

INTRADEPARTMENTAL CORRESPONDENCE

April 18, 2012
18.2

TO: The Honorable Board of Police Commissioners

FROM: Chief of Police

SUBJECT: OFFICE OF THE CITY ADMINISTRATIVE OFFICER REPORT
REGARDING THE FEASIBILITY OF THE CONSOLIDATION OF THE
OFFICE OF PUBLIC SAFETY INTO THE POLICE DEPARTMENT

RECOMMENDED ACTIONS

That the Board of Police Commissioners (Board) review the *Feasibility of the Consolidation of the Office of Public Safety into the Police Department* report authored by the Office of the City Administrative Officer (CAO).

DISCUSSION

At the end of Fiscal Year 2009/2010, the Office of the Mayor requested that a feasibility study be conducted regarding the possibility of transferring the Office of Public Safety (OPS), General Services Department (GSD), to the Los Angeles Police Department (Department). In furtherance of this request, Council District 12 and the CAO convened a working group in September 2010, consisting of various City entities and stakeholders. As part of the feasibility study, the working group requested the Department's assistance in determining how OPS could be incorporated operationally within the Department.

The feasibility study was forwarded to the Mayor's Office in December 2010, which eventually forwarded it to the CAO for analysis of possible cost savings and other efficiencies. In February 2012, the Office of the Mayor, the CAO, and various City stakeholders renewed their efforts regarding the feasibility of transfer culminating in the release of the attached CAO report, which recommends that the Council, subject to the approval of the Mayor, approve in concept the consolidation of the OPS from GSD to the Department.

If you have any questions, please have your staff contact Captain Phillip Trotter, Security Services Division Transition Team, at (213) 486-8450.

Respectfully,



CHARLIE BECK
Chief of Police

Attachment

REPORT FROM

OFFICE OF THE CITY ADMINISTRATIVE OFFICER

Date: April 17, 2012

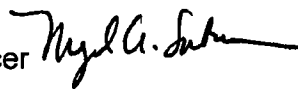
CAO File No. 0220-04675-0001

Council File No. 11-1392

Council District: ALL

To: The Council

From: Miguel A. Santana, City Administrative Officer



Reference: Council Motion dated August 9, 2011

Subject: **FEASIBILITY OF THE CONSOLIDATION OF THE OFFICE OF PUBLIC SAFETY INTO THE POLICE DEPARTMENT**

SUMMARY

The City Council established the Office of Public Safety (OPS) within the Department of General Services (GSD) to provide security services and basic law enforcement services to City owned and managed properties. The OPS was created by ordinance and provided funding in Fiscal Year (FY) 2005-06. In establishing the OPS, the Council consolidated the security services of various City departments, including GSD, Bureau of Sanitation, Library, Community Redevelopment Agency (CRA), Recreation and Parks (RAP), Convention Center, Zoo, and El Pueblo. It was the Council's intent to improve the quality of security services at facilities owned and administered by the City and to eliminate the duplication of services by streamlining the security operations at the aforementioned departments. The consolidation of security services was intended to standardize Security Officer policies, procedures, and training, as well as, enhance the processes and procedures employed by the disparate departments. The mission of the OPS is to ensure that Los Angeles City facilities maintain the safest possible environments for elected officials, employees, and the visitors they serve. A summary of the FY 2010-11 OPS configuration is included with this report as Attachment 1.

Based on the continuing need for operational efficiencies and effectiveness, the Mayor and the City Council through Exhibit H of the FY 2010-11 Adopted Budget requested a comprehensive review of the feasibility of consolidating the OPS into the Los Angeles Police Department (LAPD). In response to this request, a working group consisting of representatives from the Office of the City Administrative Officer (CAO), the Office of the Chief Legislative Analyst (CLA), the Personnel Department, and the City Attorney's Office was formed. Several options were discussed and analyzed by the working group (Attachment 2 – OPS Consolidation Options Matrix). The working group determined that a consolidation is feasible and will:

- Increase service levels through operational efficiencies;
- Enhance the professionalism and accountability of security services;
- Allow GSD to focus on core services; and
- Create some General Fund savings

OVERVIEW OF PROPOSED CONSOLIDATION

The OPS plays a unique and important role in the City. As a law enforcement-based entity, their function is isolated and does not always follow a traditional policing model. The OPS police component is primarily deployed to provide law enforcement-related support to the security function on designated City properties. To accomplish its mission, the OPS personnel consists primarily of sworn GSD officers and civilian Security Officers. The OPS deploys its sworn and civilian personnel throughout the City on patrol assignments, as well as fixed post locations.

The proposed consolidation will transition the OPS into the LAPD, meaning the OPS will become a new and unique division within the LAPD, renamed as the Security Services Division. The new Security Services Division will be housed under the Assistant to the Director, Office of Special Operations. The Security Services Division will be overseen by a Police Captain. This new Division will also have an assistant commanding officer at the rank of Police Lieutenant. A mix of police and civilian supervisors will be deployed to manage the proposed major components as set forth below.

