

**Seal Beach Police Department  
Reorganization Plan**

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Presented to: Jill Ingram, City Manager  
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## INTRODUCTION

Chief Philip Gonshak, Commander Michael Henderson, Commander Michael Ezroj, Sergeant Nick Nicholas, and Court Liaison Officer Aine Eisenhauer have nearly 100 years combined law enforcement experience. This experience spans across several larger organizations including the United States Department of Justice Drug Enforcement Administration (DEA), Los Angeles Police Department, the Los Angeles County Sheriff's Department, the San Diego Sheriff's Department, and the City of Tempe, Arizona, Police Department. In addition, approximately 60 of those combined years of service were worked here in the much smaller, more intricate, City of Seal Beach Police Department. With that, we have had the pleasure to work nearly every assignment within this organization, not only giving us the experience, but critical knowledge and skills to understand what is and what is not needed. The analysis we are presenting is not only based on our experiences and opinions, but rather a large amount of historical information, empirical data, police studies, and crime statistics (nationally, statewide, countywide, and citywide).

Based on the gathered information and firsthand knowledge, this is, in the simplest terms, how we collectively believe the organization would best be reorganized and structured. Furthermore, we performed this analysis while working within the confines of a realistic framework of community desires, departmental input, and with the full support from our City Manager, Jill Ingram. Although a request for additional staff positions beyond the current request would be exponentially beneficial, we believe this request is by far the most realistic yet cost effective organizational restructuring.

## ANALYSIS

With the passing of Measure “BB” in 2019, the City of Seal Beach Police Department was able to increase sworn staffing by five (5) police officers. As with any increase in staffing, the allocation of these resources becomes critically important for the future of any organizational success. With that, the purpose of this study/report is to:

1. Provide a screenshot of our current organizational staffing model
2. Provide an overview of the Detention Center reclassification
3. Establish a reorganization roadmap to improve department efficiency
4. Propose a grant funded Police Canine Program
5. Deliver a fiscal impact for these requests

### **I. Organizational Staffing Model**

According to the 2010 U.S. Census, the Seal Beach Police Department serves a population of 24,168. During the FY 2020/2021 budget review process, the Seal Beach Police Department Operations Bureau budget was authorized for 37 Sworn Police Officers and 1 Level I - Reserve Police Officers. In the Support Services Bureau budget, the Seal Beach Police Department was authorized for 1 Sworn Police Officer, 16 Full-Time Professional Staff members, and 12 Part-Time Professional Staff members. This equates to the Seal Beach Police Department employing a total of 67 (Full and Part-Time) employees. However, this breakdown does not include the nearly 100+ volunteers the Seal Beach Police Department has spread amongst our three core volunteer associations. Our current volunteer associations include: the Volunteers in Policing Services (VIPS), Community Emergency Response Team (CERT), and Radio Amateur Civil Emergency Service (RACES) Team. As listed below, ‘Table 1’ provides a summary of our current staffing levels and vacancies:

Note: All numerical data in this document is approximate and is subject to change over time

**Table 1: Seal Beach Police Department Staffing Chart**

Classification	FY20/21 Authorized	Filled	Vacant
<b>Sworn</b>			
Chief	1	1	0
Commander	2	2	0
Sergeant	7	7	0
Corporal	4	4	0
Detective	5	5	0
Police Officer	19	19	0
Level I - Reserve Police Officer	1	1	0
<b>Professional</b>			
Executive Assistant to COP	1	0	1
Account Technician	1	1	0
Management/IT Analyst	1	1	0
Records Supervisor	1	1	0
Senior CSO – Court Liaison	1	1	0
Senior CSO – Property Technician	1	1	0
Community Service Officer (CSO) Records	1	1	0
P/T Police Aide - Records	2	2	0
Lead CSO - Parking	1	1	0
Senior CSO – Parking	2	2	0
P/T Police Aide - Parking	5	5	0
Senior CSO – Detention Staff	6	6	0
P/T Crossing Guards	5	5	0
<b>TOTALS</b>	<b>67</b>	<b>66</b>	<b>1</b>

\* See Attachment E for current hierarchical matrix.

For a comparative analysis, the Seal Beach Police Department used the 2017 “Classification and Total Compensation Study” conducted by Koff and Associates as a reference. Within this study, Koff and Associates utilized the following comparable cities:

Huntington Beach	Manhattan Beach	Buena Park	Newport Beach
Laguna Beach	Cypress	San Clemente	Costa Mesa
Redondo Beach	Fountain Valley	Hermosa Beach	El Segundo

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When comparing the Seal Beach Police Department to these 12 cities, the Laguna Beach Police Department appears to be most similar in relation to size of staffing, organizational makeup/structure, and community policing styles. Additionally, the City of Laguna Beach and City of Seal Beach have similar square miles of land, summer time beach populations, as well as a number of other small town demographics/similarities.

