



***EXTENDED POLICE PROTECTION  
COUNTY SERVICE AREA  
MUNICIPAL SERVICE REVIEW FINAL***

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*November 29, 2012*

Prepared for the  
Local Agency Formation Commission of Alameda County  
by  
Baracco and Associates,  
Policy Consulting Associates, LLC

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# 1. AGENCY OVERVIEW

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Alameda County Extended Police Protection County Service Area (PPCSA) is administered by the Alameda County Sheriff's Office. The Alameda County Sheriff's Office is the main provider of police services in the unincorporated areas of Alameda County. This chapter discusses both PPCSA and the services provided by the Sheriff, as the CSA is a financing mechanism of the services offered by the Sheriff's Office. The most recent municipal service review for PPCSA was adopted in September 2004.

## FORMATION

PPCSA was established by LAFCo on July 9, 1991, as a dependent special district.

The principal act that governs PPCSA is the County Service Area (CSA) law.<sup>1</sup> The principal act authorizes CSAs to provide a wide variety of municipal services, including street maintenance, fire protection, extended police protection, water and sewer services.<sup>2</sup> A CSA may only provide those services authorized in its formation resolution unless the Board of Supervisors adopts a resolution authorizing additional services. All districts must apply and obtain LAFCo approval to exercise latent powers (those services authorized by the principal act but not provided by the district at the end of 2000).<sup>3</sup>

## BOUNDARY

The PPCSA boundary includes all of the unincorporated areas of Alameda County. The land area inside PPCSA includes 427 square miles. There Sheriff's service area also includes the City of Dublin, where the Sheriff provides contract services, but lies outside of PPCSAs bounds. PPCSA's boundaries are shown on Figure 1-2.

Prior to 2009, as areas were annexed into the cities within the County, the territory was automatically detached from PPCSA,<sup>4</sup> and removed from the Sheriff's service area. However, the CSA law was adjusted in 2009, removing the allowance for the automatic adjustment of a CSA's boundaries upon annexation to a city. Consequently, PPCSA's bounds, as they exist now, include portions of the cities that have annexed territory since

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<sup>1</sup> California Government Code §25210 et seq

<sup>2</sup> California Government Code §25213.

<sup>3</sup> Government Code §56824.10.

<sup>4</sup> Streets and Highways Code §22613.

2009, which includes Hayward, Livermore and Pleasanton. Each city annexation post-2009 is shown in Figure 1-1. LAFCo staff is aware of this issue and plans to correct PPCSA's bounds in accordance with legal requirements. PPCSA's bounds, as shown in Figure 1-2, reflect the adjusted bounds to account for the anticipated corrections.

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## Extra-territorial Services

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The Sheriff's Department provides law enforcement services outside of the bounds of PPCSA in the City of Dublin under contract with the City.

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## Unserved Areas

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There are no areas within PPCSA's bounds that lack law enforcement services.

## **SPHERE OF INFLUENCE**

The Commission established a coterminous SOI for PPCSA following the last round of MSRs in 2004. Prior to 2009, as areas were annexed to the cities, the boundaries of affected CSAs were automatically adjusted pursuant to State law; however, the CSAs' SOIs were never automatically adjusted to reflect these changes. Consequently, for city annexations between 2006 and 2009, these areas were detached from PPCSA but not its SOI. After 2009, as these areas were annexed to the cities, the territory remained within PPCSA's bounds and SOI. Each city annexation which has occurred since 2006 is shown in Figure 1-1. Future city annexations will include concurrent detachment from all affected CSAs as appropriate. PPCSA's SOI will be updated following the adoption of this MSR to reflect any necessary changes.

It should be noted that during the adoption of the SOI, there were concerns that a coterminous SOI may promote islands of unincorporated territory, which could result in mapping and illogical boundary issues.<sup>5</sup> Further, a coterminous SOI is somewhat inconsistent with LAFCo policies, which discourage the creation of islands and confusing boundaries.

In this case, LAFCo cited compelling reasons to adopt a coterminous SOI despite illogical boundary issues. For example, the SOI is simply reflecting an existing service boundary. The staff report mentions that it is not the intent that the coterminous SOI be used to facilitate illogical or island annexations, or provide service in undetermined future service areas.

