incarceration are transported to the Orange Regional Jail located in Orange County. This requires a one-way trip of about thirty (30) minutes. Some arrestees are transported by the Fluvanna County Sheriffs' Office when they have a deputy available. This is a great asset to our officers when available. Juvenile arrestees have to be transported by a sheriffs' deputy when we have detained a juvenile that needs incarceration. I would consider our working relationship with the Fluvanna County Sheriffs' Office as excellent, and they continue to provide valuable services to us in all areas of law enforcement support.

Lake Monticello policy (rule) violations are enforced three ways; by warning, correctable warning, or by referral to the Compliance Committee. Our Compliance Committee is a three person adjudicatory panel authorized to hear cases of LMOA policy violations. This committee can affirm or dismiss cases heard and has authority to levy a maximum penalty of \$50 per violation, as well as daily fines for correctable violations.

Police Training

Officers of the Lake Monticello Police Department have Virginia Police Certification. All attend the Central Shenandoah Criminal Justice Training Academy located in Weyer's Cave. The LMPD is a member of this Academy and pays a per officer fee of \$500. annually. This allows tuition free training for most of the training classes held throughout the year and also includes mandatory re-training classes. This academy is one of several regional criminal justice academies located throughout the state. They are accredited and monitored by the Virginia Department of Criminal Justice Services. Retraining requirements include forty (40) hour in-service credits within a two-year cycle for all officers to maintain certification. It should be mentioned that this re-training procedure is identical for all law enforcement officers within the state of Virginia. In other words, the training requirements initially, and the mandatory retraining every two years is the same for every state, city, county, town, and private association police officer. The Lake Monticello Police Department is considered a private association police department. The outline from the Virginia Department of

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Criminal Justice Services for Law Enforcement Certification is included in the appendix to this report. (2C/11)

Experience Levels

Currently, the Lake Monticello Chief of Police is Thomas Boisvert. Boisvert is a former Chief of the Indian River Shores Department of Public Safety. He began his career in 1978 and has training in Criminal Justice, Fire Sciences, and Emergency Paramedic fields. As a Public Safety Officer, Boisvert was certified in the State of Florida as a Firefighter, Paramedic, and Police Officer. He held every rank position in his previous department before becoming the Chief. He was certified and taught classes in the fire science, emergency medical, and law enforcement fields at the college level, and has instructor level training in Advanced Cardiac Life Support, CPR, Basic Trauma Life Support, Police Water Safety Survival, Lifeguard, and firearms. Boisvert has over 310 credit hours in mostly criminal justice training and holds associates and bachelors degrees. He has been with the Lake Monticello Police Department since March 1996, and the Chief since December 1997 and is in his eighth year as the Chief of the Department. He is certified and functions as the Department firearms instructor, and holds certification as a law enforcement general instructor in Virginia. Additionally, Boisvert and the department have memberships in the Virginia Association of Chiefs of Police (VACP) and the International Association of Chiefs of Police (IACP). Boisvert is in his 26th year of service.

William Brown has been with the department since 1995 and is the Assistant Chief (Lieutenant). Brown spent 22 years in the Suffolk County Police Department on Long Island, New York before joining the LMPD. Brown holds a bachelors degree in Police Science. Brown is in his 31st year of service.

Michael (Tony) Abbott has been with the LMPD since 1997 coming to us from the Albemarle County Sheriffs' Office. He has been in the police field since May of 1996 and has been a sergeant in the LMPD since September 2001. Abbott is in his 8th year of service.

Mike Glass has been with the LMPD since November 2002. He has been in the police field since 1976 serving in many municipal departments in the area. Glass is in his 26th year of service.

Lewis Worley has been with the LMPD since 2003 previously serving in the town of Shenandoah Police Department since February 1999. Worley is in his 5th year of service.

Robert Powell joined the Department in January 2004 having previously served in the Albemarle County Sheriffs' Office since October 1998. Powell is in his 5th year of service.

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Jason Jenkins will join the department in March of 2004. Jenkins was previously with the Fluvanna Correctional Center (3 years) and most recently with the Fluvanna County Sheriffs' Office for almost 3 years. Jenkins has over 6 years of service. He has all common certifications for law enforcement officers as well as K-9 certifications.

Special Programs

The Lake Monticello Police Department has developed several programs that provide benefit to the residents of the Lake community. They are the Vehicle/Residential lockout program, Trespass Notice program, the Community Alert for Lake Monticello (CALM) program, and the Residential Emergency Assistance for Lake Monticello (REALM) program, as well as the increased response to medical rescue calls within the community.

The vehicle/residential lockout program is designed to provide the residents of the community with a no cost alternative to calling a locksmith should they be unfortunate enough to lock their keys inside their vehicle or residence. The Lake officers provide this service over 100 times per year at an estimated savings to residents of \$7-10,000.00 annually. This service is also available and has been utilized several times during emergency situations where young children may be locked inside the vehicle. Residents wishing to use this service must agree to not make a claim for any damages incurred should they agree to let officers attempt entry to a vehicle or residence and must sign a form listing that information. Currently, no residents have filed claims for any damages.

The Trespass Notice program is an expansion of a generally accepted practice for most law enforcement agencies. Our program allows the police department to become the "caretaker" of Lake Monticello Owners' Association common areas and facilities for the purpose of protecting these assets from criminal behavior. Simply put, the Lake Monticello police may trespass or bar persons from the Lake Monticello community for reasons that commonly include disturbances, fights, trespass, vandalism, drunk in public, or failure to obey law enforcement officers. These persons, once trespass noticed from lake Monticello, if they do not reside within Lake Monticello, are not allowed to enter Lake Monticello for any reason and are subject to arrest for trespassing. If such persons are residents of Lake Monticello, the trespass notice lists the areas they are not allowed to enter such as the Pub or golf course for instance. These notices are also served by our officers upon request should a resident wish to bar another person from entering their private property. To date there are over 150 persons on our trespass notice list. This has been an extremely effective crime prevention program and was instrumental in dealing with several juvenile "gangs" operating in our area around five years ago.

The CALM (Community Alert for Lake Monticello) is the Lake's version of Neighborhood Watch. The program has been approved by the LMOA Board of

Lake Monticello Police / Security Services Study

Directors but is still in its initial stages. On a recent survey by the Safety & Security Committee, interest in this program seems to be around 13% of the residents, with 27% stating that they will actively participate in the program. This accounts for over 450 properties and could potentially provide at least that many residents interested in participating in the program. The highlights of the program are school bus safety watches, elderly checks, vacation house checks, and training to observe criminal activity and police reporting guidelines. More CALM information is located in the appendix to this report. (2C/12)

The REALM (Residential Emergency Assistance for Lake Monticello) program was the brainchild of a member of the Safety & Security Committee who stated that there must be enough spare bedrooms in this community to house people in the event they are displaced by natural disasters or fire. In fact, the history of Lake Monticello has been exactly that. All residents that have been victims of fire have been offered places to live temporarily by friends or neighbors until more permanent arrangements could be made. The REALM program will maintain a list of persons having spare bedrooms available, and are willing to temporarily house persons displaced due to natural disasters or other emergencies. This program has been approved by the LMOA Board of Directors recently and is still in its initial stages. More REALM information is provided in the appendix to this report. (2C/13)

The Lake Monticello Police Department responds to most emergency medical calls within the community. This service has provided a quick responder to the scene to assist our volunteer fire/rescue organizations. Usually, officers can secure the scene, prevent others from becoming injured, provide bandaging or other medical care, provide information to responding ambulance and fire personnel, and assist family members or others affected by the incident.

Police Department Activity Levels

	1998	1999	2000	2001	2002
Admin	*	*	828	390	838
Agency Ast	*	*	376	319	374
Court	*	*	46	62	58
Direct Patrol	*	*	598	634	674
Incident	811	1452	1754	1412	2072
Investigative	*	*	244	420	603

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Offense	244	321	368	437	425
Rule Violation	460	796	812	834	1272
Traffic	274	422	611	1264	1107
Totals	1789	2991	5637	5773	7423

Security Checks **12,000+**

*Date not tracked in those categories during those years.

Listed below are the event log categories with explanation where data-base information is tracked by individual officers. Each category is explained below:

Administrative

This area involves going to meetings, training, gate malfunctions and repair, delivering messages, Installing Guest and Commercial Barcodes, delivering LMOA authorized notices or BOD packets, vehicle maintenance, and most any other functions that contribute to service to the community or efficient operations of the police department.

