



Proposal for a Patrol Staffing Study for the Fairfax County Police Department

September 24, 2025



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21CP Solutions, LLC (“21CP”) is pleased to submit this proposal to the Fairfax County, Virginia, Police Department. It describes how 21CP can partner with the Fairfax County Police Department (“FCPD” or “the Department”) in strengthening public safety while addressing multiple pressures on performance through a comprehensive staffing study. The best-in-class study will help FCPD in continually ensuring they are staffed appropriately to respond efficiently to emergencies and investigate crime, adjust to increased demand through population growth, provide critical emergency response, and proactively reduce crime. The study will result in a roadmap to guide the FCPD in adapting its patrol staffing to current and future needs.

About 21CP

21CP Solutions, LLC, was founded in 2015 to help communities and law enforcement agencies reimagine public safety through innovative and evidence-based approaches. Since its inception, 21CP has partnered with local, state, and tribal governments of all sizes, as well as with colleges, universities, and schools, to identify opportunities to enhance current practices, adopt new innovations, and customize public safety practices that have worked in other places to meet emerging community needs. From staffing studies and comprehensive organizational assessments, critical incident after-action reviews, executive searches and new chief mentorship, we offer a wide array of services for communities and organizations of all sizes. 21CP helps design and implement practical, innovative solutions to public safety challenges that reflect promising approaches that have worked elsewhere and pioneered new approaches that are responsive to our client’s needs. 21CP does not simply make recommendations about improvements or reforms to policies, practices, or procedures. Instead, we actively partner with clients across the country to provide ongoing technical assistance and translate broad objectives to operational realities.

21CP has analyzed many departments’ organizational structures, staffing requirements, technology deployments, and alternative staffing options as well as led the development of strategic planning for multiple agencies. We have developed an advanced staffing model that helps our clients determine not just their current staffing needs but also project needs into the future and evaluate the impact of various policy decisions on staffing requirements. Our work is built around robust data analysis, deep staff interviews, and focus groups with agency personnel to understand expectations for their police departments. Our findings are then compared and benchmarked against evidence-based and promising practices, resulting in a series of recommendations presented in a final report. We leave our clients an interactive Dashboard that they can use to continue to simulate policy decisions, adjust workloads, and see the impact on staffing needs.

21CP team members have served on a variety of staffing and organizational assessment projects, creating a diversity of depth of experience. Below are more details about this work for some of our past clients.

Knoxville Police Department. 21CP conducted a staffing and workload analysis focused on patrol officers across shifts and precincts. This work included creating and providing an interactive Dashboard and making staffing and operational recommendations based on identified community dynamics and internal needs. Additionally, 21CP completed a comprehensive assessment of the Knoxville Police Department’s recruiting efforts and advised them as they redesigned their recruitment, selection, and hiring of sworn personnel. This work was real-time training and technical assistance (TTA) support to advance hiring and retention practices.

Baltimore Police Department. 21CP oversees the implementation of a federal consent decree involving the Baltimore Police Department. Among many other requirements, 21CP has provided technical assistance and

oversight to the department regarding staffing, deployment, implementing a comprehensive staffing plan, and improved recruitment, selection, and hiring processes. Baltimore is undertaking a significant professionalization/civilianization of its department, and 21CP has also assisted it in this critical effort.

Champaign Police Department. 21CP is currently conducting a comprehensive staffing study of the Champaign, IL Police Department. Using the Advanced Staffing Model, the team is working with the department to better understand their current workload demands and how their staffing and shift assignments, internal policies, and community expectations influence patrol staff ability to balance calls for service with desired proactive activities. The agency will receive recommendations for improved efficiencies using their current staff as well as a Dashboard to use for continual assessment and policy testing in the future.

Salt River Pima-Maricopa Indian Community. 21CP conducted a comprehensive review of the Salt River Police Department, looking at a wide variety of organizational and operational concerns. This work included an examination of their patrol district boundaries, staffing, and deployment for the 85 square-mile jurisdiction that shares borders with four Arizona cities (Scottsdale, Tempe, Mesa, and Fountain Hills), with 21CP providing data-driven recommendations on boundary lines and staffing levels for each district.