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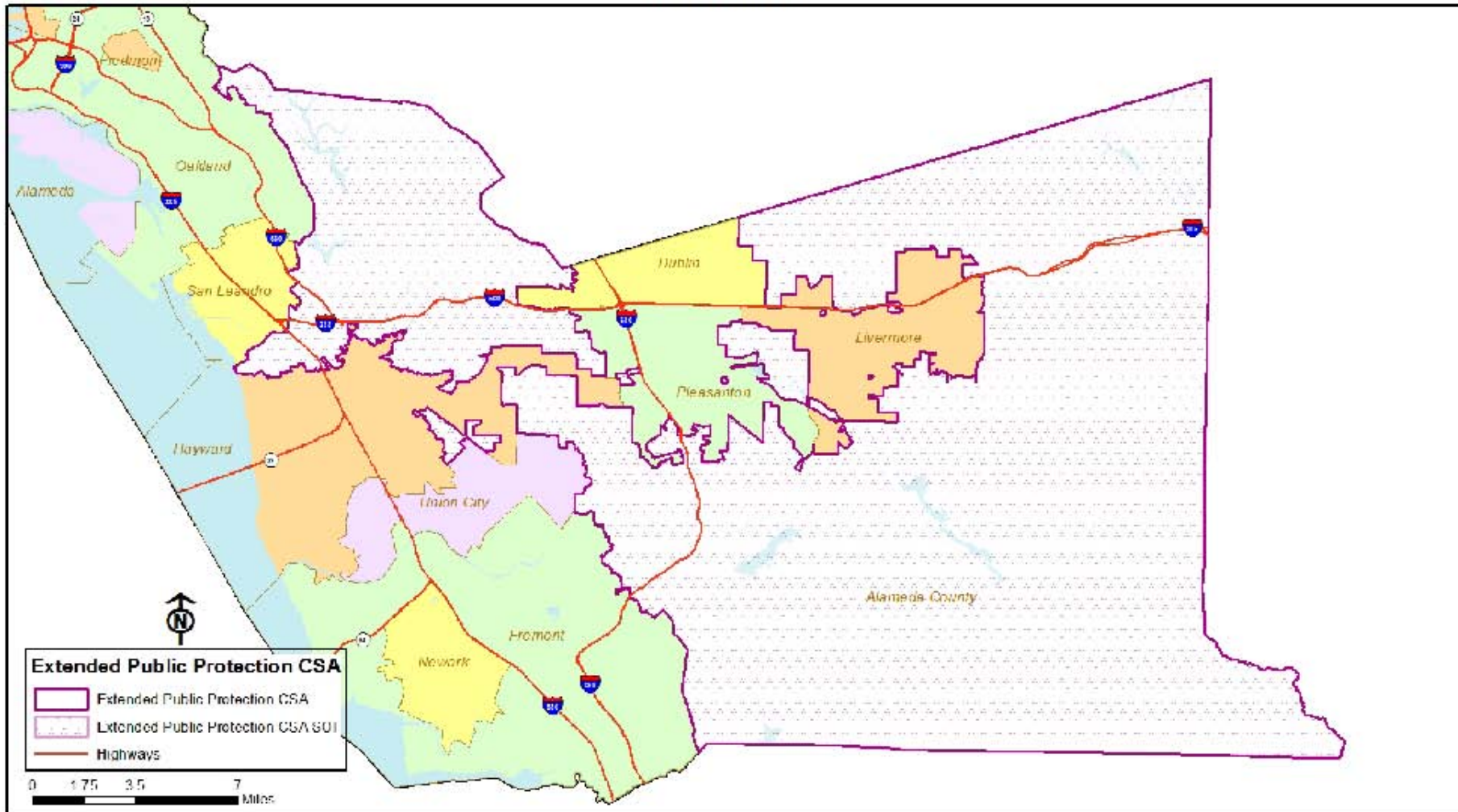
<sup>5</sup> Alameda LAFCo Staff Report, Municipal Services Review-Public Safety Services-Spheres of Influence, October, 27, 2004, p. 14.

**Figure 1-1: City Annexations Post-2006**

Applicant Name	Proposal Name	LAFCo No.	Acreege	Impact bounds or SOI?
City of Dublin	Fallon Crossing Reorganization	2006-47	75.18	SOI
City of Dublin	Casamira Valley Reorganization PA-03-060 and 06-030	2007-09	244.12	SOI
City of Dublin	Dublin Ranch North Annexation Area	2010-04	157.7	Bounds and SOI
City of Hayward	Mission Garin Reorganization	2006-12	246	SOI
City of Hayward	Mt. Eden Annexation – Phase I	2007-02	137.66	SOI
City of Hayward	Mt. Eden Annexation – Phase II	2010-02	61	Bounds and SOI
City of Livermore	Las Positas Road Reorganization No. 6	2008-05	9.4	SOI
City of Livermore	Las Positas Reorganization #5 (Hilliker Place)	2009-05	45	Bounds and SOI
City of Livermore	Southeast Area National Labs Reorganization	2011-08	1,022	Bounds and SOI
City of Livermore	Pleasanton Gravel Company Detachment of APN 904-0010-007 (from City of Livermore)	2009-03	1.09	Bounds and SOI
City of Pleasanton	Annexation No. 151 Dutra	2008-01	10.5	SOI
City of Pleasanton	Vineyard Avenue Annexation/Detachment No. 148	2008-02	8.4 + 2.79 annex 6.73 detach	SOI
City of Pleasanton	Annexation No. 152 – Martin Ave Buffer Zone	2011-01	13.26	Bounds and SOI
City of Pleasanton	Staples Ranch Reorganization No. 149	2011-02	163*	Bounds and SOI
Note: *Also Detachment of .12 acre from & annexation of .13 acre to city of Livermore				

Figure 1-2: Extended Police Protection CSA Boundaries and SOI

Extended Public Protection CSA Service Area and SOI\*  
November 2012



\*Agency sphere of influence differs from the service boundary

Created for Alameda LAFCo by the Alameda County Community Development Agency

## ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The PPCSA was formed as a dependent special district with the Alameda County Board of Supervisors as its governing body. There are five members of the governing body of PPCSA. The five supervisors are elected by district for four-year terms of office. Current board member names, positions, and term expiration dates are shown in Figure 1-3. Additionally, the Sheriff is elected by residents countywide.

The governing body meets weekly. Agendas for each weekly meeting are posted by the Board Clerk on the internet and at the County Administration Building. Board actions and meeting minutes are available via the internet. Through the County website, the public has access to live audio/visual webcasts and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience. The County also discloses finances, plans, and other public documents via the internet.

