

LOS ANGELES POLICE DEPARTMENT



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ERIC GARCETTI
Mayor

September 28, 2022

Honorable Public Safety Committee
Los Angeles City Council
200 North Main Street
Los Angeles, California 90012

Dear Honorable Committee Members:

The Los Angeles Police Department, Security Services Division, was directed to provide a Fact Sheet in response to budget recommendations approved by the City Council on May 18, 2022 (see Council File No. 22-060-S65 and Council File No. 22-0600-S46).

The Fact Sheet provides a summary report to the Public Safety Committee regarding the effectiveness and cost efficiency of utilizing the contract model versus hiring non-sworn security personnel to provide security at City facilities, including the West Valley Municipal Building, and which City facilities use contracted security services and how much of these services can be insured with City employees.

If you have any questions or need additional information regarding this matter, please have a member of your staff contact Captain Richard Musquiz, Assistant Commanding Officer, Security Services Division, at (213) 978-4660.

Respectfully,

A handwritten signature in blue ink, appearing to be "M. Moore".

MICHEL R. MOORE
Chief of Police

Enclosure

FACT SHEET
SECURITY SERVICES DIVISION
CONTRACT SECURITY AT CITY FACILITIES
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Background. Pursuant to the recommendations by the City Council on May 18, 2022 (Council File No. 22-060-S65 and Council File No. 22-0600-S46), the Commanding Officer, Counter-Terrorism and Special Operations Bureau (CTSOB), directed Security Services Division (SECSO) to conduct an analysis and prepare a report on the following:

1. The effectiveness and cost efficiency of utilizing the contract model versus hiring non-sworn security personnel to provide security at City facilities.
2. Which City facilities use contracted security services and how much of these services can be insourced with City employees including a cost-benefit analysis of insourcing these services with City employment compared to using contracted services.

History. As of July 1, 2012, the Los Angeles City Council enacted to merge General Services Department (GSD) Office of Public Safety (OPS) with the Los Angeles Police Department (LAPD) transferring GSD OPS sworn and civilian staff, and operational responsibilities to the created Security Services Division (SECSO). Security Services Division was assigned the responsibility for the safety and security of City buildings, facilities, parks, shops, yards and warehouses, the Los Angeles Civic Center, the Los Angeles Zoo, Los Angeles Sanitation Water Treatment Facilities, City Libraries, City Parks and all non-proprietary City facilities, their employees and visitors.

ADMINISTRATIVE CODE

Section 22.225.1 was added to the Los Angeles Administrative Code, to read as follows:

Sec. 22.225.1. Responsibility to Provide Building and Facilities Security Services. In addition to the powers, duties and functions prescribed by Charter, the responsibility to provide building and facilities security services, consisting of sworn police services and non-sworn security services, to the non-proprietary departments and offices of the City of Los Angeles is transferred to the Police Department as part of the consolidation and merger of the Department of General Services' Office of Public Safety into the Police Department.

CONTRACT ADMINISTRATOR

It should be noted that the Security Guard Services Contract (of which the SECSO Commanding Officer is the designated "Contract Administrator") is the avenue through which security services are acquired for all general budget departments within the City. This allows for any City department to 'piggyback' off the contract and utilize contract security services for their department needs (Los Angeles World Airports, Harbor Department and Department of Water and Power utilize their own security officer classification and thus do not require access to this contract). Security Services Division coordinates the requests with the various departments and the private security company, and in some cases forwards billing paperwork, etc. Security Services Division does not regulate requests and will not deny any requests as long as the appropriate management level personnel from the requesting department agrees on contract and payment terms via a letter of agreement with the LAPD.

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SECURITY SERVICES DIVISION PERSONNEL

Security Services Division personnel consists of three major components: the police officer component; the security officer component; and, the contract security guard component. The police officer component is responsible for all law enforcement-related activities surrounding specific City facilities. The second component is comprised of civilian armed and unarmed security officers who are LAPD employees. These full-time and “as needed” (part and half time) civilian security officers staff fixed post positions at various City facilities and rely on the police component to respond to any issues deemed law enforcement-related.

The third component, contract security guards, are comprised of private security guards with the responsibility to observe and report and, if necessary, request for an LAPD police or security officer for assistance. With the division historically having difficulties deploying sufficient uniformed personnel at our mandated assignments, SECSO depends on utilizing contract security personnel to backfill assignments throughout Los Angeles. Currently, SECSO has a contract with four contract companies [Abet Security Services, Inc., Close Range International, Inc., Allied Universal Security, and GSG Protective Services] to provide contract personnel at post assignments. As soon as the new contract is executed, three contract companies [Absolute International Security, The Gadite Group, and Allied Protection Services] will be added to further support and assist with all the increasing requests for security services.