- **City Security Section** – The City Security Section will be responsible for the operations of security posts throughout the City 24-hours per day. The Civic Center, the Parks Program, and fixed posts will be the responsibility of this Section.
- **Special Services Section** – The Special Services Section will be responsible for housing the four major self-contained components of Security Services Division. These include the Los Angeles Zoo, the Library system, the Convention Center, and the Bureau of Sanitation facilities.
- **Administrative Section** – The Administrative Section will be overseen by the Assistant Commanding Officer of the Security Services Division (Police Lieutenant). Within the Administrative Section will be the dispatch, training, complaint, contract services, technology, and special events units, as well as any other administrative functions.

Police Officers

The current police deployment of fixed posts and patrol will be modified from its current OPS format. The basis for the consolidation plan is for a portion of the police component to be absorbed within the LAPD and handled in a decentralized manner. The geographic responsibilities of the OPS, at a minimum, could be supported by the Area Stations. First responder duties can be accomplished by patrol divisions. The separating of the law enforcement arm from the security function will diminish any chance of role confusion between the Area Stations and the Security Services Division. By the Security Services Division focusing strictly on security post staffing, the Area Stations will be free to manage the law-enforcement side which will greatly increase the opportunity for better service and communication. By eliminating redundant functions and reconfiguring existing deployment methods, the LAPD will absorb the responsibilities of 37 GSD sworn currently assigned to patrol duties into the existing patrol function which is supported by the Area Stations and funded as part of the 9,963.

Security Officers

Security Officers are the largest group within the OPS. Security Officers are responsible for staffing security posts throughout the Civic Center area and various other facilities throughout the City including:

- The Zoo which is staffed 24-hours a day;
- The Library system where Security Officers are deployed within six geographic zones and visit a minimum of five libraries per day, per zone;
- The Bureau of Sanitation's four wastewater treatment facilities;
- The Convention Center which is also staffed 24-hours per day; and
- The Parks system where Security Officers are responsible for patrolling approximately 90 of the 417 parks throughout the City.

Providing security to the City's facilities is crucial to the OPS operation. It is anticipated that the current deployment of security personnel and resources dedicated to those personnel will remain relatively unchanged in a consolidation.

Dispatch and Communications

The Communications Section is staffed by a Senior Communications Operator and Communications Information Representatives. The current OPS dispatch configuration will be evaluated for possible transition into the LAPD's Communications Division. However, under the current OPS configuration, assigned personnel have security camera and alarm monitoring responsibilities in addition to dispatch duties. Should communications personnel continue to work in OPS Headquarters, they will be able to monitor alarms and cameras, but a link will need to be established to be able to tie a new radio frequency directly into the LAPD's system. Conversely, should the dispatch function be moved to the Metropolitan Dispatch Center, much of the alarm and camera function will need to be migrated over to the LAPD via hardware and software installation so related calls could continue to be processed. GSD provides funding for the maintenance of the existing systems, as well as for improvements. It is recommended that this funding continue to be the responsibility of GSD until the function is migrated to the Metropolitan Dispatch Center. Since current OPS personnel have not been through the training programs provided to current Communications Division employees, OPS personnel will only be able to work the Security Services Division frequency until such training is provided. Eventually, full integration of these employees may occur, but would not necessarily be required. Currently, the OPS has Motorola XTS 5000 handheld radios that are programmed with LAPD frequencies which can be utilized should the consolidation take place. At this time, it is recommended that the dispatch function continue to operate from within OPS Headquarters. However, it is further recommended that a complete migration to the LAPD occur when fiscally and feasibly possible.

Equipment and Facilities

A determination of the disposition of equipment and facilities will need to be made should this consolidation occur. The costs of absorbing the various kinds of equipment and facilities should be analyzed by the LAPD's subject matter experts in each field.

COMMUNITY AND CITY DEPARTMENT NEEDS

The OPS has had long-standing relationships within the community. Their attention to specific needs and issues for these stakeholders cannot be overstated. For the LAPD to take on this responsibility, the level of service that the community has come to expect will need to be maintained. The LAPD, with the assistance of the City Attorney's Office, will develop and enter into a Memorandum of Agreement (MOA) with each client department. The MOAs will clearly delineate the terms and services which will be provided under each service agreement. The LAPD will need to assign a liaison to departments to actively seek input from department managers on security operations, attend meetings with department managers and clients on security matters, and coordinate the implementation of department security operations.

PERSONNEL, TRAINING, AND BACKGROUNDS

Existing OPS personnel, both sworn and civilian, will remain employed in their existing job classifications. However, every effort will be made to transition GSD sworn, who voluntarily choose to become and otherwise meet the LAPD's sworn requirements, to LAPD sworn. The Personnel Department is evaluating the OPS command structure as it stands today and will make classification recommendations for existing GSD sworn, including management and supervisory positions (e.g., GSD Sergeants, GSD Lieutenants, GSD Captains and GSD Chiefs), who ultimately become LAPD sworn.

In order for a consolidation to move forward, a training plan will need to be developed by LAPD's Personnel and Training Bureau, with the assistance of the Personnel Department where necessary, encompassing a basic transition to the LAPD. Consideration should be paid to the development of additional training, should OPS employees voluntarily apply for or choose to be transferred into other positions. Additional training needs such as a lateral academy, firearms, and POST-mandated updates should also be reviewed.

