



*Final Report  
Update of Costs for  
Stand Alone  
Police Department  
City of Del Mar*

*October 30, 2015*

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# **Chapter I**

## **Introduction**

In November, 2013 Ralph Andersen & Associates completed a report entitled “Evaluation of Law Enforcement Options for the City of Del Mar.” An extensive part of the report was devoted to estimating the cost to the City of Del Mar to establish its own municipal police department in lieu of continuing to contract for services with the San Diego Sheriff’s Department (SDSD).

In June 2015, Ralph Andersen & Associates was asked to update the two year old cost estimate included in the report considering various factors such as inflation, new information and data available, and comments received from the City’s Finance Committee and SDSD officials.

As a part of this process, the Consultant Team reviewed all of the assumptions made in the initial analysis, reviewed current salary and benefit data for the City of Del Mar and comparison agencies, updated costs from California Public Employees Retirement System (CalPERS), consulted with the City’s insurance carriers, and reviewed an analysis of the 2013 report completed by the administrative staff of the SDSD. We also reviewed current construction cost data available from California police agencies who have built new police facilities in the past several years.

# Chapter 2

## Analysis

### Organizational Structure

The organizational structure for the stand alone Del Mar Police Department that was included in the 2013 Study included the following full-time staff by position:

- Police Chief (1)
- Police Commander (1)
- Patrol Sergeants (4)
- Patrol Officers (5)
- Traffic Officer (1)
- Administrative Assistant (1)

In order to develop a cost effective staffing model that would still provide adequate coverage, back-up and supervision necessary for a stand-alone police department, several part-time sworn positions were included in the organizational structure:

- Part-time Detective (2)
- Police Reserve Officers (5)

There are several different approaches that can be used to determine the amount of officers needed for an agency. Among the more popular are per Capita, minimum staffing, and work-load based. The consultants considered several criteria before coming to the conclusion that the “minimum staffing” approach would be the best suited methodology for determining the size of the Del Mar police force.

How many police officers should Del Mar have? Sizing a police department must begin with the notion that the agency will operate on the foundation of sound police management practices that deliver stellar public safety services to all sectors of the community. In the case of Del Mar this means the residents and their homes, the businesses and their customers, those who frequent the beach and parks, and finally the visitors who come to enjoy and recreate in the community. That being said, there is an understandable need to balance what the community can afford versus what the community wants in terms of police services.

In the view of the consultants, the recommended staffing standard for the Del Mar police department is appropriate for meeting the stated goals of the City and ensuring basic service delivery. As a result, we have based our cost analysis on this configuration. Some of the issues that we considered are as follows:

1. **Two Uniformed Personnel Per Shift:** There must be at all times a minimum of two uniformed officers on duty 24/7/365. This is essential for several reasons. Public and officer safety is priority number one. The unpredictability of policing, especially in these current times of nationwide tensions with law enforcement, requires two officers be on duty and ready to back each other up for calls such as alarms, domestic violence, prowlers, in progress fights, crimes where the suspect is still on scene or in the area, and even traffic stops when made during hours of darkness. Del Mar enjoys low crime rates and a high quality of life but there is no immunity to the threat of an officer being assaulted or even worse killed in the line of duty.
2. **Response Times:** Knowing the current criticisms of the SDSO slower response times for Priority 3/4 calls, and in recognition of the expectations of small community rapid police responses regardless of call priority, the proposed staffing model will address this issue by ensuring sufficient officers are on duty every hour of every week. Implementing this staffing standard will result in a dramatic improvement of reducing response times even for lower priority calls.

3. **FTE Calculations:** Assuming 5.3 FTE Deputies are needed to staff one deputy per shift 24/7/365, the amount of officers needed for two officers per shift 24/7/365 would be 10.6 FTE. This calculation correlates with the consultant's staffing recommendation which allocates 10 front-line uniformed sworn personnel to patrol/traffic services. This number includes six officers (one being dedicated to traffic) and four Sergeants.

The four Sergeants would be scheduled one per shift, which allows them to perform a dual purpose role. First, the Sergeant ensures supervisory oversight of line officer performance. Second, the Sergeant acts as an additional first responder for calls that require two officers, or in other cases where the one officer is tied up on a call or report, the Sergeant can quickly respond to a second call as necessary. See more on Supervision in Section 6 below.

