

REPORT FROM

OFFICE OF THE CITY ADMINISTRATIVE OFFICER

Date: June 7, 2023

CAO File No. 0130-02142-0001

Council File No. 22-1140

Council District: --

To: The Mayor and Council

From: Matthew W. Szabo, City Administrative Officer 

Reference: Public Safety Committee Report dated May 11, 2023

Subject: **LOS ANGELES POLICE DEPARTMENT – SWORN AND CIVILIAN HIRING INCENTIVE EXPENSE FUNDING**

RECOMMENDATION

That the Council, subject to approval of the Mayor, approve the proposed Sworn and Civilian Hiring Incentive Program, as outlined in Attachment A of this report, and instruct the Office of the City Administrative Officer to transmit the file to the Executive Employee Relations Committee for further action.

SUMMARY

On October 11, 2022, the Council adopted a Motion (Rodriguez- Blumenfield - C.F. 22-1140), which instructed the Personnel Department, with the assistance of the Los Angeles Police Department (LAPD) to: 1) Establish a hiring bonus for new and lateral-transfer Police Officers as reflected in Attachment A of this report; 2) Report back with a plan to accelerate the hiring process for civilian and sworn personnel; 3) Compare the average salaries between the LAPD and surrounding agencies; and, 4) Report with a plan to attract civilian candidates for non-specialized administrative positions and the Police Service Representative class. The Council also instructed this Office to report back on funding required to implement the sworn hiring bonus plan from 2022-23 through 2025-26. The Personnel Department reported its findings on November 14, 2022.

On April 6, 2023, this Office reported on various sworn attrition/hiring data and the projected costs for the proposed Sworn Hiring Incentive Program through 2025-26 (C.F. 22-1140). The Council then directed the Personnel Department, with the assistance of the LAPD and City Administrative Officer, to propose a hiring incentive program for hard-to-fill civilian classifications within the LAPD, similar in structure to that proposed for sworn hiring, and to identify the necessary resources required to implement the program. The Committee also directed this Office to report back with estimated costs for the proposed Sworn and Civilian Incentive Program through 2025-26.

This report outlines the Civilian Hiring Incentive Program developed by the Personnel and Police Departments, with support from this Office, and projects its estimated costs. Attachment A of this report summarizes the conditions and costs of both the Sworn and Civilian Hiring Incentive Programs. This report is informational inasmuch as any changes to employee compensation, including a hiring incentive, requires direction from the Executive Employee Relations Committee and negotiation with employee labor organizations to amend the existing Memorandums of Understanding.

DISCUSSION

The Personnel Department and LAPD, with support from this Office, identified four job classes that should be considered for inclusion in a Civilian Hiring Incentive Program due to being hard-to-fill, critical to public safety, and subject to high attrition rates: Police Service Representative II & III (Police Dispatcher); Polygraph Examiner II, III & IV; Security Officer; and Detention Officer.

Implementation of a Sworn and Civilian Hiring Incentive Program would require direction from the Executive Employee Relations Committee to this Office to initiate negotiations with employee labor organizations representing employees covered by Memorandum of Understanding Nos. 3, 18, 21, and 24.

Attrition and Hiring Data - Civilian Hard-to-Fill Classes

The table below provides attrition and hiring data for Fiscal Years 2019-20 through the current year. The data demonstrates a pattern of declining filled positions in all four job classes, most significantly in the classes of Police Service Representative (PSR), Polygraph Examiner (PE), and Security Officer (SO). While Detention Officer (DO) positions are being filled near attrition, attrition remains high for this job class and has therefore been included for consideration. If the attrition/hiring trends for these classes do not change, significant risks to public safety may result. For example, answering 9-1-1 calls and dispatching Fire and Police services will take longer (PSR), the hiring of sworn recruits will be delayed (PE), City facilities will lack security services (SO), and/or sworn officers will be taken off patrol to backfill jail facilities (DO).

