

Prince William County, Virginia Internal Audit Report – Neighborhood Services Property Code Enforcement

December 21, 2018





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TRANSMITTAL LETTER



December 21, 2018

The Board Audit Committee of Prince William County, Virginia 1 County Complex Court Prince William, Virginia 22192 RSM US LLP 1861 International Drive Suite 400 McLean, VA 22102 O: 321.751.6200 F: 321.751.1385 www.rsmus.com

Pursuant to the internal audit plan for calendar year ("CY") 2018 for Prince William County, Virginia ("County" / "PWC"), approved by the Board of County Supervisors ("BOCS"), we hereby present the internal audit of the Department of Public Works' Neighborhood Services Division ("NSD") property code enforcement process. We will be presenting this report to the Board Audit Committee of Prince William County at the next scheduled meeting on February 5, 2019.

Our report is organized into the following sections:

Executive Summary	This provides a high-level overview and summary of the observations noted in this internal audit, as well the respective risk ratings.
Background	This provides an overview of the NSD's property code enforcement process as well as relevant background information.
Objectives and Approach	The objectives of this internal audit are expanded upon in this section, as well as the various phases of our approach.
Observations Matrix This section gives a description of the observations noted during this internal audit and recommended actions, as we Management's response including responsible party, and estimated completion date.	
Process Map	This section illustrates process maps, which identifies data flow, key control points and any identified gaps.

We would like to thank the staff and all those involved in assisting our firm with this audit.

Respectfully Submitted,

RSM US LLP

Internal Auditors



EXECUTIVE SUMMARY

Background

The objectives of the County's Neighborhood Services Division includes educating and reactively enforcing code related to the seven following areas: Zoning Ordinance, Building Maintenance Code, Spot Blight Program, Illegal Signs Program, Tall Grass and Weeds, Graffiti, and Refuse. Property Code Enforcement staff members work in NSD, a division of the County's Department of Public Works. At the time of our review, there were 37 total staff within NSD.

Citizens can report code violations via email, telephone, walk-in, or referrals from another County department. Code Enforcement Inspectors are responsible for inspection, violation determination, and follow-up. If a violation is not abated timely, the case may result in a lien placed on the property, court summons, or fines based on the case type. During our testing period of July 1, 2017 – August 31, 2018, 5,401 cases were opened, resulting in 413 court trials. As of December 31, 2018, \$62,434 in fines have been issued to related cases during the testing period with collections at ~54%.

NSD uses EnerGov, a system utilized by the County to track and document all code enforcement cases. Ascend is the County's financial management system, a tool by which fines collected as a result of code violations are recorded upon receipt.

Overall Summary / Highlights

The observations identified during our assessment are detailed within the pages that follow. We have assigned relative risk or value factors to each observation identified. Risk ratings are the evaluation of the severity of the concern and the potential impact on the operations of each item. There are many areas of risk to consider in determining the relative risk rating of an observation, including financial, operational, and/or compliance, as well as public perception or 'brand' risk.

Fieldwork was performed October 2018 through December 2018.

Objective and Scope

The primary objective of this internal audit was to assess the design and effectiveness of internal controls over property code enforcement. We evaluated whether controls were sufficient to support compliance with state laws and County code, effective enforcement, performance monitoring, abatement program compliance, and issue tracking. The audit period for transactional testing was July 1, 2017 – August 31, 2018. In addition, the internal audit strategy included data analytics, where possible to evaluate performance and identify opportunities to improve efficiency and effectiveness.

Transactional testing procedures included:

- Selected a sample of cases to verify proper treatment of:
 - o Timeliness of intake, contact, investigation, and follow-up,
 - Adequacy of documentation of each inspection to support case status,
 - o Proper handling of cases for which a court summons is issued,
 - o Proper handling of cases for which a lien is put on the property,
 - o Consistent fines issued in accordance with State determinations,
 - Appropriate recording within EnerGov and Ascend of any fines issued;
- Selected a sample of reconciliations between EnerGov and Ascend to verify the occurrence of monthly reconciling between systems; and
- Obtained Ascend user listing by role to verify proper segregation of duties are in place for Inspectors.

Summary of Observation Ratings (See page 3 for risk rating definitions)			
	High	Moderate	Low
NSD Property Code Enforcement	1	4	-

We would like to thank all County team members who assisted us throughout this audit.



EXECUTIVE SUMMARY - CONTINUED

Observations Summary

Following is a summary of the observations noted in the areas reviewed. The detailed observation is included in the observations matrix section of the report. Definitions of the rating scale are included below.

	Summary of Observations	
Obse	ervation	Rating
1. 1	ISD Mission Alignment	High
2. F	Response Time and Tracking a. Recording Date of Complaint b. Compliance Date Follow-Up	Moderate
3. F	Performance Dashboards and Reporting	Moderate
4. 5	Standardized Policies and Procedures	Moderate
5. (Case File Review	Moderate

Provided below is the observation risk rating definitions for the detailed observations.

	Observation Risk Rating Definitions
Rating	Explanation
Low	Observation presents a low risk (i.e., impact on financial statements, internal control environment, brand, or business operations) to the organization for the topic reviewed and/or is of low importance to business success/achievement of goals.
Moderate	Observation presents a moderate risk (i.e., impact on financial statements, internal control environment, brand, or business operations) to the organization for the topic reviewed and/or is of moderate importance to business success/achievement of goals. Action should be in the near term.
High	Observation presents a high risk (i.e., impact on financial statements, internal control environment, brand, or business operations) to the organization for the topic reviewed and/or is of high importance to business success/achievement of goals. Action should be taken immediately.



BACKGROUND

Overview

The goal of NSD is to provide a safe, clean, and healthy community through eductation, community support, and property code enforcement ("PCE"). NSD provdes programs that teach residents and business owners how to properly maintaint their properties, and work with neighborhood leaders to enforce property codes that go to the goal of the County's quality of life. As such, NSD's three (3) program activites: Litter Control, Landscaping, and PCE, work together in efforts to achieve this goal.

NSD works to educate and enforce code related to the seven following areas: Zoning Ordinance, Building Maintenance Code, Spot Blight Program, Illegal Signs Program, Tall Grass and Weeds, Graffiti, and Refuse. These areas correspond to requirements outlined by the Prince William County Code, Commonwealth of Virginia Maintenance Code, and the Code of Virginia (see chart to the right for additional details).

Property Code Enforcement staff members work in NSD, a division of the County's Department of Public Works. NSD received 5,401 total cases from July 1, 2017 – August 31, 2018. As of December 31, 2018, \$62,434 in fines have been issued to related cases during the testing period with collections at ~54%. NSD is comprised of 37 staff, 15 of which are Code Enforcement Inspectors. See page 6 for a breakdown of all cases in this period by status and type.

NSD collaborates with three non-profit Community Partners: Project Mend-A-House, Habitat for Humanity Prince William, and Keep Prince William Beautiful ("KPWB") to assist residents who may not be able to address their property code enforcement issues due to extenuating circumstances. Annually, the County's budget process provides both state grant funding and budgeted funds to support these three programs.

