

Report on the Police Department Resource Allocation Study

SEAL BEACH, CALIFORNIA

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matrix 
consulting group

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1 Introduction and Executive Summary

Matrix Consulting Group was retained by the City of Seal Beach to conduct a Police Department Resource Allocation Study, with the core objectives of the study being to evaluate operations and determine current staffing needs, organizational and management systems.

(1) Methodology Used to Conduct the Study

The project team utilized a number of approaches in order to fully understand the service environment and issues relevant to the study, including the following:

- **On-site interviews** with SBPD leadership, managers, and unit supervisors and staff throughout the Department.
- **An Online Survey** was utilized to augment interviews. Almost every employee in the Department participated in this survey.
- **Data Collection** across a wide range of areas in order to enable extensive and objective analysis.
- **Iterative and Interactive Process** in which the consultants first understood the current organization and service delivery system, identified issues and current staffing needs. Throughout the process, the consultants reviewed findings with the Department.

The final report represents the culmination of this process, presenting the results of our analysis, including specific recommendations for the department on staffing, deployment, and other relevant issues.

(2) Summary of Study Recommendations

The following table provides a comprehensive list of every recommendation made in the report:

Operations Command**Patrol Bureau**

Maintain the current staffing level of patrol officers at 16 positions, but monitor turnover, extended leave (e.g., long term disability) and changes to workload in order to determine if additional personnel will be needed in the future. As a small agency, leave and turnover can have a disproportionate impact on the ability to meet service commitments.

The current system of corporals serving as backup supervisors is effective and should be continued in place of having a built-in sergeant relief factor.

Detective Bureau

Increase authorized staffing in the Detective Bureau by 2 Detectives – one for person crimes and one for property crimes.

Cease assigning the vast majority of minor / misdemeanor crimes, especially to the property crime detective. Retain any follow up necessary for these cases in patrol.

The Sergeant should retain property crime cases with low solvability potential and not assign them to a detective to work unless additional evidence comes forward.

The property crime and fraud detectives should share workloads.

Monitor crime levels annually for the number of budgeted positions in the Detective Bureau.

Support Command**Detention Services**

Close detention facility operations after all current inmate sentences have been completed. Additionally:

- Eliminate the detention officer from position (6).
- Add one additional police officer position to patrol using a portion of the estimated \$405,000 in savings generated by closing detention facility operations. Adding the position will offset the impact of closing detention services on patrol operations, based on analysis of the additional workload that would patrol would be required to handle.
- Retain the one (1) sergeant position now assigned to Detention Services and reassign the role as an administrative sergeant, taking up a number of ancillary duties from other personnel.

An additional administrative sergeant role is needed to handle collateral duties from other supervisors and managers in the department, regardless of whether the decision is made to close detention facility operations. If the detention facility is retained, this will require the addition one (1) sergeant position. If the detention facility is closed, no additional position is needed.

Support Services Section

The Support Services Unit at one (1) Full-time Accounting Technician is sufficiently staffed.

Backup duties related to the Accounting Technician should be split between the City's Finance Department for grant support, and the Support Services Commander for payroll and Department specific reports and activities.

Backup and support duties associated with the Records Unit should be eliminated from the Court Liaison's duties, as that will free up approximately 20-25% of their annual workload to work on other prescribed duties.

The Court Liaison at one (1) full-time position is sufficiently staffed with the elimination of the backup and support duties for the Records Unit.

A part-time Police Aide should be added and dedicated to Property & Evidence support, working two days a week, with one of those days being Fridays in order to ensure coverage five days per week. The fiscal impact associated with this recommendation varies from a low of \$17,000 to \$21,000, depending on the step and the benefits provided.

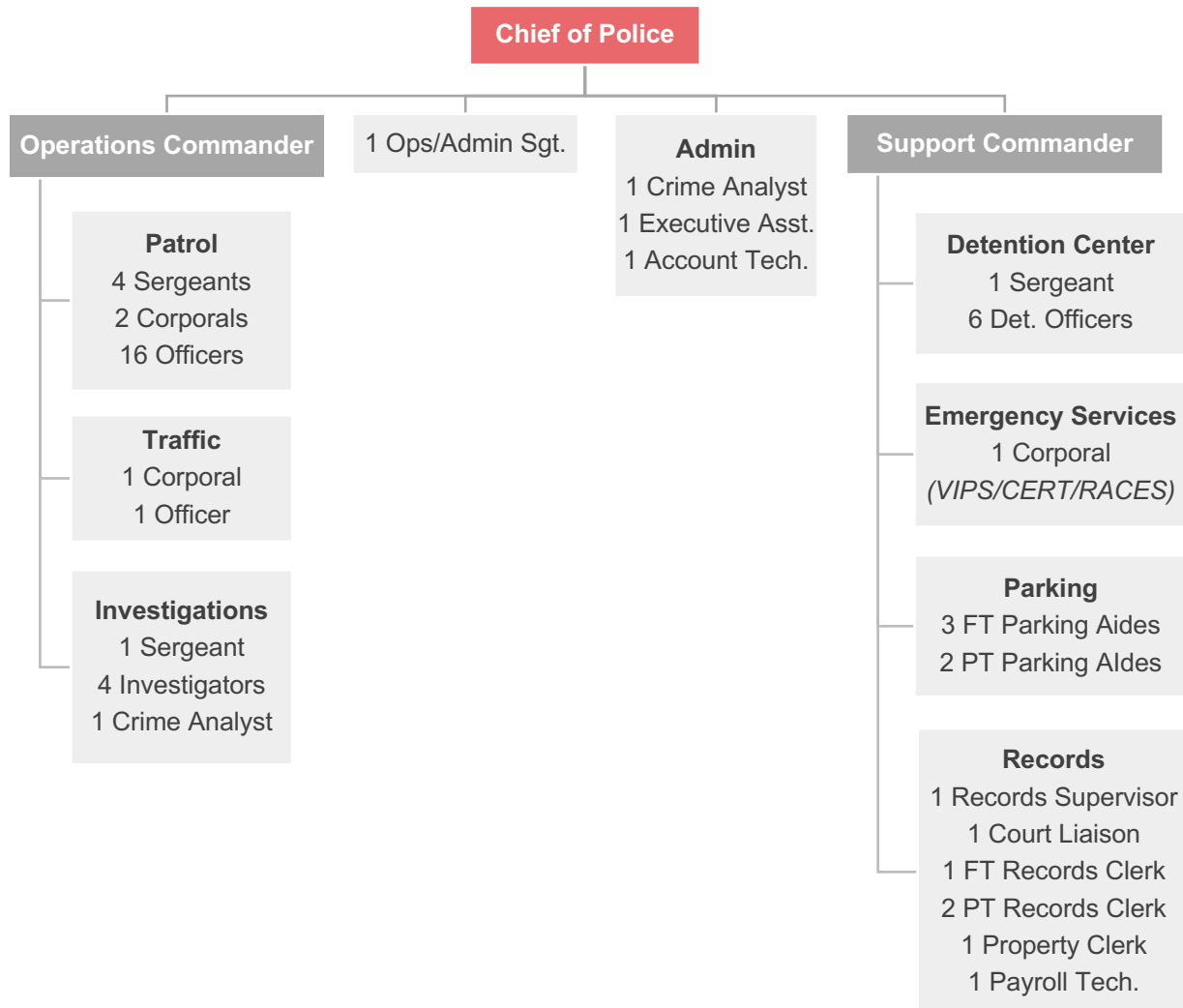
A full-time (1.0) Community Services Officer position should be added to the Records Unit. The position should be staggered to work Tuesdays-Fridays, a 4-10 shift, to ensure full-time coverage at the public counter five (5) days a week. The fiscal impact associated with this recommendation is between \$68,000-\$83,000 depending upon the step and benefit levels.

The department should continue to utilize two (2) part-time Police Aides to help the Records Unit full-time staff, as well as volunteers and interns.

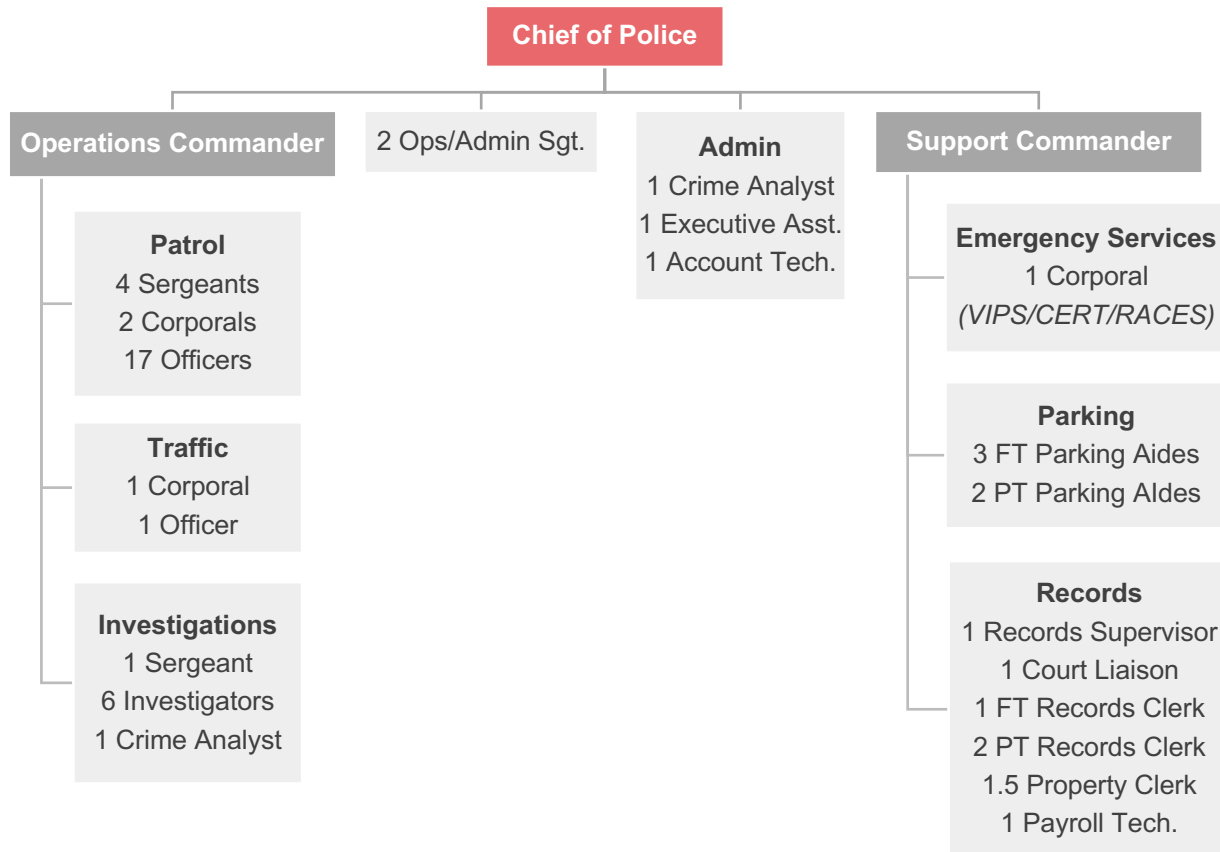
The corporal for emergency management and volunteer coordination should not be used for extended leave coverage

The following charts provide the current and recommended organizations:

Seal Beach Police Department Organizational Chart – Current



Seal Beach Police Department Organizational Chart – Recommended



2 Operations Command

Operations Command is managed by a commander comprised of the Patrol Bureau and the Detective Bureau. Operations Command also has traffic enforcement, bike patrol, SWAT and special events organized within it. The following sections provide analysis of each bureau.

1 | Patrol Bureau

1. Analysis of Patrol Workload

The following sections provide analysis of patrol workload and other issues relating to the effectiveness of field services.

(1) CAD Analysis Methodology

Our project team has calculated the community-generated workload of the department by analyzing incident records in the computer aided dispatch (CAD) database, covering a period of one year. Two datasets were used due to a mid-year change in information systems, with the first beginning on January 1, 2017 and lasting through November 13, 2017, and the second ranging from November 14, 2017 to December 31, 2017.

For incidents to be identified as community-generated calls for service and included in our analysis of patrol, each of the following conditions needed to be met:

- The incident must have been unique.
- The incident must have first been first created within the specified time period for each dataset.

- The incident must have involved at least one officer assigned to patrol, as identified by the individual unit codes of each response to the call.
- The incident must have been originally initiated by the community, as identified using the following methods:
 - The time between the unit being dispatched and the unit arriving on scene must have been greater than zero.
 - The incident response must have had a time stamp unit for the unit being dispatched.
 - Additionally, the incident type of the event must have sufficiently corresponded to a community-generated event. Call types that could be identified with a high level of certainty as being either self-initiated (e.g., traffic stops) or other kinds of activity generated by the department (e.g., directed patrol) have not been counted as community-generated calls for service.
- There must have been no major irregularities or issues with the data recorded for the incident that would prevent sufficient analysis, such as having no unit code or time stamp for the call closure.

After filtering through the data using the methodology outlined above, the remaining incidents represent the community-generated calls for service handled by SBPD patrol units.

(2) Calls for Service by Hour and Weekday

The following table displays the total number of calls for service handled by patrol units by each hour and day of the week:

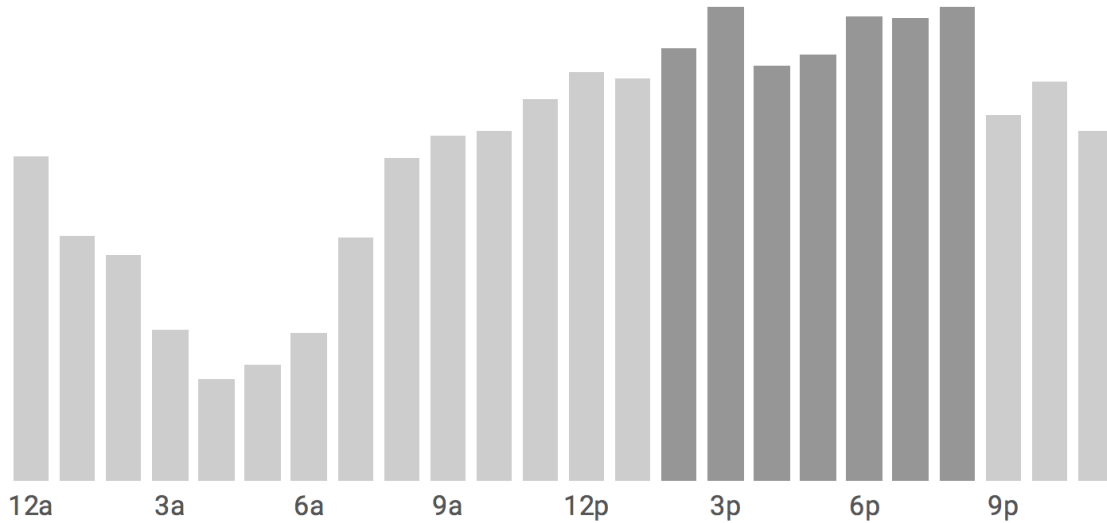
Calls for Service by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	97	51	53	57	43	57	75	433
1am	83	41	31	29	43	27	73	327
2am	62	45	24	33	23	51	64	302
3am	34	29	27	23	27	35	26	201
4am	21	13	20	13	15	24	29	135
5am	17	30	21	28	20	18	20	154
6am	28	30	22	40	35	17	25	197
7am	42	48	53	48	40	43	51	325
8am	62	64	50	72	68	50	65	431
9am	62	66	64	60	72	65	71	460
10am	61	65	74	64	62	67	75	468
11am	70	70	62	72	79	90	66	509
12pm	72	76	80	78	78	82	79	545
1pm	81	78	68	81	73	90	67	538
2pm	85	78	77	84	78	84	92	578
3pm	94	77	76	99	95	110	82	633
4pm	99	80	66	80	61	91	78	555
5pm	76	87	76	86	86	80	79	570
6pm	89	75	91	103	68	109	85	620
7pm	72	87	75	83	92	104	105	618
8pm	71	73	94	89	97	97	112	633
9pm	79	74	55	63	67	67	83	488
10pm	73	59	69	60	76	93	103	533
11pm	61	71	54	55	49	79	99	468
Total	1,591	1,467	1,382	1,500	1,447	1,630	1,704	10,721

Calls for service vary significantly by both hour and day of week, as evidenced by the rapid changes in color from cell to cell. Call activity reaches a distinct low from around 1:00AM (except on Saturday and Sunday mornings) to 8:00AM, and begins to pick up after 11:00AM.

The following chart provides a visualization of changes in call activity levels by time of day:

Call for Service Activity by Hour



A clear period of increased call activity lasts from around 2:00PM to 9:00PM, reaching equally high levels near the start and end of that range.

(3) Calls for Service by Month

The following table displays calls for service totals by month, showing seasonal variation as a percentage difference from the quarterly average:

Calls for Service by Month

Month	# of CFS	Seasonal +/-
Jan	804	
Feb	798	-8.5%
Mar	850	
Apr	826	
May	870	-1.8%
Jun	935	
Jul	1,000	
Aug	1,029	+10.9%
Sep	943	
Oct	909	
Nov	887	-0.5%
Dec	870	
Total	10,721	

Particularly for an agency located in a relatively warm climate, the seasonal variation in calls for service in Seal Beach is unusually significant. This is likely due the city’s position as a popular beachgoing destination, with a highly seasonal influx of visitors.

