



RON GALPERIN
CONTROLLER

April 19, 2016

Honorable Eric Garcetti, Mayor
Honorable Michael Feuer, City Attorney
Honorable Members of the Los Angeles City Council
All Angelenos

Dear Colleagues and Fellow Angelenos:

Re: More Officer Work, Less Office Work: Maximizing Use of Civilians to Enhance LAPD Sworn Deployment

Many Los Angeles police officers are doing jobs that do not require their police powers or expertise, and could appropriately and less expensively be done by civilians. An audit¹ I am releasing today found that sworn officers were filling nearly 460 jobs² that should be done by civilians. These jobs, in a department that employs nearly 9,900 officers, range from managing equipment and the flow of court subpoenas to maintaining records.

The number of these jobs has increased by 14 percent from the last time we checked in 2008. Then, an audit found 402 such jobs. The increase is largely attributable to use of more sworn police officers, rather than civilian detention officers to staff Department jails. Not counted in either audit were civilian jobs being done by some of the 300 or more officers on permanent limited duty because of injuries, disabilities or administrative directives.

Budget Constraints Have Worked Against Fixing This Problem

Putting more able-bodied officers into the field--in functions such as patrol and investigations--could bolster the LAPD's crime fighting efforts at a time when violent crimes are on the rise. However, budget constraints have repeatedly gotten in the way.

The LAPD has an annual budget of about \$1.4 billion. My office estimates that it would cost the City an extra \$53.6 million per year to fill the nearly 460 jobs with civilians. By doing so, we would be hiring employees who, on average, earn \$44,000 per year less in wages and benefits than sworn officers. Moreover, there might be opportunities to reduce sworn officer overtime, which more than doubled from Fiscal Year 2009-10 to Fiscal Year 2014-15, when it reached nearly \$93 million.

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The Problem Has a Long History

The LAPD has been grappling with the problem of using too many officers for civilian work since at least 1993, when the Police Commission and then Chief Willie Williams acknowledged that officers were being used to fill more than 300 jobs that could have been done by civilians. At that time, the City had only 7,730 police officers.

The Department's sworn staff has grown appreciably since then. By the end of Fiscal Year 2007-08, the Department had 9,722 sworn officers and reached 9,886 officers at the end of Fiscal Year 2014-15. But during that period, the number of civilians employed by the Department dramatically declined, because of budgetary cutbacks--from 3,351 at the end of Fiscal Year 2007-08 to 2,825 at the end of Fiscal Year 2014-15.

Hiring civilians to work in police departments has long been a common practice nationally, although the proportion of sworn employees to civilian employees varies greatly from one department to another. Civilians comprise only 7% of the Chicago police department's staff, 11% of Philadelphia's and 30% of New York City's, according to FBI statistics. The average for cities with more than a million residents is 24%. Los Angeles is currently at 22%--down from 26% before the financial crisis.

One can argue that, in Los Angeles, the need to make fuller use of civilians is particularly important because we lag behind some of America's other biggest cities in number of sworn officers per capita. Los Angeles has 30 percent to 40 percent fewer police officers per capita than cities such as New York, Chicago and Philadelphia. LAPD Chief Charlie Beck recently said he believes the sworn force in Los Angeles should grow by 25 percent.

The Problem Has Gotten Worse

Since the 2008 audit by this office, only one of the 402 positions we identified-- as being fit for civilians but filled by sworn officers--has been shifted to a civilian. It involved crime statistics. Thirty-seven other positions disappeared from the list of 402 because the positions were either vacated and left unfilled or done away with. Some of the latter involved compliance with a consent decree no longer in force.

The remaining positions continued to be filled by sworn officers and the list of such officers swelled as the number of civilian staff declined. The rise was particularly noticeable at LAPD-run jails, where vacant positions for civilian detention officers increased and sworn officers were used instead. The current audit identified 83 sworn officers working in place of civilian jailers.

The LAPD has tried to address this. In its Fiscal Year 2012-13 and 2014-15 budget requests, the Department asked permission to hire more than 70 civilian detention officers so that most police officers assigned to jails could return to the field. But neither request was granted.

Honorable Eric Garcetti, Mayor
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Technology Brings New Challenges and Opportunities

While the LAPD has been a leader in embracing advances in technologies, it has not always taken full advantage of opportunities to rely on civilians to perform many of the new jobs that technological change creates. Take social media as an example. The LAPD recently recognized the importance of social media as a community relations tool. However, my office questions decisions to assign four sworn officers to manage social media accounts. While sworn officers' perspectives no doubt can provide timely and relevant information to social media account managers, the managers themselves could be civilians.

When appropriately challenged, however, the LAPD has proven flexible. The Department's embrace of body camera technology represents another opportunity for civilian hiring--or, when appropriate because of specialized needs, the employment of outside contractors. Initially, the LAPD proposed creating 118 additional sworn positions and only four additional positions for civilians to perform body camera-related tasks, including maintenance, storage and review of video footage. The City Council did not approve that proposal and the Department has since proposed using civilians for approximately half of the body camera-related positions. This appears to be a step in the right direction, although implementation of the program has been delayed as the City Council discusses whether to have the department rebid a contract for a camera supplier.

Recommendation

I urge the Mayor, the Council and the Department to take a critical look at sworn and civilian staffing and come up with a plan to restore as many able-bodied officers to urgent field work as soon as possible.

My office recommends that the Department consider conducting a unit-by-unit analysis of its civilian staff support needs, including prioritizing which divisions, sections, and units have the most need for restored or additional civilian support.

Respectfully Submitted,



Ron Galperin
CITY CONTROLLER

¹http://www.lacontroller.org/lapd_deployment

²http://www.lacontroller.org/lapd_civilians



RON GALPERIN
CONTROLLER

April 19, 2016

Charlie Beck, Chief of Police
Los Angeles Police Department
100 West First Street
Los Angeles, CA 90012

Dear Chief Beck:

Enclosed is the audit report entitled, "Maximizing Use of Civilians in LAPD to Increase Deployment". A draft of this audit report was provided to your Department on March 17, 2016, and comments provided by your staff were evaluated and considered prior to finalizing this report. By May 19, 2016, please provide a formal response and action plan describing how LAPD is addressing Recommendation #1.1, regarding long-term implementation to civilianize the identified positions/functions.

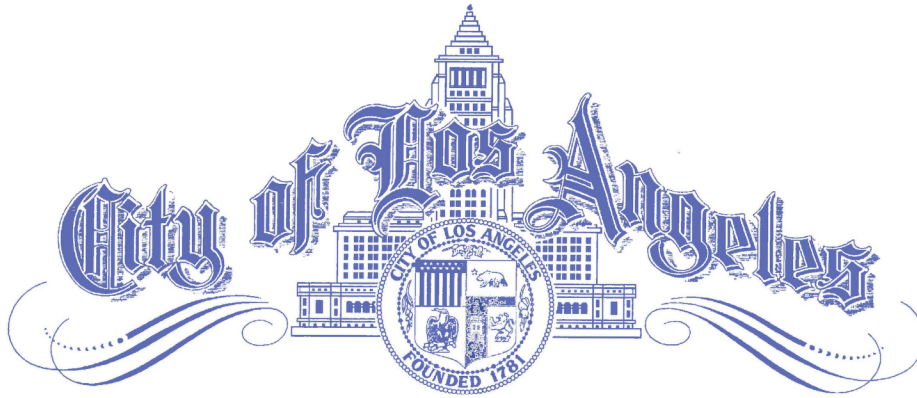
If you have any questions or comments, please contact me at farid.saffar@lacity.org or (213) 978-7392.

Sincerely,

FARID SAFFAR, CPA
Director of Auditing

Enclosure

cc: Matthew M. Johnson, President, Board of Police Commissioners
Ana Guerrero, Chief of Staff, Office of the Mayor
Miguel A. Santana, City Administrative Officer
Sharon Tso, Chief Legislative Analyst
Holly L. Wolcott, City Clerk
Independent City Auditors



RON GALPERIN
CONTROLLER

April 19, 2016

Miguel A. Santana, City Administrative Officer
Office of the City Administrative Officer
200 North Main Street, Room 1500
Los Angeles, CA 90012

Dear Mr. Santana:

Enclosed is the audit report entitled, "Maximizing Use of Civilians in LAPD to Increase Deployment". A draft of this audit report was provided to your Office on March 18, 2016, and comments provided by your staff were evaluated and considered prior to finalizing this report. Recommendation #1.2 is addressed to your Office as well as the Mayor and City Council. By May 19, 2016, please provide a formal response and action plan describing how the CAO will address the recommendation, relative to future budget proposals and related deliberations.

If you have any questions or comments, please contact me at farid.saffar@lacity.org or (213) 978-7392.