**Figure 1-3: Extended Police Protection CSA Governing Body**

<b>Extended Police Protection CSA</b>				
<b><i>District Contact Information</i></b>				
<b>Contact:</b>	Rich Lucia, Undersheriff			
<b>Address:</b>	1401 Lakeside Dr. Oakland, CA 94612			
<b>Telephone:</b>	510-208-9838			
<b>Email/website:</b>	<a href="http://alamedacountysheriff.org/">http://alamedacountysheriff.org/</a>			
<b><i>Board of Directors</i></b>				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Scott Haggerty	Supervisor, Dist. 1	January 2013	Elected	4 years
Richard Valle	Supervisor, Dist. 2	January 2015	Elected	4 years
Wilma Chan	Supervisor, Dist. 3	January 2015	Elected	4 year
Nate Miley, President	Supervisor, Dist. 4	January 2013	Elected	4 years
Keith Carson, Vice President	Supervisor, Dist. 5	January 2013	Elected	4 years
<b><i>Meetings</i></b>				
<b>Date:</b>	Weekly on Tuesdays at 9:30			
<b>Location:</b>	1221 Oak Street, Oakland, CA 94612			
<b>Agenda Distribution:</b>	Internet and County Administration Building			
<b>Minutes Distribution:</b>	Available on the website.			

Beyond its core services, the Sheriff's community outreach efforts include fund-raising and staffing the Special Olympics, community beautification campaigns, funding and delivery of holiday toys, and a community disaster preparedness program. The Sheriff's Office has recently implemented a Drug Disposal Program at the Eden Township Station, which allows residents to dispose of unwanted or expired prescription medications to keep homes safe, the environment clean, and mitigates the growing problem of prescription drug abuse. Additionally, the Deputy Sheriff Activities League (DSAL) is expanding its urban agriculture project known as Dig Deep Farms & Produce. The Farming project provides a living wage for 13 local residents, mostly at-risk young adults and re-entering ex-offenders. The urban farmers grow and harvest fresh produce on land in unincorporated Alameda County and sell it at affordable prices to area residents and institutions.

Complaints about police services can be submitted in person or via telephone to any Sheriff's office facility or to the Internal Affairs Unit. The Sheriff's Office received 29 internal complaints and 166 external complaints in 2011.

The Sheriff's Office, which administers PPCSA, demonstrated accountability and transparency in its disclosure of information and cooperation with LAFCo questionnaires and information requests. The Sheriff's Office responded to LAFCo's written questionnaires and other requests for information and cooperated with map inquiries.

## **MANAGEMENT AND STAFFING**

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

PPCSA is administered by the Sheriff's Office. There are no staff dedicated specifically to PPCSA, and as such, the CSA does not conduct performance evaluations, track agency workload or monitor productivity. The Sheriff's Office has the responsibility of providing police protection services with a portion of its financing coming from PPCSA; consequently, the Sheriff's Office staffing and management is discussed here.

There are a total of 1,599 authorized personnel for the Sheriff's Office, of which 949 are sworn positions. The Sheriff's Office is broken down into eight divisions—Administration, Agency Watch Commander, Countywide Services, Detention and Corrections, Dublin Police Services, Law Enforcement, Management Services, and Urban Area Security.

To ensure management efficiency, the Sheriff's Office conducts monthly analysis of productivity and workload in each unit. In addition, the Sheriff's Office conducts an annual review of the allocation and distribution of personnel and prepares annual documented performance evaluations of all employees.



The Sheriff's Office also adopts a biennial strategic plan to identify goals, establish action items and track progress through semi-annual reviews. Information specific to PPCSA is not included in the strategic plan. The Sheriff's Office performs reviews of the strategic plan every six months to ensure the Sheriff's Office stays on track to meet its goals and objectives. A goal of the Sheriff's Office is to ensure the effectiveness of its police service include recognizing the diversity of the community served, maintaining a high level of professionalism, and maintaining readiness in the delivery of services.

PPCSA's finances are managed by the County. County financial planning documents include an annual budget and a five-year capital improvement plan (2011-2016). The capital improvement plan is updated annually. While County finances are audited annually, the PPCSA finances are not isolated in the audited financial statements but are grouped with other CSAs under non-major governmental funds.

Additionally, the Sheriff's Office voluntarily participates in accreditation through the Commission on Accreditation for Law Enforcement Agencies (CALEA) and the American Correctional Association. CALEA reaccreditations are conducted every three years. Since 2005, the Sheriff's Office has received two reaccreditations, the last being in 2011, when it achieved Accreditation with Excellence. CALEA accreditation requires that the Department pass on-site inspections including a review of management practices. The Sheriff along with the Oakland Housing Authority, East Bay Regional Park Police, and the Hayward Police are the the only law enforcement agencies in Alameda County with CALEA accreditation. The Alameda County Sheriff's Office also conducts a basic training academy pursuant to Police Officer Standards and Training (POST) requirements, has an accredited bomb squad, and operates an accredited crime lab.

Over the last five years (2006 to 2011), the Sheriff's Office reported several accomplishments. In 2006, the Crime Laboratory DNA unit successfully underwent external audits of both the DNA Grant Programs/Administration and Federal Accreditation and Quality requirements for FBI and DNA Audit Board compliance, and the Eden Township Substation implemented a Patrol Canine Unit, comprised of five Police Canines and Handlers. In 2007, the Sheriff's Office took over police operations in the terminals of the Oakland Airport, Dublin Police Services implemented a Patrol Canine Unit comprised of two police canines and handlers, and Eden Township Substation Street Crimes Unit arrested an eight member robbery crew responsible for over twenty-five robberies throughout Northern California. In 2008, Deputies discovered a cock-fighting ring consisting of 1,755 birds, and Dublin Police Services hosted the first "no drugs down the drain" pharmaceutical collection event. In 2009, the Computer Forensic Unit achieved certification by the American Society of Crime Laboratory Directors. As mentioned above, in 2011, the Sheriff's Office received re-accreditation from the Commission on Accreditation for Law Enforcement Agencies (CALEA). Sheriff's Office was awarded the prestigious Accreditation with Excellence and Meritorious award.