(4) Most Common Types of Calls for Service

The following table provides the ten most common incident categories of calls for service handled by patrol units over the last year, as well as the average call handling time (HT)¹ for each:

Most Common Call for Service Incident Types

Incident Type	# CFS	HT	12a	4a	8a	12p	4p	8p	
Pedestrian Check	578	24.2							
Burglary Alarm	524	33.6							
Suspicious Person	506	11.9							
Welfare Check	498	24.5							
Counseling	439	28.7							
Search, incl. Jail	432	39.6							
Suspc. Occp. Veh.	413	17.3							
Disturb Subjects	372	26.0							
Homeless	355	21.7							
Petty Theft Report	280	27.7							
All Other Types	6,324	29.9							
Total	10,721	28.3							

¹ Handling time is defined as the total time in which a patrol unit was assigned to an incident. It is calculated as the difference between the recorded time stamps the unit being dispatched and cleared from the incident.

Pedestrian checks represent by far the most common type of community-generated call for service, which is relatively unusual, because this figure does not include self-initiated checks on pedestrians. Only two of the top 15 call for service types have average handling times above 30 minutes, with most in the upper 20s.

2. Analysis of Patrol Resource Needs

Analysis of the community-generated workload handled by patrol units is at the core of analyzing field staffing needs. Developing an understanding of where, when, and what types of calls are received provides a detailed account of the service needs of the community, and by measuring the time used in responding and handling these calls, the staffing requirements for meeting the community's service needs can then be determined.

To provide a high level of service, it is not enough for patrol units to function as call responders. Instead, officers must have sufficient time outside of community-driven workload to proactively address community issues, conduct problem-oriented policing, and perform other self-directed engagement activities within the community. As a result, patrol staffing needs are calculated not only from a standpoint of the capacity of current resources to handle workloads, but also their ability to provide a certain level of service beyond responding to calls.

With this focus in mind, the following sections examine process used by the project team to determine the patrol resource needs of the Seal Beach Police Department based on current workloads, staff availability, and service level objectives.

(1) Overview of the Resource Needs Analysis

An objective and accurate assessment of patrol staffing requires analysis of the following three factors:

- i.* The number of community-generated workload hours handled by patrol.
- ii.* The total number of hours that patrol is on-duty and able to handle those workloads, based on current staffing numbers and net availability factors (e.g., leave, administrative time, etc.).
- iii.* The remaining amount of time that patrol has to be proactive, which can also be referred to as “uncommitted” time.

This study defines the result of this process as, **patrol proactivity**, or the percentage of patrol officers’ time in which they are *available and on-duty* that is *not* spent responding to community-generated calls for service. This calculation can also be expressed visually as an equation:

$$\frac{\text{Total Net Available Hours} - \text{Total CFS Workload Hours}}{\text{Total Net Available Hours}} = \% \text{ Proactivity}$$

The result of this equation is the overall level of proactivity in patrol, which in turn provides a model for the ability of patrol units to be proactive given current resources and community-generated workloads. There are some qualifications to this, which include the following:

- Optimal proactivity levels are a generalized target, and a single percentage should be applied to every agency. The actual needs of an individual department vary based on a number of factors, including:
 - Other resources the department has to proactively engage with the community and address issues.
 - Community expectations and ability to support a certain level of service.

- Whether fluctuations in the workload levels throughout the day require additional or fewer resources to be staffed to provide adequate coverage.
- Sufficient proactivity at an overall level does not guarantee, based on workload patterns, and deployment schedules, that resources are sufficient throughout all times of the day and week.

Overall, the Seal Beach Police Department should generally target an overall proactivity level of at least 40-45% as an effective level of patrol coverage. For the purposes of this analysis, the objective will be to determine the resources needed to maintain the level of service, regardless of whether current proactive time capabilities are above the 40-45% range.

(2) Patrol Shift Schedule and Net Availability

Patrol sergeants, corporals, and officers are not assigned to shift teams. Instead, workdays are staggered across the week. The shift schedule averages out to 160 hours over a four-week period (40-hour workweek), which operates as follows:

- **Week 1:** 3x 12-hour, 20-minute shifts
- **Week 2:** 3x 12-hour, 20-minute shifts
- **Week 3:** 3x 12-hour, 20-minute shifts
- **Week 4:** 3x 12-hour, 20-minute shifts, and 1x 12-hour shift

In a four-week rotation, there are a total of 12 shifts that are 12.33 hours in duration, and 1 shift that is 12 hours long. Across all 13 shifts, this averages out to 12.308 hours per shift. In total, all patrol personnel work 2,080 scheduled hours in a year (excluding overtime, leave, etc.). Because workdays are staggered, coverage is relatively equal on each day of the week. One officer may be on Week 1 of the rotation, while another may

be on Week 2, and so forth. Officers do not cycle from day to night shifts during a single bidding period.

It is critical to understand the amount of time that officers are on leave – including vacation, sick, injury, military, or any other type of leave – as well as any hours dedicated to on-duty court or training time, and all time spent on administrative tasks such as attending shift briefings. The impact of each of these factors is determined through a combination of calculations made from SBPD data and estimates based on the experience of the project team, which are then subtracted from the base number of annual work hours per position. The result represents the total **net available hours** of patrol officers, or the time in which they are both on-duty and available to complete workloads and other activities in the field.

The table below outlines this process in detail, outlining how each contributing factor is calculated:

Work Hours Per Year

The total number of scheduled work hours for patrol officers, without factoring in leave, training, or anything else that takes officers away from normal on-duty work. This factor forms the base number from which other availability factors are subtracted from.

Base number: 2,080 scheduled work hours per year

Total Leave Hours (subtracted from total work hours per year)

Includes all types of leave, as well as injuries and military leave – anything that would cause officers that are normally scheduled to work on a specific day to instead not be on duty. As a result, this category excludes on-duty training, administrative time, and on-duty court time.

Calculated from SBPD data: 169 hours of leave per year

On-Duty Court Time (subtracted from total work hours per year)

The total number of hours that each officer spends per year attending court while on duty, including transit time. Court attendance while on overtime is not included in the figure.

Without any data recording on-duty court time specifically for patrol officers, the number of hours is estimated based on the experience of the project team.

Estimated: 20 hours of on-duty court time per year

On-Duty Training Time (subtracted from total work hours per year)

The total number of hours spent per year in training that are completed while on-duty and not on overtime, calculated as an average for all officers assigned to regular patrol roles. SBPD meets best practice in this area.

Calculated from SBPD data: 84 hours of on-duty training time per year

Administrative Time (subtracted from total work hours per year)

The total number of hours per year spent completing administrative tasks while on-duty, including briefing, meal breaks, and various other activities.

The number is calculated as an estimate by multiplying 90 minutes of time per shift times the number of shifts actually worked by officers in a year after factoring out the shifts that are not worked as a result of leave being taken.

Estimated: 90 hours of administrative time per year

Total Net Available Hours

After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total *net available hours* for officers – the time in which they are available to work after accounting for all leave, on-duty training and court time, and administrative time. Net availability can also be expressed as a percentage of the base number of work hours per year.

Calculated by subtracting the previously listed factors from the base number:
1,575 net available hours per officer

The following table summarizes this calculation process, displaying how each net factor contributes to the overall net availability of patrol officers:

Calculation of Patrol Unit Net Availability

Base Annual Work Hours		2,080
Total Leave Hours	–	169
On-Duty Training Hours	–	84
On-Duty Court Time Hours	–	20
Administrative Hours	–	232
Net Available Hours Per Officer	=	1,575
.....		
<i>Number of Officer Positions</i>	<i>x</i>	<i>14</i>
Total Net Available Hours	=	22,043

Overall, patrol officers combine for 22,043 net available hours per year, representing the total time in which they are on duty and able to respond to community-generated incidents and be proactive.

(3) Overview of Call for Service Workload Factors

The previous chapter of the report examined various trends in patrol workloads, including variations by time of day and of week, common incident types, as well as a number of other methods. The following section advances this analysis, detailing the full extent of the resource demands that these incidents create for responding patrol personnel.

Each call for service represents a certain amount of workload, much of which is not captured within the handling time of the primary unit. Some of these factors can be calculated directly from data provided by the department, while others must be estimated due to limitations in their measurability. The following table outlines the factors that must be considered in order to capture the full scope of community-generated workload, providing an explanation of the process used to calculate each factor:

Factors Used to Calculate Total Patrol Workload

Number of Community-Generated Calls for Service

Data obtained from an export of CAD data covering a period of an entire year that has been analyzed and filtered in order to determine the number and characteristics of all community-generated activity handled by patrol officers.

The calculation process used to develop this number has been summarized in previous sections.

*Calculated from SBPD data: **10,721 community-generated calls for service***

Primary Unit Handling Time (multiplied by the rate)

The time used by the primary unit to handle a community-generated call for service, including time spent traveling to the scene of the incident and the duration of on-scene time. For each incident, this number is calculated as the difference between 'call cleared' time stamp and the 'unit dispatched' time stamp.

In the experience of the project team, the average handling time is typically between 30 and 42 minutes in agencies where time spent writing reports and transporting/booking prisoners is *not* included within the recorded CAD data time stamps. At 28.3 minutes per call for service, SBPD is somewhat below the typical range. However, for smaller agencies, this is not particularly unusual.

*Calculated from SBPD data: **28.3 minutes of handling time per call for service***

Number of Backup Unit Responses

The total number of backup unit responses to community-generated calls for service. This number often varies based on the severity of the call, as well as the geographical density of the area being served.

This number can also be expressed as the *rate* of backup unit responses to calls for service, and is inclusive of any additional backup units beyond the first.

The first CAD dataset the project team received (1/1/2017–11/13/2017) did not include usable data for backup unit responses. The second dataset (11/14/2017–12/31/2017) did, however, include separate data for backup unit responses. Backup unit response rates were analyzed using this second set and annualized to cover a period of an entire year.

*Calculated from SBPD data using annualization estimates: **0.75 backup units per call for service***. This rate compares to the project team's experience in other agencies.

Backup Unit Handling Time (multiplied by the rate)

The handling time for backup units responding to calls for service is calculated using the same process that was used for primary units, representing the time from the unit being dispatched to the unit clearing the call.

When CAD data lists unique time stamps for each unit on a call (rather than only for the first unit or overall for the call), the handling time calculated individually. In this case, the CAD data only displayed time stamps for the first unit, and as a result, handling time for backup units was estimated at a rate of 75% of the primary unit's handling time – normative estimate based on the experience of the project team.

The 75% factor has been applied relative to the primary unit's average handling time in each hour and weekday (e.g., Monday at 0700 hours, Monday at 0800 hours, etc.), and so the average varies significantly across the day and week.

*Estimate based on primary unit data: **21.3 minutes of handling time per backup unit***

Number of Reports Written

The total number of reports and other assignments relating to calls for service that have been completed by patrol units, estimated at one report written for every three calls for service. This includes any supporting work completed by backup units.

In this case, the number has been calculated from SBPD data on reports written by patrol officers.

*Estimated/calculated from SBPD data: **0.33 reports written per call for service***

Report Writing Time (multiplied by the report writing rate)

The average amount of time it takes to complete a report or other assignment in relation to a call for service. Without any data detailing this specifically, report writing time must be estimated based on the experience of the project team. It is assumed that 45 minutes are spent per written report, including the time spent by backup units on supporting work assignments. It should be noted that the normative value used by the project team for report writing time compares to Seal Beach officer estimates provided in the employee survey.

*Estimated: **45 minutes per written report***

Number of Jail Transports/Bookings

The number of arrests made that involve transport to and booking at a jail, assuming that this time is not captured within the call handling time. It is assumed that detention officers complete 100% of all jail transports and bookings, and no time has been added to patrol officer workload factors.

No time added for jail transports/bookings

Time Per Jail Transport and Booking (multiplied by the jail transport/booking rate)

Given that data systems do not always capture the time that officers spend in the process of completing jail transports and bookings before they become available and in-service again, an estimate is used based on the experience of the project team. This number is adjusted the number as needed based on local factors, such as jail proximity and processing time.

However, as stated in the previous description, it is assumed that detention officers complete 100% of all jail transports and bookings, and no time has been added to patrol officer workload factors.

No time added for jail transports/bookings

Total Workload Per Call for Service

The total time involved in handling a community-generated call for service, including the factors calculated for primary and backup unit handling time, reporting writing time, and jail transport/booking time.

The product of multiplying this value by the calls for service total at each hour and day of the week is the number of hours of community-generated workload handled by patrol units – equating to approximately 10,534 total hours in 2017.

*Calculated from previously listed factors: **59.0 total minutes of workload per call for service***

Each of the factors summarized in this section contribute to the overall picture of patrol workload – the total number of hours required for patrol units to handle community-generated calls for service, including primary and backup unit handling times, report writing time, and jail transport time.

These factors are summarized in the following table:

Summary of CFS Workload Factors

	Value	%
Total Number of Calls for Service	10,721	
Avg. Primary Unit Handling Time (min.)	28.3	48%
Backup Units Per CFS	0.75	
Avg. Backup Unit Handling Time (min.)	21.3	27%
Reports Written Per CFS	0.33	
Time Per Report (min.)	45.0	25%
Avg. Workload Per Call (min.)	59.0	
Total Workload Hours	10,534	

Overall, each call represents an average workload of 59.0 minutes, including all time spent by the primary unit handling the call, the time spent by any backup units attached to the call, as well as any reports or other assignments completed in relation to the incident.

(4) Calculation of Overall Patrol Proactivity

Using the results of the analysis of both patrol workloads and staff availability, it is now possible to determine the remaining time in which patrol units can function proactively. The result can then function as a barometer from which to gauge the capacity of current resources to handle call workload demands, given objectives for meeting a certain service level.

The following table details the calculation process used by the project team to determine overall proactivity levels – the proportion of time that patrol officers have available outside of handling community-generated workloads:

Calculation of Overall Patrol Proactivity

Total Patrol Net Available Hours		22,043
Total Patrol Workload Hours	–	10,534
Resulting # of Uncommitted Hours	=	11,509
<i>Divided by total net available hours</i>	<i>÷</i>	22,043
Overall Proactivity Level	=	52.2%

Proactivity levels can also be shown at a greater level of detail across different times of the day and week, as shown in the following chart:

Patrol Proactivity by Hour and Weekday

Time	# Units	S	M	T	W	Th	F	Sa	Overall
2am–6am	3.1	81%	76%	83%	79%	82%	70%	71%	78%
6am–10am	3.3	68%	61%	64%	70%	65%	72%	63%	69%
10am–2pm	2.8	50%	47%	47%	52%	45%	44%	44%	47%
2pm–6pm	3.1	44%	44%	51%	30%	41%	32%	48%	43%
6pm–10pm	2.8	21%	46%	42%	31%	43%	31%	12%	32%
10pm–2am	2.8	36%	49%	53%	59%	57%	50%	37%	49%
Overall	3.0	51%	55%	58%	55%	57%	51%	48%	52%

The results indicate that at an overall level, patrol resources are sufficient to handle incoming community-generated workloads. Proactive capabilities are relatively consistent across the day and evening, with a few exceptions. In particular, proactivity declines sharply to as low as 12% to 21% on Saturdays and Sundays, respectively, from 6:00PM to 10:00PM.

It is unclear how much of this is a statistical anomaly, however, given that the backup data was annualized from a limited period in the second CAD dataset. Because it covered a period of just only month and thus represents a small sample size, the backup

rates vary considerably from hour to hour. In reality, these values would be more 'smoothed out', resulting in less workload variation from hour to hour. As a result, hour-to-hour differences in proactive capability are likely more normalized than the analysis indicates.

(5) Accounting for Turnover

To determine staffing needs, it is also important to consider the number of vacancies that currently exist, as well as the rate of turnover. An agency will never be fully staffed, as there will always be vacancies occurring as a result of retirement, termination, and other factors. When these occur, it takes a significant amount of time to recruit a new position, complete the hiring process, academy, and the FTO program before the individual becomes an on-duty officer. Given this consideration, agencies must always hire above the number needed to provide a targeted level of service.

The amount of 'buffer' that an agency requires must be based on the historical rate of attrition within patrol. Attrition can take many forms – if it is assumed that the majority of vacancies are carried in patrol staffing, a vacancy at the officer level in any other area of the organization would consequently remove one officer from regular patrol duties. Likewise, promotion would do the same, as well as every other factor creating a vacancy, including resignations and terminations. The one exception to this are officer positions that become vacant during academy or FTO, as they are not counted in our analysis as being part of 'actual' patrol staffing.

Given these considerations, an additional 5% *authorized* (budgeted) positions should be added on top of the actual number currently filled (actual) positions in order to

maintain the targeted proactivity level. The resulting figure can then be rounded to the nearest whole number, assuming that positions cannot be added fractionally. It is worth noting that the number of officers needed without turnover is fractional, as it is an intermediate step in the calculation process.

These calculations are shown in the following table, providing the number of officers needed to provide the target proactivity level after accounting for net availability factors and the expected rate of attrition:

Calculation of Patrol Unit Staffing Needs

Category	Value
Net Available Work Hours Per Officer	1,575
Total Workload Hours	10,534
Proactivity Target	52.2%
Turnover	5.0%
Patrol Officer FTEs Needed	15

Based on maintaining the current level of service, and after account for a normative rate of turnover, the department should allocate at least 15 patrol officer positions. These staffing levels, however, assume that all jail transports and bookings are completed by detention officers, rather than patrol officers. The detention services analysis examines how patrol workload would change if all jail transports and bookings were completed by patrol officers.

