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**Determination of Law Enforcement
Contractual Costs**

CALIFORNIA CONTRACT CITIES ASSOCIATION

February, 1971

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February 26, 1971

Policy Advisory Committee
Study of Determination of Law
Enforcement Contractual Costs
County of Los Angeles, California

Gentlemen:

We are pleased to submit to you the final report of Phase I of our study: Determination of Law Enforcement Contractual Costs. This document is the result of an intensive effort by a team composed of:

Booz, Allen & Hamilton, Inc.

Development Research Associates

Eugene Jacobs and Richards,
Watson & Hemmerling
Attorneys at Law

John P. Kenney, Ph.D
Professor of Criminology

Booz, Allen Applied Research, and
BASYS, Inc.

It has been a pleasure to work with you on this assignment. We have presented four progress reports to you as we developed our methodology, gathered our information, considered alternatives and criteria for selection, and presented our findings. We accept all responsibility for methodology, findings, conclusions and recommendations.

The cooperation of all parties involved in providing information, opening their records, answering questionnaires and reviewing our progress reports has been outstanding – we are indebted to all who assisted us.

Very truly yours,

BOOZ, ALLEN & HAMILTON Inc.

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SUMMARY

SUMMARY

The Los Angeles County Sheriff provides a complete law enforcement service to twenty-eight cities under a contract program.

Contractual law enforcement systems appear to maintain home rule in California.

An appropriate method for pricing the services provided by the Sheriff has been a subject of prolonged debate and study.

The current study was commissioned to determine an equitable method of charging for the Sheriff's services and to establish a standard formula which could be used by other counties in California. Our specific assignment has been to:

- o Delineate the statutory responsibilities of the Office of the Sheriff in California;
- o Identify the functions performed in the discharge of said obligations and other functions required to be performed by the Office of the Sheriff in Los Angeles County;
- o Determine the actual cost elements which go to make up the actual expense of performing each of these functions; and
- o Establish standard formulae to be used in charging for non-statutory law enforcement services performed under contract.

Policing services include the functional operations of field patrol, investigation of cases, traffic control, and provision of sustaining services.

The scope of policing services performed by the Los Angeles County Sheriff's department encompasses all jurisdictions in the county.

The organizational concept utilized by the Los Angeles County Sheriff's department allows for effective provision of policing services within several governmental jurisdictions.

The Sheriff's department appears to be a focal point for coordination and consolidation of police services in Los Angeles County.

Duplication of services and overlapping responsibilities exist in the provision of policing services within Los Angeles County.

Legal guidelines regarding the determination of responsibility for providing policing services indicate that the Sheriff has broad discretionary powers. Conclusions of our legal research indicate:

- o The Sheriff has county-wide responsibility only for jail and corrections, civil processes, law enforcement in cities where there has been a total breakdown, and civil defense.
- o The Sheriff has wide discretion to determine those services he will provide county-wide, or limit to the unincorporated area and contract cities.
- o The Sheriff is authorized to contract for any type of law enforcement service.
- o There is no statutory minimum level of service which the Sheriff is required to provide either county-wide, in unincorporated areas or to incorporated cities.

Based on current practice and legal guidelines, policing functions of the Sheriff's department were allocated for costing purposes as (a) county-wide, (b) unincorporated areas, or (c) contract city responsibilities.

Evaluation of alternative pricing models must be based on qualitative criteria which express desired objectives of the system. The pricing system selected should:

- o Assume contract system will be maintained.
- o Conform to legal requirements.
- o Require minimal changes to the Sheriff's operation.
- o Require few changes to county budgeting and accounting system.
- o Be responsive to changes in level of services.
- o Allow control by contract city over level of services.
- o Allow control by contract city over price.
- o Provide for the ability to relate level of service to price.
- o Provide for ease of implementation.

Five alternative pricing models were identified for detailed consideration.

- o Patrol Car Plus Selected Services
- o Individual Service Units
- o Basic Service Plus Add-Ons
- o Contractual Cities Allocation
- o Competitive Pricing

Alternative pricing models were evaluated based on established criteria.

Pricing Model Two – Individual Service Units – was selected as the most equitable basis for changing.

The concept of marginal costing was found to be inappropriate for determining costs of contract police services.

A conceptual model for the calculation of police service cost was developed.

Organizations and services of the Sheriff's department were defined for costing purposes.

A chart of accounts was established for each organization and a basis for estimating the annual cost of each account was developed.

All organizational costs were allocated to the services provided by the Sheriff's department.

An adjusted general county overhead rate was applied to all organizational costs.

The Sheriff's operations have a total impact on the county budget of nearly \$125 million for fiscal year 1970-1971.

Costs of each organization in the Sheriff's operation are allocated to service units on a per unit basis.

Total charges to all users are calculated by applying equitable prices to units provided by the Sheriff. Costs which should have been charged for 1970-1971 under our recommended pricing model include:

General Law Patrol	\$245,340
Traffic Patrol	151,577
Motorcycle	28,577
Community Relations Officer	27,973
Station Detective	32,914

The current charge of \$230,043 for a patrol car is less than the cost as calculated under the recommended pricing system.

**I. INTRODUCTION TO THE DETERMINATION OF LAW ENFORCEMENT
CONTRACTUAL COSTS STUDY**

I. INTRODUCTION TO THE DETERMINATION OF LAW ENFORCEMENT CONTRACTUAL COSTS STUDY

The need for this study has been building since the introduction of the contractual law enforcement system in Los Angeles County, California in 1954. The following sections of this chapter set forth that background of the program and introduce the objectives of this study:

- o Scope and extent of contract law enforcement systems
- o History of cost and pricing policies and methods
- o Need for establishment of an equitable basis for pricing
- o Our specific assignment

1. THE LOS ANGELES COUNTY SHERIFF PROVIDES A COMPLETE LAW ENFORCEMENT SERVICE TO TWENTY-EIGHT CITIES UNDER A CONTRACT PROGRAM

The county contract system, sometimes referred to as the "Lakewood Plan," has been one of the most significant developments to date in regard to providing areawide services in the metropolitan areas of California. The machinery established by Los Angeles County for providing areawide services is based primarily on a system of voluntary contracts between cities and the county for certain services.

The "Lakewood Plan," in which the county provides municipal services by contract to the city, was developed in 1954 when the City of Lakewood incorporated. Due to the threat of annexation by an adjacent older city, it was believed that incorporation would be necessary to preserve the identity of the community. In 1957 Mr. John Todd, Lakewood City Attorney, explained to the Assembly Committee on Municipal and County Government the feeling of the Lakewood citizens at the time of incorporation:

“Incorporation would preserve the Lakewood boundaries and at the same time give the citizens local home rule and more local control. However, by using the services of Los Angeles County, the same type of services the area had enjoyed, but at the level set by the local city council, could be continued. Again one of the biggest drawbacks to incorporation – large capital investment in establishing city departments and purchasing equipment – would be overcome. Another primary motivating factor was the fact that the government of Los Angeles County and its various departments was strong, efficient and well organized, thereby insuring ability to perform at the level needed by the proposed city.

“With this background, the citizens committee for incorporation sold the issue of incorporation to the people on the basis of contracting with the county for the performance of municipal services. It was sold, not as a temporary plan, but as a permanent plan of municipal operation.”

Since the incorporation of Lakewood in 1954, 32 cities have incorporated in Los Angeles County. Of these, only one – Downey – moved to establish all its own city departments. The remainder have contracted for most services under the Lakewood Plan. The services provided vary to some extent among these newly incorporated cities. Law enforcement and roads are by contract; fire and library by special district, governed by the Board of Supervisors. Under this concept, the contracting city gained the benefits of retaining the existing service organization, the efficiencies of the larger scale operation and the ability to purchase those specific services desired.

In the area of law enforcement, three cities incorporated since 1954 – Downey, Baldwin Park and Irwindale – set up their own police departments. Last year Bell Gardens converted from a contract with the Sheriff to its own force. The 28 cities currently contracting for law enforcement, listed in Exhibit 1 following this page, range in size from Industry with a population of 706 to Norwalk with a population of 91,217.

Living within these cities served by the Sheriff are 714,000 persons, a population larger than the City of San Francisco and representing 10.2 percent of the population of Los Angeles County.

CITIES IN LAW ENFORCEMENT CONTRACT SYSTEM

City	Date of Incorporation	1970 Population	Area In Square Miles	Assessed Valuation (Add 000)	Major Offenses	Major Offenses per 10,000 Population	Station Area
Artesia	1959	14,641	1.614	\$ 20,890	282	192.61	Lakewood
Bellflower	1957	52,166	6.175	87,106	1,300	249.20	Lakewood
Bradbury	1957	1,087	1.996	3,374	18	203.16	Temple
Carson	1968	72,304	17.040	238,078	2,052	299.52	Firestone
Cerritos	1956	16,387	8.784	69,135	409	375.09	Lakewood
Commerce	1960	10,418	6.558	285,299	816	757.45	East Los Angeles
Cudany	1960	17,040	1.064	17,896	471	283.31	Firestone
Duarte	1957	14,941	6.594	21,299	379	241.02	Temple
Hawaiian Gardens	1964	8,727	0.950	9,959	374	447.37	Lakewood
Hidden Hills	1961	1,507	1.377	6,386	19	129.96	Malibu
Industry	1957	706	10.731	114,140	407	5,830.95	Industry
Lakewood	1954	82,224	9.503	148,140	1,320	150.17	Lakewood
La Mirada	1960	28,458	5.700	74,719	493	183.68	Norwalk
La Puente	1956	31,114	3.446	38,837	939	304.78	Industry
Lawndale	1959	24,485	1.931	28,002	803	305.39	Lennox
Lomita	1964	20,009	1.800	31,556	443	228.33	Lennox
Norwalk	1957	91,217	9.181	117,968	2,055	212.87	Norwalk
Palmdale	1962	8,521	31.735	42,081	267	331.77	Antelope Valley
Paramount	1957	34,329	4.430	67,812	1,138	331.09	Lakewood
Pico Rivera	1958	53,980	8.229	107,077	1,246	236.69	Norwalk
Rolling Hills	1957	2,044	2.953	14,005	29	139.29	Lennox
Rolling Hills Estates	1957	6,595	3.325	31,998	148	224.00	Lennox
Rosemead	1959	38,736	4.911	59,028	1,119	297.72	Temple
San Dimas	1960	15,726	14.967	28,791	349	265.44	San Dimas
Santa Fe Springs	1957	14,874	8.720	137,251	749	478.81	Norwalk
South El Monte	1958	15,229	2.434	41,051	665	633.51	Temple
Temple City	1960	30,997	3.786	54,408	366	114.51	Temple
Walnut	1959	5,896	8.740	15,014	128	280.21	Industry
Total		714,358	188.674	\$1,911,300	18,784	262.95	

Generally these new cities are located in suburban areas south and east of downtown Los Angeles which developed after World War II (see Exhibit 2). To them the Sheriff provides a number of services ranging from general law patrol to crossing guards. Services contracted for this year are detailed in Exhibit 3, following Exhibit 2.

The Lakewood Plan has spread to other California counties. Currently law enforcement services are provided to 27 cities by 14 counties outside Los Angeles:

**CITIES SERVED BY COUNTY
LAW ENFORCEMENT CONTRACTS**

<u>County</u>	<u>City</u>
Contra Costa	Lafayette
	Pleasant Hill
Humboldt	Blue Lake
Marin	Tiburon
Mendocino	Point Arena
Monterey	Sand City
Napa	Yountville
Orange	San Juan Capistrano
	Villa Park
Riverside	Cabazon
	Indian Wells
	Desert Hot Springs
	Norco
San Bernardino	Victorville
San Diego	Del Mar
	San Marcos
	Vista

SHERIFF'S SERVICES PROVIDED TO CITIES UNDER CONTRACT
AND TO THE UNINCORPORATED AREA
(Fiscal Year 1970-1971)

Unit	General Law Patrol	Traffic Patrol ⁽¹⁾ Post	Motorcycle	Helicopter Patrol			Crossing Guard -Hour-	Special Officers				Investigation	
				Argus	Sky Knight	General		Community Relations	School Safety	Education	Resident	Station Detective	License
				Flying Hour			Officer				-Hour-		
Avalon											5.000	0.9	
Artesia	0.500	0.533					3,097.5					1.9	12
Bellflower	1.800	1.667	1.200				11,416.5		1.000			9.2	51
Bradbury	0.031											0.1	
Carson	3.000	2.000					6,372.0		1.000			14.2	190
Cerritos	0.500	0.833					8,142.0					2.3	6
Citrus Jr. College	0.119											0.2	
Commerce	3.000	1.714	1.200	500			6,637.5					8.7	22
Cudahy	0.800						593.0		1.000			3.8	
Downey				1,050									
Duarte	0.650	0.238										3.2	
Hawaiian Gardens	0.300	0.200					1,416.0					2.3	35
Hidden Hills	0.094											0.1	
Industry	0.250	0.750										3.1	7
Lakewood	2.360	1.667	1.200		3,600		21,151.5		1.000	1.000		11.7	562
La Mirada	1.000	0.810		350			4,425.0					3.3	22
La Puente	0.750	1.238										8.0	40
Lawndale	1.000	0.905										7.1	42
Lomita	0.800	0.286					1,416.0					3.9	74
Norwalk	2.943	2.238		950					1.000	1.000		14.7	76
Palmdale	0.500	0.333					4,956.0					3.0	11
Paramount	1.000	1.476							1.000			7.4	436
Pico Rivera	2.486	1.667		700					1.000	0.500		7.4	77
Rolling Hills	0.063	0.104										0.2	
Rolling Hills Estates	0.357	0.417					2,124.0					1.3	21
Rosemead	1.200	0.810	1.000				3,451.5					9.1	51
San Dimas	0.300	0.500					708.0					4.2	5
Santa Fe Springs	1.400	1.000		550			5,487.0			0.250		4.4	38
South El Monte	0.900	0.238	0.500				2,566.5		1.125			4.7	27
Temple City	1.200	0.333					1,504.5					3.7	17
Walnut	0.038	0.786										0.9	
Whittier				900									
Total Contract	29.341	22.743	5.100	5,000	3,600		85,464.5	4.125	5.75	1.00	5.00	145.0	1,822
Unincorporated Area	96.659		12.900	2,200		2,400		9.875	0.25		1.00	204.0	12,715
Los Angeles County	126.000	22.743	18.000	7,200	3,600	2,400	84,464.5	14.000	6.00	1.00	6.00	349.0	45,760^a

NOTES:

- (1) "Post" is: General Law Patrol – one field car around the clock, two men each on two shifts, one man on third shift.
Traffic Patrol – one field car around the clock, one man on each shift.
Motorcycle – one three-wheel motorcycle, on forty-hour week, one man.
- (2) Estimated by consultants based on city's share of detective caseload within its station area.
- (3) Purchased on hourly basis as needed; estimated from 1969-70 actual figures.

<u>County</u>	<u>City</u>
San Mateo	Portola Valley
	Woodside
Santa Clara	Cupertino
	Los Altos Hills
	Monte Sereno
	Saratoga
Sierra	Loyalton
Ventura	Camarillo
	Simi Valley
	Thousand Oaks

While most of these are newly incorporated cities, several are very small, old communities which found it advantageous to turn over policing responsibilities to the county sheriff. A comprehensive survey of these contracts was completed last year by Santa Clara County and was used in preparing this report. Generally, outside of Los Angeles County, these cities represent merely a small portion of the sheriff's operation. The survey discloses significant differences among counties as to method of contracting.

2. **CONTRACTUAL LAW ENFORCEMENT SYSTEMS
APPEAR TO MAINTAIN HOME RULE IN CALIFORNIA**

One of the major considerations in the contract program is the maintenance of home rule. Testifying before the Assembly Committee on Municipal and County Government, John Todd, City Attorney of Lakewood, stated:

"The use of the contract plan does not mean an abolition of local home rule. The city council, in electing to use and operate under the contract system, sets the level and the type of services. Each contract has a clause whereby they can be terminated, in practically all cases except perhaps one or two, by election prior to the end of any fiscal year. In addition, under the contract the city may elect a level

or type of service. Under the general services agreement, the city may by resolution request the county to perform certain types of services. For these services, they pay the cost, plus a certain percentage for indirect costs of overhead. The council, as a result, can therefore specify to the County of Los Angeles the level and type of service. This is not an abrogation of local home rule. All we did was simply substitute city departments, personnel and payrolls, for county departments, personnel and payrolls, to perform these municipal functions as contractual agents of the city, thereby eliminating a costly duplication.

In practice, the City Administrator of Lakewood evaluated the contract program as follows for the President's Commission Law Enforcement and the Administration of Justice in Task Force Report: The Police:

"A central police authority in the metropolitan area is not the answer in the administration and enforcement of justice. You must have local control because law enforcement is a local government function. The city must participate in all decisions." The city administrator considered contract law enforcement programs to meet this requirement. The station commander of the sheriff's department serving Lakewood functions completely as a chief of police, according to the city administrator, and there are no problems of communication between the administrator's office and the station commander. At no time has the contract program become a political issue in Lakewood, which suggests that the community is satisfied with the quality and level of service it receives.

"Cities enter into a contract program with the county on a voluntary basis, and it is this aspect which has contributed to its success. No effort is made to sell a particular kind of service to them. The program has been described by Arthur G. Will, county-city coordinator of all contract programs in 1962 and now County Chief Administrative Officer as:

... a partnership of cities and the county to provide joint services at the least cost while both agencies retain the power of self-determination and home rule.

It is further a voluntary partnership under which cities may establish and maintain local identity without heavy initial investment in capital plant, equipment, and personnel. Thus, neither agency loses any of its powers but cooperates for the provision of the services at a mutually satisfactory level.”

The principle of home rule is maintained under the contract plan because the program is initiated by the city desiring the service. Contract cities have options to raise and lower levels of service, subject to the Sheriff's minimum requirements, and ultimately to terminate the contract.

3. AN APPROPRIATE METHOD FOR PRICING THE SERVICES PROVIDED BY THE SHERIFF HAS BEEN A SUBJECT OF PROLONGED DEBATE AND STUDY

The pricing of services to contracting cities has been a major point of contention in the contract program. Changes have evolved in the method of computing costs, even though the policy has remained that contract cities should pay “the cost” of providing services.

In 1954, when the City of Lakewood chose to incorporate and to retain the services of the Sheriff on a contractual basis, the Sheriff continued the same level of law enforcement within the contract city that he previously provided the area when it was unincorporated. In exchange, the County retained all fines and forfeitures that would normally have accrued to the city.

In 1957-1958, the Chief Administrative Officer and the Auditor-Controller developed a price formula on substantially the same basis as presently in use, i.e., numbers of patrol cars in the field. The calculation included the direct salaries and other employee benefits of the patrolmen involved, the cost of the patrol car and other supplies and equipment, and a limited amount of support and supervision expense – to reflect a portion of the clerical support in the Station and a portion of the salary of the Field Sergeant Supervisor. There was also added to these contractual figures, as well as to all other types of contracts with cities, a factor representing 50 percent of the general county overhead. The 50 percent was predicated on the theory that the contracts were mutually beneficial to the cities and the County and that full overhead charges were therefore not justified.

The 1957-1958 calculation resulted in a contract charge of \$74,005 per patrol car around the clock which was adjusted in 1958-1959 to \$79,400 – primarily to recognize increases in salaries – where it remained until 1962.

In that year the Grand Jury, after hearings, established a rate of \$93,903 per car around the clock. Additionally, it recommended that the rate be recomputed annually by the Auditor-Controller to reflect a percentage change equal to the increase or decrease in salaries of uniformed personnel. In establishing this rate, the Grand Jury recognized that:

- o Consideration should be given to normal staffing in the area stations.
- o No “credit” should be given to Contract Cities because their citizens are also taxpayers of Los Angeles County.
- o The Sheriff has a responsibility to assist municipal law enforcement agencies in times of emergency, and cities with independent police departments call for and expect to secure substantial supplementary help from the Sheriff at such times.

In 1964, the Grand Jury again reviewed the law enforcement rates, and made the following observations and recommendations:

- o “The subject has been more politically emotional than it deserves to be; its financial aspects have been distorted out of perspective.”
- o “The crux of the problem encountered in determining what the rate should be for contract law enforcement services revolves around the point that the Sheriff has over-all, County-wide responsibility for general law enforcement, which, although reduced by a city’s incorporation, is not eliminated. Because it is not possible to precisely define or specifically pinpoint the exact extent of the Sheriff’s statutory responsibilities, it is

similarly impossible to compute a single, true, indisputable cost for the law enforcement services which the Sheriff renders. No amount of conversation will change the existing fact."

- o "The cost recovery concept and the method of rate determination updating which has been in use since 1962 are generally sound and reasonable, although the method should be refined to provide for complete rate computations not less than once every five years to reflect all changes in the number of cars manned, in Sheriff's station staffing patterns, in the number of contracting cities, in the number of stations involved, and in other elements of the program to provide a new base rate for application of the interim years' increases geared to increases in salaries of deputy sheriffs."

The 1965, 1966, and 1968 Grand Juries also reviewed the law enforcement rate computation formula, and in each instance supported the findings of the prior Grand Juries. However, the 1965 Grand Jury, after looking at all contract service cost computations, recommended that the Board of Supervisors order the application of full General County Overhead (GCO) rates to all service contracts. However, in the case of the law enforcement services contract, the County Counsel ruled that a valid contract was then in effect, and that increasing the percentage of the applied GCO would be tantamount to introducing a new element into the rate computation which was not provided for in the contract. This could have had the effect of voiding all contracts then in effect. Therefore, application of 100 percent of the GCO could not be considered in the rate computation until the contracts expired, and accordingly, it was first included in the 1969-1970 rate of \$139,131 per patrol car.

Again in 1969, the Grand Jury at the direction of the Board of Supervisors asked its auditors to review the method of costing for contractual law enforcement services. This report caused considerable reevaluation of the program when it developed five different "cost" figures, ranging from marginal cost to full absorption. The lowest figure of \$129,908 was that which included only the direct salaries and fringe benefits, supplies and automobile services, and General County Overhead; the second figure of \$167,949 added to this the Patrol Division overhead; the third figure of \$199,120 reflected the addition of Station Detectives; the fourth figure of \$216,160

the addition of the departmental overhead; and the final figure of \$303,212 the additional allocation of the Technical Services Division and the remaining Detective staff. In each case, the allocation was made on the basis of the number of patrolmen rather than on the extent to which these factors actually are related to contract services.

In his review, the Chief Administrative Officer of Los Angeles County reviewed the report of the Grand Jury Auditor and recommended using the middle figure of his five calculations, which involves the accumulation of the basic patrol car cost plus the full allocation of Patrol Division overhead and station detectives. In so doing, he reflected his belief that the auditor's calculation of the basic patrol car cost is equitable, and that any of that portion of Patrol Division overhead and station detectives cost which is not really applicable to contract cities will be approximately balanced by the extent to which the Administrative, Technical Services, and Patrol activities tend to benefit the contract cities to a greater extent than the independent cities.

For 1970-1971, the Board of Supervisors established a rate for a patrol car of \$230,043, based on the report of the 1969 Grand Jury and recommendation of the Chief Administrative Officer. The rate which would have taken effect under the basic Law Enforcement Services Contract which applied until 1970 was \$153,288. The contract cities paid this amount to the General Fund and the difference between these amounts has been placed in trust until resolution of the price issue in the spring of 1971. Details of this procedure are in Agreement-Law Enforcement Services, Fiscal Year 1970-1971, signed by contract cities and county. A history of price changes from 1958 to 1970 is shown in Exhibit 4.

**HISTORY OF PATROL CAR RATES
1958-1971**

<u>Fiscal Year</u>	<u>Total</u>
1958-1959	\$ 78,400
1959-1960	78,400
1960-1961	78,400
1961-1962	78,400
1962-1963	93,903
1963-1964	95,781
1964-1965	101,937
1965-1966	104,322
1966-1967	107,342
1967-1968	113,079
1968-1969	119,486
1969-1970	139,131
1970-1971 (Old Formula)	153,288
1970-1971 (Adopted)	230,043

4. **THE CURRENT STUDY WAS COMMISSIONED TO DETERMINE AN EQUITABLE METHOD OF CHARGING FOR THE SHERIFF'S SERVICES AND TO ESTABLISH A STANDARD FORMULA WHICH COULD BE USED BY OTHER COUNTIES IN CALIFORNIA**

In early 1970, the Contract Cities Association of California made application to the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration for a grant to help finance a study to determine the most equitable basis of charging for police services. This application was approved October 13, 1970, resulting in the current study.

The key objectives of this study are to:

- o Delineate the statutory responsibilities of the Office of Sheriff in California;
- o Identify the functions performed in the discharge of said obligations and other functions required to be performed by the Office of Sheriff in Los Angeles County;
- o Determine the actual cost elements which go to make up the actual expense of performing each of these functions; and
- o Establish standard formulae to be used in charging for non-statutory law enforcement services performed under contract.

A Policy Advisory Committee was established to provide policy guidance and monitor the progress of the study. Members of the Policy Advisory Committee are listed in Appendix A.

**II. ANALYSIS OF THE FUNCTIONS AND ACTIVITIES OF THE
LOS ANGELES COUNTY SHERIFF'S DEPARTMENT**

II. ANALYSIS OF THE FUNCTIONS AND ACTIVITIES OF THE LOS ANGELES COUNTY SHERIFF'S DEPARTMENT

In order to properly analyze the cost of police services provided by the Sheriff, it is necessary to first document the organization, functions, and activities of the Sheriff's department. The following sections of this chapter set forth the organization, functions, and activities of the department and specifically document:

- o A definition of basic policing services as used in this report.
- o A description of the scope of activities performed by the Los Angeles County Sheriff's Department.
- o An analysis of the organization and functions of the Sheriff's department.
- o An analysis of the role of the Sheriff's department in the trend toward consolidation of police services in Los Angeles County.

The analysis outlined above will provide a basis for delineating those services which the Sheriff may provide to all jurisdictions in the county without fee, and those which may be provided to incorporated cities on a charged-for basis only.

1. **POLICING SERVICES INCLUDE THE FUNCTIONAL OPERATIONS OF FIELD PATROL, INVESTIGATION OF CASES, TRAFFIC CONTROL, AND PROVISION OF SUSTAINING SERVICES**

The primary purpose of policing is the maintenance of ordered liberty. In order to accomplish this purpose, the police perform coercive and non-coercive activities. Coercive activities are criminal, traffic, regulatory and juvenile law enforcement, the keeping of the peace, and

intelligence gathering. Non-coercive activities are social service, crime prevention, assistance in the development of an environment of security and stability, and the provision of services.

A police agency performs the activities necessary for accomplishment of its goals and objectives by engaging in the functional operations of field patrol, investigation of cases, traffic control, and the provision of sustaining (staff) services. The field patrol function is the principal means for providing basic police services and generates, through response to called-for services or on-view actions, the major portion of a department's workload. Traffic control is a field activity performed as a general patrol function but often supplemented by specialized enforcement and accident investigation field units. Follow-up case investigations and certain specialized investigations are performed by adult detectives or juvenile investigators who prepare cases for clearance, prepare certain types of cases for presentation in court, and make disposition of other types of cases such as referral of juvenile cases to a social agency. The sustaining functions of records, communications, criminalistics lab, property control, custody, and administrative services such as personnel management, training, planning and research, and coordination and direction support the field operations and investigative functions.

**2. THE SCOPE OF POLICING SERVICES PERFORMED BY THE
LOS ANGELES COUNTY SHERIFF'S DEPARTMENT ENCOMPASSES
ALL JURISDICTIONS IN THE COUNTY**

The scope of activities of the Los Angeles County Sheriff includes some policing services provided on a county-wide basis, some performed only in unincorporated areas and contract cities, and others supplied only to contract cities.

**(1) Activities of the Sheriff Have Traditionally Included
Operation of the County Jail System, Performance of
Civil Functions for the Superior Court, Policing of the
Unincorporated Areas of the County, and Some Provision
of Policing Services to Cities within the County**

The Los Angeles County Sheriff's Department is a multi-functional agency responsible for the custody and care of prisoners, performance of the civil functions associated with the Superior Court of Los Angeles County, and the general administration of policing services. The department operates the county jail system which provides temporary custody for prisoners awaiting trial and takes custody of all misdemeanor sentenced prisoners. Service to the Superior Court includes bailiff service for each of the departments, service of processes, and control of litigant properties and records as directed by the court.

Policing has been a traditional function of the department in unincorporated areas throughout the county. In addition, the basic requirements for law enforcement throughout the county within cities as well as unincorporated areas fall under the jurisdiction of the department. These requirements traditionally have included aid and assistance to cities in the investigation of major offenses; narcotics and vice offense enforcement; support for the control of major civil disturbances and riots; records, communications and identification support services; and administrative management assistance where a city has been unable to cope with the problems at hand. Also, the department has provided training and technical assistance in a number of areas to the cities.

Traffic control in unincorporated areas is considered to be the primary responsibility of the California Highway Patrol. Thus, the Sheriff's department has not traditionally performed this function.

(2) Provision of All Policing Services to Some Cities Within the County on a Contract Basis has Increased the Scope of the Sheriff's Activities

As noted above the Sheriff's department, since its inception, has been the principal policing agency in the unincorporated areas. As incorporation of cities took place the cities assumed primary responsibility for policing, limiting the Sheriff's responsibilities in these previously unincorporated areas. However, the signing of a contract with the City of Lakewood in 1954 added a new dimension to the department's policing role. The Sheriff's department, by contract, assumed the duties and responsibilities of a municipal police agency. The department took responsibility for providing the same level of basic police service provided to the unincorporated areas and in addition assumed responsibility for the traffic function. As indicated previously, basic police service includes the field patrol function; investigation support; sustaining support activities, including records, communications, technical services, and temporary custody; plus the essential administrative support services. The contract system also provided for purchase of additional field patrol, traffic enforcement, accident investigation services, and specialized functions such as community or school safety patrol. Thus, the Sheriff's department assumed all the characteristics of a municipal police agency with the advent of the contract system.

(3) The Los Angeles County Sheriff's Department Acts as a Coordinating Agency for All Policing Activities Within the County

Policing in the County of Los Angeles encompasses a complex matrix of interrelationships between jurisdictions with the Sheriff's department acting as the central integrating agency. It is the only agency with county-wide jurisdiction and traditional responsibility. The department thus provides a check and balance for law enforcement and necessary support for the maintenance of order.

**3. THE ORGANIZATIONAL CONCEPT UTILIZED BY THE
LOS ANGELES COUNTY SHERIFF'S DEPARTMENT ALLOWS
FOR EFFECTIVE PROVISION OF POLICING SERVICES
WITHIN SEVERAL GOVERNMENTAL JURISDICTIONS**

The Sheriff's department is organized to carry out its policing functions by field activities and headquarters support units. The field stations operate in a manner similar to a municipal police department. However, the Sheriff's stations rely upon centralized headquarters support for specialized operations activities and support services. The current organization of the Sheriff's department is summarized in Exhibit 5. Detailed organizational charts of the department are contained in Appendix B.