## **GROWTH AND POPULATION PROJECTIONS**

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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## Land Use

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PPCSA's boundary area is approximately 427 square miles of unincorporated territory. The County is the land use authority for the unincorporated areas within PPCSA's bounds. PPCSA encompasses every land use designated by the County—Rural, Low to High Density Residential, Major Commercial, Industrial, Mixed Use, Parklands, Agriculture, and Public. The topography, natural boundaries, drainage, level of development and projected growth vary considerably in the unincorporated areas of the County.

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## Existing Population

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As of 2010, the population of the area in PPCSA is 141,266. PPCSA is sparsely populated with a large area to serve. Its population density—331 residents per square mile—is dramatically lower than the countywide density of 1,840 people per square mile.

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## Projected Growth and Development

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Based on ABAG growth projections, the population of the area within PPCSA is anticipated to reach 171,779 by 2035, with an average annual growth rate of 0.8 percent.

Within PPCSA's boundaries, housing starts have been increasing in the eastern part of the County. The Sheriff's Office reported that this growth in development has resulted in a slight increase in calls for service in that area. A majority of the growth in the County is anticipated to take place in the incorporated areas around Dublin and Livermore. This will likely result in increased demand for law enforcement services offered by PPCSA through the Sheriff's Office.

Planned and proposed residential developments in the unincorporated area include the Greenville Road Subdivision, which is a proposed eight structure single family development on 160 acres in the South Livermore Valley area<sup>6</sup> and the Tract 8057 Residential Subdivision, which consists of a 10.1-acre vacant property on the north side of Fairview Avenue in unincorporated Alameda County and is proposed to have 15 single family residences.<sup>7</sup>

According to the Sheriff's Office, demand for police services has increased in the past 10 years, due to population growth and demographic changes, and to a larger young

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<sup>6</sup> County of Alameda Community Development Agency, Greenville Road Subdivision Project – Initial Study, September 2011.

<sup>7</sup> County of Alameda Community Development Agency, Tract 8057 Residential Subdivision Project – Initial Study, February 2012.

population. According to the Sheriff's Office, County land use plans and growth patterns are increasing the demand for police service. Forecasting measures and growth projections are currently not used by the Sheriff's Office to measure demand or changes in police service needs.

## FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by PPCSA and identifies the revenue sources currently available to the CSA.

The Sheriff's Office faces several challenges in maintaining adequate financing. Most significant is the recent transition of responsibility to house State prisoners from the State to the Counties. The Sheriff's Office estimates that this realignment under AB109 will cost over \$15 million in lost revenue, due to the loss of a State contract to house parolees, which will result in many more individuals being under the supervision of the County Probation Department who would have been parolees. Additionally, the Sheriff's Office reported that budget shortfalls at the State and Federal level are affecting revenue sources as shown below.

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### Revenues

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PPCSA exists to supplement funding for police services. PPCSA is an accounting mechanism whereby Special District Augmentation Funds (SDAF), Educational Revenue Augmentation Funds (ERAF), or other special funds for police protection maybe tracked and directed towards the County Sheriff's Office.

PPCSA was established in 1991, when SDAF existed to reallocate property tax revenues among special districts. The SDAF was established in each county with payments into the fund to be made based on a formula in State law. In FY 1992-93, the Legislature created an ERAF in each county, and abolished SDAF. The ERAF funding formula provides credit to districts that formerly received SDAF funds. PPCSA had never levied a property tax, and actually receives revenue from ERAF to compensate for loss of SDAF funds. In FY 2010-11, PPCSA received \$13,274,680 in revenue under the ERAF formula. PPCSA is budgeted to receive \$13,590,416 in FY 11-12, which constitutes all of the CSA's revenues for the year.

The existence of this special district allows voters to impose special parcel taxes to supplement police protection services. Such a special tax requires a two-thirds affirmative vote. No such parcel tax has been contemplated or approved by the voters, but the mechanism for imposing such a tax is in place.

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### Expenditures

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The ERAF funds are expended on law enforcement services, and essentially supplement the Sheriff's budget. In FY 10-11, PPCSA expended \$13,274,680 million, all of its ERAF

revenue, toward enhancing the Sheriff's services, which is equivalent to approximately four percent of the Sheriff's expenditures that fiscal year.

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## Liabilities and Assets

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PPCSA carried no long-term debt and no reserve balance at the end of the FY 10-11.

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## Financing Efficiencies

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PPCSA engages in joint financing efforts related to insurance through Alameda County, which receives excess workers compensation and liability coverage through the California State Association of Counties Excess Insurance Authority—a joint powers authority.

## ***2. MUNICIPAL SERVICES***

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### **LAW ENFORCEMENT SERVICES**

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#### **Service Overview**

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The police services provided to PPCSA service area by the County Sheriff include law enforcement, patrol, investigative services, and crime prevention programs. In addition the Department provides more specialized services including crime laboratory, bomb squad, Special Weapons and Tactics (SWAT), and various volunteer programs. Other services provided by the Sheriff but not included in the scope of the MSR project include court bailiff and coroner duties, because they are not considered municipal services.