Intake

Citizens can report code violations via email, telephone, walk-in, or referrals from another County Department. Upon receipt of a complaint, Intake Technicians determine if the issue is subject to local regulation, in which case the Intake Technician opens a property code enforcement case. If the complaint is not within the enforcement authority of NSD, the Intake Technician will redirect the complaint to another agency. NSD uses EnerGov, a system utilized by the County to track and document all code

PROPERTY CODE ENFORCEMENT RESPONSIBILITIES

- 1. Prince William Zoning Ordinance
- •Regulates how land is used
- Prince William County Code Chapter 32

2. Building Maintenance Code

- •Regulates safety and structural elements of existing structure
- State of Virginia Maintenance Code

3. Spot Blight Program

- Addresses extremely deteriorated properties
- State of Virginia Maintenance Code

4. Illegal Sign Program

- Signs placed illegally in the road right-of-way
- Code of Virginia Section 33.2

5. Tall Grass and Weeds

- Seriously neglected lawns and properties
- Prince William County Code Chapter 29

6. Graffiti

- •Vandalism that is not removed or repaired in a reasonable time
- Prince William County Code Chapter 16

7. Refuse

- •Refuse that is not removed in a reasonable time
- Prince William County Code Chapter 22

enforcement cases. Cases are routed to a Chief Inspector based on magisterial district, and the Chief Inspectors assign each case to a Code Enforcement Inspector. See the organizational chart on page 10 for more information regarding NSD staffing composition.



Investigation

When a Code Enforcement Inspector performs an initial inspection to determine whether a violation exists, evidence must be obtained from a "legal vantage point", as directed by the County Attorney's Office:

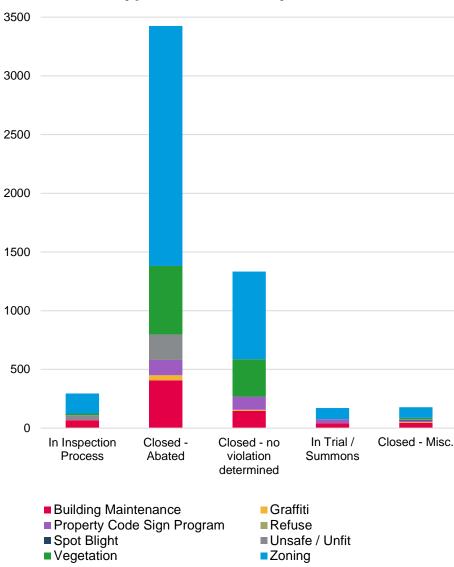
- Code Enforcement Inspector must take pictures at eye level
 - **Example 1**: If a violation occurs within the fence of someone's yard, and the only way to evidence the violation is by putting the camera into the fence, no violation can be cited.
 - o **Example 2**: If a violation can only be seen from a ladder, no violation can be cited.
- Code Enforcement Inspector must be legally allowed on the property from which the pictures are taken
 - o **Example 3**: If a gate is closed and locked, the Code Enforcement Inspector cannot enter the premises to obtain evidence.
 - **Example 4**: If a "No Trespassing" sign is hung, the Code Enforcement Inspector may only approach the door to post and speak with the resident.
- The violation must be occurring at the time of Code Enforcement Inspector's investigation
 - **Example 5**: If the violation is not occurring at the time of inspection, such as parking on the grass, the case may be closed as "unfounded"; however, it should be noted that the Inspector has the discretion to re-inspect the property again before determining the final case status. In the case of parking on the grass, if an Inspector can see visible tire tracks on the grass upon first inspection of the property, but no vehicle is present on the property, this would warrant an additional inspection based upon the evidence at the location. Clear communication with the complainant is crucial to the investigative process to determine the time of day the violations are occurring.







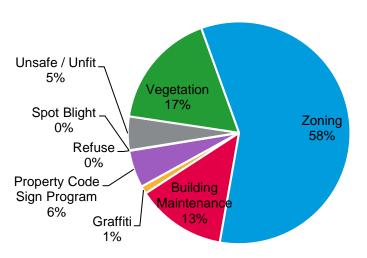
Case Type Breakdown by Case Status



Zoning Ordinance cases (58%) accounted for the highest volume of code enforcement cases for the period from July 1, 2017 – August 31, 2018, as illustrated in the graphics on this page. Vegetation cases (17%) and Building Maintenance cases (13%) accounted for the second (2nd) and third (3rd) highest, respectively.

A definition of each case status can be found on the next page. The most common case statuses are "Closed - Abated" (63.4%) and "Closed - no violation determined" (24.6%). Note: if a case went to court summons/trial and then was abated following summons, it falls into the "Closed - Abated" category. Only the cases currently in progress are represented in the "In Trial/Summons" category. 413 total cases were opened July 1, 2017 – August 31, 2018 went to trial/summons prior to closing.

Cases by Case Type





The charts to the right defines the five case statuses represented in the graph on the previous page, as well as all cases for the testing period broken out by magisterial district.

It should be noted that there are varying socio-economic factors within the varying County Districts. For example, in the Western part of the County, there are more Homeowners Associations ("HOAs") that are proactive with identifying and taking action on beautification, litter, etc. infractions.

Enforcement

The Code Enforcement Inspector must document the inspection through pictures and/or notes within the EnerGov case file. If no violation is determined from a "legal vantage point", then the case can be closed as unfounded. If a violation is determined during the initial inspection, the Code Enforcement Inspector must notify the tenant / property owner to take action within an appropriate timeframe for compliance (see bottom right table for compliance timeline based on violation type). The Code Enforcement Inspector follows up after the compliance date to determine whether the tenant / property owner took appropriate action. If appropriate action was taken, the case can be closed as abated. If the violation has not been addressed by the compliance date, the Property Code Enforcement Inspector may initiate court action with a summons. which include associated fines and court fees based on the violation type, and/or a lien may be placed on the property (processed by Tax Administration in the Finance Department). NSD is not responsible for the process of collecting fines directly from citizens. Following a court judgement, the zoning team within the County Attorney's Office begins tracking the individual account's associated fine due in a judgement log. NSD collects fines and fees from property owners. Upon receipt, NSD sends the funds collected, along with a receipt log and deposit slip, to Finance.

In Inspection Process

•Inspection of the complaint is ongoing.

Closed - Abated

• Violation was determined upon inspection, which has since been abated. Includes nonsuit and Nolle Prosequi.

Closed - No Violation Determined

•Upon initial inspection, no violation was determined.

In Trial/Summons

Case Status Definitions

•The case is currently in the summons/trial process.

Closed - Misc.

• Case closed for miscellaneous reason (i.e. withdrawn, unable to serve, etc.)

Cases by District			
District	# Cases		
Brentsville	643		
Coles	758		
Gainesville	561		
Neabsco	989		
Occoquan	628		
Potomac	374		
Woodbridge	1,176		
N/A*	<u>272</u>		
Total	5,401		

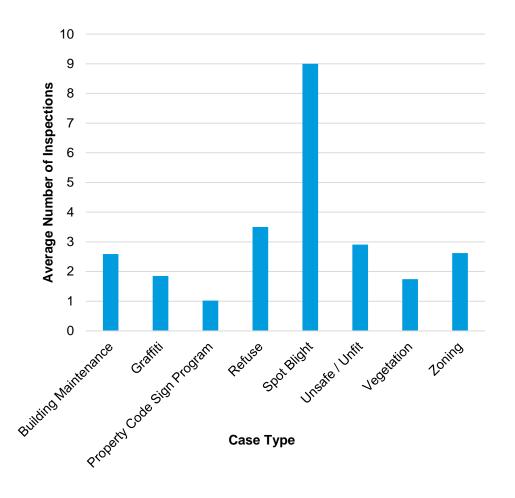
*Not all cases are associated with an address.

