

## INTRADEPARTMENTAL CORRESPONDENCE

August 9, 2022

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**TO:** The Honorable Board of Police Commissioners

**FROM:** Chief of Police

**SUBJECT:** LOS ANGELES POLICE DEPARTMENT'S RESPONSE TO LOS ANGELES CITY COUNCIL PUBLIC SAFETY COMMITTEE (CITY COUNCIL FILE NO. 22-0264)

### **RECOMMENDED ACTION**

1. That the Board of Police Commissioners (BOPC) REVIEW and APPROVE the Los Angeles Police Department's (LAPD) response to the Public Safety Committee.
2. That the BOPC TRANSMIT to the Public Safety Committee the attached response.

### **DISCUSSION**

On April 13, 2022, the Public Safety Committee directed the LAPD to report with the following:

- a) The number of women being promoted and related implementation efforts in its workforce;
- b) The retention rate of females in its workforce; and,
- c) That the Chief of Police be directed to consult with the Diversity, Equity & Inclusion Division of the Los Angeles Police Department (LAPD) and the Los Angeles Civil + Human Rights and Equity Department prior to making promotions.

This report addresses the Public Safety Committee matter.

If you have any questions, please contact Office of Support Services at (213) 486-8410.

Respectfully,



MICHEL R. MOORE  
Chief of Police

Attachments

# LOS ANGELES POLICE DEPARTMENT



**MICHEL R. MOORE**  
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**ERIC GARCETTI**  
Mayor

August 9, 2022

The Honorable City Council  
Office of the City Clerk  
Room 395, City Hall  
Los Angeles, California 90012

**Subject: Council File No. 22-0264**

Honorable Members:

On April 13, 2022, the Los Angeles City Council adopted a report directing the Los Angeles Police Department ("LAPD" or "Department") to provide a response detailing the number of sworn women promoted, the overall efforts to positively impact the promotion rate, and the retention rate of sworn women (Council File No. 22-0264). The report stipulated, "Efforts to advance women through promotional activities must be pursued as the LAPD's recent rounds of promotional activities have fallen short of reflecting a commitment to gender equity. Females are underrepresented in high-ranking positions in the LAPD, and recent promotions suggest a lack of commitment to promoting them." The report concluded by directing the Chief of Police to "consult with the Diversity, Equity, and Inclusion Division of the Los Angeles Police Department (LAPD) and the Los Angeles Civil + Human Rights and Equity Department prior to making promotions."

In response to the Council's report, Diversity, Equity, and Inclusion Division (DEID) with information from Personnel Division reviewed the Department's overall retention rate and promotions at every rank from Fiscal Year (FY) 2018/2019 to the present. The Department's Diversity, Equity, and Inclusion Officer (DEIO), Commander Ruby Flores, also offered her insight on equity within the promotional process and the feasibility of the Chief of Police consulting with DEID prior to each promotion. The results of this coordinated effort are detailed below.

## **Analysis**

For purposes of the Department's response, leadership and high-ranking positions were defined as the ranks of captain, commander, deputy chief, and assistant chief. These ranks align with the Department's definition of "command staff," and the terms should be considered interchangeable when reviewing this response.

*1. Overall Promotions of Women Compared to Men*

Of the 778 total promotions during the period selected for review, 170 (21.9 percent) of the promoted employees were female. This percentage of women promoted exceeds the overall representation of women amongst all sworn employees.<sup>1</sup>

Tables 1a and 1b depict the number of promotions in each fiscal year, separated by gender and rank. The raw data demonstrates that since FY 2018/2019, more women have been promoted to detective than sergeant, while men have inverse statistics with more promoting to sergeant over the same period. The decision to pursue the rank of detective instead of sergeant can be made for various reasons, including an employee’s preference for investigative assignments and/or the desire to seek positions with more stable work schedules. It should be noted that individuals may promote to sergeant and then later be appointed as a detective, or vice versa, thereby acquiring dual status. Though promotion to sergeant is the most direct path to promotion to lieutenant and then command staff ranks, detectives who have never been sergeants can also promote directly to lieutenant.