4. **Sheriff Will Not Supplant Back-up Services:** The Sheriff is not required nor obligated to provide routine back-up to DMPD, unless there are extenuating circumstances. The DMPD officers will not be able to call or rely on SDCS for back-up to calls that require a two officer response. Barring a major in-progress violent crime or other event that qualifies as mutual aid, DMPD must be self-sustaining in regards to handling calls for service. This protocol is typical of any city in any county, unless prearranged by contract in special circumstances.
5. **Reserve Officer Support:** if an arrest requires someone be transported to County Jail, a Reserve Officer can perform this service, thus ensuring two officers remain in the city at all times. Reserves can, if properly certified, also help with special events on the beach, and backfill patrol staffing shortages due to resignations, sick, vacation, or other leaves.
6. **Supervision Must Be Constant:** Police officers are entrusted with broad discretion concerning who should or should not be arrested, incarcerated, or, in some instances, chased or restrained by use of force. It is crucial that officers are continuously monitored and held accountable for their performance. Failure to have qualified supervisors on at all times can result in catastrophic judgments of liability against Del Mar and/or result in a tragic death or injury resulting from failed or negligent supervision. There must be four Sergeants on the schedule to ensure Supervisors are on duty 24/7/365. Doing so ensures officers have the necessary guidance, oversight, counseling, corrective training, and motivation to do their jobs within the boundaries of the constitution and department policy.
7. **Commander or Equivalent Management Oversight:** For similar reasons stated above, the Commander's job is to assist the Chief to ensure police operations and administration conform to policy, law, community expectations, and respond to change as needed. The Commander is a "generalist" accountable to the Chief for a vast array of assignments ranging from being the Shift Supervisor at times to "Acting" Chief of Police when the Chief is absent. It is vital that the Commander ensures supervisors are motivated, trusted, and well-respected by the line personnel. The Commander will be essential to helping the Chief delegate and stay on top of the many administrative functions that keeps a police department operating. Some examples of these duties would be: policy management, patrol administration, internal affairs, records management, property/evidence control, budgeting and cost control, fleet management, procurement/repair of equipment, training management, investigative case management, crime prevention, monthly reports, and grant applications. The position is proposed at the rank of "Commander" but the position could be reclassified to a lower rank of "Lieutenant," with the same executive level duties as described above.
8. **Per Capita Officer Rate:** The 2013 FBI statistics on law enforcement staffing levels indicate the average officers per capita rate for cities with fewer than 10,000 residents is 3.5 officers per 1,000 inhabitants. The proposed DMPD per capita rate is 3.27 per 1,000 residents. Due to differences between communities, the FBI cautions strongly against using per capita rates to make comparisons between individual agencies. With little effort, one can find agencies staffed much higher or lower than the mean. Rather, this statistic is provided simply to demonstrate that the proposed staffing level in this report is in line with national averages.

Should the City wish to reduce costs, there are two potential areas for cost reductions. First, the traffic officer could be eliminated with the understanding that patrol officers would perform traffic enforcement duty as time permits. Second, the Commander could be reclassified to a Lieutenant rank with a reduced level of salary. Although the Consultant Team does not recommend these reductions, we have included in our analysis the potential savings that could be achieved if these changes were implemented.

The Consultant Team is concerned about the use of part-time sworn positions to meet departmental needs, in lieu of additional full-time positions that would be more expensive. In other California police agencies the use of part-time reserve officers has declined significantly over the past several years. However, in San Diego County, with two large agencies nearby with retirement systems separate from CalPERS – San Diego City Police Department and SDSO – we believe there should be an ample pool of recent seasoned retirees who will wish to work part-time to fill the City's needs. The use of part-time reserve officers will need to be carefully monitored to ensure that this is a feasible approach to meet department staffing requirements.

## **Ongoing Annual Costs to Operate a Stand Alone Del Mar Police Department**

### **Personnel Costs**

Table 1 below summarizes our revised budget for personnel costs for a stand-alone Del Mar Police Department. The estimated costs for personnel increased from \$1,941,519 to \$2,081,457, an increase of nearly \$140,000 or 7%. The primary changes are as follows:

- Salaries for all key sworn positions are based upon comparable positions with SDSO. The 2015 budget has been increased to reflect recent raises given to SDSO personnel. Benefit costs have also been adjusted based upon Del Mar's current benefit package for safety personnel.
- CalPERS costs have been updated to reflect the most recent rates provided to the City of Del Mar for Safety members under the California Public Employees' Pension Reform Act (PEPRA). The rate is 11.153% of salary. This reflects a slight decrease from the 2013 estimate.
- The salary for the two part-time detectives was slightly increased and an annual clothing allowance added. These added benefits are intended to help attract talented, seasoned law enforcement applicants who already have extensive experience investigating crimes.
- The salaries for the part-time Reserve Officers was increased for recruitment and retention purposes.
- The salary and benefits for the Administrative Assistant in the 2013 report should have been \$67,909, instead of \$69,614. As a result, the 2013 costs have declined slightly from the 2013 report. The salary for 2015 remains the same as the correct 2013 number, but has been updated for Del Mar's current benefit structure.
- Based upon further analysis and comments from SDSO, Field Training Officer (FTO) compensation has been added for two positions. This resulted in an increase of \$10,000.
- Worker's compensation rates were revised to reflect current rates for other safety and field employees at approximately 6% of salary. This resulted in an increase of \$13,855.
- Overtime was increased by \$10,000 to reflect higher salary rates and increased training hours
- Liability insurance costs decreased from \$51,000 to \$20,000 based upon a cost estimate received from the CSAC insurance consultant. The City began transitioning to the CSAC Joint Powers Authority for liability insurance coverage on July 1, 2015. The estimate assumes that the SDSO will be responsible for all claims incurred while providing law enforcement services for the City.
- Claim costs have increased by \$10,000 per year. The 2013 report assumed a self-insured retention level, or deductible, of \$10,000. The City's current policy through CSAC has a self-insured retention level of \$100,000.