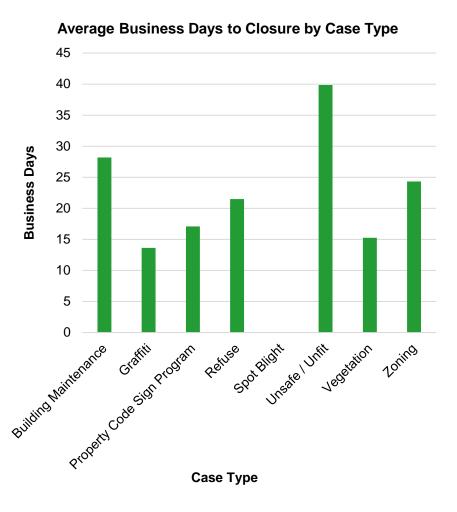
Enforcement by Case Type				
Violation Type	Compliance Timeline for Abatement	Fine Amount	Lien?	
Zoning	30 days	\$200 first offense; \$350 repeat offense	N/A	
Building Maintenance	15 days	\$100 first offense; \$500 repeat offense	N/A	
Spot Blight	Case by case basis	N/A	Lien on property	
Illegal Signs	Immediate	\$100 per sign	N/A	
Vegetation	14 days	N/A	NSD contracts with a vendor to take care of the vegetation issue and places a lien on the property in amount of the services	
Graffiti	N/A – do not issue fines or summons to victims of graffiti	N/A	N/A	
Refuse	Dependent on Health Department inspection	N/A	Lien in amount of the services to remove the refuse	



The funds collected do not go back into NSD's budget. NSD also sends confirmation of receipt to the County Attorney's Office to update their judgement log to indicate payment. Quarterly, a paralegal performs a review of all aged accounts and reaches out for collections. Each case includes the following variables: type of violation noted if any, time property owner is given for compliance, action necessary to achieve compliance, number of inspections required for closure, and more. The below charts represent the average number of inspections performed for each case type and average days to closure by case type during the period of July 1, 2017 – August 31, 2018.

Average Number of Inspections by Case Type







The below is a historical representation of code enforcement related performance measures results.

Key Measure	FY15 Actual	FY16 Actual	FY17 Actual	FY18 Adopted	FY19 Adopted
Total complaints received	5,105	7,007	5,244	4,806	N/A
Inspectors	15	15	15	15**	15
Average number of complaints per Inspector	340	467	350	320	N/A
Founded current year cases resolved or moved to court action within 100 days*	98%	91%	97%	91%	91%
First inspection of complaint within seven days*	-	93%	96%	85%	88%
Average time to resolve cases (calendar days)*	22	54	36	45	45
Total cases resolved*	4,357	6,489	4,574	5,000	5,000
Total inspection conducted*	11,500	16,426	13,575	11,500	11,500
Average number of inspections per Inspector	767	1,095	905	767	N/A

^{*}As reported in the County's budget document as of June 30, 2019.

The below is a breakdown of case type and status by District July 1, 2017 – August 31, 2018.

	C	Case Status by District for July 1, 2017 – August 31, 2018					
	Brentsville	Coles	Gainesville	Neabsco	Occoquan	Potomac	Woodbridge
Closed - Abated	400	508	364	726	354	232	810
Closed - Misc.	32	32	19	13	35	16	20
Closed - No violation determined	200	168	166	221	198	103	281
In Inspection Process	3	32	3	16	22	10	37
In Trial / Summons	8	18	9	13	19	13	28
Total	643	758	561	989	628	374	1,176

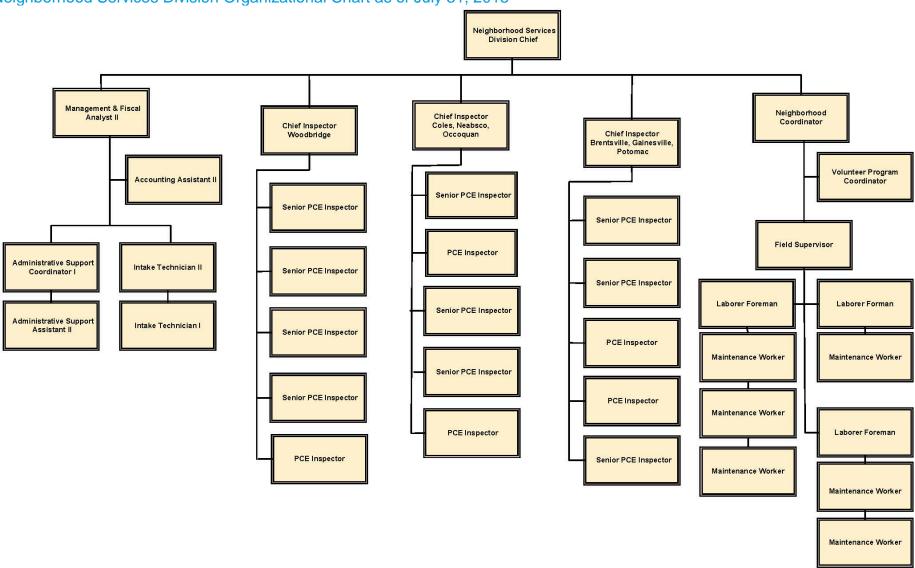
Note that average number of inspections is the average inspections for all cases opened during our testing period of July 1, 2017 – August 31, 2018. Some cases that were opened during our testing period are still ongoing, so more inspections may occur before case closure, increasing the averages presented in the graph above.

Note that average days to closure represented in the chart above is days between the day the case has been assigned to an inspector to date of closure. Time between complaint and assignment is not included. See observation #1 in the Observation Matrix section of the report for more detail. No data exists for spot blight closure, as the two spot blight cases during the period are still open.

^{**}Actual not adopted



Neighborhood Services Division Organizational Chart as of July 31, 2018



Note: As of November 2018, the Volunteer Program Coordinator was removed.



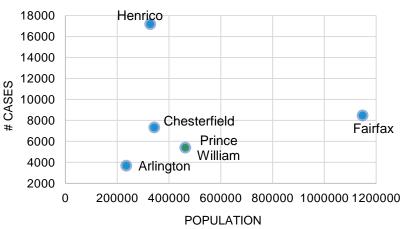
Copmparisons

Organizations of all types and sizes recognize the value of comparing themselves to other like organizations. The process of benchmarking yields valuable information to leaders and decision makers. There are, however, some dangers inherent in benchmarking, since no county is the perfect comparison to Prince William County. For example, some counties have a proactive program in place in which inspectors seek out unreported violations, which may contribute to a higher case volume per year. Prince William County opens cases based on information from complainants, or based on violations inspectors see in the field when responding to other complaints. In some instances, NSD Property Code Enforcement Inspectors perform proactive "sweeps" of specific neighborhoods at the request of the Board of County Supervisors. The breakdown of case types and complaint intake methods varies between counties as well. We selected five (5) of the most populous counties in Virginia to benchmark: Prince William County, Fairfax County, Chesterfield County, Henrico County, and Arlington County.

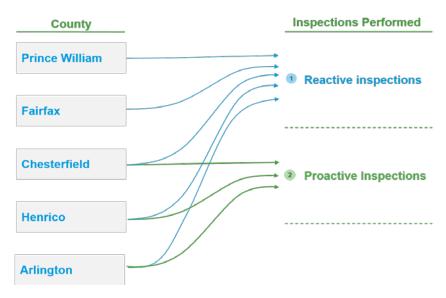
The populations of these five (5) counties range from 234,965 to 1,148,000. Prince William County has a population of 463,023. There is not a strong correlation between population size and volume of cases, as displayed in the graph on the right. It is important to note that relationships between key code enforcement variables (case volume, staff, budget, required inspections) are affected by various factors, such as:

- Square mileage of each county:
 - If inspectors are traveling long distances between cases, this takes away from time they could be performing inspections in more compact areas
- County's use of proactive inspections:
 - Chesterfield, Henrico, and Arlington all proactively inspect neighborhoods for violations, which may skew case type based on the types of cases they are directed to self-identify
- Case types:
 - Certain case types require more involved follow-up, a greater number of investigations, or are more likely to result in legal proceedings.
 Continued case work on an involved case takes away from an inspector's ability to perform work on new cases
- Other responsibilities:
 - Inspectors' responsibilities in addition to case work may vary by county (i.e. involvement in community events and educational outreach, lift inspections, etc.)