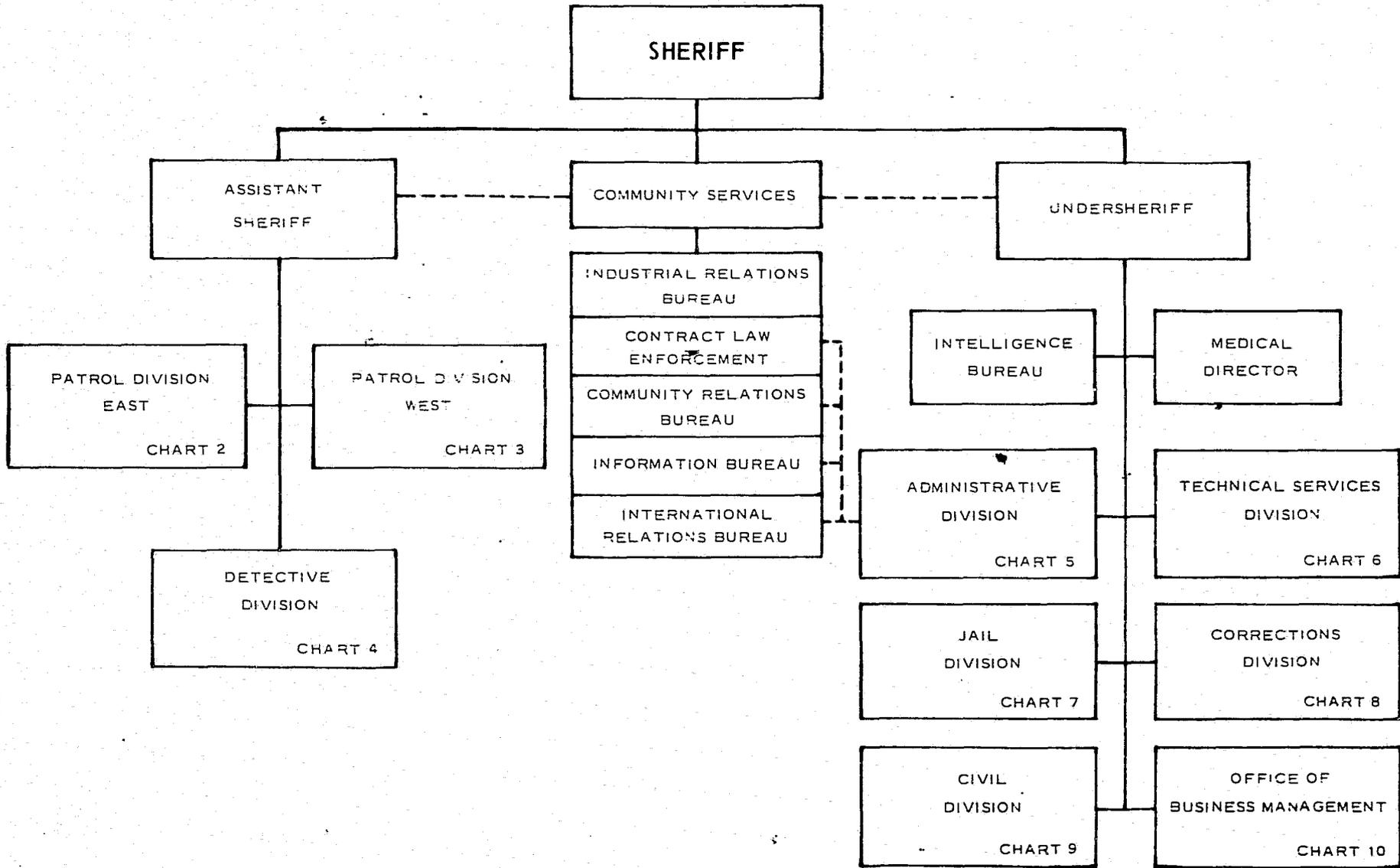
**(1) The Basic Unit of Operation Within the Sheriff's
Department is the Field Station**

Each of the fourteen stations of the department is responsible for policing a designated area which includes unincorporated area and may include one or more contract cities. From an operational standpoint each station has the capability to provide all of the basic police services to its constituent units of government. This means that each station performs the basic field patrol function including traffic control services to the contract cities, provides investigative support services — for both adults and juveniles — and maintains records, communications, desk operations, and administrative sustaining services. Location of field stations and areas of responsibility are shown in Exhibit 6.

From an organizational standpoint, each station is organized on a basis similar to a municipal police department and includes the following elements:

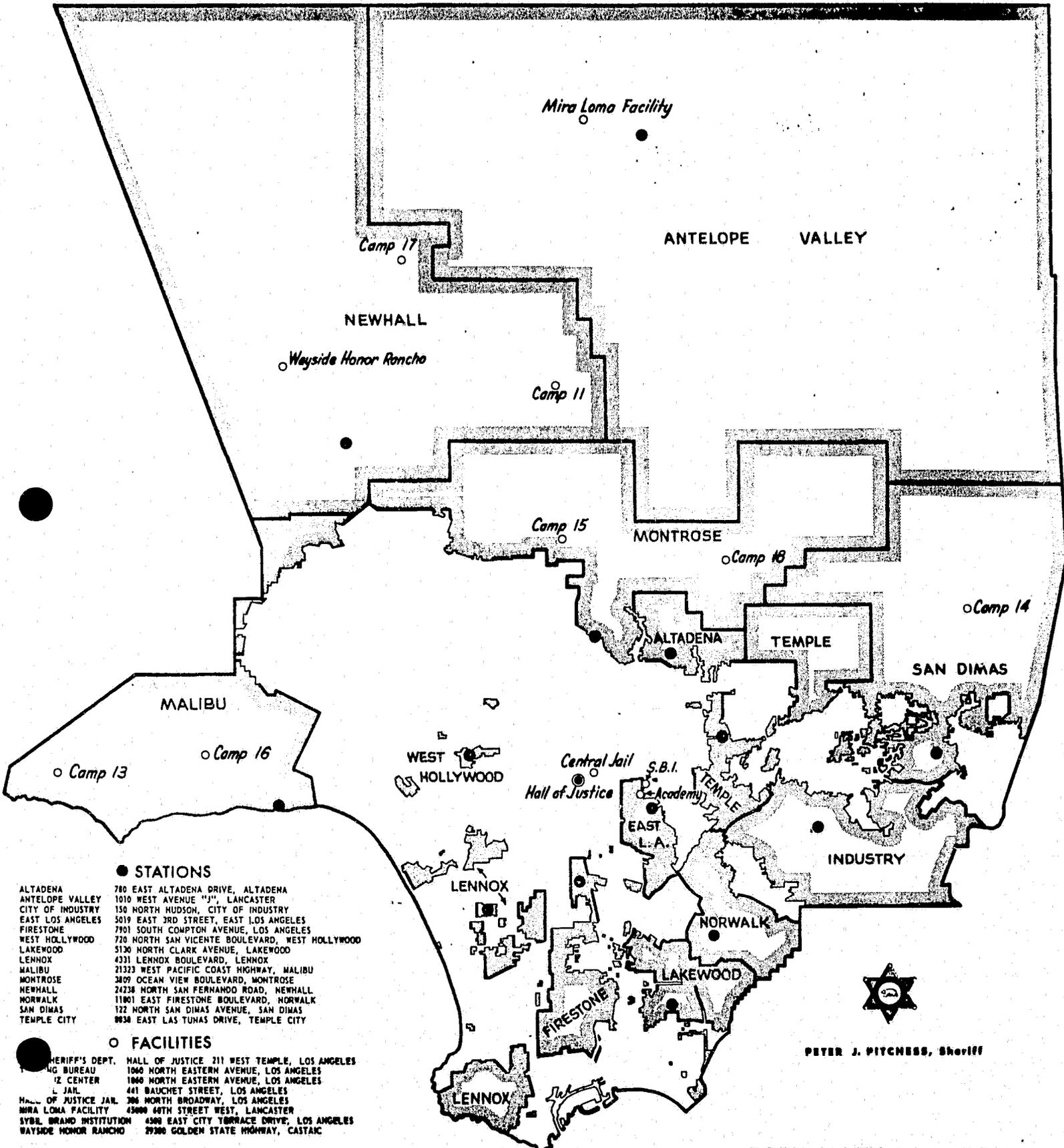
- o The Office of the Captain — The captain is primarily responsible for direction and coordination of station operations. In stations serving contract cities the captain acts as a chief of police, although the sheriff is legally designated as chief of police of all contract cities.

LOS ANGELES COUNTY DEPARTMENT OF SHERIFF



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Los Angeles County Sheriff's Department Facilities & Station Boundaries



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- o Watch Commanders – The middle management personnel in the station are normally lieutenants who serve as watch commanders except in the smaller stations. The watch commanders are primarily responsible for supervising and directing the activities of the patrol and traffic personnel working in the stations. In the absence of the captain they are in command of the station.

- o Field Supervision – The supervision for field patrol units is provided by sergeants in a ratio of approximately one sergeant to seven deputy sheriffs. In the larger stations having several traffic units an appropriate number of sergeants are assigned for supervisory purposes and for giving direction to the traffic control function.

- o Field Patrol – Field patrol personnel are assigned to districts in contract cities and unincorporated areas in a manner similar to operations of a municipal police department. Where possible, the districts are established in contract cities based upon the number of patrol units contracted for by each city. However, if this is not feasible the district structure is so designed to provide each city with the amount of coverage for which it contracts.

- o Traffic Units – Traffic control units contracted for by a city work exclusively within that city based upon the contract requirements. Depending upon the number of units purchased they will either work within a beat framework or at-large throughout the city. Traffic units do provide support for the general patrol units when available general patrol units are out of service. Likewise, general patrol units, in the absence of available traffic units, will answer traffic calls. General patrol units are solely responsible for the traffic control function in cities which do not contract for specialized units.

- o Investigative Units – The investigative units, both adult and juvenile, are usually headed in the larger stations by a lieutenant. Investigators are normally the rank of sergeant or deputy sheriff. The investigators are assigned to adult and juvenile units based upon the determined workload requirements. There is no attempt to break down the assignment for investigative personnel in terms of responsibility for a contract city. Rather the investigative personnel serve all of the jurisdictions, both unincorporated and contract cities, under a station command.

- o Support Units – The support functions within a station include records, desk and dispatch operations, and booking and custody of prisoners. In addition, recovered and evidence properties are stored and the station's vehicle fleet is maintained and serviced. Station records are primarily for operational purposes with permanent records being maintained at headquarters. Communications dispatching of police vehicles is done by the headquarters radio operation with the exception of the Lancaster station. General control over a station's vehicle fleet are handled by headquarters.

General administrative functions, budget preparation, personnel recruitment and training, and research and development activities are carried out by headquarters units rather than the field stations.

(2) Back-up Support, Technical Assistance, and Administrative Services are Provided to Municipal Police Agencies as Well as the Sheriff's Stations by Specialized Headquarters Units

The stations are organized and staffed to meet the basic policing needs of the communities served. However, headquarters support is necessary in a number of operational program areas and administrative sustaining services.

Field operations support comes principally from the Special Enforcement Bureau, the Reserve Forces Bureau, and the various bureaus of the Detective Division:

- o The Special Enforcement Bureau – Supplements operations of the uniformed field patrol force by making available personnel to deal with special events for which additional personnel are required. In addition, the bureau is available to handle major disturbances within station areas and independent cities.

- o The Reserve Forces Bureau – Provides overall administration and direction for the reserve and posse forces assigned to each of the stations. Each station, however, directs and utilizes the personnel of these details primarily as a supplement to its uniformed field patrol operations. Personnel on these details are utilized to supplement routine patrol operations and for specialized assignments such as control of crowds at social, athletic, and parade events, direction of traffic at special events, and occasionally for post assignments such as protection of property at a specified location. Posse and reserve forces details are particularly useful when large numbers of personnel are needed for search and rescue type operations.

- o The Detective Division – The bureaus of the Detective Division provide considerable back-up support for the investigative activities of the stations. The Homicide Bureau and the Arson, Fugitive, and Warrants details of the Special Units Bureau assist the stations and independent cities alike. The Auto Theft, Forgery and Checks, Burglary, and Robbery details of the Special Units Bureau and the Major Crimes detail at headquarters provide assistance in the investigation of complex crime situations to all jurisdictions. The Metropolitan Bureau provides a specialized service to the stations by making available its personnel for stake-outs and support in the investigation of a series of crimes or particularly heinous crimes. The Narcotics and Vice Bureaus of the Detective Division handle all of the narcotics and vice investigations for the stations as well as for a number of independent cities. Station

patrol personnel and investigative personnel are not relieved of the responsibility for investigating and making arrests for narcotics and vice law violations, but the stations rely primarily on Narcotics and Vice Bureau personnel for major offense investigations. In addition, the License detail of the Vice Bureau makes investigations of applications for business licenses within the contract cities upon request. They perform this function as a matter of routine in the unincorporated areas.

The Technical Services Division, principally a headquarters operation, is involved in providing support services to all policing agencies in the county. The stations rely upon the Records Bureau for maintenance of permanent records including fingerprints and for maintenance of the central warrant file. Stations also are dependent upon the Communications and Automotive Bureau for radio communications and general administration of its automotive fleet. The Scientific Services Bureau provides its criminalistics laboratory, identification services, and photographic services to all of the stations, as well as many independent cities. The Management Staff Services Bureau provides data processing services, operations analysis, and systems and forms design for all of the Sheriff's operations, including the field stations.

Headquarters units provide a number of administrative services utilized by the Sheriff's department. The stations rely upon these units for practically all administrative support. The support comes principally from the bureaus attached to Office of the Sheriff and to the Administrative Division:

- o Community Services Bureau — The Community Services Bureau is responsible for coordination of contracts and liaison for the Office of the Sheriff with the contract cities. In addition, the Bureau is responsible for management of the Community Relations, Industrial

Relations, Information, and International Relations units. The stations rely on these headquarter units for assistance in the administration of the community relations, industrial relations, and public information functions, as well as liaison activities related to foreign visitors and official foreign agencies.

- o Administrative Services Bureau – This bureau is responsible for investigating complaints against employees and incidents involving employees of the department. Pre-employment investigations and investigations of civil claims against the county are also conducted by this agency. These services are provided to all units of the Sheriff's department.

- o Personnel Bureau – The Personnel Bureau is responsible for the hiring and processing of applicants for positions in the department, maintaining personnel records, and current records of employee assignments and status. In addition, the Bureau performs other personnel functions such as maintenance of overtime records, liaison with the county Department of Personnel, conducting termination interviews, and processing personnel leaving the service of the department.

- o Career Development Bureau – Closely associated with the Personnel Bureau in administration of the department's personnel functions is the Career Development Bureau. The activities of this bureau are relatively new and are concerned with the overall planning of the careers of all employees within the department, particularly the sworn personnel.

- o Training Bureau – The Training Bureau operates the Training Academy. It schedules, staffs, and conducts recruit and in-service

training classes, prepares training materials, operates the range, conducts the county's "Driver Training" classes, and safeguards and issues items of uniform and equipment to incoming recruits. The training programs of the bureau are available to the independent city police departments within the county and to state and local policing agencies in Southern California and some federal and out of state agencies without charge.

- o Research and Development Bureau — The Research and Development Bureau is responsible for the constant evaluation and updating of the department's objectives and operations with a view toward maintaining a modern and forward-thinking organization. Its activities are particularly focused upon updating the policing practices and operations of the department. The stations rely upon the bureau for long-range planning and assistance in keeping their operating practices up-to-date.

The headquarters units of the Sheriff's department offer a wide range of back-up, technical, and administrative support services as outlined above. These services, in many instances, are supplied to independent cities who request them as well as to the Sheriff's field stations.

4. THE SHERIFF'S DEPARTMENT APPEARS TO BE A FOCAL POINT FOR COORDINATION AND CONSOLIDATION OF POLICE SERVICES IN LOS ANGELES COUNTY

The nature and scope of policing services provided by the Los Angeles County Sheriff's Department have undergone continual change in the post-war period. These changes have resulted in increased coordination and consolidation of police services in Los Angeles County and result from both internal expansion of the Sheriff's department and external factors.

(1) Internal Operations of the Sheriff's Department Have Been Expanded to Meet the Increasing Needs of Unincorporated Areas and Cities

The post-World War II population explosion and the rapid urbanization of Los Angeles County brought about substantial changes in the department's policing operation. The unincorporated areas in the Los Angeles basin became heavily populated, forcing field operations to operate with smaller districts and increased support services. Headquarters investigation support services of a specialized nature expanded to meet the increased workload demands of the stations and the smaller independent cities that lacked capability to handle the more complex investigations required for homicides, arsons, bomb threats, narcotics, and vice. The increasing number of civil disturbances and emergencies imposed new demands upon uniformed personnel in the stations and the small and medium-sized independent cities.

The advent of departmental policing in incorporated areas began in 1954 when the first contract with the City of Lakewood placed the department in a full-fledged municipal policing operation requiring provision of all police functions including traffic. The expansion of the contract cities program brought about substantial change in the policing operations of the department. By 1958 it became apparent that the stations servicing contract cities needed to be operated like municipal police departments. Detective and juvenile investigators were reassigned from the Detective Division to the stations under direction of the station commanders. Headquarters specialized investigative support became available to the stations and independent cities on the same basis. Stations, like the small and medium-sized independent cities, required back-up support for complex investigations and for emergency and civil disturbance incidents. This led to the creation of the Metropolitan Bureau in the Detective Division and the Special Enforcement Bureau in the Patrol Division.

The county's developing automated criminal justice information system is already having an impact upon the information and records processing for the police agencies in the county. A centralized warrant file has been maintained for some time by the Sheriff's department and is in the

process of being automated. A standardized booking procedure operated by the department is eliminating the need for each police agency to have its own system with duplication in the Sheriff's department. As the system develops more and more records for all police agencies will be maintained by the Sheriff's department in the county system.

(2) **Studies of Consolidation of Police Services Have Emphasized the Role of the Sheriff's Department**

The Sheriff's department and four city police departments (Los Angeles, Long Beach, Pasadena, Santa Monica) currently serve approximately 85 percent of the county's population. The remaining 15 percent is policed by 44 independent police departments of varying size and capability. Since 1950 there has been concern over the need for a regional approach to policing in Los Angeles County. The Haynes Foundation supported a study of regional government culminating in the publication of several reports in 1952. One, entitled "Law Enforcement" by Robert F. Wilcox, submitted a number of suggestions for establishment of a metropolitan police organization. This study was followed by a study of metropolitan policing made under the auspices of the Los Angeles City-County Local Government Consolidation Commission by Jess Swanson. These studies focused on the Sheriff's department as the agency for consolidation either as the basis for a metropolitan force or for consolidation of a number of functions.

The President's Commission on Law Enforcement and the Administration of Justice in 1967 dealt with the subject of coordination and consolidation of police services in its Task Force Report: The Police. The report pointed out the advisability of coordinating and consolidating personnel training and planning functions, records, and crime laboratory and communications functions, and selected field services including vice, delinquency control, criminal investigation, and special task force operations. The report details experiences in a number of jurisdictions for each of the functions. Of particular note are the systems of coordination and consolidation of field services such as Los Angeles County's contract system. Additional details can be found in Coordination and Consolidation of Police Services: Problems and Potential submitted by the Public Administration Service in 1966 to the President's Commission.

A later study by the Public Administration Service dealt with the consolidation of police services for the 95 municipalities in St. Louis County, Missouri. (The City of St. Louis was not providing adequate police services. St. Louis County is one of the few outside California now providing contract services in law enforcement.

A central theme in all of these studies is that the increasing complexity of maintaining order and the control of crime in an urban society requires either a single agency or the assistance and support of a large agency such as the Sheriff's department to assist and support the smaller independent police agencies. Consolidation of sustaining functions is emphasized, but the increasing need for coordination and consolidation of field, investigation, and traffic functions is apparent.

The Sheriff's department has assumed a major responsibility in Los Angeles County for coordinating operational activities in a number of specialized areas for medium-sized and small independent cities as well as providing direct services to the unincorporated areas and the cities under contract. In addition, a number of support services, such as Training and Crime Laboratory, have been consolidated and are performed by the Sheriff's department and are available to all independent cities without charge. As indicated previously, most of the coordination and consolidation efforts have evolved over a number of years or are currently in an evolutionary process.

* * * * *

The organization and activities of the Sheriff's department have been analyzed in detail to provide the proper information for determining a delineation of functions which can be provided by the Sheriff to cities on a fee basis only. This allocation of functions will be discussed in the following chapter.

**III. ALLOCATION OF RESPONSIBILITY FOR PROVIDING POLICING
SERVICES WITHIN LOS ANGELES COUNTY FOR DETERMINATION OF A
PROPER CHARGING BASIS TO CONTRACT CITIES**

**III. ALLOCATION OF RESPONSIBILITY FOR PROVIDING POLICING
SERVICES WITHIN LOS ANGELES COUNTY FOR DETERMINATION OF A
PROPER CHARGING BASIS TO CONTRACT CITIES**

The current practice of policing services within Los Angeles County as well as the legal basis of authority and responsibility for performing them have been analyzed to determine a proper allocation of law enforcement functions performed by the Sheriff. The following sections of this chapter outline the analysis and the resulting delineation of services for which contract cities must be charged a fee.

**1. DUPLICATION OF SERVICES AND OVERLAPPING RESPONSIBILITIES
EXIST IN THE PROVISION OF POLICING SERVICES WITHIN
LOS ANGELES COUNTY**

The current practice of policing functions by the Sheriff and city police agencies within Los Angeles County was analyzed and documented. In making this analysis, internal policy statements and documents from the Sheriff's office were reviewed; statistical reports were analyzed; interviews with city managers of contract and independent cities, police chiefs of independent cities, and personnel from the Sheriff's department were conducted; and results from a questionnaire sent to contract and independent cities were analyzed. The approach used in the analysis consisted of identifying policing functions and then determining the police agencies actually performing them. Results of this analysis are outlined in Exhibit 7, following this page. Several conclusions may be drawn from this analysis:

**LAW ENFORCEMENT CONTRACTUAL COST RESPONSIBILITY
FOR POLICING FUNCTIONS WITHIN UNINCORPORATED AREAS AND CITIES
AS INDICATED BY CURRENT PRACTICE**

<u>Policing Function</u>	<u>Police Agencies Currently Performing Function By Area</u>		
	<u>Unincorporated Areas</u>	<u>Contract Cities</u>	<u>Independent Cities</u>
1. LAW ENFORCEMENT			
Enforcement of federal statutes	Federal	Federal	Federal
Enforcement of state statutes	Sheriff	Sheriff	Police
Enforcement of county ordinances	Sheriff	N/A	N/A
Enforcement of city ordinances	N/A	Sheriff	Police
2. FIELD PATROL			
Patrol to prevent and suppress crime	Sheriff	Sheriff	Police
Initial investigation of complaints and crimes	Sheriff ^a	Sheriff ^a	Police ^a
Arrest of on-sight violators, recovering property, and testifying in court	Sheriff	Sheriff	Police
Responding to emergencies	Sheriff/Police	Sheriff/Police	Sheriff/Police
Maintenance of law and order at public gatherings	Sheriff	Sheriff	Sheriff/Police
Arrest or citation of traffic violators observed in course of patrol	Sheriff	Sheriff	Police
Helicopter patrol activities	Sheriff	Sheriff	Police
Special enforcement details	Sheriff	Sheriff	Sheriff/Police
3. TRAFFIC CONTROL			
Observation and inspection of drivers, vehicles, and roadways	CHP	Sheriff/CHP ^b	Police/CHP ^b
Supervision of traffic movement	CHP	Sheriff/CHP ^b	Police/CHP ^b
Patrol in areas of high hazard	CHP	Sheriff/CHP ^b	Police/CHP ^b
Issuance of warnings, citations, and arrests to violators	CHP	Sheriff/CHP ^b	Police/CHP ^b
Traffic program evaluation	CHP	Sheriff/CHP ^b	Police/CHP ^b
4. GENERAL INVESTIGATION ACTIVITIES			
Initial investigation of criminal complaints	Sheriff	Sheriff	Police
Apprehension and interrogation of suspects in criminal cases	Sheriff	Sheriff	Police
Preparation of cases, assistance in court, and recovery of property	Sheriff	Sheriff	Police
Investigation and processing of cases involving juveniles and juvenile crime	Sheriff	Sheriff	Police

NOTE: N/A means Not Applicable, CHP is California Highway Patrol.

Policing Function	Police Agencies Currently Performing Function By Area		
	Unincorporated Areas	Contract Cities	Independent Cities
5. SPECIALIZED INVESTIGATION			
Aircraft theft and accidents involving airplanes	Sheriff	Sheriff	Sheriff/Police
Arson	Sheriff	Sheriff	Sheriff/Police
Auto theft	Sheriff	Sheriff	Sheriff/Police ^c
Burglary	Sheriff	Sheriff	Sheriff/Police ^c
Forgery and checks	Sheriff	Sheriff	Sheriff/Police ^c
Fugitives	Sheriff	Sheriff	Sheriff
Homicide	Sheriff	Sheriff	Sheriff/Police
Intelligence	Sheriff	Sheriff	Sheriff
Juvenile	Sheriff	Sheriff	Police
License	Sheriff	Sheriff	Police
Narcotics	Sheriff	Sheriff	Sheriff/Police
Robbery	Sheriff	Sheriff	Sheriff/Police ^c
Vice	Sheriff	Sheriff	Sheriff/Police
Warrants	Sheriff	Sheriff	Police
6. JAIL AND CUSTODY			
Booking of persons arrested	Sheriff	Sheriff	Police
Custody of persons arrested but not yet arraigned	Sheriff	Sheriff	Police
Custody and security of presentenced prisoners for violation of state statutes	Sheriff	Sheriff	Sheriff
Custody, security, and care of sentenced prisoners for violation of state statutes	Sheriff	Sheriff	Sheriff
Custody and security of persons arrested or sentenced for violation of city ordinances	N/A	Sheriff	Sheriff/Police ^d
7. COURT AND CIVIL			
Provision of bailiffs to police the courts	Sheriff	Sheriff	Sheriff
Serving and enforcing civil and criminal process	Sheriff	Sheriff	Sheriff
8. TRANSPORTATION			
Assignment and maintenance of vehicles	Sheriff	Sheriff	Police
Transportation of prisoners to the sheriff's remand	Sheriff	Sheriff	Sheriff/Police ^e
Transportation of prisoners among sheriff's stations and county jails	Sheriff	Sheriff	Sheriff
Transportation of prisoners to courts	Sheriff	Sheriff	Sheriff/Police ^f
Transportation of prisoners to state institutions	Sheriff	Sheriff	Sheriff
Provision of airplanes, helicopters, and pilots for special uses	Sheriff	Sheriff	Sheriff/Police
9. TECHNICAL SERVICES			
Maintenance of master fingerprint and photographic files, prisoner booking record files, and case files	Sheriff	Sheriff	Sheriff/Police
Criminalistics Laboratory	Sheriff	Sheriff	Sheriff/Police ^g
Local radio dispatching of field units	Sheriff	Sheriff	Police
Operation of county-wide radio and teletype networks	Sheriff	Sheriff	Sheriff
Research and development	Sheriff	Sheriff	Police

Policing Function	Police Agencies Currently Performing Function By Area		
	Unincorporated Areas	Contract Cities	Independent Cities
10. BUSINESS MANAGEMENT			
Preparation and maintenance of all budget and accounting records	Sheriff	Sheriff	Police
Preparation and maintenance of salary and employee benefits budget, equipment and supplies inventory, and all payroll records	Sheriff	Sheriff	Police
Processing of all requests for services, supplies and equipment	Sheriff	Sheriff	Police
Coordination of all capital projects and maintenance for police facilities	Sheriff	Sheriff	Police
Performance of miscellaneous business management functions related to proper operation of the department	Sheriff	Sheriff	Police
11. PERSONNEL MANAGEMENT			
Performance of recruiting, hiring and personnel processing duties for all positions	Sheriff	Sheriff	Police
Investigation of complaints against employees and incidents involving employees	Sheriff	Sheriff	Police
Operation of recruit and in-service training programs	Sheriff	Sheriff	Sheriff/Police ^h
12. ADMINISTRATIVE FUNCTIONS			
Policy determination	Sheriff	Sheriff	Police
Liaison	Sheriff	Sheriff	Police
Program direction	Sheriff	Sheriff	Police
Performance evaluation	Sheriff	Sheriff	Police
13. SPECIAL SERVICES			
Collection and evaluation of information concerning labor-management relations and disputes	Sheriff	Sheriff	Sheriff/Police
Maintenance of contacts with community groups and organizations to improve intergroup relations and police-community communication	Sheriff	Sheriff	Police
Dissemination of information to the general public and to the public communications media	Sheriff	Sheriff	Sheriff/Police
Coordination of information services and functions	Sheriff	Sheriff	Sheriff/Police
Maintenance of liaison with foreign consular offices and non-English news media	Sheriff	Sheriff	Police
Search and rescue operations	Sheriff	Sheriff	Sheriff
Back-up capability for disasters and civil disturbances	Sheriff	Sheriff	Sheriff

^aOccasionally personnel from either the Sheriff's department or local police departments cross jurisdictional lines to respond to a call for service.

^bThe California Highway Patrol is responsible for traffic patrol and law enforcement on all state freeways and all streets and roads in unincorporated areas of each county.

^cSheriff's personnel respond on request to assist in special cases of auto theft, burglary, forgery and checks, or robbery. Normal cases are investigated by the local police department.

^dThe Sheriff provides jail facilities on a fee basis to many of the small independent cities who do not have their own facility.

^eThe transportation of prisoners to the Sheriff's remand is performed by the sheriff for the City of Los Angeles under contract.

^fPre-arraignment transportation of prisoners to courts is performed by local police departments in cases where the prisoner has not been remanded to the custody of the Sheriff.

^gCriminalistic laboratories are operated by the Sheriff's department and city police departments of Los Angeles and Long Beach.

^hThe Sheriff's training academy and shooting range are utilized by many of the smaller independent cities of this county.

- o Responsibility for policing functions as indicated by current practice overlaps in many areas between the Sheriff and city police agencies.
- o A great deal of duplication exists in the services offered by the Los Angeles County Sheriff's Department, the Los Angeles City Police Department, and many of the independent city police agencies.
- o No clear documentation of the extent of reciprocal services provided between police agencies of Los Angeles County exists.

Further clarification of the responsibility for policing functions' cannot be made without consideration of legal guidelines, and policy statements of the Sheriff.

2. **LEGAL GUIDELINES REGARDING THE DETERMINATION OF RESPONSIBILITY FOR PROVIDING POLICING SERVICES INDICATE THAT THE SHERIFF HAS BROAD DISCRETIONARY POWERS**

The allocation of policing activities of the Sheriff must reflect not only current practices but also the legal basis of authority and responsibility for police functions within California counties. Legal research was therefore performed to determine the authority and responsibilities of California sheriffs and cities concerning law enforcement. The legal research included analysis of the state constitution, statutes, and relevant state court decisions; examination of opinions presented by the state attorney general, county counsels for Los Angeles and other counties, and city attorneys; and review of existing law enforcement contracts between California cities and counties, Los Angeles County Grand Jury reports, material from the Sheriff's office, and relevant cases from other states.

Results of the legal research study are presented in Exhibit 8 following this page, which outlines the legal determination of authority and responsibility for performing detailed police functions as discussed earlier in this chapter. Detailed findings and conclusions of the legal study are included in Appendix C-1, as a legal opinion, and C-2 in matrix format.

**LEGAL AUTHORITY AND RESPONSIBILITY
OF CALIFORNIA SHERIFFS FOR PROVIDING POLICING SERVICES
WITHIN UNINCORPORATED AREAS AND CITIES**

<u>Policing Function</u>	<u>Police Agency Required to Perform Function By Law</u>		<u>Functions the Sheriff is Authorized By Law to Perform in Cities</u>	
	<u>Unincorporated Areas</u>	<u>Cities</u>	<u>With Consent</u>	<u>Without Consent</u>
1. LAW ENFORCEMENT				
Enforcement of federal statutes	Federal	Federal		
Enforcement of state statutes	Sheriff	Police	X	X ^a
Enforcement of county ordinances	Sheriff	N/A		
Enforcement of city ordinances	N/A	Police	X	
2. FIELD PATROL				
Patrol to prevent and suppress crime	Sheriff	Police	X	X ^a
Initial investigation of complaints and crimes	Sheriff	Police	X	X ^a
Arrest of on-sight violators, recovering property, and testifying in court	Sheriff	Police	X	X ^a
Responding to emergencies	Sheriff	Police	X	X ^a
Maintenance of law and order at public gatherings	Sheriff	Police	X	X ^a
Arrest or citation of traffic violators observed in in the course of patrol	Sheriff	Police	X	X ^a
Helicopter patrol activities	Sheriff	Police	X	X ^a
Special enforcement details	Sheriff	Police	X	X ^a
3. TRAFFIC CONTROL				
City streets	N/A	Police	X	
County roads	CHP	N/A		
State freeway system	CHP	CHP		
Other state highways	CHP	Police	X	
4. GENERAL INVESTIGATION ACTIVITIES				
Initial investigation of criminal complaints	Sheriff	Police	X	X ^a
Apprehension and interrogation of suspects in criminal cases	Sheriff	Police	X	X ^a
Preparation of cases, assistance in court, and recovery of property	Sheriff	Police	X	X ^a
Investigation and processing of cases involving juveniles and juvenile crime	Sheriff	Police	X	X ^a

NOTE: N/A means Not Applicable, CHP is California Highway Patrol.