Sincerely,

FARID SAFFAR, CPA
Director of Auditing

Enclosure

cc: Ana Guerrero, Chief of Staff, Office of the Mayor
Ben Ceja, Assistant City Administrator, City Administrative Officer
Sharon Tso, Chief Legislative Analyst
Holly L. Wolcott, City Clerk
Independent City Auditors

A U D I T

City of Los Angeles

Maximizing Use of Civilians in LAPD to Increase Deployment

April 19, 2016



RON | GALPERIN
Los Angeles City Controller
controller.lacity.org



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SUMMARY

Public safety is an essential priority for the City. In 2015, the City of Los Angeles reported increases in both violent (homicide, robbery, rape, and aggravated assaults) and property crimes (burglary, auto theft, and larceny) for the first time in more than a decade. While the crime rate remained relatively low—the number of crimes reported in 2015 was 22% lower than crimes reported in 2005—total crimes increased 13% in 2015 compared to 2014.

The Los Angeles Police Department (LAPD) is the third largest police department in the nation and is responsible for the safety and security of the City of Los Angeles. The LAPD receives the largest appropriation (\$1.4 billion) of any department supported by the City's General Fund, and the department spends the majority of its funding on sworn police officers.

LAPD sworn officers are critical in making Los Angeles one of the safest, most livable, and most prosperous cities in the world. While many positions in LAPD require the skills, training, and experience of sworn officers, other positions can be performed instead by civilians. Hiring civilian personnel selectively to augment sworn officers can help all law enforcement agencies, including LAPD, to maximize the number of sworn personnel available to be deployed for critical public safety duties, including patrols and investigation. This process, known as civilianization, is a best practice in law enforcement and can also improve a law enforcement agency's service and reduce costs.

I. Overall Assessment

In 2008, the Controller issued a report titled "Review of Increased Civilianization of the Los Angeles Police Department" that recommended 402 positions for civilianization. Despite statements of concurrence from the LAPD, the City Administrative Officer, the City Council, and the Mayor, the civilianization recommendations of the Controller's 2008 audit were not implemented. Among the cited reasons was that the City's budget difficulties precluded more civilian hiring.

We decided to take another look at the situation and found an even greater opportunity. This time, we found at least 458 (out of 9,886 total sworn in 2015) positions suitable for civilianization. Having civilians do these jobs could put 458 more sworn officers in the field. In 2015, LAPD had 2,825 civilian personnel. New civilian employees must be hired to perform these functions; we estimate the annual cost of 458 additional civilians at \$53.6 million.

However, this would be \$20.1 million less than the cost of hiring more sworn officers and continuing to use sworn personnel in those functions. This is due to the cost difference of \$44,000 between the average sworn versus civilian employee at LAPD (including salary and benefits; but not even including lower costs of onboarding and training).

II. Key Points

Current Potential for Civilianization

Little has changed since 2008—the LAPD has only civilianized one position from the 2008 report.

LAPD management and command staff confirmed that sworn personnel were still performing nearly all of the 402 positions and/or functions previously recommended for civilianization in 2008. In fact, the only position that the LAPD civilianized was in 2009, when the City approved a budget request to civilianize one position in the COMPSTAT Unit. The LAPD could have civilianized other functions and related positions, but did not submit any additional civilianization budget requests after 2009 (separate from requests for additional civilian staff for new positions and/or to backfill civilian vacancies). These positions included, among many others:

- public front desks;
- equipment (kit) rooms at Area stations;
- community/media relations;
- TEAMS II (Consent Decree auditing) coordination;
- crime analysis units at Area stations;
- timekeeping and sick/IOD (injured on duty) coordination; and
- training coordination.

LAPD's organizational changes since 2008 eliminated some positions, but created additional opportunities for civilianization.

The LAPD reorganized its structure in 2009 and has since continued to restructure various divisions, sections, and units. Over time, the LAPD eliminated 37 of the Controller's 402 previously recommended positions in 2008, because they were no longer needed and/or vacant. However, the LAPD also created additional divisions since 2008. Based on our updated review, we recommend 94 additional positions for civilianization in 2016: 83 positions in the Custody Services Division;

7 positions in the Security Services Division; and 4 positions in the Community Relationships Division.

After review, 458 positions are now recommended for civilianization in 2016.

There are now at least 458 positions eligible for civilianization in 2016. The effort to identify positions for civilianization is a continuous endeavor that requires ongoing evaluation by the Department. Ultimately, the number of positions depends on how the workload of existing divisions/sections/units has changed, how the LAPD best allocates staff resources in response, and how the LAPD accommodates its sworn permanent limited-duty personnel.

The LAPD, CAO, City Council, and Mayor all share responsibility for allocating resources.

The LAPD's final adopted budget each fiscal year, including authority for additional sworn or civilian staff, is the result of decisions made by the Department, the City Administrative Officer (CAO), the Mayor, and the City Council. Due to attrition and budget constraints, the LAPD experienced a net decrease of 526 actual civilian positions from 2008 to 2015, which prevented the LAPD from civilianizing the previously recommended positions, and in fact, required the LAPD to use even more sworn personnel to help backfill critical civilian positions and functions. Since 2009, the Mayor and CAO have directed departments—including the LAPD—to either hit budget reduction targets (by percentage) or to budget at the same level as the prior fiscal year. The LAPD is responsible for submitting its budget proposals each year to the CAO for consideration. The Mayor and the City Council ultimately approve or modify the proposed budget.

The failure to implement civilianization recommendations results in a financial impact of \$20.1 million annually.

The cost difference between the average sworn versus civilian position was nearly \$44,000, based on the average LAPD sworn and civilian salaries in February 2016 and current CAO budgetary assumptions for both sworn and civilian pensions and benefits. The annual cost of hiring 458 additional civilians was estimated at \$53.6 million. Using civilians to do the work of the 458 officers we concluded were doing work suitable for civilians would be \$20.1 million in avoided costs per year.

Moving forward, the LAPD must consider how technology may impact sworn staff deployment.

The LAPD has engaged in a pilot Body Worn Camera (BWC) that will expand Department-wide, pending available resources, and will require additional support from staff and/or contractors. Future requests for staff to implement LAPD's expanded BWC program should consider how to best utilize civilian staff to support the maintenance, storage, and review of video footage, rather than relying solely on sworn staff to carry out all BWC-related tasks.

III. Significant Recommendations

The Police Department should:

- Develop an implementation plan to civilianize the 458 positions/functions identified in this study as rapidly as possible. The plan should be based on an updated unit-by-unit analysis of the Department's divisions, sections, and units, and include measurable short-, mid-, and long-term goals and priorities that reflect:
 - What divisions, sections, or units are in the most need for additional civilian support;
 - How existing permanent accommodations can be best utilized; and
 - What positions will ultimately allow for the maximum redeployment of sworn staff back to patrol or other critical public safety functions.

As part of future budget deliberations, the City Administrative Officer, the Mayor, and the City Council should develop a strategy to:

- Allocate resources to implement a long-term, multi-year hiring plan to civilianize positions in the Los Angeles Police Department.

IV. Review of the Report

On March 17, 2016, a draft of this report was provided to the Los Angeles Police Department. We met with LAPD representatives at an exit conference held on April 4, 2016 and we considered their comments and clarifying information provided as we finalized the report. The Department agreed with

the recommendations and emphasized the loss of civilian staff since the Controller's 2008 report.

A draft of this report was also provided to the City Administrative Officer on March 18, 2016. The City Administrative Officer (CAO) indicated support for civilianization initiatives and that the review would be considered in policy and budgetary discussions regarding the use of civilians in the LAPD. The CAO clarified that civilianization of the recommended 458 positions would still increase the City's overall costs by \$53.6 million, versus spending even more to hire 458 additional sworn positions (the \$20.1 million difference reflecting a more effective and efficient use of funds, not actual cost savings). The CAO also clarified that its role is "limited by the Charter to assisting the Mayor in preparation of the annual budget and similarly to assist the Council in its review of the proposed budget".

BACKGROUND

LAPD's responsibility is to protect people and property

To protect people and property, and to preserve the peace, the Los Angeles Police Department (LAPD) has the duty and power to enforce City Charter penal divisions, City ordinances, and state and federal laws. The Department patrols, prevents crime, investigates reported crimes, apprehends suspects, gathers and presents evidence, detains unarraigned persons, enforces traffic laws, investigates traffic accidents, and retains custody of property. While sworn, uniformed Police Officers and Sergeants are the faces of these actions, civilian staff play a critical role in supporting the administration and operation of the entire organization. As of June 30, 2015, LAPD's actual staffing totaled 12,711 positions, including 9,886 sworn and 2,825 civilian positions.

The use of civilians enables sworn personnel to be deployed for more critical tasks

Hiring civilian personnel to augment sworn officers can help law enforcement agencies maximize the number of sworn personnel available to perform critical public safety duties, including patrol and investigation. This process, known as civilianization, can also improve a law enforcement agency's service and reduce costs.

Civilianization is a best practice in law enforcement

The International Association of Chiefs of Police (IACP) Model Policy on Civilianization states that "the efficiency and effectiveness of law enforcement agencies is enhanced when sworn and non-sworn personnel are appropriately used to perform those functions that are best suited to their special knowledge, skills and abilities."

Furthermore, the LAPD Duty Manual (Volume 1, Section 675) states that:

“Law enforcement professionalism is enhanced when officers perform only those tasks where there is an identified need for police knowledge and skills. To this end, the Department employs civilians in those positions where there is no such demonstrated need. In addition to releasing officers for more traditional tasks, the use of civilians makes it possible to hire employees for their specialized skills, thus resulting in greater efficiency.”