Agency Assist

This includes incidents where the LMPD police or Security assisted other agencies with duties either within Lake Monticello or outside Lake Monticello. Typically, these calls involve the Fluvanna County Sheriffs' Office requesting our assistance to respond to the areas close to the Lake and within our "Circuit Court Jurisdiction". These areas include the Food Lion, Citgo, and Dogwood complexes and usually involves disturbances, retail thefts, or suspicious activity. These calls also include the response to the many traffic crashes on the major highways when requested.

Court

This is the time involved with Lake Monticello police officers prosecuting traffic violations or crimes in the Fluvanna County General District Court, Circuit Court, or Juvenile and Domestic Relations Court. This may also include meetings with the juvenile intake officer to obtain petitions (warrants) for juveniles charged with violations, and meeting with magistrates to obtain warrants for adults charged with violations of the law.

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Directed Patrols

This identifies the time spent on “directed assignments” such as stationary radar, surveillance, gate watches, school bus patrols, close patrols, and specific security assignments.

Incidents

This is the major category of response and includes all calls for service requested by residents or self-generated by officers. This area usually includes responses for burglar and fire alarms, disputes, fire and EMS calls, resident assists, domestic disturbances, traffic crashes, suspicious persons/vehicles/incidents, juvenile-related issues, vehicle lockouts, disabled vehicles, welfare checks, and animal calls not related to rules violations, and includes all response-related calls not specifically identified by other categories.

Investigative

This category includes time spent in following up crimes, suspicious incidents, and rule violations. Typical duties are usually making phone contacts, interviewing witnesses and victims, or identifying additional information to forward charging persons with offenses, or rule violations.

Offense

This area identifies the offenses committed within Lake Monticello and the Circuit Court jurisdiction. Only offenses handled by Lake Monticello officers are listed in this section. Generally, the crime rate is very low considering our population and the majority of offenses involve vandalism or property damage of some type. We have relatively few larcenies, and little to no burglary rate. Domestic violence incidents are still frequent and arrests are made routinely in that area. DUI and drug arrests are common.

Rule Violation

This section identifies the rules violations actions taken by police officers within the community. Three actions can be taken when enforcing rules violations and are warnings, correctable warnings, and referral to the compliance committee. As is noted above, this area comprises a large amount of our activity. Frequently the calls are related to animal nuisances involving noise, running at large, or causing property

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damage; security violations by residents such as tailgating through gates, trespass on common property, or noise violations from vehicles or residences. Enforcement of these “quality of life” issues comprise a major part of the police department activity.

Traffic

This is where speeding, reckless driving, suspended drivers, DUI’s, and other common traffic violations are identified. Most violations are speeding, and significant work is performed in the equipment categories such as registrations, inspections, and unapproved vehicle equipment (usually mufflers). As is noted above, police officers have a large amount of activity in this area.

Typically, the LMPD responds to or self-generates from 400 to 650 event log entries per month. Added to that is another 12,000-20,000 or so security checks annually. Obviously, summer months are the busiest in relation to access activity and police responses. As is shown in the activity category section, the responses and activity levels are rising which would correspond to the rising residential population and additional guests and vendors coming into the community.

Security Checks

This category tracks the security checks officers perform mostly during the evening and midnight hours for LMOA facilities and properties. These are typically the LMOA Clubhouse, Pro Shop, maintenance facilities, and beaches. Officers log in the checks but they are not entered into computer files due to the time involved. These checks of our 32 common facilities could total from 12,000-20,000 annually.

Financial Impact / Police and Security Services

This section discusses the budget for police and security services from 1997 to 2003.

Actual Budget Totals are listed with highlights for the year affecting the budget totals.

1997 \$346,446

The department was required to operate with only six officers for about 18 months. A new chief was promoted in January and LMOA wanted a "working chief".

1998 \$329,380

This budget amount reflective of the department operating without authorized staffing of seven police officers. 3% merit increases for salaries.

1999 \$391,543

Staffing authorized back to seven patrol officers. 3% merit increases for salaries. Rules enforcement officer position authorized.

2000 \$435,853

Midnight security staffing authorized at the main gate. 3% merit increases for salaries.

2001 \$489,930

Additional security officers authorized to operate the Falcon Hills Gate entrance. MR&R funding of the new gate system. 3% merit increases for salaries.

2002 \$492,386

Actual decrease in funds even with merit increases (3%) added for salaries.

2003 \$514,773

Operating most of the year with five or six officers due to LMPD officers leaving for other law enforcement jobs. One position

Section 2D

Financial Impact / Police Security Department

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added in January 2004, and another is anticipated to be added by April 2004.

Analysis

The budget increases/decreases are as follows;

1997-1998	-\$17,066
1998-1999	+\$62,163
1999-2000	+\$44,310
2000-2001	+\$54,077
2001-2002	+\$ 2,456
2002-2003	+\$22,195

Percentage of personnel costs to total budget

	Personnel	Total	Percentage	
1997	\$277,502	\$346,446	80%	
1998	\$261,409	\$329,380	79%	
1999	\$315,086	\$391,543	80%	
2000	\$350,776	\$435,853	80%	
2001	\$401,037	\$489,930	82%	
2002	\$408,142	\$492,386	83%	
2003	\$425,723	\$514,773	83%	\$

As is noted from the chart above, salaries comprise the vast majority of departmental costs leaving 20% or less for actual expenses related to equipment use, repairs, and operating supplies.

The appendix to this report contains actual budget expenditures from 1998 to 2003. (2D/1) Also included is the 2004 anticipated budget (2D/2). Individual items and costs can be obtained from these pages if detail is needed.

The Finance Committee, responsible for oversight of the budget process, holds meetings with all department heads concerning upcoming budgets. The Committee reviews requests and develops the budget presented to the LMOA BoD. Further meetings are held by the BoD, and the overall budget is approved for the next fiscal year in December.

Police/Security Operations for other Communities

Wintergreen

The community of Wintergreen is located in Nelson County. Predominately a ski recreational resort, there is a resident population of 3,000. Of course that number experiences tremendous growth during the ski season. Wintergreen operates two properties; A property in the valley with residences and a golf course, and a property on the mountain with a golf course, ski resort and accompanying restaurants, lodging and services. Each property is separated by part of Nelson County and is about eight (8) miles away from each other. Geography includes around 93 miles of roadways, 5 lakes, and no schools, airports, or hospitals. Commercial properties v. residential are around 33%. The percentage of recreational properties v. residential is about the same 33%.

Wintergreen officers are appointed as special conservators of the peace. Some are appointed special deputies by the Nelson County Sheriff. The Nelson County Sheriffs' Office has a force of nine (9) deputies. Wintergreen employs twelve (12) sworn officers, four (4) full-time dispatchers, one (1) part-time dispatcher, and one (1) administrative assistant. Rank structure includes a Chief, Assistant Chief, Investigator, Sergeant, and patrol officers. They patrol in a ten-hour shift schedule and provide 24/7 coverage. They utilize nine (9) patrol vehicles and two (2) all terrain vehicles. Officers respond to calls within the county when dispatched. They also assist the Parkway Police, and the Virginia State Police when needed. They have approximately 1,200 square feet of administrative space within a combination building located at the entrance of the ski resort. Officers attend the standard basic police academy and comply with the retraining requirements. They do not provide any enforcement of policies or rules for the owners association. Beginning wage for a police officer is around \$25,600.

Dispatchers work eight (8) hour shifts for 24/7 coverage. 911 calls are dispatched from their communications center and they provide back-up coverage for the Nelson County 911 communications center when needed. They also provide access control from the only entrance to Wintergreen during the late night periods. During the day and early evening, cameras are utilized to record vehicles but they are not screened or otherwise authorized to enter. Passes for vehicles are not given to visitors or guests. Vehicle counts are obtained by a counter strip that counts every vehicle that enters the gate entrance. This would include all staff vehicles as well throughout the day.

Police department statistics show response to 2,372 incidents of which 149 were classified as offenses. Officers performed over 17,000 checks of facilities while patrolling over 135,000 miles annually. Chief Olah states that summons for traffic violations are rare with less than 10 per year.