Policing Function	Police Agency Required to Perform Function By Law		Functions the Sheriff is Authorized By Law to Perform in Cities	
	Unincorporated Areas	Cities	With Consent	Without Consent
5. SPECIALIZED INVESTIGATION				
Aircraft theft or accidents involving airplanes	Sheriff	Police	X	X ^a
Arson	Sheriff	Police	X	X ^a
Auto theft	Sheriff	Police	X	X ^a
Burglary	Sheriff	Police	X	X ^a
Forgery and checks	Sheriff	Police	X	X ^a
Fugitives	Sheriff	Police	X	X ^a
Homicide	Sheriff	Police	X	X ^a
Intelligence	Sheriff	Police	X	X ^a
Juvenile	Sheriff	Police	X	X ^a
License	Sheriff	Police	X	X ^a
Narcotics	Sheriff	Police	X	X ^a
Robbery	Sheriff	Police	X	X ^a
Vice	Sheriff	Police	X	X ^a
Warrants	Sheriff	Police	X	X ^a
6. JAIL AND CUSTODY				
Booking, custody, and security of presentenced prisoners for violation of:				
State statutes	Sheriff	Police ^b	X	
County ordinances	Sheriff	N/A		
City ordinances	N/A	Police ^b	X	
Booking, custody, and security of sentenced prisoners for violation of:				
State statutes	Sheriff	Sheriff		
County ordinances	Sheriff	N/A		
City ordinances	N/A	Police	X	
7. COURT AND CIVIL				
Provision of bailiffs for:				
Superior Court	Sheriff	Sheriff		
Municipal Court	Marshall ^c	Marshall ^c		
Justice Court	Constable ^d	Constable ^d		
County Agencies	Sheriff	N/A		
City Agencies	N/A	Police	X	
Serving and enforcing criminal process	Any Office	Any Officer		
Serving and enforcing civil process of:				
Superior Court	Sheriff	Sheriff		
Municipal Court	Marshall ^c	Marshall ^c		
Justice Court	Constable ^d	Constable ^d		

	Police Agency Required to Perform Function By Law		Functions the Sheriff is Authorized By Law to Perform in Cities	
	Unincorporated	Cities	With Consent	Without Consent
	Areas			
8. TRANSPORTATION				
Transportation of prisoners:				
To the sheriff's remand	Sheriff	Police	X	
Between stations and jails	Sheriff	Police	X	
To courts	Sheriff	Police ^e	X	X ^f
To state institutions	Sheriff	Sheriff		
From other states	Sheriff	Police	X	
Assignment and maintenance of vehicles and aircraft	Sheriff	Police	X	
9. TECHNICAL SERVICES				
Maintenance of Master Files of Names, Case References, Fingerprint Files, Photographic Files, and Prisoners Booking Records	Sheriff	Police	X	
Criminalistics Laboratory	Sheriff	Police	X	X
Communication services	Sheriff	Police	X	
Research and development	Sheriff	Police	X	
10. BUSINESS MANAGEMENT				
Preparation and maintenance of all accounting and budget records	Sheriff ^g	Police ^h	X	
Preparation and maintenance of all salary and employee benefits budgets, equipment and supplies inventory and all payroll budgets	Sheriff ^g	Police ^h	X	
Processing of all requests for services, supplies and equipment	Sheriff ^g	Police ^h	X	
Coordination of all capital projects and mainte- nance for police facilities	Sheriff ^g	Police ^h	X	
Performance of miscellaneous business manage- ment functions related to proper operation of the department	Sheriff ^g	Police ^h	X	
11. PERSONNEL MANAGEMENT				
Performance of recruiting, hiring and personnel processing duties for all positions	Sheriff	Police	X	
Investigation of complaints against employees and incidents involving employees	Sheriff	Police	X	
Operation of recruit and in-service training programs	Sheriff	Police	X	

	Police Agency Required to Perform Function By Law		Functions the Sheriff is Authorized By Law to Perform in Cities	
	Unincorporated Areas	Cities	With Consent	Without Consent
	12. ADMINISTRATIVE FUNCTIONS			
Policy determination	Sheriff ^g	Police ^h	X	
Liaison	Sheriff	Police	X	
Program direction	Sheriff	Police	X	
Performance evaluation	Sheriff	Police	X	
13. SPECIAL SERVICES				
Collection and evaluation of information concerning labor-management relations and disputes	Sheriff	Police	X	
Maintenance of contacts with community groups and organizations to improve intergroup relations and police-community communication	Sheriff	Police	X	
Dissemination of information to the general public and to the communications media	Sheriff	Police	X	
Maintenance of liaison with foreign consular offices and non-English news media	Sheriff	Police	X	
Search and rescue operations	Sheriff	Police	X	
Back-up capability for disasters and civil disturbances	Sheriff	Sheriff		
Peace officer power to arrest	Any Office ⁱ	Any Office ⁱ	X ⁱ	X ⁱ

^aOnly in limited matters and if city law enforcement breaks down.
^bCity police responsible until prisoner is arraigned or booked into county jail.
^cSheriff's responsibility if no marshall exists.
^dSheriff's responsibility if no constable exists.
^eResponsibility of sheriff after arraignment.
^fOnly after arraignment or booking in the county jail.
^gOr others designated by the county board of supervisors.
^hOr others designated by the city council.
ⁱUnder specific circumstances permitted by law.

Several important summary conclusions may be drawn from the legal research regarding the responsibilities of the Sheriff:

- o Existing legal guidelines do not permit a clear delineation of responsibility for providing police services but rather indicate a great deal of overlapping responsibilities.
- o The Sheriff has few county-wide responsibilities specifically outlined by statute. These include prisoner transportation; booking, custody, and security of pre-sentenced prisoners; provision of bailiffs, serving of civil and criminal processes; law enforcement in cities where the city has failed to enforce the law; and civil defense coordination.
- o While the Sheriff has few county-wide statutory *responsibilities*, the statutes provide him with rather broad *authority*. Thus, the Sheriff has *considerable discretion* in determining those services to be offered by his department on a county-wide basis or limited to a specific set of jurisdictions.
- o The Sheriff is authorized to provide a city with all or any portion of police and law enforcement services without fee on the following basis:
 - The services must be offered and be available to every city in the county even though other cities do not utilize the available services.
 - A city is not required to give up all or any portion of its own independent police services in order to obtain service or services from the Sheriff.
- o Although the opinion has been expressed that the “gift of public funds” clause in the state constitution means that the County cannot charge for service at less than “actual cost,” this clause has little or no applicability to the issue of pricing of law enforcement services provided by the Sheriff to incorporated areas.

When applied to current practice and to policies established by the Sheriff within his department, the legal guidelines presented above may be used to determine a proper allocation of the Sheriff's activities for costing purposes.

**3. BASED ON CURRENT PRACTICE AND LEGAL GUIDELINES,
POLICING FUNCTIONS OF THE SHERIFF'S DEPARTMENT WERE
ALLOCATED FOR COSTING PURPOSES AS (A) COUNTY-WIDE, (B)
UNINCORPORATED AREAS, OR (C) CONTRACT CITY RESPONSIBILITIES**

The above analyses of current practice and legal guidelines were used in the allocation of the Sheriff's policing functions for purposes of determining a proper charging basis to contract cities.

Detailed functional responsibilities for 38 organizational units within the Sheriff's department were documented on the basis of interviews with departmental personnel and a review of both published and internal documents. Each of these activities was then classified on the basis of jurisdictions where currently performed or available, legal basis for the activity, and responsibility for payment.

All activities were classified according to jurisdictions where currently performed or available on the following basis:

- o A *county-wide* service was determined to be provided where the Sheriff either currently performs the service or provides the service upon request to all jurisdictions in the county without fee.

- o An *unincorporated area and contract city* service was determined to be provided where the Sheriff either currently performs or provides the service upon request to unincorporated areas without fee and to incorporated areas on a fee basis only.

- o A *contract city* service was determined to be provided where the Sheriff either currently performs or makes available a service only to incorporated areas on a fee basis.

- o An internal support service was determined to be provided where the service is not performed directly for any end user but rather serves to support the line activities of the Sheriff's department.

After all activities were classified on the basis of jurisdiction, a determination was made of the legal basis of each activity. Policing functions of the Sheriff were classified as either required by law or authorized by law. Those categorized as required by law were further separated into those required county-wide and those required in unincorporated areas only. Those categorized as authorized by law were separated into those authorized in unincorporated areas, those authorized in incorporated areas with consent of the city, and those authorized in incorporated areas without the consent of the city. Statutory authority for the classifications is outlined in Appendix F.

The determination of responsibility for payment is the final product of the legal and actual practice studies and will be used in following sections of this report for calculating proper charges to contract cities. Responsibility for payment has been classified as general county, unincorporated area, or contract city. Both general county and unincorporated area activities are financed from general county funds, while contract city activities must be financed from contract payments.

The allocation of the Sheriff's policing activities is outlined in Exhibit 9 following this page, and summarized below.

- o County-wide activities of the Sheriff which should be financed by general county funds include specialized investigative services, jail and custody services, civil functions, back-up manpower, and some sustaining services including training and criminology laboratory.

LAW ENFORCEMENT CONTRACTUAL COST STUDY
 RESPONSIBILITY FOR PAYMENT OF THE COSTS OF POLICE SERVICES
 PROVIDED BY THE SHERIFF OF LOS ANGELES COUNTY TO INCORPORATED AREAS

Organization and Functions	Area Where Provided or Available	Reasons for Classification	Legal Basis for Providing the Function in: (1)		Responsibility for Funding Within Cities
			Unincorporated Areas	Cities	
DETECTIVE DIVISION Headquarters Bureau Watch commanders detail Identi-kit detail Gun registration Jail crimes, gang lists, stolen property	County-Wide	Acts as operations center; directs units at request of independent cities, services requests, etc. Supplied as county-wide service to all jurisdictions.	Authorized	Authorized with consent	General county
Homicide Bureau Investigation of homicides Investigation of kidnappings	County-Wide	Supplied as a county-wide service to all areas without charge. Supports both unincorporated and incorporated areas of the county.	Required	Authorized with consent	General county
Metropolitan Bureau Stakeouts, surveillance, patrols	Unincorporated areas and contract cities	Most support services made available to contract cities and unincorporated areas through station activities but are not available county-wide.	Authorized	Authorized with consent	Contract payments
Special investigations Special security activities	County-Wide	Special investigation and security services are generally made available on a county-wide basis.	Authorized	Authorized with consent	General county
Special Units Bureau Arson detail Fugitive/warrant detail	County-Wide	Arson, fugitive, and warrant details provide specialized services on a county-wide basis.	Required	Authorized with consent	General county
Auto theft detail Burglary detail Forgery/fraud detail Robbery detail	Unincorporated areas and contract cities; some county-wide	Auto theft, burglary, forgery/fraud, and robbery details normally support station activities and provide services normally supplied to independent cities on a less frequent basis.	Required	Authorized with consent	Contract payments & general county
Narcotics Bureau Investigation of narcotics cases Investigation of narcotics sources and dealers	County-Wide	Services provided extensively throughout the county area to all jurisdictions. Service not restricted to contract cities and unincorporated areas.	Required	Authorized with consent	General county
Vice Bureau Investigation of gambling, pornography, prostitution and other vice problems	County-Wide	Vice activities normally provided on the basis of a general county service to all jurisdictions.	Required	Authorized with consent	General county

LAW ENFORCEMENT CONTRACTUAL COST STUDY
(Continued)

Organization and Functions	Area Where Provided or Available	Reasons for Classification	Legal Basis for Providing the Function in: ⁽¹⁾		Responsibility for Funding Within Cities
			Unincorporated Areas	Cities	
Vice Bureau (Cont'd) Enforce county business license ordinances and those of contract cities	Unincorporated areas and contract cities	License detail provides investigations and enforcement of ordinances for contract cities and the unincorporated areas.	Required	Authorized with consent	Contract payments
Detective Division Administration Provides overall direction and coordination for detective division activities	Internal	Supports activities of all units of the Detective Division on a continuing basis.	Authorized	Authorized	Contract payments & general county
PATROL DIVISION					
Sheriff Station/Consolidated Custody and care of prisoners Bailiff responsibilities	County-Wide	Jail and civil activities at station level provided on county-wide basis to all jurisdictions.	Required	Required	General county
General law patrol Station detective operations Special officer programs School crossing guard program	Unincorporated areas and contract cities	Primary activities of the sheriff's station are concerned with law enforcement in unincorporated areas and contract cities. These services are not normally provided to independent cities.	Authorized	Authorized with consent	Contract payments
Traffic patrol	Contract cities	Traffic patrol and law enforcement activities are limited to contract cities areas and are not provided to independent cities.	None	Authorized with consent	Contract pay-
Aero Bureau Investigation of aircraft accidents Search/rescue/transportation	County-Wide	Air search and rescue, organ transplant, and special transportation provided as county-wide service as well as county-wide investigation of aircraft accidents.	Required	Required	General county
General law patrol	Unincorporated Areas and Contract cities	Helicopter general law patrols provided under Argus and Sky Knight contract programs and some patrol of unincorporated areas.	Authorized	Authorized	Contract pay-
Special Enforcement Bureau Emergency services (scuba, rescue) Disaster and civil disturbance ops Security operations	County-Wide	The SEB emergency services unit provides services on a county-wide basis to all jurisdictions. It includes a mountain rescue and scuba rescue unit. Patrol services and extra manpower for disasters and civil disturbances are provided as a county-wide service to all areas.	Required	Required	General county

LAW ENFORCEMENT CONTRACTUAL COST STUDY
(Continued)

Organization and Functions	Area Where Provided or Available	Reasons for Classification	Legal Basis for Providing the Function in: (1)		Responsibility for Funding Within Cities
			Unincorporated Areas	Cities	
Special Enforcement Bureau (Cont'd) Saturation patrols	Unincorporated	Primary SEB activities of supplemental saturation patrols are not normally provided to independent cities.	Authorized	Authorized with consent	Contract payments
Civil Defense Bureau Coordinates civil defense readiness	County-Wide	The bureau provides for civil defense readiness on a county-wide basis and is not limited to specific jurisdictions.	Required	Required	General county
Traffic Law Enforcement Detail Advice and assistance on traffic problems for contract cities Evaluating current traffic programs and recommending improvements	Contract cities	Provides staff assistance to traffic units in the station areas. Traffic units are supplied only in contract cities areas.	None	Authorized with consent	Contract payments
Patrol Division and Area Administration Provides overall direction and coordination of patrol division activities	Internal	Supports all units of the patrol division on a continuing basis.	Authorized	Authorized	Contract payments & general county
JAIL DIVISION Custody, security, and care of all sentenced and pre-sentenced prisoners held in facilities	County-Wide	Services provided on a county-wide basis to all jurisdictions.	Required	Required	General(2) county
CORRECTIONS DIVISION Custody, security and care of the sentenced inmates Provision of programs designed to rehabilitate inmates	County-Wide	Services provided on a county-wide basis to all jurisdictions.	Required	Required	General county
CIVIL DIVISION Serving and enforcing civil and criminal process Provision of bailiffs to police the courts	County-Wide*	Services provided on a county-wide basis to all jurisdictions.	Required	Required	General county
TECHNICAL SERVICES DIVISION Records Bureau Maintenance of juvenile index file, fingerprint identification files and central warrant file	County-Wide	Central warrant file, sex and narcotics file, and juvenile list searches, provided on a county-wide basis.	Authorized	Authorized	General county

LAW ENFORCEMENT CONTRACTUAL COST STUDY
(Continued)

Organization and Functions	Area Where Provided or Available	Reasons for Classification	Legal Basis for Providing the Function in: (1)		Responsibility for Funding Within Cities
			Unincorporated Areas	Cities	
Transportation Bureau Transportation of prisoners to courts, stations, jails, and state institutions Transportation of juries and mentally ill persons Emergency transportation services	County-Wide	Transportation services provided on a county-wide basis for prisoners and mentally ill persons. Miscellaneous transportation services provided to all jurisdictions. Transportation to state institutions provided on contract with state.	Required	Required	General ⁽³⁾
Management Staff Services Design and implementation of computer applications Forms design Report and statistics production Systems analysis studies	Internal	Services provided for support of sheriff's operations. Not offered to outside agencies. However, support is provided to general county services such as jail, corrections, and civil.	Authorized	Authorized	Contract payments & general county
Technical Services Division Administration Provides overall direction and coordination of all technical services division activities	Internal	Supports all units of the technical services division on a continuing basis.	Authorized	Authorized	Contract payments & general county
ADMINISTRATIVE DIVISION					
Administrative Services Bureau Investigates complaints against employees of the department Pre-employment investigations Reviews performance of former employees	Internal	Services provided for support of sheriff's operations and not generally offered to outside agencies. However, support is provided to general county services of the department.	Authorized	Authorized	Contract payments & general county
Personnel Bureau Hires and processes applicants for positions Maintains personnel records Controls identification items	Internal	Services provided for support of sheriff's operations and not generally available to outside agencies. However, support is provided to general county services.	Authorized	Authorized	Contract payments & general county
Career Development Bureau Develops grant programs and secures funds Provides assistance to organizations for developing criminal justice-oriented grants Long-range planning assistance	Internal	Direct services provided for county areas and contract cities. Indirect assistance provided to independent cities for developing grants.	Authorized	Authorized	Contract payments & general county

LAW ENFORCEMENT CONTRACTUAL COST STUDY
(Continued)

Organization and Functions	Area Where Provided or Available	Reasons for Classification	Legal Basis for Providing the Function in: ⁽¹⁾		Responsibility for Funding Within Cities
			Unincorporated Areas	Cities	
Research and Development Bureau Evaluation of operations and updating of procedures Analysis of statistical reports and studies Conduct of surveys and workload studies	Internal	Direct services provided for county areas and contract cities. Services provided to general county through services such as jail, corrections, civil and training.	Authorized	Authorized	Contract payments & general county
Reserve Forces Bureau Reserve support of regular station patrol activities	Unincorporated areas and contract cities	Most reserve activities are directed to support of regular general law patrols. Mobilization of manpower for civil, emergency, and disaster law enforcement is provided on a county-wide basis and not limited to specific jurisdictions.	Authorized	Authorized	Contract payments
Reserve support for back-up manpower in disasters and civil disturbances Search and rescue operations	County-Wide		Required	Required	General county
Training Bureau Schedules, staffs, and conducts recruit and in-service training classes Sheriff's range operation Program development	County-Wide	Training provided free to all agencies county-wide by the sheriff's training bureau. All areas of the county may use the service on the same basis.	Authorized	Authorized	General county
Training positions	Internal	The unreimbursed salary cost of personnel undergoing training for the sheriff's department is a direct cost of providing trained personnel and should be a chargeable item.	Authorized	Authorized	Contract payments & general county
Administrative Division Administration Provides overall direction and coordination of all administrative division activities	Internal	Services provided for all units of the administrative division on a continuing basis.	Authorized	Authorized	Contract payments & general county
Office of Business Management Jail stores and personal property Commissary	County-Wide	Jail stores, personal property and commissary functions are provided on a county-wide basis to all jurisdictions.	Required	Required	General county
Accounting, budget reports, procurement, payroll and audit	Internal	Business management functions of the office are provided for support of the sheriff's internal operations and are not generally available.	Required	Authorized	Contract payments & general county

LAW ENFORCEMENT CONTRACTUAL COST STUDY
(Continued)

Organization and Functions	Area Where Provided or Available	Reasons for Classification	Legal Basis for Providing the Function in: (1)		Responsibility for Funding Within Cities
			Unincorporated Areas	Cities	
<p>Records Bureau (Cont'd)</p> <p>Maintenance of master index file of names and cases, booking records, report files, and other internal files</p>	Internal	Remainder of bureau services provided for internal sheriff's department use and not normally provided to independent cities. However, some support is provided to jail division which is a general county responsibility.	Required	Authorized	Contract payments & general county
<p>Scientific Services Bureau</p> <p>Operation of the photographic laboratory and the crime laboratory</p> <p>Investigation and analysis of evidence</p>	County-Wide	Services provided on a county-wide basis to all jurisdictions. Any city in the county may utilize these services without charge.	Authorized	Authorized	General county
<p>Automotive Section</p> <p>Supervises the assignment and maintenance of the fleet of county-owned vehicles assigned to the Sheriff</p>	Internal	Provides direct support services to the sheriff's operations. These services are not offered to outside agencies. However, support is provided to jail, corrections, and civil services which are general county responsibilities.	Authorized	Authorized	Contract payments & general
<p>Radio Unit</p> <p>Operation of the radio network linking station and field units</p> <p>Operation of intercity radio link to other sheriff departments and agencies</p>	Internal	Provides direct support services to the Sheriff's operations. Radio links with other county agencies and independent cities as required but are insignificant to overall operation.	Authorized	Authorized	Contract payments & general county
<p>Teletype Switching Unit</p> <p>Transmission of crime broadcasts from law enforcement agencies in the county</p> <p>Computer access and switching</p> <p>Relay of teletype communications locally, state-wide and nationwide</p>	County-Wide	Services provided on a county-wide basis to all jurisdictions.	Authorized	Authorized	General county
<p>Disaster Communications Unit</p> <p>Provision of communication systems and links for use in disaster and emergency situations</p>	Unincorporated	Provided for unincorporated areas and contract cities as support service for general law patrol. Not normally provided for independent cities.	Authorized	Authorized	Contract payments

LAW ENFORCEMENT CONTRACTUAL COST STUDY
(Continued)

Organization and Functions	Area Where Provided or Available	Reasons for Classification	Legal Basis for Providing the Function in:(1)		Responsibility for Funding Within Cities
			Unincorporated Areas	Cities	
EXECUTIVE DIVISION					
Sheriff's Office					
Offices of Sheriff, Assistant Sheriff, and Undersheriff Overall policy determination and coordination	Internal	Should be a charged for item since an administrative unit would be required for any independent force. Total size of the administrative unit is larger due to contract cities involvement.	Required(4)	Authorized	Contract payments & general county
Community Services Administration					
Overall supervision of community services bureaus	Internal	Performs administrative functions for the community services bureaus.	Authorized	Authorized	Contract payments & general county
Coordination of the contract cities program	Contract cities	Contract cities activities relate directly to services for contract and should be a chargeable item.	Authorized	Authorized	Contract payments
Community Relations Bureau					
Communication and contacts with community groups to improve relations with police Education of general public to reduce intergroup tensions and improve police/minority relations	Internal	Generally serves areas policed by the sheriff. The services are not normally available county-wide. Some support is directed to general county through services.	Authorized	Authorized	Contract payments & general county
Information Bureau					
Dissemination of information and news to the general public and media Press credentials and liaison	Internal	Generally serves areas policed by the sheriff. These services are normally not available county-wide. Some support is directed to general county through services.	Authorized	Authorized	Contract payments & general county
Industrial Relations Bureau					
Gathers and evaluates information concerning labor-management relations and disputes Maintains liaison with union officials, management personnel and government labor relations units	County-Wide	Serves county-wide area and all jurisdictions.	Authorized	Authorized	General county

LAW ENFORCEMENT CONTRACTUAL COST STUDY
(Continued)

Organization and Functions	Area Where Provided or Available	Reasons for Classification	Legal Basis for Providing the Function in: ⁽¹⁾		Responsibility for Funding Within Cities
			Unincorporated Areas	Cities	
Intelligence Bureau Undercover surveillance and intelligence gathering	County-Wide	Serves county-wide area and all jurisdictions. Information generally available to all areas of the county.	Authorized	Authorized	General county

(1) Statutory basis for these determinations are documented in Appendix C-2.

(2) Custody of prisoners arrested on city ordinances is a city responsibility and thus must be funded by contract if the sheriff performs this function for them.

(3) Transportation of prisoners to the sheriff's remand is a city responsibility and thus must be funded by contract if the sheriff performs this function. The sheriff also contracts with the City of Los Angeles for provision of prisoner transportation from city police substations.

(4) Only the provision of a sheriff is required by statute. No statutory requirements exist for the administrative function within the department.

- o Services which are provided only to the unincorporated areas and contract cities are financed by general county funds in the unincorporated areas and contract payments in the cities. These services include general law patrol, station detective services, special officer programs, helicopter patrol, and business license services.

- o Activities supplied exclusively to contract cities and financed by contract payments include traffic patrol, traffic program evaluation, and coordination of the contract cities programs.

- o Internal support activities of the Sheriff's department are financed through both general county funds and contract payments in proportion to the direct or line activities supported. These support activities include administration; most records, communications, and automotive services, personnel management activities; business management activities; and some community services.

The analysis outlined above has resulted in a delineation of those services which the Sheriff may provide to an incorporated area on a fee basis only. The analysis incorporates results of both legal research and study of current practice regarding provision of policing services in Los Angeles County as well as documented policies and practices of the Los Angeles County Sheriff's Department.

* * * * *

The above analysis has concerned itself with the proper allocation of the Sheriff's activities for determining responsibility of payment. Following chapters will focus on a methodology for determining the appropriate pricing structure.

**IV. SELECTION OF AN EQUITABLE BASIS FOR
PRICING LAW ENFORCEMENT SERVICES
PROVIDED BY CONTRACT**

**IV. SELECTION OF AN EQUITABLE BASIS FOR
PRICING LAW ENFORCEMENT SERVICES
PROVIDED BY CONTRACT**

Legal research described in Chapter III indicates the Sheriff has considerable discretion in setting the price he charges for services. Several alternative pricing models must therefore be considered. The following sections of this chapter set forth:

- o Criteria which express desired objectives of the system.
- o Alternative methods for charging for law enforcement services.
- o An evaluation of each pricing alternative.
- o Rank the alternative pricing models.
- o The selection of the most equitable basis for charging.

**1. EVALUATION OF ALTERNATIVE PRICING MODELS MUST BE
BASED ON QUALITATIVE CRITERIA WHICH EXPRESS DESIRED
OBJECTIVES OF THE SYSTEM**

The selection of an equitable pricing model can only be made on qualitative terms. In order to be objective, reasonable and fair to all parties the pricing model must be chosen before the financial impacts of this choice are determined. To do this we established nine criteria with which to evaluate each of the five alternative pricing models.

The qualitative criteria were developed to reflect the desired aspects of a pricing system. The pricing system selected should:

(1) Assume Contract System will be Maintained

The contract system of law enforcement has established itself as an important element in the improvement of law enforcement in a metropolitan area. Among the benefits of the contract system are:

- o Assurance of minimum level of services
- o Economies of scale
- o Effectiveness of coordinated effort
- o Sufficient qualified support forces
- o Freedom of choice of system for cities

(2) Conform to Legal Requirements

Each pricing model must conform to legal requirements of the state constitution and legislation, of the county charter and of existing or potential contracts between the county and cities. The concern here is with any changes which might be required in order to implement a pricing model.

(3) Require Few Changes to County Budgeting and Accounting System

A major concern here was that the Sheriff have freedom to operate as a professional law enforcement agency. The carrying out of his duties should not be impaired by any contractual limitations would require major changes in:

- o Policies of the Sheriff
- o Organization of the department
- o Operation of personnel

(4) Require Minimal Changes to the Sheriff's Operation

The pricing models selected should be able to operate within the budgeting and accounting systems of the county. The information necessary to operate the cost model and pricing model should be available without requirement of major modifications of the existing system.

(5) Be Responsive to Change in Level of Service

The pricing models selected should, to the extent possible, reflect changes in the behavior of costs as service units are added or removed from the system.

(6) Allow Control by the Contract City over Level of Service

The essence of home rule is that the city does have control over the services it provides. A major benefit of the contract system has been that the city has had the ability to determine the level of service it desires. This criterion measures the ability

to maintain that control, but also considers that the Sheriff must establish minimum requirements of service to be provided if he is to be held responsible for effectiveness of the program.

(7) Allow Control by the Contract City over Price

This criterion is to determine the extent to which, under any of the pricing models, the city has discretion or control over the establishment of the price to be paid for individual service units or over the total price to be paid to the county for law enforcement services.

(8) Provide for the Ability to Relate Level of Service to Price

In order for the city to measure the worth of the contract system, it must have the ability to relate the service it is contracting for to the price it is paying. It must therefore be informed of the level of service it is contracting for, the work load imposed upon these units and the services it is receiving.

(9) Provide for Ease of Implementation

The Sheriff and the contract cities must be able to implement the pricing model chosen. The efforts required to implement the pricing alternative include those required to:

- o Obtain agreement among parties
- o Make necessary legal changes

2. **FIVE ALTERNATIVE PRICING MODELS WERE IDENTIFIED FOR DETAILED CONSIDERATION**

The most important single task of our assignment is to determine the fair and equitable model for charging contract cities for purchased police services. A significant aspect of our study is the determination that while costs have been collected on the basis of one cost generation model, there are several alternative pricing models which are available for consideration. The model to be used would be that which most nearly meets the objectives of the contract system and measures up to the criteria developed for ascertaining fairness and equality.

Five alternative pricing models have been identified for detailed consideration. These are:

- (1) "Patrol Car Plus Selected Services" – essentially the present system based on a patrol unit which combines field cars and station detectives.
- (2) "Individual Service Units" – separates station detectives from general law patrol and traffic units for individual purchase and pricing.
- (3) "Basic service plus add-ons" – full allocation costing for basic level of police service and marginal for additional units.
- (4) "Contractual cities allocation" – total cost for contractual system allocated among cities on formula of city characteristics.
- (5) "Competitive pricing" – price based on actual cost or less of Sheriff's service but in any case at a rate less than independent department.

These alternative pricing models were built around specific service units which the Sheriff provides, including general law patrol, traffic patrol, detective (station, headquarters and license), motorcycle, helicopter, community relations officer, school safety officer, education officer, resident officer, crossing guard, and other services.

Alternative No. 1 "Patrol car plus selected services" is essentially the present system of pricing utilized by Los Angeles County. Other alternatives may be considered as refinements, variations, or completely different models. These have been developed in the same format as the present system of pricing to allow comparison in service units, level of service, changes required, advantages, disadvantages and ease of implementation. Other counties using the model or variations thereof are listed, but valid comparison among counties is not possible because of different sizes and experience in the contract program.

Detailed descriptions of each of these alternative pricing models are contained in Appendix D-1.

4. ALTERNATIVE PRICING MODELS WERE EVALUATED BASED ON ESTABLISHED CRITERIA

Evaluation of the alternative pricing models measures each of these against the nine criteria described in Section I. The results of this qualitative measurement are shown in Exhibit 10 following this page. While the criteria were not weighted to give a score of each pricing model, this type of measurement did point up a number of benefits and problems which influence the ranking of the five alternative pricing models.

Rather than giving a weight to each criterion for each of the alternative pricing models, and then adding up a score to determine which model might be best, our ranking system is based on identification of those specific areas in which there is either a major negative or positive factor involved. By looking first at negative factors, three of the pricing models were eliminated from consideration.