Additional details about these projects and our work with other jurisdictions can be found at www.21cpsolutions.com.

Project Approach

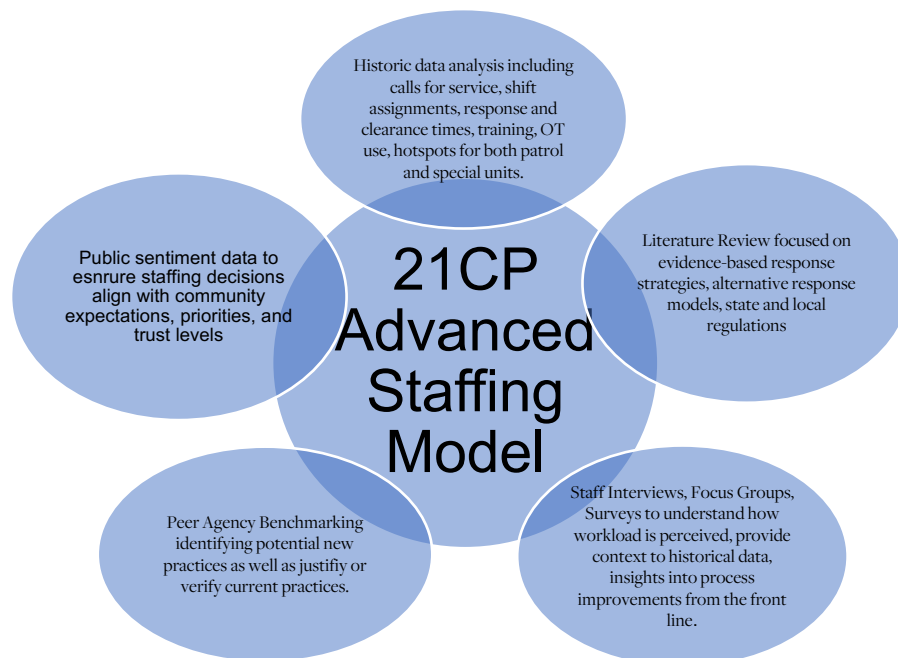
Most law enforcement staffing studies use approaches that were developed in the 1970s. These studies base staffing plans on rough approximations of officer workload and rely on unvalidated, general assumptions about ideal supervisory ratios and minimum staffing allocations based on population served. Studies based on this methodology are not tailored to how a police executive, the department itself, and the wider community wants to have public safety services delivered. They often fail to consider the geography or changing demographics of a jurisdiction, the agency's proactive use of civilian staff, technology, and cross-disciplinary teams, or how shift lengths, training requirements, and the use of overtime are impacting deployment. While efforts may tell an agency they need to hire additional sworn staff based on population growth estimates they do not help a chief and municipal leaders understand how to more effectively meet current demands with existing staff—a critically important need in an era where recruiting new officers is a challenge. And they leave the police with only a static written report—making it difficult for the department and community leaders to assess staffing needs based on new trends or evolving issues.

21CP's approach updates police staffing studies for the 21st century. Rather than provide a static analysis minimally customized to a jurisdiction, 21CP unique approach conducts an analysis that is displayed in a dynamic, interactive Dashboard that allows police and city officials to understand the potential staffing implications of a host of variables both now and in the future. Is call demand in growing commercial areas outpacing current staffing levels for a particular sector or precinct? Could differential shift staffing or alternative response models based on service demand allow the FCPD to more efficiently deploy existing staff? 21CP's advanced staffing model and Dashboard guides departments through the options, offers key insights and recommendations, and ultimately provides the police department an interactive tool that helps them optimize the officers they have today as well as plan for future needs should requirements change.

This advanced staffing model and Dashboard is what 21CP proposes to bring to the Fairfax County Police Department. Ultimately it will help FCPD in assessing the current staffing of patrol service and testing the impact of different

numbers, policy changes, or call demand growth on service and provide the Department an empirical tool to demonstrate how their existing staffing levels and assignments are or are not meeting evolving demands.