Section 3

Police/Security Operations for other Communities

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Lake Monticello Police / Security Services Study

A special program was instituted two years ago to control the deer population. Wintergreen police officers purchased specialized firearms and night vision equipment to kill deer at night. To date, the program has had over 600 kills and appears to be helping the overpopulation problems.

The annual operating budget for the Wintergreen Police Department is \$735,000+ for FY 2004. They carry \$1,000,000 of liability insurance coverage.

This information is provided by Stan Olah, the Wintergreen Chief of Police.

Massanutten Resort

Located in Rockingham County, the Massanutten Police have a jurisdiction of approximately 6,500 acres with around 60 miles of roadways. Their resident population is around 5,000 residents. A major ski resort, Massanutten has about 30% of its property recreational, with 10% commercial. There are no lakes but two large ponds provide for fishing and small boats. There are no schools, airports, or hospitals.

Massanutten officers are appointed as special conservators of the peace. Staffing includes seven (7) sworn officers with five (5) non-sworn security officers. Two (2) officers operate police dogs (K-9). Patrolling during a twelve-hour shift schedule with 24/7 coverage, they operate four (4) patrol vehicles and a bicycle. Currently, Massanutten utilizes approximately 800 square feet of administrative space but have plans to build up to 3,000 square feet within the next few years. Rank structure includes a Chief of Police, a sergeant, sworn officers, and security officers. Dispatch is provided by the sheriffs' office and they do assist other law enforcement agencies on a routine basis. The Massanutten police provide full criminal, traffic, patrol and investigative services within their primary jurisdiction. Their sworn officers attend the Central Shenandoah Criminal Justice Training Academy in Weyer's Cave. The department provides rule enforcement when applicable. They comply with VA DCJS guidelines for criminal justice (law enforcement) agencies.

Security personnel provide for access control for the community working a twelve (12) hour shift schedule for 24/7 coverage. Beginning pay for a police officer is around \$26,000. A security officer starts around \$17,000 annually.

Great Eastern Resort provides its own security force separate from the Massanutten Police Department to patrol its time-share and resort facilities. They employ an additional 14 officers for this service.

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Activity levels show 37,797 total calls for service were performed with 15,297 security checks, 10,080 patrols, 2,580 investigative follow-ups, and 1,145 traffic complaints. Vehicle count in 2003 was 1,420,848 and includes all trips from all vehicles. Budget is approximately \$480,000 annually. They carry \$1,000,000 of liability insurance.

Information provided by Massanutten Chief of Police Jess Gordon.

Lake of the Woods

Lake of the Woods is located in Orange County. It covers 4,280 acres with approximately 53 miles of roadways. They have one large lake (553 acres) and a smaller lake (25 acres) with a residential population of around 5,500. LOW has no commercial properties within the community and about 10% of the property is considered recreational. There are no schools, airports, or hospitals within the community. This community is in many respects a mirror image of the Lake Monticello community.

Security services are handled by Dotson Security, a private security firm. Officers work eight (8) hour shifts and have 24/7 coverage. Rank structure includes a Chief, Major, Captain, three (3) lieutenants, four (4) sergeants, and ten (10) officers. They utilize four (4) patrol vehicles and two small boats. Dispatch services are provided by the Orange County Sheriffs' Office. They provide security patrol, access control, and rules enforcement services for the Lake of the Woods community. Traffic enforcement is by rule violation rather than by state summons since the roadways are on private property. They do not write state traffic summons' for traffic violations and do not make DUI or other traffic misdemeanor arrests. The Orange County Sheriffs' Office does not enforce traffic violations inside of the Lake of the Woods private property. Felony offenses are investigated by the sheriffs' office. Officers are required to attend the police academy and are sworn in as special conservators of the peace. The VA DCJS private security section monitors compliance with applicable standards.

Officers respond to around 80 calls for service all-inclusive per month, with around 1,100 traffic/rules enforcements annually.

Staffing is contracted for two officers for each 8-hour shift at the access gate 24/7 for a total of 17,520 hours annually. One other officer is assigned to patrol for each 8-hour shift 24/7 for 8,760 hours annually. Contractually, LOW allows for an additional 20 hours weekly (1040) for extra patrol and 750 hours annually for boat patrol operations. Total staffing hours are 28,070 annually. Starting pay for an officer is \$8.00 per hour (\$16,600 annually) Company charges from \$18-22 per hour for each officer. Average pay charged by the company for officers is

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Police/Security Operations for other Communities

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around \$13.50. Most employees are retired officers working part-time. Dotson Security employs a total of 40 security officers of which around 15 are assigned to Lake of the Woods. Staffing shortages are filled by other Dotson Security officers. A Major is assigned to LOW for four days each week. Budget for the department is \$380,000 annually. Dotson Security carries 3,000,000.00 of liability insurance.

A Chart defining major comparable components is included in this section.

Owners' Association Police/Security Agency Comparison

Department	Wintergreen	Massanutten	Lake of the Woods	Lake Monticello
Size of Jurisdiction	19,000 acres	6,500 acres	4280 acres	3,500 acres
Population	3,000	5,000	5,500	8,500
Road Miles	92	60	53	72
County	Nelson/Augusta	Rockingham	Orange	Fluvanna
Commercial	33%	10%	0%	0%
Recreational	33%	30%	10%	10%
Number of Security	4 F/T, 1 P/T, 1 admin	5	0	5 F/T, 5-7 P/T
Number of Officers	12	7	20	7
Schedule	10 hr / 24 / 7	12 hr / 24 / 7	8 hr / 24 / 7	8 hr / 24 / 7
Rank Structure	Cf / ACf / Inv / 2-Sgt / Patrol	Chief / Sgt / Patrol	C / Major / Cap / 3-Lt / 4-Sgt / Pat	Chief / Lt / Sgt
Admin Space	1,200 sf	800 sf (3,000 planned)	480 sf	550 sf (MG + Office)
Patrol Vehicles	9 vehicles / 2 ATV's	4 vehicles / 1 bicycle	4 vehicles / 2 boats	6 vehicles / 1 boat
Dispatch	Yes	No	Yes	No
Agency Assist	Yes	Yes	Yes	Yes
Criminal	Yes	Yes	Partial	Yes
Traffic	Yes	Yes	Rule Enforcement	Yes
Patrol	Yes	Yes	Yes	Yes
Investigations	Yes	Yes	Yes (felonies to OCSO)	Yes
Rule Violations	No	Yes (when applicable)	Yes	Yes
Access Control	Partial	Yes	Yes	Yes
Training	Police Academy	Police Academy	Police Academy	Police Academy
Oversight Agency	VA DCJS	VA DCJS Law Enforcement	VA DCJS Private Security	VA DCJS Law Enforcement
Start Pay Police	\$25,600	\$26,000	\$16,600	\$23,500
Start Pay Security	\$8.00 hr	\$17,000	N/A	\$7.00 hr
Total Budget*	\$735,000+	\$480,000	\$380,000	\$579,095 / \$504,095

* Applicable to FY 2004

LMOA Safety and Security Survey

In December of 2003, the Lake Monticello Owners' Association sent out a survey to gain the community's perspective concerning the safety and security of Lake Monticello. Many questions were formulated by the Safety and Security Committee along with input from the Lake Monticello Police Chief. Further consolidation by others has resulted in the final survey that was sent to all Lake Monticello residents and property owners. A copy of the survey is included in the appendix to this report. These results, tabulated by the LMOA General Manager and his staff, comprise the perceptions of the residents at Lake Monticello. The raw information tabulated totals are included in this section along with the results analysis by percentage. Also listed are a variety of comments included in the body of the survey.

We can make the following observations about the survey results:

Most residents (over 76%) said that the gates and police were at least somewhat important in their decision to live at Lake Monticello.

Almost 95% of the residents said they feel safe here.

Over 74% feel that the crime rate is low.

Most common areas of police involvement were with juveniles, vandalism, traffic complaints, and theft. Other areas include pet violations, vehicle problems, rescue calls, or noise complaints.

80% of residents feel that the CALM program will not be helpful in deterring crime or other issues at Lake Monticello. Over 12% feel it will be helpful with 27% of respondents saying they will participate.

Most residents (73%) feel that the current police staffing is adequate. 14.5% feel it is too little. 2% feel it is too much. 3% want to eliminate the department.