EVALUATION OF ALTERNATIVE PRICING MODELS

Criteria	Number 1 Patrol Car Plus Selected Services	Number 2 Individual Service Units	Number 3 Basic Service Plus Add-Ons	Number 4 Contractual Cities Allocation	Number 5 Competitive Pricing
<p>ALL PRICING MODELS ASSUME CONTRACT SYSTEM WILL BE MAINTAINED</p> <ul style="list-style-type: none"> o Provide minimum level of service o Provide economies of scale o Effectiveness of coordinated effort o Sufficient qualified support forces o Allow choice of system to cities 	<p>This is current pricing method which has operated for 17 years.</p> <p>Recent cost controversies have raised doubts about continuation in present form.</p>	<p>Maintains all present advantages of method.</p> <p>Provides improvement in choice available to cities.</p>	<p>Maintains all present advantages of method.</p> <p>Provides more advantage to cities from economies of scale.</p>	<p>Contract system continues as more clearly defined element of Sheriff's Department.</p>	<p>Assures that contract system will always cost less than independent department. May even encourage expansion of program.</p>
<p>CONFORMITY TO LEGAL REQUIREMENTS</p> <ul style="list-style-type: none"> o State law o County charter o City-County contracts 	<p>Conforms to legal requirements.</p>	<p>Conforms to legal requirements.</p>	<p>Conforms to legal requirements.</p>	<p>Conforms to legal requirements of state and county. New contracts may be needed.</p>	<p>Concerns over conformity to legal requirements.</p>
<p>EFFECT ON SHERIFF</p> <ul style="list-style-type: none"> o Policies o Organization o Operations 	<p>No change required in Sheriff's Department. Does not account for actual assignment of station detectives.</p>	<p>May require changes in detective staffing based on actual contracts. Traffic will concentrate on that function.</p>	<p>Reflects desired practice of the Sheriff. Better definition of minimum. Requires better workload records.</p>	<p>Reflects actual practice of Sheriff. Allows full freedom of policy, organization and operation.</p>	<p>Requires no change in Sheriff's practice. More detailed records to allow comparison of costs.</p>
<p>EFFECT ON COUNTY BUDGETING AND ACCOUNTING SYSTEM</p> <ul style="list-style-type: none"> o Data availability o Visibility of activities and cost 	<p>Conforms generally to present accounting system. New cost model requires more details of actual costs.</p>	<p>Conforms to present system. Develops further breakout of station detective cost.</p>	<p>Requires breakout of basic service and Add-On units. City purchases must be determined at budget preparation time.</p>	<p>Total contractual costs easily ascertainable under new cost model. Allocation to cities done outside county system.</p>	<p>No need for accounting system to determine price. Cost model might be used to determine competitive costs, but can't compare quality.</p>
<p>RESPONSIVE TO CHANGES IN LEVEL OF SERVICE</p> <ul style="list-style-type: none"> o Allocation of fixed overhead o Provision for incremental costs 	<p>Change in general law and traffic raises "price" for detectives even if need remains constant.</p>	<p>General law, traffic and station detective units unbundled so each price changes separately.</p>	<p>Only model responsive to change in number of units. All fixed overhead recovered in Basic Added units at incremental costs.</p>	<p>All overhead easily assigned to contract city responsibility. Cities receive no benefit from incremental costs.</p>	<p>Model related to costs of independent department rather than Sheriff's cost.</p>
<p>CONTROL BY CONTRACT CITY OVER LEVEL OF SERVICE</p> <ul style="list-style-type: none"> o Discretion of city o Requirements of Sheriff 	<p>City has major control over level after meeting minimum requirements of Sheriff.</p>	<p>City would have more control by using workload formula to set desired level. City has control over number of detectives.</p>	<p>City has no control over setting of Basic Service, but complete discretion for additional and extra units.</p>	<p>Cities have no individual control over level of service, but jointly the contract cities establish the general level.</p>	<p>City has complete control over level of service, after meeting minimum of Sheriff.</p>
<p>CONTROL BY CONTRACT CITY OVER PRICE</p> <ul style="list-style-type: none"> o Discretion of city 	<p>City must accept price as set by county. Can affect total by setting level of service.</p>	<p>Separation of station detectives should improve visibility of price of units. City still accepts price set by county.</p>	<p>Pricing still set by county for all units. Minimum charge established for Basic Service.</p>	<p>Total price for contract cities service set by county. Individual cities could affect price by change in allocation.</p>	<p>City always assured that price less than independent department. May affect price by comparison method.</p>
<p>ABILITY TO RELATE LEVEL OF SERVICE TO PRICE</p> <ul style="list-style-type: none"> o Data availability on workload o Measurement of service units 	<p>City informed of service level. Unable to relate to detective units assigned.</p>	<p>Better able to relate individual units to their specific workload.</p>	<p>Better able to relate individual units to their specific workload.</p>	<p>City informed of service level. Unable to relate this level or number of service units to price.</p>	<p>City able to monitor service and price, but difficult to relate to each other.</p>
<p>EASE OF IMPLEMENTATION</p> <ul style="list-style-type: none"> o Agreement among parties o Legal changes o Time required 	<p>Easiest method to implement as it requires no significant changes.</p>	<p>Relatively easy to implement.</p>	<p>Time involved to reach agreement on Basic Service formula may delay implementation.</p>	<p>May require extensive time to implement joint powers agency. Allocation formula not too difficult.</p>	<p>Extremely difficult to calculate independent costs and compare quality. Major legal changes required.</p>
<p>SUMMARY AND CONCLUSIONS</p>	<p>Present method can be easily maintained, but contract cities desire improvements.</p>	<p>Provides improvements by separating all unit prices. Sets known date for planning.</p>	<p>Best meets criteria, but requires some improvements.</p>	<p>Easiest method to understand, but gives little control to city over level of service.</p>	<p>May assure continuation of system, but almost impossible to define, get agreement or implement.</p>

First, Alternative Number 5 – “Competitive Pricing” – was eliminated for the following three reasons:

- Concern over conformity to legal requirements
- Inability to relate level of service to price
- Extreme difficulty of implementation

Alternative Number 1 – “Patrol Car Plus Selected Services” – was eliminated for the following reasons:

- Lack of control by the contract city over level of service in the number of station detectives assigned
- Inability to relate the level of detective service to the price paid. A major problem of the present system is the bundling of the price of station detectives into the price of general law and traffic control cars, when there is no necessary correlation between the numbers required of each of these service units.

Alternative Pricing Model Number 4 – “Contractual Cities Allocation,” – was eliminated. Though better than other models in its simplicity of pricing, it has the following disadvantages:

- Impossible to relate level of service to price
- Allocation formula assumes an equal level of service for all contracting cities, making it difficult for city to establish its own desired level
- Time required to implement this model may make it infeasible for any immediate use

4. **PRICING MODEL TWO -- INDIVIDUAL SERVICE UNITS -- WAS
SELECTED AS THE MOST EQUITABLE BASIS FOR CHANGING**

The final selection process was designed to make a choice between Alternative 2, "Individual Service Units" and Alternative 3, "Basic Service Plus Add-Ons." While both are improvements over the present system in separating service units, Number 3 is more responsive to a change in level of service requested by the contract city. The city does, however, have to accept a basic service as defined by the Sheriff and does not have the ability to set its own minimum level of service which might be below that of the basic service formula.

Establishment of a "Basic Service Plus Add-On" concept requires a careful definition of basic service. Agreement must be reached between the Sheriff and all the contracting cities on definition of "basic unit" and "additional unit." Such a formula must be deterministic in that it is not subject to individual negotiation between the Sheriff and any of the contract cities. In addition, while it may be possible to establish a basic level of service for general law patrol, station detective and traffic patrol units, it becomes extremely difficult to define this basic level of service for discretionary service units. Some guidelines to the determination of "basic service" are developed in Appendix E.

Finally, under the "Basic Service Plus Add-On" alternative, in order to have lower costs on the marginal units, all of the fixed overhead assigned to the contract cities program must be assigned to the basic service units. The fewer units determined to be basic service, the higher per unit cost of each of these. It is our conclusion that the lower prices on add-on units would be offset by higher prices on the basic service units, resulting in approximately the same cost for most contract cities. Establishment of the level of service based on need rather than price also indicates that even a lower marginal price for units will have little impact upon the number of units purchased. Finally, the benefits of spreading fixed overhead over a larger number of units can be attained under Alternative Number 2 through re-running the cost model each year and accounting for new economies and efficiencies.

A major requirement to implement the individual Service Unit Concept is the ability of both contract city and the Sheriff to determine a sound definition of appropriate level of service. Some guidelines to this determination are developed in Appendix E.

* * * *

Alternative Number 2 – “Individual Service Units” – was thus selected as the most equitable pricing system for police services provided by the Sheriff.

This chapter has outlined the selection of an equitable method of pricing police services. Chapter V will discuss the development of methodology used to determine costs of providing service.

**V. METHODOLOGY USED IN THE DETERMINATION OF
THE COST OF POLICE SERVICES PROVIDED UNDER CONTRACT
BY THE SHERIFF OF LOS ANGELES COUNTY**

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The purpose of the cost methodology is to provide a means by which to measure the value of the resources required by the Los Angeles County Sheriff's Department to provide law enforcement services for one year. The approach used in this study has been to consider the entire Sheriff's operation and allocate all costs to specific field and line service units. The procedure used to distribute these costs is outlined in detail for visibility.

The principle involved in the cost estimation model is the correct identification of the resources required to provide each law enforcement service. Included in these resources are:

- o Direct costs of operation.
- o Direct overhead which is specifically related to line service units.
- o General overhead which is necessary for the operation of the system.

**1. THE CONCEPT OF MARGINAL COSTING WAS FOUND TO BE
INAPPROPRIATE FOR DETERMINING COSTS OF CONTRACT
POLICE SERVICES**

A major question in the cost methodology utilized was the relevance of marginal costing techniques for costing services provided by the Sheriff to contract cities. It was not determined that the marginal costing approach was not appropriate. The significant decision affecting costs within services provided to the unincorporated areas and the contract cities is the decision regarding the

status of the contract program within the overall operation of the Sheriff's department. In other words:

- o Is the contract program to be considered a marginal operation added to a relatively fixed level of service to unincorporated areas? or
- o Is the contract program to be considered an integral part of the Sheriff's operation to the unincorporated area and contract cities which requires and should pay for its equal share of overhead?

We conclude that the contract city services are an integral part of this program, and therefore we further conclude that the marginal approach used in the past is not sound, for the following reasons:

1. The contract program is not really a marginal portion of this field program. It comprises 48 percent of caseload, 41 percent of population and utilizes 36 percent of general law patrol and traffic cars of the Sheriff's department.
2. The contract system has been established as a permanent method of municipal operation and has operated as such for 17 years.
3. Cost of supplying a general law patrol service unit in an unincorporated area should not be different from cost of supplying a service unit to a contract city, as these are identical in number of personnel and supervision and support required.
4. Contract city units could not continue to operate without using Sheriff's Department supervision, support and facilities.

5. All services of the Sheriff's department must be planned and included in the department budget.
6. While certain costs, such as the salary of the Sheriff, may remain constant regardless of the number of service units provided to a particular user, no service can be operated without the Sheriff for overall command supervision. Hence, the cost of the Sheriff is a necessary cost component of all services and indirect resources.
7. Attempts to price marginally merely shift the overhead costs to the unincorporated area service units.

In conclusion, we find that the contract program should be costed on an *equal allocation* basis for those services provided by the Sheriff to unincorporated and contract city areas alone. *Equal allocation* of overhead and inclusion in price will act as an incentive to the Sheriff to carefully analyze and control these costs, as efficiencies will be reflected in a reduced cost and price for all service units.

2. A CONCEPTUAL MODEL FOR THE CALCULATION OF POLICE SERVICE COST WAS DEVELOPED.

The cost estimation methodology includes five steps, beginning with estimation of costs of each organization in the Sheriff's Department and concluding with the estimation of costs to each ultimate user, namely: contract cities, unincorporated areas, and general county. The five steps are:

1. Estimate costs by line item, or account, for every organization in the Sheriff's operation and add general county overhead. This is accomplished with the cost generation model developed specifically for this study.

2. Allocate the estimated line item costs to applicable service units according to established criteria. Develop the incremental cost to each service contributed by each organization.
3. Add up the cost increments of each organization for a service to determine total cost across all organizations of providing that service, and divide this sum by the total units available of that service to obtain per unit costs.
4. Estimate the cost of each service applicable to each user by multiplying the numbers of units by the unit costs.
5. Add the costs of all services required for a user to determine total costs of law enforcement by user.

The Technical Appendix discusses the mechanics of these five steps and documents the computer programs utilized to perform the calculations.

3. ORGANIZATIONS AND SERVICES OF THE SHERIFF'S DEPARTMENT WERE DEFINED FOR COSTING PURPOSES

Discrete organizations are costed at the level required to identify the specific services being supported. Exhibit 11 lists these organizations as they exist for fiscal year 1970-1971.

Services (as used in this study) are identifiable actions of the Sheriff's Department that directly relate to law enforcement benefits. A general law enforcement patrol post is the primary example of a service unit since it consists of a manned police vehicle available to enforce the law in a designated area during prescribed hours. Clerical or administrative actions are not examples of services since they indirectly relate to several law enforcement benefits. The service units defined in this study are listed in Exhibit 12 following Exhibit 11. All the estimated costs of every organization in the Sheriff's operation are allocated to these service units.

SHERIFF'S ORGANIZATIONAL UNITS

Organization

PATROL DIVISION

Sheriff's Stations (consolidated)
Aero Bureau
Special Enforcement Bureau
Traffic Law Enforcement Detail
Patrol Division Administration

DETECTIVE DIVISION

Headquarters Bureau
Homicide Bureau
Metropolitan Bureau
Special Units Bureau
Narcotics Bureau
Vice Bureau
Detective Division Administration

TECHNICAL SERVICES DIVISION

Scientific Services Bureau
Transportation Bureau
Training Bureau
Records Bureau
Automotive Section
Radio Unit
Teletype Switching Unit
Disaster Communications Unit
Management Staff Services
Technical Services Division Administration

Organization

ADMINISTRATIVE SERVICES DIVISION

Administrative Services Bureau
Personnel Bureau
Career Development Bureau
Research and Development Bureau
Reserve Forces Bureau
Administrative Division Administration

EXECUTIVE OFFICES

Sheriff's Office
Department Administration
Community Relations Bureau
Industrial Relations Bureau
Community Services Information Bureau
Intelligence Bureau

OTHER ORGANIZATIONS

Office of Business Management
Jail Division
Corrections Division
Civil Division

SERVICE UNITS TO BE COSTED

. General Law Patrol	One 24-hour post, seven days per week (One 1-man, two 2-man shifts)
. Traffic Patrol	One 24-hour post, seven days per week (three 1-man shifts)
. Motorcycle	One unit, five days per week (40 hours)
. Helicopter	
- Argus	
- Sky Knight	One flying hour
- General	
. Detective	
- Station	One position seven days per week
- Headquarters	One position seven days per week
- License	One man-hour
. Officer	
- Community Relations	
- Safety	One position five days per week (40 hours)
- Education	
- Resident	
. Crossing Guard	One man-hour
. Services	
- Jail	
- Corrections	
- Civil	
- Training	Not applicable
- Criminalistics	
- Records	
- Prisoner Transportation	
- Miscellaneous Law Enforcement	

CHART OF ACCOUNTS FOR ESTIMATING ORGANIZATIONAL COSTS

<u>Account</u>	<u>Estimating Basis</u>	<u>Treatment in Los Angeles County Accounting System</u>
1. EMPLOYEE COSTS	Sum of 1. accounts	Accounts 1.1 and 1.2 are reported on a combined basis as "Total Salaries and Employee Benefits" in the Sheriff's part of the General Fund (page 306 of 1970-71 Budget of Los Angeles County). Account 1.3 includes costs reported as: "Workman's Compensation" (page 271 of 70-71 budget) "County Employee's Retirement" (page 261 of 70-71 budget) "Total Salaries and Employee Benefits" (Insurance, page 266 of 70-71 budget)
1.1 Salaries and Employee Benefits - Sworn	Sum of 1.1. costs	
1.1.1 Deputies	Cost/deputy ¹ x budgeted deputies ²	
1.1.2 Sergeants	Cost/sergeant ¹ x budgeted sergeants ²	
1.1.3 Lieutenants	Cost/lieutenant ¹ x budgeted lieutenants ²	
1.1.4 Captains	Cost/captain ¹ x budgeted captains ²	
1.1.4 Other Sworn	As required	
1.2 Salaries and Employee Benefits - Nonsworn	Percentage of 1.1 according to the organization's experience ³	
1.3 Retirement and Miscellaneous Benefits	28.685% of 1.1 and 14.68% of 1.2 (factors furnished by Auditor-Controller and adjusted per ref. 4)	
2. POLICE VEHICLES	Sum of 2. costs	
2.1 Annual Cost of Equipment Investment	Percentage of 1.1, according to the organization's experience, ³ and special mileage study ⁴	Equipment is treated as initial expense in the year purchased. These initial costs are reported on a consolidated basis with other departments in "Total Fine Apparatus and Motor Vehicles" (page 265 of the 70-71 budget).
2.2 Auto Service, Gas, and Diesel Oil	Percentage of 1.1 according to the organization's experience ³	A component cost of "Services and Supplies" and reported in Sheriff's part of the General Fund (page 306 of the 70-71 budget).
2.3 Annual Cost of Vehicle Insurance	Percentage of 1.1 according to the organization's experience ³	Reported on a consolidated basis with other departments as "Insurance, Auto" (page 166 of the 70-71 budget).
3. CAPITAL INVESTMENT	Sum of 3. accounts	
3.1 Structures and Improvements	1/65 x initial cost of the organization's physical plant, where known; otherwise, included in general county overhead	Reported as initial expense in the year incurred. Estimated life is 65 years on Sheriff's facilities and stations.
3.2 Other Equipment	Percentage of 1.1 according to the organization's experience	Reported as initial expense in the year incurred "Fixed Assets" of the Sheriff's part of the General Fund (page 306 of the 70-71 budget).
4. ALL OTHER COSTS	Percentage of 1.1 according to the organization's experience	Includes the balance of "Services and Supplies" and "Expenditure Transfers and Reimbursements" of the Sheriff's part of the General Fund (page 306 of the 70-71 budget).
General County Overhead	Percentage of the sum of accounts 1, 2.2, 2.3, 3.2, and 4.	It is the policy of Los Angeles County to add a percentage charge to departmental charges for services provided to outside agencies. It compensates the county for a proportionate part of general administrative expenses, including depreciation of equipment and structures, which are not specifically billed to operating departments.

- Notes: ¹Step 5 annual salaries from ref. 1
²Budgeted positions taken from ref. 2
³Experience factors derived from data contained in ref. 3
⁴See ref. 4

4. A CHART OF ACCOUNTS WAS ESTABLISHED FOR EACH ORGANIZATION AND A BASIS FOR ESTIMATING THE ANNUAL COST OF EACH ACCOUNT WAS DEVELOPED

Cost estimation by organization is accomplished by account (line item of cost). Each account's cost is estimated by applying a per unit cost to the number of units required. For example, the cost of the account "Salaries and Employee Benefits - Deputies" is estimated as the annual cost of a deputy times the number of deputies funded. For accounts other than Salaries and Employee Benefits of sworn personnel, costs are usually estimated as percentages of total sworn salaries. This estimating basis is predicated on the assumption that non-sworn personnel costs and non-personnel costs are incurred mainly to support the sworn personnel activities and can be expected to remain proportionately stable to sworn personnel costs from year to year. The Sheriff's "Statement of Expenditures" for Fiscal Year 1968-1969 was used to develop these percentages for the Fiscal Year 1970-1971 cost estimation. The accounts and the bases of estimation used are shown in Exhibit 13.

Organization cost estimates were calculated on a time sharing computer system programmed in the BPL (Business Planning Language) software system. This system was chosen for its simplicity of data management and its flexibility in accepting model changes at reasonable overall cost. Details of the computer software are discussed in the Technical Appendix.

While these cost figures were being gathered, no costs were applied to any service unit until selection of the equitable basis for charging had been made. Following that decision, described in Chapter V, the charges which should have been made for fiscal year 1970-1971 were computed and are presented in Chapter VI.

5. ALL ORGANIZATIONAL COSTS WERE ALLOCATED TO THE SERVICES PROVIDED BY THE SHERIFF'S DEPARTMENT

All costs of the Sheriff's operation, including several items not included in the sheriff's budget, were allocated to the services defined earlier in this chapter. Organizational costs were

treated as resources which support the various services provided by the Sheriff and were allocated to services on the best judgment of the analysts involved. To provide a basis for the allocations, many internal documents of the Sheriff's office were reviewed, staffing and budget reports were analyzed and interviews were conducted with departmental personnel. The allocation bases have been reviewed in detail with personnel from the Sheriff's department, the Chief Administrative Officer of Los Angeles County, the Policy Advisory Committee, and several other interested individuals. Results of this analysis and review are presented below.

(1) **Functions of Each Organizational Unit Were Related to Specific Services Provided By the Sheriff**

The first step in the allocation of organizational costs to services consisted of identifying those services supported by each of the organizational units of the Sheriff's department. The organizations documented in Exhibit 11 were analyzed and related to specific services of the Sheriff's department. Organizational functions relating to different sets of services were identified and treated separately in the analysis. The resulting matrix of relationships between services and organizational units is outlined in Exhibit 14 following this page.

In defining services, organizations, and the relationships between them, the basis for payment of costs, as outlined in Chapter III, was carried forward so that service units are designated as either general county or contract services. General county service units are funded completely from general county funds while contract service units supplied to an incorporated city must be funded by contract payments. The services have been classified as follows:

<u>General County Service Units</u>	<u>Contract Service Units</u>
Headquarters Detective	Patrol Posts
Custody Services	General Law
Jail	Traffic
Corrections	Traffic Motorcycle
Prisoner Transportation	Helicopter Programs

General County Service Units

Other Services
Civil
Training
Scientific
Records
Miscellaneous Law Enforcement
General Helicopter Service

Contract Service Units

Argus
Sky Knight
Crossing Guards
Special Officers
Community Relations
Safety
Education
Resident
Station Detectives
License Detail

All functions and activities classified as county-wide therefore relate to general county service units, those classified as restricted to unincorporated areas and/or contract cities relate to contract service units, and activities designated as internal relate to both general county and contract service units.

**(2) An Equitable Basis was Selected for Allocating
the Cost of Organizational Units to Functions
and Functions to Services**

After establishing the relationship between organization units and service units, an equitable basis for allocating the costs of each organization was established. In cases where organizational functions were found to relate to different sets of services, total organizational costs were first allocated among functions of the organization and then to the service units supported.

Detailed allocation bases are outlined in Exhibit 15 following this page, and are summarized below:

LAW ENFORCEMENT CONTRACTUAL COST
BASIS FOR ALLOCATION OF ORGANIZATIONAL COSTS
TO FUNCTIONS AND SERVICE UNITS

<u>Organization and Functions</u>	<u>Type of Unit</u>	<u>Service Units Supported</u>	<u>Basis for Allocation to Functions</u>	<u>Basis for Allocation to Service Units</u>
DETECTIVE DIVISION				
Headquarters Bureau <ul style="list-style-type: none"> . Watch commanders detail . Identi-kit detail . Gun registration . Jail crimes, gang lists, stolen property 	Line	. Headquarters Detective	. Not allocated since all functions support headquarters detective	. All expense allocated to headquarters detective
Homicide Bureau <ul style="list-style-type: none"> . Investigation of homicides . Investigation of kidnappings 	Line	. Headquarters Detective	. Not allocated since all functions support headquarters detective	. All expense allocated to headquarters detective
Metropolitan Bureau <ul style="list-style-type: none"> . Stakeouts, surveillance, patrols . Special investigations . Special security activities 	Line	. Headquarters Detective . Station Detective	. Allocated 60 percent to stake outs, surveillance, and patrols and 40 percent to special investigations and security	. Stakeout, surveillance, and patrol function allocated to station detective; special investigations and security functions allocated to headquarters detective
Special Units Bureau <ul style="list-style-type: none"> . Arson detail . Fugitive/warrant detail . Auto theft detail . Burglary detail . Forgery/fraud detail . Robbery detail 	Line	. Headquarters Detective . Station Detective	. Direct assignment of personnel and expense	. Arson and fugitive/warrant details allocated to headquarters detective; other details allocated 50 percent to station detective and 50 percent to headquarters detective.
Narcotics Bureau <ul style="list-style-type: none"> . Investigation of narcotics cases . Investigation of narcotics sources and dealers 	Line	. Headquarters Detective	. Not allocated since all functions support headquarters detective	. All expense allocated to headquarters detective
Vice Bureau <ul style="list-style-type: none"> . Investigation of gambling, pornography, prostitution and other vice problems . Enforce county business license ordinances and those of contract cities 	Line	. Headquarters Detective . License Detective	. Direct assignment of personnel and expense	. Vice function allocated to headquarters detective; license function allocated to license detective
Detective Division Administration <ul style="list-style-type: none"> . Provides overall direction and coordination for detective division activities 	Administrative	. Station Detective . Headquarters Detective . License Detective	. Not allocated since unit has one primary function	. Total salaries of all units of the detective division

Organization and Functions

Type of Unit

Service Units Supported

Basis for Allocation to Functions

Basis for Allocation to Service Units

PATROL DIVISION

Sheriff Station/Consolidated

Line

- . Custody and care of prisoners
- . Bailiff responsibilities
- . General law patrol
- . Station detective operations
- . Special officer programs
- . School crossing guard program
- . Traffic patrol

- . GLP and Traffic Cars
- . Traffic Motorcycles
- . Helicopter programs
- . Crossing guards
- . Station Detectives
- . Special officer programs
- . Jail services
- . Civil services

. Detailed analysis of activities, assignment of personnel, assignment of cars and other vehicles, direct proration of structures cost

. Custody functions allocated to jails; bailiff function allocated to civil; general law patrol allocated to general law and helicopter patrol on basis of personnel assigned; station detective function allocated to station detective; special officer functions allocated to programs; crossing guard functions allocated to crossing guard; and traffic functions allocated to traffic cars and motorcycles on the basis of personnel assignments and analysis of expense

Aero Bureau

Line

- . Investigation of aircraft accidents
- . Search/rescue/transportation
- . General law patrol

- . Helicopter programs
- . Headquarters Detective
- . Miscellaneous Law Enforcement

. Detailed analysis of activities, assignment of personnel, assignment of helicopters and other vehicles

. General law patrol function allocated to helicopter programs; investigation of aircraft accidents, function allocated to headquarters detective; search/rescue/transportation function allocated to miscellaneous law enforcement

Special Enforcement Bureau

Line

- . Emergency services (scuba, rescue)
- . Disaster and civil disturbance operations
- . Security operations
- . Saturation patrols

- . General law patrol post
- . Miscellaneous law enforcement

. Emergency services by direct assignment of personnel and expense; remainder 75 percent to saturation patrols and 25 percent to disaster and security operations

. Emergency services function allocated to miscellaneous law enforcement; disaster and security functions allocated to miscellaneous law enforcement; saturation patrol function allocated to general law patrol post

Civil Defense Bureau

Line

- . Coordinates civil defense readiness

- . Miscellaneous law enforcement

. Not allocated since all functions support miscellaneous law enforcement

. All expense allocated to miscellaneous law enforcement

Traffic Law Enforcement Detail

Line

- . Advice and assistance on traffic problems for contract cities
- . Evaluating current traffic programs and recommending improvements

- . Traffic patrol post
- . Traffic motorcycle

. Not allocated to functions

. Total salaries of the traffic patrol car units and the traffic motorcycle patrolmen

Patrol Division and Area Administration

Administrative

- . Provides overall direction and coordination of patrol division activities

- . GL Patrol and Traffic Cars
- . Traffic Motorcycles
- . Helicopter programs
- . Crossing guards
- . Detectives except license
- . Special officer programs
- . Jail services
- . Civil services
- . Miscellaneous services

. Not allocated since unit has one primary function

. Total salaries of all units of the patrol division

<u>Organization and Functions</u>	<u>Type of Unit</u>	<u>Service Units Supported</u>	<u>Basis for Allocation to Functions</u>	<u>Basis for Allocation to Service Units</u>
JAIL DIVISION . Custody, security and care of all sentenced and pre-sentenced prisoners held in facilities	Line	. Jail services	. Not allocated to functions	. All expense allocated to jail services
CORRECTIONS DIVISION . Custody, security, and care of the sentenced inmates . Provision of programs designed to rehabilitate inmates	Line	. Corrections services	. Not allocated to functions	. All expense allocated to corrections services
CIVIL DIVISION . Serving and enforcing civil and criminal process . Provision of bailiffs to police the courts	Line	. Civil services	. Not allocated to functions	. All expense allocated to civil services
TECHNICAL SERVICES DIVISION Record Bureau . Maintenance of juvenile index file, fingerprint identification files, and central warrant file. . Maintenance of master index file of names and cases, booking records, report files, and other internal files	Line	. Records service . GLP and traffic cars . Motorcycles . Helicopter programs . Detectives . Jail . Resident officer	. Assignment of personnel and allocation of other expenses	. Juvenile index, fingerprint, and warrant functions to records service; booking records and case file functions to all other service units listed on basis of sworn salaries of line units
Scientific Services Bureau . Operation of the photographic laboratory and the crime laboratory . Investigation and analysis of evidence	Line	. Scientific services	. Not allocated since all functions support scientific services	. All expense allocated to scientific services
Automotive Section . Supervises the assignment and maintenance of the fleet of county-owned vehicles assigned to the Sheriff	Support	. All service units except Crossing Guard	. Not allocated since unit has one primary function	. Allocated on the basis of sworn salaries of all line units
Radio Unit . Operation of the radio network linking station and field units . Operation of intercity radio link to other sheriff departments and agencies	Support	. GLP and Traffic Cars . Traffic motorcycles . Helicopter programs . Detectives . Resident officer . Miscellaneous . Jail . Corrections . Civil . Training	. Not allocated to functions	. Allocated on the basis of sworn salaries of all line units

Organization and FunctionsType of UnitService Units SupportedBasis for Allocation to FunctionsBasis for Allocation to Service Units

Teletype Switching Unit

- . Transmission of crime broadcasts from law enforcement agencies in the county
- . Computer access and switching
- . Relay of teletype communications locally, state-wide and nation-wide

Support

- . Miscellaneous law enforcement

- . Not allocated since all functions support miscellaneous law enforcement

- . All expense allocated to miscellaneous law enforcement

Disaster Communications Unit

- . Provision of communication systems and links for use in disaster and emergency situations

Support

- . General law patrol posts

- . Not allocated since unit has one primary function and all support goes to general law patrol posts

- . All expense allocated to general law patrol posts

Transportation Bureau

- . Transportation of prisoners to courts, stations, jails, and state institutions
- . Transportation of juries and mentally ill persons
- . Emergency transportation services

Line

- . Prisoner transportation
- . Miscellaneous law enforcement

- . Estimated allocation of activities of the bureau based on personnel assignment and analysis of records, allocated 80 percent to prisoner transportation and 20 percent to other transportation functions

- . Transportation of prisoners functions to prisoner transportation; miscellaneous transportation functions to miscellaneous law enforcement

Management Staff Services

- . Design and implementation of computer applications
- . Forms design
- . Report and statistics production
- . Systems analysis studies

Support

- . All service units

- . Not allocated to functions

- . Allocated on the basis of total salaries of all line units

Technical Services Division Administration

- . Provides overall direction and coordination of all technical services division activities

Administrative

- . All service units

- . Not allocated since unit has one primary function

- . Allocated on total salaries of all technical services division units

ADMINISTRATIVE DIVISION

Administrative Services Bureau

- . Investigates complaints against employees of the department
- . Pre-employment investigations
- . Review performance of former employees