Discussion. The following comparisons between contract personnel and non-sworn LAPD security personnel should be considered when determining the effectiveness and cost efficiency of security services at City facilities.

CIVIL SERVICE CLASSIFICATION

The City of Los Angeles Board of Civil Service Commissioners have written rules that define a person’s eligibility and a formal process to become a City employee. The Security Officer position is defined by Class Code [Code 3181] and is governed by these Civil Service rules.

Contract Security Guards are not City Civil Service classified and are not employed by the City of Los Angeles. The contract security guard is a privatized position and the Board of Civil Service Commissioners have no oversight or responsibility with this privatized position.

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BACKGROUND REQUIREMENTS

The below further provides a comparison between the two security components:

Minimum Requirements

LAPD Security Officer

- 1-year full-time paid experience as a security guard, security officer, security aide, law enforcement officer, correctional officer, traffic officer, park ranger, firefighter, or police student work with the City of Los Angeles; **or**,
- 1-year of preparation as a police explorer or cadet with a law enforcement agency or fire explorer or cadet with a fire department; **or**,
- 1-year of full-time service, or two years as a reservist in the United States Armed Forces; **or**,
- Completion of 12 semester units or 18 quarters units from an accredited college or university, half which must have been in criminal justice or a behavioral science; **or**,
- Current employment as a Police Officer I with the City of Los Angeles, not having completed the Los Angeles Police Academy.

If above requirement is met... [conducted by City Personnel Department]

- In addition to a City application, candidates shall complete an on-line Security Officer Supplemental Training and Experience Questionnaire; and,
- Participate in a qualifying multiple-choice test.

If passed test and questionnaire reviewed... [conducted by City Personnel Department]

- Candidates who receive a qualifying score from the multiple-choice test (70%) and receive a final average score of 70% on the questionnaire shall be placed in a ranking order on an eligible list.

Contract Security Guard

- To be eligible to be a private security guard and work for a licensed private patrol operator, a person is required to possess a California Security Guard Card.
- The person shall apply and register for the guard card through the Bureau of Security and Investigative Service¹ and:
 - Be at least 18 years old;
 - Undergo a live-scan check for criminal information through the California Department of Justice and the Federal Bureau of Investigation; and,
 - Complete the Power to Arrest Training (40 hours).
- The targeted time frame for the processing of applications and to be approved for a State Guard Card is 60 days.

¹ The California Bureau of Security and Investigative Services licenses and regulates the Private Security Services.

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Application/Selection

LAPD Security Officer

- Based on a qualifying score and ranking group on the eligible list, a candidate may be eligible to be scheduled to participate in a Department oral interview.²
- Accordingly, candidates will receive a ranking score based on the interview performance.

If candidate scored a high enough ranking score...

- Candidates may be forwarded and be subject to the Background Investigation.

Contract Security Guard

- If in possession of a State Guard Card and other State permits, a candidate may submit an employment application to any Licensed Private Patrol Operator.
- Contract company will perform a background check on candidates.

Background Investigation

LAPD Security Officer

- LAPD Personnel Division assigns LAPD staff to conduct background investigations on eligible candidates to include:
 - Meet with a Background Investigator;
 - Complete an extensive Personal History Statement;
 - Conduct screening checks on criminal record, personal reference, past and current employers, driving record history, finances and neighborhood checks;
 - Subject to a comprehensive medical examination by a City doctor;
 - May require a psychological evaluation by a psychologist;
 - May require a Physical Assessment Test; and,
 - May be required to undergo a drug and alcohol screening test.

Background investigation may average from three to four months and depending on the results, candidate(s) may be eligible for a job offer.

Contract Security Guard

- Private contract companies will conduct their background investigations which include:
 - Meet with the company and conduct an application review;
 - Verification of State Guard Card, State Permits (Firearms, Baton, Tear Gas, First Aid/CPR);
 - Conduct checks on criminal history, past and current employers, and driving record history; and,
 - Subject to register with Commission Investigation Division.

Background investigations may be as short as one to two days³ or as long as a week or two.

² Based on Civil Service Rules, although a candidate may participate in an oral interview, the candidate may not be eligible to be considered for the next step (background investigation).

³ These one to two days background investigation may also be caused due to a transition of an assignment to a successor contractor. The required retention of contract guards will be based under the City of Los Angeles Worker's Retention Ordinance.