21CP's effort will begin by working with FCPD to set overall objectives and establish the data collection framework. Objective setting defines the specific goals of the study and ensuring alignment with the overall mission of the Department, including identifying opportunities for improvement, efficiency, and cost reduction. The data collection framework outlines how data will be collected, stored, and analyzed and enumerates and documents the necessary tools (e.g., focus groups and interviews, benchmarking data from peer agencies, historical agency data, etc.). 21CP's Advanced Staffing Model generally relies on five primary sources of input: (1) historical agency data; (2) staff input; (3) community sentiment; (4) legislative and literature review; and (5) peer benchmarking.



As in a standard staffing study, 21CP will conduct an evidence-based review of FCPD's current operational structure and service demands. This work will analyze critical data, including sector-level calls for service, shift and geographical assignments, response times, and overtime usage going back three to five years. We will incorporate crime rates, hot spots (i.e. high call volume locations), unique geographical considerations—such as new residential and commercial developments—and top agency concerns. All these data inputs are critical to building the FCPD Dashboard.

In 21CP's experience, agency staff input is a crucial component of a comprehensive staffing study, providing the in practice, contextual insights that the quantitative data (e.g. calls for service) cannot provide. While the records management system can show how many calls officers handled and the approximate time needed to clear a call, it cannot explain how they feel about their workloads, or what led to a call taking a certain amount of time. Are officers frequently held for overtime? Do they feel pressured to clear calls quickly, or is there time for proactive problem solving and connecting residents to alternative services? Could the roles of support staff be better aligned with current needs? What

technology solutions has FCPD invested in (or is considering for acquisition) that could help improve or hinder operational efficiency and outcomes?

Input from leaders and other key staff will help 21CP understand what available documents and data do not tell us. In our experience, front-line staff and supervisors are often best able to identify inefficiencies and system limitations, as well as confirm or challenge what the data is telling us. This qualitative data—when triangulated with leadership views and RMS data reports—allows the Dashboard to most accurately reflect what staff do and where and how long it takes them to do it.

While many of these engagements will be done as virtual interviews, we can also facilitate select focus groups to capture broader perceptions of labor and work demands. This staff engagement is also important to ensuring officers and other staff have a voice in the process and see that FCPD leadership values their lived experiences. Perceptions of staffing adequacy can heavily influence retention, productivity, and service quality in any organization.

21CP always works to capture and understand the unique community in which a department operates. A police officer is typically the most visible representative of local government in a community. Incorporating community views into a police staffing analysis helps ensure that staffing decisions are informed by and align with community expectations and priorities, leading to more responsive and effective policing. The 21CP team will incorporate the Department's existing public sentiment data (e.g. my90 survey data) to understand public experiences, expectations, and needs relative to the FCPD.

The 21CP team will also ground our recommendations in the latest evidence-based and promising practices in staffing and deployment of FCPD resources. The review will include an examination of case studies of other police departments that have successfully implemented changes for improving service delivery, to cull lessons learned. As an example, the 21CP team will examine models for sustainability for alternative response options, looking to ensure that any recommendations are feasible to implement in both the short and long term. The team would also examine ways technology can be leveraged to make administrative tasks easier and identify administrative or support services that could be outsourced. The team will also study the risks that might come with potential alternative response and staffing approaches and identify ways to lower those risks.

We will also review existing and proposed state laws and local ordinances to assess their impact on service mandates. For example, evolving statutory requirements may significantly affect staffing demands and resource allocation, including placing additional training, administrative, and legal responsibilities on law enforcement agencies. This can lead to patrol officers and sworn supervisors absorbing time-consuming tasks like detailed reporting, court coordination, and increased community engagement. As a result, staffing models must be examined to ensure that core patrol functions, community policing, and mandated compliance activities can be effectively maintained without overburdening personnel or compromising service delivery.