Support

- . All service units

- . Not allocated to functions

- . Allocated on total salaries of all line units

<u>Organization and Functions</u>	<u>Type of Unit</u>	<u>Service Units Supported</u>	<u>Basis for Allocation to Functions</u>	<u>Basis for Allocation to Service Units</u>
Personnel Bureau <ul style="list-style-type: none"> . Hires and processes of applicants for positions . Maintains personnel records . Controls identification items 	Support	. All service units	. Not allocated to functions	. Allocated on total salaries of all line units
Career Development Bureau <ul style="list-style-type: none"> . Develops grant programs and secures funds . Provides assistance to organizations for developing criminal justice oriented grants . Long range planning assistance 	Support	. All service units except crossing guard	. Not allocated to functions	. Allocated on sworn salaries of all line units
Research and Development Bureau <ul style="list-style-type: none"> . Evaluation of operations and updating of procedures . Analysis of statistical reports and studies . Conduct of surveys and workload studies 	Support	. All service units except crossing guard	. Not allocated to functions	. Allocated on sworn salaries of all line units
Reserve Forces Bureau <ul style="list-style-type: none"> . Reserve support of regular station patrol activities . Reserve support for back-up manpower in disasters and civil disturbances . Search and rescue operations 	Support	. General law patrol posts . Miscellaneous law enforcement	. Personnel assignments of reserve forces; estimated allocation of effort by function	. Patrol support function allocated to GLP posts; back-up and search and rescue functions allocated to misc. law enforcement
Training Bureau <ul style="list-style-type: none"> . Schedules, staffs, and conducts recruit and in-service training classes . Sheriff's range operation . Program development . Training positions 	Line	. Training services . All other service units except crossing guards	. Direct assignment of personnel and expense. . All training costs allocated to training services	. All training functions allocated to training services; training positions allocated to all other service units listed on the basis of sworn salaries of line units
Administrative Division Administration <ul style="list-style-type: none"> . Provides overall direction and coordination of all administrative division activities 	Administrative	. All service units	. Not allocated since unit has one primary function	. Allocated on total salaries of all administrative division units
Office of Business Management <ul style="list-style-type: none"> . Jail stores and personal property . Commissary . Accounting, budget reports, procurement, payroll, and audit 	Support	. All service units	. Direct assignment of personnel and allocation of other expenses on the basis of personnel	. Jail stores, personal property, and commissary functions allocated to jail and corrections services on the basis of sworn salaries of the line units. All other business functions allocated to all service units on the basis of sworn salaries of the line units

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<u>Organization and Functions</u>	<u>Type of Unit</u>	<u>Service Units Supported</u>	<u>Basis for Allocation to Functions</u>	<u>Basis for Allocation to Service Units</u>
EXECUTIVE DIVISION				
Sheriff's Office . Offices of Sheriff, Assistant Sheriff, and Undersheriff . Overall policy determination and coordination	Administrative	. All service units	. Not allocated to functions	. Allocated on the basis of total salaries of all line units
Community Services Administration . Overall supervision of community services bureaus . Coordination of the contract cities program	Administrative	. All service units	. Allocated on assignment of personnel	. Contract cities function allocated to contract service units on sworn salaries of line units; remainder to all service units on basis of total line salaries
Community Relations Bureau . Communication and contacts with community groups to improve relations with police . Education of general public to reduce intergroup tensions and improve police/minority relations	Support	. All service units	. Not allocated to functions	. Allocated on total salaries of all line units
Information Bureau . Dissemination of information and news to the general public and media . Press credentials and liaison	Support	. All service units	. Not allocated to functions	. Allocated on total salaries of all line units
Industrial Relations Bureau . Gathers and evaluates information concerning labor-management relations and disputes . Maintain liaison with union officials, management personnel, and government labor relations units	Support	. Miscellaneous law enforcement	. Not allocated since all functions support miscellaneous law enforcement	. All expense allocated to miscellaneous law enforcement
Intelligence Bureau . Undercover surveillance and intelligence gathering	Support	. Miscellaneous law enforcement	. Not allocated since all functions support miscellaneous law enforcement	. All expense allocated to miscellaneous law enforcement

<u>Organization and Functions</u>	<u>Area of Responsibility</u>	<u>Reasons for Classification</u>	<u>Service Units Supported</u>	<u>Allocation Basis</u>
Community Services Administration				
. Overall supervision of community services bureaus	. Internal	. Performs administrative functions for the community services bureaus.	. Charged for service units for contract cities portion	. Total salaries of all line units
. Coordination of the contract cities program	. Contract cities	. Contract cities activities relate directly to services for contract and should be a chargeable item.	. All service units for remainder	
Community Relations Bureau				
. Communication and contacts with community groups to improve relations with police	. Internal	. Generally serves areas policed by the sheriff. The services are not normally available county-wide. Some support is directed to general county through service units.	. All service units	. Total salaries of all line units
. Education of general public to reduce intergroup tensions and improve police/minority relations				
Information Bureau				
. Dissemination of information and news to the general public and media	. Internal	. Generally serves areas policed by the sheriff. These services are normally not available county-wide. Some support is directed to general county through service units.	. All service units	. Total salaries of all line units
. Press credentials and liaison				
Industrial Relations Bureau				
. Gathers and evaluates information concerning labor-management relations and disputes	. County-Wide	. Serves county-wide area and all jurisdictions	. Miscellaneous law enforcement service	. All expense allocated to miscellaneous law enforcement services
. Maintains liaison with union officials, management personnel, and government labor relations units				
Intelligence Bureau				
. Undercover surveillance and intelligence gathering	. County-Wide	. Serves county-wide area and all jurisdictions Information generally available to all areas of the county	. Miscellaneous law enforcement service	. All expense allocated to miscellaneous law enforcement service

(1) Custody of prisoners arrested on local city ordinances is a city responsibility.

(2) Contract with City of Los Angeles to provide prisoner transportation from city police sub-stations.

- o All organizations were classified as line units, support units, or administrative units for purposes of allocating costs.
- o Where it was necessary to allocate organizational costs to functions, the method of allocation typically involved direct assignment of identifiable personnel and expense concerned with the function and a percentage allocation of the remaining costs based on work load.
- o Allocation of the cost of line units to services involved detailed analysis of personnel and vehicle assignments and a proration of supervisory personnel and indirect expenses on the basis of direct personnel assignments or sworn salaries.
- o Support unit costs were generally allocated to related services on the basis of total salaries or sworn salaries of all line organization units.
- o Administrative unit costs were allocated to related services on the basis of the total salaries of all line or support units under its administration.

These cost allocations were determined on a conceptual basis without any calculation of current cost data. They provide a framework, however, for the computation of proper service unit costs on a continuing basis.

**6. AN ADJUSTED GENERAL COUNTY OVERHEAD RATE
WAS APPLIED TO ALL ORGANIZATIONAL COSTS**

The principle of applying a general county overhead rate to all charges for police services provided by the Sheriff to contract cities was reviewed and judged to be reasonable for the following reasons:

- o The general county overhead rate includes charges for services utilized by the Sheriff and absolutely necessary to his operation but not itemized in his budget.
- o Independent city police agencies must have the same services provided for them by the city and the cost of these services must be borne by the city.
- o General county overhead is paid by contract cities only on charges for police services other than those supplied to all jurisdictions county-wide. Thus, these charges represent a fee for services provided specifically to the contract cities and not for services provided on a county-wide basis.

Thus, it was determined that a general county overhead rate should be applied to all charges for police services provided by the Sheriff to the contract cities.

Determination of the proper rate for application to organizational costs of the Sheriff's department involved the following steps:

- o Determination of the proper overhead group for the Sheriff's department – All county operating departments are categorized in four groups for purposes of overhead application based on the services they receive:
 - Group I – departments which receive all available centralized services
 - Group II – departments which are not provided janitor or guard service
 - Group III – departments which provide their own janitor service, guard service, building maintenance, and telephone service

- Group IV – departments which receive only centralized statutory services such as Auditor-Controller.

Based upon these categories it was determined that all headquarters organizations of the Sheriff's department should be charged at the Group I overhead rate since they utilize all centralized services while the Sheriff's station organizations, which provide their own janitor and guard service, should be charged at the Group II rate.

- o Adjustment of Groups I and II rates to reflect items included as line item costs in the cost model – The Groups I and II overhead rates published by the Auditor-Controller – were adjusted to reflect those items calculated as line item costs for the Sheriff's department. These items included auto, helicopter, and equipment depreciation as well as capital depreciation for the Sheriff's field stations. The rate adjustment is as follows:

	<u>Group I</u>	<u>Group II</u>
Unadjusted GCO Rate	15.297%	12.671%
Less Vehicle and Equipment Depreciation	(.574)	(.601)
Less Sheriff's Field Stations Depreciation	<u>(.235)</u>	<u>(.214)</u>
Adjusted GCO Rate	14.488%	11.856%

- o Review of items included in the general county overhead rate – Items included in both Groups I and II general county overhead rates were reviewed to determine the equity of the charges involved. Lack of detailed work load statistics renders an accurate accounting of the Sheriff's exact share of each of the service department costs impossible. Implementation of

such a system would be both impractical and prohibitively expensive. However, it is felt that if some charges are slightly overstated, others are understated so that on balance the adjusted general county overhead rate reflects an equitable charge for support services.

The adjusted rates calculated above were applied to organizational costs of the Sheriff's department (except fixed asset charges and employee benefits) to determine the proper amount of general county overhead to be charged to contract programs.

* * * * *

Methodology for the determination of the cost of policing services provided by the Sheriff's department has been outlined in this chapter. The proper pricing of these services is determined utilizing cost methodology described here and the pricing alternative selected in Chapter IV as the most equitable basis for charging.

**VI. COSTS OF THE LOS ANGELES COUNTY SHERIFF'S LAW
ENFORCEMENT SERVICES FOR FISCAL YEAR 1970-1971**

**VI. COSTS OF THE LOS ANGELES COUNTY SHERIFF'S LAW
ENFORCEMENT SERVICES FOR FISCAL YEAR 1970-1971**

The calculation of the charges which should have been made by Los Angeles County for contract law enforcement services during fiscal year 1970-1971 are based on the cost methodology developed in Chapter V and the pricing model -- "Individual Service Units" -- selected in Chapter IV.

**1. THE SHERIFF'S OPERATIONS HAVE A TOTAL IMPACT
ON THE COUNTY BUDGET OF NEARLY \$125 MILLION
FOR FISCAL YEAR 1970-1971**

Implementation of the cost-generation model shows the total cost of Sheriff's operations in 1970-1971 to exceed \$124 million. These costs, illustrated in Exhibit 16 following this page, include over \$41 million for Sheriff's Stations/Consolidated, \$25 million for Jail, \$15 million for Corrections and \$5 million for Civil Division.

This total impact exceeds the adopted budget of the Sheriff of \$62 million principally because it includes Jail and Corrections, which are budgeted separately, and employee retirement insurance, auto equipment investment, auto insurance, and general county overhead, none of which are included in the Sheriff's budget.

SUMMARY OF SHERIFF'S COSTS BY ORGANIZATION

Organization

PATROL DIVISION

Sheriff's Stations (consolidated)	\$41,536,955
Aero Bureau	1,530,335
Special Enforcement Bureau	2,336,277
Traffic Law Enforcement Detail	41,968
Patrol Division Administration	528,497

DETECTIVE DIVISION

Headquarters Bureau	1,126,603
Homicide Bureau	1,067,537
Metropolitan Bureau	1,771,715
Special Units Bureau	2,609,778
Narcotics Bureau	2,515,441
Vice Bureau	2,716,189
Detective Division Administration	174,884

TECHNICAL SERVICES DIVISION

Scientific Services Bureau	2,153,944
Transportation Bureau	4,098,304
Training Bureau	2,143,901
Records Bureau	2,864,883
Automotive Section	307,605
Radio Unit	657,506
Teletype Switching Unit	684,425
Disaster Communications Unit	74,524
Management Staff Services	638,668
Technical Services Division Administration	203,024

Organization

ADMINISTRATIVE SERVICES DIVISION

Administrative Services Bureau	\$ 1,059,472
Personnel Bureau	509,869
Career Development Bureau	535,514
Research and Development Bureau	480,086
Reserve Forces Bureau	173,104
Administrative Division Administration	311,931

EXECUTIVE OFFICES

Sheriff's Office	407,019
Department Administration	89,847
Community Relations Bureau	582,850
Industrial Relations Bureau	162,011
Community Services Information Bureau	542,190
Intelligence Bureau	1,181,673

OTHER ORGANIZATIONS

Office of Business Management	964,317
Jail Division	24,966,091
Corrections Division	14,848,410
Civil Division	5,536,186

TOTAL COST

\$124,133,533

**2. COSTS OF EACH ORGANIZATION IN THE SHERIFF'S OPERATION
ARE ALLOCATED TO SERVICE UNITS ON A PER UNIT BASIS**

The \$124 million in costs by organization in Exhibit 16 were allocated to all service units under allocations developed in Chapter V. Supporting tabulations of estimated costs for all organizations by account and service are contained in the Technical Appendix. Exhibit 17 shows these allocated costs as they are accumulated on a per unit basis. The matrix format of this exhibit provides visibility that documents the components of the service unit costs by each contributing organization. General county overhead is included throughout. It should be noted that the major contributor to the cost of each service is the organization with the line responsibility for performing it e.g. Stations for Patrol, Aero Bureau for Helicopter. The services of Jail, Correction, Transportation, Civil, Training, Scientific Services, Records, and Miscellaneous Law Enforcement do not have units of measure associated with them. Therefore, the total dollar costs of these activities are shown. Exhibit 18 summarizes these service unit costs and prices which should have been charged by the County of Los Angeles for Fiscal Year 1970-1971.

**3. TOTAL CHARGES TO ALL USERS ARE CALCULATED BY
APPLYING EQUITABLE PRICES TO UNITS PROVIDED
BY THE SHERIFF**

Exhibit 3 in the Introduction detailed service units being purchased in 1970-1971 by each user. General Law Patrol and Traffic Patrol are contracted for on a variety of shift bases, but in this Exhibit all General Law Patrol and Traffic Patrol services had been stated in equivalents of basic units.

Exhibit 19 details estimated law enforcement costs by service and user. Users are individual contract cities, the unincorporated area, and the general county. The units of service provided to each user are extended by the unit cost determined to be the equitable charge in order to calculate the total estimated price to be paid by each user. For example in Exhibit 19, the City of Artesia

SERVICE UNIT COSTS BY ORGANIZATION

Organization	General Law Patrol	Traffic Unit		Helicopter Patrol			Crossing Guard	Community Relations Officer	School Safety Officer	Education Officer	Resident
		Patrol	Motor- cycle	Argus	Sky Knight	General					
PATROL DIVISION											
Sheriff's Stations (consolidated)	\$205,915	\$134,483	\$25,461	\$ -0-	\$ 17.07	\$ 8.53	\$3.82	\$25,707	\$26,185	\$21,612	\$21,454
Aero Bureau	-0-	-0-	-0-	79.52	40.43	130.92	-0-	-0-	-0-	-0-	-0-
Special Enforcement Bureau	11,909	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Traffic Law Enforcement Detail	-0-	1,645	320	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Patrol Division Administration	2,544	1,549	314	.49	.66	1.17	.05	315	321	265	262
DETECTIVE DIVISION											
Headquarters Bureau	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Homicide Bureau	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Metro Bureau	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Special Units Bureau	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Narcotics Bureau	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Vice Bureau	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Detective Division Administration	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
TECHNICAL SERVICES DIVISION											
Scientific Services Bureau	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Transportation Bureau	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Training Bureau	2,171	1,294	252	.31	.44	.89	-0-	270	273	225	236
Records Bureau	5,779	3,446	671	.75	1.17	2.36	-0-	-0-	-0-	-0-	628
Automotive Section	725	432	84	.10	.15	.30	-0-	90	91	75	79
Radio Unit	1,607	958	187	.23	.33	.66	-0-	-0-	-0-	-0-	175
Teletype Switching Unit	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Disaster Communications Unit	591	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Management Staff Services	1,364	831	167	.26	.35	.63	.03	169	172	142	141
Technical Services Division Administration	154	86	17	.02	.03	.06	-0-	14	14	11	15
ADMINISTRATIVE SERVICES DIVISION											
Administrative Services Bureau	2,263	1,378	277	.44	.58	1.04	.04	280	285	236	234
Personnel Bureau	1,089	633	133	.21	.28	.50	.02	135	137	113	113
Career Development Bureau	1,262	753	147	.18	.26	.51	-0-	157	158	131	137
Research and Development Bureau	1,131	675	131	.16	.23	.46	-0-	141	143	117	123
Reserve Forces Bureau	1,145	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Administrative Division Administration	588	307	61	.08	.11	.22	-0-	63	64	53	54
EXECUTIVE OFFICES											
Sheriff's Office	869	529	106	.17	.22	.40	.02	108	110	91	90
Department Administration	307	187	38	.06	.08	.05	.01	38	39	32	32
Community Relations Bureau	1,245	758	152	.24	.32	.57	.02	154	157	130	129
Industrial Relations Bureau	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Community Services Information Bureau	1,158	705	142	.22	.30	.53	.02	143	146	121	120
Intelligence Bureau	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
OTHER ORGANIZATIONS											
Office of Business Management	1,524	928	187	.29	.39	.70	.02	189	192	159	157
Jail Division	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Corrections Division	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Civil Division	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
TOTAL UNIT COSTS	\$245,340	\$151,577	\$28,847	\$ 83.73	\$ 63.40	\$150.50	\$4.05	\$27,973	\$28,487	\$23,513	\$24,179

Detective		License	Jail	Correction	Transportation	Civil	Training	Scientific Services	Records	Miscellaneous Law Enforcement
Station	Headquarters									
\$23,973	\$ -0-	\$ -0-	\$1,651,554	\$ -0-	\$ -0-	\$ 707,276	\$ -0-	\$ -0-	\$ -0-	\$ -0-
-0-	609	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	309,066
-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	835,706
-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
292	4	-0-	20,222	-0-	-0-	8,652	-0-	-0-	-0-	10,594
-0-	3,749	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
-0-	3,553	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
3,046	2,358	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
1,770	6,630	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
-0-	8,371	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
-0-	6,387	17.42	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
147	373	.25	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$2,153,944	-0-	-0-
-0-	-0-	-0-	-0-	-0-	3,278,643	-0-	-0-	-0-	-0-	819,661
348	236	.15	180,204	98,549	33,518	62,993	1,222,610	9,681	-0-	17,644
926	629	.39	479,708	-0-	-0-	-0-	-0-	-0-	1,020,226	-0-
116	79	.05	60,172	32,904	11,192	21,034	-0-	3,233	-0-	5,892
257	175	.11	126,893	72,944	24,811	46,630	6,500	-0-	-0-	-0-
-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	684,425
-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
216	151	.10	142,139	70,071	20,514	40,114	6,841	9,946	6,261	10,722
23	16	.01	12,441	6,650	68,600	4,157	137	33,140	20,980	21,358
358	251	.16	235,791	116,239	34,031	66,544	11,348	16,499	10,386	17,767
172	121	.08	113,474	55,940	16,377	32,024	5,461	7,940	4,998	8,560
202	137	.08	104,755	57,284	19,485	36,619	-0-	5,627	-0-	10,257
181	123	.08	93,912	51,355	17,468	32,829	-0-	5,045	-0-	9,195
-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	28,851
81	56	.04	46,819	24,415	7,790	14,882	75,444	2,873	970	6,061
137	96	.06	90,584	44,656	13,074	25,564	4,360	6,338	3,990	6,833
48	11	.02	10,356	5,105	1,495	2,923	498	725	456	781
197	138	.09	129,716	63,947	18,721	36,608	6,243	9,076	5,714	9,785
-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	162,011
183	128	.08	120,667	59,486	17,415	34,054	5,808	8,443	5,315	9,102
-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	1,181,673
241	169	.11	396,140	91,688	22,921	44,820	7,643	11,112	6,995	11,980
-0-	-0-	-0-	24,966,091	-0-	-0-	-0-	-0-	-0-	-0-	-0-
-0-	-0-	-0-	-0-	14,848,410	-0-	-0-	-0-	-0-	-0-	-0-
-0-	-0-	-0-	-0-	-0-	-0-	5,536,186	-0-	-0-	-0-	-0-
\$32,914	\$34,550	\$19.28	\$28,981,638	\$15,699,636	\$3,606,055	\$6,753,909	\$1,352,893	\$2,283,622	\$1,086,291	\$4,177,944

SUMMARY OF
SERVICE UNIT COSTS
(Fiscal Year 1970-71)

General Law Patrol	\$ 245,340 per post
Traffic Patrol	151,577 per post
Traffic Motorcycle (3 wheel)	28,847 per post
Helicopter Patrol:	
Argus	83.53/flying hour
Sky Knight	63.40/flying hour
General	150.50/flying hour
Crossing Guard	4.05 per hour
Community Relations Officer	27,973 per officer
School Safety Officer	28,487 per officer
Education Officer	23,513 per officer
Resident Officer	24,179 per officer
Station Detective	32,914 per officer
Headquarters Detective	34,550 per officer
License Investigation/ Enforcement	19.28 per hour
Jail	28,981,638 Total annual cost
Corrections	15,699,636 Total annual cost
Prisoner Transport	3,606,055 Total annual cost
Civil	6,753,909 Total annual cost
Training	1,352,893 Total annual cost
Scientific Services	2,283,622 Total annual cost
Records Services	1,086,291 Total annual cost
Miscellaneous Law Enforcement	4,177,944 Total annual cost

UNIT AND TOTAL PRICES BY SERVICE AND USER
(Fiscal Year 1970-1971)

	UNIT AND TOTAL PRICES BY SERVICE AND USER										
	General Law Patrol	Traffic Unit		Helicopter Patrol			Crossing Guard	Community Relations	Special Officers		
		Patrol	Motorcycle	Argus	Sky Knight	General			School Safety	Education	Resident
Unit Costs	\$ 245,340	\$ 151,577	\$ 28,847	\$ 83.73	\$ 63.40	\$ 150.50	\$ 4.05	\$ 27,973	\$ 28,487	\$ 23,513	\$ 24,179
Unit Measure	----- Post -----		----- Flying Hour -----			----- Hour -----		----- Officer -----			
Users											
Avalon											
Units	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	5.0
Cost	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$120,895
Artesia											
Units	.500	.533	-0-	-0-	-0-	-0-	3,097.50	-0-	-0-	-0-	-0-
Cost	\$ 122,670	\$ 80,791	-0-	-0-	-0-	-0-	\$ 12,545	-0-	-0-	-0-	-0-
Bellflower											
Units	1.800	1.667	1.2	-0-	-0-	-0-	11,416.50	-0-	1.0	-0-	-0-
Cost	\$ 441,612	\$ 252,679	\$ 34,616	-0-	-0-	-0-	\$ 46,237	-0-	\$ 28,487	-0-	-0-
Bradbury											
Units	.031	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Cost	\$ 7,606	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Carson											
Units	3.000	2.000	-0-	-0-	-0-	-0-	6,372.00	-0-	1.0	-0-	-0-
Cost	\$ 736,020	\$ 303,154	-0-	-0-	-0-	-0-	\$ 25,807	-0-	\$ 28,487	-0-	-0-
Cerritos											
Units	.500	.833	-0-	-0-	-0-	-0-	8,142.00	-0-	-0-	-0-	-0-
Cost	\$ 122,670	\$ 126,264	-0-	-0-	-0-	-0-	\$ 32,995	-0-	-0-	-0-	-0-
Citrus Jr. College											
Units	.119	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Cost	\$ 29,196	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Commerce											
Units	3.000	1.714	1.2	500.00	-0-	-0-	6,637.50	-0-	-0-	-0-	-0-
Cost	\$ 736,020	\$ 259,803	\$ 34,616	\$ 41,865	-0-	-0-	\$ 26,882	-0-	-0-	-0-	-0-
Cudahy											
Units	.800	-0-	-0-	-0-	-0-	-0-	593.00	-0-	1.0	-0-	-0-
Cost	\$ 196,272	-0-	-0-	-0-	-0-	-0-	\$ 2,402	-0-	\$ 28,487	-0-	-0-
Downey											
Units	-0-	-0-	-0-	1,050.00	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Cost	-0-	-0-	-0-	\$ 87,916	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Duarte											
Units	.650	.238	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Cost	\$ 159,471	\$ 36,075	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Hawaiian Gardens											
Units	.300	.200	-0-	-0-	-0-	-0-	1,416.00	-0-	-0-	-0-	-0-
Cost	\$ 73,602	\$ 30,315	-0-	-0-	-0-	-0-	\$ 7,735	-0-	-0-	-0-	-0-
Hidden Hills											
Units	.094	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Cost	\$ 23,062	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Industry											
Units	.250	.750	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Cost	\$ 61,335	\$ 113,683	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Lakewood											
Units	2.360	1.667	1.2	-0-	3,600.0	-0-	21,151.50	-0-	1.0	1.0	-0-
Cost	\$ 579,002	\$ 252,679	\$ 34,616	-0-	\$228,240	-0-	\$ 85,664	-0-	\$ 28,487	\$ 23,513	-0-
La Mirada											
Units	1.000	.810	-0-	350.00	-0-	-0-	4,425.00	-0-	-0-	-0-	-0-
Costs	\$ 245,340	\$ 122,777	-0-	\$ 29,306	-0-	-0-	\$ 17,921	-0-	-0-	-0-	-0-
La Puente											
Units	.750	1.238	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Cost	\$ 184,005	\$ 187,652	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Lawndale											
Units	1.000	.905	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Cost	\$ 245,340	\$ 137,177	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-

	Detective		License	Jail	Correction	Transportation	Civil	Training	Scientific Services	Records	Miscellaneous	Total User Cost
	Station	Headquarters	Investigation								Law Enforcement	
Unit Costs	\$ 32,914	\$ 34,550										
Unit Measure	----- Officer -----		----- Hour -----	----- Not Applicable -----								
<u>Users</u>												
Avalon												
Units	9	-0-	-0-									
Cost	\$ 29,623	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 150,518
Artesia												
Units	1.9	-0-	12.0									
Cost	\$ 62,537	-0-	\$ 231	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 278,774
Bellflower												
Units	9.2	-0-	51.0									
Cost	\$ 302,809	-0-	\$ 983	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 1,107,423
Bradbury												
Units	.1	-0-	-0-									
Cost	\$ 3,291	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 10,897
Carson												
Units	14.2	-0-	190.0									
Cost	\$ 467,379	-0-	\$ 3,663	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 1,564,510
Cerritos												
Units	2.3	-0-	6.0									
Cost	\$ 75,702	-0-	\$ 116	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 357,747
Citrus Jr. College												
Units	.2	-0-	-0-									
Cost	\$ 6,583	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 35,779
Commerce												
Units	8.7	-0-	22.0									
Cost	\$ 286,352	-0-	\$ 424	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 1,385,962
Cudahy												
Units	3.8	-0-	-0-									
Cost	\$ 125,073	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 352,234
Downey												
Units	-0-	-0-	-0-									
Cost	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 87,916
Duarte												
Units	3.2	-0-	-0-									
Cost	\$ 105,325	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 300,871
Hawaiian Gardens												
Units	2.3	-0-	35.0									
Cost	\$ 75,702	-0-	\$ 675	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 188,029
Hidden Hills												
Units	.1	-0-	-0-									
Cost	\$ 3,291	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 26,353
Industry												
Units	3.1	-0-	7.0									
Cost	\$ 102,033	-0-	\$ 135	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 277,186
Lakewood												
Units	11.7	-0-	562.0									
Cost	\$ 385,094	-0-	\$ 10,835	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 1,628,130
La Mirada												
Units	3.3	-0-	22.0									
Cost	\$ 108,616	-0-	\$ 424	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 524,384
La Puente												
Units	8.0	-0-	40.0									
Cost	\$ 263,312	-0-	\$ 771	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 635,740
Lawndale												
Units	7.1	-0-	42.0									
Cost	\$ 233,689	-0-	\$ 810	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 617,016

	General Law Patrol	Traffic Unit		Helicopter Patrol			Crossing Guard	Special Officers				
		Patrol	Motorcycle	Argus	Sky Knight	General		Community Relations	School Safety	Education	Resident	
												Post
Lomita												
Units	.800	.286	-0-	-0-	-0-	-0-	1,416.00	-0-	-0-	-0-	-0-	-0-
Cost	\$ 196,272	\$ 43,351	-0-	-0-	-0-	-0-	\$ 5,735	-0-	-0-	-0-	-0-	-0-
Norwalk												
Units	2,943	2,238	-0-	950.00	-0-	-0-	-0-	1.0	1.0	-0-	-0-	-0-
Cost	\$ 722,036	\$ 339,229	-0-	\$ 79,544	-0-	-0-	-0-	\$ 27,973	\$ 28,487	-0-	-0-	-0-
Palmdale												
Units	.500	.333	-0-	-0-	-0-	-0-	4,956.00	-0-	-0-	-0-	-0-	-0-
Cost	\$ 122,670	\$ 50,475	-0-	-0-	-0-	-0-	\$ 20,072	-0-	-0-	-0-	-0-	-0-
Paramount												
Units	1,000	1,476	-0-	-0-	-0-	-0-	-0-	1.0	-0-	-0-	-0-	-0-
Cost	\$ 245,340	\$ 223,728	-0-	-0-	-0-	-0-	-0-	\$ 27,973	-0-	-0-	-0-	-0-
Pico Rivera												
Units	2,486	1,667	-0-	700.00	-0-	-0-	-0-	1.0	.5	-0-	-0-	-0-
Cost	\$ 609,915	\$ 252,679	-0-	\$ 58,611	-0-	-0-	-0-	\$ 27,973	\$ 14,243	-0-	-0-	-0-
Rolling Hills												
Units	.063	.104	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Cost	\$ 15,456	\$ 15,764	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Rolling Hills Estates												
Units	.357	.417	-0-	-0-	-0-	-0-	2,124.00	-0-	-0-	-0-	-0-	-0-
Cost	\$ 87,586	\$ 63,208	-0-	-0-	-0-	-0-	\$ 8,602	-0-	-0-	-0-	-0-	-0-
Rosemead												
Units	1,200	.810	1.0	-0-	-0-	-0-	3,451.50	-0-	-0-	-0-	-0-	-0-
Cost	\$ 294,408	\$ 122,777	\$ 28,847	-0-	-0-	-0-	\$ 13,979	-0-	-0-	-0-	-0-	-0-
San Dimas												
Units	.300	.500	-0-	-0-	-0-	-0-	708.00	-0-	-0-	-0-	-0-	-0-
Cost	\$ 73,602	\$ 75,789	-0-	-0-	-0-	-0-	\$ 2,867	-0-	-0-	-0-	-0-	-0-
Sante Fe Springs												
Units	1,400	1,000	-0-	550.00	-0-	-0-	5,487.00	-0-	.25	-0-	-0-	-0-
Cost	\$ 343,476	\$ 151,577	-0-	\$ 46,052	-0-	-0-	\$ 22,222	-0-	\$ 7,122	-0-	-0-	-0-
South El Monte												
Units	.900	.238	.5	-0-	-0-	-0-	2,566.50	1.125	-0-	-0-	-0-	-0-
Cost	\$ 220,806	\$ 36,075	\$ 14,424	-0-	-0-	-0-	\$ 10,394	\$ 31,470	-0-	-0-	-0-	-0-
Temple City												
Units	1,200	.333	-0-	-0-	-0-	-0-	1,504.50	-0-	-0-	-0-	-0-	-0-
Cost	\$ 294,408	\$ 50,475	-0-	-0-	-0-	-0-	\$ 6,073	-0-	-0-	-0-	-0-	-0-
Walnut												
Units	.038	.786	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Cost	\$ 9,323	\$ 119,140	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Whittier												
Units	-0-	-0-	-0-	900.00	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Cost	-0-	-0-	-0-	\$ 75,357	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Total Contract Cities												
Units	29,341	22,743	5.1	5,000.00	3,600.0	-0-	85,464.50	4.125	5.75	1.0	5.0	-0-
Cost	\$ 7,198,521	\$ 3,447,316	\$ 147,119	\$ 418,650	\$ 228,240	-0-	\$ 348,132	\$ 115,389	\$ 163,800	\$ 23,513	\$ 120,895	-0-
Unincorporated Area												
Units	96,659	-0-	12.9	2,200.00	-0-	2,400	97,995.50	9.875	.25	-0-	1.0	-0-
Cost	\$ 23,714,319	-0-	\$ 372,126	\$ 184,206	-0-	\$ 361,200	\$ 396,882	\$ 276,233	\$ 7,122	-0-	\$ 24,179	-0-
General County												
Units	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Cost	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-
Los Angeles County												
Units	126,000	22,743	18.0	7,200.00	3,600.0	2,400	183,460	14,000	6.00	1.0	6.0	-0-
Cost	\$ 30,912,840	\$ 3,447,316	\$ 519,245	\$ 602,856	\$ 228,240	\$ 361,200	\$ 745,014	\$ 391,622	\$ 170,922	\$ 23,513	\$ 145,074	-0-

	<u>Detective</u>		<u>License</u>	<u>Jail</u>	<u>Correction</u>	<u>Transportation</u>	<u>Civil</u>	<u>Training</u>	<u>Scientific Services</u>	<u>Records</u>	<u>Miscellaneous Law Enforcement</u>	<u>Total User Cost</u>
	<u>Station</u>	<u>Headquarters</u>	<u>Investigation</u>									
	----- Officer -----		----- Hour -----		----- Not Applicable -----							
Lomita												
Units	3.9	-0-	74.0									
Cost	\$ 128,365	-0-	\$ 1,427	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 375,150
Norwalk												
Units	14.7	-0-	76.0									
Cost	\$ 483,836	-0-	\$ 1,465	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 1,682,570
Palmdale												
Units	3.0	-0-	11.0									
Costs	\$ 98,742	-0-	\$ 212	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 292,171
Paramount												
Units	7.4	-0-	436.0									
Cost	\$ 243,564	-0-	\$ 8,406	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 749,011
Pico Rivera												
Units	7.4	-0-	77.0									
Cost	\$ 243,564	-0-	\$ 1,485	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 1,208,470
Rolling Hills												
Units	.2	-0-	-0-									
Cost	\$ 6,583	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 37,803
Rolling Hills Estates												
Units	1.3	-0-	21.0									
Cost	\$ 42,788	-0-	\$ 405	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 202,589
Rosemead												
Units	9.1	-0-	51.0									
Cost	\$ 299,517	-0-	\$ 983	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 760,511
San Dimas												
Units	4.2	-0-	5.0									
Cost	\$ 138,239	-0-	\$ 96	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 290,593
Sante Fe Springs												
Units	4.4	-0-	38.0									
Cost	\$ 144,822	-0-	\$ 733	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 716,604
South El Monte												
Units	4.7	-0-	27.0									
Cost	\$ 154,696	-0-	\$ 521	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 468,386
Temple City												
Units	3.7	-0-	17.0									
Cost	\$ 121,782	-0-	\$ 328	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 473,066
Walnut												
Units	.9	-0-	-0-									
Cost	\$ 29,623	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 158,086
Whittier												
Units	-0-	-0-	-0-									
Cost	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 75,357
Total Contract Cities												
Units	145.0	-0-	1,822.0									
Cost	\$ 4,777,530	-0-	\$ 35,128	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 17,019,233
Unincorporated Area												
Units	204.0	-0-	12,715.0 ^a									
Cost	\$ 6,714,456	-0-	\$245,145	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	\$ 32,295,868
General County												
Units	-0-	300.5	31,223.0									
Cost	-0-	\$10,382,275	\$601,979	\$28,981,638	\$15,699,636	\$3,606,055	\$6,753,909	\$1,352,893	\$2,283,622	\$1,086,291	\$4,181,944	\$ 74,930,242
Los Angeles County												
Units	349.0	300.5	45,760.0									
Cost	\$11,486,986	\$10,382,275	\$882,252	\$28,981,638	\$15,699,636	\$3,606,055	\$6,753,909	\$1,352,893	\$2,283,622	\$1,086,291	\$4,181,944	\$124,245,343 ^a

^aDiffers from \$124,133,533 Total Cost of Table 1 by \$112,622 overcommitment of traffic patrol (22,743 units versus cost base of 22 units) and \$(812) accumulated rounding variances.