As part of the proposed consolidation, Management has the right to compel backgrounds for both sworn and civilian employees. An updated background check will be required for all OPS employees. In the event that a sworn or civilian employee is disqualified in the background, the LAPD and the Personnel Department will review and determine employment options based on all available information at the time. If a sworn GSD employee does not pass a background check, they may be able to continue their employment in the LAPD in their current classification. It must also be noted that failure to successfully clear backgrounds means the sworn GSD employee will not be employed as a certified peace officer under the Peace Officer Standards and Training (POST). In addition, the sworn GSD employee will also need to pass a medical and psychological exam to maintain their POST-certified status. GSD sworn who lose their POST certification will not be able to perform the full range of duties required of a POST-certified police officer. The LAPD will deploy uncertified GSD sworn to positions which do not require POST certification.

Impact Bargaining

The City Attorney has opined that the decision to consolidate is a management right and not subject to mandatory bargaining. However, any practical consequences as a result of the consolidation are subject to bargaining, which is commonly referred to as impact bargaining. It is important to note that the duty to impact bargain does not preclude the City Council from authorizing the decision to consolidate and instruct City departments to commence implementation.

The proposed consolidation will affect all of the employees in the OPS. The OPS employees belong to seven bargaining units and are represented by six separate labor unions. The following table lists all of the classifications that will be affected by the consolidation.

Table 1. OPS Classifications by Bargaining Unit

LABOR UNION	MOU	CLASSIFICATION	CODE	FILLED POSITIONS
AFSCME	03	SR CLERK TYPIST	1368	1
AFSCME	03	COMMUN INFO REP III	1461	8
LIUNA	12	SR SECURITY OFFICER	3184	9
LIUNA	12	GS POLICE SERGEANT	3185	12
LIUNA	12	CH SECURITY OFFICER I	3187	2
LIUNA	12	GS POLICE LIEUTENANT	3198	4
LIUNA	12	PR SECURITY OFFICER	3200	2
SEIU	18	SECURITY OFFICER	3181	102
SEIU	18	SECURITY AIDE	3199	2
EAA	20	SR COMMUN OPERATOR II	1467	2
EAA	20	SR MGMT ANALYST I	9171	1
LAGSPOA	28	GS POLICE OFFICER	3183	75
LAPMA	36	GS POLICE CHIEF I	3188	2
LAPMA	36	GS POLICE CHIEF II	3188	1
TOTAL				223

Penal Code and Administrative Code Amendments

LAPD Police Officers are members of the Los Angeles Fire and Police Pensions (LAFPP) and GSD sworn are members of the Los Angeles City Employees' Retirement System (LACERS). The Charter provides the Council with the authority, by ordinance, to provide that GSD sworn who remain in their current classifications will remain members of LACERS.

The California State Legislature conferred limited "peace officer" status to GSD sworn through Penal Code (PC) Section 830.31(c)(1) while employed by the Department of General Services. To enable these officers to maintain their limited "peace officer" status while employed by the LAPD the City must take appropriate action to seek amendment of PC Section 830.31(c)(1).

In addition, the Los Angeles Administrative Code Section 22.545 assigns the responsibility of City building and facility security to OPS, absent the proprietary, police and fire departments. If the LAPD were to assume the responsibilities of these services the Administrative Code will need to be amended to transfer this authority.

Funded Sworn Deployment

The City's funded Council-controlled sworn deployment is 10,060; the LAPD is funded for 9,963 sworn and the OPS is funded for 97 sworn. As previously stated, by eliminating redundant functions and reconfiguring existing deployment methods, the LAPD could absorb the responsibilities of 37 GSD sworn into the existing patrol function which is supported by the Area Stations. If the consolidation is approved, 37 funded sworn authorities will be eliminated, Table 2.

Table 2. Funded Council-controlled Sworn Deployment

	LAPD	GSD	Total
Current Funded Sworn Deployment	9,963	97	10,060
Less consolidation efficiencies savings			-37
Consolidated Funded Sworn Deployment	10,023	0	10,023

The projected FY 2012-13 direct and indirect cost of the 97 funded authorized GSD sworn positions is \$11.6 million (Table 3) and the proposed LAPD sworn deployment is \$8.7 million (Table 4). As discussed above, the LAPD will absorb the responsibilities of 37 funded GSD sworn into the existing patrol function which is funded as part of the 9,963. Therefore, the consolidation of the OPS to the LAPD will save the General Fund approximately \$2.9 million per year once fully implemented.

The General Fund will save approximately \$2.23 million in FY 2012-13. Existing GSD sworn will be placed in-lieu of authorized LAPD sworn positions. Since the LAPD only requires 60 sworn positions under the proposed consolidation and since the OPS has 94 filled sworn positions, the LAPD will hire fewer new officers next fiscal year which will create an immediate General Fund savings of \$2.23 million (Table 5).

