

LOS ANGELES POLICE DEPARTMENT



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ERIC GARCETTI
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February 28, 2019

The Honorable City Council
c/o Holly Wolcott
Office of the City Clerk
City Hall, Room 395
Los Angeles, California 90012

SUBJECT: REPORT ON LOS ANGELES POLICE DEPARTMENT SWORN OVERTIME

Honorable Members:

On October 29, 2018, the Budget and Finance Committee approved various recommendations for the 2018-19 First Financial Status Report (FSR) (C.F. 18-0600-S159) which projected a deficit of \$43.39 million in the Police Department's Sworn Overtime account. In addition to approving various actions to reduce the deficit, the Budget and Finance Committee directed the Sworn Overtime Task Force consisting of the Los Angeles Police Department (LAPD), the City Administrative Officer, the Chief Legislative Analyst, and the Mayor's Office to submit a joint report with a comprehensive analysis of sworn overtime. The joint report will be submitted under separate cover. The Committee also instructed the Police Department to report relative to addressing earmarks, patrol overtime, managed attrition, end-of-watch overtime, and civilian hiring. This report addresses those items.

Sworn Overtime Earmarks

The Department was requested to report relative to how earmarks impact its budgeting of non-reimbursable sworn overtime and how best to manage this impact within budgeted funding. The Department's sworn overtime funding was historically used as a means of addressing court overtime, critical investigations, SWAT call outs, and extended watches for patrol due to unusual occurrences. In recent years, the Mayor and City Council began earmarking, or "carving out," specific functions to be supported by the Department's sworn overtime budget allocation. While these earmarks are of value and add to the safety of Los Angeles, they jeopardize the Department's ability to live within its budgeted resources as the ongoing overtime demands for the Police Department have not diminished. This added burden on the sworn overtime allocation ultimately reduces the Department's sworn overtime resources.

The Department’s non-reimbursable sworn overtime budget was reduced from \$80 million in 2016-17 to \$70 million in 2017-18. The budget for non-reimbursable sworn overtime in 2018-19 is \$70 million. The 2018-19 Adopted Budget included earmarks of sworn overtime totaling \$7,093,920, which was an increase of \$4.2 million from earmarks included in the 2017-18 Budget. In addition, four cost of living adjustments (COLA) totaling 10 percent have gone into effect since July 2016 which increased the hourly overtime rate thereby reducing the number of sworn overtime hours available. The table below summarizes the Department’s non-reimbursable sworn overtime budget and the number of hours available to allocate to commands after earmarks. This includes hours that must be allocated to Memorandum of Understanding (MOU) No. 24 contractual obligations, such as holiday premium compensation, standby pay compensation, and payouts of Compensated Time Off associated with promotions from Lieutenant to Captain.

Non-reimbursable Sworn Overtime (OT) Budget			
	2016-17	2017-18	2018-19
Total Non-reimbursable Budget (includes Earmarks)	\$80,000,000	\$70,000,000	\$70,000,000
Total Earmarked OT	\$1,500,000	\$3,412,000	\$7,093,920
Remaining Sworn OT Budget	\$78,500,000	\$66,588,000	\$62,906,080
Average Sworn OT Hourly Rate	\$79	\$82	\$84
Hours Available to Allocate (without Earmarks)	1,012,658	853,659	833,333
Hours Available to Allocate (after Earmarks)	993,671	812,049	748,882

As described, each of these earmarks is an important supplemental service. In the future, it is imperative that any earmarks are funded separately from the Department’s annual overtime budget to effectively enable the Department to support these special deployments. Earmarks are funded on a cash overtime basis. Based on the length of an officer’s shift, the overtime shift is worked on an employee’s day off and therefore does not impact their regular work.

A summary of the earmarks included in the Adopted Budget and the merits of each follows.