Opportunity for Civilianization

In 2008, the Controller’s Office issued a report titled “Review of Increased Civilianization of the Los Angeles Police Department” that identified and evaluated the potential financial and operational impact of increased civilianization within the Department. The study included a department-wide assessment to identify functions and positions that could be civilianized.

In order to determine which positions filled by sworn officers in 2008 could be equally or better performed by civilians, the Controller’s Office applied four sequential questions for each position:

1. Does the position require law enforcement powers (i.e. powers of arrest, use of force, statutory requirement, or carrying a firearm)?
2. Are the skills, training, experience, or credibility of a sworn police officer required to fulfill the duties and responsibilities of the position?
3. Can a specially-trained civilian fulfill the requirements of the position?
4. Would assigning sworn officers develop their leadership skills? For example, is the position defined as “coveted”? Would assigning a sworn officer to the position help develop the skills and knowledge of civilian staff?

According to the reviewed police literature and prior studies in other law enforcement agencies, if the answers to questions #1 and #2 were “no” and #3 was “yes”, then the researchers typically recommended the position for civilianization. The Controller’s Office added Question #4 for the 2008 LAPD study because the Department emphasized the particular importance of sworn personnel’s career and leadership development.

The Controller's 2008 Report identified 565 sworn positions that could be civilianized based on their functions, representing approximately 6% of the entire sworn workforce at that time. If LAPD civilian employees filled these positions, it would relieve sworn officers from duties or tasks that could be performed by a non-sworn employee, making the sworn officers available for deployment.

Functions and related positions that were recommended to be civilianized included, among many others:

- public front desks;
- equipment (kit) rooms at Area police stations;
- community/media relations;
- crime analysis units at Area police stations;
- regular and overtime timekeeping;
- IOD (injured on duty)/sick coordination;
- training coordination; and
- TEAMS II (Consent Decree auditing) coordination.

The report recognized that sworn staff would continue to fill these positions/functions if and when they were on limited-duty assignments to accommodate an injury, disability or other directive¹. During the 2008 review, staff on limited-duty assignments filled 163 of the 565 sworn positions recommended for civilianization; the Controller's Office excluded these positions from the recommended implementation plan.

In total, the Controller's 2008 report recommended 402 sworn positions for civilianization over a proposed three-year implementation plan.

Policymakers' (In)actions

In March 2008, the Mayor's Office informed the City Controller that they directed the Los Angeles Police Commission and the Department of Personnel to review the Controller's report and analyze the feasibility of implementing the recommendations. The Commission and Department of Personnel were

¹ Per Section 711.76 of the *LAPD Duty Manual*, any employee who permanently cannot perform the essential job functions of a peace officer may be placed off duty on sick or IOD status until a permanent reasonable accommodation is completed, the employee is transferred to an alternate (civilian) job classification, the employee voluntarily retires, or the employee is terminated pursuant to City Charter Rule. The Chief of Police or designee has the final decision regarding any permanent reasonable accommodation, based on an employee's restrictions and the best interests of the Department.

asked to report back to the Mayor's Office within 60 days to determine the appropriate next steps.

In addition, the City Council adopted a motion (CF #08-0680) on March 25, 2008 - "that the Los Angeles Police Department, in collaboration with the City Administrative Officer, Chief Legislative Analyst, Office of the Controller, and Personnel Department, report back in 60 days on:

- The number of positions in the LAPD that can feasibly be civilianized, with a breakdown of position classifications and functions;
- Recommendations on the appropriate civilian classifications for those positions, including whether new, specialized classifications need to be created;
- An estimate of the cost to convert identified positions to civilian positions and to recruit, train, and retain civilian employees; and
- A long-term implementation plan to systematically civilianize positions and transition uniformed officers to core public safety functions."

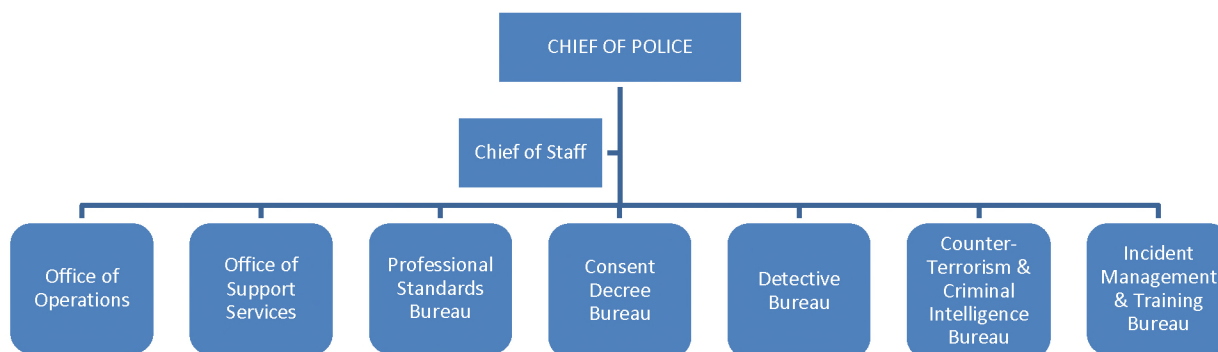
However, no further actions were documented and the file expired per Council Policy on March 30, 2012.

Furthermore, in September 2010, the LAPD reported to the City's Budget and Finance Committee the results of an updated internal survey regarding sworn personnel performing civilian duties. The LAPD's internal survey covered 42 of 87 bureaus/divisions within the Department and identified 154 sworn personnel performing the duties of 120 vacant civilian positions. The Controller's 2008 report included many of LAPD's self-identified positions and bureaus/divisions where sworn personnel were performing civilian duties in 2010, which confirmed the initial recommendations on civilianization.

LAPD Reorganization

During the Controller's 2008 review, the LAPD consisted of two main Offices and five separate Bureaus all reporting directly to the Chief of Police (see Exhibit 1).

Exhibit 1: LAPD Organizational Chart (Modified) FY 2009-10

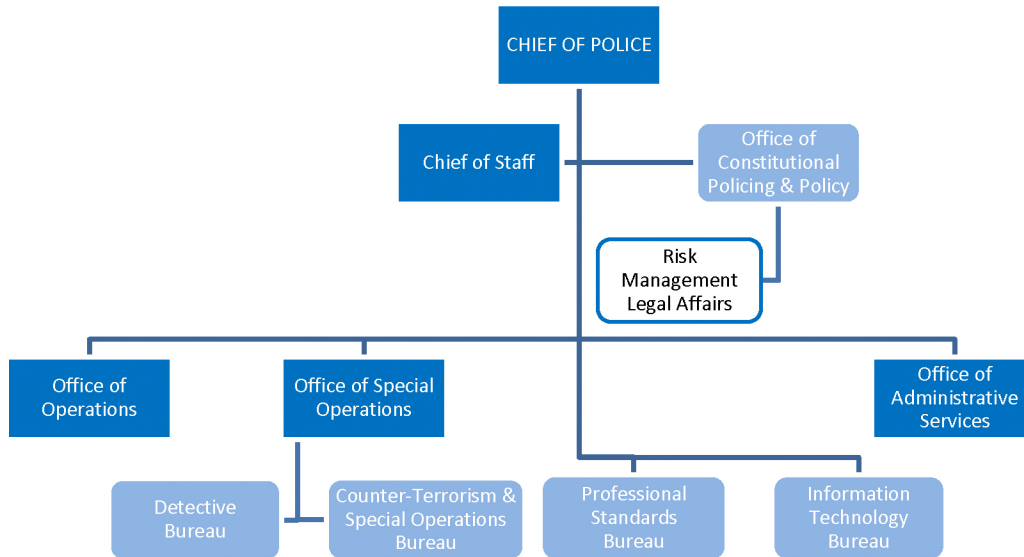


In Fiscal Year 2009-10, the LAPD reorganized its structure to consist of three main Offices, each under the direction of an Assistant Chief. As of December 2015, the majority of the LAPD sworn and civilian staff were in the three main offices as follows:

- Office of Operations
Consists of patrol services in the Central, West, Valley, and South Bureaus, and all divisions and patrol areas within each Bureau.
- Office of Special Operations
Consists of the Detective Bureau with separate investigative divisions, such as the Robbery-Homicide Division and the Gang and Narcotics Division; and the Counter Terrorism and Special Operations Bureau, with separate divisions such as the Metropolitan Division and Major Crimes Division.
- Office of Administrative Services
Consists of the Administrative Services Bureau (Personnel, Recruitment and Employment, and Records and Identification Divisions, for example); the Police Sciences and Training Bureau; and stand-alone divisions for Fiscal Operations, Use of Force, and Real-time Analysis and Critical Response, respectively.

In addition, four other Senior Staff Officers report directly to the Chief of Police: a sworn Chief of Staff, a Deputy Chief over the Professional Standards Bureau, a civilian Director over the Office of Constitutional Policing and Policy, and a civilian Chief Information Officer over the Information Technology Bureau (see Exhibit 2).