With that, the Laguna Beach Police Department employs 52 full-time sworn police officers and 32 support staff for an estimated population of 23,190 within 9.861 square miles, as shown below in Table 2:

**Table 2: Laguna Beach Police Department Staffing Chart**

<b>Sworn Police Officers</b>	Laguna Beach
Chief	1
Captain	2
Lieutenant	2
Sergeants	7
Corporals	13
Police Officers	21
Detectives	6
<b>Total Sworn</b>	<b>52</b>
<b>Professional Staff Members</b>	
Jail	3
Records	5
Parking	5
IT and/or Crime Analyst	1
Assistants	3
Property	1
Other PT Staff	14
<b>Total Professional</b>	<b>32</b>

As shown in Table 1, the Seal Beach Police Department employs 38 full-time sworn police officers, 5 reserve officers and 28 support staff members (including both full time and part time), for both a larger population of 24,440 (2016) and a larger geographical area of 12.96 square miles. Dispatch and Animal Control Services were removed from the comparison table, as the

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City of Seal Beach contracts through a third party (West Cities Communication and Long Beach Animal Control) for both these services.

Several quality of life and criminal issues are relatable with not just the City of Seal Beach and the 12 listed agencies, but rather a majority of California police departments. To name a few commonalities, most if not all of California is experiencing similar issues related to civil unrest, Covid-19 challenges, transient/homeless quality of life circumstances, a lack of mental health assistance, traffic related complaints/incidents, property and persons crimes, and most recently an uptick in nationwide financial/paper/elderly crimes. Most unnerving was a documented 4.2% increase in violent crime in Orange County, “Just the Facts” 2017 by *Public Policy Institute of California*, <https://www.ppic.org/publication/crime-trends-in-california/>.

In response to these issues, the City of Seal Beach Police Department allocated the five (5) newest Measure BB funded Police Officers to the following positions:

- Two (2) assigned to the Community Oriented Policing Team/Summer Beach Patrol  
*During the 2019 summer months the COP Team made 46 arrests, wrote 51 reports, had 89 field interviews, handled 105 calls for services, and wrote 166 citations (2020 COP Team is still performing)*
- One (1) assigned to the Leisure World Community as a Leisure World Investigator  
*This position has allowed the Department to better address and serve the specialized needs of the Leisure World community and the specific types of crimes that more often target the aging population.*
- Two (2) assigned to the Patrol Bureau – Various patrol shifts

## **II. Reclassification of Detention Center**

As explained in the associated document, “Seal Beach Police Detention Reclassification Plan,” it is our recommendation that the Detention Center be reclassified from a Type I Jail Facility to a Temporary Holding Facility (THF). This transition would effectively close the detention center to residential inmates and instead operate only on an as-needed basis for processing arrests, before the suspect is transported. This conversion would not only assist in funding the necessary/proposed department reorganization through cost savings, but would also allow the

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existing employees to be reallocated in their down time and assist with understaffed areas of the department. Upon request, Dixon Resources, the vendor that currently services the City of Seal Beach, was able to project the potential revenue created by allocating these full time employees to the traffic and parking bureau when not assisting with arrests. Their calculations found that by reallocating these employees, up to \$470,000 could be gained in additional revenue. For more details on the projections by Dixon Resources, please see Attachment G: Dixon Resources Revenue Projection.

### **III. Reorganization Roadmap**

#### ***Professional Staff***

Unfortunately, with the necessary increase in sworn police officer staffing, additional support staff is needed to offset their increased productivity. To complicate matters, this organizational restructuring is both critical and necessary as we are now experiencing the below listed issues and outdated citizen requests:

- A. A large amount of backlogging involving data entry in the Records Bureau.
- B. An increase in time constraints for Public Records Act (PRA) requests.
- C. Backlogging in Property & Evidence items.
- D. An enormous amount of State and Federal legislative bills requiring greater transparency and policy revisions.
- E. An increase in the Court Liaison Officer's roles and responsibilities (in addition to the regularly assigned duties with the Orange County Superior Court), including:
  - a. The Records Bureau
  - b. The Detective Bureau
  - c. The Office of the Chief of Police

Undoubtedly, some of these issues arose prior to the hiring of additional police officers; however, each of them have been compounding over the years. Nowadays, these issues are exacerbated by the increased productivity of additional police officers. Unfortunately for the