Almost 36% feel that the Fluvanna County Sheriffs' Department is very important in providing services to Lake Monticello. 37% feel it is somewhat important. 15% feel it is not a factor.

Job ratings were generally very good in the variety of questions with 5% or less in the needs improvement category. 57% or better ratings were in the excellent category. 70% and up were in the "good" ratings.

Most residents (70%) feel that the access gates have served their purpose, and operated well (73%). 37% feel that the gates cause undue traffic congestion while 55% feel they do not. 80% of residents want to keep the gates with 12% wanting to eliminate them. For residents living in un-gated sections, 19% of those residents do not want gates installed against 2% of those residents preferring gates in the outside sections.

Lake Monticello Police / Security Services Study
SURVEY ANALYSIS

The **1996 Planning Committee survey** asked two questions related to security recommendations. Of the 547 responses about 40% thought the rules enforcement should improve and 38% to maintain as is. In order to accomplish this we would need to retain the police functions as they currently are, or improve them since the community is growing. The next response had to do with police functions. 14.4% thought they should be upgraded, 57.8% maintain as is, 10.4% reduce or maintain minimally, 5.3 % said to close/stop/lease/sell, and 12.1 % had no opinion. Here we are in Spring 2004, functioning with the same authorized staff, and the community has grown from a community of less than 2065 homes to over 3635 homes based on ECC stats.

The **2004 Survey by the Safety and Security Committee** brought a different approach to some of the same questions. A **CALM** (Community Alert Lake Monticello) program is being implemented to increase value to the community and the police force. A **REALM** (Residential Emergency Assistance for Lake Monticello) program also is being implemented to provide emergency assistance within our community. Our police work very hard to prevent crime, and this gives the perception by 74% that LM crime level is low (1371 responses of 1846). 95% feel safe at LM (1750 responders of 1846). If we look at the response to the question of a family member involved with or a victim of crime at LM, 74% have not been or had a family member involved in any LM crime. This would seem to indicate the police are preventing crime.

An interesting response on the survey had to do with the **CALM** program. 125 responders felt it would be helpful to the community, and those that would participate were 277. Even if a household thought it would not be helpful, more homes were willing to participate.

Regarding assistance from our **police**, 62% (444 of 715) responders said **promptness** was excellent, and another 37% (195) said it was good. Another positive is their **efficiency** that was rated as 58% (401 of 698) excellent and good at 42% (206). Both of the responses are above 85% positive.

Gates were a big issue back in 1996 and 1999 when we had the card system.

Now **70%** (1298 of 1785) say they **serve their purpose** is a very positive response.

74% (1360 of 1786) said they **operate well**.

55% (1022 of 1739) said that congestion was not a problem.

The **non-gated community** spoke rather adamantly that they **DO NO want gates**.

89% of the applicable 394 said NO.

The question was asked of LMOA residents for their primary source of information to provide emergency personnel with a handle on a way to get out emergency information. The *Friday Flyer*, the *Fluvanna Review*, *The Lake Monticello News* and *Channel 10 and 14* are the major communication vehicles.

If we turn over our police force to the county as the only source of enforcement, would we feel as safe? We certainly will not have police driving through our community on a regular basis, as the size of the county force will not change. Speeding/traffic violations will become minimal. Responses to possible crimes will be much slower, and the perception of residence will be a less safe community.

Lake Monticello Police / Security Services Study

March 2004

Analysis of change in **Master Plan** implementation based on interview and research by Carol Brown with LMOA GM Rick Dowswell.

The **Master Plan** is an overall look at the LMOA properties and infrastructure and has been placed before the membership in earlier years as a guide to where we want LMOA to head. Master plans, when produced, were published and distributed to LMOA residents thru 1996. They had financial planning included in them, but they **were not coordinated with our budget or finances until 2002/03**. In 2002-03 work was done by the Finance Committee to identify a 5-year financial plan for a Quality of Life Improvement Program. Fourteen (14) projects were identified from the Master Plan, presented to the BoD, and voted and prioritized upon by the BoD in summer/fall 2003. This 5-year plan currently has a project manager and has funds identified in the budget to accomplish them thru 2006 based on the Fall 2003 *Lake Monticello News*. (Appendix) One of the items of import to this report from the Quality of Life program is the need/desire for a police/security facility, preferably by the main gate. This is identified as part of the administrative space.

The **last** produced Planning Committee **Master Plan** was **1999-2014**. This was pulled together from information gathered by the 1999 Planning Committee with input from each LMOA committee, and a result of the survey Planning Committee conducted with the LMOA membership. This Master Plan was **again** agreed upon by the Planning Committee in **2001** with a note to the BoD to accept the report. A lot of work by Planning Committee has gone into each of the previous Master Plans presented to the BoD, but there was little/no coordination with the Finance committee or the Budget.

In 2001 the BoD started 8 yearly goals, which were somewhat reflective of the Current Master Plan. Accomplishing the Master Plan was a priority of the Planning Committee, with input from each of the respective committees. The BoD accepted the report, pulled from it what was of import to them, but there was no coordination of the Master Plan with the budget and the community finances. It became the push of a Director on the BoD to make something happen. Many items recommended in the 1999-00, and 2001 have been started, and/or accomplished. Others have languished.

According to the *1994 Master Plan Introduction* the first Master Plan for LMOA was in 1980. Subsequent plans were written in 1984, 1985, 1987, and 1989. "All were reasonably accurate in predicting problems that would be encountered in future years. **However, there has never been any formal commitment of resources to fulfilling the recommendations contained in the various plans until 2003.**" Mid-year 1990 another update (5-7 year) long range plans was started, but evolved into addressing the needs of the community to full build-out of 4600 homes. Outside sources were utilized. The *Reserve Study* prepared by Reserve Advisors, Inc. of Milwaukee, WI. and the *Cox Report* done by The Cox Company of Charlottesville were resources to produce the 1994 Master Plan. The *Cox Report* was an assessment of overall capacity of LM existing recreational facilities and infrastructure to serve both the existing and projected full-development populations.

Lake Monticello Police / Security Services Study

2003 Survey Data Results Tabulated

2004 Safety/Security Survey Results

2 Importance of a gated community.

834 45% VERY IMPORTANT
 574 31% SOMEWHAT IMPORTANT
 411 22% NOT FACTOR
 27 1% NA

3 Do you feel safe at LM?

1751 95% YES
 44 2% NO
 51 3% NA

4 Perception of level of crime at LM.

1371 74% NO
 406 22% Yes

5 Family member involved with or victim of any of the following at LM.

1371 74% NO
 406 22% YES
 69 4% NA
 78 4% Theft
 86 5% Traffic
 145 8% Juveniles
 20 1% Drunken
 27 1% Burglary
 115 6% Vandalism
 12 1% Illegal drugs
 9 0% Assault

6 You or Family member required assistance. List up to 3?

250 14% Pet
 35 2% Fire/Medical/Police Emergency
 50 3% Vehicle issues
 37 2% Car lockout
 36 2% Security check
 40 2% Noise
 11 1% Home lockout
 10 1% Mailbox damage/theft

7 How do you rate the response from LMPD when you have needed assistance?

	Excellent	Good	Fair	Needs Improvement	Responses
Promptness	444	62%	195	27%	40 6% 36 5% 715
Professionalism	444	64%	195	28%	34 5% 25 4% 698
Knowledge	396	57%	222	32%	48 7% 27 4% 693
Efficiency	401	58%	206	30%	47 7% 38 5% 692
Courtesy	475	67%	180	26%	30 4% 20 3% 705

Lake Monticello Police / Security Services Study

8 CALM (neighborhood watch) being implemented.

Do you think it will be helpful to the community?