Pursuant to contractual agreements, PPCSA, as a component of the Sheriff's Office, also provides police services to the City of Dublin, the Peralta Community College District, Oakland-Alameda County Coliseum complex, the Alameda-Contra Costa Transit District, Children's Hospital Oakland, Oakland International Airport, and to the County Social Services Agency for building security and to assist the Social Service Welfare Department with fraud investigations. In 2005, the Sheriff's Office began providing contract services to the Children's Hospital and inside the terminals of the Oakland International Airport. The Sheriff also serves unincorporated islands in the cities of Livermore and Pleasanton.

The Sheriff provides SWAT services in all unincorporated areas and to the cities of Piedmont and Albany under contract. The City of Dublin also receives SWAT services as part of its police service contract. There are a total of 46 SWAT personnel in the Sheriff's Office, with 10 officers and a sergeant assigned to each SWAT team in addition to trainers.

The Sheriff also maintains a reserve deputy program comprised of trained volunteers who support the operations of the Sheriff's Office. These unpaid professionals have the same legal authority as any other peace officer and work in the patrol services at both the Eden Township Substation and in the City of Dublin.

Various services like the crime lab and bomb squad are provided countywide by the Sheriff. The Sheriff provides crime lab services for unincorporated areas and for most of the cities in the County. The cities are billed for service based on the type of procedure or analysis requested. The Sheriff's full service crime laboratory is accredited by the Laboratory Accreditation Board and by the American Society of Crime Lab Directors.

Bomb squad service is provided by the Sheriff for unincorporated areas and to all law enforcement agencies in the County except the City of Berkeley (where the UC Berkeley Police Department provides service). Bomb squad service is provided to Alameda County law enforcement agencies by agreement and law enforcement agencies outside the County through mutual aid agreements. Bomb squad services are free to all agencies requesting

service; similarly the UC Berkeley Police Department provides bomb squad services to agencies in Alameda County at no charge.

Specialized rescue and disaster relief services are staffed by volunteers and provided at no charge to law enforcement agencies within the County and, by mutual aid, throughout the State. The specialized services include search and rescue, underwater rescue, equestrian rescue, and an air squadron for disaster relief purposes. There are currently 80 volunteers available for search and rescue on land and 49 scuba divers available for underwater rescue.

### *Dispatch*

The Alameda County Sheriff provides dispatch services from its dispatch center located in San Leandro. All 911 calls are directly received by the dispatch center and patrols are dispatched from there. Calls for fire and medical services are sent to the dispatch center in Livermore, with the exception of 911 calls from Fairview, which are transferred to the City of Hayward (because Fairview Fire Protection District contracts with the City of Hayward for services).

The 2004 MSR identified the potential of linking the Alameda County Sheriff's and City of Hayward Police/Fire's two Computer Aided Dispatch (CAD) systems together in order to increase communications between the two agencies, but also improve response times to incidents in both the Fairview Fire Protection District and in the areas which the two law enforcement agencies border. However, the Sheriff's Office reports that current budget restrictions prohibit expansion of Emergency Services Dispatch.

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## Demand for Services

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Service demand for the Sheriff's Office is measured by calls for service, crimes investigated, and officer-generated activity.

In FY 10-11, the Sheriff received 134,402 calls for service. Sheriff personnel initiated activity in 59,220 incidents. Also in FY 10-11 there were 45,898 911 calls responded to, 6,802 warnings issued, 9,216 arrests made, 25,728 traffic citations issued, and 22,290 case reports. In FY 10-11, there were a total of 34,944 arrests and citations in the unincorporated areas, which equates to a rate of 2,474 arrests and citations per 10,000 residents in the unincorporated areas. The total amount of citations and arrests in the Sheriff's service area, which includes Dublin, is 45,904, with 3,249 per 10,000 residents.

There were 11,189 violent crimes committed in PPCSA's service area in FY 10-11. Serious crimes are tabulated and compared across jurisdictions and time using an indicator expressed as violent crimes per 10,000 residents. PPCSA's FBI crime rate was 792 per 10,000 residents in FY 10-11. By comparison, the violent crime rate throughout California in 2010 was 42 violent crimes per 10,000 residents.

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## Infrastructure and Facilities

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Sheriff facilities used to provide police services include the Alameda County Sheriff's Office in Oakland, which houses the Department headquarters and Administration Offices. The Eden Township Substation functions as the Sheriff's main station for municipal police services and is located in San Leandro. The Eden Township Substation was acquired in 1962 and is in fair/poor condition. Additional facilities include the dispatch center and the Regional Training Center. All County Sheriff facilities are owned by the County except for the Dublin Police Station and the Peralta Community College District station, which are owned by their respective agencies.

The Sheriff is the main provider of long-term jail facilities for police service providers in Alameda County. The long-term holding facilities currently open are the Santa Rita County Jail located in Dublin and Glenn Dyer Jail located in Oakland. The Santa Rita facility holds 4,000 inmates. The Sheriff has two Type II 24-hour temporary holding facilities at the Eden station.

The type of vehicles used to provide police services, include 129 patrol cars, unmarked cars, and various specialized response vehicles. The Sheriff's Office receives helicopter support from the East Bay Regional Park District Police Department (PD). Law enforcement agencies in the County share available helicopters used to supplement the provision of law enforcement services in the respective jurisdictions.