Recommendations:

Maintain the current staffing level of patrol officers at 16 positions, but monitor turnover, extended leave (e.g., long term disability) and changes to workload in order to determine if additional personnel will be needed in the future. As a small agency, leave and turnover can have a disproportionate impact on the ability to meet service commitments.

(7) Traffic Enforcement

The following table provides total traffic enforcement conducted by all patrol and motor officers by hour and weekday, shading cells according to whether the number of events is higher or lower than the norm:

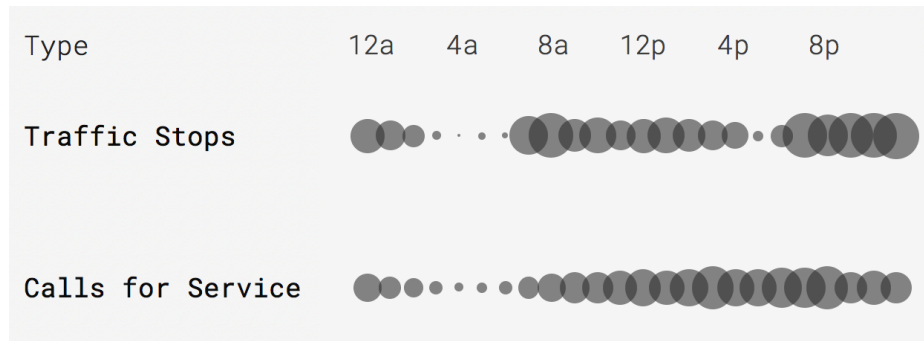
Traffic Stops by Hour and Weekday

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
12am	39	24	30	14	12	17	34	170
1am	28	23	14	15	12	11	41	144
2am	16	16	14	11	7	8	37	109
3am	4	6	6	10	3	7	7	43
4am	3	4	2	1	0	2	2	14
5am	2	7	8	6	4	6	3	36
6am	4	3	8	10	3	2	2	32
7am	9	40	47	40	27	23	8	194
8am	18	41	41	58	25	24	15	222
9am	27	26	24	24	26	13	22	162
10am	46	29	23	33	18	17	16	182
11am	30	24	17	25	16	14	19	145
12pm	35	21	19	25	18	21	31	170
1pm	29	35	25	27	19	20	27	182
2pm	33	26	25	19	18	26	17	164
3pm	22	16	29	16	13	14	36	146
4pm	20	17	28	25	13	12	17	132
5pm	6	8	7	12	9	4	6	52
6pm	24	19	9	9	9	11	28	109
7pm	35	38	34	24	27	20	41	219
8pm	31	32	28	26	25	20	39	201
9pm	39	30	36	27	19	23	51	225
10pm	29	41	29	13	30	34	49	225
11pm	32	31	27	20	28	34	58	230
Total	561	557	530	490	381	383	606	3,508

From 5:00PM to 6:00PM, traffic enforcement virtually ceases, which is not surprising given that this is when the day shift ends and the night shift begins.

Interestingly, traffic enforcement does not necessarily correlate with call for service workloads. The following chart illustrates this by displaying trends in traffic enforcement versus calls for service using circles scaled to the number of events that occur per hour:

Comparison of Traffic Stop and Call for Service Activity by Hour



Notably, traffic stops are completed somewhat more frequently when call volume drops, there are several periods where traffic enforcement increases greatly as community-generated workloads are around their peak levels. This supports the idea that patrol has time to be proactive consistently throughout much of the day.

These findings are in stark contrast to the employee survey, which asked two questions related to traffic enforcement, with the second question being asked to patrol personnel only:

Employee Survey Results on Traffic Enforcement

	Strongly Agree	Agree	Disagree	Strongly Disagree
We provide adequate levels of traffic enforcement.	2%	38%	34%	23%
Officers assigned to traffic are able to devote adequate time to that rather than assisting patrol.	0%	15%	10%	70%

Clear majorities disagree with the idea that traffic enforcement is adequate, in addition to available time being sufficient for dedicated motor officers to focus on traffic roles.

3. Patrol Supervision and Watch Command

The patrol system used by Seal Beach Police Department staggers personnel to work schedules covering the entire week, rather than having officers and sergeants assigned to specific teams with shared workdays and off days. Regardless, sergeants maintain responsibility for evaluating certain officers and corporals.

Spans of control are relatively low for patrol services, at 1 sergeant for every 4 direct report (excluding corporals) – significantly below the industry standard of around 1:7 to 1:8. As a result, sergeants spend relatively less time reviewing reports than they would otherwise if spans of control were much higher. This is important, because SBPD sergeants also function as watch commanders, responding to all major incidents and coordinating resources as needed. Given the size of the city, this is an effective approach, as there are not enough personnel on duty for both a lieutenant and a sergeant position. However and as a consequence, functioning as the watch commander also requires sergeants to have additional administrative duties, including scheduling and managing overtime.

Corporals function as backup supervisors and will act in the sergeant's role if they are not on duty. Because there is no built-in relief factor for patrol sergeant staffing, is relatively common for corporals to serve as acting supervisor. Because of this

consideration, the field services analysis does not count corporals toward patrol unit net availability hours in proactivity calculations.

Recommendation:

The current system of corporals serving as backup supervisors is effective and should be continued in place of having a built-in sergeant relief factor.

2 | Detective Bureau

This section provides summary of the workload and staffing needs for the Detective Bureau in the Seal Beach Police Department. The Bureau is staffed with one (1) Sergeant three (3) local case-handling Detectives. One other detective is 'detached' to the DEA Task Force. A summary of staff roles are provided below:

Sergeant (1)

- Assigns and manages cases referred to investigations.
- Reviews all patrol reports.
- Reviews supplemental reports generated by detectives.
- Identifies and arranges for training for assigned detectives.
- Provides administrative support for Detectives (e.g., budget).
- Has several collateral duties (e.g., STAR team, peer support).

Detectives (3)

- Each has a specialty: (1) person crimes, (2) frauds, (3) property crimes.
- Review, follow-up, process and investigate cases assigned.
- Each detective is on call-out on a rotating basis for a week at a time.
- Each detective has collateral duties (e.g., honor guard), explorers, etc.).

DEA Detective (1)

- Part of a multi-agency narcotics task force, led by the DEA.
- Work confidential informants, conduct surveillance on suspects, collect intelligence on narcotics and related criminal activities.

Before providing the workload and staffing analysis we are providing a description of how we evaluate investigative services. The project team performed the following steps in the analysis of the Detective Bureau to determine resource requirements.

- Reviewed case management practices through interviews with the unit supervisor and detectives.
- Obtained available caseload data, both annual case assignment trends as well as a snapshot of cases developed in April 2018.
- Examined other qualitative measures of workload, as appropriate, to determine the effectiveness of investigative services provided.
- Examined the impact of collateral duties on detective and supervisor workloads.

Because the process of case management is critical to an effective detective unit, first we outline the factors impacting these services.

1. Factors Impacting Investigative Services

The evaluation of detective staffing levels takes on a unique approach because, unlike patrol services, business processes and qualitative determinants of workload and work practices are as important as quantitative ones. The following are the considerations and factors which guide the assessment of detective staffing levels:

- Approaches used to screen, assign, and monitor cases are different among law enforcement agencies, and thus making direct comparisons to evaluate staffing is insufficient. Effective case management principles result in unit supervisors exercising control over what is investigated and the extent of an investigation.
- What is actually investigated varies by agency. The extent to which agencies assign misdemeanor level property crime cases, for example as in Seal Beach, varies. Also, the extent to which patrol performs preliminary or complete investigations vary widely and impacts detective caseloads.
- Some law enforcement agencies utilize non-sworn personnel (or civilian investigators) to provide case support or even to handle cases. This is difficult in a smaller agency like Seal Beach because a civilian case handler cannot be a complete replacement for a sworn detective.
- Work practices vary tremendously among agencies, relating to interviewing techniques, mix of telephone and in-person interviews, use of computer technologies, and the time devoted to clerical tasks.

- The nature of the caseload is also a critical factor to consider when examining quantitative factors relating to investigative activity. Each case is different in terms of leads, suspect description, and other available information. The way information in a single case combines with information on other cases also impacts investigative actions.
- Finally, as is the case in Seal Beach, the assignment of collateral duties may impact the utilization of detectives.

In general, then, investigative workloads have numerous business process and service level considerations when compared to that which depicts typically quantitative-driven patrol workloads.

An effective case management system is critical to effective investigative services, to victims and to the security of the community it serves. Key factors in its use are:



- It prioritizes the time of detectives by prioritizing cases around solvability.
- It is dynamic and changes based on ongoing investigative efforts.
- Is a system in which patrol is also involved.
- It provides the foundation for effective crime analysis.
- It provides victims and the community with information on crime trends and readily obtainable updates to crimes in which they are victims.

The next section describes the crime environment and case management approaches and practices in Seal Beach.

3. Major Crime Trends in Seal Beach

One indicator of the work that detectives do in a community is the serious crime that it investigates. It is important to monitor and evaluate crime statistics over a trend period to determine if significant changes are just a one year decrease, or spike in crime, or a multi-year change in crime.

The FBI publishes annually a survey of “major crime” in every community in the county. Called the Uniform Crime Report (or UCR) it allows for trend and comparative analysis of the most serious violent and property crimes committed. For this report the project team obtained the UCR crime data for Seal Beach for calendar years 2012 – 2016 (the last complete reported year). They are listed in the following table:

	2012	2013	2014	2015	2016	
Violent Crime	17	16	26	24	28	
Criminal Homicide	0	0	0	0	1	
Rape	1	1	1	1	1	
Robbery	5	8	7	5	4	
Aggravated Assault	11	7	18	18	22	
Property crime	545	462	494	594	546	
Burglary	135	93	88	80	80	
Larceny-Theft	387	336	372	478	425	
Motor Vehicle Theft	23	33	34	36	41	
Arson	1	1	0	0	1	
Part I Crimes Per 1,000	23.2					
5YR Violent Crime						▲ 65%
5YR Property Crime						▲ 0%

From 2012 to 2016 Seal Beach experienced a 23% increase in overall crime but a 65% increase in violent crime.

Unofficial statistics for 2017 show that crime has spiked in the City. The following table compares 2016, a trend consistent year, with 2017:

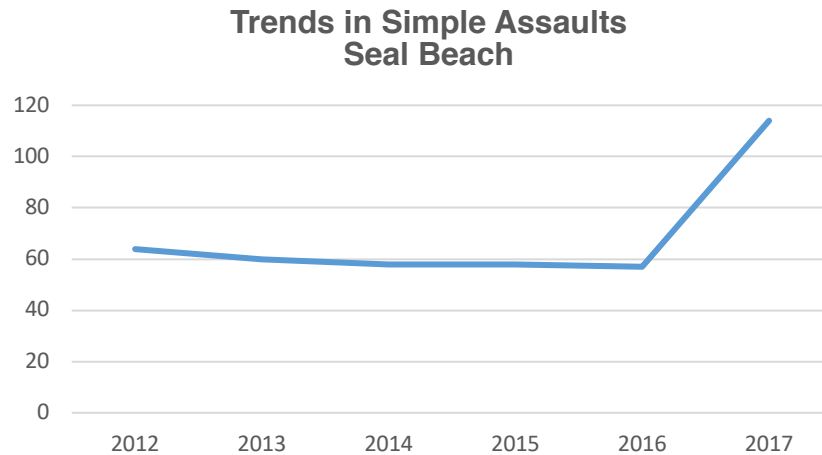
Year	Homicide	Rape	Robbery	Aggr. Assault	Total Viol.	Burgl.	Auto Theft	Larceny & Thefts	Total Prop.	Total Part I Crimes
2016	1	1	4	22	28	80	41	425	546	574
2017	1	3	19	28	51	92	48	506	646	697

- Robberies have shown a major increase in 2017, rising from 4 to 19. However, aggravated assaults have increased by 27%.
- Property crimes have also spiked with burglaries increasing 15%, auto thefts by 17% and larcenies / thefts increasing by 19%

However, even with these increases, major violent crime still occurs about once every two weeks and these are mostly assaults. The number of major property crimes occurs less than twice each day and these are mostly thefts. While major crime has increased, a concern, Seal Beach is a low crime community.

Of course, these major crimes are not the only crimes investigated in Seal Beach (or any community). Part 2 crimes, less serious felonies and misdemeanors, show that violent forms of crime have had a major increase in the past year. This is shown in the following table:

	Simple Assaults	% Change	Other Crimes	% Change
2012	64	-	2,243	-
2013	60	-6%	2,058	-8%
2014	58	-3%	1,946	-5%
2015	58	0%	2,055	6%
2016	57	-2%	2,127	4%
2017	114	100%	2,277	7%



These trends have continued into 2018. And, as later discussion will show these trends have impacted detective workloads.

3. Investigative Case Management and Caseloads in Seal Beach.

In Seal Beach, cases are generally screened and assigned by the Detective Sergeant and assignments given to detectives. The process can be summarized as follows:

- The Detective Sergeant reviews all reports generated by Patrol Officers.
 - Cases are logged into the Department’s case management system.
 - Cases without significant leads or suspects are not assigned with an expectation of being worked but are retained in case leads arise.
- The Sergeant assigns cases to individual Detectives.
- The Sergeant reviews reports written by Detectives after they are assigned.
- The Detective Sergeant meets with Detectives regularly and discusses their assigned cases. There are due dates on assigned cases, generally at 30 days from assignment.
- Non-workable cases are inactivated at case review dates but can be re-opened if warranted.

This approach is typical of many detective units whether large or small. In Seal Beach, however, this 'theoretical' approach is actually being practiced.

The Bureau's investigative capabilities are impacted, to some extent, by 'collateral responsibilities', including

- The Sergeant's time available to provide supervision and case management is impacted collateral duties, including:
 - Peer counseling
 - STAR Team Supervisor (alternate)
 - SWTRS
- Collateral duties also exist for detectives. These include:
 - One detective is involved in FTO, in service training, STAR Team.
 - A second detective is involved in the range / armory and the DEA task force.
 - A third is involved in honor guard, explorer program, FTO, SARB (juveniles).
 - A fourth detective is involved in the camera trailer, honor guard, explorers and terrorism advisor,

Many of these duties are not time consuming or are episodic, others are more demanding periodically. Overall, collateral duties temper expectations of time available for cases but not by a significant amount. It is common in smaller agencies to assign other responsibilities to staff to spread administrative burdens but also to develop staff. For detectives, these responsibilities are factored into the analysis of workloads and staffing requirements.

4. Case Workloads Are a Major Determinant for Investigative Staffing Levels.

Investigative analysis employs a series of indicators to determine the extent to which core investigative staffing is adequate and general workload is appropriate. Performance against these metrics can ultimately influence resulting staffing

requirements for detectives. Research by our firm in over 300 police department studies, as well as referencing other studies that have been developed in recent years provides reference guidelines of cases for different investigative specialties.

The comparative measures used by the project team to help determine investigative staffing, efficiency and effectiveness are summarized in the following table:

Comparative Measures for Investigations

Comparative Measures	Comparative Industry Patterns
Active cases assigned to “property” crimes Detectives (e.g., burglary/theft).	Up to 20 active cases based on a survey of dozens of law enforcement agencies performed by the Matrix Consulting Group over many years. In Seal Beach, with many misdemeanor cases assigned, expected caseloads could be at the at or just over this target.
Active cases assigned to “person” crimes Detectives.	Up to 10 active cases based on the same survey. 3 to 5 active cases for complex person crimes such as felony assault (shootings), robberies and homicides. In Seal Beach, the assignment of unsuspecting deaths and other cases which generally require less work should result in an expected caseloads could be at the at or just over this target.
Active cases assigned to White Collar Crimes Detectives (e.g., fraud).	These have a broader range due to their varied complexity, from up to 15 active cases unless they are particularly difficult (e.g. embezzlement or high value) to many cases relating to checks and credit cards. As a result, expected caseloads could be at the at or just over this target.

As indicated in the preceding section the existence of collateral responsibilities qualifies the use of caseload metrics somewhat. However, these responsibilities are not unusual or significant enough for detectives in Seal Beach to deviate from these benchmark caseload targets.

These different metrics are used to guide the analytical efforts described in the following sections.

4. Analysis of Core Investigative Workload at the Criminal Investigations Division.

The project team reviewed case flow reports for 2017 and 2018 through April, 2018. The results of this are shown in the following table:

	Avg. Assigned / Month 2017-18	Avg. Cleared / Month 2017-18	Cases Open in April
Property	11.8	4.3	90
Persons	4.1	1.3	33
Fraud	7.1	6.2	3

Case management reports show the following with respect the guidelines and other findings:

- For each investigative specialty, case assignments per month are within expected ranges assuming some carry-over of cases.
- Case clearance rates are relatively high.
- However, the number of open cases in the last month of the period under review indicate that many cases are held over pending further investigations. This is significant for both person and property crimes.