NO not helpful	1484	80%	1065	58% CALM Participate NO
YES helpful	237	13%	504	27% CALM Participate YES
NA	125	7%	277	15% NA

9 Communication level with/from LMPD.

703	38%	Very satisfied with level of communication
733	40%	Somewhat
206	11%	Not
164	9%	NA

10 LMPD coverage with 24/7 and 7 officers.

267	14%	Too little
1362	74%	Adequate
64	3%	Eliminate
44	2%	Too much
109	6%	NA

11 How important is the Fluvanna Sherff's Dept. in providing LM service.

664	36%	Very Important
698	38%	Somewhat
278	15%	NOT FACTOR
206	11%	NOT FACTOR

129 Gated sections. Access to entry.

	Yes		No		NA		?applicable		Responses
a. served purpose	1298	73%	409	23%	78	4%			1785
b. operated well	1360	76%	390	22%	36	2%			1786
c. congestion	692	40%	1022	59%	25	1%			1739
d. eliminate	229	13%	1486	85%	34	2%			1749
e. non-gated into gates	132	13%	390	38%	497	27%	522		1019
f. non-gated want gates	42	5%	352	38%	537	29%	394		931
e. non-gated into gates	132	25%	390	75%			522		
f. non-gated want gates	42	11%	352	89%			394		

Topic Questions

This section contains the initial topic questions contained in the resolution proposal sponsored by Director Leroy McCampbell, and an additional e-mail correspondence to Anthony Amato of the Safety and Security Committee.

Some of these questions may be answered in the other sections. In those cases, references will be made to the applicable section(s).

1. *To continue to do his job, as he understands it, the Chief of Police probably does need the additional resources that he requests.*

The Police Department at Lake Monticello has had a sworn staffing of seven (7) officers since 1995. One new officer position has been requested for the last three budget cycles, each time not being funded. The Main Gate staffing was increased from three (3) full-time to five (5) full-time only when the Falcon Hills Gate visitor lane was opened. We also increased the operating hours of the Main Gate to include the 11 PM to 7 AM midnight shift. An administrative assistant's position has been requested for the past three budget cycles to help with reports, databasing and other paperwork, but has not been funded.

Facilities have been less than adequate for most of the past 9 years. Initially, the police office was located in the current general manager's administrative assistant's office. We relocated to the Main Gate for a short time before moving into a suite of offices shared by the ECC/Compliance Committee Administrative Assistant. This was by far the best office space yet. It comprised two offices, a closet for evidence/property, and a shared reports, conference, and copy room. We were moved out of this space and into the current small office located in the LMOA maintenance building.

We have requested a residential style building located on one of the lots adjoining the Main Gate with about 1,800 square feet over a full basement. With ample space for the police department, this building will also house offices for the ECC/Compliance operations and a security room overlooking the Main Gate entrance. The BOD plans to begin this building within the next year or two and once completed, will allow more organization and capability to the police and ECC/Compliance operations, along with future expansion of the security operations.

2. *The county is constructing a modern police facility five miles from us. Do we have plans to achieve that maximum benefit from its operation?*

Since the completion of the Fluvanna County Public Safety Building, the LMPD has derived many benefits to include;

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- ❑ Less travel time when “booking” arrestees.
 - ❑ Quicker access to magistrates when obtaining warrants or for detention hearings.
 - ❑ Quicker back-up availability from deputies if they are in the building.
3. *Our property owners contribute many tax dollars to the county for little return in terms of police services. Is there a better way?*

We obtain the following services from the Fluvanna County Sheriffs’ Office:

- ❑ 24 hour dispatch services for both police and fire/rescue
- ❑ Back-up officers when available to assist LMPD officers when needed.
- ❑ Arrest and booking materials
- ❑ Wanted persons checks, criminal history information as well as vehicle registration information and drivers license checks when requested.

It should be noted that the Sheriffs’ budget is made up of a variety of funding sources. The largest amount is from the Virginia Compensation Board, which pays for salaries for the sworn staff. Fluvanna County provides facilities, equipment, and other items not covered by the Compensation Board. Since the largest amount in most budgets is the salary component, it is not clear how much funding is actually tax dollars from Lake residents. See #9 for further information.

4. *Our traffic fines go into the county coffers. Should the county pay for, or furnish the traffic police who generate the fines?*

The LMPD, along with a former LMOA General Manager addressed this issue a few years ago. A member of the Board of Supervisors, who was running for re-election, drafted a plan to return the fine monies to Lake Monticello. Sometime afterwards, the county attorney stated that the county was not allowed to give “donations” to a private company such as Lake Monticello. It is not clear as to why it was termed a “donation” but nothing further has been done to this point. The county probably will not pay for, or furnish traffic police.

5. *Could we benefit from operating as a substation of the county sheriff?*

To operate as a sub-station of the county sheriff, the LMPD would have to actually work for the county sheriff.

6. *Are we comfortable with the potential LMOA liability if one of our officers shoots someone? Do we have the same liability protection that a county sheriffs’ office has?*

We have had many discussions with our insurance carrier representative, Pat Craft of Cabel Insurance. What follows is the basis of those discussions.

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There are two types of insurance damages able to be collected in liability lawsuits; compensatory and punitive. Compensatory damages are those in which the plaintiff is awarded monies to compensate for injuries or damages to personal items. Punitive damages can be awarded if the defendants are shown to be reckless, or responsible for conduct that “shocks the conscience”.

Included in the appendix is a liability lawsuit document from the International Association of Chiefs' of Police (5/1) regarding common police liability lawsuits.

Most lawsuits are related to police misconduct when performing arrest activities. They are usually from excessive force causing injury or other damages.

The LMPD has many liability protections built in to the operations manual and during training designed to eliminate, reduce, or to mitigate some liability issues. Refer to Appendix 2C/10 for outline. Listed below are the major directives;

- LMPD officers have strict vehicle pursuit directives
- Officers can drive no faster than 19 mph over speed limits when responding to calls for service
- Officers pass a written test on firearms directives as well as shooting tests in the field
- Use of force directives are strict when dealing with arrestees
- Use of summons and other alternatives to custodial arrest and detention encouraged to reduce physical contact as much as possible
- LMPD does not offer a civilian ride-a-long program
- Officers continue to complete mandatory re-training every two years as a condition of their police certification
- Officers have the same training as every other law enforcement officer in Virginia

These guidelines provide direction to officers when performing assignments in Lake Monticello.

LMOA provides \$3,000,000 of insurance coverage per incident for the police department. A copy of the policy is included in the appendix of this report. Recent plans to increase this amount to the maximum \$5,000,000 per incident have already been approved.

The Fluvanna County Sheriffs' Office liability coverage is provided by Virginia Risk Management. This is essentially self insurance for state and local government law enforcement agencies. Counties, cities, and towns also have “Sovereign Immunity” from damages should they wish to enact this option. A document discussing this (5/2) is included in the appendix to this report. This limits the monies collected in most liability lawsuits to \$100,000-150,000 per

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incident. Damages awarded in excess of this amount are collectable upon a request to the state legislature. In this respect, the county liability is not less than LMOA's. In a letter dated March 15, 2003 from Pat Craft she states: There is no difference in insurance coverages for a county, city, or private police department; The insurance company supports alternative methods for less-than-lethal use of force; and there is no difference in liability coverages for a county or city officer/deputy vs a LMPD officer. Copy of letter attached (5/3) in the appendix to this report as well as the Police Professional Liability insurance company policy (5/4) utilized by LMPD.

7. *What are the pros and cons of contracting our security from someone like Brinks?*

Using a private security company to perform security services for Lake Monticello is discussed in the options listed in Section 6 of this report. A call to Brinks discovered they do not offer their services in our area. As is stated in the Options in Section 6, private security companies would need to have a request to make a proposal before accurate estimates could be obtained.

8. *Determine whether there is potential LMOA benefit from the use of the new police facility that is under construction by Fluvanna County.*

There is a benefit to this facility with respect to Lake Monticello police officers. This item is discussed earlier in this section.

9. *Determine whether LMOA members can realize more benefit from their tax dollars that go into the Fluvanna County Sheriffs' Office operation.*

A call to Cabel Lawton, Fluvanna's County Administrator, confirms that the County provides \$611,838 for FY 2004 (total budget \$1,336,662) to provide for facilities, equipment, and some increases in salaries for the Sheriffs' Office. It is his opinion that if the county's population is around 24,000 residents, each resident will pay approximately \$25 per year. Because of property value determinations and the differences in values between the County and Lake Monticello, he states it would take some work to determine exactly how much Lake Monticello residents actually pay. The figure above may be accurate enough to determine if adequate services are provided by the Sheriffs' Office.

10. *Determine whether Fluvanna County should pay for or furnish the traffic police who issue traffic tickets within LMOA.*

This issue would have to be discussed with the Fluvanna County Sheriffs' Office.