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## Infrastructure Needs or Deficiencies

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Current facility needs identified by the Sheriff's Office include up-grading or building new crime lab facilities, a dispatch center, and the main Eden Township Substation. The Sheriff's Office believes these facilities are not adequate for the jobs performed and technology used by the Department. The building which houses the Eden Township Substation and crime lab facilities was built in 1953, and was converted from a County health department building for use by the Sheriff in 1962. The building was not designed for the provision of police services and new police technology making the facility inadequate for law enforcement services. Modular buildings were installed to add 5-6,000 square feet to the Eden Township Substation to ease overcrowding. The County is in the process of remodeling a building in Oakland to house the Crime Lab, Coroner's Bureau and the Alameda County Health Department's Laboratory. The building should be ready for occupancy in July 2013. There is still a need to upgrade or build a dispatch center and the Eden Township Substation.

Although the Dublin Police Station is considered to be in good condition, it has become over crowded. The City of Dublin has just purchased a new building that will be remodeled to house the Dublin Police Services and is anticipated to be occupied in 2015.

A service challenge for the Sheriff's Office is the current call volume received by the dispatch center. The Sheriff's Office believes that it may need an additional channel. The East Bay Regional Communications System (EBRCS) is a regional plan to develop radio

interoperability for the region. The Sheriff's Office has actively participated in this project to ensure that equipment remains compatible with other regional systems. This system should provide additional channels for all public safety providers.

Except for facility upgrades and expansion of dispatch services, the Sheriff's Office believes that it has the capacity to provide police service to any future planned developments.

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## Shared Facilities and Regional Collaboration

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The Sheriff is the coordinator of the Emergency Services Response and Mutual Aid for Region II of the State of California. The Sheriff's Office has planned and hosted the Urban Shield Full Scale regional readiness exercise each fall since 2007, coordinating with regional and international agencies to conduct the forty-eight hour training exercise. ACSO actively participates in the administration of the Urban Area Security Initiative, providing management level personnel to contribute to steering the group's efforts to improve regional readiness and security.

In addition to sharing the use of the helicopters, the Sheriff's Office organizes the regional narcotics task force for Alameda County, and participates in the FBI's Joint Terrorism Task Force, the CHP-headed auto theft task force, and the Sexual Assault Felony Enforcement task force. Some of the cities in the County also participate.

The Sheriff acts as mutual aid coordinator for the entire County. Bomb squad services are also provided as part of countywide mutual aid. SWAT contract service recipients are charged a fee, but other agencies that request SWAT service are not billed for it. The Sheriff's training academy program is available to all Sheriff's recruits, and to other law enforcement agency recruits on a contractual basis. Other law enforcement agencies send recruits to the Sheriff's academy for training, and reimburse the Sheriff for the associated costs.

In the 2004 MSR, the Sheriff's Office expressed interest in regionalizing dispatch and SWAT services. This would require an intensive review of the Sheriff's Office capability to handle growth in service demands for these specialized services. Since the previous MSR, there has been no advancement in the regionalization of these services.

Consolidation of the dispatch function into a single facility serving all law enforcement agencies would meet the Sheriff's Office goal of more regionally coordinated efforts in the provision of police service. The Sheriff's Office believes that regionalized dispatch operations would provide efficient cost sharing for all law enforcement agencies in the County.

Another policy alternative is regionalized SWAT service, which would involve the cities sharing in the costs of SWAT training, personnel, and equipment. Currently, every law enforcement agency, except the City of Piedmont and East Bay Regional Park District (EBRPD), provides its own SWAT service. Several issues regarding SWAT services were raised in a 2002 report by the Attorney General's Commission on Special Weapons and



Tactics. The report surveyed law enforcement agencies throughout California and found a lack of common definitions as well as significant differences between agencies in the SWAT service standards and practices. The report found that the lack of uniformity in the tactical utilization of SWAT teams was caused by non-standard efforts in training, use of equipment, and operational procedures.<sup>8</sup> A regional SWAT team could resolve uniformity issues and reduce service costs.

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## Service Adequacy

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This section reviews indicators of service adequacy, including accreditation, response times, staffing levels, officers per 1,000 residents and costs.

In 1998, the Alameda County Sheriff's office received national accreditation for its correctional facilities, through the American Correctional Association (ACA). This accreditation resulted in the "Triple Crown" of accreditation, which means accreditation by the ACA, the National Commission on Correctional Health Care, and the Commission on Accreditation for Law Enforcement Agencies. This prestigious award has only been achieved by 12 other agencies in the nation. The Sheriff's Office continues to be accredited by these three agencies.

Average response times for the Alameda County Sheriff's Office are 13:30 minutes for priority-one calls and 21:18 minutes for priority-two calls. Priority-one calls require an immediate emergency response and priority-two calls require an urgent response, but are not an emergency.

Response times in the 200-square mile Livermore Valley (Sector 5) are greater than in the more densely populated parts of the County. In this area, the average response time for priority-one calls is 21:36 minutes and for priority-two calls is 27:14 minutes. The response times in this area are greater than in surrounding cities because there are only two units assigned to this area and the area is geographically large, and significantly less densely populated. Budget constraints do not allow for more units to be assigned to the area. In the Livermore Valley most of the area served is not developed, and the amount of calls for service are low (accounting for only 1.5 percent of the Sheriff's priority-one and priority-two service calls).