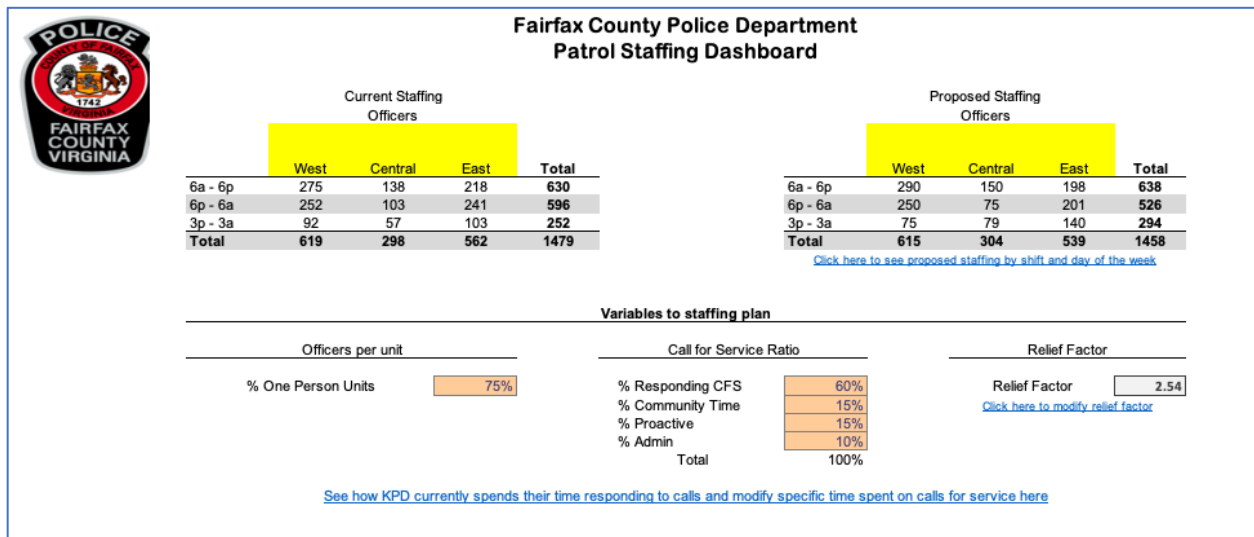
Finally, 21CP will use benchmarking against peer agencies to provide critical content and actionable insights to significantly improve strategic decision-making and inform the model. Benchmarking with peer police agencies can inform and validate what FCPD is already doing, help identify practices for consideration, and to explain unique differences in staffing or operations. Sharing benchmark comparisons with community leaders can also help build knowledge, understanding and trust by showing that the agency is measuring itself against peer communities. For this project, the experience of 21CP's team members in leading large, municipal police departments will aid in benchmarking, while the team can also look to how other large, urban counties manage their patrol staffing.

Once all the data are collected, validated, and incorporated into the Dashboard, 21CP will conduct a series of scenario-based simulations, including the Department’s proposed policy changes. The Dashboard is constructed so that both the 21CP team and FCPD can see the current staffing and deployment and then adjust data elements to test the staffing impact of a variety of each hypothetical staffing plan. The Dashboard can help agency leaders understand the impacts of various shift configurations and geographical assignments before implementing and ensure that shift coverage aligns with call demand and community need and help reduce reliance on overtime. 21CP will work with FCPD to identify and test multiple crucial assumptions before drafting any recommendations.

Deliverables

21CP will ultimately prepare and present a final written report with recommendations to the FCPD. 21CP’s reporting process is iterative. In all our engagements, we offer preliminary recommendations for discussion, which allows for verification of facts and assumptions before issuing a final report. The report will include a detailed explanation of the process used by 21CP and our analytical partners, AH Datalytics, the findings of the analysis, and recommendations for patrol deployments.

Additionally, 21CP will leave FCPD the Dashboard as a tool to be used by executive staff. The Dashboard is powered by commercially available software, so no special or proprietary application is needed to use the tool long-term. AH Datalytics will offer a tutorial to identified staff on how to use the Dashboard, but one of the key benefits of the dashboard is that it is built in an easy-to-understand format. This unique approach provides FCPD both a report and a tool to continue studying the impact of evolving demands for service within and across sectors, and easily and visually present the impact of changes to county leadership. Sample screenshots from the Dashboard are provided below.¹



¹ The values displayed in the screenshots are not actual calculations. 21CP can provide a live demo of the Dashboard showing how adjustments in policy can lead to variations in the proposed staffing numbers.