<b>Table 1 -- Revised Budget for Personnel Costs</b>			
<b>Stand Alone Del Mar Police Department</b>			
		<b>2013/14</b>	<b>2015/16</b>
<b>PERSONNEL</b>			
	<b>Number of</b>	<b>Salary and Benefits</b>	<b>Salary and Benefits</b>
	<b>Positions</b>		
<b>Sworn</b>			
Chief	1	\$ 158,384	\$ 172,783
Commander	1	\$ 138,201	\$ 153,169
Sergeants Patrol	4	\$ 490,300	\$ 543,624
Patrol Officers	5	\$ 542,755	\$ 551,970
Traffic Officer	1	\$ 112,918	\$ 115,144
<b>Subtotal Sworn FT</b>	<b>12</b>	<b>\$ 1,442,558</b>	<b>\$ 1,536,690</b>
<b>Sworn -- PT</b>			
Detective	2	\$ 80,312	\$ 83,460
Reserve Officers	5	\$ 124,740	\$ 149,085
<b>Subtotal Sworn PT</b>	<b>7</b>	<b>\$ 205,052</b>	<b>\$ 232,545</b>
<b>Non Sworn</b>			
Administrative Assistant	1	\$ 67,909	\$ 68,367
<b>Subtotal -- Non Sworn</b>	<b>1</b>	<b>\$ 67,909</b>	<b>\$ 68,367</b>
<b>Total -- All Positions</b>	<b>20</b>	<b>\$ 1,715,519</b>	<b>\$ 1,837,602</b>
<b>Personnel Other</b>			
FTO Performance Pay		\$ -	\$ 10,000
Worker's Comp Ins		\$ 70,000	\$ 83,855
Overtime		\$ 75,000	\$ 85,000
Training		\$ 10,000	\$ 15,000
Liability Insurance		\$ 51,000	\$ 20,000
Claims		\$ 20,000	\$ 30,000
<b>Subtotal -- Personnel Other</b>		<b>\$ 226,000</b>	<b>\$ 243,855</b>
<b>Total Personnel Costs</b>		<b>\$ 1,941,519</b>	<b>\$ 2,081,457</b>

## Services and Supplies

Table 2 below summarizes our revised budget for services and supplies for a stand-alone Del Mar Police Department. These costs increased significantly, from \$277,410 to \$428,888, an increase of approximately \$151,478 or 54%.

<b>Table 2 -- Revised Budget for Services and Supplies</b>			
<b>Stand-Alone Del Mar Police Department</b>			
<b>SERVICES &amp; SUPPLIES</b>		<b>2013/14</b>	<b>2015/16</b>
Clothing		\$ 10,000	\$ 10,200
Dues/Memberships		\$ 1,000	\$ 1,580
Documents/Publications		\$ 1,400	\$ 1,685
Utilities		\$ 5,000	\$ 7,752
Telephone		\$ 12,000	\$ 13,559
Radio		\$ 1,100	\$ 7,142
Postage		\$ 500	\$ 500
Office Supplies		\$ 1,500	\$ 3,500
Printing		\$ 4,000	\$ 4,000
Equip Maintenance		\$ 3,000	\$ 5,000
Outside Labor		\$ 5,000	\$ 5,000
Contractual Services		\$ 143,000	\$ 182,970
Equipment Supplies		\$ 12,000	\$ 12,000
Community Activities		\$ 3,000	\$ 3,000
Photographic Supplies		\$ 1,000	\$ 1,000
Vehicle Maintenance & Gas		\$ 15,000	\$ 65,000
Vehicle Gas & Oil		\$ 35,000	\$ -
Police Station Lease		\$ 23,910	\$ 105,000
<b>Total Services &amp; Supplies</b>		<b>\$ 277,410</b>	<b>\$ 428,888</b>

Major changes are as follows:

- Several minor categories have been increased a small percentage of 2% to reflect increases in the Consumer Price Index (CPI) since 2013.
- **Dues and memberships** have increased by \$580 to reflect an increase in CPI and an expanded list of professional organization membership. Participation in these organizations will help all ranks of the Police Department stay abreast of best practices and network with experts in various disciplines of professional law enforcement.
- **Documents and publications** include adjustment for CPI, plus an upgrade to an electronic version of the popular California Sourcebook allowing field personnel prompt, mobile access to excellent case law updates.
- **Utilities** reflect a larger sized police building based upon additional review. Discussed further below.
- **Telephone** reflects addition of one T-1 line that was not included in the 2013 estimate.
- **Radio costs** reflect comments received from SDSO that the 2013 report should have used San Diego Regional Communication System Network Operating Cost (NOC) fees, since it is likely that Del Mar will be part of this regional system. These fees total \$318 per radio per year. The revised budget corrects that error.

- **Office supplies** increased by \$2,000. This assumes the new Department will use vehicle and body cameras resulting in greater expense for evidence storage and costs to respond to public records requests and court subpoenas.
- **Equipment Maintenance** reflects increased allocation to cover possible equipment failures and buy extended warranties. Funds in this category were added to cover for repairs or replacement of equipment such as radios, cameras, Tasers, and other mobile equipment.
- **Contractual Services** has increased by \$39,970. Major areas of change include the following:
  - ♦ The 2013 budget proposed \$110,000 for dispatch services, which was based on an informal estimate provided by SDSD. Subsequently, SDSD declined to provide dispatch services.  
  
In 2014, the City received a quote from San Diego State University (SDSU) to provide dispatch services for \$253,000 annually. In October 2015, a new estimate was received from SDSU to provide both dispatch and records management services. The new estimate is a very reasonable \$106,000 per year.
  - ♦ Ongoing expenses for the Automated Regional Justice Information System (ARJIS) services were not included in the 2013 Report, only a one-time capital expense in the transitional budget. The estimated cost to be part of this system is \$20,000 per year.
  - ♦ Janitorial Services were increased by \$5,000 per year to reflect the larger building size estimate.
  - ♦ Copier extended maintenance agreement estimate was low in the initial report. Have added \$2,500 per year to fully cover this expense.
  - ♦ Have included \$3,000 for the first year warranty for the Live Scan Fingerprint system. This is more economical than paying for typical repairs during this time period.
  - ♦ No money was included in the 2013 report for County booking fees. Some bookings will not incur fees, but to be conservative we have included \$5,000.
- **Vehicle costs** have been categorized into one category, instead of in two, as in the 2013 report. The combined category increased by \$15,000 based upon comments from SDSD and more realistic estimates.
- **Police station lease** – The 2013 study included costs to rent a temporary modular building of 1,800 square feet. However, the Consultant Team has concluded that the permanent police facility should be at least 4,300 square feet. A more detailed discussion is below.  
  