Table 1a. Promotions of Sworn Female Employees by Fiscal Year						Table 1b. Promotions of Sworn Male Employees by Fiscal Year					
Rank	FY18/19	FY19/20	FY20/21	FY21/22	Total	Rank	FY18/19	FY19/20	FY20/21	FY21/22	Total
Detective	14	30	25	5	74	Detective	49	71	63	7	190
Sergeant	15	16	0	24	55	Sergeant	67	66	0	89	222
Lieutenant	6	3	6	11	26	Lieutenant	29	26	21	15	91
Captain	1	1	0	8	10	Captain	12	10	5	26	53
Commander	1	0	1	1	3	Commander	7	7	3	11	28
Deputy Chief	1	0	1	0	2	Deputy Chief	3	6	0	9	18
Assistant Chief	0	0	0	0	0	Assistant Chief	2	1	0	3	6
<b>Female Total</b>	<b>38</b>	<b>50</b>	<b>33</b>	<b>49</b>	<b>170</b>	<b>Male Total</b>	<b>169</b>	<b>187</b>	<b>92</b>	<b>160</b>	<b>608</b>

*2. The Percentage of Women Promoted to the Ranks of Detective, Sergeant, Lieutenant, and Captain is Greater than the Percentage of Women in the Department*

Table 2 provides a review of promotions by rank, which demonstrates a general increase in the percentage of women promoted to detective, sergeant, lieutenant, and captain over the last four fiscal years.<sup>2</sup> The current fiscal year has the highest percentage of women promoted to the above-mentioned ranks during the review period, with the current promotion rate at each rank exceeding gender parity.

<sup>1</sup> Because the percentage of female employees fluctuates each Deployment Period, DEIG used the value cited in the Council report as the percentage of sworn female employees, 18.5 percent, as its point of comparison.

<sup>2</sup> There were no male or female employees promoted to sergeant or assistant chief during FY 2020/2021.

**Table 2. Percentage of Women Promoted by Rank and Fiscal Year**

Rank	FY 18/19	FY 19/20	FY 20/21	FY 21/22
Detective	22.2%	29.7%	28.4%	41.7%
Sergeant	18.3%	19.5%	---	21.2%
Lieutenant	17.1%	10.3%	22.2%	42.3%
Captain	7.7%	9.1%	0%	23.5%
Commander	12.5%	0%	25.0%	8.3%
Deputy Chief	25.0%	0%	100.0%	0%
Assistant Chief	0%	0%	---	0%

*3. Promotions of Command Staff*

The ranks of captain and commander are the highest command staff positions for which personnel can test for promotion. The ranks of deputy chief and assistant chief are appointed by the Chief of Police.

Table 3a provides a comparison, by gender, between the number of employees eligible for promotion to captain and the number ultimately promoted during the time the relevant promotional list was active. Table 3b depicts similar information for promotions to commander.

**Table 3a. Promotions to Captain by Gender**

	2018-2020		2021-2023	
	Eligible	Promoted	Eligible	Promoted
<b>Female</b>	4	2	11	8
<b>Male</b>	37	22	59	31

Eligibility for promotion is determined by which promotional bands are available for employees to be selected from under the Three Whole Scores model. The attached Personnel and Training Bureau Notice dated May 19, 1983, details how the Three Whole Scores model impacts employee selection for promotion.

**Table 3b. Promotions to Commander by Gender**

	2018-2020		2021-2023	
	Eligible	Promoted	Eligible	Promoted
<b>Female</b>	2	1	3	2
<b>Male</b>	24	14	25	14

From 2018 through 2020, 50 percent of eligible women were promoted to captain. The same was true for women eligible for promotion to commander. In the current promotional list for captain, 72.7 percent of eligible women have been promoted, while 100 percent of eligible women still employed by the Department have been promoted from the current commander's list.<sup>3</sup>