Table 3. Current GSD Sworn Component Base Deployment Costs

Current GSD Sworn Component Deployment							
Job Class	Job Class Title	Annual Rate	LACERS Pension Rate 25.64%	Health and Welfare	Cost per Classification	OPS	Projected FY 12-13 OPS Police Component Cost
3183	GS POLICE OFFICER	\$78,940	\$20,240	\$10,597	\$109,777	77	\$8,452,829
3185	GS POLICE SERGEANT	\$102,330	\$26,237	\$10,597	\$139,164	12	\$1,669,968
3198	GS POLICE LIEUTENANT	\$121,895	\$31,254	\$10,597	\$163,746	5	\$818,730
3188	GS POLICE CHIEF I	\$152,687	\$39,149	\$10,597	\$202,433	2	\$404,866
3188	GS POLICE CHIEF II	\$163,274	\$41,863	\$10,597	\$215,734	1	\$215,734
						97	\$11,562,127

Table 4. Additional Funded LAPD Sworn Authorized Position Costs

Existing OPS Funding Used to Fund Existing Authorized LAPD Sworn Positions							
Job Class	Job Class Title	Annual Rate	LAFPP Pension Rate 39.94%	Health and Welfare	Cost per Classification	LAPD	Additional Funded LAPD Sworn Costs
2214	POLICE OFFICER II	\$83,947	\$33,529	\$12,592	\$130,068	40	\$5,202,720
2214	POLICE OFFICER III	\$96,536	\$38,556	\$12,592	\$147,684	2	\$295,368
2227	POLICE SERGEANT I	\$108,857	\$43,478	\$12,592	\$164,927	9	\$1,484,343
2227	POLICE SERGEANT II	\$113,195	\$45,210	\$12,592	\$170,997	3	\$512,991
2232	POLICE LIEUTENANT I	\$126,313	\$50,449	\$12,592	\$189,354	3	\$568,062
2232	POLICE LIEUTENANT II	\$132,387	\$52,875	\$12,592	\$197,854	2	\$395,708
2244	POLICE CAPTAIN II	\$160,361	\$64,048	\$12,592	\$237,002	1	\$237,002
						60	\$8,696,194

Table 5. Projected FY 2012-13 LAPD Sworn Hiring Plan (Maintain Sworn Service Level)

Projected FY 2012-13 Hiring Plan (Maintain Sworn Service Level)						
Salaries Funded	Equipment Funded	Direct Costs Funded	Health & Welfare Funded	Pensions Funded	Related Costs Subtotal	Total Funding Requested
\$5,704,308	\$1,938,800	\$7,643,108	\$1,629,735	\$791,612	\$2,421,347	\$10,064,454
Consolidation Hiring Plan – Under the Proposed Consolidation Plan the July 2012 Academy class will be Eliminated						
Salaries Funded	Equipment Funded	Direct Costs Funded	Health & Welfare Funded	Pensions Funded	Related Costs Subtotal	Total Funding Requested
\$4,342,385	\$1,738,775	\$6,081,160	\$1,278,773	\$473,643	\$1,752,416	\$7,839,575
Projected General Fund Savings from the Consolidation of the OPS to the LAPD						
Salary Savings	Equipment Savings	Direct Cost Savings	Health & Welfare Savings	Pension Savings	Related Cost Savings Subtotal	Total Savings
(\$1,361,923)	(\$200,025)	(\$1,561,948)	(\$350,962)	(\$317,969)	(\$668,931)	(\$2,230,879)

CONSOLIDATION OF THE OPS INTO THE LAPD PLAN

If the consolidation is authorized:

- The LAPD will begin working with the GSD on a transition plan which will move the sworn and civilian components of the OPS to the LAPD's payroll as soon as feasibly possible. The working group has set a goal to effectuate the consolidation of the OPS into the LAPD by no later than the end of Fiscal Year 2012-13.
- The July Academy class will become a lateral/transfer opportunity class for existing GSD sworn who choose to become LAPD sworn and otherwise meet the LAPD's sworn requirements. The LAPD and the Personnel Department must begin the background examinations for existing GSD sworn interested in applying for the Academy by early April to complete the necessary background checks with the goal of starting a July 15, 2012 Academy class. The LAPD and the Personnel Department will work with existing GSD sworn interested in applying for LAPD sworn positions.
- The Mayor's Office with the assistance of the CAO will work with the LAPD and the GSD to amend existing budget requests to effectuate the consolidation next fiscal year.
- The City Attorney's Office will be requested to begin working on the ordinances necessary to effectuate the consolidation.
- The City will take appropriate action to seek amendment of PC Sec. 830.31(c)(1) to enable these officers to continue to serve as peace officers under that provision while employed by the LAPD.
- The LAPD will implement an operational plan to streamline current OPS services and reduce redundancies. As attrition from the existing GSD sworn classifications occurs, the LAPD will request authority to hire additional LAPD sworn personnel, up to 60 positions, above the current authorized deployment level of 9,963. Any modifications to authorized classifications or funding will be addressed in the context of the annual budget process or through the City's current processes.
- The LAPD, with the assistance of the City Attorney's Office and client departments, will begin drafting MOAs to ensure a smooth transition of services.

- The LAPD will request that the City fully fund the costs of operating all OPS related operations including any costs over and above the base OPS budget appropriation.
- The LAPD will request exemption from the City's managed hiring process for sworn and civilian authorities which become part of the Security Services Division.