The project team also conducted ‘desk audits’ of detective caseload on selected snapshot dates in April 2018. The desk audit process distinguishes between “open cases” in the sense that they have not been “cleared” or “solved” from “active cases”, cases that are actually being worked on by detectives. This is an important distinction in the assessment of case management and detective needs – a case that is open but not being worked should not be factored into a workload evaluation. Active cases might not be worked for many reasons – lack of leads, identified suspect with an outstanding warrant, in court, etc. The results of these desk audits are shown in the tables below:

Detective	No Further Action	Inactive	Warrant / Arrest	Returned Case	Submitted to DA	Active	Total Cases in CMS
Fraud Detective	1	4	1	6	0	11	23
Persons Detective	2	0	2	0	0	25	29
Property Detective	7	5	1	1	2	68	84

Detective	Active	Total Cases in CMS	Percent Active	Avg. Age of Active	Percent Felony
Fraud Detective	11	23	48%	1.9 mos.	73%
Persons Detective	25	29	86%	1.5 mos.	80%
Property Detective	68	84	81%	1.4 mos.	43%

The findings from these cases provide mixed signals regarding the effectiveness of caseload management practices in Seal Beach. The following should be cited:

- A relatively high proportion of cases are active – the caseloads of the person crimes and property crimes detectives were mostly actively being worked versus ‘open’ and being held pending some other action (exceeding 80%); the fraud detective’s workload, on the other hand, were only about half actively being worked.
- Cases are being evaluated for workability – the average case aging for all three detectives is less than two months, comparatively low for investigative efforts. Only a handful of cases from 2017 are currently being worked.
- A high percentage of active cases are major or felony-level crimes. On average, 65% of cases were serious crimes. No detective’s cases were less than 58% serious crimes.

With the number of active cases established through a representative desk audit it is possible to determine staffing needs for the Bureau which reflect current workload

levels. Based on the full range of responsibility for a detective including both direct case responsibilities, indirect ones, supporting victims, research, assists to other agencies, collateral duties, etc., the following active case standards were utilized together with the results of the desk audits:

- 10 active cases for the person crime detective – the primary person crime detective in Seal Beach had 25 active cases, over twice the benchmark target.
- 20 active cases for the property crime detective – the primary property crime detective in Seal Beach had 68 active cases, over three times the benchmark target.
- 15 active cases for the fraud detective – the primary person crime detective in Seal Beach had 11 active cases, moderately less than the benchmark target.

It is clear that the Seal Beach Police Department, then, has insufficient staffing and capability to handle current and increasing workloads for the 3 detectives allocated. However, there are several case management and unit responsibilities that should be modified prior to allocating additional staff to the Bureau. These include the following:

- As noted earlier, just over half of the cases handled by the property crime and even the fraud detective were misdemeanor level cases, mostly shoplifting or bad checks. The practice of assigning the vast majority of these cases should cease – it is a poor use of detective staff time, unless there was an apprehension at the scene (or even with video ‘evidence’) the likelihood of solvability is low. If any follow-up is required, this should be done by patrol units. This practice could eliminate over one-third of the cases of these two detectives.
- In general, more stringent case management principles should be applied for solvability and priority before assigning to detectives. Cases which are for very minor crimes and/or without leads, evidence or suspects should be held by the Sergeant and not assigned unless additional information is forthcoming. This will have a dramatic effect on the property crime and fraud detectives but also for the non-Part 1 cases held by the person crime detective.
- The property crime and fraud detectives should more generally share property crime workloads. This will result in the fraud detective still having a specialty in fraud cases but not an exclusive assignment in these areas.

In spite of these recommended changes in case management approaches and management, detective staff are over capacity at current elevated levels of cases, especially for robberies and assaults. As a result, the project team has concluded that there is ample support for adding two (2) detectives to the Detective Bureau in Seal Beach – one for person crimes and one for property crimes.

The staffing recommendation needs to be monitored annually. The ‘spike’ in violent crime particularly has been short term (the last 18 months) and is against the long term trend. There is no way of knowing if this is ‘the new normal’ for Seal Beach at this point in time.

Recommendations:

Increase authorized staffing in the Detective Bureau by 2 Detectives – one for person crimes and one for property crimes.

Cease assigning the vast majority of minor / misdemeanor crimes, especially to the property crime detective. Retain any follow up necessary for these cases in patrol.

The Sergeant should retain property crime cases with low solvability potential and not assign them to a detective unless additional evidence comes forward.

The property crime and fraud detectives should share workloads.

Monitor crime levels annually for the number of budgeted positions in the Detective Bureau.

3 Support Command

1 | Detention Services

The Seal Beach Police Department maintains a Type 1 detention facility that is staffed by one sergeant and six detention officers. The city council authorized the detention facility to re-open in September 2007 after it had ceased operations earlier that year, focusing the facility around housing sentenced inmates in the “pay to stay program” and utilizing detention officers to transport prisoners to the OCSD jail. Objectives of restarting the program included being able to return officers to the field quickly after making arrests, and to recover the costs of the program as much as possible.

The following sections outline Seal Beach Police Department detention operations and provide a comparative analysis of costs and revenue generated by the program, as well as opportunities for improvement and service delivery alternatives.

(1) Overview of the Pay to Stay Detention Program

The Seal Beach Police Department operates a detention program for sentenced inmates that are commonly referred to as the pay to stay program. Overall, the program has historically generated revenue equal to or less than about half of the total operating costs of the detention program (including personnel expenses). The program is only eligible for convicted inmates as an alternative to county detention facilities (i.e., not for those sentenced to state prison). The program costs \$120 per day, with the entire cost of the program due up front upon admission into the jail. If the inmate commits a serious violation of the program’s rules, the inmate returns to the county jail and the money is not

refunded. A \$100 application fee is also assessed. Overall, a six month stay could cost as much as \$22,000.

Assignment to the jail is made by the presiding judge on the defendant's case, and is the result of an agreement between the defendant's attorney(s), prosecutor, and the judge. The inmate must not be a flight risk and SBPD reserves the right to deny someone from being able to stay at the jail. Good time credits (two days reduced for two days spent in jail) apply in the same way that they would at a county jail. There are no residency restrictions – nearly all inmates are residents of communities other than Seal Beach.

Work furlough and weekends-only programs are also offered by Seal Beach, and have additional surcharges and requirements. As with regular pay to stay inmates, the courts assign the potential inmate to the program, who then applies directly to the Seal Beach detention facility and is interviewed by SBPD staff to determine final eligibility. Payment is due in full prior to completing the first day of the sentence being served.

The following table provides an overview of pay to stay program activity in 2017, including the number of check-ins for new inmates and the average daily population (ADP) by month:

2017 SBPD Pay to Stay Program Activity

Month	# Check-ins	ADP
January	9	7.2
February	1	6.5
March	2	5.2
April	2	4.1
May	5	4.7
June	5	5.5
July	3	5.0
August	3	4.4
September	4	4.5
October	3	5.5
November	2	6.0
December	1	5.0
Overall	40	5.3

On average, 5.3 pay to stay inmates are serving their sentence at any time, with around 3.3 new inmates checking in each month.

In total, detention officers also completed 152 transports to the OCSD jail in 2017, with that figure being calculated from computer-aided dispatch (CAD) data received from the department. In each of these cases, the detention officers saved patrol personnel significant time, allowing them to spend more time in the field.

(2) Comparative Survey of Similar Programs

Seal Beach does not operate the only pay to stay program in Orange County. Four other cities operate similar programs, including Fullerton, Huntington Beach, Anaheim, and Santa Ana. Because cities with pay to stay programs in Orange County are drawing from the same pool of potential applicants, the programs are directly comparable from one to another. Given this consideration, the project team conducted research on pay to

stay programs and other detention services in these cities, including an analysis of the costs and revenue associated with operating these programs. This research is detailed in the following subsections.

(2.1) Overview of Pay to Stay Programs in Orange County

Pay to stay programs in Orange County share many similarities, although practices are not uniform across the five cities included in the survey. Aside from the fee schedules and size of each operation, key differences between the programs include whether work release and/or weekend-only programs are offered, pricing schedules, and eligibility criteria, including whether female prisoners are able to apply.

A number of relatively more minor differences exist between the programs in terms of eligibility criteria, such as whether inmates may participate in the program if they are prescribed psychotropic medications, although these have not been covered in the comparative survey for brevity. Although the programs generally require that the sentence be one year or less, this is mostly determined by the courts. For instance, a judge gave a 720-day sentence in the Seal Beach detention facility for a manslaughter conviction, although this length of stay is an outlier in both Los Angeles County and Orange County pay to stay programs.

Amenities are another factor in attracting applicants. Previous newspaper advertisements run by the Seal Beach Police Department have highlighted the amenities offered by the detention facility. The list of amenities in the SBPD jail are very similar to those of other programs, and so the experience offered can be equated to other Programs.

Marketing efforts conducted by SBPD include newspaper ads, directly contacting defense attorneys (particularly those specializing DUIs, as well as those representing high-wealth clients), and by following websites such as TMZ that will feature recently celebrity/high-profile arrests in Orange County.

The following table provides an overview of the different programs offered and facilities run by the five cities offering a pay to stay program, including Seal Beach:

Overview of Orange County Pay to Stay Programs

Fiscal Year	Fullerton	Huntington Beach	Anaheim	Santa Ana	Seal Beach
Facility Type	Type 1	Type 1	Type 1	Type 2	Type 1
Capacity	16	82	130	480	15/30 ²
Name	Pay-to-Stay	Pay-N-Stay	–	–	Pay to Stay
Female eligible?	No	Yes	No	No	No

The five Orange County municipalities that operate pay to stay programs are competing for largely the same pool of applicants, as there are no city residency requirements for any of the programs. **As a result, each pay to stay jail operates as a ‘price taker’ – while the city can determine the daily rate it charges to inmates, it is constrained by the prices set by other pay to stay programs in the county**, not just the number of potential applicants that would be able to pay the price, among other factors shared by each program.

² Figures show the maximum capacity for state and federal inmates, respectively.

(2.2) Fee Schedules

All cities in Orange County that offer pay to stay programs charge based on a daily rate, which ranges from \$100 in Anaheim to \$127 in Fullerton. Some cities charge an application fee, as well as a surcharge for the first day in order to reflect the additional burden on workload and staffing caused by booking and administrative duties. The following table provides the pricing schedules for each program:

Pay to Stay Fee Schedules by City

Fiscal Year	Fullerton	Huntington Beach	Anaheim	Santa Ana	Seal Beach
Application Fee	\$126	–	–	–	\$100
First Day Rate	\$127	\$150	\$150	\$140	\$120
Daily Rate	\$127	\$100	\$100	\$110	\$120
1YR Cost	\$46,481	\$36,550	\$36,550	\$40,180	\$43,780

On average, a year in a pay to stay program would cost approximately \$40,708, although few inmates have sentenced that are nearly that long. Nonetheless, given that Seal Beach charges the second-highest daily rate, even adjusting it \$10 higher would mean that there are four other cities in Orange County with cheaper pay to stay alternatives.

Seal Beach is also one of the only cities to offer a weekend program, where inmates can serve out the duration of their sentence only on weekends. Eligibility for this program is determined entirely as part of the agreement made between prosecution, defense, and judge. The cost of this option is \$510 per weekend, since participating in this option in turn requires that those beds be vacant for other portions of the week.

Huntington Beach, Fullerton, and Seal Beach all offer full work release programs. Additional surcharges are assessed to cover the cost of GPS monitoring equipment, at a cost of \$10/day for Huntington Beach's program and \$20/day for Seal Beach. As with the regular pay to stay programs, cities do not offer or assign inmates to work release programs – assignment to the program is made entirely through the court system.

Amenities are another factor in attracting applicants. Previous newspaper advertisements run by the Seal Beach Police Department have highlighted the amenities offered by the detention facility. The list of amenities in the SBPD jail are very similar to those of other programs, and so the experience offered can be equated to other programs.

Marketing efforts conducted by SBPD include newspaper ads, directly contacting defense attorneys (particularly those specializing DUIs, as well as those representing high-wealth clients), and by following websites such as TMZ that will feature recently celebrity/high-profile arrests in Orange County.

(2.3) Revenue Generated by Pay to Stay and Work Release Programs

The following table provides a breakdown of the total revenue generated by pay to stay and work furlough/release programs by city:

Total Revenue Generated from Pay to Stay and Work Release Programs

Fiscal Year³	Fullerton	Huntington Beach	Anaheim	Santa Ana	Seal Beach
FY2013/14	–	\$109,310	\$225,590	–	\$300,308
FY2014/15	\$14,978	\$71,460	\$193,505	–	\$365,000
FY2015/16	\$18,148	\$93,340	\$289,400	\$48,480	\$320,000
FY2016/17	\$41,479	\$110,000	\$225,000	\$50,000	\$254,440
FY2017/18	\$30,000	\$110,000	\$0	\$75,000	\$263,400
Average	\$26,151	\$98,822	\$233,374	\$57,827	\$300,630

Anaheim discontinued its pay to stay program in early 2017, and so its average includes only the first four years. Given the closing of pay to stay operations in Anaheim that year, it is notable that the limiting of program supply did not correlate to a major immediate increase in the revenue of other cities' programs.

Even with a 2017 average daily population of 5.3 – significantly below capacity – Seal Beach has historically operated with higher pay to stay revenues than other cities. Even after adjusting for the price of each program, it is clear that Seal Beach is attracting more participants and/or longer lengths of stay than many of the other programs.

(2.4) Other Detention System Revenue

Contract and booking fees for housing inmates for other jurisdictions is a significant source of revenue in addition to the pay to stay programs. The scope and revenue generated from other detention services varies considerably from city to city. Until recently, Santa Ana operated a large contract with ICE that generated the vast majority of its revenue – as much as \$15m per year. Because this contract has been terminated,

³ Figures use the most recent budget number available, whether actual, estimate, amended, or adopted.

Santa Ana now has significantly higher availability to house inmates for pay to stay and other programs, such as U.S. Marshals inmates.

The following table aggregates these statistics by municipality, excluding all revenue that was generated by the contract between Santa Ana and ICE:

Contract and Booking Fee Revenue by City

Fiscal Year	Huntington Beach	Anaheim	Santa Ana⁴	Seal Beach
FY2013/14	\$274,725	\$172,900	–	\$5,832
FY2014/15	\$353,320	\$124,794	\$450	\$7,130
FY2015/16	\$409,311	\$135,150	\$18,152	\$9,000
FY2016/17	\$511,084	\$170,000	\$50,000	\$10,200
FY2017/18	\$511,084	–	\$18,000	\$10,500
Average	\$477,160	\$152,575	\$28,717	\$9,900

Compared to the Huntington Beach and Anaheim, Seal Beach receives less revenue for other contracts and booking fees. Without its contract with ICE, Santa Ana receives relatively little in revenue from other detention services in comparison to the size of its facility and number of personnel assigned.

(2.5) Detention Facility Staffing and Operating Costs

The following table provides statistics on each facility, as well as the number of personnel assigned to detention operations in each city:

⁴ Figures for Santa Ana exclude all revenue from its contract with ICE, which was terminated in early 2017.

Detention Facility Capacity and Staffing by City

Category	Huntington Beach	Santa Ana	Seal Beach
Facility Type	Type 1	Type 2	Type 1
Inmate Capacity	82	480	15/30
Managers and Supervisors	5	7	1
Detention Officers	13	61	6
Other Personnel	0	13	0
Total FTEs	18	81	7

Compared to the other two in the table, the Seal Beach operation is relatively small, and has less capacity to enter into large contracts for leasing jail beds to outside entities.

Given the extensive variation in the staffing of each facility, the costs of operating each detention operation differ considerably as well. The following table provides the total operating costs of each jail/detention unit by fiscal year, including all expenditures relating to personnel, supplies, services, and other applicable categories:

Total Jail/Detention Operating Costs by City

Fiscal Year	Fullerton	Huntington Beach	Santa Ana	Seal Beach
FY2014/15	\$603,711	\$2,771,772	\$15,631,830	\$834,200
FY2015/16	\$704,339	\$2,798,286	\$15,889,108	\$766,661
FY2016/17	\$733,741	\$2,983,802	\$17,359,945	\$869,300
FY2017/18	\$727,496	\$3,033,066	\$11,840,586	\$894,400
Average	\$721,859	\$2,938,385	\$15,029,880	\$843,454

The operating costs shown previously are not specific to the pay to stay programs, and instead for the jail/detention operation as a whole. As a result, it is important for an examination of revenue and operating costs to include all sources of detention system revenue, such as contracting for jail beds with outside agencies.

(2.6) Comparison of Detention Facility Revenue and Operating Costs

The following table provides an expanded comparison of the total revenue from pay to stay programs and other fees/contracts versus total operating costs, with all figures averaged over all years of data shown in this analysis. Revenue generated by the contract between Santa Ana and ICE has been excluded because the contract was terminated in early 2017, causing revenue to drop sharply that year. Because of this effect on Santa Ana's average revenue, combined with the recently introduced restrictions on the creation of new contracts with ICE, the revenue from the former contract was omitted from the table.

Comparison of Jail Operating Costs and Revenue by City

	Fullerton	Huntington Beach	Santa Ana	Seal Beach
Total Revenue (excl. ICE)	\$26,151	\$575,982	\$86,544 ⁵	\$310,530
Total Operating Cost	\$692,322	\$2,896,732	\$15,180,367	\$841,140
Net +/-	-\$666,171	-\$2,320,750	-\$15,093,823	-\$530,611
as % of cost	-96%	-80%	-99%	-63%

Anaheim has been excluded from the table because its operating costs could not be isolated from other police department budget items.