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City of Seal Beach, Covid-19 caused several budget restrictions, which in turn prevented the hiring of additional professional employees to assist within these understaffed bureaus. To help triage this, we are proposing the reallocation of employees (Senior CSOs) assigned to the Detention Center (upon the reclassification) during “down time,” and a complete reorganization of the professional staff employees who fall under the Community Services Officer (CSO) and Police Aide classifications. For reference, we currently employ the following full-time and part-time assignments:

- a. One (1) Full-Time Lead CSO
- b. Ten (10) Full-Time Senior CSO’s
- c. One (1) Full-Time CSO classification
- d. Seven (7) Part-Time Police Aides (aka P/T Senior CSOs)

Currently, the Parking and Traffic Services Bureau is comprised of the sole Lead CSO position who oversees the two (2) F/T Senior CSOs and the five (5) P/T Police Aides. The Detention Center has six (6) F/T Senior CSOs assigned to its operations and management, overseen by one (1) Sworn Police Sergeant. The Records Supervisor (a non-sworn management position), oversees the solo CSO position and two (2) P/T Police Aides assigned to the Record’s Bureau, the Senior CSO assigned to the Property and Evidence Department, and the Senior CSO Court Liaison as shown in Attachment E: Current Hierarchical Matrix.

Under the proposed reorganization, the sole CSO position in the Records Bureau is promoted to the Senior CSO classification, as the job functions will be the same as the multiple other Senior CSO positions and includes the same levels of responsibility and liability. The CSO classification is then eliminated in its entirety.

Additionally, it is recommended the Senior CSO Court Liaison position be reclassified to a Police Civilian Investigator (PCI) assigned to the Detective Bureau. In addition to Court Liaison duties and responsibilities, this PCI would serve many of the same functions as a sworn Detective, including: the investigation of open criminal felony/misdemeanor cases, review of crime and arrest reports, preparation of follow-up reports, submission of complaint packages to the District Attorney for filing consideration, and testify in court as an expert related to economic crimes. Furthermore, it will be expected this PCI maintains professional working relationship

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with all of the following Federal agencies; the Secret Service, FBI, Department of Business Oversight, IRS, DEA, and Department of Homeland Security.

In furthering our research, we have learned the PCI position has been successfully integrated into several other local police agencies over the last several years. These agencies include the Costa Mesa Police Department, the Newport Beach Police Department, the Irvine Police Department, and both Orange County and Los Angeles County Sheriff's Departments. Their purpose in reclassifying this position, similar to our proposal, has been to augment the Detective Bureau with growing crime trends, but at fraction of the cost compared to a traditional Detective position currently held by sworn police officers.

Over the last several years, Seal Beach has witnessed a steady increase in crime reports and calls for service. Additionally, advances in technology make some cases increasingly sophisticated and difficult to solve, necessitating arduous and time consuming investigations. Further, some crimes require the immediate attention of the Detective Bureau, which temporarily takes the detective(s) away from other timely/critical cases. While our Detectives remain committed to the community, the addition of a Police Civilian Investigator will provide critically needed investigative capacities to a significantly overburdened unit, all the while keeping our patrol officers out of the office for follow-up and more importantly out in the field.

As previously described, the remaining detention staff will continue to work in the detention center in an "as-needed" capacity and will assist the other understaffed bureaus when not attending to an arrestee. They will remain on their current schedule (days/nights) so as to ensure continuous 24/7 jail coverage in the event an arrest occurs. When not tending to an arrestee, the detention staff will be utilized more effectively by working in the field with Parking, the Traffic Bureau, and/or within the Records Bureau, Property & Evidence, and/or the Office of the Chief of Police.

Furthermore, all additional Senior CSOs and Police Aides, not assigned to the Detention Center, will be cross-trained in jail operations for Temporary Holding Facility (THF) status. In doing so, we will be increasing the number of employees who can serve in this capacity should the need for a jailer arise. This will assist in reducing overtime costs that could be incurred, while still providing our professional staff with greater professional development opportunities.

See proposed changes listed below:

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- 1) Current: CSO – Records Bureau

*Proposed:*

*Senior CSO – Records Bureau*

*Ancillary Duty: Detention Center*

- 2) Current: Senior CSO – Court Liaison

*Proposed: Police Civilian Investigator (Court Liaison will be an ancillary responsibility)*

- 3) Current: SCSO – Detention Center

*Proposed:*

*Senior CSO – Detention Center*

*Ancillary Duties: As assigned – Parking, Records, Property & Evidence, and/or the Office of the Chief of Police*

- 4) Current: Lead CSO – Parking Supervisor

*Proposed: Ancillary Duty: Detention Center*

- 5) Current: Senior CSO – Parking Control Officer and P/T Police Aides – Parking

*Proposed: Ancillary Duty: Detention Center*

- 6) Current: Police Aide – Records Bureau

*Proposed: Ancillary Duty: Detention Center*

This reclassification and restructure of our professional staff would allow the Department to best utilize its resources and more effectively serve the community. The transition of the Senior CSO Court Liaison to the Police Civilian Investigator position would allow for the expansion of the Detective Bureau at a marginal cost when compared to the addition of a sworn police officer. Additionally, the cross training of all Senior CSO and Police Aide positions would provide the employees with greater professional flexibility and training, while also providing the Department with more versatile employees.