A new facility will take at least three years to design and construct. We are including monies for 3,500 square feet of temporary office space @ \$2.50 per square foot, assuming the City will need to lease office space until a new building is completed. The cost per year of the rental office space is \$105,000.

## Capital Recurring Costs

Table 3 below summarizes recurring costs for safety equipment and vehicle replacement needs. The only change to this category from the 2013 analysis is an increase of \$5,000 per year to reflect higher vehicle purchase costs. This new estimate is based upon recent purchases made by other police agencies for new vehicles. The cost has risen significantly due to the recent phase out of the Crown Victoria Police vehicle by Ford. New options available are much more expensive.

<b>Table 3 -- Revised Budget for Capital Recurring Costs Stand-Alone Del Mar Police Department</b>			
<b>CAPITAL RECURRING</b>		<b>2013/14</b>	<b>2015/16</b>
Vehicle Replacement Fund		\$ 20,000	\$ 25,000
Safety Equipment Fund		\$ 5,000	\$ 5,000
<b>Total Capital Recurring</b>		<b>\$ 25,000</b>	<b>\$ 30,000</b>

## Merging of the Park Ranger Function Within the New Del Mar Police Department

The 2013 analysis assumed that the existing Park Ranger function would be merged into the new Police Department and the existing Park Ranger would become one of the sworn officers of the new department. As a result, the 2013 study assumed the City would realize \$120,000 in annual savings if the Park Ranger Program were dissolved and merged into a new Del Mar Police Department. The Consultant Team reviewed the current Fiscal Year 2015-16 Park Ranger budget and estimates the savings would now total approximately \$155,000 per year.

## Administrative Costs and Overhead Allocation

The addition of a new Police Department will substantially increase the workload for the administrative functions of the City, especially for Human Resources, Finance, the City Attorney's Office, and risk management. In the initial study completed in 2013, it was estimated that the initiation of a new Police Department would require the addition of two new half-time positions in Finance and Human Resources. This is due to increased work load for accounting, recruiting, orientation, processing grievances and Workers Compensation claims, and employee negotiations. In other areas of the City, such as the City Manager's Office, it is not anticipated that any new positions would be required, but supervising a police department will certainly result in the reprioritization of other City needs. It also can be expected that the contract for City Attorney services will be impacted by the addition of a Police Department.

As with most cities, the City of Del Mar does not charge General Fund departments an overhead allocation within their respective budgets. In the 2013 study, an estimate of 11% of the total department budget was used. However, the Consultant Team believes a more appropriate analysis should only include the actual additional costs the City will incur should it decide to establish a new stand-alone department. Our analysis includes an estimate of \$100,000 to cover the estimated two half-time positions that would be required in Finance and Human Resources, additional human resources operating costs for recruitments, and additional costs to cover ongoing legal expenses.

## Total Annual Costs for a Stand-Alone Del Mar Police Department

The following Table 4, entitled "Del Mar Police Department Budget" summarizes the revised first year budget for the Police Department. This budget presents the totals from the previous tables for salary and benefit expense, other personnel expense, services and supplies, and capital recurring. It also included the estimated savings from merger of the Park Ranger Program into the new Police Department, and an estimate for administrative overhead costs. Finally, it assumes that Del Mar will continue to receive a COPS grant from the State to support its department.

Based upon this new analysis, the estimated increase in annual operating expense for the Del Mar Police Department, in 2015 dollars, is \$2,385,348. This is an increase from the 2013 estimate of \$138,784, or approximately 6.2 percent.

	2013/14	2015/16
Personnel Costs	\$ 1,941,519	\$ 2,081,457
Sevices and Supplies	\$ 277,410	\$ 428,888
Capital Recuring	\$ 25,000	\$ 30,000
<b>Total Annual Budget</b>	<b>\$ 2,243,929</b>	<b>\$ 2,540,345</b>
Less COPS Grant	\$ (100,000)	\$ (100,000)
Less Park Ranger Costs	\$ (120,000)	\$ (155,000)
<b>Total Net Operating Budget</b>	<b>\$ 2,023,929</b>	<b>\$ 2,285,345</b>
Add -- Administrative Overhead	\$ 222,632	\$ 100,000
<b>Total Net Budget</b>	<b>\$ 2,246,561</b>	<b>\$ 2,385,345</b>

## Transition and Start-up Costs to Establish a Stand Alone Del Mar Police Department

As noted in the 2013 report, in order to establish a new Del Mar Police Department, there are a number of costs which will be incurred prior to the Department actually beginning operations. For example, in the 2013 report, it was envisioned that in order for the new Department to begin operations at the beginning of a new fiscal year, the new Chief of Police would take office seven months before the Department began operations. This would be followed by the new Commander taking office two months later.

The 2013 report included an extensive discussion concerning the timing of hiring the initial positions for the department. The Consultant Team has reviewed this analysis and believe it is a workable, yet aggressive approach to establishing the new department.

