



CITY OF SAN LUIS OBISPO

**POLICE
FACILITIES
MASTER
PLAN**

Final Report

January 2003

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INTRODUCTION

In January 2002 the City of San Luis Obispo Police Department requested the services of a consultant to prepare a Master Plan for Police Facilities for a twenty-five year planning period. In addition to the overall planning objectives of identifying long range facility needs, the department also requested that the short term relocation of the Communication Center be identified in the context of the long range expansion options available to the city.

The consultant team of Daniel C. Smith and Associates and KMD Architects was selected to develop the Master Plan for the Police Department. The project was initiated during the second week in June 2002. The team conducted issued a data collection questionnaire, conducted interviews, gathered demographic and related data and surveyed existing questionnaires.

The information derived from this process was utilized to prepare two interim reports. The first report, Service Demand and Staffing, was presented in August 2002. This document contained detailed analysis of the historical and projected city population, demands for Police service and the Police Department staff necessary to accommodate these service demands.

A second report was also presented in August detailing the existing size and conditions of the present San Luis Obispo facilities. A third report was presented and reviewed in October 2002. This report detailed the space requirements for the next twenty-five years in five-year increments.

This document represents the culmination of the consultant team's efforts and presents the Police Facilities Master Plan including facility development options, site requirements and costs. It also includes an analysis of the relocation options for the Communication Center. This document incorporates the previously presented material revised from the Police Department review process.

BACKGROUND

The City of San Luis Obispo is a municipality of 44,450 residents located in the central coast region of the state. It is in close proximity to California Polytechnic State University (18,000 enrollment) and Cuesta Community College (9,000 enrollment). Highway 101, a major north and south route, bisects the city. The city has an incorporated area of 11 square miles. The residential community is fairly affluent and housing prices are higher than the state average. At the same time, however, a significant portion of the city housing stock accommodates the student population, normally with a high occupancy rate per dwelling. The somewhat diverse nature of the city population impacts the public safety issues and attitudes.

The San Luis Obispo Police Department presently has 90 regular staff (61 sworn and 29 non-sworn). The department uses volunteers and temporary (student) staff to supplement their operations.

The department facilities are located mainly on a site bound by Walnut, Santa Rosa, Osos Streets and Highway 101. The site has approximately one acre of available land. The site is susceptible to flooding on the northern portion. The original police building was opened in 1969 and provided approximately 8,000 to 9,000 net square feet and 10,000 to 12,000 gross square feet. In 1983 a two-story addition was added on the southern end of the original building. This addition brought the total square footage of the building up to 15,600 gross square feet and 12,800 net square feet. In the 1990's the department acquired a small residence on the southern portion of the site. This facility provides for 788 square feet. In addition, the department purchased a pre-fabricated structure to house property and evidence and to provide an area to conduct forensic testing on vehicles. This provides for an additional 600 to 800 square feet. The Police Department also has a donated office space in the downtown area that is utilized as a satellite facility primarily by the bicycle patrol.

Organizationally the department is divided into three units, the Office of the Chief, Administration Bureau and Operations Bureau. The department's communications unit provides dispatch for both City Police and Fire services. The department provides only temporary arrestee holding and all long-term incustody individuals are booked into the county jail. There are a number of facility issues presently facing the department. These are summarized as follows:

- Existing support spaces (i.e., lockers, general storage, evidence storage) are insufficiently sized to meet present needs;
- The Communication Center is substantially undersized in an area susceptible to flooding and lacks basic employee support space;
- The department is decentralized to some extent with two facilities on the site;
- Employee and public parking is in very short supply; and
- Some areas are inefficiently utilized (public lobby).

As the department grows in the future it is essential that it have a master plan to address these existing deficiencies while at the same time providing orderly growth.

This report is structured to provide that master plan and is organized as follows:

- Section 1: Service Demand and Staffing Projections
- Section 2: Existing Facilities and Parking Requirements and Existing Facilities Conditions
- Section 3: Facility and Site Planning Options
- Section 4: Communication Center Relocation

SECTION 1: SERVICE DEMAND AND STAFFING

Introduction

The primary focus of this section is to document the development and details of the staffing plan that will serve as the foundation for formulating the facilities space program provided in the next section of this report.