Exhibit 2: LAPD Organizational Chart (Modified) FY 2015-16



Budget and Resources

In FY 2014-15 the LAPD's actual expenditures totaled over \$1.4 billion, a 15% increase from FY 2009-10 when the reorganization was completed. In FY 2014-15, 95% of all expenditures were related to salaries (including overtime). More specifically, 79% of all LAPD expenditures in FY 2014-15 were related to sworn personnel.

Exhibit 3: LAPD Expenditures – FY 2009-10 Compared to FY 2014-15

Description	2009-10 Expenditures	% of Total (2009-10)	2014-15 Expenditures	% of Total (2014-15)	% Change (2009-10 to 2014-15)
Salaries – SWORN	\$936,249,778	76%	\$1,020,636,294	72%	9%
Overtime – SWORN	\$45,683,844	4%	\$92,605,175	7%	103%
Salaries – CIVILIAN	\$200,943,063	16%	\$223,773,878	16%	11%
Overtime – CIVILIAN	\$4,876,558	0%	\$4,478,607	0%	(8%)
All Other Expenditures	\$49,217,581	4%	\$75,901,879	5%	51%
TOTAL EXPENDITURES	\$1,236,970,824	-	\$1,417,395,833	-	15%

Staffing

LAPD civilian staffing has been reduced even further since the Controller's 2008 report. According to the City's Adopted Budget, the LAPD's authorized (i.e. budgeted) staffing totaled 13,707 positions in FY 2014-15, including 10,480 sworn and 3,227 civilian personnel. Compared to FY 2008-09, there has been a reduction of 559 authorized civilian positions throughout the Department in FY 2014-15, while there was a slight increase in authorized sworn positions (see Exhibit 4).

Exhibit 4: LAPD Authorized Sworn and Civilian Positions, FY 2008-09 and FY 2014-15

Description	2008-09 Authorized Positions	% of Total (2008-09)	2014-15 Authorized Positions	% of Total (2014-15)	Net Change in Positions
Sworn Employees (includes Police Officers, Detectives, Sergeants, Lieutenants, Captains, Commanders, Deputy Chiefs, and Chief of Police)	10,467	73.4%	10,480	76.5%	13
Civilian Employees	3,786	26.6%	3,227	23.5%	(559)
TOTAL Positions	14,253	-	13,707	-	(546)

NOTE: reflects Regular Positions per approved Ordinance for each year; does not include positions granted by resolution authority, as-needed employees, and Police Commission positions.

Actual sworn and civilian staffing were both below budgeted staffing amounts in FY 2009-10 and FY 2014-15. The LAPD prepares internal personnel and deployment reports to reflect actual sworn and civilian staffing every deployment period (28 days, or two pay periods). According to personnel reports from June 2015, LAPD actual staffing totaled 12,711 positions, comprised of 9,886 sworn and 2,825 civilian positions. Compared to the same deployment period in June 2008, there was a reduction of 526 actual civilian personnel throughout the Department (Exhibit 5).

**Exhibit 5: LAPD Actual Sworn and Civilian Positions - Deployment Period (DP) #7
– June 2008 and June 2015**

Description	June 2008 Actual Positions	% of Total (2008)	June 2015 Actual Positions	% of Total (2015)	Net Change in Positions
Sworn Employees (includes Police Officers, Detectives, Sergeants, Lieutenants, Captains, Commanders, Deputy Chiefs, and Chief of Police)	9,722	74.4%	9,886	77.8%	164
Civilian Employees	3,351	25.6%	2,825	22.2%	(526)
TOTAL Positions	13,073	-	12,711	-	(362)

According to LAPD sworn/civilian personnel reports in June 2008 and June 2015, actual LAPD civilian staffing decreased from 3,351 in 2008 to 2,825 in 2015. In other words, the proportion of sworn to civilian personnel has gotten worse, from 74.4% sworn (and 25.6% civilian) in 2008 to 77.8% sworn (and 22.2% civilian) in 2015.

As of December 2015, the LAPD reported having 622 civilian vacancies; for comparison, there were 591 civilian vacancies in August 2007 according to the Controller's report. The difference between authorized and actual personnel at any given time is reflected by the number of vacancies for sworn and civilian personnel, respectively. Actual personnel counts may fluctuate throughout the year due to new hiring, attrition, and transfers.

Limited-Duty Personnel

At any given time, injured sworn personnel may be performing duties and responsibilities that could typically be done by civilian personnel. Section 711.76, Volume 3 of the LAPD Duty Manual stipulates that an injured employee who requests a permanent reasonable accommodation will be evaluated to determine whether he/she can perform the essential job functions of the civil service classification, with reasonable accommodation. In the case of a permanently injured officer who cannot perform a sworn officer's essential functions, even with reasonable accommodation, the LAPD Manual stipulates that the officer should be provided the option to transfer to another job classification (civilian) or accept a disability or service retirement. If the

sworn officer declines to transfer into a civilian classification, or fails to obtain a service or disability pension, the officer would then be recommended for separation from the Department.²

In 2008, the LAPD had 489 sworn personnel on permanent limited-duty assignments throughout the Department. The Controller's report identified that 163 of those sworn officers on permanent limited-duty were in positions that were also identified for potential civilianization; therefore, those positions were excluded from the Controller's final implementation plan.

As of December 2015, the LAPD had 309 sworn personnel on permanent limited-duty throughout the Department, a 37% reduction since 2008. Sworn personnel on temporary or permanent limited-duty status may be reassigned to other areas of the Department as needed, with reasonable accommodation.

SCOPE & OBJECTIVES

This audit's primary objective was to assess the LAPD's efforts to maximize the number of sworn personnel deployed for patrol or other sworn functions. Our review focused on the 402³ positions previously identified for civilianization in the Controller's 2008 Report to determine which positions have actually been civilianized.

In addition, we reviewed current sworn personnel assignments to determine if additional bureaus/divisions/etc. had been created since the 2008 report, either as a result of the 2010 reorganization or subsequent changes. We considered whether opportunities existed to civilianize positions in those newly identified work units.

We also updated the total cost of hiring civilians to fill the recommended positions, the annual cost savings of using civilian rather than sworn personnel for those positions, and the number of sworn positions that would be available for redeployment if enough civilians were hired.

² This section of the LAPD Duty Manual Note only applies to officers with injuries that occurred after August 1, 2006; all personnel with injuries prior to this date were effectively "grandfathered in".

³ The Controller's 2008 Report included a recommended implementation plan that covered 402 positions; 565 positions were identified in the report, less 163 positions that were filled by sworn employees on limited-duty assignments at the time of review. The baseline of 402 positions was selected due to the additional time, information, and interviews that would be needed to track the status of each of the 163 sworn permanent limited-duty personnel identified in 2008 on a unit-by-unit, person-by-person basis to present day. Furthermore, this report did not focus on additional sworn/civilian staffing changes on a position-by-position basis within previously existing LAPD work units.

Finally, we reviewed major changes in technology that impacted employee functions enough to either redeploy sworn officers back into the field, or required sworn officers to be pulled from the field to assist with implementation.

BENCHMARKING

We compared LAPD's staffing data to the same cities and their respective law enforcement agencies used in the 2008 report. We utilized crime and staffing data from the Federal Bureau of Investigation's (FBI) Uniform Crime Report, which compiles all law enforcement agencies' self-reported crime statistics and overall staffing figures into a publicly available database. This data is updated on an annual basis and provides a baseline comparison for all law enforcement agencies. We included data on:

- Baltimore Police Department (Baltimore, MD)
- Chicago Police Department (Chicago, IL)
- Houston Police Department (Houston, TX)
- Los Angeles County Sheriff's Department (Los Angeles County, CA)
- Miami Police Department (Miami, FL)
- New York Police Department (New York City, NY)
- Philadelphia Police Department (Philadelphia, PA)
- Phoenix Police Department (Phoenix, AZ)
- San Diego Police Department (San Diego, CA)
- San Francisco Police Department (San Francisco, CA)
- Seattle Police Department (Seattle, WA)

In addition, we included crime and staffing data on other large cities with law enforcement agencies that have recently implemented body-worn camera programs, since the LAPD has indicated that it will be proposing additional staff for their own body-worn camera program. In addition to New York City, Phoenix, San Francisco, and San Diego as listed above, other cities included:

- Metropolitan Police Department (Washington, DC)
- Oakland Police Department (Oakland, CA)

In the Controller's 2008 report, the LAPD had a lower ratio of officers per 10,000 residents compared to the average among 11 large law enforcement agencies; LAPD also utilized more civilians as a percentage of its workforce than 8 out of the 11 surveyed agencies.