Law enforcement practitioners, analysts, and articles written by criminal justice professionals are in agreement that starting a new police agency is a complex and expensive undertaking. Standing-up a new police department from scratch will involve some 100 or so tasks associated with strategic planning, policies and procedures, staffing, contracting for services, training, facilities planning, and procurement of safety equipment, office furniture, and vehicles. These are just a few of the myriad of critical action steps that are straight forward but time intensive. Many of the tasks must be orchestrated in sequence while others require simultaneous maintenance of effort. The end result and goal is to ensure the City of Del Mar can fulfill its commitment to deliver a full-service police operation on the day and time promised to the community.

Depending on the complexity and size of the community, many start-up police departments can take one year to plan, develop, and launch. The transition period can be viewed in two important segments. First and foremost, a search for a new Police Chief must be initiated, monitored, and managed by city management. Community involvement will be key to making a successful selection of a "best fit" Chief for the Del Mar community.

The second transition period are the months following the immediate hiring of the Chief to the first day the police department opens for business. The details that must be attended to are immense and impossible to complete without significant help.

The following is a partial list of the many tasks that must be undertaken at full speed:

The Chief should have approximately 3 months to complete the following:

- **Strategic Assessment** – The Chief needs to get on board early! Doing so allows the Chief to gauge and plan the process of setting-up a police department that will be fully engaged, respected, and supported by the community at large. The Chief will function in the context of a Project Leader, and will need to prepare an extensive checklist of all the tasks that must be completed to ensure the police department will function on queue when officially opened for business. Special attention must be directed to how Del Mar PD will operate day-to-day and what is needed to ensure that the

department can sustain itself. The Chief will need to meet with all key stakeholders in the community to get acclimated to the specific public safety needs, concerns, and priorities of residents, businesses, non-profit organizations, and other key criminal justice partners such as the San Diego Sheriff, District Attorney, Courts, FBI, and Department of Justice to name a few. The input received from these valuable meetings will help the Chief develop the correct Mission and Vision Statements, and set up the framework for the Police Department Strategic Plan. This plan will include measurable goals and objectives that will aid in evaluating the progress, successes, and shortcomings of the new police department services.

- **Preparing a Budget** – The Chief must work closely with City staff and others to ensure the overall budget has been properly drafted and funded. Administrative work with grant authorities must be completed to ensure existing grants such as the COPS funds are redirected to Del Mar PD. The new Chief will need to analyze every budget line item to determine if the funds are sufficient and/or if other options exist to reduce costs. The budget will need to be analyzed for start-up costs and then again for second and subsequent year costs. The first year budget will undoubtedly need frequent refining due to unanticipated costs or unforeseen events. Before the police department moves forward, the Chief must seek to have City Council adopt a sound multi-year budget plan that considers the department's priorities and goals.
- **Negotiate Agreements with Other Agencies** – The new Chief will need to identify, review many different contracts, and implement a multitude of agreements, including mutual aid, Department of Justice connectivity, San Diego Sheriff for use of the jail, dispatching, various social services, and make application for POST certification and agency accreditation.
- **Promulgate Critical Policies and Procedures** – Ultimately, the Chief is accountable for all that happens within the police department. Extensive time will need to be devoted to developing a policy and procedure manual that is custom tailored to the Del Mar Police Department. Operating plans for daily patrol and investigations deployment and methods of work must also be developed, including scheduling, setting up a payroll, an entire infrastructure on how personnel will be hired, equipped, trained, evaluated, and deployed. The style of policing desired for Del Mar will help the Chief prepare to make best decisions on which candidates get hired. Related to this, and before recruitment and hiring can begin, the Chief must create a job description for each position in the department, along with an organization chart, performance expectations, and rules of conduct.

An additional 3 to 4 months are needed to:

- **Facilities, Equipment, and Fleet Management** – The Chief, with help from others, will need to establish and implement all procurement for office equipment, computers, and connectivity to inter and intra- network servers, telephones, records management and filing, setting up radio communications and Dispatch systems, procuring and setting up all police vehicles, acquiring all the uniforms and safety equipment including armory supplies and furniture.
- **Recruitment, Hiring, Training** – The Chief will need assistance in beginning the recruitment, testing, background checks, and final hiring of all ranking officers and front line officers, the Detectives, and the Administrative Assistant. Of special importance are the Detectives, who will be required to conduct thorough background assessments on all of the new personnel hired.

All personnel must be hired in advance of the “launch” date, to ensure they are certified, trained, prepared, and confident in beginning their duties as a full-service police department. They should be spending time in the community to familiarize themselves with those they will serve and protect.

The above is not an all-inclusive list of critical tasks – the amount of effort that must go on “behind the scenes” will be substantial and at times exhaustive. The efficiency and speed of completing the above tasks hinges on good leadership, planning, adequate time, and steadfast perseverance to getting the job done right.

Table 5 summarizes the estimated recruiting and transition costs to establish a Stand Alone Del Mar Police Department. In terms of recruitment costs, the costs have not increased from the 2013 study. However, salaries and benefits have increased by \$49,214. This increase is a result of the higher salary and benefits which the Consultant Team has determined are appropriate, as noted previously in our discussion of annual

costs. The Consultant Team has maintained the same time periods that the positions should be in place before the Department begins operations. However, this is an aggressive schedule.