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11. *Determine whether LMOA can benefit from operating all or part of our police force as a sub of the Fluvanna County Sheriffs' Office.*

For our officers to “work” for Fluvanna County, they would have to be employees of the County Sheriffs’ Office. If this was put into place, officers would be responsible to the Sheriff and his/her guidelines. Rule and policy violations cannot be enforced by Sheriffs Office employees. Since Lake Monticello is a private incorporation in the Virginia, having a public entity administrate private employees is problematic. Insurability could be a problem with both agencies being liable for the same actions of its employees. Even if this could be accomplished, it would almost certainly involve a fee by the Sheriffs’ Office for services provided.

Adding the existing Lake Monticello officers to the Sheriffs Office is difficult because the existing Sheriffs’ Office staffing is determined by County population. The county is allowed one deputy for every 1,500 residents. Deputies added above the allowable number are paid by the local Fluvanna County government by agreement. These positions can be added if cause is shown for extra patrol deputies, investigators, school resource officers, drug task force members, or canine officers. Additionally, since the Virginia Compensation Board only pays a fixed amount for each deputy, the county can agree to add extra amounts to each employee’s pay to raise the salaries. This allows the Sheriffs’ Office to be more competitive and attract better candidates.

12. *Assess LMOA’s potential liability if a LMOA Officer accidentally shoots the wrong person. Compare this liability to the liability if a Sheriffs’ Officer does the same thing.*

Should this tragic event occur, the liability would be the same for both departments. Refer to Appendix 5/3. Certainly, if a Sheriffs’ deputy shoots someone in Lake Monticello during an incident, LMOA is somewhat protected, although not completely, since the LMPD may or may not be involved. If LMOA did not have a police department, there could conceivably be no liability in this area. However, if we pay for security or law enforcement services to a private company; or pay the Sheriffs’ Office for services provided, we have indeed become attached to any liability lawsuits generated by the actions of those employees.

Our insurance provider has drafted standard police liability coverage for the LMPD. If an incident occurs, specific information is sent to the carrier for them to start the defense actions. Each incident is different so generalizations about defense strategies are difficult to state but actions involve evaluating; the facts of the incident, the actions of the suspects during the incident, the lawfulness of the officer’s actions, the training of the officer, and were the officer’s actions reasonable with respect to following departmental guidelines, training guidelines

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and state law. The insurance company will assign an attorney to the case and the case progresses in the normal fashion. Outcomes are impossible to determine but most compensatory damages assigned, if any, would be clearly covered by the \$5,000,000 per incident that we currently have. *That coverage is the maximum obtainable for police operations in the state of Virginia.

13. *Assess the pros and cons of contracting part or all of our security from an outside agency such as Brinks.*

This is discussed in the Options in Section 6.

14. *Explore other ideas that might improve the LMOA Security approach.*

Some people have stated previously that we have not improved our security or police approach in over twenty years. Actually, many improvements have been made even during the last eight years alone.

- Better trained officers
- More liability protection through the LMPD directives manual to improve and standardize operations
- Improvements in access control and training with computerized resident databases and informational systems
- Additions to the patrol vehicle fleet that allows more response capability for call outs and extra duty patrols during target events.
- Equipment improvements such as radar units in every vehicle to improve traffic enforcement, radio systems and cellular phones to improve communications, and a variety of equipment in the vehicles to provide extra services to residents of Lake Monticello. (see Section 2C: Police Operation Detail
- Training of officers to increase involvement in community

This call for a “fresh look” at our security approach is being done every day. The LMPD has a greater level of service than any other department in the area regardless of the size or budget.

15. *Solicit help from other LMOA Committees and Staff as needed.*

Safety & Security has a great hand in this report. Information has been obtained from Planning concerning recent and past surveys to the community, as well as five-year plan projections from LMOA.

16. *LMOA now comprises about a third of the Fluvanna County voters, and is growing. Maybe that provides a different political outlook to our county leadership.*

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These issues can be promoted by the Board of Directors. It is certainly not appropriate for the police department staff to look into.

17. *We now have two supervisors from LMOA. Both are speaking regularly at monthly Board meetings as though they have an interest in LMOA members welfare. They are rather convincing.*

We also assume that Board of Supervisor's elected from our districts have Lake Monticello's interests at the forefront.

18. *The sheriff is up for re-election next year. Perhaps his desire for votes will open his mind to new initiatives.*

The Sheriff has already won his re-election bid and is constantly improving his operations. The LMPD has noticed more availability of back-up deputies recently and hope this support continues.

19. *We are a lot more complex community than we were when our present concept was developed. Should sections 6, 7, and 10 have gates?*

Information derived from the Safety & Security survey sent to the residents is clear. Only 2% of the residents in those sections would like entry gates installed in those un-gated sections.

20. *What should the composition and equipping of our police force really be?*

The answer to this question is simple. For LMPD officers to perform their many law enforcement and community services, the equipment should be similar to other departments performing the same services. Standard equipment is one of the best liability prevention strategies that can be utilized. We don't want to invent something that no one else is doing, we want to do pretty much the same things that are common to this profession. These are the services that residents require, insist on, and become comfortable with. Certainly, the LMPD performs many community-related services and has to utilize other types of equipment such as unlocking tools, chainsaws, and basic hand-tools at a minimum. These services should continue since they provide a value to the community, are being performed currently, and are expected by the community to continue. For the most part, these services cost the LMOA pretty much zero dollars after equipment is purchased since most of these services are labor intensive. As for the LMPD, they have proven that they stand ready to perform any additional tasks assigned to them. In fact, most residents call the LMPD when they need help with any problem, law enforcement or not. This provides real value to the Lake Monticello community.

Options / Alternatives to Police / Security

To discuss alternatives or restructuring of the security systems in place at the Lake Monticello community requires some assumptions be made. No attempt to state preferences for either option is made in this section. Categories listed below are discussed in major operational terms by relating the differences in each option, major advantages or disadvantages, and possible budget considerations.

Security Staff Only

As outlined in the Security Detail in Section 2, the existing security operation is mainly housed at the Main Gate and the functions predominately revolve around access control for residents, guests, and vendor/business vehicles. If the Police aspect of the operation were eliminated, the security personnel could continue to operate as they do now and be charged with access control and currently explained duties. Some tasks would be reduced or eliminated such as dispatching police officers to calls (crimes or rules violations), assisting officers with information, or requesting assistance from officers. With the elimination of the law enforcement side of security, Lake Monticello would simply be a “gated” community with no patrol component or response capability. Funds to operate in this fashion would be \$250,000 or more annually. This would fund five (5) full-time security officers and 5-7 part-time security officers. It should be noted that none of the approximately 8,000 calls for service to include patrol-generated activity will be performed.

Security Staff with Security Officers on Patrol.

Another option for security only would be to have officers perform access control at the Main Gate as above and staff additional security officers to patrol the community. This option would provide a security officer to respond to calls for service within the community. Details would have to be discussed as to what calls would be appropriate for a non-sworn security officer to handle, but clearly calls such as most administrative duties, security checks for facilities, resident assists, some rescue and fire calls, and rules violations could be on the short list. Performing traffic enforcement and responding to traffic crashes could pose a problem as well as responding to crimes in progress. Traffic violations could be handled as rule violations but security officers will not have the availability to get information from vehicle tags, or drivers’ licenses from the Sheriffs’ Office. All law enforcement duties would be handled by the Fluvanna County Sheriffs’ Office and they would respond deputies to Lake Monticello calls for service. As an example, if security officers charge a person with a broken gate arm (vandalism) the Fluvanna County Sheriffs’ Office will have to respond to forward the charges. The budget for this option will obviously be more than just Main Gate security

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listed above. Each officer hired as patrol security would be approximately \$18,000 annually. Staffing for the patrol component would probably not be 24 hours a day so 4 or 5 officers may be appropriate. Vehicles, equipment, and training will still have to be provided as well as operating expenses. Training for a security officer is far less than for a police officer and the pay is about \$6,000 per year less. It should be noted that if patrol security officers are employed, VA DCJS standards will apply and registration for these officers is mandatory. Additionally, these officers will have to work for a private security company. Lake Monticello could contract from a registered private security company for these officers, or become licensed as a private security company. If we become licensed as a security company, the budget for this option could be in the \$370,000-\$400,000 range for the Main Gate operation and five security officers on patrol.

