



# City of Del Mar Staff Report



TO: Honorable Mayor and City Council Members

FROM: Ramsey Helson, Executive Assistant to the City Manager and City Council  
Via Scott W. Huth, City Manager

DATE: May 20, 2013

SUBJECT: Award of Consulting Services Agreement for the Evaluation of Law Enforcement Services.

## REQUESTED ACTION/RECOMMENDATION:

Authorize the City Manager to enter into a Consulting Services Agreement with Ralph Andersen & Associates for the Evaluation of Law Enforcement Services.

## DISCUSSION/ANALYSIS:

On March 4, 2013, City Council directed staff to issue a Request for Proposals (RFP) for Consulting Services for the Evaluation of Law Enforcement Services with a project budget not to exceed \$25,000. The RFP (2013-01) was issued on March 25, 2013, with a response deadline of April 30, 2013 at 5:00 p.m. The City received proposals from five different firms with proposed project budgets ranging from \$24,200 to \$37,000. Proposals were submitted by Center Solutions, LD Consulting LLC, Matrix Consulting Group, Ralph Andersen & Associates, and Willdan Homeland Solutions.

An RFP evaluation committee, consisting of three staff and two Finance Committee members independently reviewed the proposals and ranked them per the evaluative criteria specified in the RFP. The review committee then met to discuss and evaluate all five proposals. Upon deliberation and analysis of the rankings, the consensus was that Ralph Andersen & Associates was the most qualified proposer, would be able to meet all aspects of the outlined scope of work, and could produce a quality product within the approved budget and requested timeline.

The City's standard Consulting Services Agreement will be used for this project.

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## City Council Action:

FISCAL IMPACT:

As stated in the proposal, the total cost of this Consulting Agreement is not to exceed \$24,200. Funds are available in the City Contingency account.

ENVIRONMENTAL IMPACT:

There are no environmental impacts associated with this recommendation.

ATTACHMENTS:

Attachment A - Proposal from Ralph Andersen & Associates to Provide Consulting Assistance for the Evaluation of Law Enforcement Services.

# Proposal to Provide Consulting Assistance for the Evaluation of Law Enforcement Services



for the  
**City of Del Mar**



**Ralph Andersen & Associates**  
A Tradition of Excellence Since 1942



5800 Stanford Ranch Road  
Suite 410  
Rocklin, California 95765  
916.630.4900

April 26, 2013

Ms. Mercedes Martin  
City Clerk  
City of Del Mar  
1050 Camino Del Mar  
Del Mar, CA 92014

Dear Ms. Martin:

This is in response to the City of Del Mar's Request for Proposal (RFP) to provide consulting assistance for the evaluation of law enforcement services. This will be a complete and thorough study conducted by Ralph Andersen & Associates designed to evaluate alternative methods of providing police service. This assessment is to not only determine if this service can be provided less expensively than the Sheriff's contract, but also to learn if there are cost effective ways to increase service within the City.

As you may know, Ralph Andersen & Associates has been providing practical, responsive management consulting services to local public agencies since 1972. Our reputation has been based upon providing services of excellent quality and for producing results on time, on budget, as promised.

We feel we are well qualified to perform this study to evaluate law enforcement service options since we offer you the very best consultants to perform this work. They have experience pertinent to this project as consultants, but as practitioners as well.

The proposed staffing for this project will be John Goss, Senior Associate, who will be Project Manager. He has over 45 years of city and county management experience. He also has familiarity with local government issues in San Diego County, having served as Chula Vista's City Manager for 15 years.

Mr. Goss will be assisted by Chief George Rawson, who has had a lengthy career in law enforcement. Pertinent to Del Mar's policing issues, he was Public Safety Director in a similarly sized city: Carmel-by-the-Sea.

We look forward to the opportunity of working with the City of Del Mar on this assignment. Should you have any questions, please feel free to call me at (916) 630-4900 or Mr. Goss at (858) 829-9788.

Respectfully Submitted,

Heather Renschler  
President/CEO

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## City of Del Mar

# Proposal to Provide Consulting Services for the Evaluation of Law Enforcement Services

### Introduction

The City of Del Mar is seeking an evaluation of law enforcement services in order to determine if there is a less expensive means in which to obtain these services besides contracting with the San Diego County Sheriff's Office, or, alternatively, if less expensive police service can be provided there is an interest in possibly improving service within the City.