		2013	2015
<b>Personnel Recruitment/Hiring Costs</b>	<b>Time Line</b>	<b>Cost</b>	<b>Cost</b>
Recruit/Test/Background Check/Hire a Police Chief	6 months (June-Nov)	\$ 20,000	\$ 20,000
Recruit/Test/Background Check Commander	4 months (Nov -Feb)	\$ 3,500	\$ 3,500
Recruit/Test/BI/Hire 2 PT Detectives	2 months(Feb - Mar)	\$ 7,000	\$ 7,000
Testing/Hiring process underway for all positions	4 months (Mar-May)	\$ 35,000	\$ 35,000
<b>Subtotal Costs for Recruitment/Testing/BI/Hiring</b>		<b>\$ 65,500</b>	<b>\$ 65,500</b>
Misc Costs to HR dept to process employees		\$ 5,000	\$ 5,000
<b>Total Personnel Transition Period costs</b>		<b>\$ 70,500</b>	<b>\$ 70,500</b>
<b>Transition Period - Salaries/Benefits</b>	<b>Prorated pay</b>		
Chief	7 months	\$ 92,386	\$ 100,790
Commander	5 months	\$ 57,584	\$ 63,820
PT Detectives X 2	21 Weeks	\$ 70,273	\$ 83,460
Sergeants X 4	2 months	\$ 81,717	\$ 90,604
Police Officers X 5	6 weeks	56,535	\$ 68,996
Traffic Officer X 1	0 weeks		\$ -
Admin Assistant	1 month	\$ 5,659	\$ 5,697
<b>Personnel startup Total</b>		<b>\$ 364,154</b>	<b>\$ 413,368</b>
<b>Total for Recruitment plus Transition salaries</b>		<b>\$ 434,654</b>	<b>\$ 483,868</b>

## Start-up Capital Expenses

In addition to the recruitment and transition costs necessary to establish a new Del Mar Police Department, the 2013 study estimated that there would be approximately \$540,507 in capital start-up costs. The Consultant Team has evaluated the estimated start-up capital expenses and made several significant revisions, resulting in a revised start up expense of \$715,300. These costs are identified in Table 6 below.

<b>Start-Up Capital Expenses</b>	2013	2015
Vehicles Initial Purchase	\$ 251,407	\$ 258,400
One time Vehicle Capital Replacement Deposit		\$ 30,000
Police Uniforms/Safety Equip	\$ 92,000	\$ 118,000
Initial Costs to set up Dispatch and Automated Records System	\$ 125,000	\$ 140,000
Fingerprint LiveScan	\$ -	\$ -
Bicycles Fully Equipped X 2	\$ -	\$ 1,400
Radios and High Speed Copier	\$ 47,100	\$ 82,500
Office Rental and Utilities during transition	\$ 25,000	\$ 25,000
Office Furniture and Desktop Computers	\$ -	\$ 60,000
<b>Total Start-up Capital Costs</b>	<b>\$ 540,507</b>	<b>\$ 715,300</b>

Major changes and highlights include the following:

- **Vehicle Purchases** were adjusted to delete one vehicle and to reflect the higher cost of police vehicles, based upon recent purchases made by California police agencies through competitive bidding. This assumes that the current fully equipped vehicle used by the Park Ranger will be transitioned to the new department with only minor costs. The overall increase is \$6,993.

The total amount includes funding for 2 marked 4-wheel drive units for beach access (\$125,166), 1 marked low profile police sedan for traffic enforcement with light bar, radio, MDC, radar and in-car video (\$55,154), 2 unmarked sedans for the Chief and the Commander (\$63,080), and 1 unmarked used sedan for detectives (\$15,000).

The cost of fully equipped police vehicles is quite high compared to vehicles used by civilians. This is due to the high cost of equipment and installation of radios, Mobile Data Terminals (MDCs), radar, light bars, upgraded electrical system, etc. For example, based upon recently received competitive bids in California, the cost to purchase and fully equip a Ford Explorer police vehicle is \$62,583. These costs are detailed below in Table 7:

<b>Table 7</b>	
<b>Cost to Equip Ford Explorer Police Vehicle</b>	
Ford Utility Base Price	\$ 31,089
Mobile Radio	\$ 3,000
Decals	\$ 100
MDC	\$ 3,684
Radar	\$ 2,595
In Car video	\$ 5,240
<b>Subtotal</b>	<b>\$ 45,708</b>
Installation (Labor & parts)	\$ 16,875
<b>Total</b>	<b>\$ 62,583</b>

- **Vehicle Replacement Fund** – The initial 2013 report did not include an initial allocation for the vehicle replacement fund. Based upon the estimated life of the vehicles, we are recommending an initial allocation for vehicle replacement of \$30,000. This initial deposit will provide initial funding to the replacement fund in case of a vehicle accident in the first year, and insure sufficient funding is available when vehicles need to be replaced.
- **Police uniforms and safety equipment** has been increased by \$49,000. The initial 2013 study assumed \$4,232 per uniformed personnel for all uniforms and accessories, badges, duty belts, handcuffs, weapons, batons, body armor, Tasers, gas masks, helmets, and shoes. Based upon current prices, this should be increased to \$6,500 per uniformed personnel. It is possible that the Federal BVP grant program may offset costs of ballistic vests. The 2013 report did not include monies for ammunition. The updated analysis includes \$900 per uniformed officer. The 2013 analysis did not include monies for detective start-up equipment (\$10,000), 3 M4 patrol rifles (\$3,600) or five shotguns (\$2,500). We have added these costs.
- **Initial Costs to Set-up Dispatch and Automated Records Systems** – The initial 2013 study included a rough estimate of \$125,000 to purchase and set-up a new automated records system. There were no funds included for setting up the dispatch system. The City recently received a proposal from San Diego State University to provide both dispatch and records management services at a very low annual cost of \$106,000 per year. In order to implement these contractual services, there will be a one-time cost of \$140,000.