(3) Conclusions and Findings from the Comparative Survey of Orange County Pay to Stay Programs

A number of conclusions can be made from the comparative research and analysis of financial data pertaining to SBPD jail operations:

- The five municipal pay to stay programs in Orange County are highly similar to one another. Fee schedules all exist within a narrow range, limiting the elasticity (and flexibility) in pricing pay to stay detention services.

⁵ Revenue from ICE contracts has averaged over \$10.6m in the four-year period from FY2013-14 to FY2016-17, reaching a maximum of \$15,980,000 in FY2015-16.

- Comparing the operating costs of the unit to revenues (including both contract detention and pay to stay), the SBPD jail operate at a significant loss.
 - On average over the past four years, only 37% of SBPD detention service costs have been recovered.
 - Pay to stay revenue has declined over the past five years.
- There are no pay to stay operations that generate more revenue from the program than it costs to operate. Other pay to stay programs operate at a far greater loss relative to jail operations costs compared to Seal Beach.
- Other than Fullerton, the capacity of the Seal Beach detention facility is significantly smaller than the others. Likewise, Seal Beach has the fewest detention officers of the group.

Clearly, from a perspective of cost recovery, there are significant issues with the current model for detention services in Seal Beach.

2. Analysis of Detention System Alternatives

The following subsections present three alternatives to current Seal Beach detention operations, including an analysis of opportunities for improvement and potential effects of implementing the associated recommendations.

(1) Alternative A: Continue Operations and Attempt to Increase Revenue

If the pay to stay program continues to operate, it is critical that efforts be taken to increase the revenue of detention operations. Because the Seal Beach detention facility is not housing pre-trial inmates, nor does it house inmates convicted of municipal offenses (e.g., the jail does not house inmates for unpaid fines assessed by the city), its population is limited to sentenced inmates that are optionally assigned by the court. As a result, the pay to stay program is an enterprise, and essentially competes in a 'market' with other pay to stay programs in the county.

Seal Beach's pay to stay program retains a major share of the market, averaging 47.6% of all pay to stay revenue in Orange County. Despite this, average daily population (ADP) for 2017 was just 5.3, indicating significant capacity remaining to house additional inmates. Potential opportunities to increase the market share of the pay to stay program and increase revenue from other sources can be subdivided into several categories:

- **Pricing:** For inmates choosing to participate in a pay to stay program, Seal Beach is the second-most expensive. Opportunities to expand revenue through changes to fee schedules are limited:
 - Anaheim, largest competitor in terms of revenue, charges \$100/day compared to SBPD's rate of \$120/day (not including work release and weekend program surcharges). Given these considerations, there is not significant flexibility in setting prices.
 - For Seal Beach to reach \$500,000 in pay to stay revenue (still well short of the program's cost), and assuming that a higher price does not decrease the number of inmates from 2017 levels, the daily rate would need to be upwards of \$255, which is nearly double the next-highest program fee.
- **Program Desirability and Amenities:** Previous marketing efforts have advertised the amenities of the program to attract interest. Adding additional amenities, such as fitness equipment, could also entice potential applicants. There may be potential unintended consequences of increasing amenities, however, as the courts may be less likely to assign an inmate if the experience is too attractive.
- **Flexibility and Eligibility:** Additional measures can be taken to increase the potential pool of applicants for the program, including:
 - Providing options for additional flexibility in serving a sentence may be an option, although Seal Beach already offers weekend-only programs. SBPD also currently does not allow female inmates to participate in the program, although one other program (Huntington Beach) does.
 - In balance with considerations for liability and staffing impacts, opportunities could be examined to change current medical restrictions that are currently in place. For instance, some facilities restrict inmates that are prescribed psychotropic medications, while others have more nuanced policies.

- **Contract Revenue from Other Sources:** As with the other municipal jails in Orange County that operate pay to stay programs, SBPD is able to house prisoners for other agencies.
 - Relative to some of the other Orange County cities that maintain pay to stay programs, Seal Beach receives less revenue from these other sources.
 - Huntington Beach, which operates an 82-person capacity facility with an operating budget of \$3,033,066, receives \$511,084 from other sources⁶ – more than any other city included in the comparative survey.

Ultimately, each of the potential opportunities outlined above amount to relatively marginal differences in revenue. For adopted FY2017-18 SBPD jail operating costs to be fully recovered, its estimated pay to stay revenue in that fiscal year would need to grow by \$620,500 – with the increase itself representing approximately 2.4 times the current revenue of the program. The total combined revenue of all pay to stay programs in Orange County was \$680,919 in FY2016-17⁷. **Even if Seal Beach had 100% of the market share in Orange County for pay to stay programs, detention operations would fall considerably short of achieving full cost recovery.** Consequently, it is likely not possible in the immediate future for full program cost recovery to be achieved through pay to stay revenue alone.

(2) **Alternative B: Examine the Feasibility of Renting Jail Beds to ICE**

In addition to increasing contract with other jurisdictions and agencies (e.g., U.S. Marshals) for bed space, a number of jails retain contracts with ICE to rent beds for immigration custody. According to OCSD, the county receives around \$94/day per bed

⁶ Both the revenue and operating costs shown for Huntington Beach are figures from the FY2017-18 adopted budget.

⁷ FY2016-17 figures have been used because pay to stay revenue data for Anaheim in FY2017-18 was \$0 as a result of the program being discontinued.

from ICE after factoring out medical expenses. If Seal Beach was able to contract with ICE for 3,650 jail bed days (10 beds continuously occupied for an entire year), this would equate to \$343,100 in revenue being generated annually – a significant step toward eliminating the cost gap.

With the recent passage of California AB-103, however, law enforcement agencies in the state are now prohibited from entering into new contracts with U.S. Immigration and Customs Enforcement (ICE) for housing individuals detained in civil immigration custody.

A selected portion of the AB-103 act reads as follows:

CHAPTER 17.8. Housing Contracts

7310. (a) A city, county, city and county, or local law enforcement agency that does not, as of June 15, 2017, have a contract with the federal government or any federal agency to detain adult noncitizens for purposes of civil immigration custody, is prohibited from entering into a contract with the federal government or any federal agency, to house or detain in a locked detention facility noncitizens for purposes of civil immigration custody.

(b) A city, county, city and county, or local law enforcement agency that, as of June 15, 2017, has an existing contract with the federal government or any federal agency to detain adult noncitizens for purposes of civil immigration custody, shall not renew or modify that contract in such a way as to expand the maximum number of contract beds that may be utilized to house or detain in a locked detention facility noncitizens for purposes of civil immigration custody.

Orange County has joined the U.S. Department of Justice lawsuit against the AB-103 and two other related California laws (SB-54 and AB-450). Despite the ongoing legal challenge, the provisions enacted in AB-103 remain in effect. After nearby Los Alamitos recently passed a resolution declaring that the city will opt out of these laws, the Seal Beach City Council voted to hold off on considering a similar resolution until the legal action is resolved.

Notwithstanding the ongoing legal challenges, there are several limitations in Seal Beach's ability to house ICE detainees. Given the size of the facility and number of detention staff, SBPD does not have the ability to segregate the jail population. Whereas some ICE detainees may be labeled as high-risk inmates by other jail classification systems and housed separately from low-risk inmates, the SBPD facility does not provide for this. Additionally, while pay to stay inmates are serving criminal sentences, all ICE detainees are detained in civil custody.

Santa Ana, which formerly operated a significant ICE contract worth over \$15m annually, operates a Type II facility with a total capacity of 480, about half of which was reserved for ICE. Seal Beach could potentially be too small for the economies of scale to work for ICE versus other contracting opportunities. If SBPD was able to enter into a contract with ICE, depending on inmate risk classification and other factors, additional detention personnel may be needed to accommodate these issues.

In spite of these issues, **there are no viable options for contracting with ICE under current California law**, pending any outcomes from the ongoing legal challenges.

(3) Alternative C: Explore the Feasibility of Contract and Regional Detention System Alternatives

The City could explore other options which could not be pursued within the scope of this study – contracting out operations of the detention facility or joining with another jurisdiction in a regional approach. The following points should be considered with respect to these alternatives:

- **Contracting** – Contracting with the private sector for the operation of a local detention facility such Seal Beach's is not common, but it is possible. However, this option really does not alter the cost effectiveness of the operation – costs

would not be significantly lower for quality employees and the revenue would not change at all.

- **Regional Jail** – The City could explore defraying the cost of the jail by joining with one or more regional jurisdictions. Seal Beach has a long history of working with its neighbors on public safety service delivery (e.g., fire service from the Orange County Fire Authority, regional emergency communications, participation in regional task forces, etc.). It would need to be demonstrated that interest in a regional jail was there for any neighbor through discussions with them. However, unless capacity could be increased in the jail there is no opportunity to reduce costs by sharing.

While service delivery alternatives should be explored, the same issues with current jail operations – operating costs, inability to increase revenue, capacity limitations – would exist in the alternatives as well.

(4) Alternative D: Cease Detention Operations and Reallocate Personnel

The third and final alternative presented as part of this analysis is to discontinue the pay to stay program and cancel any detention contracts that are currently in place, effectively closing Seal Beach detention operations after the sentences/stays of all current inmates have been completed.

Prior to determining a course of action for the future of the Seal Beach detention services, it is critical to examine the potential consequences of closing the facility on not only finances, but on the operations of the department. These issues have been grouped together by subject area.

(4.1) Impacts on Patrol Operations of Jail Transport and Booking Workloads

While the pay to stay operation can in many ways be considered as an enterprise, it is not fully independent of other department operations. In the absence of having detention officers available to transport inmates to the Theo Lacy (OCSD) jail in Santa

Ana, patrol officers would be responsible for completing this responsibility, taking time away from their deployment in the field.

The project team analyzed a year of CAD data to determine how much workload this would represent and estimate the magnitude of any impacts from patrol officers assuming these duties. In municipal police departments across the U.S., it is far more common for this to be the practice, although the rate of jail transports per call and the workload involved vary significantly from agency to agency.

For the purposes of this analysis, it is assumed that patrol would handle all jail transports recorded in CAD (152 in total), as well as an additional crime incidents that can often involve transports to detention facilities or holding in the SBPD detention facility, namely PC 647 F-H (offenses relating to public intoxication, exposure, and others), VC 23152 (DUI), and VC 23153 (DUI with injury). It is important to note that this may overestimate these workloads, as PC 647(647(c) (panhandling), 647(e) (unauthorized lodging), and 647(h) (loitering) incidents do not always result in transport and booking in jail.

The following table provides how the breakdown of total patrol workload would be shaped if patrol handled all 152 jail transports/bookings and observations that were completed in 2017, as well as 135 PC647 and 98 VC23152/VC23153 offenses at an average of 180 minutes each:

Patrol Workload *(If Patrol Completed All OCSD Jail Transports)*

	Value	%
Total Number of Calls for Service	10,721	
Avg. Primary Unit Handling Time (min.)	28.3	43%
Backup Units Per CFS	0.75	
Avg. Backup Unit Handling Time (min.)	21.3	24%
Reports Written Per CFS	0.33	
Time Per Report (min.)	45.0	23%
Jail Transports/Bookings Per CFS	0.04	
Time Per Jail Transport/Booking	180.0	10%
Avg. Workload Per Call (min.)	65.5	
Total Workload Hours	11,695	

Even with jail transports estimated to take as long as three hours each, they would only represent about 4% of total patrol workload. This has a slight effect on staffing needs, as shown in the following table:

Calculation of Patrol Staffing Needs *(If Patrol Completed All OCSD Jail Transports)*

Category	Value
Net Available Work Hours Per Officer	1,575
Total Workload Hours	11,695
Proactivity Target	52.2%
Turnover	5.0%
Patrol Officer FTEs Needed	17

With the added workload of transporting all inmates to the OCSD jail, taking an average of 180 minutes per transport and booking, 17 authorized positions are needed in order to maintain the current proactivity level of 52.2%. This number also accounts for turnover, which retains the normative value of 5.0% attrition per year.

This analysis demonstrates that the potential impacts of closing detention system operations and tasking patrol with jail transports/bookings and holdings could be reversed by adding one additional officer position. This could be done entirely with the savings generated by making the change, and still have savings left over. The additional officer would not only be able to fill in for the transports/bookings and detention facility holdings, but also provide proactive patrol, additional backup availability, and the potential for marginal improvements to response times, particularly for low-priority incidents.

(4.2) Impacts on OCSD Booking Fees Charged to Seal Beach

It is important to note that if Seal Beach ceased detention operations, the city would not likely incur additional costs from booking fees. The Seal Beach municipal jail does not house pre-trial inmates, and so all costs from booking prisoners at OCSD's Theo Lacy facility are already incurred by the city. In the City of Seal Beach FY2016-17 amended budget, costs relating to booking fees are estimated at \$6,000, which is roughly equivalent to cities that do not have a pay to stay jail. For instance, the much smaller City Los Alamitos estimated booking fees in the same fiscal year at \$2,000.

(4.3) Impacts on the Availability of Pay to Stay Programs in Orange County

Even with Seal Beach residents making up a very small percentage of pay to stay inmates, the program represents a service being offered to Orange County. In effect, the Seal Beach pay to stay program functions not as an alternative to incarceration, but rather as an alternative incarceration experience. Elimination of the program would remove this service offering to Orange County.

Nonetheless, there are four⁸ other pay to stay programs in Orange County, each of which generates less revenue than Seal Beach. Aside from Fullerton, the other detention facilities have higher capacities and operate with more personnel. As a result, it can be assumed that the revenue loss of the Seal Beach detention facility would be absorbed by the other four cities, as the available capacity in other detention facilities is likely sufficient to accommodate those hoping to apply to a pay to stay program.

(4.4) Alternative Roles for the Detention Sergeant

The detention sergeant possesses additional roles that are handled collaterally to the jail supervision duties, including functioning as the department's crisis intervention training (CIT) instructor, jail management system administration, probable cause declaration coordination, and other roles.

Given the critical needs for supervisors and managers that can handle ancillary roles, retaining the sergeant position in the event of detention facility operations being discontinued could present significant opportunities to remedy the issue. By converting the detention sergeant into a full time administrative sergeant, a number of additional collateral duties could be taken on by the position, freeing up other supervisors and managers from a number of their ancillary roles.

By the same token, choosing to not retain the detention sergeant position would significantly exacerbate the ancillary duty issue, forcing roles such as CIT instruction being redistributed to other supervisors and managers that are already overloaded with

⁸ Anaheim recently discontinued its pay to stay program, and is in the process of restructuring jail operations. If Anaheim is excluded, there are currently four other pay to stay programs in Orange County.

collateral duties. As a result of these considerations, it is clear that if detention facility operations are discontinued, the detention sergeant position should be retained and converted to an administrative sergeant position.

(3.5) Net Financial Impact of Closing Detention Facility Operations

Detention services as a whole total \$894,400 as of the City of Seal Beach FY2017-18 adopted budget, excluding any capital expenditures. Revenue figures for FY2017-18 are listed at \$273,900, including from both the pay to stay program and contract inmate revenue.

Assuming that the sergeant position is retained, closing detention facility operations and eliminating the detention officer classification would eliminate all of its expenditures except for the cost of the sergeant. Based publicly available data relating to compensation and adjustments for non-compensatory costs of supporting positions, the cost of the position can be estimated at around \$220,000.

Consequently, the net impact of closing detention facility operations can be calculated by factoring out the lost revenue from the unit's operating costs, while adding back the cost of the sergeant position, as shown in the following table:

Impact of Closing Detention Facility While Retaining the Sergeant Position

FY17-18 Operating Costs			-\$894,400
FY17-18 Detention Revenue	+	\$273,900	
Add Back Cost of Sergeant	+	\$220,000	
.....			
Est. Net Impact on Costs	=		-\$400,500

Overall, closing detention facility operations, while eliminating the 6 detention officer positions and retaining the sergeant position, would save approximately \$400,500

annually. These figures do not take into account costs from the recommended addition of one officer position to patrol if the detention facility is closed, nor do they reflect the cost of the additional sergeant position that would be needed if detention services are retained.

(4) Conclusions

In reviewing the feasibility of other operating models and opportunities to enhance the revenue of the pay to stay program and detention facility as a whole, it is evident that opportunities to reform operations and increase revenue are insufficient to achieve full or near-full cost recovery.

Closing detention facility operations would reduce expenditures by approximately \$400,500, assuming that the detention sergeant position is retained and assigned as an administrative sergeant. Within the context of other recommendations in this report, the funding can be reallocated toward other priorities in the department. A key factor in making this recommendation was the evaluation of impacts that this change would have on patrol operations, as a result of officers being tasked with transporting inmates to the OCSD jail. While this would add workload to patrol (and comprise about 4% of all patrol officer committed time), the effect that this would have on proactive capabilities is marginal. The change would also free up the detention sergeant to take on a number of collateral duties from other supervisors and managers. Given how many of the sergeant's current ancillary duties are related to detention operations, the move would have a major effect on remedying the issue of staff being overloaded with collateral duties throughout the department.