The promotional lists for captain and commander will still be active during FY 2022/2023 and will thereby provide ongoing opportunities for the remaining eligible women. Overall, the promotion rate of women to captain has shown steady improvement for the last four fiscal years. For the commander and deputy chief ranks, the percentage of women promoted varied considerably between each fiscal year. Though there were several instances in which the rate

<sup>3</sup> One woman on the current commander's list retired ahead of her band being eligible for promotion. The band she was in is now active, and she is included in the total count of women eligible for promotion in Table 3b. However, it is also true that in fiscal years 2021 through 2023, the Department has promoted one hundred percent of eligible women.

exceeded overall sworn female representation, the sizable fluctuations between each reviewed fiscal year suggest the number of individuals who can be promoted, based on the availability and requirements for success does not allow for a mechanism to replicate the stable year-over-year improvements observed for commanders and below.

*4. Retention of Women*

Table 4 depicts the sworn attrition, by gender, for each calendar year from 2019 to the present. Personnel appeared in this count if they left the Department before being eligible for pension at 20 years of service. The only personnel not included in this count were those who passed away or resigned for medical-related reasons. Those sworn employees were a small proportion of the overall number who resigned each year, and, for purposes of this review, it was presumed they would have continued their service if capable of doing so.

**Table 4. Sworn Attrition by Gender**

	2019		2020		2021		2022	
	#	%	#	%	#	%	#	%
<b>Female</b>	36	25.0%	27	19.1%	34	20.5%	14	16.7%
<b>Male</b>	108	75.0%	114	80.9%	132	79.5%	70	83.3%

The highest attrition rate for women, as compared to men, occurred in 2019. In that year, 25 percent of sworn personnel who resigned were women. The trend over the subsequent years showed both a numerical and proportional decrease in the number of women leaving ahead of retirement eligibility. By comparison, the number of men resigning and their proportion of the total resignations has increased since 2019. If the attrition rate stays stable for the remainder of 2022, women’s attrition will finish at its lowest level during the four years reviewed.

*5. Consulting Additional Entities Prior to Making Promotional Decisions*

After conferring with Personnel Division, Commander Ruby Flores, the Department’s designated DEIO, concluded that meeting with the Chief of Police each time an employee is considered for promotion would interrupt and stall the promotional process and infringe on the General Manager’s City Charter authority to make selections. Though it is not feasible for the Chief of Police to consult with other entities before each promotion, the existing promotional process is grounded in a desire to provide fair and equitable opportunities for career advancement to candidates of all genders and backgrounds.

As previously referenced, sworn personnel pursuing a promotion to the ranks of detective, sergeant, lieutenant, captain, or commander participate in a civil service testing process. The City’s Personnel Department administers those tests. It is the standard practice of the Los Angeles Police Department to provide a diverse pool of employees to participate in the promotional testing process as interview raters. These raters offer diversity in gender, race, ethnicity, tenure, and work experience.

To preserve the impartiality of the process, the Personnel Department determines which raters partnered together on interview panels. Additionally, both the raters and candidates have an

opportunity to disclose if there is any prior history that would prevent a candidate from receiving a fair evaluation from a particular rater. When those situations arise, a Personnel Department employee reviews the circumstances; and, where appropriate, shifts the assigned raters to provide the candidate with a neutral interview panel.

### **Conclusion**

For the past several years, Department leaders have spoken openly about the organization's responsibility to recruit, hire, develop, and promote a diverse workforce. The Department has actively coordinated with its DEIO and the various employee affinity groups to vigorously pursue opportunities to elevate all underrepresented groups. The Department has also attempted to coordinate with the City's Personnel Department to enhance hiring quantity and efficiency.

The data reviewed for this response shows an increase in the promotion rate for women to the ranks of detective, sergeant, lieutenant, and captain over the last four fiscal years. The promotion rate of women in each of these four ranks exceeds their total percentage of sworn Department personnel. Presently, these increases have not yet translated to stable promotion rates of women to commander, deputy chief, and assistant chief positions. The growth in the number of women promoted to available lieutenant and captain positions does, however, offer a clear path for greater female representation in the personnel promoted to commander during future testing cycles. Additionally, the improved retention rate of women should bolster the Department's ability to maintain and expand upon its successes at promoting women through its ranks.

