



County of Los Angeles
CHIEF EXECUTIVE OFFICE

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WILLIAM T FUJIOKA
 Chief Executive Officer

ADOPTED

BOARD OF SUPERVISORS
 COUNTY OF LOS ANGELES

December 15, 2009

14 DECEMBER 15, 2009

The Honorable Board of Supervisor
 County of Los Angeles
 383 Kenneth Hahn Hall of Administration
 500 West Temple Street
 Los Angeles, California 90012

Sachi A. Hamai
 SACHI A. HAMAI
 EXECUTIVE OFFICER

Board of Supervisors
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 First District
 MARK RIDLEY-THOMAS
 Second District
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 Third District
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Dear Supervisors:

**APPROVAL TO CONSOLIDATE THE OFFICE OF PUBLIC SAFETY
 WITH THE SHERIFF'S DEPARTMENT
 (ALL DISTRICTS AFFECTED) (3 VOTES)**

**JOINT RECOMMENDATION OF THE CHIEF EXECUTIVE OFFICER, SHERIFF AND THE
 ACTING CHIEF, OFFICE OF PUBLIC SAFETY:**

SUBJECT

The Chief Executive Office (CEO), in conjunction with the Office of Public Safety (OPS) and Sheriff's Department completed the OPS Feasibility Study. The Phase I Feasibility Study involved the examination of OPS' current organizational structure to determine the most effective and efficient method by which to provide security and law enforcement services at County-owned facilities. In addition, we developed a plan to secure effective leadership, efficient policing services, and competitive salaries for OPS personnel. The Phase I Feasibility Study included the exploration of two (2) options: (1) consolidate OPS with the Sheriff's Department; and (2) establish OPS as a fully independent Department.

IT IS RECOMMENDED THAT YOUR BOARD:

1. For economic reasons, approve the consolidation of OPS duties and functions into the Sheriff's Department and eliminate OPS effective June 30, 2010; the existing OPS staffing configuration will be replaced with the attached Sheriff staffing plan (Attachment I) and a corresponding adjustment to the Sheriff's budget will be necessary.
2. Direct County Counsel to prepare amendments to the appropriate sections of the County Code to authorize the consolidation of OPS' duties and functions into the Sheriff's Department and designate the Sheriff as the agency responsible for providing all law enforcement and security services within the County.

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3. Approve the Phase II Study of OPS which involves the Sheriff's Department examining Phase I estimates in greater detail and an evaluation of OPS personnel. A final proposal regarding operation/programmatic changes, transition plans and cost estimates will be provided and reported to the Board.
4. Direct the Department of Human Resources (DHR) to implement a workforce reduction plan consistent with Civil Service Rules and Board policy, based on the elimination of OPS, to absorb existing OPS staff into the recommended budgeted positions in the Sheriff's proposed plan which includes offering sworn positions in the Sheriff's Department to qualified County Police Officers; County Police Officers who do not qualify for sworn positions will be offered non-sworn positions, wherever possible.
5. Approve an exemption from the County hiring freeze in order that the Sheriff's Department and other County departments may absorb non-sworn employees, wherever possible, who do not have specific positions identified under the Sheriff's proposed plan; employees will be placed in the Sheriff's Department or other County departments on an equivalent or comparable vacant position, wherever possible, contingent on meeting departmental qualifications and standards.

PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION

On September 20, 2007, the CEO requested a feasibility study be conducted of OPS to determine which option, consolidation or independent Department, would be the most viable for the County of Los Angeles. This study was initiated primarily to address OPS' organizational deficiencies but also to allow the Board to determine whether there is a more efficient way to provide law enforcement/security services in the County.

To determine whether consolidation was viable, the Sheriff's Department Contract Law Enforcement Bureau conducted a Phase I feasibility study of OPS. Phase I involved the collection of crime and calls-for-service data, site assessments, consideration of existing facility and equipment, a review of existing service levels, and development of a recommended service level for the identified client departments/agencies with cost and staff estimates provided. Phase II of the feasibility study will include examining in greater detail Phase I estimates, but most importantly existing OPS personnel will be considered and evaluated. The Board of Supervisors' approval is required before Phase II is pursued.

To determine whether an independent Department was viable, OPS Management and CEO Compensation Policy Division conducted a classification/compensation and organizational review of OPS. This review resulted in the allocation of new and additional administrative, technical and law enforcement positions needed to meet the administrative and operational requirements of a fully independent department. In addition, a new salary structure for the level of Officer, Sergeant, and Lieutenant was evaluated and recommended in an effort to address recruitment and retention issues.

The CEO further determined that coordination and consolidation of security services and personnel was initially reviewed by the Board in 1992 and again in 1997. A consultant was retained and concluded that the Board should “continue to seek as a long-range goal, absorption of the safety police and park police responsibilities into the Sheriff’s Department where one (1) County law enforcement operation will best serve the County security needs.”