County Population vs. # Cases



The chart above represent cases July 1, 2017 – August 31, 2018. Case data and inspection information obtained from FOIA requests; population data from Census 2017 estimate. Note that both proactive and reactive inspections are included in the graph above.



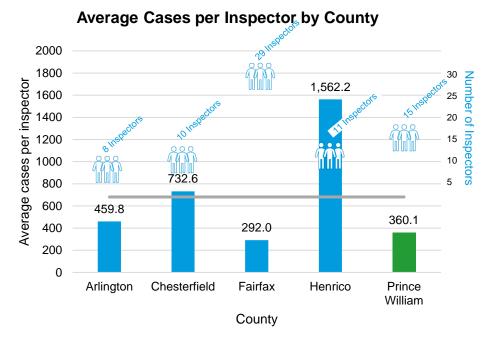


Comparisons - Continued

One major differentiating factor of neighborhood services code enforcement divisions between counties is the staffing levels. From the five (5) counties compared, department size ranged from 13.5 to 57 employees (including supervisors and intake staff). Inspectors are responsible for a varying number of cases based on case detail (case type, location, history). See the charts below for inspector information from each county, as reported by each jurisdiction through responses to our Freedom of Information Act ("FOIA") requests.

County Data for July 1, 2017 – August 31, 2018				
County	Cases	Inspectors	Avg. Cases per Inspector	Sq. Mileage of County
Prince William	5,401	15	360	348
Fairfax	8,467	29	292	406
Chesterfield	7,326	10	733	437
Henrico	17,184	11	1,562	245
Arlington	3,678	8	460	26

The charts above represent cases from July 1, 2017 – August 31, 2018. Case and staff data obtained from FOIA requests. The Average Cases per Inspector by County graph only considers Inspector positions, not intake, supervisor roles, etc.

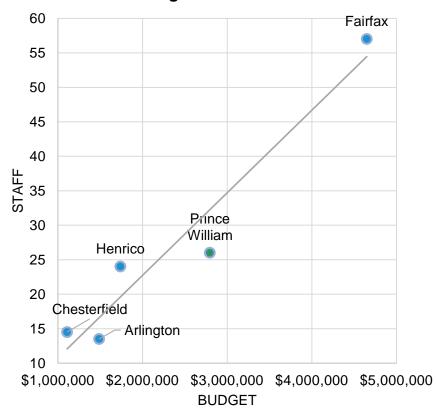


As illustrated by the grey line in the chart on the top right, a benchmark was calculated based on the average number of cases per inspector of the five (5) counties for the period of July 1, 2017 – August 31, 2018. Prince William County inspectors handled fewer cases than the benchmark during the fourteen (14) month review period, with the benchmarked average cases per inspector of 681. Henrico is the leading county in average cases per inspector at 1,562, which is over two times the inspection rate of any other county. Prince William County fell short of the benchmark with 360 average cases per inspector; however, there are many factors that can affect caseload that can contribute to this difference. Such factors include whether an initial violation is noted, the amount of re-inspections required, time it takes a property owner to abate a violation, distance between properties that inspectors must travel to, etc. Please reference the bulleted list of factors at the bottom of page 11 for additional code enforcement variables.



During the period of July 1, 2017 – August 31, 2018, Prince William County had 26 Property Code Enforcement staff with a \$2,796,000 code enforcement budget for the 2018 fiscal year. Budget versus staff are highly correlated, as illustrated in the graph below. Prince William County has a lower number of staff given the size of their budget than the average county as illustrated by Prince William County's placement from the regression line.

Budget versus Staff



County Data for July 1, 2017 – August 31, 2018						
County	Cases	Annual Budget**	Total Code Enforcement Staff*	Population		
Prince William	5,401	\$2,796,000	26***	463,023		
Fairfax	8,467	\$4,649,167	57	1,148,000		
Chesterfield	7,326	\$1,109,136	14.5	343,599		
Henrico	17,184	\$1,739,317	24	327,898		
Arlington	3,678	\$1,486,402	13.5	234,965		

The charts above represent cases from July 1, 2017 – August 31, 2018. Case, staff, and budget data obtained from FOIA requests.

^{*}Note: The total staff is a different measure than "Inspectors" in the chart on the previous page. Total staff includes all positions within Code Enforcement, including but not limited to inspectors, intake, supervisors, division chiefs, etc.

^{**}Note: County Budgets for Neighborhood Services include more than just case related functions. Examples include, elevator inspections or proactive trash clean-up.

^{***}Note: Although there are 37 staff within Neighborhood Services displayed in the organizational chart on page 10, Litter Crew staff do not deal with code enforcement, and therefore are not reported in the "total staff" in this chart. FOIA requests from all counties requested "total number of Property Code Enforcement staff".



OBJECTIVES AND APPROACH

Objectives

The primary objectives in the audit were to assess the design and effectiveness of internal controls over property code enforcement. We determined whether controls were sufficient to support compliance with state laws and County code, effective enforcement, performance monitoring, abatement program compliance, and issue tracking. The audit period for transactional testing was July 1, 2017 – August 31, 2018. In addition, the internal audit strategy included data analytics, where possible to evaluate performance and identify opportunities to improve efficiency and effectiveness.

Approach

Our audit approach consisted of the following three phases:

Understanding and Documentation of the Process

During this phase of the audit, we conducted interviews with the appropriate representatives from the Department of Public Works and NSD to discuss the scope and objectives of the audit work, obtain preliminary data, and establish working arrangements. We obtained and reviewed copies of financial information, applicable Code of Virginia and County policies related to this audit, and other documents deemed necessary; and performed walkthroughs of the process(es) and key controls to gain an understanding of the function and assess the design of the process/key controls.

Evaluation of the Design and Effectiveness of Process and Controls

The purpose of this phase was to test compliance and internal controls based on our understanding of the processes obtained during the first phase. We utilized sampling and other auditing techniques to meet our audit objectives outlined above.

Testing for the neighborhood services property code enforcement processes included the following:

- Reviewed and analyzed case data during our testing period;
- Interviewed selected department staff;
- Selected a sample of cases to verify proper treatment of:
 - o Timeliness of intake, contact, investigation, and follow-up,
 - o Adequacy of documentation of each inspection to support case status,
 - Proper handling of cases for which a court summons is issued,
 - Proper handling of cases for which a lien is put on the property,
 - o Consistent fines issued in accordance with State determinations, and
 - o Appropriate recording within EnerGov and Ascend of any fines issued;
- Selected a sample of reconciliations between EnerGov and Ascend to verify the occurrence of monthly reconciling between systems;
- Obtained Ascend user listing by role to verify proper segregation of duties are in place for Inspectors; and
- · Researched relevant comparable information.

Reporting

At the conclusion of this audit, we summarized our findings into this report. We have reviewed the results with the appropriate Management personnel, and have incorporated Management's response into this report.