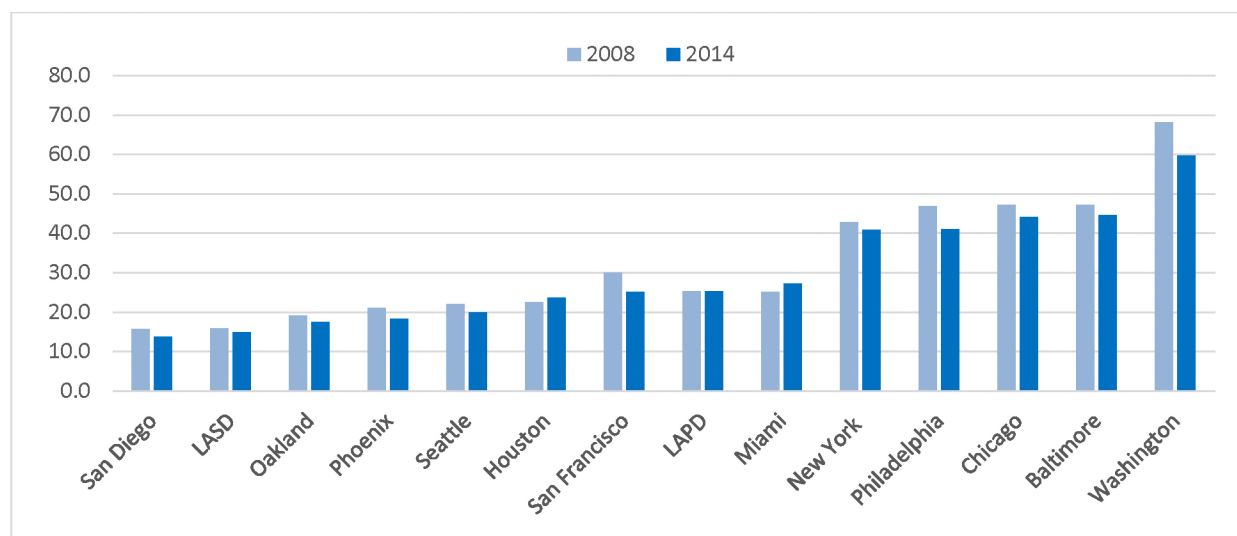
The LAPD continues to make more use of civilian personnel than some other law enforcement agencies; however, there is still more potential to augment

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Background

their sworn officers with civilian personnel. According to FBI UCR staffing data in 2014, the LAPD continued to have a lower ratio of officers (25.4) per 10,000 residents compared to the average among these large law enforcement agencies. In general, law enforcement agencies in large, urban northeastern U.S. cities had higher ratios of officers per 10,000 residents than western U.S. cities.

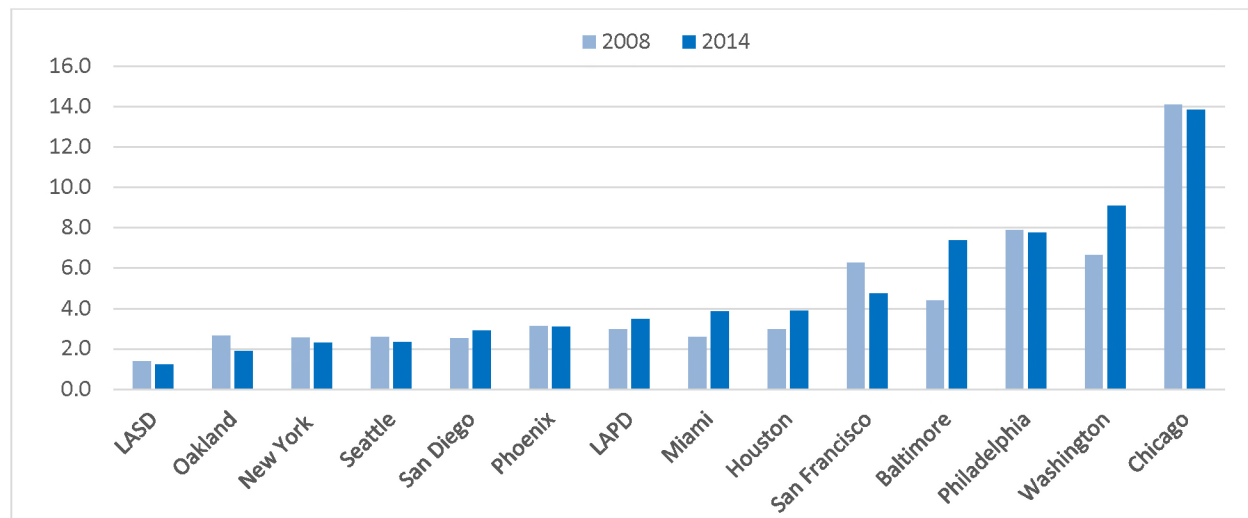
Exhibit 6: Officers per 10,000 Residents – 2008 Compared to 2014



Source: FBI Uniform Crime Reports

In terms of civilian utilization in law enforcement agencies, the LAPD had 3.5 sworn officers for every civilian employee in 2014, compared to 3 sworn officers per civilian employee in 2008 (see Exhibit 7). This reflects the overall decrease in LAPD's civilian staffing, as previously noted in Exhibit 5. The LAPD's ratio of 3.5 sworn officers per civilian employee in 2014 was lower than the average for all law enforcement agencies reviewed, at 4.8 sworn officers per civilian employee.

Exhibit 7: Sworn Officers per Civilian Employee – 2008 Compared to 2014



Source: FBI Uniform Crime Reports

It is important to note that these figures do not consider differences in each city's police force—for example, the New York Police Department also includes sworn housing and transit police officers, and the Chicago Police Department includes airport patrol and public transportation, while the City of Los Angeles utilizes separate police departments to oversee the Port of Los Angeles and the Los Angeles International Airport.

FINDINGS & RECOMMENDATIONS

Section I: Current Potential for Civilianization

Due to the reduced availability of civilian staff, sworn staff have continued to be reassigned from patrol and other critical duties to cover duties/functions that can be or were previously performed by civilian personnel. LAPD's actual civilian staffing has decreased over time by 526 positions, from 3,351 civilian staff in 2008 to 2,825 in 2015.

In order to determine how many sworn positions were eligible for civilianization in 2016, we: 1) confirmed how many positions from 2008 were actually civilianized; 2) reviewed LAPD budgets to assess how many civilianization requests were made since 2008; and 3) analyzed major organizational changes since 2008 to identify new work units and additional positions for civilianization.

Finding No. 1: We identified 458 sworn positions in the Los Angeles Police Department that could be filled by civilians, thereby allowing the redeployment of those sworn personnel back into Patrol or other critical public safety functions.

The Department was not able to civilianize the 402 previously recommended positions from the 2008 report. Since 2008, some of those positions/functions were eliminated, leaving 364 positions eligible for civilianization. However, an additional 94 positions resulting from changes to LAPD divisions since 2008 were identified for potential civilianization.

Confirming the 2008 Position Assessment

LAPD management and command staff confirmed that nearly all of the 402 positions and/or functions previously recommended for civilianization in 2008 were still being performed by sworn personnel today. Since 2008, 37 of these positions/functions had been eliminated because the function was no longer needed and/or the position was left vacant. For example, the LAPD eliminated 13 positions/functions identified as sworn "Consent Decree Coordinators" at the various Police Stations with the official lifting of the LAPD's federal consent decree in 2013.

In total, 364 of the 402 previously identified positions were still eligible for civilianization. Of the remaining 364 positions, 161 (44%) consisted of sworn

personnel at Area police stations. At each of the 19 geographic Area stations⁴ and four Traffic Divisions in 2008, the following positions/functions were recommended for civilianization, but are still being performed by sworn personnel:

- Front Desk
- Equipment (Kit) Room
- IOD/Sick Coordinator
- Regular and Overtime Timekeeping
- Subpoena Control Coordinator
- TEAMS II Coordinator
- Crime Analysis Detail
- Other positions/functions
(i.e. administrative support, auditing, records maintenance)

Subsequent Efforts to Civilianize Positions

Since 2008, the LAPD has only civilianized one of the 402 recommended positions. The Controller's 2008 report included a proposed three-year implementation plan for civilianizing the 402 recommended positions, and the City Council accepted the report. A review of LAPD budget proposals demonstrated that in FY 2009-10, the LAPD proposed civilianizing one position for a Police Administrator in the LAPD's COMPSTAT Unit to return one Police Detective back into the field; this proposal was actually included in the Proposed Budget and the final Adopted Budget from the Mayor and the City Council.

In the budget years following FY 2009-10, the LAPD did not include civilianization in its budget proposals to the City Administrative Officer (CAO). LAPD budget proposals have instead requested authorization to cover both civilian attrition and the need for additional civilian staff support, but not in positions directly related to the Controller's prior civilianization recommendations. For example, in FY 2012-13, the LAPD requested authority to hire 73 additional Detention Officers as civilian staff support and return police officers assigned to the Jail Division back to the field.⁵ A similar request for 72 positions was requested in FY 2014-15; neither request was accepted into the City's Proposed or Adopted Budgets.

However, the LAPD's final adopted budget each fiscal year, including authority for additional sworn or civilian staff, is the result of decisions made by the

⁴ As of February 2016, the LAPD had 21 geographic Area Police Stations and four Traffic Divisions.

⁵ During the Controller's 2008 review, there were no recommendations to civilianize Police Officer positions in the Jail Division since civilian Detention Officers were already in place. See footnote #7 for more details.