The Alameda County Sheriff's Office currently has 368 employees (excluding jail and court staff), of which 248 are sworn personnel. There are 147 sworn officers stationed at the Eden Township substation and 50 sworn officers stationed in Dublin. In addition, there are 16 sworn officers assigned to the training facility, 26 sworn administrative personnel, and nine sworn officers stationed at the Peralta Community College. On a per capita basis,

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<sup>8</sup> Commission on Special Weapons and Tactics (SWAT) Final Report, 2002.

the Department's sworn staffing equates to 1.33 per 1,000 residents within PPCSA's bounds.<sup>9</sup>

**Figure 1-4: Sheriff's Office Staffing Levels**

Police Service Personnel	Total	Sworn	Capt.	Lieut.	Serg.	Deputy	Other Sworn	Non Sworn	Volunt.
Alameda County Sheriff*	368	248	5	13	43	179	8	135	25
Eden Township Subs.	164	147	1	7	23	116		22	15
Dublin	53	50		2	9	38	1	3	10
Peralta Community College District	15	9		1	1	7		4	0
Administration	74	26	3	2	6	8	7	68	0
Dispatch Center	33							32	0
Regional Training Center	29	16	1	1	4	10		6	0
* Total Sheriff Authorized Positions excludes Jails and Courts staff. Actual Total = 1,545 FTE.									

<sup>9</sup> Excludes sworn staff that serve the City of Dublin and Peralta Community College.

### ***3. MSR DETERMINATIONS***

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#### **Growth and Population Projections**

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- ❖ As of 2010, the population within PPCSA is 141,266.
- ❖ Based on ABAG growth projections the population of PPCSA is anticipated to be 171,779 by 2035.
- ❖ In addition to population growth, other factors are expected to affect the need for officers, such as the success of programs to revitalize blighted areas, changes in the crime rate, advances in policing strategies and police management, success and continuation of community oriented policing, growth in the crime-prone population, traffic congestion, and community preferences.
- ❖ Demand management strategies like false alarm fees, 911 call response fees, augmented community oriented policing, and public outreach could be used to reduce growth in unnecessary service calls.

#### **Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence**

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- ❖ Using Census Designated Places, Alameda LAFCo determines that there are no disadvantaged unincorporated communities that meet the basic state-mandated criteria within the County. Alameda LAFCo recognizes, however, that there are communities in the County that experience disparities related to socio-economic, health, and crime issues, but the subject of this review is municipal services such as water, sewer, and fire protection services to which these communities, for the most part, have access.

#### **Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies**

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- ❖ The County Sheriff reported that its facility at the Eden Township Substation needs improvements to address overcrowding and upgrades to the crime lab, coroner, and dispatch operations are necessary. The County is in the process of remodeling a building in Oakland to house the Crime Lab, Coroner's Bureau and the Alameda County Health Department's Laboratory. The building should be ready for occupancy in July 2013. Financing for other needed capital improvements has not been identified.

- ❖ Although the Dublin Police Station is considered to be in good condition, it has become over crowded. The City of Dublin has just purchased a new building that will be remodeled to house the Dublin Police Services and is anticipated to be occupied in 2015.
- ❖ There are communications deficiencies in that some first responders (police and fire) are unable to communicate via radio with other police and fire departments, and currently rely on dispatch systems. The County and several cities are collaboratively seeking federal grant funds to finance communication upgrades.
- ❖ Dispatch services and response times could be improved if neighboring agencies were to link their Computer Aided Dispatch (CAD) systems together.
- ❖ The County Sheriff has received accreditation by the Commission on Accreditation for Law Enforcement Agencies (CALEA). CALEA accreditation is an indicator of efficient management and superior service. Sheriff's bomb squad and crime lab are also accredited.

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### Financial Ability of Agency to Provide Services

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- ❖ Police service providers are constrained in their ability to finance services by an inability to increase property taxes, requirements for voter approval for new or increased taxes, and requirements of ongoing voter approval for parcel taxes and assessments used to finance services.
- ❖ PPCSA can be used as a financing mechanism for enhanced law enforcement services in the unincorporated areas through special taxes or assessments approved by voters.
- ❖ Re-alignment under AB 109 has shifted the responsibility to house State prisoners to the Counties. Additionally, the Sheriff's Office reported that budget shortfalls at the State and Federal level are affecting revenue sources. The Sheriff's Office estimates that the State realignment under AB109 will cost it over \$15 million in lost revenue, due to the loss of a state contract to house parolees.
- ❖ PPCSA maintains no reserves for contingencies.

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### Status and Opportunities for Shared Facilities

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- ❖ The Sheriff's Office practices significant facility sharing and regional collaboration with other law enforcement providers in the County and region.
- ❖ The County Sheriff provides Special Weapons and Tactics (SWAT) services to local law enforcement agencies by contract and on an as-needed basis. Nevertheless, most police departments maintain their own SWAT teams. Consolidation of SWAT programs could reduce duplication of efforts and related costs, and could improve and standardize service quality.

- ❖ Additional opportunities for facility sharing and regionalization of specialized services include consolidation of dispatch and training to reduce costs, sharing of temporary holding facilities, and continuation and augmentation of contract police service and functional consolidation of bomb squad, crime lab, training, long-term holding, animal control and helicopter services.
- ❖ Additional opportunities to share training facilities should be encouraged. Some agencies already share training facilities. The County Sheriff currently provides access to its training facility on a fee basis.