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***McGaugh PTA Request***

During the 2019/2020 academic school year, the Police Department staffed the following locations with Part-Time Crossing Guards:

- 1) Bolsa and Island View
- 2) Bolsa and Riviera
- 3) Bolsa and Seal Beach Boulevard
- 4) PCH and Seal Beach Boulevard
- 5) PCH and 12<sup>th</sup> Street

With that, we have received a number of formal requests from staff at McGaugh Elementary School, McGaugh students' parents, and the McGaugh - Parent Teachers Association (PTA), for an increase in crossing guards to ensure pedestrian and traffic safety around the school. Seeing this need internally as well, it is therefore our request to create one additional Part-Time Crossing Guard position. In turn this would increase our P/T Crossing Guard staff from five (5) to a total of six (6), as to assist with the well-being of our students, staff, and families during the start and conclusion of school hours if and/or when McGaugh resumes in-person classes. This additional Crossing Guard would be then placed at the intersection of:

- 6) Marlin and Seal Beach Boulevard

***Sworn Staff Reorganization:******Management Positions***

When reviewing the structure of our sworn staffing, we determined several issues which we hope to remedy, namely the currently ineffective Executive Staff/Chief-Commander structure. This executive command structure has simply led to an inconsistent allocation of administrative duties over the past six (6) years and has caused a number of deficiencies in areas that need desperate

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attention, i.e. Special Event Planning, Internal Affairs Investigations, and Patrol Sergeants handling administrative responsibilities.

Unfortunately in 2014, the Chief of Police (at that time) chose to reorganize the police department to more closely match his prior agency and other larger police departments to the Chief-Commander flat lined structure. To do this, the Chief of Police “Y-Rated” (retired two different titles and formed one title) our Police Lieutenant and Police Captain positions into two (2) Police Commanders. However, as a result of a Commander structure, we sacrificed our much more traditionally recognized and multi-layered management rank, which consisted of a Chief-Captain-Lieutenant-Sergeant-Corporal-Officer hierarchy. At the time, it was believed that this change would streamline the chain-of-command and improve efficiencies and accountability. Unfortunately, as the Cypress Police Department, Folsom Police Department, and Union City Police Department have also realized, this new structure fell short of their and our expectations. While it was believed this would streamline the process, eliminating the lieutenant rank actually removed an essential piece of the chain-of-command and significantly reduced the effectiveness of the commander.

A lieutenant is a multi-incumbent, sworn management position in the police department that serves as a necessary link bridging the gap between captains and sergeants, and sometimes even sergeants to police officers. Critically important, yet currently missing, are the watch directives being efficiently communicated from upper-level executive officers to those in the operations bureau. It is specifically these watch directives that ensure all employees are on the same page, a necessity in this profession, yet currently missing in our organization due to the commander rank system in place. For example, the Command Staff frequently receives requests from the community, sometimes routed through their District Councilmember, for specific directed enforcement requests; the lieutenant position would assist in streamlining communication between the requestor and the officers charged with the enforcement. This reorganization would allow two internal sergeants the opportunity to promote to the rank of lieutenants and the two current commanders the opportunity to revert back to the rank of captains. In turn, the Executive Command Staff (Police Chief and two Captains) would be able to more effectively focus on their administrative roles within the department, rather than having to spend the time ensuring their messages were both heard and understood up and down the chain of command.

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Additionally, by removing the lieutenant and captain positions, several other sergeants and corporals have had to take on greater administrative responsibilities. For example, the Operations/Administrative Sergeant has taken on the additional roles that a Police Lieutenant would traditionally be responsible for, such as internal affairs investigations, grant writing/management, policy and procedure administration, etc. Similarly, all special event incident commander responsibilities were then dispersed and are now shared amongst all sergeants and corporals, instead of being managed by coordinating lieutenants with a proficiency of special events in the City of Seal Beach. Furthermore, the Police Executive Command Staff currently has to out-source internal affairs investigations involving sergeants, as commanders are not able to commit the time necessary to these sometimes discipline oriented investigations. This responsibility would customarily be assigned to a lieutenant, which now results in an unbalanced workload that is grossly out of class when compared to other police departments. Lastly, a new federal policy was implemented that only allows lieutenants and above to attend the FBI National Academy (prior policy included sergeants in lieutenant roles), an invaluable training program that seeks to create strong leaders and return them to their organizations with advanced skills and knowledge. Currently Chief Gonshak has been the only employee able to attend the FBI National Academy since the year 2015. Since sergeants are prohibited from attending now, the Seal Beach Police Department is only able to send commanders to this important three (3) month program held in Quantico, Virginia. The time commitments and responsibilities of the commander rank make it exceedingly difficult to be gone for that amount of time to attend this phenomenal program.