This proposal, in following the outline in the RFP, includes a Table of Contents. The Proposal will include:

1. About the Firm;
2. Qualifications and Experience;
3. References;
4. The Project Team;
5. Approach; and
6. Project Budget and Proposed Timeline.

Each of these items will be discussed in the following paragraphs.

### About the Firm

Ralph Andersen & Associates has served clients throughout the nation since 1972. With a primary focus on the southwest, clients include a variety of cities, counties and special districts. The firm has earned a reputation for excellence by providing services of exceptional quality, with a fierce commitment to client objectives. This has resulted in reports that are "alive," are useful and do not gather dust on the shelf. Enthusiastic clients will attest to their satisfaction with the work product provided by Ralph Andersen & Associates.

The firm has three primary areas of expertise: local government executive recruitment, classification and compensation studies, and management, organization, staffing and business practice studies. Regarding this latter focus, current studies at various stages of completion include:

1. An evaluation for West Com (police dispatch JPA) to determine the financial and operational feasibility of the City of La Palma contracting with this JPA. The members of the JPA are all in Orange County and include the cities of Cypress, Seal Beach and Los Alamitos.
2. A study of organizational options, Marine Safety Division (Ocean Lifeguards), City of Huntington Beach.
3. A management, organization and business practice assessment of the Recreation and Parks Department, City of Santa Rosa.
4. A fiscal analysis and plan of services for three "island" annexations for the City of Chico and Butte County.
5. A fiscal analysis and plan of services for Cathedral City related to the potential annexation of Thousand Palms.

The firm is able to enter into an agreement with the City under the terms and conditions of the City's Agreement, including the firm's ability to devote the necessary resources to complete the full Scope of Work for this project. This will also acknowledge the City's insurance requirements. The firm will be able to comply with these requirements prior to the execution of the Agreement.

The person who will be the primary contact on this assignment will be Mr. John Goss, Project Manager. He can be reached at: 12190 Cuyamaca College Drive East, #1410, El Cajon, CA 92019; (858) 829-9788; John@ralphandersen.com.

The person who has the authority to bind the firm to a contract is Heather Renschler, President/CEO, Ralph Andersen & Associates. Her contact information is: 5800 Stanford Ranch Road, Suite 410, Rocklin, CA 95765; (916) 630-4900; (916) 630-4911 (fax); Heather@ralphandersen.com.

## Qualifications and Experience

The firm has substantial experience in recent years in providing management, organization and business practice studies within the State of California. These cities include: Yorba Linda (two police studies); Thousand Oaks (Fire); Orange (Fire); Morgan Hill (Fire RFP); San Diego LAFCO (rural fire service); Daly City (Parks and Recreation); Sunnyvale (Public Works and Utilities); San Juan Capistrano (Utilities); Huntington Beach (Finance; Treasurer; Sunset Beach annexation); San Bernardino (Economic Development; Development Services); Carmel-by-the-Sea (Library; Business License Tax); Mill Valley (Community Development); Rancho Cordova (General Plan Fiscal Analysis); and Folsom (Human Resources). These studies are in addition to the studies listed in the previous section.

The consultants from Ralph Andersen & Associates have had substantial experience in evaluating municipal law enforcement services. The two most recent studies involve the City of Yorba Linda.

First, there was a Law Enforcement Service Study which evaluated options for the City in obtaining law enforcement service. These options included:

- Contract with the City of Brea (then the current provider);
- Contract with the City of Anaheim;
- Contract with the Orange County Sheriff's Office;
- Create a stand-alone Yorba Linda Police Department.

At that time (December 3, 2009) the consultants recommended that Yorba Linda continue to receive service from the City of Brea, the provider for the previous 41 years. The report also recommended a number of service improvements to be made by the Brea Police Department. While many of the report's recommendations were implemented, unfortunately, recommendations to use a community policing model and to develop a law enforcement strategic plan with input from the entire Yorba Linda community was not embraced by the Brea Police Department.

This led to the second study, in which the consultant assisted Yorba Linda in a RFP process which explored alternative means for receiving law enforcement services. This process resulted in three proposals: the City of Brea; the City of Anaheim; and the Orange County Sheriff's Office. As a result of this process, Yorba Linda selected the Orange County Sheriff's Office as its new service provider. The consultant assisted the City in the transition process, and the Sheriff began providing service to the City in January 2013.