RECOMMENDATIONS

That the Council, subject to the approval of the Mayor:

1. Approve in concept the consolidation of the Office of Public Safety (OPS) into the Los Angeles Police Department (LAPD);
2. Authorize the LAPD to move forward with the implementation of the consolidation concurrently with implementation of measures outlined in this report;
3. Request the Mayor include the consolidation of the OPS into the LAPD in his Fiscal Year 2012-13 Proposed Budget;
4. Request the City Attorney to draft the necessary ordinance changes to effectuate the consolidation of the OPS into the LAPD, including modifications of existing ordinances and provisions, as appropriate; and
5. Adopt the attached Resolution, Attachment 3, to include in the City's 2011-12 Legislative Program support/sponsorship for an amendment to Penal Code Section 830.31(c)(1) to enable the GSD sworn employees to maintain limited peace officer status upon the consolidation of the OPS into the LAPD.

FISCAL IMPACT STATEMENT

The recommendations in this report are estimated to generate \$2.23 million in General Fund savings in Fiscal Year 2012-13. On-going General Fund savings of \$2.9 million will be realized once the proposed consolidation is fully implemented. The City will also realize additional equipment savings from the reduced GSD sworn deployment level. The recommendations in this report are in compliance with the City's Financial Policies in that General Fund expenditures and appropriations for mandated and priority programs are to be made against current revenue sources and that multi-year operating cost projections, which forecast expenditures, shall be prepared and updated each year, or as necessary, to identify and evaluate the financial condition of the City and such forecast shall be recognized through City Council action, along with the adoption of the budget for the next fiscal year.

MAS:JLK:04120059c

Attachments

FY 2010-11 OFFICE OF PUBLIC SAFETY (OPS) CONFIGURATION

The OPS contains the Metropolitan, West Los Angeles, Central, Harbor, West Valley, East Valley, and Hollywood (Northeast and Southwest) districts. Each district is assigned a Senior Lead Officer (SLO) who is in charge of problem solving and community outreach. Within those districts lie various City facilities and other locations that have both police officer and civilian security fixed-post positions. These locations include:

- City Hall Complex
- Van Nuys City Hall Complex
- Convention Center
- The Los Angeles Zoo
- Library Facilities
- Bureau of Sanitation Wastewater Treatment Plants (four locations)
- Mount Lee Communications Complex

In addition to the fixed post locations, there are roving details that require Security Officers to check different facilities throughout the City during a regular shift. Those locations consist of certain parks for gate access control, and specific libraries.

The OPS is organized into sections and bureaus that report to a single chief, as follows:

- Uniformed Administration and Special Events Section - This Section contains the Professional Standards, Training, and Special Events Planning units, as well as the Vehicle Coordinator and the Convention Center security. This section is supervised by one GSD Police Lieutenant.
- Support Services Bureau – The Support Services Bureau contains the Bureau of Sanitation sites, the Library Section, the Zoo Section, the Security Technology/Administration Unit, and the Logistics Officer. This Bureau is designed to be led by a police captain, but is currently being staffed by a Lieutenant in an acting capacity.
- Parks and Facilities Bureau – The Parks and Facilities Bureau contains the Communications Section, Park Programs Section, Emergency Operations Center, Senior Lead Officer program, Facilities Section, and the Patrol Section. This Bureau is currently supervised by a GSD Police Captain.

The Office of Public Safety consists of three areas of responsibility. The first is the police officer component that is responsible for any law enforcement-related activities surrounding specific City facilities. OPS police officers are available to respond to other emergencies and traffic-related issues. The second component is security. Full-time and as-needed Security Officers are employed by the City; Security Officers have fixed post responsibilities at various City facilities and rely on the police component to respond to any issues deemed law enforcement-related. The third component is contract security. The OPS is responsible for administering contract security for the City.

Police Officer Component

The police officer component is responsible for responding to any City location should their services be needed. Officers have the ability to respond to any of the hundreds of locations throughout the City, such as parks, libraries, and City-owned or operated facilities. To achieve this, the patrol force is deployed over three watches to cover twenty-four hours per day.

For FY 2010-11, the police component of OPS consists of 97 police positions. Within these ranks, the duties are spread over patrol, Senior Lead Officer, and fixed post functions. The breakdown is as follows:

- 1 General Services Police Chief II
- 2 General Services Police Chiefs I
- 5 General Services Police Lieutenants
- 12 General Services Police Sergeants
- 77 General Services Police Officers

The authority given to OPS police officers is derived from California Penal Code Section 830.31 (c) (1). Officers with this status may carry firearms if authorized by their employing agency, as long as the officer has met the firearms qualifications of Penal Code Section 832, inclusive of re-qualifying as necessary, and only while on duty.

Fixed-Posts

These positions are deployed in a fixed-post capacity to ensure that certain sites deemed critical and which contain a certain threat level be staffed by a police officer. Many of these fixed-post assignments are long established and have become a permanent fixture.