2018-19 Adopted Budget Earmarks

Earmark	Amount
Bandit Taxi Cab Enforcement (Reimbursed)	\$635,000
Vision Zero	\$1,500,000
Human Trafficking and Prostitution Detail	\$1,000,000
Custody Transport (Sworn Component)	\$277,000
Westlake/MacArthur Park MTA Station Additional Patrols	\$1,300,000
Illegal Cannabis Enforcement	\$2,341,920
OVB Party Car Operations	\$40,000
TOTAL:	\$7,093,920

Bandit Taxi Cab Enforcement (Reimbursed Earmark)

Overview – This earmark is utilized for the enforcement of illegal taxi operations. Funding is provided through City Ordinance to the Los Angeles Department of Transportation (LADOT) from fees collected from licensed taxis. \$635,000 in funds from LADOT is provided for this

enforcement plan. These funds provide for illegal vehicle-for-hire enforcement by the Department in partnership with LADOT. Historically, these funds have been provided to the Department by LADOT through interim fund transfers to the Police Department which were in addition to our annual sworn overtime budget. Beginning in 2015-16, the funds were carved out of the Department's annual overtime budget.

Impact – This earmark is essential in permitting the Department to conduct approximately 93 task forces throughout the City. These task forces are focused on bandit taxi cab enforcement, illegal ride sharing, and other pay for transportation schemes. With the massive expansion of ride sharing, many of the operators in this industry are operating illegally, are involved in crimes, and undermine legitimate transportation companies. Without these funds, the Department will be significantly limited in its ability to conduct illegal vehicle-for-hire enforcement, resulting in increased illegal transportation activity and crime.

Vision Zero

Overview – The \$1.5 million earmark provides each Traffic Division with the ability to deploy an additional 68 overtime details of eight officers for eight hours with an additional 68 Citywide traffic task forces to allow the Department to continue to support the Mayor's Executive Directive No. 10 – Vision Zero. The task forces deployed consist of driving under the influence (DUI) saturation patrols, speed enforcement, distracted driver details, bike/pedestrian details, child passenger seat inspections, and traffic safety education schools.

Impact – Without this \$1.5 million, the Department will be significantly limited in its ability to support the objectives of Vision Zero without reassigning resources allocated from crime suppression to traffic enforcement.

Human Trafficking and Prostitution Detail

Overview – This earmark provides \$1,000,000 (\$500,000 each for two Bureaus; however, the budget was later amended to transfer \$25,000 to rental cars for Operations Valley Bureau) for human trafficking and prostitution enforcement in Operations-Valley Bureau (OVB) and Operations-South Bureau (OSB). In April 2018, the United States Department of Justice seized a leading internet forum for prostitution ads. As a result of this shut down, OVB and OSB saw a sudden influx of prostitution activity return to the streets and increased calls from community members. The repercussions of this is that it erodes the community and attracts an increased criminal element.

The benefit of the earmark is that both OVB and OSB are able to fund overtime details dedicated to the specific enforcement of prostitution-related activities, which is linked to a reduction in violent crimes. In OVB, 57 overtime details have been conducted to date this fiscal year and it is anticipated that there will be approximately three more details per week for the remainder of the fiscal year consisting of 10 sworn officers working eight-hour shifts. From July 2018 through January 2019, there have been a total of 295 arrests for various crimes and nine victims rescued in OVB as part of the details. In OSB, 36 details have been conducted to date resulting in 235 arrests and 11 victims rescued. OSB will be conducting an average of five details per week for the remainder of the fiscal year. Larger deployments consist of eight to 10 officers working eight-hour details and smaller details include two officers working four-hour details.

Impact – Without additional funding, the Department would have to reassign existing resources from patrol, traffic and vice operations to achieve what these funds would otherwise provide to support human trafficking details.

Custody Transport (Sworn Component)

Overview – This \$277,000 earmark provides dedicated transportation services for arrestees from outlying area stations to regional jails. The Custody Transport Unit (CTU) transports arrestees from Operations-Valley Bureau divisions to Valley Jail Section and Operations South-Bureau divisions to 77th Regional Jail Section. The CTU usually consists of one detention officer and one sworn police officer.

The sworn police officer component is necessary for transport details because they are armed to protect staff, inmates, and the public when transporting inmates to regional jails. With the CTU, arrest transfers are handled expeditiously, less time is spent on travel, and more time is spent attending to geographic patrol duties.

On average, a transport performed by a CTU takes approximately 25 minutes. It is estimated that the same transport would take a patrol unit nearly twice the amount of time because of the travel time required to return to their respective station.