To rectify this significant loss, and allow the department as a whole to function at their best, we respectfully request the title change of Police Commander to Police Captain (zero cost) and the promotion of two sergeants' positions to two (2) internal lieutenant positions (nominal cost), with the attached proposed cost, structures, and job descriptions. By converting two current sergeant positions to lieutenants, and addressing other recommendations throughout this plan, the Seal Beach Police Department would help address challenges within our span of supervision for the commanders, provide a better balance in the administrative workload, create opportunities for better succession planning, and promote much clearer pathways for career advancement. Further, our review of the department's management classifications suggests that a captain-lieutenant-sergeant format would better meet the agency's needs. In summary, these

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lieutenant positions would oversee internal affairs investigations involving sergeant-rank personnel, oversee City special events, oversee detention center and EOC operations, act as a supervisory role for civilian employees, fill administrative responsibilities, and ensure clear, concise, and effective communication throughout the organization.

To complicate matters, in 2014 the same Police Chief ordered a police corporal be pulled from the patrol deployment to fulfill a vacancy that was created by eliminating a professional staff position (Emergency Services Coordinator) in the Emergency Services Bureau. Within Emergency Services, the Corporal was then turned into the direct manager, responsible for all citywide emergency service response drills and Emergency Operations Center (EOC) activities. Additionally, this police corporal position supervises over 100+ volunteers within the three (3) volunteer groups previously mentioned operating in the City – VIPS, CERT, and RACES Team. Because of this large amount of supervision and liability associated with this large number of volunteers, we request this Corporal position be promoted to a Sergeant rank.

Unfortunately, when the EOC Corporal was pulled from patrol, a vacancy was made in the front/first line patrol supervisory rank. As it stands still to this day, this position has never been replaced and patrol has been forced to operate a patrol shift (3 day-12 hour) work week without a corporal. Patrol Corporals are vital to a Patrol Sergeant, as they are at times the shift lead, and used to primarily handle direct/in-field supervision and field training responsibilities. In turn, this corporal provides the sergeant additional time to handle other vital administrative duties, which are regulated daily and sometimes hourly. The lack of a corporal in patrol can cause shortages in patrol supervision and is critically necessary to assist with the patrol sergeant's sphere of influence. Because of this, it is our recommendation to promote a police officer in the patrol bureau to the rank of corporal, fulfilling the void currently in patrol supervision.

### ***Traffic Bureau Addition***

One of the most vocal and constant quality of life grievances sent to not just the police department, but to the City Council and the City Manager by Seal Beach citizens are traffic related issues. Furthermore, with the addition of Leisure World now being a community where law enforcement has been approved to perform traffic enforcement, the Police Department

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would benefit greatly by assigning a patrol officer to a third motor officer position. This special assignment is minimal in cost (the cost of a motorcycle and a 5% specialty assignment pay) and would provide the city with a plethora of enforcement/educational measures including:

- 1) Greater speed enforcement/education throughout the City and in Leisure World
- 2) Quicker response to “Priority 1” aka injury related traffic collisions
- 3) Driving Under the Influence (DUI) Enforcement
- 4) Special Event Participation/Presence
- 5) Administration of greater OTS opportunities

### ***Police Recruit/Police Officer Over Hire***

Due to an expected retirement occurring in the year 2021, it is our recommendation to over hire by one police officer. In anticipating this retirement, the Seal Beach Police Department completed a citywide internal police recruitment examination on July 15, 2020, where several employees tested. As a result, Senior CSO Quiondreius Juniel was selected to attend the Orange County Sheriff’s Department Police Academy #243, which is scheduled to begin on September 28, 2020. This over hire would only be temporary, and should not be construed as a permanent additional position.