Patrol

The Patrol Section is supported by three watches whose sole duties are to respond to and direct activities related to City property interests. During each watch, officers are assigned to an area and engage in patrol duties. Officers also perform directed patrol duties assigned by the Watch Commander. Radio calls are assigned from OPS dispatchers located in OPS Headquarters. Additionally, each police officer is assigned a radio to monitor the related LAPD frequency.

Patrol is most heavily deployed on Day Watch to accommodate the business environment of the City. All three watches use the Watch Commander model. Patrol officers are required to start and end watch at OPS Headquarters.

Senior Lead Officer (SLO) Program

To enhance the level of service provided by OPS, a SLO program was established. Much like the SLOs deployed by LAPD, these SLOs respond to the needs of the City by acting as liaisons for OPS. The SLOs are responsible for addressing quality of life issues through problem solving as they relate to the OPS mission. These officers attend community and City meetings and supplement the patrol function.

Special Duties

There are a number of special duties OPS is responsible for performing. Examples include:

- Maintaining a police presence at Civil Service Commission hearings
- Maintaining a police presence at the Animal Services Commission meetings
- Sergeant-at-Arms at the Recreation and Parks Commission meetings
- Sergeant-at-Arms at Planning Commission meetings
- Helipad responsibilities at City Hall East
- Emergency announcements at City Hall
- Police escorts for payroll check printing for the Controller's Office
- Presence at special event clean-ups for the Department of Recreation and Parks (RAP)
- Maintaining Citywide flag inventory
- Subpoena Control/Case Filing Investigator
- Complaint Investigations

Security Officer Component

The majority of OPS is comprised of Security Officers. The authorized distribution is presented below:

- 2 Chief Security Officers
- 2 Principal Security Officers
- 9 Senior Security Officers
- 102 Security Officers
- 2 Security Aides
- As-needed Security Officers, Security Aides, and Senior Security Officers

These Security Officers are deployed throughout the City at various sites. There can be anywhere from one Security Officer at a specific location to an entire team.

Facilities Section

These Security Officers are responsible for staffing security posts throughout the Civic Center area and various other locations throughout the City. These security personnel are the gatekeepers for many of the City facilities and play a vital role in promoting a safe environment for all who work and visit these locations. Their responsibilities include screening and tracking those who enter certain facilities, closed-circuit television monitoring, the operation of fire-life safety equipment, and overall caretaker responsibilities.

Zoo

The Zoo is staffed 24-hours a day, seven days per week by Security Officers. Security is responsible for fixed post duties, patrol, and camera monitoring. The Zoo contains 113 acres of property inclusive of parking lots and all interior zoo space. There can be anywhere between 4,000 and 12,000 visitors each day. The security force is deployed more heavily on certain days based upon expected zoo attendance. The as-needed employees are used to supplement on these busy days, as well for other staffing shortages. Security personnel are not responsible for any duties relating to zoo operations such as admission or animal-related

activities, absent coordinating with the Dangerous Animal Response Team which is a team assembled by zoo personnel should an animal escape from a holding location.

Library

The majority of all Security Officers assigned to the Library are assigned to the Central Library due to varying challenges presented by the facility. The overall value of the books and other materials, the computer equipment, transient issues, thefts, and drug use have all been major concerns. Additionally, this location is visited by various elected officials, celebrities and other dignitaries. In addition to responsibilities at Central Library, there are 72 branch library locations throughout the City. To ensure some degree of coverage at these library locations, certain Security Officers are deployed to the field on patrol duties. These Security Officers are deployed within six geographic zones.

Bureau of Sanitation

Funding for this security team is provided by the Bureau of Sanitation through a special fund to include salaries, as-needed employees, and overtime. The Bureau of Sanitation facilities encompass four locations which include the Donald C. Tillman facility, the Los Angeles/Glendale facility, and Terminal Island facility. The fourth and largest facility is the Hyperion complex. These facilities process wastewater for the City, as well as for various contract cities.

Convention Center

Funding for this location is provided to OPS by the Convention Center for salaries, as-needed employees, and overtime. In the past few years, funding has decreased for security, resulting in decreased staffing. The Convention Center is staffed 24-hours per day. Should an event be scheduled, the vendor is responsible for interior security staffing. The as-needed employees are scheduled as demand dictates for certain events. The Convention Center encompasses 54 acres and has 4.1 million square feet of event space. There are over 400 events held annually, and the site can be visited by as many as 72,000 people per day.

Parks

These Security Officers are responsible for patrolling approximately 90 of the 417 parks throughout the City and are based out of the Griffith Park Substation, but can also deploy out of OPS Headquarters. Their primary duties include ensuring that all park visitors leave at park closing, all vehicles have been removed from the parking lots, and the gates are secured. Currently, Security Officers assigned to the parks are also responsible for locking the parks on Friday and Saturday nights and staggered days throughout the rest of the week. During July and August, the parks are locked up every night. Parks Program personnel also have after school and summer responsibilities at the Los Angeles Center for Enriched Studies to provide a security presence at youth programs hosted by RAP. There is also a commitment to provide AM Watch security at a girls camp in Griffith Park on various days during the year. Two full-time Security Officers had to be loaned to the Parks Program to ensure its success. Limited Park Ranger staffing by RAP has continued for those Park Rangers who did not transfer to OPS. Park Rangers are currently supervised by an GSD Lieutenant via an agreement made between General Managers of both departments.