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Training

LAPD Security Officer

- LAPD has a four-week training academy curriculum for Security Officers to include:
 - Peace Officer Standards and Training Certified (POST) 832 Penal Code State-mandated training;
 - Mandated Oleoresin Capsicum (OC) Pepper Spray and Baton Training;
 - First Aid/Cardiopulmonary Resuscitation (CPR)/Automated External Defibrillator (AED);
 - Use of Force;
 - De-escalation Techniques;
 - Implicit Bias;
 - Force Options Simulator;
 - Driving Awareness;
 - Radio Communication;
 - Arrest and Control Tactics/Modules;
 - First Amendment;
 - Incident Command System;
 - Principles of Command and Control;
 - Contact and Cover;
 - Mock Courtroom Testimony;
 - Cultural Diversity; and,
 - Leadership.
- Upon completion of the academy, there is a six-month City probationary period and concurrently subject to field training program.
- Regular in-service training via field training, roll call training, and the LAPD Learning Management System (LMS).
- Trained to work at a variety of post locations and assignments throughout Los Angeles to include Los Angeles Zoo, Los Angeles Sanitation, Libraries, etc.

Contract Security Guard

- Contract Security Guards are regulated by the California Department of Consumer Affairs and must meet training and other requirements established by the State.
- Department of Consumer Affairs mandates:
 - 40 hours of Powers of Arrest Training (completed prior to State registration); and,
 - 32 hours of security officer skills training (completed within 6 months of registration).
- Private contract companies conduct in-house orientation and are trained by their respective companies.

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PERSONNEL COSTS

In order to provide a comparison of personnel costs, the below are approximate annual costs for each security component as of June 2021:

<i>LAPD Security Officer</i>	<i>Contract Security Guard</i>
Step 2 (starting) <ul style="list-style-type: none"> • \$22.28 / hour • \$33.42 / hour on Overtime • \$45,434 / year + \$37,101[CAP cost*] Total Annual Cost = \$82,535**	Unarmed Guard <ul style="list-style-type: none"> • \$25.86 / hour • \$38.79 / hour on Overtime • \$52,754 / year
Step 12 (maximum) <ul style="list-style-type: none"> • \$32.58 / hour • \$48.87 / hour on Overtime • \$66,461 / year + \$54,272[CAP cost*] Total Annual Cost = \$120,733**	Armed Guard <ul style="list-style-type: none"> • \$28.38 / hour • \$42.57 / hour on Overtime • \$57,895 / year
	Professional Guard <ul style="list-style-type: none"> • \$45.44 / hour • \$68.16 / hour on Overtime • \$92,698 / year
*CAP cost = 181.66 percent of hourly rate. **Total Annual Cost does not include overtime projections.	

SECURITY OFFICER

The total cost to budget for a full-time LAPD Security Officer would need to include a Cost Allocation Plan (CAP) expenditure. The current CAP cost is equal to 181.66 percent of the LAPD Security Officer hourly rate and thus the total annual cost for one budgeted authority is \$120,733.

Per the Controller's Office, the CAP allocates indirect costs that benefit the entire City but cannot be readily identified with a particular department. They use various methodologies to allocate these costs. In compliance with applicable rules and guidelines, the City Controller calculates CAP rates annually. The costs include associated categories to include fringe benefits (workers' compensation), central services (vehicle depreciation, petroleum products costs), department administration and support (administrative staff overhead costs).

CONTRACT SECURITY GUARD

The Contract Security Guard hourly rate is reflective of the current contracted Fee Schedule. The percentage of the hourly rate paid to the Contract Security guard is unknown and will vary from company to company.

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CONTRACT SECURITY POST ASSIGNMENTS

LOS ANGELES POLICE DEPARTMENT. The LAPD has historically required the need for contract security services to supplement personnel resources to either backfill or utilize in-lieu of our Security Officers and Police Officers at a number of our mandated assignments. There are approximately 20 or more post assignments that vary throughout the day and week where contract security is deployed. On a daily basis, deployment will average the deployment of 45 Contract Security Guards.

Contract Security Guards have the primary responsibility to observe and report. There is no expectation of active enforcement but to provide high visibility and to assist employees and the community as applicable. The SECSO's decision to deploy a private contract security guard at a specific location is based on the following criteria:

- Visibility to the public and City employees;
- Time of day (day, night, morning) and which day (business days, holiday, weekends);
- Knowledge, training and experience of assignment;
- Availability and time of response for backup and support; and,
- Assignments that can be partnered with a SECSO uniformed officer.