Department, the CAO, the Mayor, and the City Council. In general, the Mayor's Office and the CAO manage the budget preparation process for all departments, and the Mayor and City Council adopt the final budget. Since 2009, the Mayor and CAO have directed departments—including the LAPD—to either hit budget reduction targets (by percentage) or to budget at the same level as the prior fiscal year. In response, the LAPD has not offered reductions and instead has consistently requested that their budget cover the actual cost of sworn and civilian staff salaries, as well as anticipated attrition and additional proposals. After discussions with the Department, the CAO makes budget recommendations to the Mayor and City Council. Ultimately, the Mayor and City Council can approve or modify the proposed budget. Over time, these budget changes have resulted in a net decrease of authorized LAPD civilian positions (see Exhibit 4).

2016 Review of Organizational Changes

Since the 2009-10 reorganization, the LAPD has continued to restructure various divisions, sections, and units under different Offices and Bureaus. The following divisions reflect major organizational shifts or changes enacted since the 2009-10 reorganization that affect the deployment of sworn personnel. In total, 94 additional positions are recommended for civilianization.

Exhibit 8: Summary of LAPD Positions Recommended for Civilianization as of February 2016

Categories	# of Positions
# of recommended positions from Controller's 2008 Report	402
# of recommended positions civilianized by LAPD	(1)
Positions/functions eliminated since 2008 ⁶	(37)
Additional positions identified in 2016:	
- Custody Services Division (formerly the Jail Division)	83
- Security Services Division (formerly the City's Office of Public Safety)	7
- Community Relationships Division	4
TOTAL # OF POSITIONS RECOMMENDED FOR CIVILIANIZATION	458

⁶ In discussions with LAPD management and command staff, these functions/positions had been eliminated since 2008 because the function was no longer needed and/or the position was left vacant.

Custody Services Division: 83 Additional Positions Recommended for Civilianization

The Custody Services Division, formerly known as the Jail Division, only had three positions⁷ originally recommended for civilianization in the 2008 report. There were no additional positions recommended among the remaining 23 sworn LAPD staff, along with the 229 (civilian) Detention Officers, 90 Senior Detention Officers, and 24 Principal Detention Officers.

However, since the 2008 report, the number of civilian Detention Officers decreased due to staff attrition and fiscal constraints preventing the approval of hiring civilian Detention Officers to fill those vacancies.

Due to civilian Detention Officer shortages over time, LAPD has backfilled those positions with sworn Police Sergeants and Officers. As of February 2016, there were 104 sworn LAPD personnel assigned to jail operations—a total of 83 additional sworn staff compared to what LAPD had initially authorized (see Exhibit 9). Civilian Detention Officers can discharge the duties required in each of these 83 positions, now filled by sworn positions. In fact, these positions have typically been held by civilians in prior years.

Exhibit 9: LAPD Custody Services Division – Actual Staffing as of Deployment Period #2 (Jan-Feb 2016)

Custody Services Division Assignments	Authorized	Vacancies	Actual
Police Officers	0	-	76
Police Sergeants	18	-	24
Police Lieutenants	3	1	2
Police Captains	0	-	2
SWORN PERSONNEL – TOTAL	21	1	104
Detention Officers	270	66	204
Senior Detention Officers	93	4	89
Principal Detention Officers	26	2	24
CIVILIAN DETENTION OFFICERS – TOTAL	389	72	317

NOTE: does not include civilian administrative support positions (i.e. Management Analyst, Clerk-Typists) within the Custody Services Division

The Department has indicated that a Jail Academy is scheduled for calendar year 2016, and that qualified Academy graduates will be immediately absorbed into the Custody Services Division, thereby releasing as many sworn

⁷ The three positions recommended for civilianization in the Jail Division in 2008 were for the Commanding Officer and two Assistant Commanding Officer positions; the Controller's report recommended creating new civilian classifications specifically for the Jail Division, and/or providing a Civil Service exemption, in order to allow the LAPD to recruit for a jail administrator with extensive jail operations experience.

officers back into patrol or other critical public safety functions as new civilian academy graduates are hired.

Security Services Division: 7 Additional Positions Recommended for Civilianization

The City's Office of Public Safety (OPS) merged with the Los Angeles Police Department in July 2012 to create the LAPD Security Services Division. The Security Services Division ensures the safety and security of Los Angeles City facilities, elected officials, employees, and the public.

The consolidation of security services was intended to standardize Security Officer policies, procedures, and training across departments. The City Council originally established the OPS in FY 2005-06 within the Department of General Services (GSD) to provide security services and basic law enforcement services to City-owned and managed properties. In establishing the OPS, the Council consolidated the security services of various City departments, including GSD, Bureau of Sanitation, Library, Recreation and Parks (RAP), Convention Center, Zoo, and El Pueblo.

The LAPD Security Services Division (SECSD) is responsible for the safety and security of City buildings (primarily City Hall and the Civic Center area), facilities, parks, shops, yards, and warehouses. This includes the Los Angeles Zoo, City Libraries, City Parks, and the Public Works Bureau of Sanitation water treatment facilities.

The SECSD consists of 1) the Civic Operations Section, which covers security for City Hall and the Civic Center; 2) the Special Operations Section, which covers security for all other municipal facilities such as the Zoo, Libraries, etc.; and 3) the Administrative Section with the following staff:

- Sworn personnel—provides all law enforcement-related activities surrounding specific City facilities;
- Civilian security personnel, including:
 - Municipal Police Officers – former GSD Police (from the Office of Public Safety) armed with sworn police powers in municipal facilities⁸; and
 - Security Officers – unarmed civilian security personnel who staff “fixed-post” positions at various City facilities and rely on

⁸ Municipal Police Officers have similar sworn police powers to LAPD Officers; however, Municipal Officers cannot be deployed outside of the City's municipal facilities, while LAPD Officers can be deployed citywide. For budgetary purposes, the City includes Municipal Police Officers in LAPD's civilian staffing counts.

the policy component to respond to law enforcement-related issues; and;

- Contract security personnel—private security guards hired by the SECSO as needed.

We reviewed LAPD sworn personnel duties and responsibilities in the SECSO to determine potential positions/functions for civilianization. As of Deployment Period #2 (Jan-Feb 2016), the SECSO had 90 sworn personnel (1 Captain, 5 Lieutenants, 15 Sergeants, and 69 Officers) and 221 civilian personnel (including 27 Municipal Police staff and 173 Security Officers).

After review, a total of 7 positions in the SECSO are recommended for civilianization:

- 1 Adjutant position for the SECSO Commanding Officer
- 1 Adjutant position in the Civic Operations Section
- 5 positions in the Administrative Section
 - 2 Lieutenants (administrative)
 - 1 Officer (assistant training coordinator)
 - 1 Officer (TEAMS II – administrative)
 - 1 Officer (Contract Security Unit – administrative)

The SECSO Commanding Officer and the Assistant Commanding Officer over the Civic Operations Section each have a sworn LAPD Sergeant serving as an Adjutant. Adjutants in the SECSO perform primarily administrative duties; in the 2008 report, the majority of Adjutant positions were recommended for civilianization. Both Adjutant positions (2) are recommended for civilianization.

The Administrative Section includes the Contract Security Unit, the Training Unit, IOD/Sick Unit, Special Events Unit, TEAMS II, and Timekeeping. LAPD sworn personnel in the Section includes two LAPD Lieutenants, two Sergeants, and three Police Officers (plus additional Municipal Officers and Security Officers). The Administrative LAPD Lieutenants' responsibilities are to supervise sworn and civilian staff in completing other administrative-related tasks for the SECSO. While the sworn LAPD experience can be useful, such experience is best utilized in other sections of the SECSO. These two (2) Administrative Lieutenant positions are recommended for civilianization.

The Training Unit consists of one LAPD Sergeant, one LAPD Officer, and one Security Officer. While Training Units throughout the LAPD are typically led by a Sergeant who coordinates and sometimes delivers the staff's training, the Officer typically acts as an Assistant Training Coordinator (to the Sergeant) with predominantly administrative support duties. The SECSO Officer

position (1) can be civilianized, similar to other Assistant Training Coordinator positions previously recommended in 2008.

The Contract Security Unit is led by an LAPD Officer – the primary responsibility is to administer and manage contracts with the City’s private security providers, which does not require sworn powers or experience. One (1) position is recommended for civilianization.

One LAPD Officer is assigned as the SECSO TEAMS II Coordinator—as recommended in the 2008 report, the related duties and responsibilities are mostly administrative in nature, and other workgroups in the Department utilize civilian staff as their respective TEAMS II Coordinator. One (1) position is recommended for civilianization.

Community Relationships Division: 4 Additional Positions Recommended for Civilianization

The mission of the Community Relationships Division (CRD) is to build trust between the Department and the City’s diverse communities while leveraging best practices in community outreach, community policing, and cutting-edge digital media technologies.

The CRD was established in 2015 and operates citywide, consolidating many of the LAPD’s community engagement and media relations, including the use of social media. The CRD coordinates with individual Area stations’ Community Relations Officers on community events as needed.