Police without Security

This option would be similar to most small towns in the area. The towns of Gordonsville, Louisa, and Scottsville provide police protection for their residents. If budget is a consideration, staffing could be reduced to provide coverage only during day and evening hours as is done in Scottsville. For those hours not covered, an agreement with another agency such as the local Sheriffs' Office to handle all calls for service is appropriate. There may be a fee to the local Sheriffs' Office from the community for this service.

Lake Monticello has always provided 24/7 coverage even when the Fluvanna County Sheriffs' Office and Virginia State Police have not done so in their jurisdictions. If we operate as police only, the access control component will be eliminated. The Lake Monticello community will still be private property, and as such, unauthorized persons may still be liable for trespass violations, but gates would be taken down at all entrances. This will make enforcement of such charges extremely difficult at best.

Advantages of this option are that all law enforcement and other calls for service will still be answered by police officers. The budget for this option depending on the staffing would be in the \$270,000 range for 6 or 7 officers. Hard savings would result by not funding the gate system MR&R and repair categories. Disadvantages are that access to the community will essentially be open. Businesses and vendors will have no restrictions to enter. Guests and sightseers alike can also enter. There may be more traffic problems as well as increases in calls for service due to no access control. While there may be no hard data about increases in serious crime, unrestricted access particularly during late evening and early morning hours could pose problems for the community.

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Contract out Security/Police?

Lake Monticello has two options in this area. Hire an existing private security company to contract for security services, or apply to VA DCJS for licensure as a private security company.

Private Security Company Contract

Lake Monticello can contract with an existing company to provide security services to Lake Monticello. In a basic contract negotiation, LMOA chooses how many security officers are needed based on the hours staffed, what duties they are to perform, what equipment is provided by LMOA, what equipment is provided by the company. The private security company returns a contract price for these services. Usually, contract personnel prices range from \$15-25 per hour for each security officer. Officers are paid \$8-10 per hour from the company. These companies provide their own liability insurance and cover all administrative expense associated with the operation. Equipment such as vehicles, weapons, uniforms, etc.. may be provided by the LMOA or by the security company. For comparison purposes, the Main Gate operation is staffed for 14,600 hours annually. At \$15 per hour the budget figure is \$219,000. To add five additional patrol security officers (10,400 hours annually) at \$15 per hour, the figure would be an additional \$156,000. The only positive way to evaluate whether a private security company can fit the needs of Lake Monticello is to put out a bid for services. Most security companies will not give out cost estimates until it is known what is to be provided.

Lake Monticello Private Security Company Licensure

LMOA can apply to VA DCJS for licensure as a private security company. The application fees are reasonable and there are some training guidelines to complete before an application will be approved. Once approved to operate as a private security business, Lake Monticello would hire security officers to perform whatever security services are defined. LMOA could hire these security officers in the same \$8-10 per hour range as any other private security company. A major advantage is that supervision and control will be from LMOA and not another company. Budget considerations will have to include administrative costs such as equipment, insurance, maintenance, and payroll expense.

Eliminate Security and Police

This option will offer no funding of security or police operations by the Lake Monticello Owners' Association. All law enforcement calls will be handled by the Fluvanna County Sheriffs' Office. Rules violations could be enforced by any member of the remaining LMOA staff or a staff member could be hired to perform

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rules violations duties specifically. (\$18,000-\$25,000 annually) Advantages are the savings to Operations, MR&R, and Capital budgets from the Police/Security Department. Disadvantages include longer response times from the County agency and the possible fee associated with the county response.

Existing Operations/Employee Reductions

If budget is the primary consideration and a reduction must be made, some options are:

The Security Staff can be reduced to a bare minimum of three (3) full-time and two (2) part time officers. The day shift security operations will be eliminated and the visitor entrance gates at the Main Gate and Falcon Hills Gate will be opened from 0700-1500 hours every day. This will allow persons to enter Lake Monticello during the day to conduct business, to visit residents, or for any other purpose, without authorization. From 1500 hours until 0700 hours the next day, the security officers will provide normal business and visitor access control. *It should be noted that it is impossible for one security officer to perform access control at both (Ashlawn and Falcon Hills) gates from 0700-2300 hours. This security staffing is not unusual in some communities where access control is "tightened" during the later evening and early morning hours. Security access control may need to be provided from 0700-1500 hours on weekends.

A further reduction could be obtained by eliminating the midnight shift security officer at the Main Gate during the weekdays, and staffing the midnight shift only on Friday and Saturday nights.

Specific shift schedules cannot be obtained until the staffing is defined further.

Budget savings could be from \$50,000 to \$75,000. annually but exact figures are difficult to determine.

The Police Staff can be reduced to a minimum of six (6) officers. This simple reduction will save the cost of one officer from \$23,000 to \$25,000 plus benefits and equipment for a total of over \$30,000 annually. With this staffing, the police department will still cover the Lake Monticello community 24 hours a day every day.

**It should be noted that reductions in police and security operations will most likely result in less capability to provide needed services and some services will have to be reduced or eliminated.*

Volunteers for Security Functions

This idea was promoted during the implementation of this study. Although Lake Monticello is a wonderful volunteer community, the job of security and law

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enforcement should not be done by volunteers. The insurance liability alone would be excessive and risk-prone to the Association. Additionally, questions such as workers' compensation coverage and medical care coverage would be problematic and unmanageable. Even if a volunteer force were in place, it would require a professional law enforcement/security manager to oversee the day-to-day operations.

Analysis / Conclusions / Recommendations

A brief **analysis** is provided for each section of the report.

Section 1 Lake Monticello community and the Lake Monticello Owners' Association

It is clear from the information contained in this section that Lake Monticello is a growing community. It encompasses many residences, amenities, and common facilities connected by a large roadway system. With a population of around 9,500 residents and many guests and business visitors every day, the community is as active as any small town or city. In fact, Lake Monticello is probably larger in area and has more population than the towns of Scottsville, Louisa, and Gordonsville combined.

It is also clear that the Lake Monticello Owners' Association (LMOA) has direct impact on the services provided to the residents. LMOA provides amenities that include beaches, parks, playgrounds, swimming pool, fishing, boating, Clubhouse restaurant, a golf course with snack bar, and provides for the maintenance of all such facilities. These operations are provided to increase the quality of life at Lake Monticello and in fact, some of these amenities are not available anywhere else in the area and provide a real benefit to residents living within Lake Monticello.

Section 2 Police and Security

It is a credit to the LMOA that over the 30 years since inception of the organization, a provision for the safety and security of the residents has been provided. Certainly, in the early days of LMOA, the service provided may have consisted of a few security guards that staffed the entrance and responded to a few calls for service. This, of course, had to be upgraded as the residences were built and the population increased.

Section 2 Security and Access Control

The "gated community" concept of Lake Monticello is a major component of this security system. Simply put, if we can control the amount of vehicles (persons) entering Lake Monticello, the amount of crime, traffic congestion, disturbances, and other quality of life issues can be reduced. Currently, however, we have a large residential population with the associated guests and businesses entering the community. These residents, guests, and business persons all contribute to the increased levels of response generated by the current police and security operations. The gate system was replaced and upgraded a few years ago to provide newer equipment and another visitor/business entrance. This provided a needed service and convenience to the residents. When comparing our security operations to the other three communities evaluated, we have better control than

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two (Wintergreen and Massanutten) and is comparable to Lake of the Woods. It should be noted that the other communities have one or two entrance/exit points. Lake Monticello has five entrance/exit points with two being controlled by security officers.

Section 2 Police Operations

As is noted in section 2, the LMPD offers a large range and level of services to the community. These services, not just police-related services, are basic to the philosophy of a “community police department” and are critical to the quality of life here at Lake Monticello. We are, in addition, a full service police department and as such can perform traffic enforcement, write summons, make arrests, perform investigations and prosecute cases. Wintergreen writes few traffic summons and LOW does not write any preferring to issue rules violations notices for traffic infractions or violations. Our operation is most similar in many respects to the Massanutten Police Department. They are of similar size, responsibility, and operating budget.