Pertinent to Del Mar is that these two studies explored various options of providing law enforcement service, either through contract or by a stand-alone police department. To understand the detail of the analysis by the consultants, please see attached sample "Comparison Matrix" that was used to compare and evaluate the three contract proposals for Yorba Linda. This demonstrates the more complex issues raised during the Yorba Linda RFP process besides cost.

A few years earlier, the consultant prepared an organizational analysis of the Police and Fire Departments in the City of Albany. The purpose of this study was to evaluate the feasibility of creating a public safety director, responsible for managing both the City's Police and Fire Departments. Possibly contracting for Fire Chief services with another agency was explored. The report recommended against creating a public safety director, and Albany eventually contracted with the City of Piedmont for Fire Chief services.

Obviously, for Del Mar there appear to be two major options: obtaining service from the San Diego County Sheriff's Office, or some version of a stand-alone Del Mar Police Department.

It was mentioned that Del Mar has an ocean lifeguard service that includes a law enforcement component. Mr. Goss has recently completed a report evaluating the organizational options for Huntington Beach's Marine Safety Division, specifically whether the Marine Safety Officers (ocean lifeguards) should:

- Be a stand-alone department;
- Be part of a Beach Services Department;
- Be merged with the Police Department;
- Be merged with the Fire Department;
- Remain with the Community Services Department.

This report has been completed and will be presented to the Huntington Beach City Council on May 6, 2013.

Besides consultant work performed by the firm's professional team, one should not ignore their experience as practitioners. Both have had direct experience with law enforcement in a setting similar to Del Mar. Chief Rawson was initially Police Chief, and then for several years was Public Safety Director (oversaw both police and fire) for the City of Carmel-by-the-Sea. Mr. Goss came out of retirement and served as Carmel's Interim City Administrator from April – October 2011. Carmel's small police department serves a population of 4,000 within one square mile. This consultant team has an intimate understanding of the types of law enforcement issues facing a small, upscale, tourist oriented coastal city, with a large influx tourists on a seasonal basis.

Mr. Goss and Chief Rawson have lengthy and significant experience with municipal law enforcement. One tool that they independently developed in their own cities (Chula Vista and Indio) was a "patrol staffing model." This model evaluates the need for patrol officers based on work load, not some artificial standard such as the number of officers per 1,000 population served. After the number of patrol officers is determined based on calls for service, then, built off that staffing level, the number of detectives, support staff and supervision is determined. This tool would be useful, not only to determine needed staffing for a stand-alone Del Mar Police Department, but in evaluating staffing currently provided by the San Diego County Sheriff's Office.

## References

Three client references for consideration by the City of Del Mar are listed in this section

- **City of Yorba Linda**  
4845 Casa Loma  
Yorba Linda, CA 92886  
Telephone (714) 961-7100  
Contact: Steve Rudometkin, City Manager  
"Law Enforcement Service Study," December 3, 2009 and "Request for Proposals, Law Enforcement Services, Description, Narrative, and Analysis, City of Yorba Linda," April 19, 2012.  
(for Mr. Goss and Chief Rawson)
- **City of Huntington Beach**  
2000 Main Street  
Huntington Beach, CA 92648  
Contact: Fred Wilson, City Manager  
Telephone (714) 536-5511  
"Organization Options, Marine Safety Division, Community Services Department" April 10, 2013  
(for Mr. Goss)

- City of Thousand Oaks**  
 2100 Thousand Oaks Blvd.  
 Thousand Oaks, CA 91362  
 Telephone (805) 241-1822  
 Contact: Scott Mitnick, City Manager  
 "Professional Advice Letter Regarding the Ventura County Fire District's August 11, 2009 Letter and Report Concerning Regional Fire Services," September 30, 2009  
 This report evaluated the City's service from the Ventura County Fire Department as well as assessed the cost and feasibility of a stand-alone City department.

## The Project Team

The consultant team assigned to this project is John Goss, Project Manager, and Chief George Rawson, Co-Project Manager. Their biographies are briefly presented in the following paragraphs.