The CRD consists of the Community Engagement Unit, the Community Policing Unit, and the Digital Media Section. As of Deployment Period #2 (Jan-Feb 2016), the CRD was staffed with 46 sworn personnel (1 Captain, 3 Lieutenants, 5 Sergeants, 37 Officers) and two civilian support staff.

After review, a total of 4 positions in the CRD are recommended for civilianization:

- 4 Officer positions in the Digital Media Unit (Digital Media Section)

The Community Engagement Unit (CEU) assigns sworn personnel to each Patrol Bureau in teams to engage with each respective community’s organizations and stakeholders. As part of their community engagement duties, all sworn personnel in the CEU participate in “footbeats”, or walking patrol beats, in targeted neighborhoods to increase the LAPD’s visibility and trust within the local community. While participating in “footbeats”, LAPD

Maximizing Use of Civilians in LAPD to Increase Deployment

Findings & Recommendations

sworn staff are in full uniform and gear, with all sworn police powers, duties, and responsibilities. Ancillary duties include assignments as liaisons between the LAPD and various communities (i.e. LGBTQ Liaison, Clergy Liaison, Homeless Liaison). Due to the sworn powers, experience, and credibility needed to engage in walking patrol beats and serve as LAPD representatives to the community, no positions in this unit are recommended for civilianization.

The Community Policing Unit (CPU) provides operational support through community engagement training for Senior Lead Officers, and coordination of community policing efforts between the LAPD, its Community Police Advisory Boards, and the City's various Neighborhood Councils. CPU sworn staff also participate in weekly "footbeats" in targeted neighborhoods. Due to the sworn powers, experience, and credibility needed to engage in walking patrol beats, train other sworn personnel on community engagement, and serve as LAPD representatives to the community, no positions in this unit are recommended for civilianization.

The Digital Media Section consists of the Special Projects & Training Unit and the Digital Media Unit. The Special Projects & Training Unit consists of five sworn personnel (1 Sergeant and 4 Officers) focused on coordinating community engagement efforts and special events for the CRD and the Office of the Chief of Police and completing special projects as requested by the Chief of Police. Due to the importance of a sworn presence representing the Office of the Chief of Police in special events and projects, no positions are recommended for civilianization.

The Digital Media Unit consists of 13 sworn personnel (1 Sergeant and 12 Officers) assigned to Social Media and Crime Prevention Teams in each Patrol Bureau. Officers in each Team are responsible for supporting geographic Areas and Traffic Divisions with proper administration and management of social media accounts, providing situational awareness reports regarding critical incidents and events, and conducting "footbeats" in their local communities. In addition, Officers develop and implement programs to proactively open dialogue with their online communities, and coordinate with their local Areas and Divisions and Media Relations to ensure a consistent and timely message.

In the Controller's 2008 report, community relations-focused positions were not recommended for civilianization unless the position/function was identified as providing administrative support to other sworn personnel. Administering and managing social media platforms in relation to law enforcement reflect a new aspect of community relations work; sworn powers are not required to perform these duties, but a sworn perspective could be helpful in providing

timely and relevant information. At least one position in each Bureau Team can be civilianized to provide civilian support staff that are specially trained in social media, photo and video editing, and public relations. This would allow existing sworn personnel more time to directly engage with their local communities through “footbeats” or other means, and provide input and feedback on how social media accounts should be updated and managed. Similarly, in 2008 about one-half of existing sworn positions in the Media Relations Section were recommended for civilianization in order to create a sworn-civilian mix of specially-trained civilians in public relations and communications to provide support and expertise to sworn Public Information Officers. Four (4) positions in the Digital Media Unit are recommended for civilianization.

Additional Considerations

Our update of the Controller’s 2008 Review found at least 458 positions eligible for civilianization in 2016. The effort to identify positions for civilianization is a continuous endeavor that requires ongoing evaluation of the workload of existing divisions/sections/units and how staff resources are best allocated in response. The Department should consider conducting another unit-by-unit analysis of its civilian staff support needs, including prioritizing what divisions, sections, and units have the most need for restored or additional civilian support.

In addition, sworn personnel who are on limited-duty status will continue to fill some positions/functions throughout the Department, per the LAPD’s “reasonable accommodation” policy. The Controller’s 2008 review found that of the 489 sworn personnel who were on permanent limited-duty assignments, 163 were in positions recommended for civilianization. The Controller’s Office excluded those 163 positions from the implementation plan, since the positions could not be filled with civilians until the sworn officers were reassigned or retired.

As of December 2015, the Department had 309 sworn personnel on permanent limited-duty, a reduction of 37% since 2008. It is possible that permanent limited-duty personnel continue to fill some of the previously recommended positions from 2008 that LAPD management and command staff confirmed were still candidates for civilianization today. However, the total number of positions recommended for civilianization in this report is considered conservative, given that: 1) the overall number of permanent limited-duty personnel has decreased; 2) the Controller’s 2008 report previously excluded a significant number (163) of positions due to their permanent limited-duty status; and 3) our updated analysis subtracted

37 positions that had been eliminated since 2008 from the total recommended positions.

While determining its long-term civilian staffing needs and priorities moving forward, the Department should also consider how and where to best utilize sworn limited-duty officers to maximize their sworn training, experience, and perspective.

Financial Impact – “Cost Avoidance”

In 2008, the estimated annual “cost avoidance”⁹ was about \$11.8 million if all 402 recommended sworn positions were filled by civilian personnel.

The 2008 cost of hiring new civilian employees to fill all 565 positions was estimated at \$53 million per year; however, a gradual, multi-phased, long-term implementation plan as recommended in the Report would have absorbed those costs over an extended period. While the Report estimated approximately \$16 million in annual “cost avoidance” if civilians occupied all 565 of the identified positions being performed by sworn personnel, the total was reduced after considering allowances for the 163 sworn positions that would continue to perform those functions while on limited duty assignments.

2016 Update to Cost Avoidance

The 2016 cost of hiring new civilian employees to fill all 458 positions is \$53.6 million per year. However, the estimated annual “cost avoidance” is more than \$20.1 million per year if all 458 recommended sworn positions are filled with civilian personnel.¹⁰ The cost difference between the average sworn versus civilian position was nearly \$44,000, based on the average LAPD sworn and civilian salaries in February 2016 and current CAO budgetary assumptions for both sworn and civilian pensions and benefits (see Exhibit 10).

The increased cost avoidance estimate compared to 2008 was due in part to salary and benefit increases over time for both sworn and civilian staff, an overall decrease in civilian staff since 2008, and additional positions being recommended for civilianization in 2016. The \$20.1 million in total cost avoidance from civilianization-related recommendations in 2016 was an

⁹ “Cost avoidance” here reflects the cost savings from hiring a given number of civilian personnel instead of hiring the same number of sworn personnel; potentially higher costs are avoided by hiring the appropriate classification(s) for a given position/function.

¹⁰ We did not verify how many, if any, of the 458 recommended positions were currently being filled by sworn limited-duty personnel.

increase of \$8.3 million compared to the total cost avoidance estimate of \$11.8 million from the Controller's 2008 Report.

Exhibit 10: Total Avoidable Costs from Implementing All Civilianization Recommendations as of February 2016

SWORN POSITIONS	Assumption	Amount
Average Annual Salary	\$3,899/pay period	\$101,374
Pensions	44.54%	\$45,152
Police Health & Welfare Program	\$14,531 per position	\$14,531
	Sworn Total per Position	\$161,057
CIVILIAN POSITIONS	Assumption	Amount
Average Annual Salary	\$3,088/pay period	\$80,288
LACERS & GCP-Medicare	29.50%	\$23,685
Civilian FLEX Benefits Program	\$13,116 per position	\$13,116
	Civilian Total per Position	\$117,089
Difference in Total Costs per Position		\$43,968
Total Costs Avoided – All Positions	x 458 positions	\$20,137,353

NOTE: Average annual salary based on average sworn and civilian salaries as of pay period ending 2/6/16. Pensions and health assumptions based on add/delete rates for FY 2016-17 Budget as developed by the City Administrative Officer.

Moving Forward: Impact of Technology on Sworn Staffing

Over the past five years, the LAPD has not reported implementing any major technological initiatives that have resulted in civilianizing sworn positions or redeploying sworn personnel back into Patrol or other functions. Due to citywide budget constraints, the focus has been on updating and maintaining their current technological infrastructure, rather than automating functions.

More recently, the LAPD has engaged in a pilot Body Worn Camera (BWC) that will expand Department-wide, pending available resources. The Department has adopted the use of BWCs by sworn, uniformed personnel in order to:

- Collect evidence for use in criminal investigations and prosecutions;
- Deter criminal activity and uncooperative behavior during police-public interactions;
- Assist officers with completing reports and providing testimony in court;
- Promote accountability;
- Assist in resolving complaints against officers, including false allegations by members of the public; and
- Provide additional information for officer evaluation, training, and continuous improvement.

Sworn officers are required to activate the body-worn video equipment prior to any investigative or enforcement activity involving a member of the public. At the end of a shift, officers are required to upload all recorded footage and review and document relevant BWC recordings in their reports and statements. Police Sergeants and other sworn supervisors are required to ensure that all BWC-equipped officers are properly trained to use the equipment and to review all relevant recordings from their officers prior to submitting any administrative reports.