In summary, there are significant issues with the pay-to-stay program and detention facility operations, as this analysis demonstrates:

- Inmate capacity cannot be increased to increase revenue because of the size and design of the jail.
- Revenue cannot be increased because of market competition.
- Other alternatives, such as contracting or joining with another jurisdiction could be explored but would not change the overall cost effectiveness.
- The potential impacts of closing detention system operations and tasking patrol with jail transports/bookings and holdings could be reversed by adding one additional officer position. The additional position could be funded entirely by the savings generated from closing the detention facility.

Recommendations:

Close detention facility operations after all current inmate sentences have been completed. Additionally:

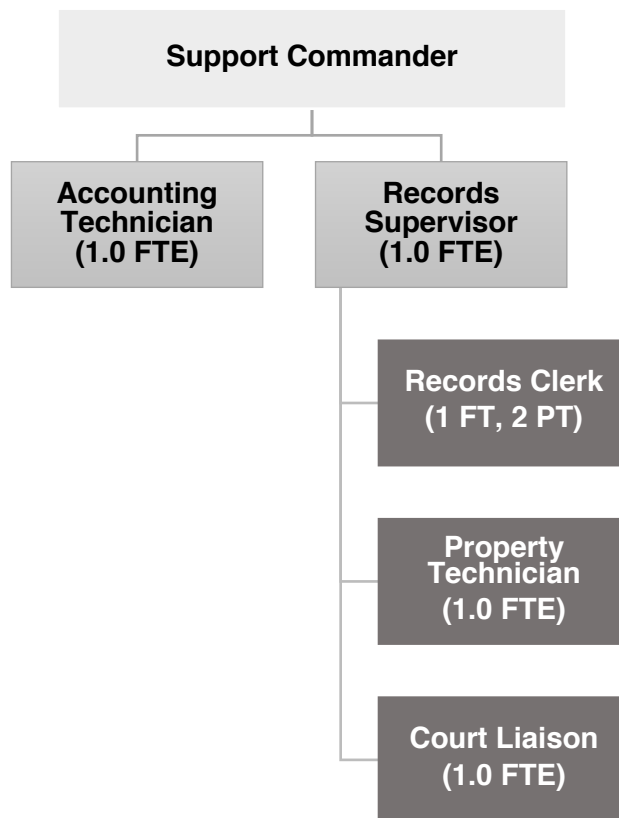
- **Reduce number of detention officers from six (6) positions to zero (0).**
- **Add one additional officer position to patrol using a portion of the estimated \$405,000 in savings generated by closing detention facility operations. Adding the position will offset the impact of closing detention services on patrol operations, based on analysis of the additional workload that would patrol would be required to handle.**
- **Retain the one (1) sergeant position currently assigned to Detention Services and reassign the role as an administrative sergeant, taking up a number of ancillary duties from other personnel.**

An additional administrative sergeant role is needed to handle collateral duties from other supervisors and managers in the department, regardless of whether the decision is made to close detention facility operations. If the detention facility is retained, this will require the addition one (1) sergeant position. If the detention facility is closed, no additional position is needed.

2 | Support Services Section

1. Analysis of Support Services

The Support Services Section includes Finance and the Records Unit. The Finance section is responsible for financial administration for the Department – payroll, purchasing, grants, etc. The Records Unit is responsible for providing operational support to various functional areas of the SBPD, including records, public lobby, property and evidence, court liaison, and various other customer service duties. The Records Unit is led by the Records Supervisor, a non-sworn manager. The following chart shows the organizational structure of the support services staff included in this analysis:



As the organizational chart indicates there is only one (1) full-time financial position in the Department, three (3) Records Clerk, one (1) Property Technician, and one (1)

Court Liaison. The project team evaluated the staffing levels for each of these positions and functional areas. The following subsections discuss the duties of these positions, their current workload levels, and staffing recommendations for those services.

(1) Accounting Technician

The Accounting Technician is the primary and only financial services position with the Department. It is a non-sworn position in compliance with best management practices. The duties for this position includes preparing and processing payroll, developing and monitoring the budget, budget forecasting for the department, revenue collection and reporting, purchasing support, overtime reports, and grant management.

There is one full-time financial / accounting position for the 53 total full-time equivalents within the Police Department. The typical ratio for finance staff to overall city staff is approximately 2-3 Full-Time employees per 100 employees, or a ratio of 1 Employee to 50 FTE. Therefore, the Department is adequately staffed at 1 full-time financial position.

The project team collected information regarding the types of activities, average time per activity, and number of activities performed by the Accounting Technician. This information was used to calculate the annual hours of workload for the Accounting Technician function, which was divided by the productive hours to calculate the total number of FTE required. The table below outlines the process for calculating the Productive Hours utilized throughout this analysis for civilian (non-sworn) full-time staff:

Factors Used to Calculate Patrol Net Availability

Work Hours Per Year

The total number of scheduled work hours for full-time staff, without factoring in leave, training, or anything else that takes away from normal on-duty work. This factor forms the base number from which other availability factors are subtracted from.

Base number: 2,080 scheduled work hours per year

Total Comp Time (subtracted from total work hours per year)

Includes all hours accrued as it relates to comp time. The estimate of 36.60 hours per year is calculated from SBPD data for Support Services staff

Calculated from SBPD data: 36.60 hours of leave per year

Total Float / Admin Time (subtracted from total work hours per year)

The total number of hours associated with floating holidays or administrative leave. The estimate of 19.80 hours annually is calculated on actual accruals of SBPD Support Services Staff and averaged across the positions.

Calculated from SBPD data: 19.80 hours of leave per year

Total Federal Holiday Time (subtracted from total work hours per year)

The total number of hours associated with federal holidays. There are ten (10) federal holidays recognized, and based upon 10-hour shifts, it has been estimated at 100 hours annually.

Estimated: 100.00 hours of leave per year

Vacation Time (subtracted from total work hours per year)

The total number of hours taken associated with sick leave. The estimate of 143.71 hours per year was calculated from SBPD actual leave accrual data for the Support Services Unit only.

Calculated from SBPD data: 143.71 hours of leave per year

Sick Time (subtracted from total work hours per year)

The total number of hours taken associated with vacation. The estimate of 105.24 hours per year was calculated from SBPD actual leave accrual data for the Support Services Unit only.

Calculated from SBPD data: 105.24 hours of leave per year

Administrative Time (subtracted from total work hours per year)

The total number of hours per year spent completing administrative tasks while on-duty, including briefing, meal breaks, and various other activities.

The number is calculated as an estimate by multiplying 1 hour per workday by the number of days in a week (5) and by number of weeks within a year (52).

Estimated: 260 hours of administrative time per year

Total Net Available (Productive) Hours

After subtracting the previous factors from the total work hours per year, the remaining hours comprise the total *net available hours* for officers – the time in which they are available to work after accounting for all comp time, floating holidays, sick, and vacation. Net availability can also be expressed as a percentage of the base number of work hours per year.

Calculated by subtracting the previously listed factors from the base number:
1,414.64 net available hours per officer

The following table summarizes this calculation process, displaying how each net factor contributes to the overall net availability of patrol officers and RDA unit staffing:

Calculation of Support Services Unit Net Availability

Calculation Factor	Value
Base Annual Work Hours	2,080
Total Comp Time Hours	– 36.60
Total Floating / Admin Hours	– 19.80
Total Holiday Hours	– 100.00
Total Vacation Hours	– 143.71
Total Sick Hours	– 105.24
Administrative Hours	– 260
Net Available Hours Per FTE	= 1,415

As the table above indicates the net available hours for civilian staff within Seal Beach PD are approximately 1,415 hours annually. 1,415 hours represent approximately 68% of the total full-time hours (2,080) of a position. Based upon the tasks and the data

collected, as well as the net available hours calculation, the project team conducted a staffing analysis for the Accounting Technician position. It is important to note that the tasks represented in the table, as well as the time per activity, and the number of activities are estimates and are not comprehensive of any and all tasks performed by the Accounting Technician. Certain tasks may be added to the position's list of duties as there is need for those tasks, or they may be factored into other tasks noted in the table below. The Time per Activity represents an estimate based upon discussion with the Accounting Technician as well as typical time seen for those activities among other agencies. The number of activities annually, represents whether the activity is performed once a year, weekly, or bi-weekly. The following table shows by task the total annual hours necessary and thereby the total number of staff necessary to perform the workload:

Accounting Technician – Annual Workload Calculation

Task	Time per Activity (Hours)	# of Activities	Annual Time (Hours)
Payroll	24	26	624
Weekly Budget Reports	2	52	104
Purchasing	2	52	104
Budget	150	2	300
Parking Reports	2	12	24
Overtime Reports	4	26	104
Grant Management	50	1	50
Total Hours			1,310
Net Available Hours			1,415
Total FTEs Required			0.93

As the table above indicates based upon the workload and activity analysis, and the productive hours for the Accounting Technician, the Department requires 0.93 FTE. This means that at 1.0 FTE, the Department is sufficiently staffed. If there is an unexpected increase in workload or additional tasks and duties added to the position, there is limited capacity for the position to absorb this workload.

The only concern with one full-time Accounting Technician is that Departmental staff are not cross-trained in the Technician's duties as they are specific to the financial function. Financial knowledge and skills are technical and cannot be easily cross-trained with other civilian staff. Additionally, with payroll there is sensitive and confidential information regarding employees within the Department, and as such only specific staff can even access or change that information. This type of technical skill set required limits the ability to have staff within the Police Department serve as backup for the Accounting Technician.

The payroll duties specifically performed by the Accounting Technician on a bi-weekly (2x a month) basis are related to reviewing and coding timesheets for the Police Department staff. This includes identifying any specialty pay, overtime hours, vacation, different types of leaves, as well as if there are different funding sources i.e. grants, then identifying the appropriate accounting code for the timesheet. Once the timesheets are processed by the Accounting Technician they are sent to the City's Finance Department for processing the payroll checks.

Due to the specific nature of the tasks associated with payroll within the Police Department, this task should be cross-trained for within the Police Department. Additionally, as the information being dealt with in regards to the timesheet is confidential and sensitive information, it is the project team's recommendation that this cross-training be provided to the Support Services Commander. The Support Services Commander would already be privy to the majority of the information, and would only need to serve in a backup capacity if the Accounting Technician was on leave. Due to the critical nature

of payroll for an agency's operations, it is critical that the Support Services Commander be trained on how to process and approve timesheets. There is no need to add additional position to serve as backup capacity for payroll.

In addition to serving as backup for the payroll function, the Support Services Commander should also provide backup support as it relates to approval of invoices and extraction of reports from the financial system – parking reports, overtime reports, budget reports, etc. The majority of these reports should be set up in the Financial system, already, so serving as back-up would involve just requiring the knowledge to extract or generate the report from the system.

Adding these backup duties to the Support Services Commander affects their workload only if the Accounting Technician is unavailable. Currently, there is capacity for the Accounting Technician to perform these duties consistently, but this knowledge should be retained within the Department in the event that it is needed.

It is the project team's recommendation that Grant Monitoring backup should be provided through the City's Finance Department. The City's Finance Department already handles grants management on behalf of other City departments, and if there was a need for pressing grant reporting requirements, the Finance Department should be able to absorb those duties. The Accounting Technician should work with the Support Services Commander and the Finance Director to ensure that there is the technical expertise and capacity within the Finance Department to provide this support.

The recommended backup roles being split between the City and within the Police Department should be clearly documented and agreed upon between the Support

Services Commander and the City's Finance Department. The documentation of the policy ensures that as there is turnover in either the Police Department or the City's Finance Department, the roles and expectations are still clear regarding the split between the duties.

Recommendation:

The Support Services Unit at one (1) Full-time Accounting Technician is sufficiently staffed.

Backup duties related to the Accounting Technician should be split between the City's Finance Department for grant support, and the Support Services Commander for payroll and Department specific reports and activities.

The support and backup duties should be documented in an internal policy and procedure document for reference.

(2) Records Unit

The Records Unit is a support services unit, which consists of the Court Liaison, Property & Evidence Technician, and the Records Clerks and Police Aides. The following sections discuss each of these positions and their staffing needs.

(2.1) Court Liaison

The primary role of the Court Liaison is to file court cases with the District Attorney's Office, which includes producing discovery for the different cases, subpoenas. Additional duties include processing traffic citations, registering sex offenders, drug users, arson offenders, and AP109, conduct background checks, and issue pawn licenses. The position also provides support to Records Clerk during busy times at the counter and serves as back-up to the Property & Evidence Technician. This a full time non-sworn position classified as a Senior Community Services Officer (CSO).

The project team collected some initial information regarding workload. The following table shows some of the workload statistics for the past year (2017):

Court Liaison Workload (2017)

<u>Activity</u>	<u>Volume of Activity</u>
# of Cases Filed	1,243
# of Phone Calls Answered	1,620
# of Requests for Discovery	852
# of Case Folders Created	1,997
# of Files Submitted to DA	20,415
# of Electronic Citations	2,053
# of In-Dash Footage Recordings Reviewed	1,704

The activities in the table above are only some of the duties performed by the Court Liaison. As the count indicates there is a significant amount of workload associated with this position. Additionally, the count does not reflect the level of effort necessary to perform some of these activities. For example, the requests for discovery can sometimes include processing in-dash video. The process time for an in-dash video is just as long as the video itself, i.e. if the footage is 30 minutes, it takes the system 30 minutes for that video to be processed and burned.

The workload in the previous table also does not capture the backup duties of the Court Liaison. The Court Liaison spends approximately one day a week serving as backup for the records staff (Fridays) while also providing additional backup and support to the Property and Evidence Technician. The backup duties represent between 20-25% on a weekly basis for the Court Liaison, which is a significant workload in addition to all the prescribed duties.

There is limited cross-training of other Departmental staff in the Court-Liaison position. The part-time records staff can process some of the simpler requests for

discovery and the in-custodies, but unless the information being requested is priority, the workload remains piled up while on the Court Liaison is on leave. Therefore, there is limited capacity in-house to help with mitigating or processing Court Liaison's workload and backlog of work.

It is the project team's recommendation that the Court Liaison be removed as the backup for the Records staff. While it is essential that staff in the Support Services Unit are cross-trained and that the Court Liaison can perform these duties, they should not be such an intensive portion of their weekly workload. Based upon recommendations to staffing levels in the Records Unit, it is the project team's recommendation that the backup duties and support provided to Records staff be eliminated from the Court Liaison's duties. The Court Liaison should still perform all current duties, as well as serve backup to the Property & Evidence Technician, due to the training and attendance at the necessary conferences. With the elimination of the Records backup and support duties the Court Liaison is sufficiently staffed at one (1) full-time civilian employee and will have enough time to perform all of their prescribed duties.

Recommendation:

Backup and support duties associated with the Records Unit should be eliminated from the Court Liaison's duties, as that will free up approximately 20-25% of their annual workload to work on prescribed duties.

The Court Liaison at one (1) full-time position is sufficiently staffed with the elimination of the backup and support duties for the Records Unit.

(2.2) Property & Evidence Technician

The Property & Evidence Technician is the sole position in the Department responsible for managing all recovered or stolen property and evidence in Police cases.

The Seal Beach Police Department has only one property storage facility and its located within their headquarters, and it is manned by one full-time civilian Property & Evidence Technician.

The Property & Evidence Technician not only oversees the property and evidence facility, including entering, tracking, releasing, and purging the property and evidence; but the position also transports any forensic evidence to the Crime lab. The position due to cross-training and prior experience also provides support to Parking Enforcement at City Hall as well as assists with transportation of prisoners to the County Jail.

The project team collected workload data related to Property & Evidence for the Seal Beach Police Department. The following table shows the workload data for the last three years as well as the difference in workload between 2016 and 2017:

Property & Evidence Technician Workload

EVIDENCE:	2015	2016	2017	2016-2017 % Difference
RECEIVED	1,112	1,419	1,270	-11%
RELEASED	252	243	270	11%
DESTROYED	504	572	846	48%
AUCTIONED	128	101	84	-17%
DONATED/OTHER	24	47	30	-36%
OC LAB TRIPS	71	75	81	8%
OC LAB RELEASE	119	152	119	-22%
OC LAB RETURN	248	245	274	12%
MARIJUANA	30	55	25	-55%
METH	37	86	69	-20%
HEROIN	8	27	13	-52%
PILLS	16	29	50	72%
HASH / LSD	2	3	-	-100%
OTHER NARCOTIC	2	6	8	33%
TOTAL GRAMS	5,420	2,023	460	-77%
GUN DESTRUCT	22	14	29	107%
NARCO DESTRUCT	136	128	-	-100%
GUNS RELEASED	15	15	7	-53%

As the table indicates, overall, the level of workload generally seems to have decreased as it relates to Property & Evidence. There are a few key areas of increases in workload, these are: Evidence Released or Destroyed, number of lab trips and returns, number of pills, other narcotics, and number of guns destroyed. This suggests that there has been a more concerted effort to purge property, which while showing reduced statistics, still affects the workload.

It is important to note that the ratio of evidence purged (released, destroyed, auctioned, donated or other) has increased and for 2017 was at 97%. The typical goal is that the ratio should be 100% or higher. The City is fairly close to achieving that goal.

The City has just implemented a new property and evidence program beginning in November 2017 and allows the officers to book the items directly into the system, which has helped streamline the workload process associated with data entry of property and evidence items.

The backup to the Property & Evidence Technician is the Court Liaison. If the Property & Evidence Technician is offsite either due to Parking Enforcement, transportation of lab evidence, or transportation of prisoners, the Court Liaison has access to the Property & Evidence room and can retrieve and release property.