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purchased 0.500 general law patrol units at \$245,340 each equaling \$122,670; 0.533 traffic units at \$151,577 each equaling \$80,791; 3,097.5 hours of crossing guard equaling \$12,545; and 1.9 station detectives at \$32,914 equaling \$62,537 for a total contract price of \$278,774. The number of station detectives is estimated based on Artesia's caseload as a percentage of the Lakewood Station caseload for station detectives.

Total costs for service units provided by the Sheriff for 1970-1971 are summarized in the following table:

	<u>Cost</u>	<u>Percentage of Total</u>
Contract Cities	\$ 17,024,236	13.70%
Unincorporated Area	32,295,868	25.99
General County	<u>74,926,242</u>	<u>60.31</u>
 Total	 \$124,246,346	 100.00%

4. THE CURRENT CHARGE OF \$230,043 FOR A PATROL CAR IS LESS THAN THE COST AS CALCULATED UNDER THE RECOMMENDED PRICING SYSTEM

The current contract charging practice combines the costs of station detectives with the costs of patrol and traffic units, whereas Exhibit 19 estimates the costs of station detectives separately. When the calculated costs of station detectives are aggregated with the General Law Patrol, a unit of "Patrol Car," as defined in the contracts between cities and county now in effect, would cost \$328,300 as shown below:

EXHIBIT 20

SUMMARY OF SERVICE UNIT
COSTS BY USER

<u>Service Unit</u>	<u>Contract Cities</u>	<u>Unincorporated</u>	<u>General County</u>	<u>Total</u>
General Law Patrol	\$ 7,198,521	\$23,714,319		\$ 30,912,840
Traffic Patrol	3,447,316	--	--	3,447,316
Traffic Motorcycle (3-wheel)	147,119	372,126	--	519,245
Helicopter Patrol:				
Argus	418,650	184,206	--	602,856
Sky Knight	228,240	--	--	228,240
General	--	361,200	--	361,200
Crossing Guard	348,132	396,882	--	745,014
Community Relations Officer	115,389	276,233	--	391,622
School Safety Officer	163,800	7,122	--	170,922
Education Officer	23,513	--	--	23,513
Resident Officer	120,895	24,179	--	145,074
Station Detective	4,772,530	6,714,456	--	11,486,986
Headquarters Detective	--	--	\$10,382,275	10,382,275
License Investigation	35,128	245,145	601,979	882,252
Jail	--	--	28,981,638	28,981,638
Corrections	--	--	15,699,636	15,699,636
Prisoner Transport	--	--	3,606,055	3,606,055
Civil	--	--	6,753,909	6,753,909
Training	--	--	1,352,893	1,352,893
Scientific Services	--	--	2,283,622	2,283,622
Records Services	--	--	1,086,291	1,086,291
Miscellaneous Law Enforcement	--	--	4,181,944	4,181,944
Total	\$17,019,233	\$32,295,868	\$74,930,242	\$124,245,343^a

^aDiffers from \$124,133,533 Total Cost of Table 1 by \$112,622 overcommitment of traffic patrol (22,743 units versus cost base of 22 units) and \$(812) accumulated rounding variances.

ACTUAL COSTS OF PATROL CAR

1970-1971

Total cost of general law patrol to all users	\$30,912,840	
Total cost of traffic patrol to all users	3,447,316	
Total cost of station detectives to all users	<u>11,486,988</u>	
Combined Costs		\$45,847,144
Total general law patrol units	126.00	
Total traffic patrol units (adjusted to match general law patrol units)	<u>13.65</u>	
Combined Units		139.65
Cost per patrol unit		\$ 328,300

It is our finding, therefore, that the \$230,043 currently charged per the 1970-1971 contract is less than that price which represents actual cost of the service.

The price of traffic motorcycle determined by this study to be equitable is \$28,847 for a 40-hour per week post, which is \$2,121 less than the annual established by contract for 1970-1971.

No other service unit was calculated to have an actual cost less than that established by contract for Fiscal Year 1970-1971.

APPENDICES

APPENDICES

	Appendix
POLICY ADVISORY COMMITTEE	A
DETAILED ORGANIZATION CHART, LOS ANGELES COUNTY DEPARTMENT OF SHERIFF	B
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STATUTORY AUTHORITY FOR PROVISION OF SERVICES BY THE SHERIFF	C-2
DETAILED DESCRIPTIONS OF FIVE ALTERNATIVE PRICING MODELS	D-1
THE IMPACT OF ALTERNATIVE PRICING MODELS ON CONTRACT CITIES	D-2
SOME GUIDELINES FOR DETERMINING POLICING SERVICES	E
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PERSONS INTERVIEWED	H

APPENDIX A

POLICY ADVISORY COMMITTEE

Members

Representing Contract Cities

William Cheek, Mayor, City of Walnut

John Todd, City Attorney, City of Lakewood

Representing Independent Cities

Dr. Thomas Clark, Councilman, City of Long Beach

Ernani Bernardi, Councilman, City of Los Angeles

Representing County

Phil McGruder, Member and former Chairman, Los Angeles County Economy &
Efficiency Committee

Representing State

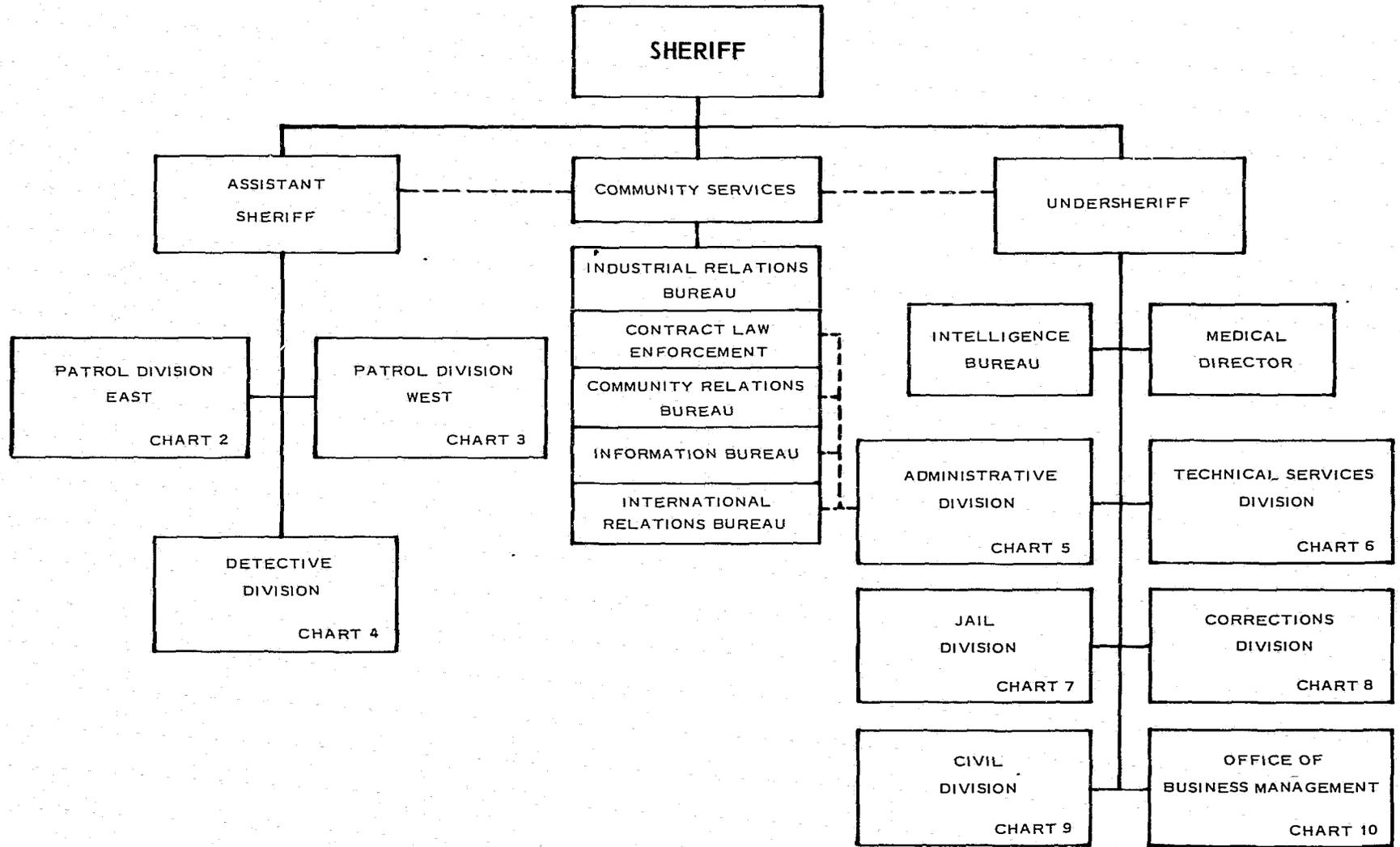
Ronald George, Deputy Attorney General, State of California

Project Coordinator

Marshall Julian, City Administrator, City of Lakewood

APPENDIX B

LOS ANGELES COUNTY DEPARTMENT OF SHERIFF

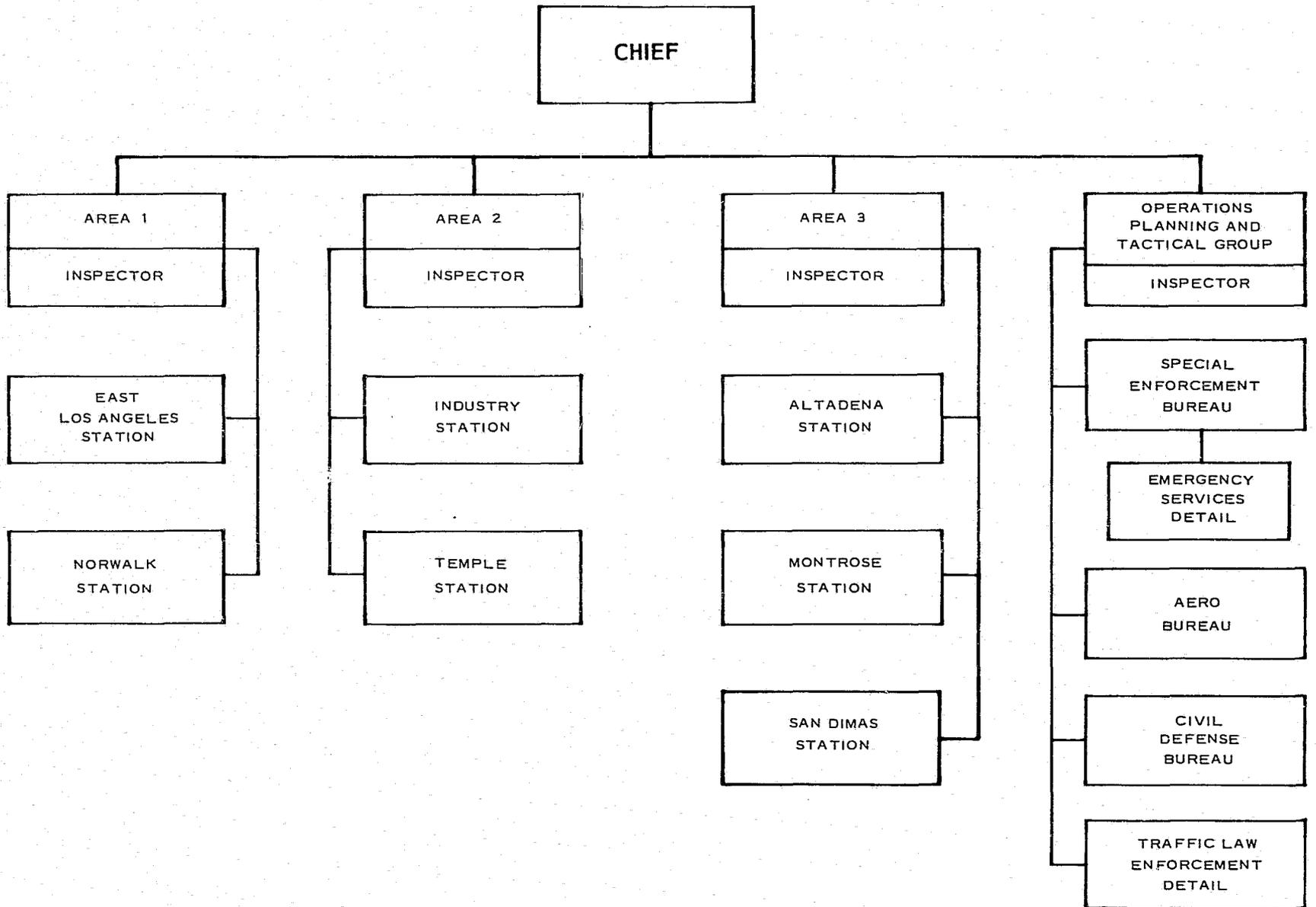


ORGANIZATION CHART 1

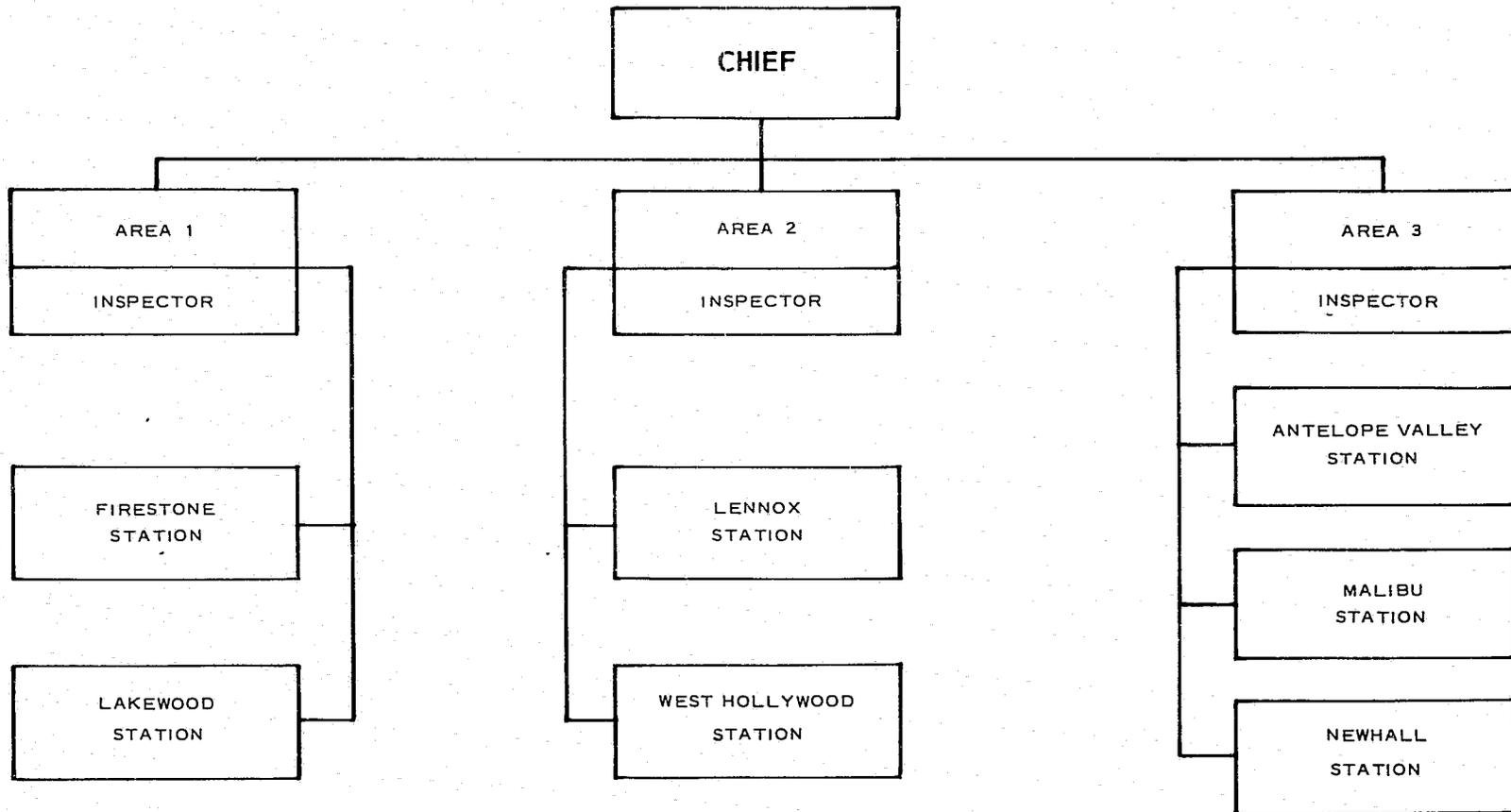
APPENDIX B(1)

Rev. 1-4-71

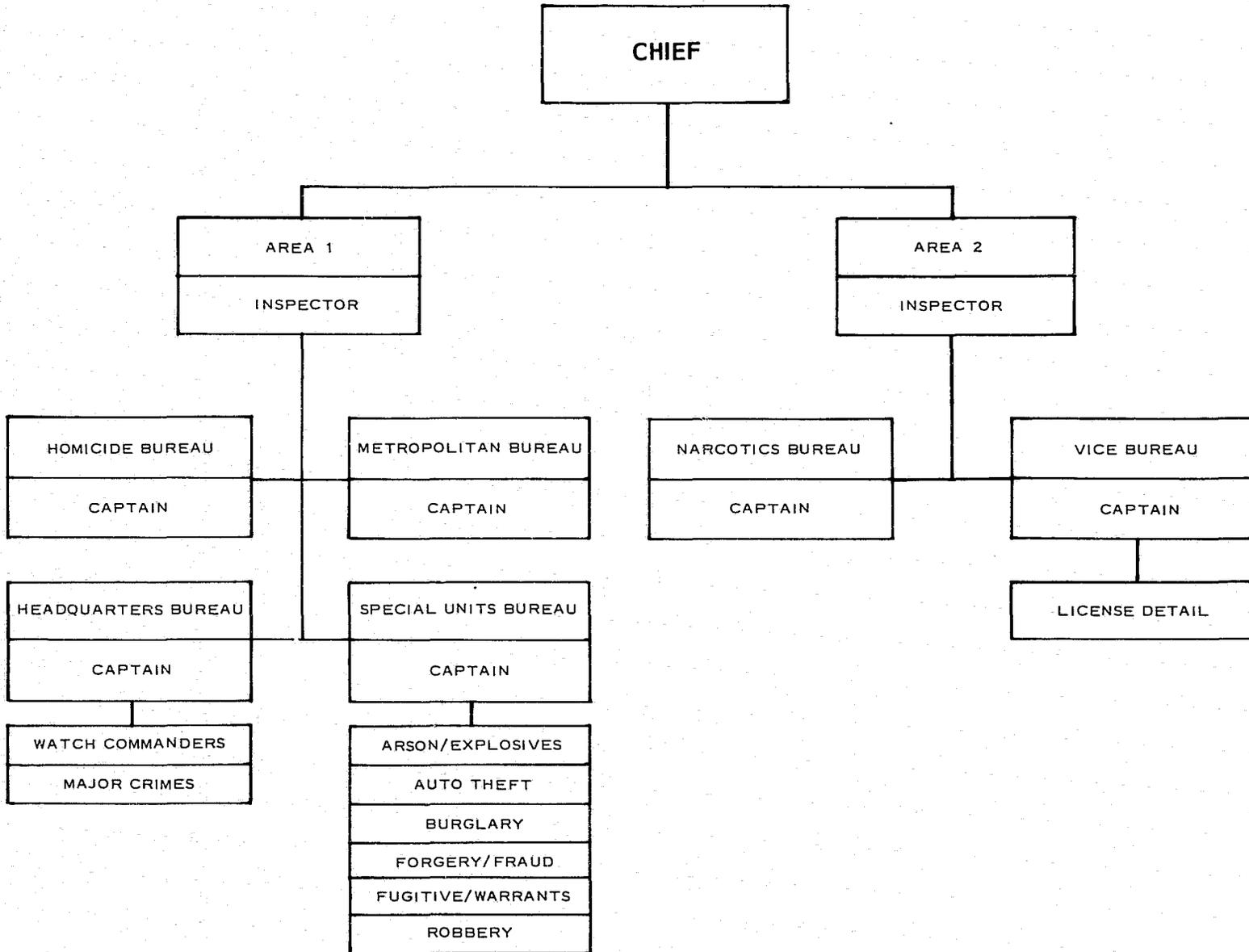
PATROL DIVISION EAST



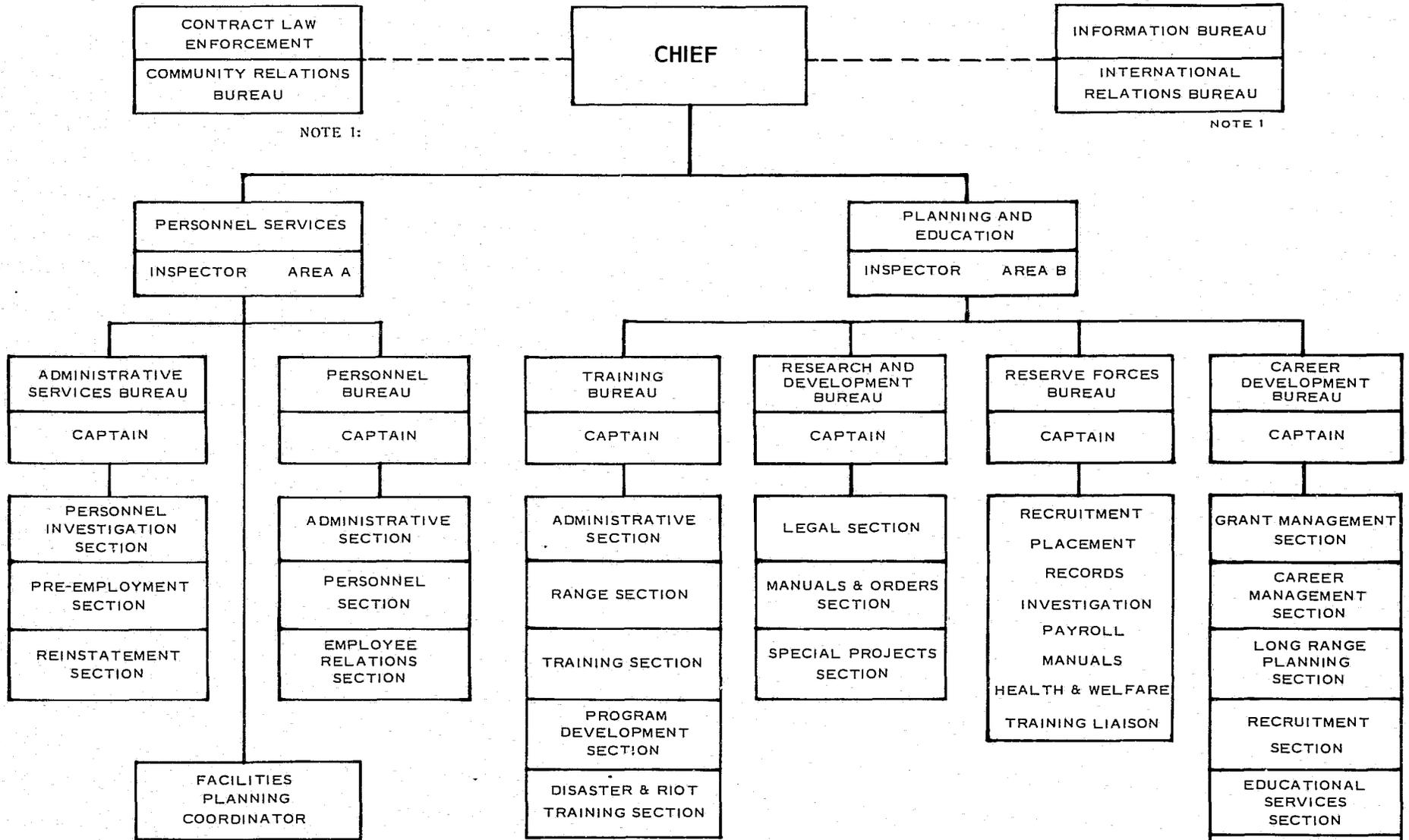
PATROL DIVISION WEST



DETECTIVE DIVISION



ADMINISTRATIVE DIVISION

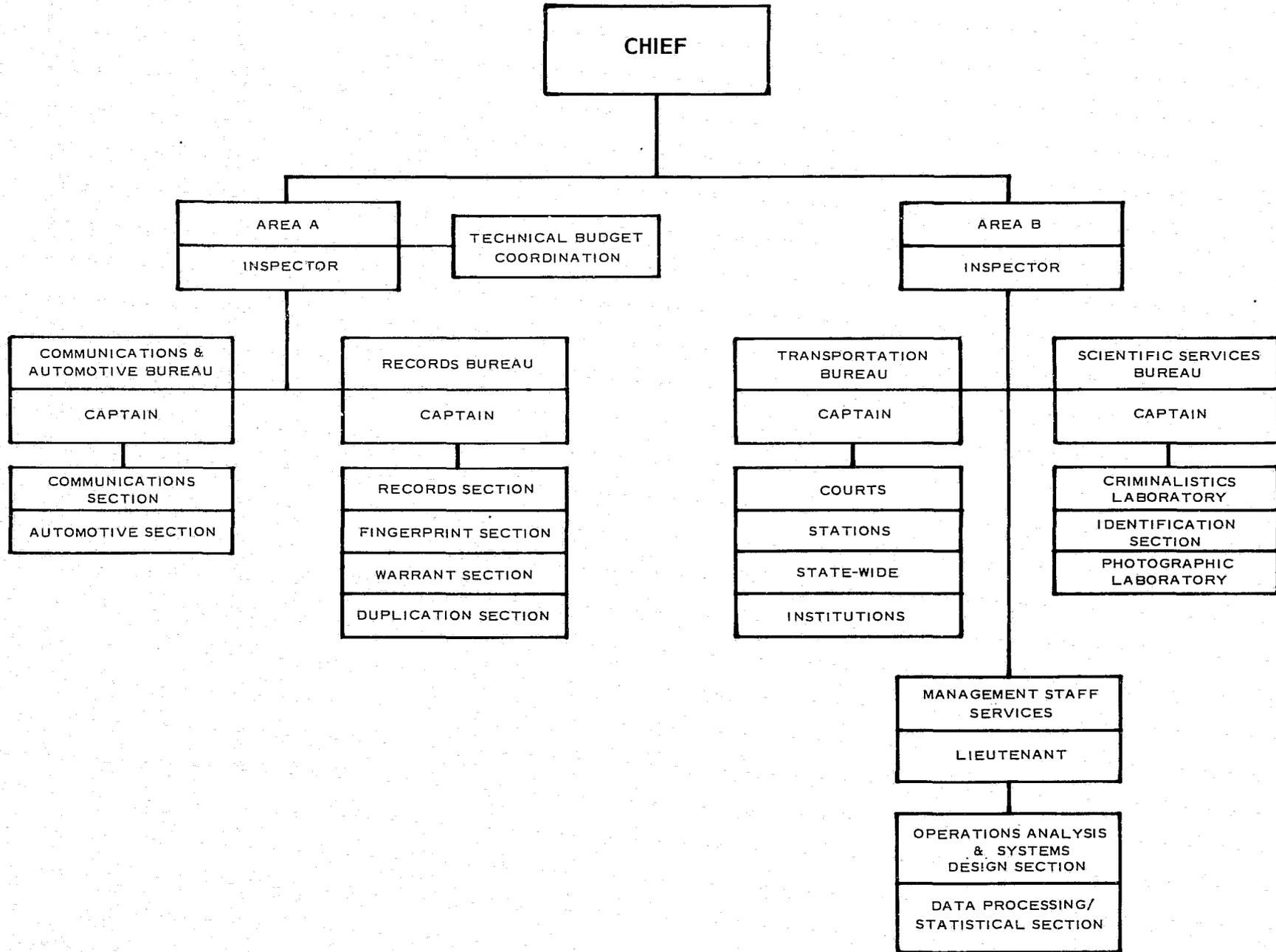


NOTE 1:

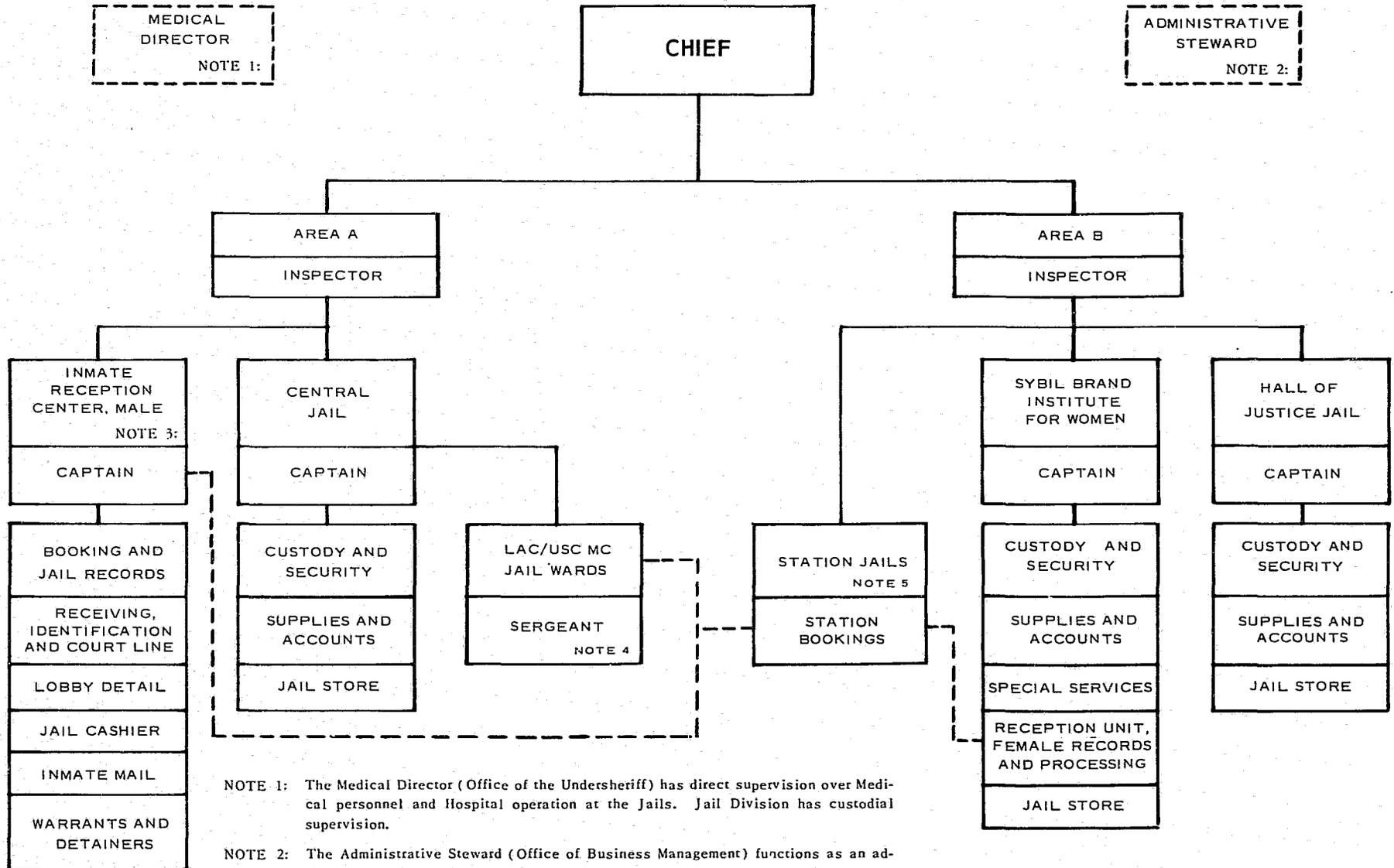
NOTE 1

NOTE 1: The Inspector responsible for Community Services (See Chart 1) receives functional supervision and direction from the Assistant Sheriff and Undersheriff. However, in matters concerning Contract Law Enforcement and the Community Relations, Information and International Relations Bureaus the Inspector reports directly to the Chief of the Administrative Division. The Chief in turn keeps the Sheriff apprised of activities in these areas.