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### Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

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- ❖ The PPCSA is governed by the Alameda County Board of Supervisors. The Board updates constituents, broadcasts its meetings, solicits constituent input, discloses its finances, and posts public documents on its website. The County Sheriff's Office is responsible for management of PPCSA, and cooperated with LAFCo inquiries.
- ❖ There are several unincorporated islands within the City of Livermore, where the County Sheriff provides service. In order to reduce duplication, enhance service efficiency and promote local accountability, the City should consider annexing these small (150 acres or less) unincorporated islands. For unincorporated islands in the City of Pleasanton, the City provides patrol services and the Sheriff provides investigations and documentation. Annexation of unincorporated islands would promote efficiency and cost savings.
- ❖ No alternative governance structure options with regard to PPCSA were identified; however, several opportunities were identified for regionalization of law enforcement services, of which the Sheriff's Office may participate, including a special district or joint powers authority to provide regionalized police services, such as SWAT or dispatch. These options were identified in the previous MSR; however, to date, there has been no advancement in the regionalization of these services.
- ❖ For small agencies and departments, regionalization and consolidation of services may provide greater efficiency in dispatch, investigative and supervisory functions and other purchasing. Other advantages include cost savings and enhanced promotional opportunities for personnel. Disadvantages of regionalization through the formation of new local agencies include a potential loss of community identity and local perspective, rigidity in a larger bureaucracy, higher costs that sometimes occur in large police departments, and loss of control by the individual agencies.

## ***4. SPHERE OF INFLUENCE UPDATE***

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### **Existing Sphere of Influence Boundary**

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The Commission established a coterminous SOI for PPCSA following the last round of MSRs in 2004. Prior to 2009, as areas were annexed to the cities, the territory of all CSAs were automatically adjusted pursuant to State law; however, the CSAs' SOIs have not been automatically adjusted to reflect these changes. Consequently, as areas were annexed into cities between 2006 and 2009, these areas were detached from PPCSA and not its SOI, which was coterminous with the CSA's boundaries as of 2006. After 2009, as these areas were annexed to the cities, the territory remained within PPCSA's bounds and SOI.

### **SOI Options**

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Two options were identified with respect to PPCSA's SOI.

**Option #1** – SOI reduction to exclude all unincorporated islands and areas annexed into cities

Should the Commission wish to reflect its policy to encourage annexation of unincorporated islands by the respective surrounding cities, LAFCo may adopt an SOI that includes all unincorporated areas with the exception of these islands. Such an SOI would require no action of the part of PPCSA or LAFCo, but would indicate the Commission's desire to encourage cities to annex unincorporated islands and to discourage the creation of islands and confusing boundaries.

This option would also eliminate those areas that have been annexed into cities since 2006.

**Option #2** – SOI reduction to include only unincorporated territory

During the previous MSR, the Commission adopted a coterminous SOI, as it was unlikely that the SOI would need to extend beyond the existing boundary within the next five years. Due to City annexations over the past six years, there are areas where PPCSA's SOI overlaps with city territory. Should the Commission wish to continue to reflect that PPCSA is not expected to grow beyond its existing service area, which includes all unincorporated territory, then removing these overlap areas and making the SOI coterminous to the County's unincorporated territory would be appropriate.

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## Recommended Sphere of Influence Boundary

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Given prior concerns that a coterminous SOI would promote islands of unincorporated SOI territory, which may result in mapping and illogical boundary issues,<sup>10</sup> and that a coterminous SOI is somewhat inconsistent with LAFCo policies, which discourage the creation of islands<sup>11</sup> and confusing boundaries, it is recommended that the Commission consider Option #1—an SOI reduction which excludes all unincorporated islands.

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## Proposed Sphere of Influence Determinations

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### *Present and planned land uses, including agricultural and open-space lands*

- ❖ County policies support the provision of adequate police service for County residents. County plans include land uses and population growth needing police services. PPCSA has no authority over land use and the County has present and future needs for the provision of police services.
- ❖ Police services are already provided throughout the County. The recommended SOI boundaries are coterminous with the unincorporated areas (excluding islands) served by the Alameda County Sheriff's Office. Police services are needed in all areas, and do not, by themselves induce or encourage growth on agricultural or open space lands. No Williamson Act contracts will be affected.

### *Present and probable need for public facilities and services*

- ❖ There is a steadily growing population needing services, with a four percent population increase expected in the next five years. If the Sheriff continues to contract with the City of Dublin, population growth rates for the next ten years may be higher.

### *Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide*

- ❖ Based on response times, staffing levels, and accreditation, the Sheriff's Office appears to provide adequate public services with sufficient capacity to provide services based on existing demand. Any increase in demand in the future would

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<sup>10</sup> Alameda LAFCo Staff Report, Municipal Services Review-Public Safety Services-Spheres of Influence, October, 27, 2004, p. 14.

<sup>11</sup> Alameda LAFCo Policies and Procedures Volume 1, Part III, Section 3.5.

require enhanced staffing levels, additional vehicles and equipment, and facility upgrades/expansions in order to continue services at existing levels.

- ❖ The Sheriff's Office reported a need for facility upgrades or building replacements for its main police station, crime lab facilities, and a dispatch center.

*Existence of any social or economic communities of interest*

- ❖ PPCSA was primarily formed to supplement funding for police services provided by the Alameda County Sheriff's Office. Although the Sheriff provides certain countywide services to all residents in Alameda County, PPCSA funds municipal police services only to unincorporated areas. The business community and commuter populations are projected to grow at higher rates than the resident populations and can cause higher demands for police services. Residents of the City of Dublin also use PPCSA services and have an interest in cost and adequacy of such services.
- ❖ Developed unincorporated communities in Alameda County that are considered social or economic communities of interest are Castro Valley, Ashland, Cherryland, Fairview, and Sunol.