### *Mr. John Goss, Project Manager*

Mr. John Goss will be Project Manager. With over 45 years of local government experience, Mr. Goss was City Manager, Alameda, CA, from 1973-80 and Chula Vista, CA, from 1983-98. He also served as Oakland's General Services Director from 1980-83 and was San Bernardino County's Assistant County Administrator from 1999-2004. For six months in 2011, Mr. Goss served as Interim City Administrator, for the City of Carmel-by-the-Sea. As a beginning professional, Mr. Goss held professional positions in the cities of Phoenix, San Diego and Fremont.

As a practitioner, Mr. Goss developed a well-honed knowledge of effectively organized and operated police departments. This included the development of a Patrol Staffing Model which is a formula for assessing police workload and needed staffing based on calls for service. At one time this Model was nationally recognized as one of the "top ten" reports on police service offered to its member cities by ICMA (International City/County Management Association).

As mentioned earlier Mr. Goss, along with Chief Rawson, prepared a law enforcement service study for the City of Yorba Linda followed over two years later by a report reporting on a RFP process for that City. He is just completing a study on organization options for the Marine Safety Division for the City of Huntington Beach.

Mr. Goss is recognized as a leader in the city management profession. He was elected President, City Managers' Department, League of California Cities, 1993-94, and was President of the San Diego County City Manager's Association. In 1991 he received the top award given by ICMA, the Mark E. Keane Award of Excellence.

Academically, Mr. Goss received the following degrees, awards and honors:

Mr. Goss received a Bachelor of Arts in Political Economy from Fresno State. He received a Master in Public Administration from the University of Southern California. He is a Distinguished Alumni with the School of Arts and Humanities at Fresno State; and he also taught a graduate seminar in municipal management at San Diego State University for 11 years.

### *Chief George Rawson, Project Co-Manager*

Chief George Rawson will be part of this consultant team. He has over 35 years of law enforcement experience, including 13 years with the City of Indio. He served as Chief of that City from 1998-2001. To be with his parents who were ill, he moved back to the Monterey area, and was appointed Chief of Police in Carmel-by-the-Sea in 2001. Later he also assumed the management of the Fire Department and served as Public Safety Director. He retired from that position approximately 2 ½ years ago. Chief Rawson collaborated with Mr. Goss on both Yorba Linda studies.

Chief Rawson received a Bachelor of Arts in Criminal Justice from California State University, Sacramento. He received a Master of Public Administration from Golden Gate University, San Francisco. He also completed the FBI National Academy, Quantico, Virginia. In addition, he received the POST Executive Certificate, and is a former instructor at both the Gavilan Police Academy and Riverside Community College.

## Approach

The approach for this project involves a Scope of Work designed to accomplish the objectives of this RFP. The Scope of Work will be described as a series of project tasks.

### **Task I – Project Management and Oversight**

As the first step in the study process, after notice to proceed has been received from the City, the consultant will review and confirm the Scope of Work as well as project timing with the City's Project Coordinator. This will be at a "kick off" meeting with the City's representative as well as other City staff as appropriate and as determined by the City. At this time, any refinement in the study approach will be developed. Documents, data and other materials needed for the study will be identified. A list of those to be interviewed will be prepared.

### **Task II – Document Development and Review**

As mentioned, Ralph Andersen & Associates will prepare, in consultation with the City's Project Coordinator, a data collection checklist. The checklist will identify materials, documents and data that will be needed during the course of the project. This will include information from the Sheriff including call for service data, response times, staff deployment, patrol work schedule, performance metrics, detective workload, training standards, and a list of vehicles and other equipment used. This information will be reviewed along with the current contract with the Sheriff, particularly provisions regarding indemnification, worker's compensation, and cost including salaries, overtime and administrative overhead. The City's budget and organization charts will be reviewed along with any studies prepared by or for the City on law enforcement and/or ocean lifeguard services.

### **Task III – Site Review**

Along with City staff, potential sites/buildings that could be used for a Del Mar Police Headquarters will be reviewed.

### **Task IV – Interviews**

The consultant will interview City staff and officials as directed by the City's Project Coordinator. This may include members of the City Council, City Manager, department heads and others as deemed appropriate by the City's Project Coordinator. It is assumed that these will be face-to-face interviews and that the City's Project Coordinator will schedule these interviews.

There will be a need to meet with representatives of the Sheriff's Office. This will be designed to obtain their view of the level of service needed in Del Mar as well as the other data needed to evaluate the level of service currently being provided by the Sheriff.