The project team also conducted a comparative survey of surrounding jurisdictions of similar size regarding the number of property and evidence staff. The following table shows for jurisdictions within Orange County, the total number of property staff, the total number of PD staff and ratio of PD Staff to Property & Evidence Staff:

Comparative Survey: Property & Evidence Technician

City	# of Property Full-Time Staff	Total Staff	Ratio of Property Staff to PD Staff
Seal Beach	1	53	0.02
Anaheim	10	649	0.02
Brea	2	110	0.02
Buena Park	1	129	0.01
Costa Mesa	2	205	0.01
Cypress	2	83	0.02
Fountain Valley	2	96	0.02
Fullerton	2	217	0.01
Garden Grove	2	231	0.01
Huntington Beach	4	349	0.01
Irvine	7	436	0.02
La Habra	1	110	0.01
La Palma	0	33	-
Laguna Beach	1	95	0.01
Los Alamitos	0	29	-
Newport Beach	1	229	0.00
Orange	2	254	0.01
Placentia	4	72	0.06
Santa Ana	13	619	0.02
Tustin	2	150	0.01
Westminster	2	128	0.02
AVERAGE (Excl. Seal Beach)	3	211.2	0.01

As the table indicates, the City of Seal Beach with only one full-time Property Staff falls below the average of 3 dedicated property staff seen in surrounding jurisdictions. However, due to the variability in the sizes of the jurisdiction as well as the types of services being provided in-house vs. contracted, the project team developed a ratio of Property Staff to Total Police Department Staff. Based upon the ratio analysis, the current ratio of 0.02 Property Staff for 1 Police Department staff or 1 Property Technician for 50 police department employees is above the average of 0.01 or 1 Property & Evidence Technician for 100 employees.

Based upon the comparative survey it seems that the City of Seal Beach is appropriately staffed in its Property & Evidence Department. However, it is important to

note that the Comparative Survey does not include any part-time staff dedicated to the Property & Evidence Technician. Additionally, all the staff listed in the Property & Evidence column are generally dedicated positions to Property & Evidence.

The current Property & Evidence Technician spends 60% of their time on property-related activities and 40% on all other activities. Additionally, the current Property & Evidence Technician only works Monday-Thursday, the only backup coverage on Friday is through the Court Liaison. The Property & Evidence Technician is currently classified as a Senior Community Services Officer.

Due to the Property & Evidence Technician's other cross-departmental responsibilities, items and tasks associated with the Property Evidence function such as purging, monitoring inventory, or conducting periodic formalized audits of the property and storage room are being backlogged. Therefore, it is the project team's recommendation that a part-time Community Service Officer position be added and dedicated to Property & Evidence. The position should work similar to police aides with two (2) 10-hour shifts, with one 10-hour shift on Fridays. This ensures that Property & Evidence facility is fully staffed five days a week, as well as provide dedicated backup for the Senior Community Service Officer.

The addition of this position will free up time for the Senior Community Services Officer to conduct audits and manage the purging process more carefully as the data entry and releasing of evidence can be overseen by the part-time non-sworn Police Aide. This position will also enable the Senior Community Service Officer to continue to provide

support for parking enforcement and transportation of prisoners to jail while also serving the primary functions of Property & Evidence management.

Recommendation:

A part-time Police Aide should be added and dedicated to Property & Evidence support, working two days a week, with one of those days being Fridays in order to ensure coverage five days per week. The fiscal impact associated with this recommendation varies from a low of \$17,000 to \$21,000, depending on the step and the benefits provided.

(2.3) Records Clerks & Police Aides

The last section of the Records Unit is the staff associated with staffing the public counter, processing police permit and applications, and overseeing Police Reports records management process. The Seal Beach Police Department has one (1) full-time and two (2) part-time records staff. The primary duties of the records staff are to man the public counter, process police reports, traffic reports, arrest reports, do data entry into CLETS, general records management for the Department, vehicle releases, property releases, etc.

The project team collected data regarding workload measures for the Records staff in 2017. The following table shows by activity the total number processed or reviewed:

Records Staff Workload (2017)

Activity	Volume of Activity
# of Reports Reviewed	8,643
# of Reports Provided to Customers	2,250
# of Vehicle Releases Processed	892
# of Court Packages Processed	3,729

As the table above indicates, there is significant workload for the Records staff especially as it relates to review and provision of reports. Reviewing of reports can sometimes be super simplistic and take very minimal time such as 5-10 minutes, and

other times it can be a little more intensive review as it relates to ensuring that all of the information is included. Furthermore, when providing reports to customers, the review process is typically a bit more time intensive, as it requires finding the report requested and reviewing the report requested to redact any information that is necessary to be redacted. Therefore, the workload statistics indicate that there is substantial workload for the one (1) full-time and two (2) part-time records division staff to handle and process.

In addition to reviewing reports, the other main duty of the Records staff is availability to answer questions and process miscellaneous police permits at the public counter. Therefore, as part of the workload and staffing analysis of the records staff, the project team reviewed the availability of staff at the counter. The Seal Beach Police Department is open to the public Monday through Friday 9am-5:30pm. The following table shows the number of records unit staff available at the counter by hour of day:

Records Unit Staffing Levels by Day and Time for Public Counter

Hour	Monday	Tuesday	Wednesday	Thursday	Friday
9:00am-10:00am	2	2	1	2	1
10:00am-11:00am	2	2	1	2	1
11:00am-12:00pm	2	2	1	2	1
12:00pm-1:00pm	2	2	1	2	1
1:00pm-2:00pm	2	2	1	2	1
2:00pm-3:00pm	2	2	1	2	1
3:00pm-4:00pm	2	2	1	2	1
4:00pm-5:30pm	2	2	1	2	1

As the table above indicates that on Wednesdays and Fridays, Records is short-staffed with one person available at the counter, compared to two individuals three days a week. Therefore, on Wednesdays, the Records Supervisor steps up to support the Records Clerk, and on Friday, the Court Liaison and / or Records Supervisor support the part-time records clerk.

While the Records Supervisor and the Court Liaison can and should provide support or backup to the Records counter and staff, this should not be a weekly or twice a week occurrence. The project team calculated the staffing level required for the Public Counter and the Records Unit to be staffed by two bodies for all five days. The following table shows the calculation:

Records Unit Staffing Calculation for Public Counter

<u>Category</u>	<u>Amount</u>
# of Records Staff Required	2.00
Hours per day	8.50
Days per Week	5.00
# of Weeks per Year	52.00
Annual # of Hours Needed	4,420.00
Net Available Hours ⁹	1,414.64
# of FTE Needed	3.12

Based upon the previous table, the Records Division needs 3.12 or 3.00 FTE to staff the public counter fully, for all five days a week. The Department is currently staffed with 1.0 FTE with two additional 0.5 FTE or a total of 2.0 FTE. Therefore, the Records Division is understaffed by 1.0 FTE to staff the counter at full service of two (2) staff five days a week.

In addition to the counter analysis, the project team also conducted a comparative survey related to records staff. The following table shows the total number of record staff by Orange County Jurisdiction, the total number of PD staff, and the ratio of records staff to PD staff.

⁹ Net Available Hours calculation has been explained earlier in the report and is based on actual leave accrual data.

Comparative Survey: Records Unit Staff

City:	# of Records Staff	Total Staff	Ratio of Records Staff to PD Staff
Seal Beach	2	53	0.04
Anaheim	23	649	0.04
Brea	8	110	0.07
Buena Park	10	129	0.08
Costa Mesa	21	205	0.10
Cypress	5	83	0.06
Fountain Valley	4	96	0.04
Fullerton	19	217	0.09
Garden Grove	20	231	0.09
Huntington Beach	22	349	0.06
Irvine	13	436	0.03
La Habra	11	110	0.10
La Palma	1	33	0.03
Laguna Beach	5	95	0.05
Los Alamitos	2	29	0.07
Newport Beach	11	229	0.05
Orange	16	254	0.06
Placentia	0	72	-
Santa Ana	18	619	0.03
Tustin	11	150	0.07
Westminster	5	128	0.04
AVERAGE (Excl. Seal Beach)	11.25	211.2	0.06

As the comparative survey indicates the City of Seal Beach is under-staffed comparatively for its records division at 0.04 Records staff to PD staff relative to the overall average of 0.06 Records staff to PD staff. The addition of a full-time records position will help bridge the gap by increasing the ratio from 0.04 to 0.06 and bring the City in line with other comparative agencies.

In addition to the full and part-time staff for the Records Unit staff, the City of Seal Beach follows best management practices by utilizing volunteers and interns. The volunteers and interns are primarily responsible for specialized or one-time projects such as scanning old reports, purging old records, processing mail, filing paperwork, clerical tasks, or entering citation information into the citation system. All of these uses of

volunteers and interns are consistent with industry standards for these types of services. It is recommended that the volunteers and interns should continue to be utilized in this capacity. However, as appropriate, the volunteers and interns are unable to assist the Records staff with time-consuming activities such as auditing and reviewing reports, developing monthly stats, or redacting reports for distribution to the public, as those require additional knowledge, skillset, or confidential clearance.

The addition of the new full-time Records Unit Community Services Officer, should be staggered to work Tuesdays-Fridays to ensure that there is a full-time coverage all five days at the Public Counter. The recommended full-time position should also assist the Department with addressing backlog issues related to police reports and records that are too sensitive or confidential to be handled by volunteers or interns. Lastly, as there is turnover in Police Aides and part-time positions, the presence of an additional full-time position can help manage the counter traffic during periods of recruitment and training associated with new part-time employees.

Recommendations:

A full-time (1.0) Community Services Officer position should be added to the Records Unit. The position should be staggered to work Tuesdays-Fridays, a 4-10 shift, to ensure full-time coverage at the public counter five (5) days a week. The fiscal impact associated with this recommendation is between \$68,000-\$83,000 depending upon the step and benefit levels.

The department should continue to utilize two (2) part-time Police Aides to help the Records Unit full-time staff, as well as volunteers and interns for support.

(3) Parking Enforcement

The Seal Beach Police Department is responsible for conducting parking enforcement throughout the city, and is staffed as follows:

Curr.	Auth.	Position	Unit Description
1 FT	1 FT	Lead CSO	<ul style="list-style-type: none"> • Perform parking enforcement in assigned (3 beat) areas throughout the City, Main Street and beach areas receive the most focus. • The Lead CSO is also assigned an area. The Lead CSO has collateral duties too – e.g., traffic sign board • Also enforce fire lanes, hydrant parking, street sweeping ordinance and towing. • Staff will also assist with traffic accidents, street closures and special events. • Staff will also work with school crossing guards.
2 FT	2 FT	Senior CSO's	
3 PT	3 PT	Parking Aides	

Parking enforcement duties are divided into reactive workloads (e.g., illegally parked vehicle complaints, abandoned vehicle complaints, etc.) and proactive workloads (e.g., meter enforcement, proactive enforcement of abandoned vehicles, etc.). While meter enforcement workloads are not tracked in the department's computer-aided dispatch (CAD) data, most reactive workloads are.

The following table provides the number of illegally parked vehicle incidents recorded in the CAD system, providing an illustrative view of one key driver of parking enforcement workload:

Illegally Parked Vehicle Incidents Recorded in CAD

Incident Type	# Events	HT
586	251	12.2
586B	74	15.0
Total	325	12.8

The "HT" column shows the average number of minutes it took to handle each incident, from the point at which a unit was dispatched to the time that the last unit was cleared from the event in CAD.

It is important to note that this is only a small portion of the workload handled by parking control personnel, as a large portion of their activity involves monitoring and enforcement of metered parking. As discussed previously the recommended addition of the part-time non-sworn Police Aide position will free up parking control personnel more to handle field workloads. With this change implemented, staffing resources are sufficient to handle current parking control roles and proactive enforcement needs, although service demand growth should be monitored in the future to determine whether additional needs will exist.

(4) Volunteers and Interns Are Significant Resources for the Seal Beach Police Department.

The use of volunteers to augment public services, especially police services, has grown in recent years. In part this is because of the effects of years of limited financial resources in support of support services as opposed to direct / core services. It also reflects members of the community who are available and want to be active in civic affairs. Not all communities are fortunate enough to have available and committed citizens who can and will be involved. Seal Beach is quite fortunate.

Volunteers fulfill a variety of administrative roles inside of the Seal Beach Police Department. These include, and are not limited to, data entry and filing of reports. There are four (4) administrative volunteers, at present assisting the Department internally in administrative and customer services roles. The Records Supervisor provides oversight for these volunteers.

However, the Department also has a “volunteers in patrol” (VIP) program in which 45 individuals last year contributed over 1,100 hours per month (an average of over 38

hours per day). The VIPs program is managed by the Corporal for Emergency Services who recruits, trains, schedules, evaluates, and counsels VIPS participants. Some of the roles of VIPs include:

- Vacation house checks
- Parking control
- Mail runs
- Beach patrols

Other volunteers supervised by this Corporal are involved in:

- Community Emergency Response Team (CERT)
- Radio Amateur Civil Emergency Service (RACES)
- Police Explorers
- Reserve Officer Program
- Chaplain Corps

Many hundreds of hours per year are dedicated by these volunteers each year.

In addition to volunteer resources, the Seal Beach Police Department has utilized interns to assist in administrative roles and responsibilities. Mostly, interns come to the Department via criminal justice programs at Cal State Long Beach and Dominguez Hills. Their responsibilities include front desk and day to day support duties.

(5) A Corporal Provides Emergency Management and Other Critical Roles for the Department.

The Seal Beach Police Department has dedicated a Sergeant to Emergency Management. These responsibilities in most agencies lie with a fire department. However,

Seal Beach is part of the Orange County Fire Authority which, of course, has an emergency management program but it is more regional in its focus.

The Emergency Management Corporal is responsible for the following:

- Responsible for coordinating emergency services for the Police Department and all other Departments within the City of Seal Beach.
- Participates in regional planning efforts and represents Seal Beach in regional emergency management efforts.
- The Corporal also provides oversight and direction to the Volunteers in Policing Services (VIPS), Community Emergency Response Team (CERT), Radio Amateur Civil Emergency Service (RACES), and Neighbor for Neighbor (N4N) volunteers.
- The Corporal will also cover sergeants and/or corporals as an on-duty watch commander when they are on leave for training, vacation and/or court.
- The Corporal will also back up certain roles of the Administrative Sergeant, especially public information.

The Corporal has other special projects assigned to her on an as-needed basis.

The Emergency Management Corporal is a vital position for the Department taking the lead with volunteers who contribute thousands of hours in service annually as well as the planning and management of municipal and regional natural emergencies. The combination of roles and responsibilities represent a full time job. Occasionally, the corporal fills a patrol shift when another position is on leave. For individual days (e.g., to cover sick leave) this is not an issue. However, use of this corporal to cover more extended leaves (e.g., vacations) impacts emergency management and volunteer responsibilities. Use of this corporal for extended leaves should be discouraged.

Recommendation:

The corporal for emergency management and volunteer coordination should not be used for extended leave coverage.

2. Summary of Support Services Staffing Analysis

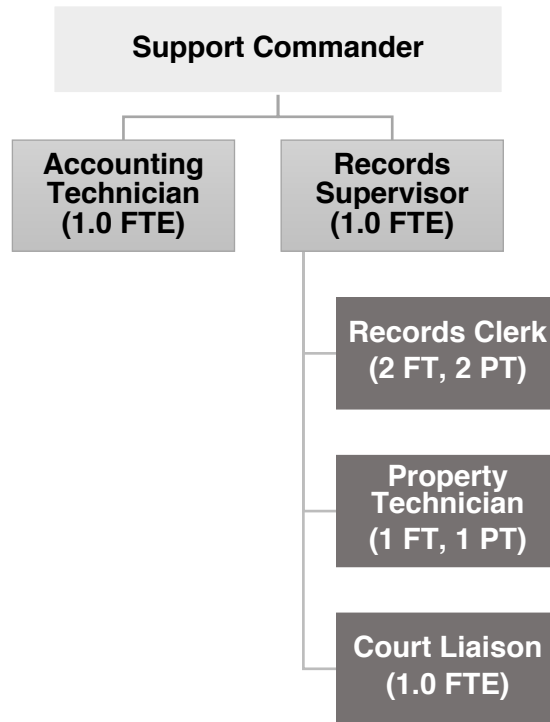
Based upon the recommendations identified in the previous section, there are minimal staffing changes being proposed for the Support Services Unit. The staffing changes are related to increasing staff rather than changing of staffing levels. The following table compares by functional area, the current staffing level, proposed level, and annual fiscal impact associated with the changes to staffing:

Summary of Staffing Changes and Fiscal Impact – Support Services Unit

Functional Area	Current Staff	Proposed Staff	Annual Fiscal Impact
Fiscal	1.0 Accounting Technician	1.0 Accounting Technician	N/ A
Court Liaison	1.0 Sr. CSO	1.0 Sr. CSO	N / A
Property & Evidence	1.0 Sr. CSO	1.0 Sr. CSO 0.5 Police Aide	\$17,000-\$21,000
Records	1.0 Sr. CSO 0.5 Police Aide 0.5 Police Aide	1.0 Sr. CSO 1.0 CSO 0.5 Police Aide 0.5 Police Aide	\$68,000-\$83,000

As the table above indicates the total financial impact of the proposed staffing recommendations is between \$85,000-\$104,000 annually. The addition of these staff will enable the Support Services staff to provide service at high levels and enable the Department to meet the current workload demands, as well as bring staffing levels in alignment with surrounding jurisdictions.