What cannot be determined from the data are the underlying reasons for the observed historical underrepresentation of female personnel in high-ranking positions. Statistics alone cannot speak to the societal, environmental, or structural factors women may feel hinder their ability to successfully pursue leadership positions within the Department. Nor do the numbers reflect the meritocracy that is a necessary part of the promotion process.

The Department is committed to understanding and addressing the unique challenges women face as sworn members of a large law enforcement agency. As part of its 30x30 Initiative, the Department is currently administering a survey to all sworn female personnel. The anonymous survey will provide much-needed insight into which existing programs and initiatives resonate with our sworn women. Perhaps more importantly, it will also identify areas that present opportunities to serve them better as they advance through their careers.

If you have any questions or concerns, please contact Director Lizabeth Rhodes, Office of Constitutional Policing and Policy, at (213) 486-8730.

Respectfully,



MICHEL R. MOORE  
Chief of Police

PERSONNEL AND TRAINING BUREAU

N O T I C E

May 19, 1983

TO: All Concerned Personnel

FROM: Commanding Officer, Personnel and Training Bureau

SUBJECT: CHARTER AMENDMENT: THREE WHOLE SCORES CERTIFICATION  
OF ELIGIBLE LISTS

The procedure for certifying eligible lists has been changed as the result of a City Charter amendment passed on April 12, 1983. The "Rule of Three," which mandated the certification of the three candidates with the highest examination scores for the purpose of filling a vacant position, has been replaced by a system based on "Three Whole Scores." These changes are effective immediately and will affect all City employees taking future examinations, as well as those currently on active eligible lists.

Candidates' scores will continue to be computed for each portion of the examination and combined according to the weight of each examination section. Seniority points will be added to determine the final score in promotional examinations. However, final scores will then be rounded to the nearest whole score and decimal scores will not be given (e.g., a final score of 90.50 will be rounded to 91, and a 90.49 will be rounded to 90).

Eligible candidates will be ranked on lists by the value of their whole scores. Candidates receiving the highest whole score will be placed in rank I, those with the second highest scores in rank II, etc. The names of eligible candidates within each whole score ranking will be listed randomly. The list will reflect only whole scores and the names of persons within each whole score. Lists will not include a breakdown of examination results by written and oral scores and seniority points.

Individuals who receive passing scores will be notified of their final whole score, the rank of the whole score, and the number of persons with the same whole score. They will also be given the number of candidates with higher whole scores and, when appropriate, the number of seniority credits they have accrued. During the review period, a breakdown of raw scores will be available to all successful candidates in the Personnel Department's examination review room. Unsuccessful candidates will receive a brief explanation of why they failed to qualify for placement on the list, but they will not be given information concerning their test scores.

All Concerned Personnel

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When the Department requests permission to fill a vacant position, all persons with the three highest whole scores will be certified, as long as this provides at least five more candidates than the number of vacancies available. When a sufficient number of candidates is not available within the top three whole score ranks, the names of all individuals within the next whole score ranking will be certified. Subsequent whole score ranks will be certified until sufficient candidates are available. Thus, when one vacancy exists, six names must be provided from the list; two vacancies would necessitate certification of seven names.

Appointments from the list may be made from among all certified candidates, regardless of their whole score ranking. It is not necessary that candidates in higher whole score ranks be appointed before those in lower ranks. Each City Department must develop procedures by which to make appointments from the certified lists of candidates. Such procedures shall include job-related selection criteria consistent with sound personnel management practices. Interviews or other evaluative techniques may be used to make selection decisions. When large numbers of candidates are certified, interviews of all may not be practical. The Department then has the prerogative to use alternative job-related selection procedures to narrow the pool of persons eligible for interview.

Additional information relative to the new certification system will be disseminated as some of the procedural and administrative changes are implemented.



D. D. DOTSON, Deputy Chief  
Commanding Officer  
Personnel and Training Bureau

Distribution "B"