OBSERVATION MATRIX

OBSERVATION Observation	1. NSD Mission Alignment
Observation	1. Nob Mission Alignment
High	During the planning and execution phases of this internal audit, we held multiple discussions with County employees, NSD Stakeholders, and members of the BOCS. As part of these discussions, it was identified that there are gaps between NSD's mission/strategic purpose and the expectation from varying stakeholders (constituents, BOCS etc.) to meet the desired outcomes. Thus, the County may be utilizing resources and budget to execute operations and a mission that is not aligned with the County's strategic objectives.
Recommendation	The BOCS, NSD, and other applicable stakeholders would benefit with the execution of a working session with the goal of reviewing NSD's current mission, operations, objectives, and investment in NSD. Outcomes of this working sessions should be documented with assigned action plans (if applicable) The NSD should provide a thorough status report to the BOCS on at least an annual basis as it relates to performance measures and a status of the action plans (if applicable).
Management Action Plan	Response: NSD agrees. Neighborhood Services Division (NSD) is acutely aware of the gaps between NSD's mission/strategic purpose and the expectations from varying stakeholders (constituents, BOCS, Executive Management, etc.) to meet the desired outcomes. Through Property Code Enforcement (PCE), NSD is able to bring many properties into compliance and does so very effectively. This process begins with our educational outreach efforts. If a PCE Inspector cannot get the property owner to willingly abate their violations, they rely on the court system to mandate compliance.
	Oftentimes, however, abatement measures may not appear to be satisfactory or expeditious in the opinion of some complainants. Every property owner is entitled to due process and this process grants a violator time to bring their property into compliance. This waiting period can create frustration for the complainant, despite the diligence of the assigned PCE Inspector.
	Regardless of our best efforts through Property Code Enforcement, achieved compliance often falls short of the complainant's aesthetical expectations. Property Code Enforcement is a tool the County utilizes to help maintain the health, welfare and safety of our communities. The efforts of PCE improves properties but does not necessarily transform them. Community partners Project Mend-A-House and Habitat for Humanity PWC may provide additional assistance to property owners if they qualify for their programs.
	If Neighborhood Services is to be more aligned with the County's strategic objectives, we believe this would require taking a fundamentally different approach to neighborhood sustainability/preservation. If other resources were available, we could look into possible neighborhood capital investments such as adding landscaping features, installing pocket parks, identifying areas for additional street lighting and sidewalks. Maintaining healthy neighborhoods would require a dedicated team of County staff from agencies such as Social Services, Health Department, Police Department, Fire and Rescue, and Mental Health to work collaboratively to identify neighborhoods in most need and develop a plan of neighborhood improvements.
	Responsible Party: Executive Management, BOCS, and appropriate staff
	Estimated Completion Date: Work Session to be determined based upon the availability of the BOCS during the spring/summer timeframe.



OBSERVATIONS MATRIX

Observation

2. Response Time and Tracking

Moderate

There are multiple phases involved in the code enforcement process. In various phases of the code enforcement process outlined below, NSD's case response time was delayed. Such delays increase operational risks by potentially extending the time elapsed between complaint and case closure, and the reputational risk of ineffective code enforcement.

Recording Date of Complaint:

NSD inconsistently maintains the date complaints were received and does not track case closure time in a complete manner.

Since complaints are not entered directly into the complaint tracking system (EnerGov) by the complainant, the date that cases are entered from intake staff into EnerGov is used to track performance. Utilizing the EnerGov entry date prevents NSD from properly tracking the timeliness of case closure. Due to this fact, although NSD currently tracks time to case closure on a quarterly basis, the figures are understated, as they do not include time between complaint date and entry into EnerGov.

Based on twenty-five (25) samples tested,

- Seven (7) cases' initial complaint date could not be identified, and
- Two (2) cases, that had an initial complaint date, were not entered into EnerGov within five (5) days.

As of July 2018, a FTE intake vacancy was filled after several months of being unstaffed. It should be noted that this position was vacant during some of the testing period. According to NSD, filling this vacancy has assisted in reducing the time between complaint receipt and EnerGov entry since our testing period.

Compliance Date Follow-Up:

If an Inspector determines a violation exists, the property owner has until a specified compliance date to abate the violation. After the compliance date, the Inspector must follow-up to confirm that the violation was abated. NSD does not have a required timeline for when Inspectors must follow-up to confirm the violation abatement.

Based on our testing of twenty-five (25) samples, follow-up after compliance date ranged from 0 to 17 days with two (2) samples exceeding a week after compliance date.

The delay in following up on a violation can delay the case process (including potential court summons or property lien) if the property owner remains in violation.

Recommendation

Recording Date of Complaint Received:

We recommend that NSD add a "Complaint Received Date" as a reportable field within EnerGov, which will allow the County to track case timeline from the time the complaint was received. In some instances, the complaint does not contain enough information to begin an investigation, so NSD should create a policy or procedure that outlines what constitutes "Complaint Date" (i.e. date that a complaint, complete with enough information to open a case, is received).

Compliance Date Follow-Up:

Within the recommended comprehensive policy or procedures (see Observation #3), NSD should establish an appropriate time requirement between compliance date and re-inspection, in order to close or escalate cases in a timely manner.



Observation	2. Response Time and Tracking - Continued
Management	Response: NSD agrees with both of these recommendations.
Action Plan	In response to the recommendation of Recording Date of Complaint Received, NSD has already implemented a process change in EnerGov which automatically records the date a complaint is received.
	Several months ago, NSD Management and the Technology Service Analyst ("ITR") staff began an evaluation process of developing best practices for capturing and tracking complaints. As a result of that evaluation process, the ITR staff was able to develop new capture fields in the system. EnerGov currently has a data point capture field, "complaint date", which allows the date a complaint is received to be entered into the system. This new field enables a report to be generated which accurately tracks when a complaint is initially received through the date it is closed.
	NSD will develop a high level policy statement regarding "what constitutes a complaint date" and the complaint policy/procedure beyond the actual specific procedural steps that already exist in our current SOP. The process on how to enter the information into the EnerGov system with the appropriate steps will be developed by March 1, 2019.
	In response to the recommendation of Compliance Date Follow-Up, NSD will establish an appropriate time requirement between compliance date and re-inspection, in order to close or escalate cases in a timely manner. Compliance dates may vary depending upon the type of property code enforcement violation issued. Due Process and Appeal periods must be considered when determining compliance date follow-up.
	NSD has now cross-trained 2 support staff in addition to the availability of the Property Code Chiefs to assist with unexpected increases in caseload, absences and/or changes in Intake staffing levels due to job changes. The additional support will allow for better and more efficient processing of incoming complaints regardless of staffing landscape.
	Responsible Party: NSD Management Team, ITR Staff, and Intake Staff will be responsible for the development of the policy statement in addition to educating/training the entire NSD Team on the procedural steps of entering and capturing accurate complaint data.
	Estimated Completion Date: March 1, 2019



Observation

3. Performance Dashboards and Reporting

Moderate

Currently, NSD prepares a quarterly dashboard to monitor and report key performance indicators ("KPIs") related to code enforcement, litter crew activity, and landscaping. The dashboard is distributed to the Department Public Works Director's office and Management within NSD.

The current quarterly code enforcement dashboard include the following related KPIs:

- "first inspection of complaint within seven days"
- "average time to resolve cases"
- "founded current year Property Code Enforcement ("PCE") cases resolved or moved to court action within 100 days"
- "total cases resolved by PCE"; and
- "total inspections conducted (by PCE)".

These KPIs do not provide coverage for all phases of a case's lifecycle, such as intake (time between compliant receipt and case assignment). Per inquiry with NSD, additional metrics are utilized internally by NSD, just not included on their dashboard. Inclusion of "Complaint Received Date" as noted in Observation #1, will negatively affect the below key measures, which have shown a decrease in efficiency over the past 3 years:

Key Measure	FY15 Actual	FY16 Actual	FY17 Actual	FY18 Adopted	FY19 Adopted
Founded current year cases resolved or moved to court action within 100 days*	98%	91%	97%	91%	91%
First inspection of complaint within seven days*	-	93%	96%	85%	88%
Average time to resolve cases (calendar days)*	22	54	36	45	45

The County formed the Neighborhood Leaders Group to bring together residents interested in neighborhood improvement and County staff responsible for preventing deterioration in neighborhoods. This group has meetings once a month (10 months of the year) to strategize approaches for preventing neighborhood deterioration. It should be noted that the County's website for the Neighborhood Leader's Group and "Volunteer" information is outdated. There is currently no County sponsored volunteering, but three local non-profits: Project Mend-A-House, Habitat for Humanity Prince William, and Keep Prince William Beautiful utilize volunteers to assist residents who may not be able to address their property code enforcement issues due to extenuating circumstances.