Fairfax County Police Department Patrol Staffing Dashboard

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Relief Factor Calculation

Time off each each year for a patrol officer working 7 12-hour shifts every 2 weeks.

Category	Time off (hours)	Time off (days)
Personal Time	48	4
Vacation	144	12
Holiday	144	12
Sick Leave	60	5
Training	60	5
Regular days off (7 every 2 weeks)	2,190	182.5
Other days out	12	1
Total	2,658	221.5
Relief Factor	2.54	
Days in the year	365	
Shift length	12	
365 x shift length / (365 x shift length – total time off)		



Fairfax County Police Department Patrol Staffing Dashboard

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Data Table 1 - Citizen Generated Calls for Service, 2022

Category	Subcategory	Incidents	% of Incidents	Time Spent (Hours)	Time Spent (Days)	% of Time Spent	Change in response (%)	Officer Hours Saved	Officer LOE Saved
Medical	Death	6556	1%	1,594	66	0%	100%	-	-
Medical	Injury/Illness	38212.76923	4%	25,405	1,059	4%	100%	-	-
Medical	Mental	676.2307692	0%	511	21	0%	100%	-	-
Medical	Overdose	7782.384615	1%	6,173	257	1%	100%	-	-
Medical	Suicide	17868.53846	2%	16,402	683	3%	100%	-	-
Medical	Welfare Check	56127.15385	6%	31,294	1,304	5%	50%	15,647	7.5
Miscellaneous Policing	BULO	114.6153846	0%	471	20	0%	100%	-	-
Miscellaneous Policing	Hang Up	5696.384615	1%	1,720	72	0%	75%	430	0.2
Miscellaneous Policing	Officer-initiated	1455.615385	0%	1,506	63	0%	100%	-	-
Miscellaneous Policing	Other	6063.153846	1%	2,917	122	0%	100%	-	-
Miscellaneous Policing	Transport	5077.461538	1%	9,452	394	2%	100%	-	-
Miscellaneous Policing	Warrant	6682.076923	1%	8,838	368	1%	50%	4,419	2.1
NIBRS Person	Assault	13203.69231	2%	12,594	525	2%	100%	-	-
NIBRS Person	Homicide	263.6153846	0%	2,083	87	0%	100%	-	-
NIBRS Person	Kidnapping	68.76923077	0%	135	6	0%	100%	-	-
NIBRS Person	Sex Offense	1329.538462	0%	2,967	124	0%	100%	-	-
NIBRS Person	Shooting	4997.230769	1%	9,342	389	2%	100%	-	-
NIBRS Property	Burglary	18235.30769	2%	16,050	669	3%	100%	-	-
NIBRS Property	Destruction of Property/Va	2911.230769	0%	2,294	96	0%	100%	-	-
NIBRS Property	Fraud	1260.769231	0%	1,387	58	0%	100%	-	-

Ultimately, the 21CP Advanced Staffing Model is an ideal way to accommodate a modern approach to responsive policing by allowing for constant learning and adjustment to the needs of the community. It will help FCPD learn and adjust throughout the next several years as the community grows and transforms—thus requiring the safety response of FCPD to adjust.

Timeline

21CP anticipates being able to complete this work in approximately 4 months, depending on the accessibility of agency data. Table 1 provides a timeline for 21CP's work, assuming the project begins in November.

Table 1. Timeline

	November	December	January	February
Onboarding, Information Gathering Meeting, Request for Documents & Data				
Review of Produced Documents & Data				
Site Visit and Staff Engagement				
Data Analysis & Follow-Up Document Review				
Submission of Comprehensive, Final Report and Staffing Dashboard				

Proposed Team

21CP’s seven partners and 50 affiliates are located and work throughout the United States. Additional details about our extensive network of subject matter experts can be found at www.21cpsolutions.com.