With the above items, it is our recommendation the below listed positions be reclassified as follows:

- 1) Current: Operations Bureau Commander – Operations Bureau  
*Proposed: Operations Bureau Captain – Operations Bureau*
- 2) Current: Support Services Bureau Commander – Support Services Bureau  
*Proposed: Support Services Bureau Captain – Support Services Bureau*
- 3) Current: Operations Administrative Sergeant – Operations Bureau  
*Proposed: Operations Administrative Lieutenant – Operations Bureau*

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- 4) Current: Detention Center Sergeant – Support Services Bureau  
*Proposed: Support Services Administrative Lieutenant – Support Services Bureau*
  
- 5) Current: Emergency Services Coordinator – Police Corporal  
*Proposed: Emergency Services Coordinator – Police Sergeant*
  
- 6) Current: Police Officer – Patrol Bureau  
*Proposed: Police Corporal – Patrol Bureau*
  
- 7) Current: Police Officer – Patrol Bureau  
*Proposed: Police Motor Officer – Traffic Bureau*
  
- 8) Current: Senior CSO – Detention Officer Quiondreius Juniel  
*Proposed: One (1) Police Recruit/Police Officer over hire (Quiondreius Juniel) in anticipation of a Police Officer vacancy expected to occur in the year 2021.*

As written earlier, we believe this organizational restructuring is critically necessary for us to best serve the needs of our citizenry, the City, and the Police Department. Furthermore, this reorganization will work in conjunction with our City Council approved succession plan, which has been designed to assist our staff in preparing for promotional assignments. Similarly, if the future leadership determines a need for change, this document will certainly memorialize a starting point of continual development and strategic planning for years to follow. Lastly, these recommendations will benefit the Department by providing necessary staff to strained bureaus and ensure a higher level of customer service, without causing an alarming increase in the City or Police Department's annual budget.

#### **IV. Police Canine Program**

In assessing and evaluating the ways in which the Seal Beach Police Department could make the most impactful changes, the Police Canine Unit was discovered as a missing complement to our

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existing personnel. After carefully and thoroughly researching the implementation of a Police Canine Unit at the Seal Beach Police Department, we believe it to not only be a viable option but a necessary choice in order to provide the citizens with the best available tools in suspect apprehension and community/student education & engagement.

From November 2017 – June 2020, the Seal Beach Police Department documented, through dispatch records, the use of a police canine for a total of 50 incidents. This only includes the number of times the canine unit was requested, was on duty, and was able to respond. This does not capture the possible instances where a canine would have or could have been used, but was unavailable. Also not included are the instances in which it would have been beneficial to utilize a canine but extended response times from outside agency canines would have meant that officer safety was sacrificed or compromised for increased efficiency. Additionally, it is important to note that this should not be used as a true barometer of worth within our department, as the request to utilize outside resources often necessitates a greater level of need than would be required to utilize our own resource.

Under the proposed Police Canine Unit program, a patrol officer would be assigned as a Canine Handler and a patrol sergeant would be assigned the ancillary duty of the Police Canine Sergeant (no additional cost), to oversee the program and ensure administrative needs are being met. The police canine would physically reside with the assigned handler and would travel to and from work with the handler in a modified police vehicle. During regular patrol, the canine would respond to each call with the handler as the officer's patrol partner. Additionally, the canine and handler are subject to call outs, responding to specifically designated crimes even on traditional days off. Types of calls that would elicit a Police Canine Unit response include robberies in progress, breaking and entering in progress, vehicle pursuits and traffic stops, foot pursuits, special events, open door/window criminal trespassing, warrant service, search and seizure conditions, burglar alarms, prowlers, and other misdemeanor and felony crimes in progress.

While there exists a multitude of attributes possessed solely by trained canines, that cannot be matched by a human officer, regardless of training, the most significant are highlighted in "A Study of Police Canine Search Teams as Compared to Officer Search Teams" written and published by the United States Police Canine Association in 2000.

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The article is based on earlier empirical data as well as a comparative study performed by the Lansing, Michigan Police Canine Team. It notes that several studies “indicate that a canines olfactory sensitivity is anywhere between 10-100 times greater than that of a human’s” with the variation dependent “on the odiferous material used and the ability and motivation of the canine,” stating that their “sensitivity to butyric acid was 100 thousand to 100 million times greater than a human’s.” Specifically, it is their “scent discrimination or the ability to distinguish one scent from others” that gives them the greatest olfactory advantage. In addition to their keen sense of smell, “the average German Shepherd’s hearing ability has been proven to be ten times greater than that of human beings.” It continues to reference earlier works regarding the “tremendous advantages to using canines in police work” which include crowd control capabilities “that might require the services of 15 to 20 police officers” for the same effect, their ability to detect drugs “generally ten times better than any instrument” and further mentions “bomb detection with a ‘96% surety rate’ while lowering search times...considerably.” Ultimately the study produced concrete data regarding the canine’s superior effectiveness, concluding that when conducting suspect searches the canine teams had an accuracy rate of 93%, compared to the officer teams 59%, and that the canine teams completed their search in significantly less time than the officer teams – a difference that increased exponentially with increased building size. Simply stated, “Police dogs can do what man and machines cannot: locate the presence of suspects by sensory means, at all times, anywhere, and under some of the worst conditions.”