Key points

- ❑ LMPD offers more services to the community than other departments
- ❑ LMPD enforces more rule violations than the other departments
- ❑ LMPD enforces more traffic violations
- ❑ LMPD budget is comparable (380K, 480K, **504K**, and 735K)
- ❑ LMPD officers annual pay is a below other full-time officers
- ❑ LMPD covers a larger population than the other departments
- ❑ LMPD covers a smaller jurisdictional area within the Lake community with the second largest roadway miles
- ❑ Liability insurance coverages are similar with LOW increased
- ❑ Patrol operations are similar in most respects for all departments

One common thread combines all departments. Each owners’ association provides police and security services for the benefit of the residents. Two Associations hire and staff their own, and one hires a company to provide these services. There are advantages and disadvantages to each. More information can be obtained in Section 2 for LMPD operations, or Section 3 police operations for other communities.

There are future plans to improve the police/security service delivery. These plans center around a police facility to improve our organizational capability. Currently, the LMPD officers are working in a 320 Square foot office located in the maintenance building. The Security Staff works in the Main Gate without the ability or space for meal breaks. The addition of increased space will improve filing, evidence and property storage, provide training space, and areas for report writing, copying, and break areas. It is anticipated that the ECC/Compliance

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functions and staff will also be housed in this space to maximize the use of the building. A full basement with the facility will accommodate needed space for LMOA archive storage of files and equipment.

Authorized staffing for the police department is currently at 7 officers. This has not increased since 1995. In 1996, Lake Monticello records show that 2,065 residences were built within the community. At the end of 2003, records show 3,638 residences built. That is an increase of 1,573 homes with the corresponding population increase. Should police officer staffing be increased as requested in previous budget years?

Section 3 Police / Security operations in other communities

As highlighted above, there are many similarities and few differences. The differences are centered around the police or security philosophy. Items such as writing summons (traffic tickets) or rules violations for traffic violations are an example. Communities with large resort and vacation influences do not authorize guests during the day and evening hours preferring to check only during the midnight hours. This may be practical for a resort community but not for a residential community. All other departments have officers with police certification and are authorized to perform law enforcement duties, in addition to an assortment of non-sworn employees.(dispatchers or security access control). In some communities it is not legal for the sheriffs' office to perform traffic enforcement due to the private property nature of the jurisdiction (LOW), in others, the sheriffs' office may or may not be active.

The LMOA has the largest population, second largest land area, and the second largest roadway miles. The LMPD has the fewest police officers with 7. (The same as Massanutten.) Other than the private security at Lake of the Woods, the LMPD is the lowest paid for police officers.

Section 4 Survey Results Analysis

As is noted in Section 4, the vast majority of the residents of Lake Monticello have indicated an interest in keeping the police and security service provided by the LMOA. 74% of the residents believe the staffing is adequate, while 15% would like to see more personnel added. A majority of the residents indicated that the gate systems are working as designed, and a majority of residents in un-gated sections would not like to see gates installed. Over 94% of the residents feel safe at Lake Monticello. With very good ratings in every category, the police and security services provided at Lake Monticello seem to be exactly what residents expect and prefer.

When reviewing previous LMOA master plan documents, most have identified the police/security department facilities and personnel as major priorities. One

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such document states that the staffing should automatically increase by one officer for every 1,000 residents. However, police staffing has not increased since 1995. The security staff was only increased when the additional duties of the Falcon Hills gate were implemented. The department has been moved around to different facilities since 1999 moving from the Clubhouse, to the Main Gate, to the Citgo Plaza, and now in an office in the maintenance building. It is clear from the LMOA Safety and Security survey that the vast majority of residents oppose eliminating the LMOA police/security functions and for good reason; we provide access control, emergency response, and resident assist with most any incident for 24/7 coverage. It should also be noted that the LMPD and LMPD Security is the only LMOA department operating with 24/7 coverage.

Section 5 Topic Questions and Answers

Questions brought up during the commission of the Police/Security Services Study have been addressed to the extent possible.

Section 6 Options/Alternatives to Police/Security

This section outlines and discusses most options different from what LMOA is currently providing. These different options provide advantages mostly in the operating budget. All options have less service than is currently provided. One option is not discussed; Improving and adding personnel to the LMPD. This option is not discussed since the basis for this report seems to be to determine if funds can be saved or reduced. Some of these options will be mentioned later in this section.

Conclusions

The LMPD is operating well. The Department continues to answer calls for service, perform self-generated activity, and access the ever-increasing vehicles and persons into Lake Monticello properties. This increase in workload could have been expected since the population in Lake Monticello has increased dramatically (almost doubled?) over the last eight years.

Even with increases in population, Lake Monticello remains relatively crime-free. Our crimes against persons responses (assault, battery, robbery, rape, murder, kidnapping, etc..) revolve mainly around domestic disturbance incidents. These incidents, although frequently resulting in an arrest, do not adversely affect the community perception of safety.

Property crimes are the major violations of law at Lake Monticello. Occasionally, vandalism sprees are evident. Prosecutions are difficult since frequently there

Section 7

Analysis/Conclusions/Recommendations

Lake Monticello Police / Security Services Study

are no witnesses or evidence to assist officers. Residential burglaries are uncommon. Does the low crime rate reflect LMOA's commitment to its police and security operations?, Or are we just lucky? Burglary sprees have been common in all the counties around us but have not touched Lake Monticello. Why? When persons charged with committing 80-120 burglaries several years ago were asked if they burglarized any residences inside Lake Monticello, they stated that they did not because we have access gates and a police department that patrols the community. It is commonly understood that crime is prevented simply by random patrolling of police officers throughout the communities they serve.

The total cost for this service? Approximately \$100.00 per property per year. That's not per person, that's per each residential property. The total LMOA budget is over \$3 million dollars annually. The Police/Security budget is less than 17% of the total LMOA budget. The Lake Monticello Police Department has experienced leadership and capable police and security officers serving the community. Many in the department have been with Lake Monticello for many years. This provides better service and creates a comfort level for the community. Lake Monticello residents truly have the best of both worlds, security access control and police protection.

It has been mentioned that the Fluvanna County Sheriffs' Office could provide our service at no cost thus saving the LMOA over \$500,000 annually. It is known that the Sheriffs' Office would not respond to many of the calls the LMPD responds to automatically. Response times could be dramatically increased due to the size of the Sheriffs' Office jurisdiction. Further, the private property aspect of Lake Monticello could also affect their responses to some calls and would have to be investigated. During periods of heavy rain throughout the year, the LMPD controls the lake water level by opening and closing the spillway gate. Disaster response and recovery efforts performed by the LMPD during hurricanes, tornadoes, and snow emergencies would be eliminated since the Sheriffs' Office does not provide those services.

The Lake Monticello Owners' Association exists and is responsible to provide for the welfare of its members. In addition to the recreational and social facilities available, (golf, tennis, parks/playgrounds, restaurants, boating, fishing, beaches) funds are also assigned for the purposes of general maintenance for facilities and common properties, construction oversight for new residences, additions, and other structures; and the administration of the association with respect to business management, accounting, and self-governance. With an operating budget of over \$3 million annually, LMOA has made a commitment to provide necessary and important services for each resident of the community.

Lake Monticello Police / Security Services Study

The Safety and Security Committee feels that the operations of the Lake Monticello Police/Security Department is easily the most important function that our governing officials (LMOA) can provide to the community. This philosophy is even reflected in the LMOA budget documents making safety-related issues the number one funding priority.

To suggest saving a few operational dollars at the expense of quick police response in critical situations (storms, fire/rescue, disturbances, etc..) access control of vehicles, and day-to-day responses to assist residents with a multitude and variety of problems twenty-four hours a day, would be both foolhardy and reckless in the opinion of this committee. Furthermore, this position is substantiated by the overwhelming majority opinion of residents responding to the Safety and Security survey. Lake Monticello is one of the highest, if not the highest, permanently populated gated communities in this and surrounding states. To suggest that the level of security presently needed and provided by the LMPD could or should be reduced, or could be provided by the county Sheriffs' Office is a totally unrealistic expectation. With further increases in population evident, it becomes even more essential to support and to even improve the operations of the LMPD as the need arises so as not to compromise the safety and security of the residents and properties at Lake Monticello. Committee and staff have spent hundreds of hours researching and drafting this report. It is the unanimous opinion of this committee that anything less than what we presently enjoy and benefit from the staffing and direction of the LMPD, if diminished in any way from its present capacity, would be unconscionable.

Respectfully Submitted,

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