- **Bicycles** – The initial analysis did not include an allocation for bicycles. This should be included as part of a quality community policing approach.
- **Radios and High Speed Copier** – The large increase in this category is due to the current cost of mobile radios, which has increased by \$33,700. The 2013 analysis assumed approximately \$2,350 per radio. Current estimates, per Park Ranger Adam Chase, are \$4,500 per radio. With a need for 17 mobile radios, the total cost for radios will be \$76,500. The estimate also includes \$6,000 for the purchase of one high speed copier. The copier cost is on the low end of high speed copier bids received by public agencies in California.
- **Office Facilities** – The 2013 study included \$25,000 for the initial cost of renting and equipping a modular building totaling 1,800 square feet that would become the permanent home of a new police department. We have retained the \$25,000 for temporary office and storage space during the transition period. However, the Project Consultants do not recommend that the City utilize modular buildings on a permanent basis as discussed further below.
- **Office Furniture and Desktop Computers** – The 2013 study did not include monies for office furniture, partitions, and office computers. Based upon a review of online office furniture sources, a very rough estimate for a 4,300 square foot building, assuming modest office furniture and equipment, is approximately \$10 to \$15 per square foot. Police operations are notoriously rough on office furniture, since they operate 24 hours a day, 365 days a week. As a result, it is important that durable, yet simple furniture, file cabinets, partitions, etc. be utilized. As a result, the Consultant Team utilized an estimate of approximately \$14 per square foot. Our analysis assumes most of the office furniture purchased initially will be moved into a new police facility once it is complete.

The department will need to have a number of computers available in the police station for management, supervisors, detectives, and officers to write reports, access dispatch and case records maintained online, access State and National crime data bases, and conduct normal business affairs.

In order to minimize the initial costs of start-up, the City could choose to enter into a lease purchase arrangement to purchase the new police vehicles, including certain equipment and installation costs. Additionally, the City may be able to utilize lease purchase financing to secure the mobile police radios through either a County-wide purchase contract or directly through the manufacturer. For example, if the City is able to finance all of the vehicles, including all equipment and installation (\$258,400) and all of the mobile radios (\$76,500), the initial start-up costs could be reduced by \$334,900. However, the annual lease purchase payments would result in increased annual operating costs for the new police department. Assuming the City can finance the costs in a five year tax-exempt lease purchase at a 2% interest rate, the annual payments would be approximately \$70,000 per year.

As shown in Table 8, recruiting and transition costs, combined with one time start-up capital costs, have increased significantly in our analysis.

<b>Table 8 -- Total Transition and Capital Costs</b>			
<b>Stand Alone Del Mar Police Department</b>			
		<b>2013</b>	<b>2015</b>
Recruitment plus Transition Salaries		\$ 434,654	\$ 483,868
Start-up Capital Expenses		\$ 540,507	\$ 715,300
<b>Total Transition and Capital Costs</b>		<b>\$ 975,161</b>	<b>\$ 1,199,168</b>

## Potential Options for Savings

There have been concerns expressed that the proposed staffing for a new stand-alone department is above what is needed to provide quality services to the community and preserve officer safety. Although the Consultant Team believes that the proposed staffing and compensation model is appropriate, there are two potential areas that might generate some savings, but could potentially reduce service levels below what the community currently enjoys.

The first of these proposed changes would be to reduce the position classification of the new Commander position to Lieutenant. The Consultant Team feels strongly that the new department will need at least two senior management positions, but it may be possible to fill the second management position with a Lieutenant instead of a Commander. This could pose some problems in filling the position, since the proposed department salaries are modest compared with comparable agencies and it may be difficult to attract a mid-level police manager into the new department at the lower salary range. However, for purposes of discussion, we estimate downgrading the position would save approximately \$20,000 annually. This decision should probably be deferred until a new Chief of Police is brought on board and can test the market for qualified police managers at the lower compensation level.

The second possible change that could be considered would be to eliminate the dedicated Traffic Enforcement Officer. This would require that the new patrol officers be directed to spend a considerable amount of time on traffic enforcement duties. This could impact response times to lower priority calls and also reduce the level of traffic enforcement. Over time, most police professionals have come to the conclusion that dedicated traffic enforcement officers are a more cost effective way to address community traffic safety concerns because they can focus on specific issues without getting continually assigned to respond to calls or provide backup to fellow officers. The estimated savings from this change would be approximately \$130,000 annually, which includes reducing or eliminating the operation and replacement costs of one vehicle. Eliminating the dedicated Traffic Enforcement Officer, would also reduce one-time costs by \$55,154, since it would not be necessary to purchase one fully equipped traffic enforcement vehicle.

## **Financing or Amortizing Transition and Capital Costs**

When the 2013 report was completed, concern was expressed about the high one-time transition costs, totaling nearly a million dollars. As these costs have increased, this concern has obviously risen. As noted previously, the City could reduce some of these initial costs through purchasing vehicles and mobile radios through tax exempt lease purchase agreements, reducing initial one-time costs by \$334,900. However, financing these capital expenses will result in increasing the annual cost to operate the department for the first five years by \$70,000.

Whatever the one-time costs are, the City will need to finance these costs internally either through an allocation from General Fund reserves, or by internal borrowing from Enterprise Funds, if it is legal to do so.