TECHNICAL SERVICES DIVISION



JAIL DIVISION



NOTE 1: The Medical Director (Office of the Undersheriff) has direct supervision over Medical personnel and Hospital operation at the Jails. Jail Division has custodial supervision.

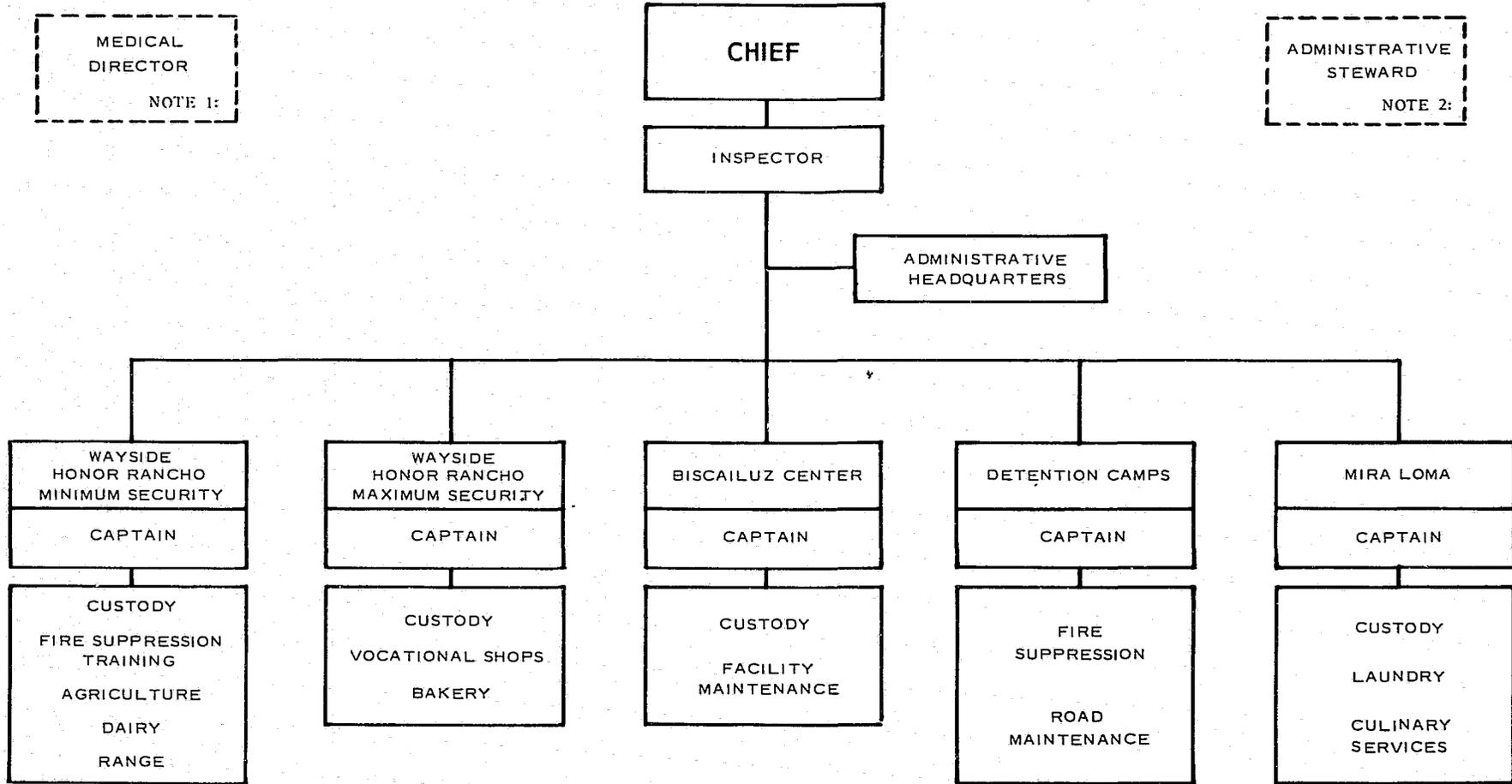
NOTE 2: The Administrative Steward (Office of Business Management) functions as an advisor concerning culinary services at the Jails.

NOTE 3: The Inmate Reception Center at Central Jail has functional supervision over the Reception Unit at Sybil Brand Institute for Women, and over inmate booking functions at the Jail Wards of the L. A. County/USC Medical Center and the fourteen Sheriff's Stations.

NOTE 4: The Jail Division has custodial responsibility for inmates in the Jail Wards at L. A. County/USC Medical Center.

NOTE 5: The Jail Division is responsible for inspection of Jail facilities at the fourteen Sheriff's Stations.

CORRECTIONS DIVISION



NOTE 1. The Medical Director (Office of the Undersheriff) has medical supervision over all inmates.

NOTE 2: The Administrative Steward (Office of Business Management) has functional supervision over all Commissary functions.

CIVIL DIVISION

CHIEF

INSPECTOR

SUPERIOR COURT
BAILIFF'S BUREAU

CAPTAIN

HEADQUARTERS

MAIN OFFICE BUREAU

CAPTAIN

SERVICE &
ENFORCEMENT
EAST

HEADQUARTERS
CENTRAL

SERVICE &
ENFORCEMENT
WEST

ADMINISTRATION

EQUIPMENT
PERSONNEL
PROPERTY
RECORDS
VEHICLES

BRANCH COURT
DISTRICTS

EAST
POMONA
NORTH CENTRAL
BURBANK
GLENDALE
NORTHWEST
VAN NUYS
LANCASTER
NORTHEAST
PASADENA
SOUTH
LONG BEACH
SOUTHWEST
TORRANCE
SOUTHEAST
NORWALK
WEST
SANTA MONICA
SYLMAR
JUVENILE

CIVIC CENTER
COURTS

BRUNSWIG BLDG.
COURTHOUSE
HALL OF JUSTICE
JUVENILE COURT
OLD HALL
OF RECORDS
PSYCHIATRIC
COURT
(DEPT. 95)

AVALON

LONG BEACH
NORWALK
PASADENA
POMONA
FUNCTIONAL
SUPERVISION
INDUSTRY
EAST LOS ANGELES
MONTROSE
TEMPLE

LEGAL
ASSIGNMENT

PROPERTY
KEEPER
SALES
ASSIGNMENTS--
SERVICE
DISTRICTS
EAST
LOS ANGELES
FIRESTONE
LANCASTER
-NEWHALL
LENNOX
MAIN OFFICE
MONTROSE
TEMPLE
WEST HOLLYWOOD

GENERAL
SERVICES

PROCESS
RECEIVING
CLERICAL
ACCOUNTING
PROCESS
PREPARATION
PROCESS
RETURNS
MISCELLANEOUS
JUVENILE
PROCESS

MALIBU/
CALABASAS

SANTA MONICA
TORRANCE
VAN NUYS
FUNCTIONAL
SUPERVISION
FIRESTONE
LANCASTER/
NEWHALL
LENNOX
WEST HOLLYWOOD

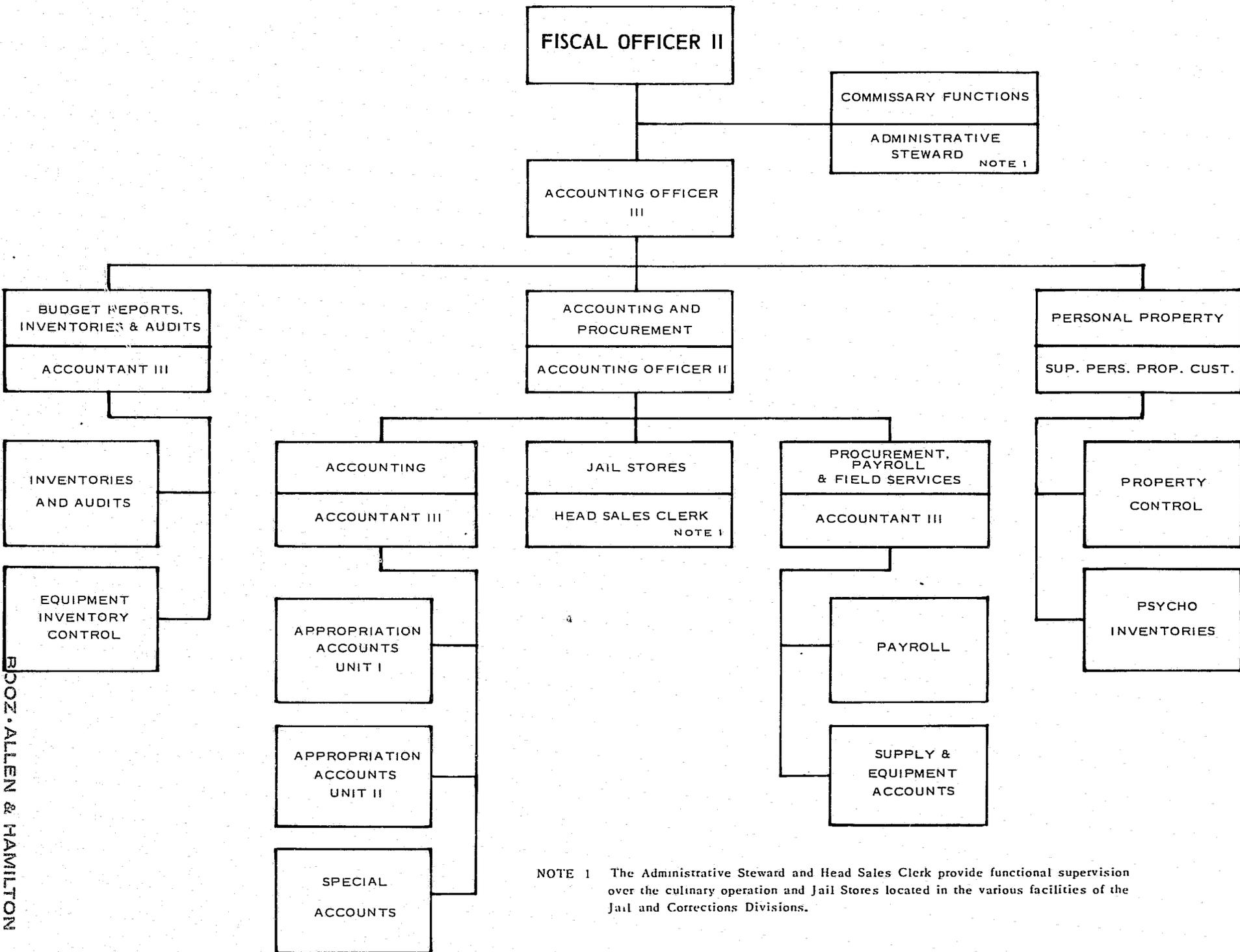
SPECIAL SERVICES

JURY
MEALS
LODGING
SECURITY
TRANSPORTATION
WARRANTS
WARRANT
RECALLS

ORGANIZATION CHART 9

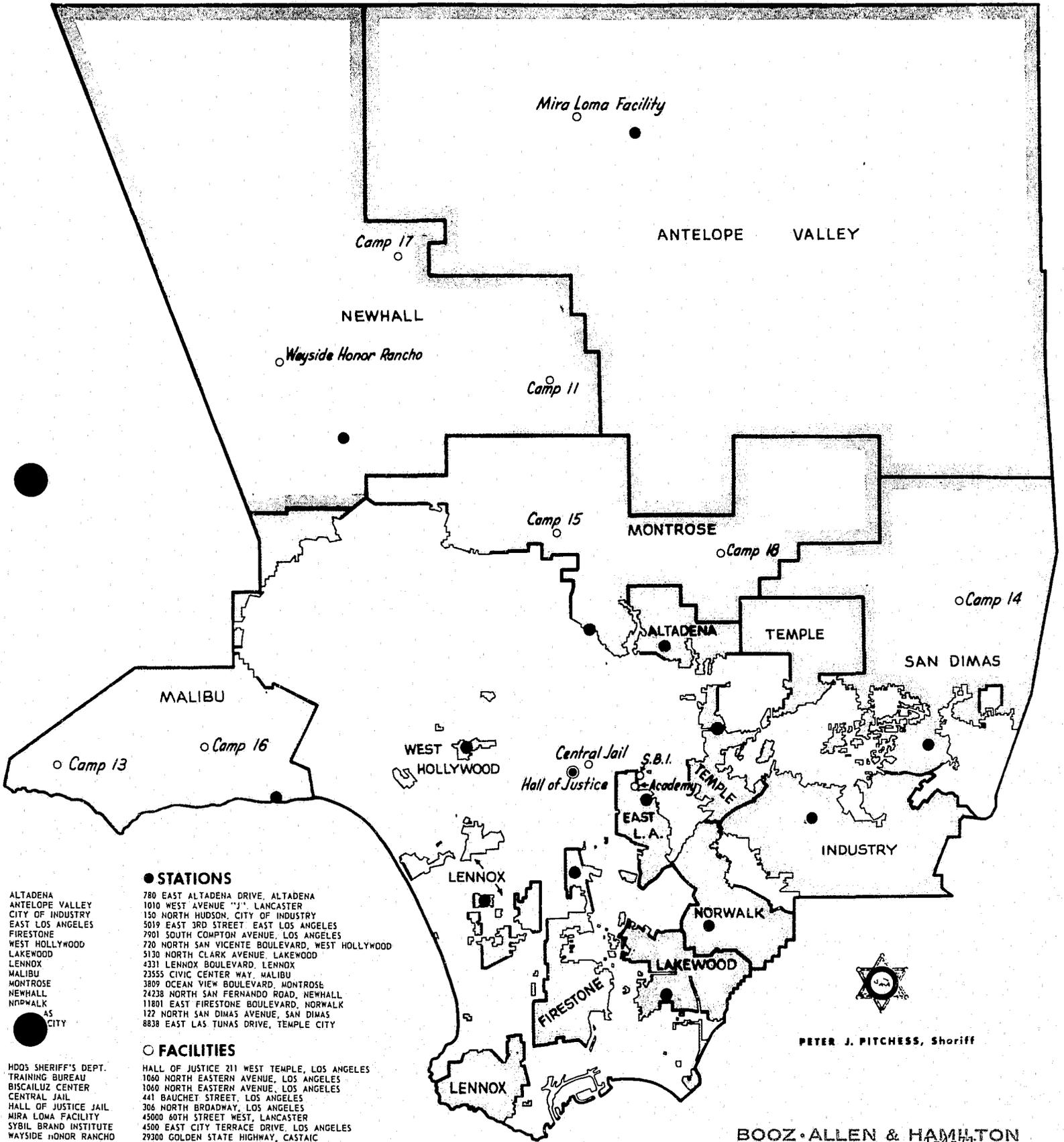
APPENDIX B(9)

OFFICE OF BUSINESS MANAGEMENT



NOTE 1 The Administrative Steward and Head Sales Clerk provide functional supervision over the culinary operation and Jail Stores located in the various facilities of the Jail and Corrections Divisions.

Los Angeles County Sheriff's Department Facilities & Station Boundaries



APPENDIX C-2

**LAW ENFORCEMENT CONTRACTUAL COST STUDY
STATUTORY AUTHORITY FOR PROVISION OF SERVICES BY THE SHERIFF**

Organization and Functions	Area Provided or Available	Required by Law		Authorized by Law		
		County Wide	Unincorporated Areas	Unincorporated Areas	Cities	
					With Consent	Without Consent
DETECTIVE DIVISION						
Headquarters Bureau						
— Watch commanders detail	County-Wide	—	—	GC 26600	GC 26600	—
— Identi-kit detail						
— Gun registration						
— Jail crimes, gun lists, stolen property						
Homicide Bureau						
— Investigation of homicides	County-Wide	—	GC 26600-02	—	PC 830.1(b)	—
— Investigation of kidnappings						
Metropolitan Bureau						
— Stakeouts, surveillance, patrols	Unincorporated areas and contract cities	—	GC 26600	—	GC 26600	—
— Special investigations	County-Wide	—	GC 26600	—	PC 830.1(b)	—
— Special security activities						
Special Units Bureau						
— Arson detail	County-Wide	—	GC26600-02	—	PC830.1(b)	—
— Fugitive/warrant detail						
— Auto theft detail	Unincorporated areas and contract cities					
— Burglary detail						
— Forgery/fraud detail	contract cities; some county-wide		GC 26600-02		GC 26600; PC 830.1(b)	—
— Robbery detail						
Narcotics Bureau						
— Investigation of narcotics cases	County-Wide	—	GC 26600-02; GC 26326	—	PC 830.1(b)	—
— Investigation of narcotics sources and dealers						
Vice Bureau						
— Investigation of gambling, pornography, prostitution, and other vice problems	County-Wide	—	GC 26600-02	—	PC 830.1(b)	—
— Enforce county business license ordinances and those of contract cities	Unincorporated areas and contract cities	—	GC 26600-02	—	PC 830.1(b)	—

Organization and Functions	Area Provided or Available	Authorized by Law				
		Required by Law		Unincorporated Areas	Cities	
		County-Wide	Unincorporated Areas		With Consent	Without Consent
DETECTIVE DIVISION (continued)						
Detective Division Administration						
— Provides overall direction and coordination for detective division	Internal	—	—	GC 26600	—	GC 26600
PATROL DIVISION						
Sheriff Station/Consolidated	County-Wide	GC 26603;	—	—	—	—
— Custody and care of prisoners		GC 26605;				
— Bailiff responsibilities		GC 26611				
— General law patrol	Unincorporated areas and contract cities	—	—	GC 26600	GC 26600	—
— Station detective operations						
— Special officer programs						
— School crossing guard program						
— Traffic patrol	Contract cities	—	—	—	GC 26600	—
Aero Bureau						
— Investigation of aircraft accidents	County-Wide	GC 26614	—	—	—	—
— Search/rescue/transportation						
— General law patrol	Unincorporated areas and contract cities	—	—	GC 26600	GC 26600	—
—						
Special Enforcement Bureau						
— Emergency services (scuba, rescue)	County-Wide	GC 26614;	—	—	—	—
— Disaster and civil disturbance opns.		26620; 26621;				
— Security operations		PC 409.5				
— Saturation patrols	Unincorporated areas and contract cities	—	—	GC 26600	GC 26600	—
Civil Defense Bureau						
— Coordinates civil defense readiness	County-Wide	GC 26620	—	—	—	—

Organization and Functions	Area Provided or Available	Authorized by Law				
		Required by Law		Unincorporated Areas	Cities	
		County-Wide	Unincorporated Areas		With Consent	Without Consent
PATROL DIVISION (Continued)						
Traffic Law Enforcement Detail						
— Advice and assistance on traffic problems for contract cities	Contract cities	—	—	—	GC 26600	—
— Evaluating current traffic programs and recommending improvements						
Patrol Division and Area Administration						
— Provides overall direction and coordination of patrol division activities	Internal	—	—	GC 26600	—	GC 26600
Jail Division						
— Custody, security, and care of all sentenced and pre-sentenced prisoners held in facilities	County-Wide ^a	GC 26605	—	—	—	—
Corrections Division						
— Custody, security, and care of the sentenced inmates	County-Wide	GC 23013	—	—	—	—
— Provision of programs designed to rehabilitate inmates						
Civil Division						
— Serving and enforcing civil and criminal process	County-Wide	GC 26605; GC 26603; 26611	—	—	—	—
— Provision of bailiffs to police the courts						
TECHNICAL SERVICES DIVISION						
Records Bureau						
— Maintenance of juvenile index file, fingerprint identification files, and central warrant file	County-Wide	—	—	GC 26600	—	GC 26600
— Maintenance of master index file of names and cases, booking records, report files, and other internal files	Internal	—	PC 290; 11113; 13020; 13022	—	—	GC 26600

BOOZ ALLEN & HAMILTON
Management Consultants

APPENDIX C-2(3)

Organization and Functions	Area Provided or Available	Authorized by Law				
		Required by law		Unincorporated Areas	Cities	
		County-Wide	Unincorporated Areas		With Consent	Without Consent
TECHNICAL SERVICES DIVISION (Cont'd)						
Scientific Services Bureau						
— Operation of the photographic laboratory and the crime laboratory	County-Wide	—	—	GC 26600	—	GC 26600
— Investigation and analysis of evidence						
Automotive Section						
— Supervises the assignment and maintenance of the fleet of county-owned vehicles assigned to the Sheriff	Internal	—	—	GC 26600	—	GC 26600
Radio Unit						
— Operation of the radio network linking station and field units	Internal	—	—	GC 26600	—	GC 26600
— Operation of inter-city radio link to other sheriff departments and agencies	County-Wide	—	—	GC 26600	—	GC 26600
Teletype Switching Unit						
— Transmission of crime broadcasts from law enforcement agencies in the county	County-Wide	—	—	GC 26600	—	GC 26600; 15100
— Computer access and switching						
— Relay of teletype communications locally, statewide, and nationwide						
Disaster Communications Unit						
— Provision of communication systems and links for use in disaster and emergency situations	Unincorporated areas and contract cities	—	—	GC 26614	—	GC 26614

Organization and Functions	Area Provided or Available	Authorized by Law				
		Required by Law		Cities		
		County-Wide	Unincorporated Areas	Unincorporated Areas	With Consent	Without Consent
TECHNICAL SERVICES DIVISION (Cont'd)						
Transportation Bureau						
— Transportation of prisoners to courts, stations, jails, and state institutions	County-wide	GC 26605; 26747; 26749; 26612; CC 230	—	—	—	—
— Transportation of juries and mentally ill persons						
— Emergency transportation services						
Management Staff Services						
— Design and implementation of computer applications	Internal	—	—	GC 26600	—	GC 26600
— Forms design						
— Report and statistics production						
— Systems analysis studies						
Technical Services Division Administration						
— Provides overall direction and coordination of all technical services division activities	Internal	—	—	GC 26600	—	GC 26600
ADMINISTRATIVE DIVISION						
Administrative Services Bureau						
— Investigates complaints against employees of the department	Internal	—	—	GC 26600	—	GC 26600
— Pre-employment investigations						
— Reviews performance of former employees						
Personnel Bureau						
— Hires and processes applicants for positions	Internal	—	—	GC 26600	—	GC 26600
— Maintains personnel records						
— Controls identification items						

Organization and Functions	Area Provided or Available	Authorized by Law				
		Required by Law		Cities		
		County-Wide	Unincorporated Areas	Unincorporated Areas	With Consent	Without Consent
ADMINISTRATIVE DIVISION (Cont'd)						
Career Development Bureau						
- Develops grant programs and secures funds	Internal	-	-	GC 26600	-	GC 26600
- Provides assistance to organizations for developing criminal justice oriented grants						
- Long-range planning assistance						
Research and Development Bureau						
- Evaluation of operations and updating of procedures	Internal	-	-	GC 26600	-	GC 26600
- Analysis of statistical reports and studies						
- Conduct of surveys and workload studies						
Reserve Forces Bureau						
- Reserve support of regular station patrol activities	Unincorporated areas and contract cities	-	-	GC 26600	-	GC 26600
- Reserve support for back-up manpower in disasters and civil disturbances	County-Wide	GC 26602; 26620	-	-	-	-
- Search and rescue operations						
Training Bureau						
- Schedules, staffs, and conducts recruit and in-service training classes	County-Wide	-	-	GC 26600	-	GC 26600
- Sheriff's range operation						
- Program development						
- Training positions	Internal	-	-	GC 26600	-	GC 26600
Administrative Division Administration						
- Provides overall direction and coordination of all administrative division activities	Internal	-	-	GC 26600	-	GC 26600

Organization and Functions	Area Provided or Available	Required by Law		Authorized by Law		
		County-Wide	Unincorporated Areas	Unincorporated Areas	Cities	
					With Consent	Without Consent
ADMINISTRATIVE DIVISION (Cont'd)						
Office of Business Management						
— Jail stores and personal property	County-Wide	GC 26640; 26641	—	—	—	—
— Commissary						
— Accounting, budget reports, procurement, payroll, and audit	Internal	—	GC 26640; 25210.42	—	—	GC 26640; 25210.42
EXECUTIVE DIVISION						
Sheriff's Office						
— Offices of Sheriff, Assistant Sheriff, and Undersheriff	Internal	Const. Art. XI, Sect. 5; GC 26600	—	—	—	GC 26600
— Overall policy determination and coordination						
Community Services Administration						
— Overall supervision of community services bureaus	Internal	—	—	GC 26600	—	GC 26600
— Coordination of the contract cities program	Contract cities	—	—	—	GC 26600	—
Community Relations Bureau						
— Communication and contacts with community groups to improve relations with police	Internal	—	—	GC 26600	—	GC 26600
— Education of general public to reduce intergroup tensions and improve police/minority relations						
Information Bureau						
— Dissemination of information and news to the general public and media	Internal	—	—	GC 26600	—	GC 26600
— Press credentials and liaison						

Organization and Functions	Area Provided or Available	Required by Law		Authorized by Law		
		County-Wide	Unincorporated Areas	Unincorporated Areas	Cities	
					With Consent	Without Consent
EXECUTIVE DIVISION (Cont'd)						
Industrial Relations Bureau						
— Gathers and evaluates information concerning labor-management relations and disputes	County-Wide	—	—	GC 26600	—	GC 26600
— Maintains liaison with union officials, management personnel, and government labor relations units						
Intelligence Bureau						
— Undercover surveillance and intelligence gathering	County-Wide	—	—	GC 26600	—	GC 26600

^aCustody of prisoners arrested on local city ordinances is a city responsibility.

^bContract with City of Los Angeles to provide prisoner transportation from city police sub-stations.

Note: GC — Government Code of State of California
 PC — Penal Code of State of California
 CC — Civil Code of State of California

APPENDIX D-1

**PRICING MODEL NUMBER 1
PATROL CAR PLUS SELECTED SERVICES**

Basic Description

This is the present system of pricing which has evolved over the seventeen years of the contract system in Los Angeles County.

Primary Service – At Full Allocation Costing

Patrol Car (Purchased as package)

General Law Patrol

Station Detectives

Backup and Support as Necessary

Extra Services Available – At Full Allocating Costing

Traffic Patrol (includes share of station detectives, backup, and support)

Motorcycle

Helicopter

Community Relations Officer

School Safety Officer

Education Officer

Resident Officer

Crossing Guards

License Detail

Other Services – Provided Countywide at No Charge

Headquarters Detectives

Jail

Other Services – Provided Countywide at No Charge (Continued)

Corrections
Civil
Training
Scientific Services
Records
Prisoner Transportation
Miscellaneous Law Enforcement

Level of Service

Set by contracting city upon recommendation of Sheriff. Minimum level of services allowable determined to be “that same minimum level of service that is . . . provided for the unincorporated area of the County by said Sheriff.”

Extra services set by contract city in consultation with Sheriff.

Changes Required if Adopted

No changes in legal procedures, contract, or Sheriff’s operation. Some minor changes in accounting and personnel records needed to exercise cost model.

Advantages

Well-known and understood by contracting cities and community.

Level of service defined in measurable units.

City able to establish level of service it desires, to specifics of men, hours, and days.

Disadvantages

No formula for relating level of service to need, or determining "minimum service."

No provision is made for spreading of overhead over additional units.

Traffic units are charged for detective back-up and support overhead as general law patrol even though need for these is not demonstrated.

Others Who Use Method

Riverside County, California

San Bernardino County, California

San Mateo County, California

Ventura County, California

**PRICING MODEL NUMBER 2
INDIVIDUAL SERVICE UNITS**

Basic Description

All service units available from Sheriff are priced individually, with no packaging of related units.