The ideal Seal Beach Police Department canine and handler would be able to seamlessly respond to stressful and dangerous calls for service that necessitate an aggressive response, and be tame enough to be an educational resource for McGaugh Elementary School and/or local pre-schools, providing demonstrations and disciplined interaction. The canine would assist with suspect apprehension, detection of illegal (Drugs, Guns, and/or Explosive) materials, and officer safety, in addition to the education benefits and interaction for the community during National Night Out and Open Houses. Further, due to the speed at which most canine teams are able to perform their duties, calls for service that involve a canine response would likely be reduced when compared to

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similar calls without a canine, thus allowing all involved parties to return to proactive patrols throughout the city.

Despite the many advantages of a Police Canine Unit, several areas that may be of concern are noted and are addressed below:

1) High program startup costs:

- The initial implementation bears the most amount of time and funding, with the expected costs roughly \$50,000 (see cost breakdown below).
- The Seal Beach Police Foundation has provided a written agreement and check in the amount of \$50,000 for the sole purpose of initiating this program.
- Seal Beach City Council accepted this grant donation during the August 10, 2020, City Council Meeting (Item E - Grant Award from the Seal Beach Police Foundation to Fund a Police Canine Program)

2) Liability concerns:

- After discussing the potential Police Canine Unit with the CJPIA, the new program would not incur any additional liability costs. The program would instead fall under the already established use of force category.

3) Overtime costs:

- As with other overtime costs, the Police Executive Team responsibly manages overtime and determines its need relevant to public safety. While the first year of the program will provide the most insight into the potential overtime costs that may be incurred, the department is prepared to use grant funding for any overtime costs associated during the first fiscal year of implementation. This will provide the best barometer moving forward and will assist in determining what additional funds may or may not be needed for future budget cycles.

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Dog and Training	Cost
Police Service Dog	15,000.00
K9 Training Course	7,000.00
Detection Training Course	3,500.00
Initial Vet Exam, X-Rays, Meds	1,500
<b>Total</b>	<b>\$27,000.00</b>

Supplies	Cost
Kennel \$900 X 2 (Home and Police Station)	1800
Concrete Pad \$450 X 2 for Kennel	900
Indigo Dog Igloo, large \$230 X 2	460
Dog Bed \$40 X 2	80
Heavyweight food bowl (stainless steel) \$20 X 2	40
Water bucket \$10 X 2	20
Pooper Scooper \$21 X 2	42
Canine Rake Brush \$45 X 2	90
Dog Nail Clippers	10
Dog Toy/ Large Kong \$15 X 2	30
Portable Kennel	500
<b>Total</b>	<b>\$3,972.00</b>

Tactical Gear	Cost
Bite Sleeve	200
Bite Suit	500
5' Leather Lead	30
15' Tracking Lead	25
33' Tracking Lead	45
Patrol Collar	85
Choke Chain	24
Prong Collar	40
Agitation Muzzle	80
Patrol Tracking Harness	65
Tug Toy	27
E-Collar	250
Ballistic Vest	1,000.00
<b>Total</b>	<b>\$2,371.00</b>

Vehicle Equipment	Cost
Current Fleet Vehicle	0
K9 Transport Insert	2,000.00
K9 Vehicle Equipment Upfitting - LEHR Co.	6,100.00
Utility Box	5,200.00
K9 Heat Alarm System / Door Pop	1,700.00
Window Screens	100
Cool K9 Cooling System (air hose to rear)	70
Non-spill Water Bowl	40
<b>Total</b>	<b>\$15,210.00</b>

Ongoing Expenditures	Annual Cost
Food (Approximately every 2 weeks \$50)	1,300.00
Veterinary Services and Medications	700
K9 Maintenance Training	2,400.00
Replace/Repair Equipment	60
Cell Service for Heat Alarm	20
Annual Certification (POST approved)	200
PACKTRACK app	100
Associations, Conferences	200
<b>Total</b>	<b>\$4,980.00</b>

TOTAL	Cost
<b>One-time Expenditures</b>	<b>\$48,553.00</b>
<b>Ongoing Expenditures</b>	<b>\$4,980.00</b>

Note: All numerical data in this document is approximate and is subject to change over time

After careful consideration and an extensive review, we truly believe the addition of a Police Canine Program/Unit to the Seal Beach Police Department would be a wise, minimal cost investment with immeasurable benefits. These benefits include:

- 1) Increased suspect apprehension rates
- 2) Increased Officer safety
- 3) Force Multiplier
- 4) Illegal explosives, firearms, and/or substance detections
- 5) Building searches
- 6) Time/Cost savings (extended perimeter searches causing overtime)
- 7) Greater community/student engagement

Furthermore, the fiscal impact of the program for the City has been significantly reduced due to grant funding, ensuring that the Police Canine Unit will not be an excessive expenditure at startup. By implementing this program, the department and City are providing the community of Seal Beach with the best tools and resources available to most effectively “Take a bite out of crime.”