The primary City post assignments are located within the Civic Center Complex (City Hall, City Hall East, City Hall South, Police Headquarters) but contract security guards are deployed in outlying locations to include the Los Angeles Sanitation Water Treatment Plants, Los Angeles Zoo, the LAPD Police Academies, City Libraries, Marvin Braude Building, San Pedro Municipal Building and a number of other facilities throughout Los Angeles. These contract security guards' work schedule vary throughout the week (day, evening, and morning hours). This allows SECSO to redeploy sworn personnel at critical assignments that require high visibility of uniformed officers.

OTHER CITY DEPARTMENTS. In addition to the LAPD, there are approximately 20 other City Departments that utilize the contract security services to include:

- Office of the City Attorney;
- Department of Cultural Affairs;
- Department of Transportation;
- Economic and Workforce Development Department;
- General Services Department;
- Los Angeles Department of Building and Safety;
- Los Angeles Public Library;
- Los Angeles Sanitation;
- Office of Finance;
- Department of Recreation and Parks;
- Los Angeles Housing Department;
- Los Angeles Fire Department;

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- Animal Services;
- Public Works;
- Department of Neighborhood Empowerment;
- Personnel Department;
- City Clerk;
- City Council Offices;
- Los Angeles Zoo; and,
- El Pueblo.

There are approximately 120 or more facilities located throughout the City of Los Angeles in which these City departments assign contract security services.

HISTORICAL EXPERIENCE

The below list provides some bullet point historical perspective on the City’s experience with LAPD Security Officers and Contract Security Guards:

<i>LAPD Security Officer</i>	<i>Contract Security Guard</i>
<ul style="list-style-type: none"> • Higher minimum requirements; • Hired via civil service process; • Comprehensive background investigation; • Promotional advancement levels; • Eligible for other City employment opportunities; and, • Consistent training that allows flexible assignments at a variety of post locations throughout the City. 	<ul style="list-style-type: none"> • Transient work industry; • Secondary employment; • Personnel attrition rate is high; • Hiring standards lower than the City; • Inconsistent levels of training and experience; • Varied knowledge of City services; • Difficulty filling needs; and, • Training dependent on post location.

The LAPD Security Officer is a civil service employee in which the City invests an extended amount of time to investigate, evaluate, and scrutinize to ensure top quality candidates that would be best suited to represent the LAPD uniform and can simply be described as more reliable and dependable. On the flipside for Contract Security Guards, the contract security industry can be described as transient. Employees that work for contract security companies are hired primarily on a temporary basis, which causes a revolving door of workers and a high personnel attrition rate.

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Conclusion. The concept about the effectiveness and cost efficiency may vary depending on the goals and intentions of the requesting department end-user. The following will attempt to summarize a conclusion for either option.

A primary topic in any discussions about requesting for services is the financial factor that would assist in determining the option for either contract or LAPD:

- Who or which department will be funding the request?
- How much is available to budget?
- What time frame/period?

As for cost specifics, the requesting department would be responsible for the hourly rate for the Contract Security Guard and their overtime rate on a designated City holiday. There could be additional contract costs such as requesting for a vehicle patrol, a bicycle officer, etc., which are defined in the fee schedule of the contract. The services of an LAPD Security Officer for other City departments would only be available with the hiring of additional personnel.

The type of personnel requested by any City department is dependent on the responsibilities required for the assignment which include, but are not limited to, the responsibility to maintain high visibility, check in visitors, monitor equipment/facility, parking/rule enforcement, monitor a special event and how many attendees, or assignment to patrol or post. For lower responsibility assignments, like monitoring equipment, a Contract Security Guard may be more appropriate. For higher responsibility assignments, like a high visibility foot patrol, an LAPD Security Officer may be more appropriate.

The one advantage for Contract Security Guards is the availability to mass produce candidates for staffing levels at the expense of training and experience. The LAPD Security Officers are of higher quality but limited in availability.

While it is preferred to use LAPD SECSO personnel to staff all assignments for security services, the use of contract security personnel have historically been a necessary option to obtain security staff not otherwise available or budgeted as LAPD positions. The request for security services by other City departments are regulated within their allocated budget. It is possible for the departments located at the West Valley Municipal building to ‘piggyback’ off the contract and utilize contract security services for their needs via a letter of agreement with the LAPD.

As for insourcing LAPD Security Officers at City facilities and replacing Contract Security Guards, the number of Security Officers that would be required is considerable and would require a substantial allocated budget. There is currently one Contract Security Guard assigned to the Watts, West Los Angeles, and Wilmington Municipal Buildings, respectively. At this time, LAPD SECSO currently has 37 vacant authorities (total of 109 authorities) and the difficulties for meeting our own deployment will continue until the division can hire additional staff.