Future requests for staff to implement LAPD's expanded BWC program should consider how to best utilize civilian staff to support the maintenance, storage, and review of video footage, rather than relying solely on sworn staff to carry out all BWC-related tasks. The LAPD recently proposed 122 (of which 118 were sworn) *additional* positions for a Patrol Video Unit in the Information Technology Bureau to support and fully implement its BWC and Digital In-Car Video programs beginning in 2016-17. The proposal was not approved by the City Council due to concerns about the number and source of sworn personnel needed for implementation. A revised staffing plan presented to the Board of Police Commissioners in March 2016 proposed utilizing civilians for approximately half of the necessary resources.

Other large law enforcement agencies currently utilize civilian personnel to assist with the implementation of their respective Body Worn Camera programs. For example, the New York City Police Department (NYPD), the Phoenix Police Department, and the Metropolitan Police Department (Washington D.C.) each use civilian personnel and civilian vendor support to maintain and store body-worn video footage, as well as for the review and redaction of video footage for public records requests and court proceedings. Additionally, the NYPD uses civilian and sworn personnel in the periodic review of footage for legal compliance/risk management. Alternatively, the San Diego Police Department reported utilizing no civilian staff in the implementation of its own BWC program.

The LAPD can utilize civilian personnel in a similar manner as other law enforcement agencies to assist with BWC-related records requests and/or legal compliance and risk management. BWC footage would continue to be reviewed by both sworn officers and their sworn supervisors as part of their routine training, operating, and supervisory duties. Moving forward, the LAPD asserts that additional sworn and civilian staff would still be needed to inspect, review, and investigate BWC footage, given the increased workload on all personnel and the complexity of police investigations, depending on the type of incident.

Recommendations

The Police Department should:

- 1.1 Develop a long-term implementation plan to civilianize the 458 positions/functions identified in this study. The plan should be based on an updated unit-by-unit analysis of the Department's divisions, sections, and units, and include measurable short-, mid-, and long-term goals and priorities that reflect:**
 - **What divisions, sections, or units are in the most need for additional civilian support;**
 - **How existing permanent accommodations can be best utilized; and**
 - **What positions will ultimately allow for the maximum redeployment of sworn staff back to patrol or other critical public safety functions.**

As part of future budget deliberations, the City Administrative Officer, the Mayor, and the City Council should develop a strategy to:

- 1.2 Allocate resources to implement a long-term, multi-year hiring plan to civilianize positions in the Los Angeles Police Department.**

Respectfully submitted,

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Cynthia Varela, CIA
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Farid Saffar, CPA
Director of Auditing

APPENDIX I: ACTION PLAN

Finding	Page	Recommendation	Page	Entity Responsible for Implementation	Priority		
Section I: Current Potential for Civilianization							
1	We identified 458 sworn positions in the Los Angeles Police Department that could be filled by civilians, thereby allowing the redeployment of those sworn personnel back into Patrol or other critical public safety functions.	13	1.1	The Police Department should develop a long-term implementation plan to civilianize the 458 positions/functions identified in this study. The plan should be based on an updated unit-by-unit analysis of the Department’s divisions, sections, and units, and include measurable short-, mid-, and long-term goals and priorities that reflect: <ul style="list-style-type: none">• What divisions, sections, or units are in the most need for additional civilian support;• How existing permanent accommodations can be best utilized; and• What positions will ultimately allow for the maximum redeployment of sworn staff back to patrol or other critical public safety functions.	25	LAPD	A

APPENDIX I: ACTION PLAN

			1.2	As part of future budget deliberations, the City Administrative Officer, the Mayor, and the City Council should develop a strategy to allocate resources to implement a long-term, multi-year hiring plan to civilianize positions in the Los Angeles Police Department.	25	CAO / Mayor/ City Council	A
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A –High Priority - The recommendation pertains to a serious or materially significant audit finding or control weakness. Due to the seriousness or significance of the matter, immediate management attention and appropriate corrective action is warranted.

B –Medium Priority - The recommendation pertains to a moderately significant or potentially serious audit finding or control weakness. Reasonably prompt corrective action should be taken by management to address the matter. Recommendation should be implemented no later than six months.

C –Low Priority - The recommendation pertains to an audit finding or control weakness of relatively minor significance or concern. The timing of any corrective action is left to management's discretion.

APPENDIX II: FINANCIAL SCORECARD

Finding/Recommendation	Page	Category	Financial Impacts
<p>Finding 1: We identified 458 sworn positions in the Los Angeles Police Department that could be filled by civilians, thereby allowing the redeployment of those sworn personnel back into Patrol or other critical public safety functions.</p> <p>Recommendation 1.1:</p> <p>The Police Department should develop a long-term implementation plan to civilianize the 458 positions/functions identified in this study. The plan should be based on an updated unit-by-unit analysis of the Department's divisions, sections, and units, and include measurable short-, mid-, and long-term goals and priorities that reflect:</p> <ul style="list-style-type: none"> • What divisions, sections, or units are in the most need for additional civilian support; • How existing permanent accommodations can be best utilized; and • What positions will ultimately allow for the maximum redeployment of sworn staff back to patrol or other critical public safety functions. 	<p>13</p> <p>25</p> <p>25</p>	<p>Cost Avoidance</p>	<p>Up to \$20.1 million per year, ongoing</p> <p><i>Based on LAPD's average sworn and civilian salaries in February 2016 and CAO budgetary assumptions for both sworn and civilian pensions and benefits in FY 2016-17.</i></p>

APPENDIX II: FINANCIAL SCORECARD

Cost Recovery: Monies that may be recoverable.

Cost Savings and Efficiencies: Cost savings opportunity and process enhancements.

Cost Avoidance: Monies that are lost but are avoidable in the future.

Increased Revenue: Revenue opportunities.

Wasted Funds: Monies that are lost and not recoverable due to reckless act or mismanagement of funds.

We strive to identify and recommend actions that will result in real financial impact, whereby the City can achieve significantly more through cost savings and/or increased revenue than the cost of the audit function. The above dollar estimates are dependent upon various factors, such as full implementation of audit recommendations and should not be used as guaranteed amounts.

APPENDIX III – SCOPE & METHODOLOGY

We reviewed and evaluated the Los Angeles Police Department's (LAPD) efforts to maximize the number of sworn personnel deployed for patrol or other sworn functions, such as investigations, since 2008.

The audit focused on the 402 positions previously identified and recommended for civilianization in the Controller's 2008 Report to determine the extent to which those positions have been civilianized. We also considered the impact of the LAPD's reorganization in 2010 and other organizational and technological changes over time to identify what additional divisions/sections/etc. had been created since the 2008 Report, and if opportunities existed to civilianize positions in those new work units. We also updated the total costs of hiring civilians to fill those recommended positions in 2016, the annual cost savings of using civilian rather than sworn personnel for those positions, and how many overall sworn positions could be available for redeployment if civilians were hired in the recommended positions.

Fieldwork was primarily conducted from January 2016 through February 2016 and generally covered sworn and civilian staffing changes over a five year period through June 30, 2015. We focused specifically on confirming the number of recommended positions from the 2008 Report were still eligible for civilianization in 2016, and assessing the opportunities for civilianization in major new work units created since the LAPD's reorganization. We also compared sworn personnel assignments in June 2008 (after the Controller's 2008 Report) to assignments in June 2015 to assess how the LAPD's use of sworn staff may have changed over time.

This audit was performed in accordance with Generally Accepted Government Auditing Standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe the evidence obtained provides reasonable basis for our findings and conclusions based on our audit objectives.

In accordance with these standards and best practices, we performed the following key tasks:

Interviews:

Interviews were conducted of LAPD management and staff responsible for the oversight and assignment of sworn staff in key areas throughout the LAPD.

APPENDIX III – SCOPE & METHODOLOGY

We also conducted interviews with LAPD’s personnel and fiscal operations staff to understand how the Department manages its resources.

Data Analyzed

We reviewed personnel reports and rosters extracted from the LAPD’s human resources and payroll databases to analyze staff assignments by section and unit in 2008, 2010 and 2015.

Documents Reviewed

We reviewed LAPD budget documents, personnel reports, Police Commission reports, City Council reports, and LAPD policies and procedures related to sworn and civilian staff assignments and opportunities for civilianization.

Benchmarking

We compiled law enforcement staffing and crime data from the Federal Bureau of Investigation’s (FBI) Uniform Crime Reports database for the calendar year ending 2014, the most recent year of available data.

We also conducted phone and e-mail outreach to other large law enforcement agencies that had recently adopted or implemented Body Worn Camera programs.

APPENDIX IV – ADDITIONAL DOCUMENTS

The following pages include:

- LAPD Organizational Chart - 2009 (prior to 2010 reorganization)
- LAPD Organization Chart - 2015



LOS ANGELES POLICE DEPARTMENT ORGANIZATION CHART

WILLIAM J. BRATTON, CHIEF OF POLICE

MAY 1, 2009