The purpose of this recommended action is for your Board to approve the CEO findings that all law enforcement and security services be provided by the Sheriff’s Department, effective July 1, 2010. The CEO determined that there are several potential benefits to the merger of the two (2) organizations: it addresses OPS’ recruitment and retention issues, resolves perceived salary inequities, responds to safety retirement concerns, eliminates duplicative administrative functions, increases training and career opportunities for staff, and provides for more efficient hiring and deployment of staff within the community.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

This recommended action is consistent with the Countywide Strategic Plan Goal 1, Operational Effectiveness and Goal 3 Community and Municipal Services by improving the delivery of services to the community due to increased efficiencies in the deployment of personnel by eliminating overlapping services and duties thereby realizing economies and efficiencies in administration and operation; and by potentially reducing the annual operating cost of services over time through efficient staffing and other operational efficiencies.

FISCAL IMPACT/FINANCING

OPS’ current Net County Cost (NCC) based on Fiscal Year 2008-09 Supplemental budget is \$17.952 million. Under the Sheriff’s proposal, one-time funding of \$20.244 million and ongoing funding of \$19.410 million is being requested. Therefore, with the transfer of OPS’ current NCC to the Sheriff, an additional ongoing funding of \$1.5 million, one-time funding of \$21.0 million and 694 budgeted positions are required to consolidate OPS into the Sheriff’s Department. Funding will be used to offset additional costs as outlined in Attachment II. The required ongoing and one-time funding is currently in the Provisional Financing Uses (PFU) budget until a final plan to consolidate is submitted by the CEO to the Board for approval.

FACTS AND PROVISIONS/LEGAL REQUIREMENTS

OPS operates under authority of Chapter 2.97 of the County Code. However, the Chief, Office of Public Safety (Unclassified) Item No. 2853A is not established on a standard County Officer, Department Head (L) Item. While OPS functions as a full-fledged County department, the departmental administrative and technical infrastructure was established on a temporary or “ad hoc” provision basis in 1998 and was subordinate to the Department of Human Resources until May 2007. OPS currently reports to the Board of Supervisors through the CEO, Public Safety Cluster.

OPS police personnel are Peace Officers authorized by California Penal Code Section 830.31 and maintain training and operational standards as required by California Peace Officer Standards and Training (POST). Police Officer trainees complete the POST Basic Academy at Rio Hondo Community College/Police Academy. OPS is currently budgeted for 579 sworn personnel and 140 professional staff with an annual gross appropriation of \$112,533,000 and a NCC of \$17,952,000. OPS also administers/supervises over 800 contract employees, and is responsible for a 24-hour/7 days week countywide operations at more than 450 County facilities.

Currently OPS functions as three (3) operational bureaus: Park Services, Facility Services, and Health Services. Health and Facility Services provide public safety services to the departments of Health Services, Public Health, Public Social Services, Registrar-Recorder, Public Library, Treasurer-Tax Collector, Children and Family Services, Child Support Services, Mental Health, and Probation on a fee-for-service basis. The Parks Services Bureau provides public safety services for all of the facilities operated by the Department of Parks and Recreation and is funded through the County's General Fund.

The problem of consistently high vacancy rates continues to plague OPS. Without improvements in recruitment and retention, OPS would not have a sufficient number of officers in service to provide the requisite staffing needed to meet the County's existing and future service needs.

- As of November 30, 2009, OPS' vacancy rate was 24 percent.
- During the last 6 years (January 2003 - November 2009), the Department lost 167 sworn employees (see Attachment III)
- OPS police officers hold POST certification. Consequently they are perfect candidates to fill vacancies in other general and specialized law enforcement agencies throughout Southern California. Resignations to join other law enforcement agencies are occurring not only in the Police Officer ranks, but also among those holding ranks of Sergeant and Lieutenant.

OPS is attempting to compensate for high vacancy rates by paying overtime to staff and by contracting for security guards who provide a visible presence, but lack peace officer power of arrest and cannot be fully used in all areas.

Consolidation of OPS with the Sheriff's Department will provide the following benefits:

- Improve accountability
- Improve officer training, discipline and performance
- Provide better management of operations (improve service delivery)
- Improve retention of personnel and recruitment of new personnel
- Enhance career opportunities for sworn personnel
- Increase ability to attract quality police recruits/candidates
- Eliminate duplicative administrative functions

- Eliminate artificial boundaries (service areas of OPS and Sheriff's Department overlap) to allow for more efficient use of police resources
- Establish a centralized and standardized system for the collection and storage of evidence, data and records – a critical element needed to reduce the criminal activity, resolve cases, and improve conviction rates
- Provide greater flexibility to prioritize the deployment of staff during emergencies
- Minimize impact to NCC

Consolidation, however, is not without its disadvantages, some of which are:

- Increase in safety retirement costs, prospectively
- Substantial initial investment, in terms of start-up costs
- Potential impact on staff

IMPACT ON CURRENT SERVICES

There will be a transition phase to allow for the consolidation of OPS into the Sheriff's Department. In the interim, OPS will continue to operate; however, under the management of the Sheriff's Department. The transition phase involves the following:

- Examination Process
- Background Process
- 80 Hour Orientation Class
- Assignments/Deployment of Staff

An effort has been made to insure that all OPS employees were informed of these requirements and procedures for transitioning into the Sheriff's Department.