LAPD Hard-to-Fill Civilian Attrition and Hiring – Four-Year Summary

Fiscal Year	Police Servc. Rep.			Polygraph Examiner			Security Officer			Detention Officer		
	Attrition	Hires	Change	Attrition	Hires	Change	Attrition	Hires	Change	Attrition	Hires	Change
2019-20	(32)	30	(2)	(5)	1	(4)	(15)	10	(5)	(39)	47	8
2020-21	(40)	20	(20)	(2)	-	(2)	(12)	-	(12)	(15)	18	3
2021-22	(68)	49	(19)	(1)	1	-	(9)	7	(2)	(24)	3	(21)
2022-23*	(62)	20	(42)	-	2	2	(15)	5	(10)	(21)	20	(1)
Total	(202)	119	(83)	(8)	4	(4)	(51)	22	(29)	(99)	88	(11)
Average	(51)	30	(21)	(2)	1	(1)	(13)	6	(7)	(25)	22	(3)

*Year-to-date.

Projected Civilian Hiring

To project hiring of civilians in the four hard-to-fill classes through 2025-26, and the resulting costs of a hiring/retention incentive, the below estimate of hiring relies on historical attrition/hiring trends, funding in the 2023-24 Adopted Budget for LAPD civilian hiring, and the potential positive impact of a hiring incentive increasing interest in these careers. Not included in the analysis are factors including, but not limited to, economic variables (the historically low unemployment rate and the probabilities of a recession), public perception of law enforcement-related employment, competing incentives from other City Departments and governmental entities, and potential future changes to compensation for these classes resulting from negotiations with employee labor organizations. Therefore, this projection is informational and may differ significantly from actual results.

LAPD Three-Year Projected Civilian Hiring

Fiscal Year	Police Servc. Rep.			Polygraph Examiner			Security Officer			Detention Officer		
	Attrition	Hires	Change	Attrition	Hires	Change	Attrition	Hires	Change	Attrition	Hires	Change
2023-24	(60)	208	148	(1)	6	5	(12)	52	40	(24)	61	37
2024-25	(51)	51	-	(2)	2	-	(13)	13	-	(24)	24	-
2025-26	(51)	51	-	(2)	2	-	(13)	13	-	(24)	24	-
Total	(162)	310	148	(5)	10	5	(38)	78	40	(72)	109	37
Average	(54)	103	49	(2)	3	2	(13)	26	13	(24)	36	12

Civilian Hiring Incentive Cost

On May 5, 2023, the Council adopted recommendations from the Public Safety Committee, which instructed the Personnel Department, with the assistance of the LAPD and this Office, to propose a civilian hiring incentive similar in structure to that proposed for sworn hiring, with three equal payments of \$5,000, the first payment to be paid upon the first day of employment, the second upon completion of probation at 18 months, and the final payment upon 36 months of service. The cost projection below follows this approach and assumes the hiring incentive applies to qualifying hires between 2023-24 and 2025-26.

Estimated Total Cost for Civilian Hiring Incentive Program

Year Hired	Civilian Hires					Estimated Payments			
	PSR	PE	SO	DO	Total	First	Second	Third	Total
2023-24	208	6	52	61	327	\$1,635,000	\$1,635,000	\$1,635,000	\$4,905,000
2024-25	51	2	13	24	90	450,000	450,000	450,000	1,350,000
2025-26	51	2	13	24	90	450,000	450,000	450,000	1,350,000
Total	310	10	78	109	507	\$2,535,000	\$2,535,000	\$2,535,000	\$7,605,000

Depending on the timing of the qualifying hires, these costs would be incurred between Fiscal Years 2023-24 and 2027-28. No funding was provided specifically for a Civilian Hiring Incentive Program in the 2023-24 Adopted Budget. However, \$10.0 million was set aside in the Unappropriated Balance for sworn hiring, overtime, security, and civilian hiring. If a civilian hiring incentive were negotiated, this source of funds may be available for this purpose and could be transferred to the LAPD in a subsequent Financial Status Report. If all qualifying civilian hiring occurred in 2023-24, the incentive costs for the first payment would be \$1.635 million.

Sworn Hiring Incentive Cost

Our April 6, 2023 report, released prior to consideration of the 2023-23 Proposed Budget, projected sworn hiring qualifying for the proposed incentives to consist of 59 hires in May/June 2022-23 and 527 annually thereafter. This projection has been updated below to reflect actual 2022-23 hiring in May and June year-to-date (60) and hiring actually funded in the 2023-24 Adopted Budget, consisting of Police Department funding to hire 600 officers and additional funding in the Unappropriated Balance, which would allow for hiring an additional 180 officers for a total of 780.

