



AGENDA STAFF REPORT

DATE: September 14, 2020

TO: Honorable Mayor and City Council

THRU: Jill R. Ingram, City Manager

FROM: Philip L. Gonshak, Chief of Police

SUBJECT: **Seal Beach Police Detention Center Reclassification and Department Reorganization Plan**

SUMMARY OF REQUEST:

That the City Council adopt Resolution 7072, approving the reclassification of the Seal Beach Detention Center to a Temporary Holding Facility, and authorizing the City of Seal Beach to complete an internal reorganization of the Police Department including:

1. Two Police Commanders retitled to Police Captains; and
2. Conversion of two Police Sergeants to Police Lieutenants positions; and
3. Promotion of one Police Sergeant; and
4. Promotion of one Police Corporal; and
5. Purchase of one police motorcycle; and
6. Authorization for one additional Police Officer to motorcycle assignment to include specialty incentive pay (5%); and
7. Temporary over hire of one Police Officer (Senior Community Services Officer to Police Recruit) to prepare for impending 2021 retirement; and
8. Reclassification of Senior Community Services Officer – Court Liaison to Police Civilian Investigator; and
9. Promotion of Community Services Officer – Records to Senior Community Services Officer grade; and
10. Authorization for the addition of one Crossing Guard position; and
11. The creation of a Grant Funded Police Canine Program; and
12. Return any unused funds into the City's General Fund; and
13. Authorize the City Manager to execute on behalf of the City all necessary changes of positions, salary, and equipment associated to the plan.

BACKGROUND AND ANALYSIS:

In an effort to address the nation's call for police reform, the City of Seal Beach Police Department conducted an internal assessment of all staffing responsibilities. In doing so, the Police Department was able to determine some areas of deficiency. This staff report seeks to address these areas and reform

the Seal Beach Police Department to best serve the needs of the City of Seal Beach and the community.

Detention Center Reclassification

It is undeniable the Seal Beach Police Detention Center (SBPDC) has been a point of contention since its adoption in 2008. While the Police Department has always been grateful for the detention facility, and the help it provides in returning officers as quickly as possible back into the field, a review of the finances over the past several years indicates a drastic and trending increase in expenditures, with an overall decrease in revenues (primarily caused by the COVID-19 virus). After much consideration and exploration of alternative options, it appears irresponsible to continue with current jail operations when an alternative option exists that proves more beneficial to the department as a whole.

Although a more complete explanation can be found in Attachment B: Seal Beach Police Detention Center Reclassification Plan, this conversion would reclassify the facility from a Type 1 Jail Facility to a Temporary Holding/Jail Facility, meaning there would no longer be residential inmates in the jail. Rather, arrests in the field would be transported, booked, photographed, and fingerprinted at the detention center before being released with either a citation or transported to the Orange County Jail in Santa Ana. Inmates that require detoxification would still be held until considered sober, then similarly released with a citation or transported to the Orange County Jail. Under this proposal, the police department would eliminate one out of the six authorized Senior Community Services Officer (SCSO) positions assigned to the detention center, and retain five whose primary duty would remain the Detention Center. However, it is not anticipated that Detention Center duty would be full time responsibilities. The remaining five SCSOs, when not serving as Detention Officers, will be assigned to work throughout the organization for other departmental needs to maximize their value to the organization. It should be noted that one of the SCSOs currently assigned to the detention center was recently selected for a Police Recruit position, and is scheduled to begin at the end of September, thus vacating the SCSO position that would be eliminated under this proposal. This Police Recruit is intended to be trained as a replacement for planned retirements in the near future.

These SCSOs would continue working in the detention center facility in an as-needed capacity. Their current shift schedule would remain the same and when the detention center is unoccupied (no street arrests), they would serve the organization in other severely understaffed bureaus, including Parking Enforcement, Traffic Control, Records, Property & Evidence, and/or temporarily in the Office of the Chief of Police due to the vacant Executive Assistant position.

This plan will not impact the wages, hours or terms of conditions of employment of existing employees. In accordance with the plan outlined in Attachment B, the process for reclassification can begin immediately upon City Council approval. Commencement would begin with formal notification to the US Marshals and the

termination of various jail-related contracts. Due to staffing shortages, there are currently no federal inmates, and due to COVID-19 restrictions, we have been unable to accept any new pay-to-stay or work furlough inmates in our dormitory population. Therefore, this reclassification can be completed within approximately three weeks.

The proposed reclassification of the SBPDC and funds saved would offset any costs associated with the proposed reorganization of the Seal Beach Police Department.