21CP’s proposed project team for FCPD includes seasoned safety professionals and data analytics experts with specific experience working inside large county police departments and understanding the complexities of staffing allocations based on strategic organizational design and calls for service needs. A partner will provide general oversight for subject matter expert working with our associate consultants at AH Datalytics (our strategic partner with extensive knowledge and experience in mapping and data analysis). Specifically, the team will include:

- **Nola Joyce**, a partner at 21CP Solutions, has over 30 years of public safety experience. Most recently, she served as the Deputy Commissioner for Services, Strategy, and Innovation at the Philadelphia Police Department. Previously, she was the executive director and chief administrative officer at the Metropolitan Police Department in Washington, D.C. She has also held executive positions at the Chicago Police Department and the Illinois Department of Corrections. Ms. Joyce has led reviews and investigations in several policing organizations and leads 21CP’s staffing work. Over 25 years of service in the public sector, Ms. Joyce has served on numerous boards and affinity groups in the policing field. She was appointed to the National Academy of Science’s Panel on Modernizing the Nation’s Crime Statistics, serves as an Executive Fellow with the Police Foundation, is a member of the International Association of Chiefs of Police (IACP) Research Advisory Council, and the Police Executive Research Forum’s Research Council. She is a recipient of the PERF Gary P. Hayes Award and the IACP/Sprint Award for Excellence in Law Enforcement Research, and just recently received the inaugural award from the National Association of Professional Staff in Public Safety in recognition of her career and character.
- **Michel Moore**, Senior Advisor, served as the 57th Chief of Police for the Los Angeles Police Department from 2018 until his retirement in February 2024. During more than four-decades of service with LAPD, Chief Moore was positioned in critical roles in the pursuit of crime reduction, achieving compliance with a Federal Consent Decree, crafting and implementing police use of force reforms, modernizing technological systems, and improving the diversity and wellbeing of the Department’s workforce. Chief Moore has built a career of public

service based on the guiding principles of policing with purpose, with compassion, and in partnership. During his time as chief, he expanded the implementation of effective crime reduction initiatives, institutionalized the Community Safety Partnership model, focused heavily on community engagement and de-escalation of force, and the modernization of the Department's technology. He earned his Bachelor of Science in Business and Management and an MBA.

- **AH Datalytics** is a strategic partner of 21CP focused on bringing 21st-century analytics to the criminal justice system. Their work helps organizations better understand their data challenges and determine solutions to improve work outcomes. The firm provides a wealth of data collection and interpretation expertise in the 21CP-aligned public safety space. Our strategic partnership provides 21CP and its clients with state-of-the-art analysis, which allows our firm to disseminate and present information to organizational leadership and help convey their analytics to the public. 21CP typically works with AH Datalytics co-founders Jeff Asher and Ben Horwitz, especially in staffing and deployment projects. Mr. Asher and Horwitz collaborated with 21CP to generate the 21CP Staffing Model that is being adopted by policing agencies across the US, including in Knoxville. They will design a custom Dashboard for SCPD for the ease of data presentation.

They will be supported in project management, stakeholder engagement, and report writing by additional 21CP associate consultants based on the unique needs of FCPD's project. These team members may include:

- **Jessica Drake**, Associate Consultant, has 20 years of experience in volunteer and program management, community outreach, and project development. As Vice President of Program Management and Development at Strategic Applications International (SAI), Mrs. Drake provided facilitation and support services for President Obama's Task Force on 21st Century Policing. She has managed multiple grants awarded by the U.S. Department of Justice, including one that led to the Law Enforcement Officers Mental Health and Wellness Case Studies guide that was presented to Congress during the 2019 legislative session. Mrs. Drake also led efforts to host forums on emerging issues in policing for the Office of Community Oriented Policing Services (COPS Office). These forums brought together the foremost experts in law enforcement to address the challenges and tout the successes of police, city officials, and the communities they all are called to serve.
- **Erin Pilnyak**, Associate Consultant, previously served with the New York City Police Department where she held the two-star position of Assistant Deputy Commissioner at the Risk Management Bureau. In this capacity, she focused on developing policies and programs aimed at guiding the NYPD in implementing mandated reforms. Additionally, she managed the day-to-day operations of the approximately 200-person bureau. Ms. Pilnyak transitioned from her role at the NYPD to become the Chief Operating Officer at IntegrAssure. She is a graduate of the University of California at Berkeley and Cornell University School of Law.
- **Deborah Spence**, Associate Consultant, brings more than two decades of experience in supporting and advancing community policing and public safety efforts in agencies across the country. She spent most of her career with the U.S. Department of Justice, Office of Community Oriented Policing Services (COPS Office), first as a social scientist and statistician in the Research and Development Division, and then as the Assistant Director overseeing Training and Partner Engagement. Twice recognized by the National Association of Government Communicators, she is the author of numerous articles and reports on various aspects of policing and has worked with every major law enforcement organization in the country to develop tools and resources