Estimated Annual Costs for the Sworn Hiring Incentive (Hire 78 in May/June 2022 and 600 Annually 2023-24 to 2025-26)

Year Hired	Sworn Hires			Estimated Payments			
	Recruit	Lateral	Total	First	Second	Third	Total
2022-23	76	2	78	\$400,000	\$390,000	\$390,000	\$1,180,000
2023-24	593	7	600	3,035,000	3,000,000	3,000,000	9,035,000
2024-25	593	7	600	3,035,000	3,000,000	3,000,000	9,035,000
2025-26	593	7	600	\$3,035,000	\$3,000,000	\$3,000,000	\$9,035,000
Total	1,855	23	1,878	\$ 9,505,000	\$ 9,390,000	\$ 9,390,000	\$28,285,000

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Year Hired	Sworn Hires			Estimated Payments			
	Recruit	Lateral	Total	First	Second	Third	Total
2022-23	76	2	78	\$400,000	\$390,000	\$390,000	\$1,180,000
2023-24	773	7	780	3,935,000	3,900,000	3,900,000	11,735,000
2024-25	773	7	780	3,935,000	3,900,000	3,900,000	11,735,000
2025-26	773	7	780	\$3,935,000	\$3,900,000	\$3,900,000	\$11,735,000
Total	2,395	23	2,418	\$12,205,000	\$12,090,000	\$12,090,000	\$36,385,000

FISCAL IMPACT STATEMENT

Approval of the recommendation in this report will have no additional impact to the General Fund for Fiscal Year 2022-23. If the Sworn and Civilian Hiring Incentive Program is approved by the Executive Employee Relations Committee, Council, Mayor, and employee labor organizations, its 2023-24 costs are projected to be a maximum of \$5.97 million, consisting of \$1.635 million for 327 qualifying civilian hires and \$4.335 million for 858 qualifying sworn hires (78 in 2022-23 and 780 in 2023-24). Funding in the amount of \$3.647 million was set aside in the Unappropriated Balance specifically for sworn hiring incentive payments in 2023-24, leaving \$688,000 of potential payments without a specific funding source. Likewise, there is no specific funding included in the Adopted Budget for civilian hiring incentive payments in 2023-24. However, an additional \$10.0 million was set aside in the Unappropriated Balance for sworn hiring, overtime, security, and civilian hiring. This funding could be used for incentive payments, if it is not needed to fund the costs for which it was designated. Thereafter, incentive payments would be incurred annually through 2027-28, depending on actual hiring and the timing of hiring, up to a maximum additional cost of \$38.02 million, consisting of \$32.05 million for sworn and \$5.97 million for civilian hiring incentives.

FINANCIAL POLICIES STATEMENT

The recommendation stated in this report complies with the City’s Financial Policies, as the required funding for this program will be determined through the annual budget process.

**Proposed Sworn and Civilian Hiring Incentive Program
Provisions and Costs**

Sworn Hiring Incentive

- New LAPD Police Officer hired between May 2023 and 2025-26:
 - \$5,000 at the start of the Recruit Academy;
 - \$5,000 upon successful completion of probation; and
 - \$5,000 upon 36 months of service.

- Lateral Police Officer hired from outside agencies between May 2023 and 2025-26:
 - \$10,000 at the start of the Recruit Academy;
 - \$5,000 upon 18 months of service; and
 - \$5,000 upon 36 months of service.

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Total	1,855	23	1,878	\$ 9,505,000	\$ 9,390,000	\$ 9,390,000	\$ 28,285,000

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Total	2,395	23	2,418	\$ 12,205,000	\$ 12,090,000	\$ 12,090,000	\$ 36,385,000

Civilian Hiring Incentive

- New Police Service Representative II & III (PSR), Polygraph Examiner II, III & IV (PE), Security Officer (SO), and Detention Officer (DO) hired between 2023-24 and 2025-26:
 - \$5,000 at start of service in eligible job class;
 - \$5,000 upon successful completion of 18 months service in same job class;
 - \$5,000 upon 36 months of service in same job class.

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	PSR	PE	SO	DO	Total	First	Second	Third	Total
2023-24	208	6	52	61	327	\$1,635,000	\$1,635,000	\$1,635,000	\$4,905,000
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