The Sheriff indicates this process will take approximately 6 months to complete.

CONCLUSION

The County's current law enforcement and security services structure is fragmented, complicated and frequently overlapping. The CEO recommends as a long-term strategy that the Board take action to consolidate OPS with the Sheriff's Department. By doing so, the Board will address OPS' organizational deficiencies and ultimately provide a higher quality of law enforcement services at the lowest possible cost in the County. It is therefore recommended that the Sheriff's Department become the primary law enforcement and security services agency within the County for the following reasons:

- Economies of Scale
- Eliminate duplication of efforts and/or services
- Effectiveness
- Efficiency
- Accountability

The Honorable Board of Supervisors
December 15, 2009
Page 6

Consolidation of OPS into the Sheriff's Department presents an opportunity for improvement in the following areas: economies of scale will be realized through purchases; specialists in the area of finance, budget and human resources will result in better overall management practices; and, by eliminating overlapping or duplication of services, the County will ultimately enhance the effectiveness of the department in meeting the needs of the community/client departments that are being served. The rising costs of staffing and maintaining two (2) separate public safety departments is another major reason to consolidate. In sum, consolidation will improve overall management practices and accountability. The foregoing are the reasons consolidation of OPS into the Sheriff's Department is being recommended.

Respectfully submitted,



WILLIAM T FUJIOKA
Chief Executive Officer

WTF:BC:SW:cc

Attachments (3)

c: Executive Office, Board of Supervisors
County Counsel
Sheriff's Department
Children and Family Services
Child Support Services
Health Services
Mental Health
Office of Public Safety
Parks and Recreation
Probation
Public Health Services
Public Social Services
Registrar-Recorder

LASD Staffing & Cost Analysis of OPS

Staffing Comparison

	CURRENT OPS*	SHERIFF PROPOSAL
OPS Chief	1	
Sheriff Division Chief		
OPS Deputy Chief	1	
Sheriff Commander		1
OPS Bureau Chief	3	
Captain	9	2
Lieutenant	25	18
Sergeant	81	75
OPS Officer	459	
Deputy Sheriff		220
Total Sworn	579	316
Security Officer		251
Professional Staff	140	98
Sheriff Support Staff		29
Total Non-Sworn	140	378
TOTAL STAFF	719	694

Line Level Staff		
OPS Officer	459	
Deputy Sheriff		220
Security Officer		251
TOTAL LINE STAFF	459	471

*Based on Budgeted Positions

LASD Staffing & Cost Analysis of OPS

Cost Summary

LASD PROPOSAL	
S&EB	
Ongoing Staffing Costs	71,992,000
One-Time (Transition OT)	3,000,000
Total S&EB	74,992,000
S&S	
Ongoing Operating Costs	41,872,000
Ongoing Maint - County Alarm System	10,000
One-Time (Personnel Equip)	425,000
Total S&S	42,307,000
Other Charges	
OPS J&D Budget	481,000
Total Other Charges	481,000
Fixed Assets	
One-Time (Comm& Data System)	7,921,000
One-Time (County Alarm System)	72,000
One-Time (Vehicles)	2,326,000
Total Fixed Assets	10,319,000
Capital Projects	
One-Time (Facilities Improvements)	6,500,000
Total Capital Projects	6,500,000
GROSS TOTAL	134,599,000
LESS IFT	(42,572,000)
TOTAL NET REQUIREMENTS	92,027,000
LESS REVENUE	(52,373,000)
NET COUNTY COST	39,654,000

One-Time	20,244,000
Ongoing	19,410,000
	<u>39,654,000</u>

LASD Ongoing NCC Requirements	19,410,000
Offset: OPS Current Ongoing NCC	<u>(17,952,000)</u>
	1,458,000

Chief Executive Office
OFFICE OF PUBLIC SAFETY
 Sworn Out of Service Statistics
 2003 THRU 2009

REASON	2003		2004		2005		2007		2008		2009		TOTAL	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F
RETIRE	12	1	8		15	2	6	2	8	1	3	1	7	8
AGENCY	5		1	1	4	2	19	2	5		11	2	2	5
PERSONAL	5		4		8	3	3	1	7		4	1	1	5
DISCHARGE			2		1	3	4	1			2	1	1	1
MALE/FEMALE TOTAL	22	1	15	1	28	7	32	6	20	2	20	1	148	19
GRAND TOTAL	23		16		35		38		22		21		167	