The following chart shows the proposed organizational for the Support Services unit based upon the project team's recommendations:



As the proposed organizational chart above indicates, the changes to staffing are not significant, overall an addition of 1.5 FTE. However, these staff will provide full-time and greater coverage for all functional areas and allow senior level staff to provide oversight, guidance, and conduct functions and activities that have been backlogged due to other priorities.

4 Appendix: Results of the Employee Survey

As part of the Matrix Consulting Group's study for the Seal Beach Police Department, the project team distributed an anonymous survey to the employees of the department in question in order to gauge their opinion on a number of topics related to the operations of the Department. The survey asked three types of questions:

- **General Questions:** At the beginning of the survey, respondents were asked to provide some information about their position and assignment with their agency. The answers to these questions are used in this analysis to explore differences in responses between groups of respondents.
- **Multiple Choice Questions:** Respondents were presented with a number of statements where they indicated their level of agreement or disagreement. These statements focused on operations and the work environment at their current agency, as well as staff opinions about consolidation.
- **Open-ended Response Questions:** As the end of the survey, staff were given space to provide more opinions about the possible benefits and drawbacks of consolidation, this time in their own words.

The link to the online survey was distributed in May via email to employees of the Department. A total of 48 employees responded to the survey, a 94% response rate *all full time and part time employees which is an extraordinary rate of completion*. The following section presents a summary of key findings from the survey.

1. SUMMARY OF KEY FINDINGS

While a complete analysis can be found in the sections below, the following points summarize the key findings from the responses received to this survey:

- Staff see the Department as a good place to work, mostly due to strong relationships with the community, good leadership, and camaraderie among employees.
- Employees believe the Department is understaffed, particularly in patrol, and that this impacts the quality of service they are able to provide in terms of traffic enforcement, school-related duties, crime investigations, etc.

- Staff view the Jail as efficient, and they see the “pay to stay” program as a good use of resources.
- Most staff believe they have either “the right balance of work and time available” or that they are “sometimes overloaded, but can usually keep up”. Another 21% of staff feel that they are “always overloaded”.
- Patrol staff feel that their response times are good, but other facets of their work are impacted by insufficient staffing, such as proactive patrol, call backup, and traffic enforcement.
- Detectives feel that they have unmanageable caseloads which are not well-managed.
- Detention Center staff feel that staffing levels are not a major concern for them and they feel that their processes are efficient.

The following sections describe the results in more detail.

2. RESPONDENT DEMOGRAPHICS

While responses to the survey were confidential, the project team asked respondents to indicate some information about their position for comparison purposes. They were asked to indicate their employment status, assignment, and current rank.

The first of these questions asked respondents to indicate their rank. The table below shows a summary of the responses received.

Response	Count	Percentage
Operations Division	26	54%
Support Division	20	42%
Office of the Chief	2	4%

The second questions asked survey participants about their current role in the organization. The following table shows the responses received.

What is your current level in the organization?

Response	Count	Percentage
Sworn Manager: Chief, Commander	2	4%
Sworn Line/Supervisory: Sergeant, Officer, Detective	26	54%
Civilian Employee	20	42%

3. MULTIPLE-CHOICE RESPONSES

The first section of the survey provided participants with a number of statements about various topics, to which they were asked to indicate their level of agreement. The response options were “strongly agree” (SA), “agree” (A), “disagree” (D), and “strongly disagree” (SD). Respondents could also choose “No Opinion”, in which case their response was not counted among the tally. The sections below explore the responses to these multiple-choice questions.

(1) Most Staff Are Positive about the State of the Department and Its Relationship with the Community.

The following statements focused on the Department’s service to the community, approach to policing, and whether the Departments is headed in the right direction.

#	Statement	SA	A	D	SD
1	The Seal Beach Police Department provides a high level of service to the community.	77%	23%	0%	0%
2	City residents view our Department as a high priority.	51%	49%	0%	0%
3	Our approach to policing improves the quality of life in Seal Beach.	70%	26%	2%	0%
17	Overall, the department is headed in the right direction.	23%	57%	13%	2%

- Staff across the board overwhelmingly agreed that the Department provides a high level of service, that the community views the Department as a high priority, and that the approach to policing in Seal Beach improves the quality of life.
- Over 80% of respondents agreed that the Department is heading in the right direction. Responses were consistent across assignments and organizational levels.

(2) Staff Feel that Nearly Every Aspect of the Department’s Work Is Impacted by Insufficient Staffing.

The statements in the table below dealt with views on sworn and civilian staffing levels, and service levels that are impacted by staffing such as supervisory presence in the field, school-related issues, traffic enforcement, and investigations.

#	Statement	SA	A	D	SD
4	We have sufficient sworn staff resources to provide the services that are expected of the Department.	4%	13%	40%	40%
5	We have sufficient civilian staff resources to provide the services that are expected of the Department.	4%	11%	38%	45%
6	We provide adequate levels of traffic enforcement.	2%	38%	34%	23%
7	We have the staff we need to properly investigate crime incidents in our community.	0%	13%	43%	43%
8	We have the staff we need to properly address school-related problems in the community.	4%	26%	28%	30%
11	We have the staffing resources to adequately serve the public records functions (e.g., report request, fingerprinting, etc.).	6%	26%	32%	23%
15	We have sufficient supervision in the field.	9%	57%	19%	9%
16	Collateral duties for supervisors and managers still provide the time needed to focus on core assignments.	2%	21%	43%	19%

- Nearly every statement in this section received more disagreement than agreement. For most statements, the responses were similar across different assignments and organizational levels.
- Statement #7, regarding the adequacy of staffing for crime investigations, received mostly disagreement. This was especially pronounced among operations staff, where only one respondent agreed. Meanwhile, five (25%) of support staff agreed. Similarly, only 10% of sworn staff agreed, while 25% of civilians did.
- Statement #4, about the sufficiency of sworn staff, received mostly disagreement. It was met with just 10% agreement from sworn personnel, however, while 35% of civilian respondents agreed.

- Statement #15, on the sufficiency of supervision in the field, was the only statement to receive more agreement than disagreement in this section. It received particularly strong support (80%+ agreement) from civilian staff and those in support roles, while sworn officers and those in operational capacities provided more mild agreement at a rates of 54% and 58%, respectively.

(3) The Efficiency of the Seal Beach City Jail and Its Pay-to-Stay Program Both Received High Marks.

The two statements in the table below asked about the efficiency with which the Seal Beach City Jail processes new arrestees, and whether the “pay to stay” program is worthwhile.

#	Statement	SA	A	D	SD
9	The Seal Beach City Jail efficiently processes new arrestees.	30%	53%	6%	4%
10	The Seal Beach City Jail's "pay to stay program" is a good program for the department to provide.	49%	38%	4%	4%

Both of these statements received overwhelming levels of agreement from respondents, demonstrating that the City Jail is well-regarded for its efficiency and “pay to stay” program.

(4) Staff – Especially Sworn Operations Personnel – Feel Positively About the Level of Organizational Support They Receive.

The statements in the following table focused on organizational support for staff: training, communication, discipline, and organizational structure.

#	Statement	SA	A	D	SD
12	I receive the appropriate training to do my job well.	15%	68%	6%	9%
13	Communication within the Department is strong.	21%	45%	19%	13%
14	Our organizational structure is appropriate for a department our size.	7%	48%	26%	17%
18	Discipline is applied consistently across the department.	26%	46%	13%	7%

- Statement #13, regarding communication within the Department, received twice as much agreement as disagreement. Among non-operations support staff however, it received 45% agreement and 50% disagreement. Civilian staff similarly disagreed more than they agreed – 55% to 45%.
- Statement #14, on the appropriateness of the organizational structure, received a slight majority of agreement overall. That slight majority remained consistent across roles and organizational levels.
- Statement #18, about the consistent application of discipline, received more than 70% agreement overall. Among civilian staff, however, there was disagreement at a rate of 42%, compared to just 4% among sworn staff.

(5) Most Staff Feel That They Carry a Reasonable or Heavy Workload, While 21% Feel Constantly Overloaded.

All participants were asked to choose one of four answers that they felt best represented their workload. The responses received are shown in the following table.

Which of the following statements best describes your workload?

Response	Count	Percentage
I am rarely overloaded, and could handle more work without being overloaded.	1	2%
I am not usually overloaded. I have the right balance between time available and the amount of work.	16	33%
I am often overloaded, but most of the time I can keep up.	21	44%
I am always overloaded. I can never catch up.	10	21%

As the results show, most staff said that they either have the “right balance of work and time available”, or that they are “often overloaded but can usually keep up”. Operations

staff and sworn personnel, however, tended toward the “often overloaded” response, while civilian and support staff were generally split between that response and “right balance of work and time available”. Civilians and support personnel were more likely, however, to say that they felt “always overloaded”.

4. PATROL STAFF RESPONSES

Staff who indicated that they work in the Patrol Bureau were directed to a set of questions specifically for them. These sections explore those questions and the responses they provided.

(1) Timeframe Responses

The first four questions asked to Patrol staff focused on the amount of time required to perform routine duties. The questions and their responses are listed in the table below:

Question	Minimum	Average	Maximum
What is the average amount of time (in minutes) it takes to write an arrest report? (17 responses)	30	58	120
What is the average amount of time (in minutes) it takes to write a Non-Arrest Report? (18 responses)	20	44	90
What is the average amount of time (in minutes) to transport and process an arrestee at the SBPD jail? (19 responses)	15	40	90
What is the average amount of daily time (in minutes) spent performing administrative duties (e.g., vehicle check, fueling, on-shift court time, meetings, breaks, etc.)? This would include any time that is not available for responding to calls for service or proactive patrol. (17 responses)	20	179	480*

*one response was received which claimed that 500 minutes (8+ hours) per day were spent on administrative tasks. The numbers in the table reflect the removal of this outlier.

Another time-related question was asked to patrol officers about the amount of a call’s length which typically is cleared before they arrive on scene in a backup situation. The table below shows this question and responses.

When I provide back-up to a call for service, I typically am on-scene before clearing:

Response	Count	Percentage
Nearly the entire call length (90% to 100% of total time)	8	38%
Most of the call length (75% of total time)	11	52%
Some of the call length (50% of total time)	0	0%
Only a portion of the call length (25% of total time)	2	10%

Aside from two responses, no staff said that they typically arrive on a backup scene before 50% of the call length has elapsed, meaning that it frequently requires more than half the call for backup to arrive.

(2) Patrol Staff Feel That Their Response Times Are Good, but They Cannot Dedicate Sufficient Time to Proactive Patrol, Backup, or Traffic Enforcement. They Also Feel that Staffing and Scheduling Are not Optimal.

The statements in the table below were given to patrol staff for response. A total of 20 invitees responded. They addressed staffing levels and each of the facets of patrol which are affected by staffing levels, including response times to high- and low-priority calls, backup availability, proactive time, traffic control, and the shift schedule.

#	Statement	SA	A	D	SD
1	The amount of proactive time available to patrol allows us to address problems in the community.	15%	25%	35%	25%
2	In patrol, adequate backup is typically available.	5%	15%	50%	30%
3	Our current staffing levels are sufficient to ensure the safety of officers.	5%	10%	40%	45%
4	Our response times to lower priority calls are appropriate.	25%	30%	35%	10%
5	Our response times to high priority calls are appropriate.	25%	45%	25%	5%
6	Our current shift schedule is effective at maximizing resources when there is the greatest need for them (i.e., more calls and/or higher crime).	10%	20%	45%	20%
7	Officers assigned to traffic are able to devote adequate time to that rather than assisting patrol.	0%	15%	10%	70%

- Staff are in agreement that they provide appropriate response times to high priority calls, with 70% agreeing. While agreement was less robust, more than half of staff also said that response times to lower priority calls are appropriate.
- Functions impacted by staffing, such as proactive time available, call backup, officer safety, and traffic enforcement, all received more disagreement than agreement. These appear to align with the strong opinions of respondents that the department is understaffed.
- The shift schedule was not regarded as being particularly effective at maximizing resources when there is the greatest need for them – 65% of staff indicated that there is room for improvement.

5. DETECTIVE BUREAU RESPONSES

Only three staff indicated that they work in the Detective Bureau. These individuals were asked to respond to a series of statements pertinent to the Detective Bureau with their level of agreement or disagreement. The statements and their responses are summarized below (because of the small number of participants, actual response volume is used instead of percentages).

#	Statement	SA	A	D	SD
1	Our approach to case management is effective in prioritizing our caseloads.	0	1	2	0
2	The allocation of Detective staff among investigative units is appropriate.	0	0	2	1
3	We are effectively addressing proactive investigations (e.g., narcotics).	0	0	1	2
4	We are screening out cases with low solvability potential.	0	3	0	0
5	My caseload is reasonable given the type of investigations I handle.	0	0	2	1

Other than the statement that the Bureau screens out cases with low solvability potential, every statement received more disagreement than agreement. In particular, all three staff said that the allocation of staff among investigative units is not appropriate, that they are not effectively addressing proactive investigations, and that their caseload is not reasonable.

6. DETENTION CENTER RESPONSES

The seven staff who indicated that they work at the detention center were asked a series of questions specific to their work. The sections below focus on their responses to these questions.

(1) Timeframe Responses

The first two questions asked to Detention Center personnel focused on the amount of time required to perform routine tasks. The questions and their responses are shown in the following table:

Question	Minimum	Average	Maximum
What is the average amount of time (in minutes) to process a new arrestee? (6 responses)	30	48	60
What is the average amount of time (in minutes) to release an inmate from custody? (6 responses)	10	26	70

Staff were also asked how much of their time is spent on direct inmate supervision through rounds, interaction, camera monitoring, etc. The table below shows their responses.

Response	Count	Percentage
Nearly all my time (90% to 100%)	6	86%
Most of my time (75%)	1	14%
Some of my time (50%)	0	0%
Only a minor portion of my time (25% or less)	0	0%

All seven respondents said that direct inmate supervision takes “most” or “nearly all” of their time.

(2) Detention Center Staff Believe That Staffing Levels Are Sufficient and That Processes Are Efficient.

Detention Center staff were given a set of statements and asked to indicate their level of agreement or disagreement. There were seven respondents to this section. The statements focused on staffing, supervision and safety as they are impacted by staffing, and the efficiency of detention center processes. Responses are shown in the following

table (because of the small number of participants, actual response volume is used instead of percentages).

#	Statement	SA	A	D	SD
1	The Detention Center is adequately staffed on my shift.	0	6	1	0
2	We have sufficient supervisors assigned to the Detention Center.	2	5	0	0
3	We are properly staffed to perform transport duties.	0	4	2	1
4	Our processes are efficient (e.g. intake, release, court, visitation, etc.).	0	7	0	0
5	Our staffing is sufficient to ensure that safety of jail inmates.	0	3	4	0
6	Our staffing is sufficient to ensure that safety of jail staff.	0	3	3	1

- Most statements in this section received more agreement than disagreement. In particular, the processes in place at the detention center and the sufficiency of supervisory presence received unanimous agreement.
- Two statements received more disagreement than agreement: Staffing to ensure the safety of jail inmates, and staffing to ensure the safety of jail staff.

The responses to this section suggest that staff in the detention center do not view understaffing as a major problem. While the department as a whole may see it as a concern, those responses come from staff other than those in the Detention Center.

7. OPEN RESPONSE QUESTIONS

The final section of the employee survey asked staff to respond in their own words to a pair of questions.

(1) Staff View the Department's Community Relationships, Leadership, and Work Environment as Its Most Notable Strengths.

The first open-ended question asked participants: "What are the 1-3 most significant strengths of the Department?" A total of 43 responses were received, some listing multiple strengths. The most common themes are shown below:

- **Camaraderie** – many responses listed a positive work environment and good working relationships as a key strengths of the department. Staff believe it is an enjoyable place to work, and they like their coworkers.
 - **Morale** – several responses cited strong morale as a strength. Staff have positive attitudes and believe in the work they are doing.
 - **Community relationships** – the support that the Department receives from the Seal Beach community was noted as a strength in several responses, and reciprocally, the recognized role that the Department plays in community life.
 - **Leadership** – many responses made clear that the Department’s leadership is well-respected among employees on the basis of their personal relationships with staff, their ability to understand the details of the job, and their willingness to help when necessary.
- (2) **Employees Believe that Understaffing Is the Primary Opportunity for Improvement Facing the Department.**

The second open-ended question asked staff what they believed to be the 1-3 most significant opportunities for improvement. There were 41 responses received. They are summarized in the following:

- **Staffing** – by far the most common response was that survey participants feel the Department is understaffed. These responses asked for more officers, saying that they are “scraping by” currently, or unable to set a perimeter effectively. Combined with similar responses to multiple-choice questions, it would appear that this is the most prominent concern for the Department’s personnel.
- **Training** – Some responses noted that the training provided to staff could be enhanced, particularly to diversify skills outside of officers’ primary work areas.
- **Communication** – the need for consistent and professional communication, from covering shifts to keeping line staff informed of relevant information, was raised by some participants as an improvement opportunity.
- **Secondary of Duties** – most staff in the Department have a secondary (ancillary) duty such as traffic control or an administrative task, and a number of responses

stated that this creates an imbalance between staffing and workload that they hope to see remedied.