From a policy perspective it make sense to view these transition and capital costs in a longer term perspective when making the decision whether to create a stand-alone department. For example, amortizing all of the transition and capital costs (\$1,199,668) over a five year period, results in increasing the annual cost for the first five years by approximately \$240,000. A ten year amortization schedule results in an annual increase in cost of approximately \$120,000 per year.

Del Mar, like most cities, does not finance or amortize these types of expenses over extended periods and instead uses available cash reserves to cover these types of expenses. As a result, the Consultant Team has not modified the analysis to include some type of amortization period. This is a policy decision for City Management and the City Council. However, we did want to include the information to better inform the overall discussion.

## **New Police Facility**

The Consultant Team did a more refined analysis of space needs for a new police facility to determine the adequate space needs for a stand-alone Del Mar Police Department. This analysis assumes that the City will construct either a stand-alone facility, or incorporate the new police facility into the new civic center project currently being considered. Table 8 details the estimated space needs of the new Police Department, with square footage estimates for each function. This analysis is based upon existing square footage at the Carmel California Police Department. Carmel is an affluent beachside community of approximately 4,000 residents in Northern California, with 21 total sworn personnel. The work space allocation for Carmel PD is a good comparison to Del Mar based on the similarities of the two cities and their respective police service needs.

<b>Table 9</b>			
<b>Del Mar Police Facility Space Needs</b>			
<b>FUNCTION</b>	<b>Subtotals</b>	<b>SQ FEET</b>	<b>Dimensions</b>
<b>Public Lobby</b>	<b>234</b>		
Sitting area		144	12'X12'
Public ADA Restroom		90	10' X 9'
<b>Administration</b>	<b>542</b>		
Chief Office		240	16'X15'
Commander Office		121	11'X11'
Admin Assistant		121	11'X11'
Storage Room/Closet		60	6'X10'
<b>Booking/Detention</b>	<b>288</b>		
Intake booking/counter		144	12' X 12'
Temporary Holding room		144	12'X12'
<b>Property &amp; Evidence</b>	<b>373</b>		
Evidence Room w/lockers		132	12'X11'
Work area: packaging/CSI		121	11'X11'
Armory		120	12'X10'
<b>Investigations</b>	<b>416</b>		
Detective office/2 desks		256	16'X16'
Interview Room X 2		160	8' X 10'
<b>Patrol</b>	<b>887</b>		
Briefing & Training Room		420	21'X20'
Report Writing room & forms area		144	12' x 12'
Locker Room Men		216	12'X18'
Mens' Bathroom		255	17'X15'
Women's Bathroom/Lockers		272	17' X 16'
<b>Traffic</b>	<b>100</b>		
Office & supplies		100	10' X 10'
<b>Break Room</b>	<b>195</b>		
Employee Lounge		195	13'X15"
<b>Storage</b>	<b>400</b>		
Misc Office Storage		100	11'X11'
Misc large item storage		100	10'X10'
Janitorial Storage		100	10'X10'
Utility Room		100	10X10"
<b>Subtotal</b>	<b>3435</b>		
<b>Circulation @ 25%</b>	<b>859</b>		
<b>Grand total all</b>	<b>4294</b>		

In addition to the new building, it will be necessary to include a secure, fenced parking area with electronic gated access for eight police vehicles and eight employee spaces. The estimated space requirement for this additional parking is estimated at between 6,500 and 9,000 square feet, depending on whether the spaces are diagonal or parallel. Parking areas should also include a camera surveillance system.

There is a wide range in construction costs for police buildings in California. Some newer building have been built for as low as \$200 per square foot, while the Consultant Team has seen estimates as high as \$1,000 per square foot, when the project has included structured parking. There are two important elements to consider when estimating the cost of a new police building as follows:

- **Security** – Police buildings require much higher levels of security than conventional office buildings. Public areas need to be carefully separated from secure office areas. Interview rooms, evidence storage, and weapons storage areas also need to be secure. Additionally, modern camera surveillance systems need to be incorporated into the entire building, both for safety purposes and to protect the City should claims be filed for incidents or injuries that may occur in the facility.
- **Building Safety** – The California Legislature in 1986 adopted the Essential Services Building Act, which requires that police facilities built in California meet a stringent building standard. The Act has resulted in a strict building code that will ensure essential buildings can continue to operate after major earthquakes. This has added significant building costs to new facilities in earthquake prone areas.

Del Mar is a beautiful, architecturally rich community. It is assumed that the City will want to construct a police building that is consistent with the high standards in the City. As a result, the Consultant Team recommends that the City assume a construction cost of at least \$500 to \$750 per square foot as an initial estimate. This would result in an estimated cost of \$2.2 to \$3.2 million.

## Chapter 3 Summary

In summary, the estimated annual costs of maintaining a stand-alone Del Mar Police Department in 2015 dollars is approximately \$2.385 million per year, including an expense of approximately \$100,000 per year in actual overhead expenses. This is an increase of 6.2% over the 2013 estimate.

In addition to the estimated annual operating costs, the Consultant Team estimates that the City will incur approximately \$1.2 million in one-time recruitment, transition, and capital costs prior to the new police department commencing operations. This estimate is 23% higher than the 2013 estimate.

Should the one-time transition costs be amortized over a five year period, the annual operating costs of the department would increase to \$2.625 million per year. If the costs are amortized over a ten year period, the annual cost of operating the department would be \$2.5 million per year.

And finally, the Consultant Team has estimated that the rough costs of a designing and constructing a new 4,300 sq. ft. police facility will cost between \$2.2 million and \$3.2 million. Land costs are not included.