Meaningful performance metrics facilitate a measureable means by which to assess how it is functioning, identify process improvement needs, and recognize hindrances to goal achievement. Further, accurately reported performance metrics are an important tool for providing public information on the efficient and effective use of taxpayer dollars. Greater communication and collaboration between NSD and the BOCS, increases the transparency in and understanding of the code enforcement process throughout the County.



Observation	3. Performance Dashboards and Reporting - Continued
Recommendation	 We recommend that NSD: Analyze the current key measures tracked and reported to determine if the performance targets are accurate and adequately assess the effectiveness of code enforcement operations and goal achievement, including alignment with the BOCS. Reference Appendix A – Code Enforcement Performance Dashboard Metrics for potential dashboard performance metrics for consideration in addition to existing metrics utilized. These were identified as part of our research and discovery and do not include all potential metrics, nor account for any barriers (including related systems) that may prevent their use. Work with Senior Management in identifying current constraints that may be preventing goal attainability and proactive means in order to further improve efficiency. See improvement opportunity "Collaboration with County Geographic Information System ("GIS") Team" as a means to improve efficiency. Update the County's website to include current information regarding the Neighborhood Leaders Group, volunteering through local non-profits, and removing any other outdated information related to NSD. Include performance metrics in the quarterly newsletter submitted to the BOCS. As part of educational outreach, consider attending and presenting at Town Hall meetings hosted by various County Supervisors. As part of the benchmarking completed during this review, we identified the following actions/ items/ events completed by peer jurisdictions that PWC should consider: Monthly code enforcement educational outreach events are held, tracked, and reported quarterly as part of a department dashboard; Quarterly, dashboards depicting code enforcement performance and community involvement are published on the jurisdictions website; A "Do's" and "Don'ts" listing is highlighted on the front page of the jurisdiction's website to show what complaints are handled by the property code enforcement team. Reference links are provided for the
Management Action Plan	Response: NSD agrees with these recommendations. NSD Management Team will analyze the current key measures tracked and reported to ensure the performance targets are accurate and adequately assess the effectiveness of code enforcement operations and goal achievement. The NSD Division Chief and the Chief Property Code Enforcement Inspectors will attend regular monthly meetings with the BOCS to confirm NSD is in alignment with their expectations. NSD Management Team will brainstorm to identifying current constraints that may be preventing goal attainability and proactively seek support from County GIS Team in an effort to improve efficiency. The Neighborhood Services website has been updated to remove the outdated information.



Observation

3. Performance Dashboards and Reporting - Continued

Management Action Plan – continued

Response - continued: It should be noted that the County's Office of Communication is currently working with DoIT to rebuild the County's existing website. The goal is build a highly usable and accessible website that meets the needs of our users. In the coming months, each County Department will be tasked with reducing the current amount of web content in an effort to improve user navigation and eliminate redundancy. The Neighborhood Coordinator and the ITR Staff will work collaboratively to ensure Neighborhood Services web content is pertinent and up-to-date and will perform a content review on a monthly basis.

Neighborhood Services will begin to include the Division's performance metrics in the quarterly Neighborhood News newsletter. Intake Staff will be responsible for providing the information to the Neighborhood Coordinator to include in the newsletter.

As part of Neighborhood Services educational outreach efforts, the Neighborhood Coordinator does indeed attend BOCS Town Hall meetings when invited. Chief Property Code Inspectors have accompanied the Neighborhood Coordinator to HOA and Civic Group meetings in the past. In an effort to improve communication with the BOCS and their staff, the NSD Division Chief will begin to schedule monthly meetings with the Supervisors. These meetings will provide an opportunity to increase the transparency in and understanding of the property code enforcement process throughout Prince William. The Division Chief will provide current case summaries of the magisterial district during these meetings as well as seek feedback to promote continuous process improvement within Neighborhood Services.

The NSD Management Team will explore actions/items/events performed by our peer jurisdictions and consider adding them to our current operation based upon resource and staff availability. Examples include:

- * Monthly code enforcement educational outreach events are held, tracked, and reported quarterly as part of a department dashboard;
- Quarterly, dashboards depicting code enforcement performance and community involvement are published on the jurisdictions website:
- * A "Do's" and "Don'ts" listing is highlighted on the front page of the jurisdiction's website to show what complaints are handled by the property code enforcement team. Reference links are provided for the "Don'ts" as applicable;
- * A jurisdiction presented an overview to their Board on the code enforcement division's functions, including what, why, and how functions are performed. The presentation was recorded on video and posted on their website along with their slide deck for the public to view.
- * A jurisdiction's budget included details regarding the code enforcement function's strategic goals and objectives in addition to their performance metrics.

Responsible Party: NSD Management Team, ITR Staff, PCE Staff will be responsible for Performance Dashboards and Reporting development and implementation.

Estimated Completion Date: July 1, 2019



Observation	4. Standardized Policies and Procedures
Moderate	NSD utilizes multiple Standard Operating Procedures ("SOPs") and manuals to guide employee use of their case tracking system (EnerGov) and how to process and handle specific case types, which allow NSD staff to complete assigned work and manage caseload. The County's website provides a high-level overview of the code enforcement process.
	However, there is no comprehensive NSD procedural document or policy that defines roles, responsibilities, performance targets, process protocols, and compliance requirements. For example, based on inquiry, Inspectors inconsistently communicate with complainants (internal and external) after a case has been initiated and throughout the process. Current communication protocols do not exist to allow for consistent and timely communication with complainants as appropriate.
	Centralized, standardized, and documented procedures provide vital information to employees in the event of absence and employee turnover, and assist with succession/back up planning or other occurrences. Documented policies and procedures provide detailed instruction to assist in accurate and consistent process functioning, monitoring and reporting. This practice also provides management with a benchmark to monitor against to ensure that staff performs processes that are consistent, accurate, on schedule, and that are properly reviewed, where applicable.
	Written procedures are an invaluable tool in managing and controlling operations. The guidance enables new and existing employees to understand their responsibilities, which saves time and resources. Clearly written procedures with sufficient detail also provide legal protection. They give the County better legal footing if challenged in court.
Recommendation	We recommend that NSD establish and document a formal, centralized policy/procedure document. Procedures should include areas such as: roles and responsibilities, performance targets and reporting; case management: inspections protocols, supporting documentation, communication with complainant, case prioritization, conflicts of interest, equitable treatment of complaints (no preferential treatment), supervisor monitoring of case management performance and files. These policies and procedures should be reviewed (including by the County Attorney's office where applicable) and updated (if necessary) on, at least, an annual basis.
Management	Response: NSD agrees with these recommendations.
Action Plan	Neighborhood Services currently does have several SOPs covering different inspection and enforcement processes. NSD is in the process of developing an Inspector's Handbook that will include the following areas: Roles & Responsibilities, Performance Targets & Reporting; Case Management: Inspections Protocols, Supporting Documentation, Communication with Complainant (Conflict Resolution & Dealing with Difficult Customer Training), Case Prioritization, Conflicts of Interest, Equitable Treatment of Complaints, Supervisor Monitoring of Case Management Performance and Files, and Training.
	These policies and procedures will be reviewed by the NSD Division Chief, Chief Property Code Inspectors, Management Fiscal Analyst, the Public Works Director's Office and County Attorney's Office (if applicable) and updated (if necessary) on an annual basis.
	Responsible Party: NSD Division Chief, Chief Property Code Inspectors, PCE Inspectors, Management Fiscal Analyst and Administrative Staff.
	Estimated Completion Date: July 1, 2019