Primary Service – At Full Allocation Costing

General Law Patrol (includes back-up and support)

Station Detectives

Extra Services Available – At Full Allocation Costing

Traffic Patrol

Motorcycle

Helicopter

Community Relations Officer

School Safety Officer

Education Officer

Resident Officer

Crossing Guard

License Detail

Other Services Provided – Countywide at No Charge

Headquarters Detective

Jail

Corrections

Civil

Training

Scientific Services

Records

Prisoner Transportation

Miscellaneous Law Enforcement

Level of Service

Set by contracting city upon recommendation of Sheriff. Minimum level of primary service allowable also determined to be minimum level provided for unincorporated area.

Extra services set by contract city in consultation with Sheriff.

Differences from Present Method

General law patrol includes only car in the field as line unit, no longer including station detectives as part of the price package.

Traffic patrol also includes only car in the field, no longer including station detectives as part of the price package.

Back-up and support in general law enforcement, from such units as special enforcement bureau, are allocated only to general law patrol.

Station detectives are purchased separately by contract city, according to cases handled.

All other service units charged as at present.

Changes Required if Adopted

No changes in legal procedures, contracts, or Sheriff's operation.

Work load and case records for station detectives will need to be carefully developed for each contract city in order to determine required level of service.

Advantages

Only minor changes required from present system.

With separation of station detectives from "patrol car" and "traffic" units, cities are able to:

- Purchase additional general law patrol cars without paying for additional detectives which may not be required.
- Purchase additional station detectives for special programs or enforcement at level higher than normal.

Traffic units are no longer charged for detective back-up.

City retains ability to establish level of service for each type of service unit.

Disadvantages

All units of a type are charged at the same rate. No provision is made for spreading of overhead over additional units.

No determination is made of minimum level of service or of relation of service to actual need.

Others Who Use Method

Contra Costa County, California

City of Brea, California (to City of Yorba Linda)

St. Louis County, Missouri (Six cities, towns, and villages for all police services; 39 for enforcement of state laws, and 44 for radio dispatching).

**PRICING MODEL NUMBER 3
BASIC SERVICE PLUS ADD-ONS**

Description

Contract city buys into the system by purchasing a basic level of service which is designed to provide reasonable protection. The city then has the option to purchase additional units of the basic service types or of other extra services.

Primary Services Purchased as Package – Full Allocation Costing

General Law Patrol
Station Detectives
Traffic Patrol

Extra Services Available – At Incremental Costing

Additional General Law Patrol
Additional Station Detectives
Additional Traffic Patrol
Motorcycle
Helicopter
Community Relations Officer
School Safety Officer
Education Officer
Resident Officer
Crossing Guards
License Detail

Other Services Provided – Countywide at No Charge

Headquarters Detectives
Jail
Corrections
Civil
Training
Scientific Services
Records
Prisoner Transportation
Miscellaneous Law Enforcement

Level of Service

Basic Service set by Sheriff according to formula utilizing area, population, assessed valuation, and work load. This level would be above minimum provided to unincorporated, yet below what is generally provided at present to contract cities.

Level of additional or extra services set by contract city at its option, in consultation with Sheriff.

Differences from Present Method

Basic service level set by predetermined formula established by Sheriff.

Level of station detectives set by investigation work load rather than in relation to number of general law or traffic units.

Traffic units do not include station detective or back-up services as part of cost.

Traffic units, however, must be purchased as part of Basic Service if Sheriff is to have responsibility for traffic enforcement.

While full allocation pricing is used for Basic Service, additional and extra units are purchased at an incremental cost which represents the direct impact of that unit on the Sheriff's operation.

Levels of service continue to be measured in numbers of service units.

Changes Required if Adopted

Major need is for generally accepted, predetermined formula for establishing level of basic Service.

Contracts will need to establish two categories of service - Basic Service and Add-Ons, with differing methods of establishing level of service and pricing.

Advantages

Basic level of service is ensured for all contract cities.

Full allocation of costs to Basic Service assures that contract cities are supporting their share of overhead and indirect costs of the Sheriff.

Incremental pricing for additional and extra units more accurately reflect actual impact of these units on the system.

Disadvantages

Establishing agreement on formula to determine Basic Service.

Price for basic service units must be increased to cover fixed overhead on reduced number of units.

Others Who Use Method

Orange County, California utilizes concept of basic and supplementary services but actual practice is not comparable to this alternative pricing model.

**PRICING MODEL NUMBER 4
CONTRACTUAL CITIES ALLOCATION**

Description

The total cost of providing service to all contract cities as a whole is determined and the price to each city is calculated on the basis of a formula reflecting community need.

Primary Services Purchased as Package – Full Allocation Costing

General Law Patrol
Station Detectives
Traffic Patrol
Helicopter
Community Relations Officer
School Safety Officer
Education Officer

Extra Services Available – At Incremental Costing

Motorcycle
Crossing Guards
License Detail
Resident Officer (Full Allocation Costing)

Other Services Provided Countywide at No Charge

Headquarters Detective
Jail
Corrections
Civil
Training
Scientific Services
Records
Prisoner Transportation
Miscellaneous Law Enforcement

Level of Service

The general level of service for contract cities as a whole would be determined by the cities acting jointly, in consultation with the Sheriff. The minimum would be at least that provided to the unincorporated area.

The level of service within any station area or individual city would be determined by the Sheriff, at his discretion based on work load and community needs.

Extra services would be at the discretion of the contracting city.

Differences from Present Method

The level of primary services would be the same throughout the contract system; individual cities would have much less influence than they now exercise over this general level of service or the level of service within their city.

The price to be charged would not be related to a specific number of service units.

Individual cities could not raise or lower number of service units, and thus would not be able to affect price level.

Primary services of helicopter, community relations officer, school safety officer, and education officer would be provided every contract city, rather than being optional items as at present.

Changes Required if Adopted

A formula for determining the price to be charged to each contract city must be established. A reasonable formula would allocate charges by:

25% population
25% area
25% assessed valuation
25% major offenses
100%

One method of implementing this alternative would be the establishment of a joint powers agency composed of all contract cities. The agency would sign the

master contract with the Sheriff to provide the necessary units to maintain the general level of service agreed upon. The agency would then determine each cities' proper contribution, collect the charges and transmit the total to the county.

It may be possible, on the other hand, for each city to sign a separate contract with the county if there is unanimous agreement on the price allocation formula. In addition, it would be possible to establish a police district which each city would join with a property tax rate to be set at a level sufficient to finance total price. No changes would be required in Sheriff's operation, in fact, station commanders would be able to assign men without regard to contractual requirements.

Advantages

Equality of service among all contract cities is assured.

The price formula is easily defined and understood by all parties.

The county is assured of recovering overhead and support costs on the entire contractual city service package.

Contract cities may gain influence in setting level of service through organization as joint powers agency.

Disadvantages

Individual cities have little influence over level of service provided within their boundaries.

Improvements in service such as added patrol cars or traffic units can be made only over the group of cities as a whole or upon demonstrated need.

Measurement of service received is difficult as no specific units or positions are assigned to any individual city.

Length of time required to establish joint powers agency may not make it possible to implement in Fiscal Year 1971-1972.

Others Who Use Method

San Diego County, California (uses population only)

Nassau County, New York

Suffolk County, New York

PRICING MODEL NUMBER 5

COMPETITIVE PRICING

Description

Price would not be related to actual cost of providing service, but rather would be calculated at a level less than the cost of establishing an independent department of equivalent size and character.

Primary Services

General Law Patrol

Station Detectives

Traffic Patrol

Extra Services

Motorcycle
Helicopter
Community Relations Officer
School Safety Officer
Education Officer
Resident Officer
Crossing Guard

Other Services – Provided Countywide at No Charge

Headquarters Detective
Jail
Corrections
Civil
Training
Scientific Services
Records
Prisoner Transportation
Miscellaneous Law Enforcement

Level of Service

Each city would set its own level of service in consultation with Sheriff.
Minimum level would be at least that provided unincorporated area by the Sheriff.

Difference from Present Method

While types of service units would be similar, the pricing method would not be related in any way to the present system in which a price is established based on a determination of actual cost to provide service.

Changes Required if Adopted

To implement this method, the contract city would establish its desired level of service. The Sheriff would then calculate what it would cost to provide this level of service through an independent police department. The city would be charged less than this "independent force" cost, say 90 percent of that cost.

No change would be required in Sheriff's operating practice.

Contracts would have to be completely revised, and the county would have to change policy of seeking to recover actual cost of services provided.

Advantages

Serious reservations about the legality of the method.

Extreme difficulty in establishing cost for setting up independent department. How could method account for variations in staffing patterns, quality of service, rates of pay, age of buildings, experience of personnel, overhead and numerous other differences?

Method could not be utilized by small cities such as Bradbury, Industry, Hidden Hills, which likely could not establish own department.

Others Who Use Method

None

APPENDIX D-2

**THE IMPACT OF ALTERNATIVE PRICING MODELS
ON CONTRACT CITIES**

To illustrate the way our five alternative pricing models would work in actual practice we have postulated a sample city called "City of Contract, California" quite similar in population and characteristics to the three largest contracting cities. We have established the City of Contract at:

- o Population 86,000;
- o Area 13 square miles;
- o Assessed value \$200,000,000;
- o Case level of 2,000; and
- o Crime rate of 232.6 per 10,000 population

The impact of alternative pricing models on the level of service and method of costing for the City of Contract is shown on Exhibit D-2(1), following this page. In the left column are indicated the service units which have been described before, including general law patrol, detective, traffic patrol, motorcycle, helicopter, special officers, crossing guard and other services. To more precisely define the level of services we have shown three shifts each day for the general law patrol and traffic patrol and two per day for the helicopter units.

In Alternative No. 1, "Patrol Car Plus Selected Services," the City of Contract under the present system has contracted for 2.6 cars, this including two 2-man cars on the early morning shift, three 1-man cars on the day shift, and three 2-man cars on the p.m. shift. Station detectives are assigned to the City of Contract as needed. We estimate this at 2-1/3 station detectives per patrol car. Headquarters detectives are called as needed. The solid line indicates that one car around the clock plus the station and headquarters detectives to support this are purchased as a package defined as "patrol car" under current contracts. It is this unit which is calculated under the existing contract at \$230,043 this fiscal year.

The City of Contract has also purchased 1-5/6 traffic patrol cars, consisting of one 1-man car on the early morning shift, two 1-man cars on the day shift and two and one-half 1 man cars on the p.m. shift. Just as for the general law patrol the traffic patrol has the back-up of station detectives and headquarters detectives as needed.

The City of Contract also purchases one motorcycle patrol officer, a community relation officer, and a school safety officer, all on a forty-hour week. It belongs to the helicopter patrol program for which it receives service during the day and p.m. shifts seven days a week. Other services provided without charge include jail, corrections, training and scientific services.

Several major difficulties of the present system are illustrated. Station detectives are purchased as part of the general law patrol even though there is not a necessary correlation between the number of patrol cars and the number of detectives. This point is better shown when the City of Contract decides to add extra patrol service in the field. As shown in Exhibit D-2(1), the City has decided to add a third 2-man car on the early morning shift to provide better patrol coverage. In addition to the unit in the field, however, the city also pays for a share of station detectives, even though the work load for detectives may not have increased, and in fact may have been decreased because of the more effective patrol operation.

An even worse situation is that the traffic patrol cars are burdened with a share of station detectives even though these units, if they are working on the primary task of traffic enforcement, are not requiring the services of station detectives. In the same manner as for general law patrol an additional unit of traffic patrol requires an added share of detective overhead. Finally, under the present system, each unit is priced at exactly the same amount. No credit is given for the fact that as more and more units are added on, the price of each unit should be reduced as the fixed overhead is spread over a smaller number of units. Conversely the price of per units should be increased as the number of units is reduced, because the fixed overhead is then being spread over a smaller number of units.

Alternative No. 2, "Individual Service Units," was designed to meet the first major objection of the present pricing system, which is the handling of services. The significant difference is that station detectives are separated from both general law patrol and traffic patrol for pricing purposes. The general law patrol service unit will then consist of a patrol car in the field plus its direct and indirect overhead and support. The traffic patrol units would consist only of those field units assigned to traffic enforcement.

Station detectives would be purchased as a separate unit with the number which will be required during the coming year would be determined by the city and Sheriff based primarily on work load factors. The city would contract for that number of positions, but these station detectives would continue to be assigned to the area sub-station and reassigned to the contracting city on an as needed basis. Those headquarters specialists needed as support or back-up to the station detectives would be included in their costs while other headquarters detectives who work on a county-wide basis would be provided to the contract city free of charge.

To repeat our example of Alternative 1, when the City of Contract decides to add a third 2-man car on the early morning shift it pays only for that car itself, and no additional detectives are paid for or assigned to the contract city. In like manner the traffic patrol units may be increased without paying for or receiving additional station detectives. On the other hand if the work load of station detectives does increase, or if the city decides it wants additional men to carry out a specific program, the city will be required to contract with the county for additional station detective service units. The city will no longer receive all the detective service it requires as part of the patrol car package.

Under Alternative No. 2, the other service units of motorcycle, helicopter, special officer, crossing guard and other services will be treated in the same manner as in Alternative No. 1.

Alternative No. 3, "Basic Service Plus Add-Ons", provides freedom in the purchase of individual units, assures the county of full payment of overhead costs, and provides the city the benefit of marginal costing for additional units. Under this system the city and Sheriff would agree on a basic law enforcement service to consist of general law patrol, detective and traffic patrol

service units. This Basic Service must be carefully defined based on a consideration of work load, called for service, area, and population. In our example, it has been determined that this basic service for the City of Contract consists of 1.3 general law patrol cars, including one 2-man car in the early morning shift, one and one-half 1-man cars on the day shift, and one and one-half 2-man cars on the p.m. shift. Twelve station detectives are required because of the work load in the city and one 1-man traffic patrol unit is assigned to the day and p.m. shifts, respectively.

Upon completion of these determinations of the basic service level for all of the contract cities in the county and for his basic service in unincorporated areas, the Sheriff would run through the cost generation model and assign each of these units a full allocation for direct and indirect overhead and support services. By purchasing this basic service then, the contract city will have paid its full share of indirect overhead, covering items such as operation of stations and department overhead.

Above the Basic Service, the city can purchase additional units on a marginal cost basis. For example, in the City of Contract, to obtain the same level of service as it desires under Alternatives 1 and 2, the city would purchase two 2-man cars on the early morning shift, one and one-half 1-man cars on the day shift, and one and one-half 2-man cars on the p.m. shift at the marginal cost basis. For traffic patrol it would purchase one more car on the early morning and day shifts and an additional one and one-half cars on the p.m. shifts. To institute a special program in the detective area the city could purchase additional station detectives at a marginal cost basis.

Since the basic service package has already paid for the contract cities' "fair share" of the Sheriff's department, the other units of motorcycle, helicopter, community relations, school safety, education and crossing guards could be considered as additional officers to be purchased at the lower marginal cost basis. No longer would these latter units be burdened with the complete indirect overhead of the department as would be required for the basic law enforcement service package.

In Alternative Number 4, "Contractual Cities Allocation," the determination of the level of service and the price to be paid by the city are not necessarily related. The general level of service for all the contract cities is determined by the cities acting together and agreed to by the Sheriff. It

might be determined for the next fiscal year that the current level of service provided to cities is reasonable and should be maintained. The number of service units provided to the contract cities by the Sheriff then would include approximately 29 general law patrol cars, 22 traffic patrol cars, and 145 station detectives. The actual assignment of these units would be determined by the Sheriff considering the area, population and work load. For the City of Contract it might be determined that its present level of general law patrol at 2.6 cars is adequate and approximately that many would be assigned to the city as needed. Traffic control could be considered reasonable at about 1.83 units as at present while station detectives might be estimated at 13.5. Each of these estimates is only a projection for planning purposes, as no specific units would be assigned to the City of Contract.

The price to be paid by the City of Contract would be based upon a simple formula which would allocate prices to each of the contract cities. For purposes of illustration we have developed an allocation formula based one-fourth on population, one-fourth on area, one-fourth on assessed valuation, and one-fourth on major offenses. In the City of Contract we could determine that the city has 12.4 percent of the population, 6.89 percent of the area, 10.46 percent of assessed valuation and 10.65 percent of major offenses. Combining these four items gives the City of Contract a 10.01 percent share of the total price to be paid by all contract cities.

Under this allocation formula as shown in Exhibit D-2(2), the percentage of the total costs paid by cities would range from 10.63 percent in Carson to 0.34 percent in Hidden Hills. While it could be seen that the price to be paid each year by city can be easily calculated, it can become extremely difficult for the City of Contract to relate the 10.01 percent of the total cost that it pays to the actual level of service that it receives.

Under Alternative Number 5, "Competitive Pricing," the City of Contract would determine the level of services it desires. Using our same illustration of Exhibit D-2(1), the city may indicate to the Sheriff that it wants 2.6 general law patrol cars, 13.5 station detectives, 1.83 traffic patrol cars, one motorcycle officer, one community relations officer, one school safety officer. This level of service would be agreeable to the Sheriff as it should provide a reasonable protection to the citizens. Each of these units would be assigned to the City of Contract as in the present system. The price to be

CONTRACT CITY'S SHARE
UNDER ALLOCATION FORMULA-PRICING MODEL NO. 4

City	Percentage Share				Combined Total
	Population	Area	Assessed Valuation	Major Offenses	
Artesia	2.05%	0.86%	1.09%	1.50%	1.37%
Bellflower	7.30	3.27	4.56	6.92	5.51
Bradbury	0.15	1.06	0.18	0.10	0.37
Carson	10.12	9.03	12.46	10.92	10.63
Cerritos	2.29	4.66	3.62	2.18	3.19
Commerce	1.46	3.48	14.93	4.34	6.05
Cudahy	2.39	0.56	0.94	2.51	1.60
Durate	2.09	3.49	1.11	2.02	2.18
Hawaiian Gardens	1.22	0.50	0.52	1.99	1.06
Hidden Hills	0.21	0.73	0.33	0.10	0.34
Industry	0.10	5.69	5.97	2.17	3.48
Lakewood	11.51	5.04	7.75	7.03	7.83
La Mirada	3.98	3.02	3.91	2.62	3.38
La Puente	4.36	1.83	2.03	5.00	3.31
Lawndale	3.43	1.02	1.47	4.27	2.55
Lomita	2.80	0.95	1.65	2.36	1.94
Norwalk	12.77	4.87	6.17	10.94	8.69
Palmdale	1.19	16.82	2.20	1.42	5.41
Paramount	4.81	2.35	3.55	6.06	4.19
Pico Rivera	7.56	4.36	5.60	6.63	6.04
Rolling Hills	0.29	1.57	0.73	0.15	0.68
Rolling Hills Estates	0.92	1.76	1.67	0.79	1.28
Rosemead	5.42	2.60	3.09	5.96	4.27
San Dimas	2.20	7.93	1.51	1.86	3.38
Santa Fe Springs	2.08	4.62	7.18	3.99	4.47
South El Monte	2.13	1.29	2.15	3.54	2.28
Temple City	4.34	2.01	2.85	1.95	2.79
Walnut	0.83	4.63	0.78	0.68	1.73
	100.00%	100.00%	100.00%	100.00%	100.00%

paid by the city for these service units, however, would be calculated by determining what it would cost to provide these through establishment of an independent police department. In Los Angeles County there are five cities in the population range of the City of Contract: Burbank, Downey, Inglewood, Pomona and Santa Monica. By utilizing the cost model developed in this study it would be possible to determine the average or median cost of each service unit as provided by these cities. The Sheriff could then charge the same amount to the City of Contract for each service unit or preferably charge at a 90 percent rate to account for his economies of scale and to assure the decision of the city to remain in the contract system. This alternative poses extreme difficulties in implementation, however; while the five cities mentioned have similar population and are considered to run efficient and progressive departments, they do vary in the number of personnel, policy on staffing, amount of training given, support and overhead, and perhaps most importantly, in the wages paid to police officers. If a comparison is going to be made, the City of Contract would obviously prefer it to be with the lower cost of any of these independent departments, while the county might desire either the high cost departments or an average of these. In addition, the need for service and cost of operation varies to some extent by geographic location in the county. It might therefore be necessary to compare with independent departments immediately adjacent to the City of Contract rather than those in quite different areas of the county.

APPENDIX E

SOME GUIDELINES FOR
DETERMINING POLICING SERVICES

by John P. Kenney, Ph.D.

The determination of policing service requirements for a jurisdiction has for the most part depended upon the professional judgment of the police administrator and staff. The level of service actually provided, however, is usually modified by the administrative decisions of a city or county manager or administrator, a mayor, or a commission and finally by a political decision of the jurisdiction's legislative body with passage of a budget. However, it must be assumed that the decisions made and the present approaches to policing including such factors as organization, programs and operations lead to the provision of a reasonable level of police services in most jurisdictions.

Hard data in terms of facts and figures compiled as a result of police activity have been supportive of judgments and decisions made but have not been utilized as a basis for definitive criteria or formulae to establish requirements. This seems ironic since most police agencies maintain voluminous records and compile considerable statistical data. Only recently some few departments have done time studies relating work to cases and actions taken, a major step in the development of a data bases for determining personnel requirements and more definitively identifying policing needs. Only a limited number of objective scientific studies have been made in which hard data have been used to determine police service requirements. These studies have been limited to existing practices and have not been experimental in nature. They do not reflect alternative approaches.

A series of studies made at the University of Southern California and California State College at Long Beach on the workload of field patrolmen provide the basis for presentation of some guidelines for determining basic police requirements for a jurisdiction. The purpose of the studies was to survey selected jurisdictions in California to determine the rate of incidence and type of activity with which field patrolmen are concerned and to identify the actual work performed by the average field patrolman. Studies were made in 1957, 1964 and 1968 in cities of 25,000 to 100,000 and in 1970 in the City of Long Beach, a much larger city.

The results of the field patrolmen workload studies resulted in the finding that the time spent in handling cases on the average is 25 percent of available field time. This figure is arrived at by splitting the difference between the 28.8 percent case time found in the Long Beach study and 21.7 percent case time reflected in the 1968 study of selected cities of 25,000 to 100,000 population.

Other studies show that a field patrolman spends on the average one-half hour in handling each case. This is only an average since time spent on each case will vary from a few minutes to several hours.

Thus, based upon present methods of operations it has been determined that a field patrolman spends 25 percent of his time handling cases and that it takes on the average one-half hour to process each case. These data provide two important elements for the development of a formula for determining the number of patrolmen required to handle cases in a jurisdiction. The other components of the formula are the number of cases handled, hours per year the patrolman works exclusive of overtime, and the factor reflecting personnel required to cover one position 365 days per year.

The formula:

$$\frac{\text{No. of cases} \times .5}{25\% \times \text{hours worked per year by a patrolman (days} \times 8 \text{ hrs.)}} \times 1.6 = \text{No. of officers required to handle cases.}$$

(The 1.6 factor will vary slightly depending upon the number of days an officer works per year.)

It must be emphasized that the formula provides only a definitive guideline for determining the number of officers required to handle cases based upon present policing practices. It does not reflect some personnel and operational policy decisions which require additional personnel to maintain a continuous level of available field personnel based upon the formula requirements and to deal with a number of other policing situations. The personnel policies relating to sick leave, military leave and special leaves must be considered. Operational requirements conditioned by the tenor of the times such as violence, special events, court time, area policed, community expectations and other factors reflecting policy decisions related to service influences the number of field personnel for a jurisdiction.

Careful usage of the suggested formula for determining a minimum level of field service is urged. The formula can only be used as a guideline. The contemporary scene in America, based upon present approaches to policing, strongly suggests that additional field personnel be available to cope with many problems and particularly to assure communities of a reasonable degree of security and stability. Of particular note is the problem of narcotics and dangerous drugs being used which requires an unusual amount of police attention and which is not reflected except in a minor degree in the workload formula. Likewise, the formula is not really representative of the policing problems encountered in the densely populated urban areas with ghetto problems, and significant adjustment in field personnel requirements must be made for the more rural areas.

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With respect to traffic the formula reflects accident investigations but does not reflect enforcement activities, past control for traffic direction, or school safety and crossing guard activities. In the field patrolmen workload studies traffic enforcement by patrol officers is reflected in activities other than those related to cases. Activities of officers working exclusively traffic was not included in the workload studies.

Requirements for investigation support by detectives and juvenile officers in processing cases are primarily established by the professional judgment of the police administrator and his staff. Definitive workload studies related to detectives and juvenile officers are presently unavailable. Thus, it can only be assumed that the number of detectives and juvenile officers in a jurisdiction are the appropriate number required to process cases.

Determination of the number of station support personnel performing the communications, counter service, records, property and prisoner processing functions result from judgment and policy decisions of the police administrator and staff including a reflection of the administrative and political decisions of other jurisdictional officials. Such is also true with respect to the administrative functions and supervision and middle and top management requirements.

Application of the Guidelines to the Sheriff's Department Policing

1. Data base - Fiscal Year 1969-70
Statistical Summary.

2. Formula adjusted:

$$\frac{\text{No. of cases} \times .5}{.20 \times 1904 \text{ hours}} \quad \times 1.6 = \text{No. of field personnel required}$$

- a. Cases handled:

Checks and forgery cases are removed from cases handled since they are not normally processed by the field officer.

Disturbance of the Peace cases handled by field officers not reflected in "Cases Handled" statistics. (In the caseload studies they accounted for approximately 5 percent of field officer's case time hence the 20 percent factor rather than 25 percent factor in basic formula.

- b. Hours-worked per year by officer: Sheriff's Department sworn officers are legally obligated to work 238-8 hour days per year hence the 1904 hours figure.
- c. The 1.6 figure reflects the officer requirements for each field position 365 days per year.

3. Application of adjusted formula.

- a. To consolidated stations.

$$\frac{202,919 \text{ cases} \times .5}{.20 \times 1904} \times 1.6 = 426.4 \text{ officers for field}$$

Cases handled	212,864
Less checks & forgeries	<u>9,945</u>
	202,919

- b. Application of adjusted formula to unincorporated areas.

$$\frac{100,305 \times .5}{.20 \times 1904} \times 1.6 = 211.2 \text{ officers for field}$$

- c. Application of formula to contract cities.

$$\frac{102,614 \times .5}{.20 \times 1904} \times 1.6 = 215.2 \text{ officers for field}$$

- d. Application of formula to an hypothetical contract city.

$$\frac{12,000 \text{ cases} \times .5}{.20 \times 1904} \times 1.6 = 25.2 \text{ field officers}$$

Broken into shifts an average of 5+ officers would be available for duty on each shift. However, deployment of personnel based upon need by time of day and day of week would result in quite a different deployment pattern.

4. The traffic issue.

- a. The investigation of traffic accidents is reflected in the workload formula.

- b. The enforcement activities (issuance of citations for hazardous moving violations) will vary from city to city but a review of the enforcement pattern for the Sheriff's Department in contract cities indicates that there are issued 1.1 to 1.5 times as many citations as cases handled suggesting that enforcement is a function of officers in the field which is the case in independent cities.

In the case of our hypothetical contract city it can reasonably be expected that approximately 14,000 citations for moving violations will be issued annually. This breaks down to about 40 citations per 24-hour period. It can reasonably be expected that general patrol officers will issue one or two citations per tour of duty, thus the need for additional traffic enforcement officers for maintenance of a consistent enforcement pattern will be two to five per 24-hour period based upon departmental expectations.

Thus, for our hypothetical contract city we are talking about 25.2 general field patrol officers and from three to five additional officers depending on departmental expectations.

* * * * *

Note: In essence application of the workload formula provides a guideline for determining a minimum level of general police service and review of traffic enforcement activities suggests the additional personnel required for the traffic enforcement supplement to general patrols.

5. Investigative Support. Adult and Juvenile:

The Sheriff's Department through the county's budget process is allocated a given number of officers for adult and juvenile investigation work in the stations. The number allocated to each station is based upon the professional judgment of the staff officers involved in administration of the stations and the Patrol Division and confirmed by the Sheriff. Within the stations serving contract cities the allocated number of investigators serve the contract cities and the unincorporated areas.

Since there exists no definitive workload formula for determining the number of investigative personnel needed to serve a given jurisdiction a basis for determining the contract cities' and unincorporated area requirements is the cases handled as reflected in the Department's Statistical Report. Thus, if a given station serves five contract cities and an unincorporated area the basis for allocation of detectives and juvenile officers will be cases handled on a proportional basis.

Example:

Number of investigative personnel - 10
 Number of cases handled -- 10,000

Unincorporated					
<u>Area</u>		<u>City 1</u>	<u>City 2</u>	<u>City 3</u>	<u>City 4</u>
Cases	1,000	2,000	3,000	2,000	2,000
Personnel	1	2	3	2	2

6. Supervisory, station support and station management and administrative personnel requirements are a function of field operations - patrol and traffic - and investigative activity. The number of personnel required for each category has been arrived at by an evolutionary process based upon the professional judgment of staff and command officials of the Department as modified by general county policy decisions and practices.

7. Additional Resource Personnel:

The Sheriff Department is unique in its provision of police services. The stations and station personnel provide the principal police services to the contract cities and the unincorporated areas, and such service is the most obvious to the communities served. Headquarters services which are provided are not so obvious.

- a. Station field personnel is supplemented for general patrol by the following:
1. Reserves
 2. Special Enforcement Bureau Personnel

These personnel amplify significantly the effective field patrol services afforded the contract cities and the unincorporated area. They are available to deal with activities which the normal complement of personnel cannot effectively cope with. However, the Reserves are used to supplement station patrol personnel on a continuing basis thus making possible provision of a higher level of field service. The Special Enforcement Bureau details operating in the stations deal with abnormal crime problems.

- b. The backup investigative support of the headquarters Detective Bureau and other headquarters details concerned with field police problems serves independent cities and stations alike. Although, the availability of these services may be apparently more readily available to the stations to meet contract cities and unincorporated area requirements, the same service is available to the independent cities.
- c. Sustaining activities which include records, communications, criminalistic laboratory and administrative services are essential to the station operations, as has been previously shown. The stations are geared primarily to deal with the ongoing policing operations and are dependent upon the headquarters for sustaining support.

APPENDIX F

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APPENDIX H

PERSONS INTERVIEWED

Art Will, Jr.
Chief Administrative Officer,
Los Angeles County

Leon Arnold
Chief Administrative Officer,
Los Angeles County

John Maharg
County Counsel,
Los Angeles County

Mark Bloodgood
Auditor-Controller
Los Angeles County

Harry Hafford
Chief Administrative Officer--Budget Chief

Dan Themoto
Audits Chief

Herman Kroll
Accounting Chief

Robert Gregg
CAO Capital Projects

Peter J. Pitchess
Sheriff

Howard Earle
Chief Administrative Officer

Al Le Bas
Chief, Civil

E. J. Ames
Fiscal Officer

Roy Moore
Accounting Officer

John Arruda
Inspector, Community Services

Stu Hansell
Sergeant, Contract Services

Capt. Holmes
Captain, Norwalk Station

Doug White
Chairman, Audit Committee

Don Ragar
Peat, Marwick, Mitchell

Robert Anderson
CAO, Riverside County

John Leach
Consultant
Booz, Allen & Hamilton

Chapman Bone
City Manager, La Mirada

Karl Koshi
City Administrative Officer,
Temple City

John Todd
City Attorney, Lakewood

Richard McDowell
City Administrative Officer,
Norwalk

Doug Ayres
City Administrative Officer,
Inglewood

Ronald Prince
City Administrative Officer,
Signal Hill

Henry Goerlich
City Administrative Officer,
Bell Gardens

Barbara Hughes
Chief Administrative Officer,
Pomona Police

Larry Gallagher
Region X, CCCJ Director

Wayne Wedin
City Manager, Brea

Maxine Maniss
CAO Aide, Orange County