Impact – Without additional funding, patrol units will be tasked with transport details resulting in fewer patrol personnel being available in the field. The CTU has been somewhat effective as a short-term solution. However, a more efficient long-term solution is re-opening Area jails.

Westlake/MacArthur Park MTA Station Additional Patrols

Overview – This \$1.3 million earmark will be addressed in the Mid-Year Financial Status Report. The funds earmarked for this purpose are not being utilized, and rather are identified as an offset of the Department's projected non-reimbursable sworn overtime deficit.

Illegal Cannabis Enforcement

Overview – \$2.3 million has been earmarked for Illegal Cannabis Enforcement. The Department's divisional Narcotics Enforcement Detail (NED) units are performing this work as part of their regular duties augmented by the Department's non-reimbursable sworn overtime budget. Approximately 6,400 overtime hours will be spent on illegal cannabis enforcement this fiscal year. The funds earmarked for this purpose are identified as an offset of the Department's projected non-reimbursable sworn overtime deficit.

OVB Party Car Operations

Overview – This \$40,000 earmark allows for OVB to deploy party cars equitably between the areas in OVB that will benefit the most from the use of the additional details.

These details reduce the need for area patrol units to handle party-type calls, freeing them up to handle higher priority calls, thus providing a better response to community needs. The party cars are better able to respond to these nuisance calls in a timely manner. These details also provide area commanding officers with flexibility in deployment to more effectively address crime reduction efforts.

Impact – The use of these details can significantly improve response time, crime reduction efforts and community perception of police response to quality of life concerns.

Patrol Overtime and Managed Attrition

The Department was requested to report back and forecast patrol overtime and the number of personnel under Managed Attrition. The Department is projecting approximately 160,000 patrol overtime hours will be worked from January 6 through June 30, 2019. This includes 6,035 overtime hours (in addition to more than 69,000 regular duty hours) associated with the United Teachers of Los Angeles (UTLA) labor strike in January 2019 and 4,160 hours associated with foot beats at City Hall, City Hall East and City Hall South. In response to increased safety concerns expressed by City Hall staff, additional officers were deployed on an overtime basis to foot beats commencing in January 2019. The Department is currently considering alternate options for performing these added patrols. Without additional funding, the Department will be unable to continue these supplemental foot beats.

The Department continues to experience an increase in radio calls for service year over year, including an increase of 170,000 calls from 2012 to 2018. In 2018, the number of radio calls increased by approximately 57,000 from 2017. Despite the continued increase in calls for service in 2018, there was a three percent reduction in violent crime in the City of Los Angeles and a decrease in overall crime by two percent.

With regards to Managed Attrition, the Department began implementation of an additional phase of redeployment of critical resources in January 2019. This additional phase has yielded approximately 200 additional sworn personnel from specialized and administrative divisions to assignments within the Office of Operations. The total number of officers redeployed through Managed Attrition and internal reassignments since January 2018 is approximately 600.

Managing End of Watch Overtime

The Department was requested to report back with how it manages End of Watch (EOW) overtime, particularly for planned and unplanned events, with recommendations for electronic tracking of End of Watch rotations. While the LAPD does not currently have a real-time electronic tracking system to manage EOW overtime, there are manual procedures in place used by line supervisors and Department managers to track, manage and analyze EOW overtime. For patrol functions in each of the Geographic Areas, the Watch Commander works through the field sergeants to have officers nearing the end of their shift be replaced by the on-coming watch. The Watch Commander also designates a supervisor to check in and check out officers. If officers are going to be held over and it is unavoidable, the supervisor will estimate how long the officers will need to complete their task and assign oncoming watches to assist with duties that can be handled by other officers. The need to review body-worn and digital-in-car video prior to completing a report or investigation is a contributing factor impacting EOW overtime. When a field report can be held until the next day (when it is not related to a serious crime or custodial arrest), Watch Commanders will instruct officers to do so. In addition, each commanding officer receives a bi-weekly report that provides a summary of EOW overtime by pay period and a comparison to the same pay period from the

previous fiscal year so that they can monitor, manage and control EOW overtime for employees within their command.