Observation	5. Case File Review
Moderate	After a case has been created within the system of record (EnerGov) it is assigned to an Inspector who facilitates the process and updates the case information as-needed. Chief Inspectors may review a case file in EnerGov prior to closure to validate the assigned inspector took the appropriate actions on the case. The Chief Inspector review is not consistently performed within the system.
	Based on the nineteen (19) samples tested that were closed cases, ten (10) cases were not reviewed by the Chief Inspector prior to closing. Note: Based on our transactional testing all sampled cases were appropriately supported, justified and actioned.
	A lack of Chief Inspector review increases the risk that an Inspector may inappropriately close a case without appropriate evidence or justification to do so. Inappropriate case actions will lead to inefficiencies, due to duplicate cases, and a reputational risk due to public perception of ineffectiveness.
Recommendation	We recommend that NSD develop a methodology to include the Chief Inspector case review, whether based on sampling or for all cases, as a requirement and potentially a required step in the EnerGov workflow. This requirement should be built into the roles and responsibilities outlined in the policy and procedure document recommended in Observation #3.
Management	Response: NSD agrees with this recommendation.
Action Plan	ITR Staff will program the EnerGov workflow to include the Chief Inspector case review step. NSD Division Chief will verify the Chief Property Code Inspectors are performing timely case reviews on a monthly basis and thresholds will be set. This verification step will ensure case reviews no longer backlog. The Chief Property Code Inspectors will develop a case review procedure to ensure the overall consistency of the review process as well as streamline the reviews to improve efficiency. The case review procedure will be documented in the Inspector Handbook. Training will be conducted at a future PCE Staff meeting (April 2019) to ensure all PCE Inspectors are aware of the required change to the EnerGov workflow process.
	Responsible Party: NSD Division Chief, Chief Property Code Inspectors, PCE Inspectors and ITR Staff will be responsible for making the necessary adjustments to the EnerGov workflow process.
	Estimated Completion Date: April 1, 2019



OPPORTUNITY FOR IMPROVEMENT

1. Collaboration with County Geographic Information System ("GIS") Team

The County receives over 5,000 code enforcement related complaints a year. As detailed in the report's background section, each case is assigned, physically inspected, and applicable case information is updated in the EnerGov system by an inspector.

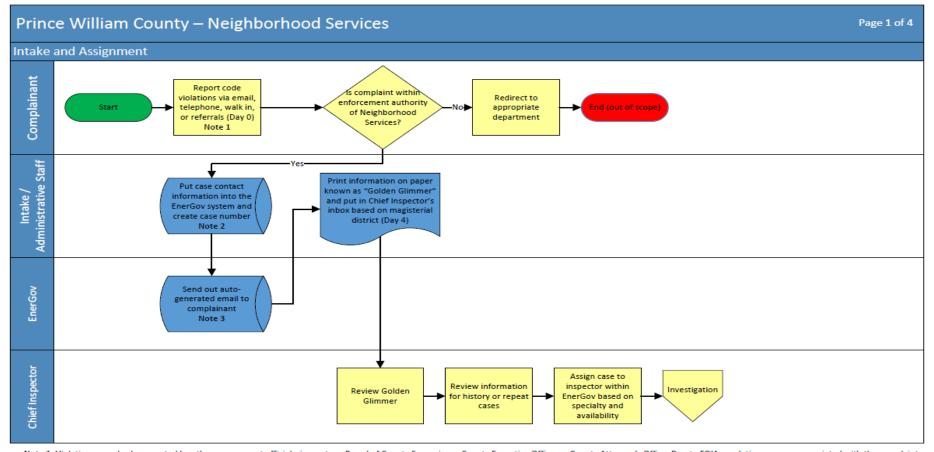
NSD should collaborate with the County's GIS team annually to evaluate opportunities to improve systems utilized by inspectors for case processing and overall department trend analysis and reporting.

Some examples of the GIS team capabilities include:

- The capability to create applications for cellular devices which improve the efficiency of inspectors work flow by using location, and other requirements, to determine optimal next case;
- Automated month-to-month trend analysis;
- Automated month-to-month performance metrics;
- · Among other capabilities.

Improving the operational and reporting systems integrated into neighborhood services processes will create efficiencies and allow for data-driven strategic business decisions.

PROCESS MAP(S)



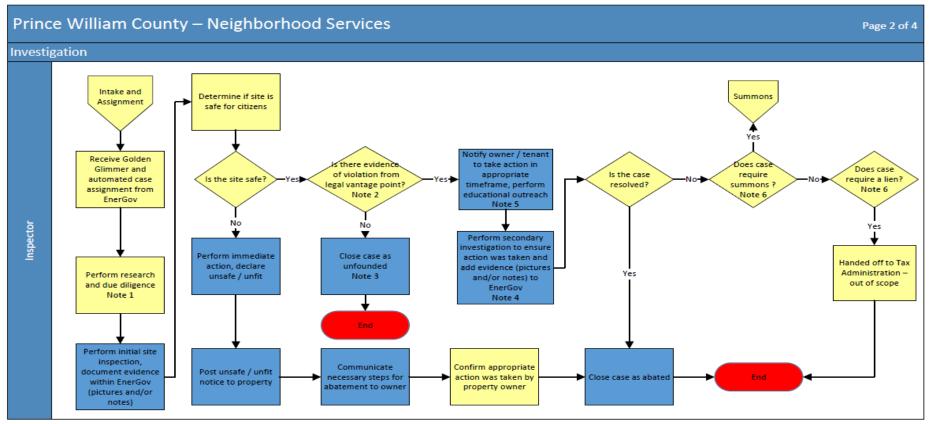
Note 1: Violations can also be reported by other government officials, inspectors, Board of County Supervisors, County Executive Office, or County Attorney's Office. Due to FOIA regulations, a name associated with the complaint is required for investigation, so some citizens report incidents to government officials to file a report on their behalf. Certain case types are protected by state code, where the name associated with the complaint is not public record, but graffiti and illegal signs have no protection from FOIA.

Note 2: Inspectors have the ability to input case details into the EnerGov portal, however, the majority of cases are entered by intake / administrative staff. In addition, some cases are team inspections where multiple County departments work together, which will still be maintained within EnerGov as a Neighborhood Services case.

Note 3: There is also an online portal "ePortal" through which the complainant can track the case.



PROCESS MAP(S) - CONTINUED



Note 1: In rare cases of repeat offenders without action the case can go directly to court.

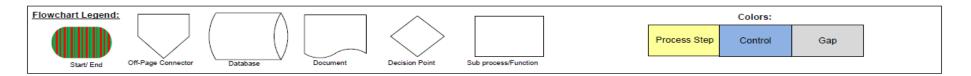
Note 2: Legal vantage point is defined by the County Attorney's Office; inspector must be legally allowed on property where picture is taken and picture must be captured at eye level.

Note 3: If case is unfounded and there is an additional complaint, a new case must be opened.

Note 4: Violations with timeframe (days) action must take place in parenthesis: Zoning (30), Building Maintenance (15), Vegetation (14), Refuse (dependent on Health Dept. inspection), Unsafe / Unfit (immediate), Graffiti (N/A).