#### **V. Fiscal Analysis of the Department Reorganization Plan**

Based on the attached fiscal analysis provided by the Finance Department (assuming all promotions, reclassifications, and new hires are at top step pay), the estimated savings would be approximately \$166,176 for the first year (due to the police motorcycle purchase) and approximately \$197,368 thereafter. See Attachment H: Fiscal Analysis for further details.

#### **VI. Summary of Proposed, Current, and Vacant Staffing**

To greater illustrate all of the proposed, current, and vacant staffing positions, we have created the below listed ‘Table 3’. This table lists the allocation in three different delineations; including, Eliminated, N/A, and/or a numerical figure. Eliminated means the position has been abandoned and will no longer be part of the organization. N/A indicates the position was not

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created at the time the budget process was completed. Lastly, a numerical figure is the number of positions either proposed, budgeted, or currently vacant:

**Table 3: Staffing Chart**

Classification	Proposed	Budgeted 20/21	Vacant 20/21
Chief	1	1	0
Captain	2	N/A	N/A
Commander	Eliminated	2	0
Lieutenant	2	N/A	N/A
Sergeant	6	7	0
Corporal	4	4	0
Detective	5	5	0
Police Officer + Recruit + Over Hire	13	15	0
Police Canine Officer	1	N/A	N/A
Community Oriented Policing Team	2	2	0
Motor Officers	3	2	0
Level I - Reserve Police Officers	1	1	0
<b>TOTALS</b>	<b>39 FT 5 Reserves</b>	<b>38 FT 1 Reserves</b>	<b>0 FT 0 Reserves</b>
Executive Assistant to COP	1 (Temp. SCSO)	1	1
Account Technician	1	1	0
Crime Analyst	Eliminated	1	0
IT Management Analyst	1	N/A	N/A
Senior CSO – Detention Staff	Eliminated	6	0
Records Supervisor	1	1	0
Police Civilian Investigator	1	N/A	N/A
Senior CSO – Court Liaison	Eliminated	1	0
P/T Police Aides - Records	Eliminated	2	1
CSO - Records Clerk	Eliminated	1	0
Senior CSO - P/E Technician	Eliminated	1	0
Lead SCSO	1	1	0
F/T Senior CSOs	8	N/A	N/A
P/T Senior CSOs	7	N/A	N/A
Senior CSO – Parking Control Officers	Eliminated	2	0
P/T Police Aide - Parking	Eliminated	5	0
P/T Crossing Guards	6	5	0
<b>TOTALS</b>	<b>14 FT – 13 PT</b>	<b>16 FT – 12 PT</b>	<b>1 FT – 1 PT</b>

\* See Attachment F for Proposed Hierarchical Matrix

Note: All numerical data in this document is approximate and is subject to change over time

## CLOSING

In summary, based on our collective research and firsthand knowledge, we truly believe this analysis and these requests to be in the best interest of the Police Department, the City, and most importantly the community as a whole. We hope that you will find these proposals to be reasonable and most importantly, fiscally responsible. Lastly, we can assure you, the entire City of Seal Beach will see the immeasurable value this reorganization can provide them.

### *Auditing Requirement:*

With the assistance of both the Operations and Support Services Captains, the Operations and Support Services Lieutenants will need to conduct an annual review of this Department Reorganization Plan (DRP) for the City of Seal Beach Police Department. The review will consist of a needs assessment and an updated strategy to combat any hiring/budgetary issues the department faces at that particular time and plan for succession as deemed necessary. Upon approval from the Executive Management Team, a needs assessment report will need to be submitted to the Chief of Police in a memorandum format, via chain of command. This needs assessment will then form the basis for each following fiscal year budget planning meeting in January. It is the responsibility of both the lieutenants and captains to maintain, review, and update the DRP on an annual basis. Once complete with the updating of the DRP, they should engage in the strategic planning stages to establish overall direction of the organization.

**Attachment E: Current Hierarchical Matrix**

**Attachment F: Proposed Hierarchical Matrix**

**Attachment G: Dixon Resources Revenue Projection**

**Attachment H: Fiscal Analysis**

**Attachment I: Comparative Salary Schedules for Police Civilian Investigator Position**

**Attachment J: Comparative Salary Schedules for Police Lieutenant Position**

Note: All numerical data in this document is approximate and is subject to change over time