EOW overtime is also monitored and managed at the Bureau level, as well as by Department management through the COMPSTAT process. Year-to-date EOW overtime usage throughout the Department is down by approximately 13,000 hours compared to the same pay period last year (pay period 17) with the redeployment of additional sworn personnel to assignments within the Office of Operations.

When a planned event, such as a rally or march occurs, an Incident Command System (ICS) Form 2.14 is completed to document the number of officers deployed, how long their shifts are and the projected length of the event. This brings to light the need, if there is one, to identify replacement resources to mitigate overtime.

At this time the Department is not aware of, nor does it have a specific recommendation for a system to electronically track EOW rotations, but will explore the issue further and potentially include the request in a future budget request. There are other more promising technologies the Department is currently considering that could potentially create efficiencies and reduce EOW overtime, including digitization of paper-based systems, utilizing speech-to-text, and additional Connected Officer applications.

Prioritization of Civilian Hiring

The Department was requested to report back on the prioritization of civilian hiring to reduce utilization of sworn overtime with the greatest effect on crime prevention and crime enforcement. To affect sworn overtime with civilian hiring, the Department has been focused on identifying those classifications that would allow for one-for-one civilian to sworn redeployment. The hiring of Detention Officers allows for non-fixed post sworn personnel assigned to Custody Services Division (CSD) to be redeployed to operations. Due to focused efforts and the hiring of Detention Officers, the number of officers assigned to CSD has decreased since 2016-17 from 69 to currently 13. In 2017-18, the Department pursued an initiative to identify and fill other civilian classifications (i.e. Crime and Intelligence Analysts and Police Performance Auditors) that could support efforts of redeployment directly. The Department identified functions (Crime Analysis and Body-Worn Video review) that were being performed by sworn personnel due to a shortage in civilian position authorities. Previously, the Crime and Intelligence Analyst position authorities had been deleted in prior budget years which necessitated sworn personnel performing the task. In 2017-18, the City Council approved 18 Council Resolution Authority Positions related to the functions mentioned above with the stipulation that once filled, it would allow for sworn officer redeployment. The Department filled the 18 positions and identified 10 additional positions within the above classifications that allowed for a one-for-one redeployment of sworn personnel.

The Department's 2019-20 Budget Request reflects a commitment to indirectly impact sworn overtime by implementing measures including civilianization, which will improve operational efficiencies by reducing officer out-of-service time while transporting arrestees and re-opening jail facilities incrementally. Civilianization will strengthen the overall workforce and ensure that sworn employees are assigned to appropriate police functions within the Department. The

Department is requesting 37 new Detention Officer authorities to re-open Harbor Custody Facility and support the "Drop 'N Go" program to reduce officer wait time at custody service facilities. Currently, officers can spend well over an hour or more transporting arrestees to either the Metropolitan Detention Center or Valley Regional Jail while accompanying an arrestee through an extensive and time-consuming booking and medical treatment process. Opening Harbor custody facility and other shuttered jail facilities, and increasing the "Drop N Go" resources, will substantially reduce the travel and wait times to 30 minutes or less, allowing officers to expeditiously return to the field, handle calls for service, and perform crime suppression duties.

Additionally, in the 2019-20 Budget Request, the Department has introduced a multi-year plan to focus on civilianization which reflects potential sworn redeployment opportunities. As an organization, the Police Department is moving forward with a renewed emphasis on ensuring that the workforce supports the communities without having a detrimental impact on organizational functions. It is anticipated that these efforts will strengthen the workforce by ensuring sufficient staffing is available to support workload equity. If funded, this proposed Sworn Efficiency and Redeployment Plan will integrate and train civilian personnel in managing and operating administrative and specialized entities. The plan will require Mayor and Council support and approval of new civilian position authorities each fiscal year for the next five years to ensure a smooth transition of knowledge and functions in these specialized entities.

If you have any questions regarding this information, please contact Police Administrator II Annemarie Sauer, Fiscal Operations Division at (213) 486-8590.

Respectfully,

A handwritten signature in blue ink that reads "Michel R. Moore" with "FOR:" written below it.

MICHEL R. MOORE
Chief of Police