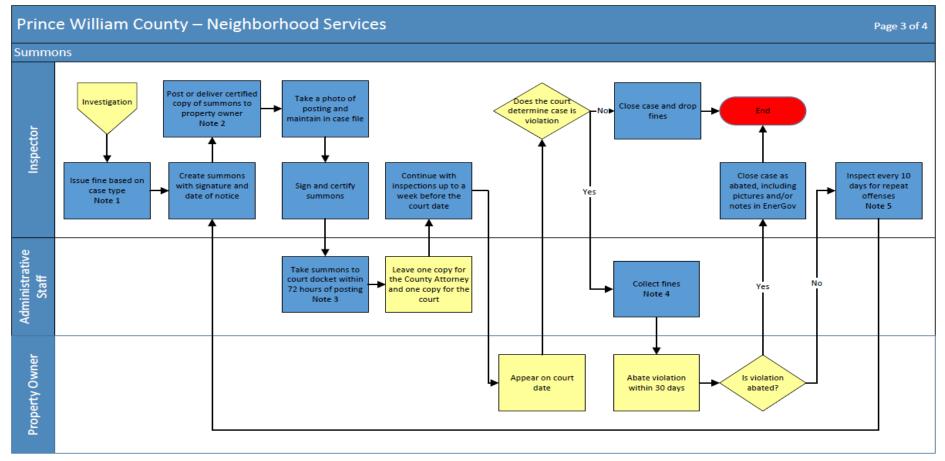
Note 5: Note that not all case types allow educational outreach by Code. If the accused does not make an attempt to show up in civil court and the Judge orders compliance, it can lead to jail time in rare instances if the violation has not been abated.

Note 6: Building maintenance, zoning, and illegal signs cases may go to summons. Refuse, spot blight, and vegetation cases may result in a lien. For vegetation liens, Neighborhood Services secures a vendor to cut the property. Neighborhood Services then sends a package over to Tax Administration with the request for vendor to cut property, vendor invoice, case number, address, and ownership information.





PROCESS MAP(S) – CONTINUED

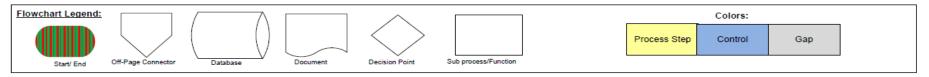


Note 1: Various fine types with amount in parenthesis: Illegal signs (\$100 per sign), Zoning (\$200 first offense, \$500 repeat), Maintenance (\$100 first offense, \$350 repeat offense). Cannot fine victims for graffiti if on victims' property. Neighborhood Services collects some fines but all of this money goes into a County fund and is not paid out to Neighborhood Services. No fines are issued by Neighborhood Services without court summons being involved. Note 2: If person is not local then they contact Clerk's Office to have it filed. If inspector is uncomfortable delivering summons they can involve the Sheriff.

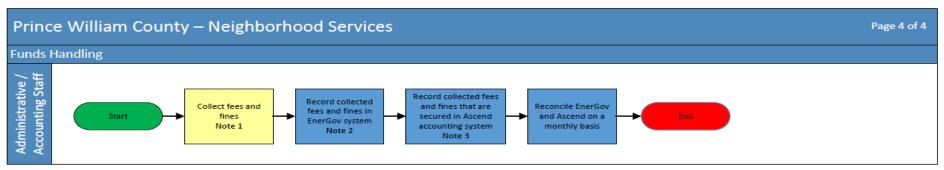
Note 3: Takes approximately 6 weeks for local cases from the date it gets docketed at courthouse to court date; 8 weeks for out of county or state cases.

Note 4: Fines are collected for the following case types by Neighborhood Services: Building Maintenance, Illegal Signs, and Zoning. Can either be check or credit / debit card payment. Collection of aged accounts is handled by the Attorney's Office. See Funds Handling flowchart for details.

Note 5: If the accused does not make an attempt to show up to civil court, it can turn into a criminal case in rare instances.



PROCESS MAP(S) - CONTINUED



Note 1: Neighborhood Services sends the funds collected, along with a log and deposit slip, to Finance. Neighborhood Services maintains a receipt book of all funds collected as well. Collection of aged accounts is handled by the Attorney's Office. Fines can result from building maintenance, zoning, and illegal signs cases. Fees result from lift inspections are required twice a year. A third party vendor performs the lift inspection, and the lift owner sends over inspection results to Neighborhood Services along with the required fee.

Note 2: Building maintenance and zoning cases that result in fines are entered into EnerGov after court. Illegal sign fines and lift inspection fees are entered into EnerGov immediately.

Note 3: Fees and fines are only entered into Ascend once the funds are received by Neighborhood Services.





APPENDIX A – CODE ENFORCEMENT PERFORMANCE DASHBOARD METRICS (FOR CONSIDERATION)

The following dashboard metrics were identified as part of our research and discovery and do not include all potential metrics, nor account for any barriers (including related systems) that may prevent their use.

Performance Metrics	FY15 Actuals	FY16 Actuals	FY17 Actuals	FY18 Adopted	FY19 Adopted		
Property Code Enforcement	\$2,450	\$2,587	\$2,520	\$2,796	\$2,773		
Work Load Metrics:							
Total cases opened	-	-	-	-	-		
Priority 1 cases opened	-	-	-	-	-		
Priority 2 cases opened	-	-	-	-	-		
Priority 3 cases opened	-	-	-	-	-		
Total cases resolved	4,357	6,489	4,574	5,000	5,000		
Priority 1 cases resolved	-	-	-	-	-		
Priority 2 cases resolved	-	-	-	-	-		
Priority 3 cases resolved	-	-	-	-	-		
Total cases resolved through voluntary compliance	-	-	-	-	-		
Total cases resolved through forced							
compliance	-	-	-	-	-		
Total inspections conducted	11,500	16,426	13,575	11,500	11,500		
Number of repeat inspections		-					
conducted	-	-	-	-	-		
Number of unresolved cases carried							
over from prior year	-	-	-	-	-		
Number of cases determined to be							
unfounded	_	-	_	_	_		
Efficiency Metrics:							
Number of inspectors	-	-	-	-	-		
Number of PCE FTEs	-	-	-	-	-		
Inspections per inspector	-	-	-	-	-		
Repeat inspections completed per	_	_	_	_	_		
inspector							
Cases per FTE	-	-	-	-	-		
Code enforcement expenditures per	_	_	_	_	_		
capita							
% of inspection PCE expenditures offset	_	_	_	_	_		
by fees and fines collected							

Included in current NSD internal metrics and published County budget document



APPENDIX A (CONTINUED) - CODE ENFORCEMENT PERFORMANCE METRICS (FOR CONSIDERATION)

Effectiveness Metrics:	Effectiveness Metrics:					
% of cases resovled through forced						
complaince (judicial or adminsitrative	-	-	-	-	-	
action)						
% of cases resolved through voluntary	_	_	_	_	_	
compliance		_	_	_	_	
Amount of fees and fines collected			-	-	-	
related to PCE (\$)	_					
Amount fees and fines outstanding (\$)	-	-	-	-	-	
Avg # of days from complaint to case						
assignment	_	_	_	_	_	
Avg # of days from inspection to	_	_	_	_	_	
voluntary compliance	_		_		_	
Avg # of days from inspection to forced	_	_	_	_	_	
compliance						
Avg # of days from complaint to	_	_	_	_	_	
inspection	_		_	_	_	
First Inspection of complaint within						
seven days	-	93%	96%	85%	88%	
Average days to resolve cases (calendar						
days)	22	54	36	45	45	
Founded current year PCE cases						
resolved or moved to court action						
within 100 days	98%	91%	97%	91%	91%	

Included in current NSD internal metrics and published County budget document

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