### **Task V – Mid-Review Meeting**

While the consultant will be in constant communication with the City's Project Coordinator, there will be a review meeting half-way through the study process with City staff, after which the evaluation in Tasks VI, VII and VIII will be completed.

### **Task VI – Assess Current Services Provided by the Sheriff's Office**

This task will review and document the City's current service levels based on the information obtained in Tasks II and IV. This will involve analyzing calls for service for patrol, using the Patrol Staffing Model, and the resultant investigative workload. This assessment will entail determining the current level of service provided to the City as well as the recommended level for the City. Part of this evaluation will involve the application of the Patrol Staffing Model to determine necessary staffing based on workload (calls for service).

Important will be an assessment of the current Sheriff's contract including any consequences if the City exits the contract due to carry over financial obligations, including any subsequent costs for indemnification and/or workers' compensation liability.

### **Task VII – Evaluate Alternatives for a Del Mar Police Department**

This task will involve developing options for establishing a stand-alone police department for Del Mar. This will include a standard police department configuration including how this would fit in with the City's Park Ranger program and parking enforcement activities as well as the practicality of supplementing the standard configuration with support from the Sheriff, volunteers, part-time officer annuitants, and/or private security firms. This will include evaluating supplemental support from the Sheriff as stated in RFP item #9. Exploring with the City the possibility of creating a special district to provide police services can also be assessed. The impact on pension exposure and insurance needs will also be evaluated.

An interesting question in the RFP asks, "What is the minimum population base typically necessary to support a police department?" Both members of the consultant team know that a city the size of Del Mar can have a viable police department as long as there are sufficient financial resources available from the community to support that department. This is evidenced by the City of Carmel-by-the-Sea which has a viable police department serving a population base of 4,000, plus an enlarged population base during the seasonal tourist season.

There appears from the RFP to be a concern in covering special events. Securing volunteers or private security to supplement regular law enforcement capability would seem to be one way to satisfactorily address this issue. Also, the consultant team had useful experience in Carmel in dealing with swings in population during the tourist season with a small police department, which is an issue raised by the RFP.

#### **Task VIII – Evaluate the Cost of a Del Mar Police Department**

The report will indicate the start up costs for a stand-alone department such as facilities, the purchase of vehicles and equipment, and dispatch. Also, annual operating costs will be projected.

The most unforeseen major expense is the transition expense from the Sheriff to a Del Mar Police Department. There will be a need in advance of the shift from one provider to another of hiring a Police Chief and other staff for the new department. There will be a need to develop department policies and then train the new officers, even if they are experienced officers from another agency, around these policies. These costs, where there will be overlapping staff costs, will be identified and projected.

Other issues will be examined including mutual aid and asset seizures. The consultant will also assess the impact of a Del Mar Police Department on existing City departments and offices, including the need for additional resources to support the new department. The staff pay assumptions, including benefits, for projecting the cost of the new department will also be supplied.

#### **Task IX – Preparation of a Preliminary Draft Report**

After the review and analysis conducted by Ralph Andersen & Associates, the consultants will prepare a preliminary draft report. The report will be presented to the City's Project Coordinator for review and comments.

#### **Task X – Preparation of the Final Report**

After review of the Preliminary Report by the Project Coordinator and other staff, the consultant will finalize the report and submit it to the City.

#### **Task XI – Presentation of the Final Report to the City Council**

The consultant will present the Final Report to the City Council.

## **Project Budget and Proposed Timeline**

The cost of professional services for the Evaluation of Law Enforcement Services for the City of Del Mar is a fixed not-to-exceed fee of \$21,500. In addition, the City will be responsible for the reimbursement of out-of-pocket expense for travel, printing and binding, postage and delivery, and clerical and telephone charges. These expenses will be billed on an actual cost basis and will not exceed \$2,700. The total cost of this proposal will not exceed \$24,200.

The hourly rates for the two consultants are:

- Mr. Goss                    \$150/hour
- Chief Rawson            \$140/hour

The milestones for this project are:

- Weeks 1 – 4 Completion of Tasks I – IV.
- Weeks 5 – 8 Completion of Tasks V – VII
- Weeks 9 – 12 Completion of Task IX
- Weeks 13 – 15 Completion of Tasks X and XI

The initial partial billing will be submitted upon the submittal of the preliminary draft report.