Police Department Reorganization

Prior to the recommendation to reclassify the Seal Beach Police Detention Center (SBPDC), the police department has internally struggled with professional staffing shortages and inadequate organizational structure. After nine months since being promoted to Police Chief, Chief Gonshak has conducted and prepared a full analysis of the organizational structure and is now proposing a complete reorganization to fulfill staffing voids and create greater efficiency and effectiveness amongst all department bureaus. Although a more extensive explanation for each change is presented in the Department Reorganization Plan (Attachment C), a summary of the proposed changes are as follows:

The existing two (2) Police Commanders (Operations and Support) would be retitled to two (2) Police Captains (Operations and Support), restoring them to the rank of Police Captain that existed prior to 2014. This would be a title change only and would not be supplemented with any salary changes. This classification seeks to better categorize their duties and assignments and aligning the recommended chain of command structure. Similarly, some of their minor tasks would be redistributed and delegated to a position more commensurate to that of a Police Lieutenant within their same chain of command.

The Police Lieutenant position, which also existed prior to 2014, would be reinstated. This will once again allow the department to operate using the traditional and more effective multi-layered management hierarchy of Chief-Captain-Lieutenant-Sergeant-Corporal-Officer. The proposal seeks to convert two (2) existing Police Sergeant positions to two (2) Police Lieutenant ranks at a minimal cost. Ultimately, this change will allow streamlined communication within the chain of command and will address the challenges of in-field supervision that the department is currently experiencing. Additionally, the change will evenly distribute the many necessary administrative duties our Patrol Sergeants are now handling. In turn, the four (4) other Police Sergeants assigned specifically to the Patrol Bureau can then be out in the community performing patrol functions, rather than inside the station performing what would normally be administrative Lieutenant tasks.

One Police Sergeant vacancy will then be available to serve as the Emergency Operations Coordinator (EOC). In years prior, the EOC position has been filled with a Police Corporal; however, this position would be much better served by

the more experienced command of a Sergeant. The EOC position is also primarily responsible for overseeing all of the police volunteer programs and associations, where over 100 volunteer members participate in these groups, in addition to the responsibility of emergency planning and management.

A Police Corporal vacancy would then be available as a result of the EOC Corporal to Sergeant promotion and the current EOC Corporal position would be reassigned to the patrol bureau. This Patrol Corporal position has been vacant since the EOC position was vacated by a professional staff member and has been filled with a Patrol Corporal since 2014.

An additional police motorcycle would be purchased and a patrol officer will be selected for a special assignment to join the Traffic Bureau. This is critical, as our most frequently noted concerns from the community derive from traffic related issues. Furthermore, this additional police motor officer will allow the department to expand on traffic safety and focus on traffic related issues throughout the entirety of the City, including Leisure World.

In alignment with the Citywide Succession Plan, and to prepare for impending police officer retirements in the near future, Chief Gonshak is proposing to temporarily over hire one police recruit/officer, bringing the total number of sworn police officer positions to 39. The proposed over hire will be a police recruit position, the lowest paid police position, and it will take roughly one year for the recruit to be fully independent as a police officer. Currently, two officers are expected to retire within the next 12-18 months. This temporary over hire will ensure the police department is prepared for the transition of these expected retirements and lessen the impact on patrol staffing. This temporary over hire will not result in a permanent additional police officer, and upon anticipated retirements, the number of sworn officer staffing will return to a total of 38.

The singular Community Services Office (CSO) position would be promoted to the same pay grade and rank as the other SCSO positions, as all job duties and responsibilities of the current CSO will now be in alignment with the SCSO position. This would intentionally eliminate the singular CSO position, which has been out of class for several years. This same SCSO will then be performing several other assigned functions as the redistributed SCSO's from the jail will be handling, including the Detention Officer, Parking Enforcement, Traffic Control, Records, Property & Evidence, and Office of the Chief of Police.

The SCSO - Court Liaison position would then be reclassified to a newly established Police Civilian Investigator (PCI), a position that has been successfully integrated at several other agencies within Orange County. The PCI will retain many of the responsibilities of the Court Liaison position but would also be tasked with serving many of the same functions as Detectives, while at a significantly reduced cost. This will prove especially vital during the summer months, when the Community Oriented Policing (COP) team is assigned to Beach Patrol, and unable to augment the Detective Bureau.

To ensure the safety at McGaugh Elementary School, one additional Crossing Guard would be added. This additional part-time position has been requested by the Parent Teacher Association (PTA), McGaugh families, and by the former McGaugh principal, Roni Ellis to increase student safety during school hours.