There are other positions within OPS that are staffed with Security Officers and other civilian employees. These include:

- Training Unit – Staffed by one Security Officer of Senior Lead Officer rank. This position is responsible for scheduling and coordinating all training for OPS.
- Special Events – Staffed by one Security Officer of Senior Lead Officer rank. This position is responsible for coordinating all filming and special events on City property controlled by OPS.
- Logistics Officer – Staffed by one Security Officer of Senior Lead Officer rank. This position is responsible for ordering administrative supplies and coordinating the distribution of uniform-related equipment for both police and security. This person is also the radio coordinator.
- Communications Section – The Communications Section is currently staffed by one Senior Communications Operator and eight Communications Information Representatives. They are stationed at OPS Headquarters and are responsible for dispatching calls for service, answering incoming calls, and monitoring closed circuit camera feeds.

Contract Security Component

The Security Technology Section is staffed by a Senior Management Analyst I, a Management Analyst II, a Security Officer, a Senior Clerk Typist and three as-needed Clerk Typists. This Section is responsible for coordinating contract security and overseeing certain technologies such as employee access control and camera monitoring function.

The Office of Public Safety enters into negotiations with outside vendors who supply contract security for the City on a three-year contract cycle. Regardless of whether OPS pays for the security out of its existing budget or another City entity provides funding, the oversight is handled at OPS.

The Office of Public Safety uses a private contractor to build and maintain the access control and camera systems. The system has 400 cameras throughout the City. Some can be directly monitored from the dispatch office in the OPS Headquarters building. In terms of access control, OPS is responsible for maintaining the employee access database for City agencies (excluding the proprietary departments). Administration of this database provides OPS with the capability of being able to control employee access, regardless of who originally issued the City badge.

OFFICE OF PUBLIC SAFETY CONSOLIDATION OPTIONS MATRIX

Options/Descriptions	Process	Pros	Cons
<p>1) Consolidation - A: Cut and Paste Approach Transfer all OPS positions. LAPD will maintain 9,963. GSD sworn may, if qualified, transfer to the LAPD as LAPD sworn.</p>	<ul style="list-style-type: none"> •Transfer OPS function to the LAPD •As positions become vacant they are replaced according to LAPD's deployment model •Change Admin Code •New MOA with client Departments 	<ul style="list-style-type: none"> •The LAPD has time to adjust staffing levels to meet service needs •Costs are reduced over time as redundant OPS sworn positions are eliminated and replaced with less expensive civilian positions •Greater efficiencies achieved through the removal of redundant patrols, supervision, and management •No layoffs •Creates single point of contact for law enforcement •Sworn & Security Officer training would be consistent with LAPD standards •Greater programmatic focus on GSD's core services 	<ul style="list-style-type: none"> •Will take years to fully absorb the OPS function within the LAPD •Client Departments may be vocal about losing control over the type, quantity and quality of services
<p>2) Consolidation - B: Hybrid Approach Transfer GSD OPS civilian positions to LAPD. Delete 94 GSD OPS sworn positions and add 60 LAPD sworn positions. GSD sworn may, if qualified, transfer to the LAPD as LAPD sworn. GSD sworn who do not qualify may be placed in vacant security positions in other departments (incl. Proprietary) or 1014 to applicable positions or laid off.</p>	<ul style="list-style-type: none"> •Transfer civilian OPS function to the LAPD; GSD sworn are deleted. •Add 60 LAPD sworn positions (50 - Patrol; 10 - Supervisors) •Current GSD sworn may apply for the LAPD sworn position •Change Admin Code •New MOA with client Departments 	<ul style="list-style-type: none"> •Less expensive than Option 1 •Greater efficiencies achieved through the removal of redundant patrols, supervision, and management •Creates single point of contact for law enforcement •Sworn & Security Officer training would be consistent with LAPD standards •Reduces current year LAPD hiring costs •Creates annual savings of approximately \$2.6M 	<ul style="list-style-type: none"> •Costs money upfront •Will take years to fully absorb the OPS function within the LAPD •Client Departments may be vocal about losing control over the type, quantity and quality of services •Response time to quality of life issues may increase •Services could be negatively affected by competing priorities
<p>3) Consolidation - C: Consolidate GSD Sworn into LAPD's 9,963 GSD sworn immediately become LAPD sworn (must pass backgrounds, medical, and psych) or Security Officers for those who do not qualify; Y-rating and 1014 transfers may be considered on a case-by-case basis. Employees who do not pass backgrounds will be placed with other City Departments or laid off if they do not want to be placed. Maintain 9,963 and all OPS positions become civilian authorities.</p>	<ul style="list-style-type: none"> •Transfer OPS function to the LAPD; GSD sworn become LAPD sworn, if qualified •Reduces current year hiring plan costs •As civilian positions become vacant they are replaced according to LAPD's deployment model •Change Admin Code •New MOA with client Departments 	<ul style="list-style-type: none"> •Less expensive than Option 1 and Option 2 •Greater efficiencies achieved through the removal of redundant patrols, supervision, and management •Creates single point of contact for law enforcement •Sworn & Security Officer training would be consistent with LAPD standards •Reduces current year LAPD hiring costs •Creates OT savings in GSD •The LAPD has time to adjust staffing levels to meet service needs •Additional costs are reduced over time as redundant OPS positions are eliminated 	<ul style="list-style-type: none"> •Costs money upfront •Will take years to fully absorb the OPS function within the LAPD •Client Departments may be vocal about losing control over the type, quantity and quality of services •Response time to quality of life issues may increase •Services could be negatively affected by competing priorities
<p>4) Consolidation - D: Delete all GSD Sworn Positions Current GSD sworn may, if qualified, transfer to the LAPD and become LAPD sworn prior to the elimination of the GSD sworn classifications. GSD sworn who do not become LAPD officers will be laid off and revert to their highest previously held civilian position. Some officers may be Y-rated or 1014 to applicable classifications. Transfer all civilian authorities to the LAPD. Maintain 9,963 and all OPS positions become civilian authorities and are transferred to the LAPD.</p>	<ul style="list-style-type: none"> •Lay off all GSD sworn •Transfer all remaining OPS positions to LAPD •Security Officers who do not pass backgrounds are laid off and/or 1014 to other classifications where feasible •Eliminates pension questions and allows LAPD use existing supervisory/command staff to oversee OPS function •As civilian positions become vacant they are replaced according to LAPD's deployment model •Change Admin Code •New MOA with client Departments 	<ul style="list-style-type: none"> •Generates savings •Greater efficiencies achieved through the removal of redundant patrols, supervision, and management •Creates single point of contact for law enforcement •Sworn & Security Officer training would be consistent with LAPD standards •Creates OT savings in GSD •No impact to the pension system 	<ul style="list-style-type: none"> •Will take one to two years to fully absorb the OPS function within the LAPD •Client Departments may be vocal about losing control over the type, quantity and quality of services •Response time to quality of life issues may increase •Services could be negatively affected by competing priorities