aimed at bridging the gap between research and practice and facilitating the use of data and evidence-based strategies and processes in police agencies. She earned her M.S. in Justice Law and Society from American University, and her M.A. (Hons) in Modern History from the University of St. Andrews in Scotland.

Cost Proposal

Table 2 summarizes 21CP's estimated not-to exceed budget for conducting the study, detailing the number of hours that 21CP projects will be required. 21CP's standard rates for its Partners, Senior Advisors, and Associate Consultants are summarized in Table 3. 21CP anticipates being able to conduct its work through a hybrid model of in-person meetings and interviews in Suffolk County and through Zoom and/or other videoconference platforms.

Table 2. Proposed Budget by Task

	Partner		Senior Advisor		Associate Consultant(incl. AH Datalytics)		TOTAL
	Hours	Cost	Hours	Cost	Hours	Cost	
Onboarding, Information Gathering Meeting, Review of Documents and Data	4	\$1,580	8	\$3,000	26	\$8,450	\$13,030
Site Visit and Structured Interviews	8	\$3,160	8	\$3,000	14	\$4,550	\$10,710
Data Analysis & Follow-Up Document Review	2	\$790	4	\$1,500	40	\$13,000	\$15,290
Submission of Comprehensive, Final Report and Staffing Dashboard	2	\$790	2	\$750	30	\$9,750	\$11,290
Sub-Total							\$50,320
Overhead & Administrative*							\$7,548
Site Visit Travel**							\$2,000
TOTAL							\$59,868

*O&A is calculated at 15% of labor time.

**For this project site visit travel is based on up to two trips by non-local project staff, with the potential for additional on-site work by staff located in the mid-Atlantic region. This estimate is a not-to-exceed cost, and may be lower.

Table 3. 2025 21CP Consultant Fees

	Hourly Rate
Partner	\$395/hour
Senior Advisor	\$375/hour
Associate Consultant	\$325/hour
Consultant	\$295/hour

The Site Visit Travel budget is provided as a not-to-exceed estimate and serves as a cap on reimbursable travel expenses, with costs billed only for actual travel required and incurred. The estimate is based on 21CP's travel policy which states that current US GSA mileage and M&IE reimbursement rates shall apply. Standard hotel rates shall apply unless the client provides a special rate code for a preferred hotel. Domestic air travel will be reimbursed at the Coach (or equivalent) or lowest available rate – First Class or Business rates shall not be reimbursed unless said rate is the lowest available. Rail transport may be coach/business class or lowest rate available (Acela may be booked when available). Ground transportation will be by UberX (or equivalent), standard taxi, or rental car (Standard or Economy). All reasonable and customary travel expenses incurred will be submitted for reimbursement, including travel, printing, shipping, copying, etc.

21CP typically submits monthly invoices for consultant time and expenses. Invoices are accompanied by supporting receipts for reimbursable expenses. Billing terms are net 30 days. Payment via ACH or direct deposit is preferred. Invoices not paid within 30 days of receipt are subject to a 3% monthly interest charge.

References

Below are two references for our work; additional references are available upon request.

Reference:

Paul Noel, Chief
Knoxville Police Department
(865) 215-7229
pnoel@knoxvilletn.gov

Reference:

Branville Bard, Vice President of Public Safety
Johns Hopkins University
Branville.bard@jhu.edu
(410) 614-3472