These proposed changes would also include the implementation of a grant funded Police Canine Program, as a result of the Council-approved acceptance of a \$50,000 grant from the Seal Beach Police Foundation. From November 2017 – July 2020, the Seal Beach Police Department documented, through dispatch records, the use of a police canine for an approximate total of 50 incidents. This only includes the number of times the canine unit was requested, was on duty, and was able to respond but does not capture the possible instances where a canine would 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. Aside from the above benefits that this program would bring to patrol operations, a police canine program would also benefit McGaugh Elementary School, both staff and students, through education of police procedures, community policing, and relationship building. This missing complement to our existing personnel can assist with not only criminal apprehension and officer safety, but community education and partnerships.

The actualized cost for the reorganization of the department would come from savings associated with the reclassification of the Seal Beach Police Detention Center and the Seal Beach Police Foundation's police canine grant.

In summary, the Police Department's Executive Command Staff has worked collaboratively to seek police reform by reclassifying the Seal Beach Police Detention Center and reorganizing the police department's internal structure. To ensure these changes were supported internally, the Police Officers Association (POA), the Police Management Association (PMA), and Police Department staff members of the Orange County Employees Association (OCEA) have agreed to fully support Chief Gonshak's proposals. Lastly, Chief Gonshak believes both proposals are in the best interest of the Police Department, the City, McGaugh Elementary School, and most importantly, the Seal Beach community as a whole.

ENVIRONMENTAL IMPACT:

There is no environmental impact related to this item.

LEGAL ANALYSIS:

The City Attorney has reviewed and approved as to form.

FINANCIAL IMPACT:

If the Detention Center Reclassification and Police Department Reorganization are approved, the total estimated cost savings once all recommended changes are implemented is \$166,176. This savings would not be realized all at one time, but would be realized as each phase of the implementation occurs. The cost analysis for each item is shown in Attachment H. It should be noted that the City engaged Dixon Resources to assist in estimating the amount of parking and citation revenue that would be generated if these items are approved. A recent projection by Dixon Resources found that four (4) SCSOs assigned to the Traffic and Parking Bureau, when not serving their primary role, could produce an estimated \$470,000 in additional revenue.

STRATEGIC PLAN:

This item is applicable to the Strategic Planning goal of retaining qualified employees and provides an avenue for both sworn and professional staff development and succession planning.

MEASURE BB:

This item is applicable to Measure BB, the Seal Beach Neighborhood and Essential Services Protection Measure, as it directly seeks to provide additional police services to the City of Seal Beach.

RECOMMENDATION:

That the City Council adopt Resolution 7072, approving the reclassification of the Seal Beach Detention Center to a Temporary Holding Facility, and authorizing the City of Seal Beach to complete an internal reorganization of the Police Department including:

1. Two Police Commanders retitled to Police Captains; and
2. Conversion of two Police Sergeants to Police Lieutenants positions; and
3. Promotion of one Police Sergeant; and
4. Promotion of one Police Corporal; and
5. Purchase of one police motorcycle; and
6. Authorization for one additional Police Officer to motorcycle assignment to include specialty incentive pay (5%); and
7. Temporary over hire of one Police Officer (Senior Community Services Officer to Police Recruit) to prepare for impending 2021 retirement; and
8. Reclassification of Senior Community Services Officer – Court Liaison to Police Civilian Investigator; and
9. Promotion of Community Services Officer – Records to Senior Community Services Officer grade; and
10. Authorization for the addition of one Crossing Guard position; and
11. The creation of a Grant Funded Police Canine Program; and

12. Return any unused funds into the City's General Fund; and
13. Authorize the City Manager to execute on behalf of the City all necessary changes of positions, salary, and equipment associated to the plan.

SUBMITTED BY:

NOTED AND APPROVED:

Philip L. Gonshak

Philip L. Gonshak, Chief of Police

Jill R. Ingram

Jill R. Ingram, City Manager

ATTACHMENTS:

- A. Resolution 7072
- B. Seal Beach Police Detention Center Reclassification Plan
- C. Department Reorganization Plan
- D. Detention Center Financial Review
- E. Current Hierarchical Matrix
- F. Proposed Hierarchical Matrix
- G. Dixon Resources Revenue Projection
- H. Fiscal Analysis
- I. Comparative Salary Schedules for Police Civilian Investigator position
- J. Comparative Salary Schedules for Police Lieutenant position
- K. Detention Center Proposed Floorplan