RESOLUTION

WHEREAS, any official position of the City of Los Angeles with respect to legislation, rules, regulations or policies proposed to or pending before a local, state or federal governmental body or agency must have first been adopted in the form of a Resolution by the City Council with the concurrence of the Mayor; and

WHEREAS, City Council established the Office of Public Safety (OPS) within the Department of General Services (GSD) in 2005 to provide security services and basic law enforcement services to City owned and managed properties; and

WHEREAS, based on the continuing need for operational efficiencies and effectiveness, City Council has determined that the consolidation of OPS into the Los Angeles Police Department (LAPD) will increase service levels, enhance professionalism and accountability of security services, and create budgetary savings; and

WHEREAS, the State Legislature conferred limited peace officer status through Penal Code (PC) Section 830.31(c)(1) to GSD employees designated as peace officers by the general manager, "...if the primary duty of the officer is the enforcement of the law in or about properties owned, operated or administered by the employing agency or when performing necessary duties with respect to patrons, employees and properties of the employing agency"; and

WHEREAS, enabling the current GSD police officers to continue to serve as peace officers performing the above functions while employed with the LAPD will require an amendment to PC Section 830.31(c)(1);

NOW, THEREFORE, BE IT RESOLVED, with the concurrence of the Mayor, that by the adoption of this Resolution, the City of Los Angeles hereby includes in its 2011-2012 State Legislative Program SUPPORT/SPONSORSHIP of an amendment to Penal Code Section 830.31(c)(1) to authorize limited peace officer status to Los Angeles Police Department employees, designated as peace officers by the Chief of Police, if the primary duty of the officer is the enforcement of the law in or about properties owned, operated or administered by the City or when performing necessary duties with respect to patrons, employees and properties of the City.

11-1392
Prior CF 05-1295

PUBLIC SAFETY
BUDGET & FINANCE

MOTION

AUG 9 2011
CER

Over the past year, based on the continuing need to find operational efficiencies and budgetary savings, discussions have been held to determine the feasibility of consolidating the General Services Department's Office of Public Safety (OPS) into the Los Angeles Police Department (LAPD).

A working group was established consisting of representatives from offices of elected officials, City departments, and labor organizations. During the working group process, the LAPD indicated it would prepare an analysis of the operational and budgetary impacts of the consolidation on the Police Department. Subsequently, a comprehensive review of the LAPD analysis would be conducted by the City Administrative Officer (CAO) for report to and further consideration by the City Council.

The LAPD has completed its analysis, and the next step is for the CAO to conduct its review and prepare a report with recommendations to Council.

I THEREFORE MOVE that the LAPD be instructed to provide to the CAO and CLA its completed analysis of the Office of Public Safety consolidation.

I FURTHER MOVE that the CAO be instructed to prepare a report analyzing the financial, operational, and personnel impacts of consolidating the Office of Public Safety into the LAPD.

PRESENTED BY *Mitchell Englander*
MITCHELL ENGLANDER
Councilmember, 12th District

SECONDED BY *Donald C. Park*

ORIGINAL

AUG 9 2011

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