Specifically, this section will:

- Provide an explanation of the methodologies used by the Consultant to develop the staffing projections and plan addressed below.
- Document historical and projected population levels for the City of San Luis Obispo and the region.
- Examine the historical volume of police calls for service (CFS) and associated reported crimes relative to population change.
- Provide an historical analysis of the San Luis Obispo Police Department's staffing levels versus population, calls for service, and other workload data.
- Provide a comparative analysis of the City's police per capita to selected cities that are similar to the City of San Luis Obispo.
- Formulate logical alternative macro-level staffing futures and provide an analysis.
- Provide a detailed staff program that will be utilized for facility programming and planning purposes.

Methodology

In order to develop a logical forecast of police staffing levels, and subsequently, specific staffing plans, the Project Team adopted a philosophy which in the broadest sense entails:

- Comprehending past and current conditions.
- Ascertaining the projected population of San Luis Obispo in the year 2027.
- Understanding the City's character and socio-demographic make-up.
- Anticipating any potential changes in the types of services that the Police Department would deliver and identifying how the delivery of those services would change and/or evolve.

The specific methodology that the Project Team used included, but was not limited to:

1. Data Acquisition and Fact Finding: The Project Team collected the following baseline set of data from the agencies listed below:
 - City Planning – population estimates and forecast; annexation and building development information; college enrollment and housing data.
 - City Police Department – historical service demand and staffing data
 - Federal Bureau of Investigations – comparative cities staffing and reported crime levels.

2. Understanding and Validating the Acquired Data: The Project Team reviewed the collected information to assure that the latest information was being used and to identify any inconsistencies or large changes in recorded the data from year to year that might indicate a change in recording and/or classification methods. Where inconsistencies were found, the Consultant Team discussed them with appropriate City personnel to understand the underlying causes, and to either discount or adjust certain data as necessary.
3. Distribute Questionnaires to, and Conduct Interviews with Department Management: The Consultant Team developed questionnaires that were distributed to department management which queried them to provide historical staffing and their best estimate of future staffing needs. Additional questions involved assessing the potential for: a) departmental reorganizations; b) changes in the types of services that would be provided; c) how those services would be provided; and, d) other operational issues that could affect future staffing levels.
4. Historical Analysis of Population, Service Demand, and Staffing Trends: The Project Team's analysis included:
 - Comparing annual changes in the volume of police calls for service, workload, and staffing levels versus population in terms of rates per 1,000 population.
 - Correlating past staffing levels to population, calls for service, and crime levels per capita.
5. Ascertaining and Documenting City-Provided Population Estimates and Projections for Staff Forecasting Purposes: This process entailed:
 - Obtaining the latest estimates of total city population versus established population projections that were developed in 1994.
 - Adjusting the initial set of population projections for current year (2002) and those in prior years based on the latest population estimates.
 - Understanding the maximum growth that the City expects could occur under any logical foreseen circumstances.
6. Obtaining Comparative Police Staff Versus Population Levels for Similar Cities:
 - Police staffing and crime data was collected for nine comparative cities with current population levels approximate to that forecasted for year 2027 in San Luis Obispo.
 - Further, because the State University's student population places significant demand on the SLOPD, four of the nine cities were selected specifically because they have either a State University, or University of California campuses either within, or located close to their municipal boundaries.
 - The Consultant Team then disaggregated the comparative cities into two primary groups, those cities having substantial higher education facilities, and those that do not, to see if there were any substantial differences or trends between the two in terms of staffing per capita and crimes per capita.
7. Develop logical alternative macro-level staffing futures: The Project Team formulated alternative staffing futures using the following methods:

- Applying selected historical alternative SLOPD staffing per capita and demand for service rates to projected population levels.
 - Applying comparative staffing levels versus population to the projected population of San Luis Obispo.
8. Formulate a definitive macro-level (bottom-line) forecast of staff requirements: This task was accomplished by:
- Analyzing the likelihood of each alternative projection being realized, by taking into account expected changes in city revenues, funding levels, types of services to be delivered, service delivery methods, and changes in organizational structure.
 - Conducting a workshop with city staff to present the Project Team's findings, obtain comment, and ultimately refine the projections as appropriate.
9. Documenting definitive staffing plans on a position-by-position basis: This task entailed:
- Developing position-by-position staff projections for each department.
 - Providing draft projections for city review and comment.
 - Refining the plan as a result of a specific workshop dedicated to this task.

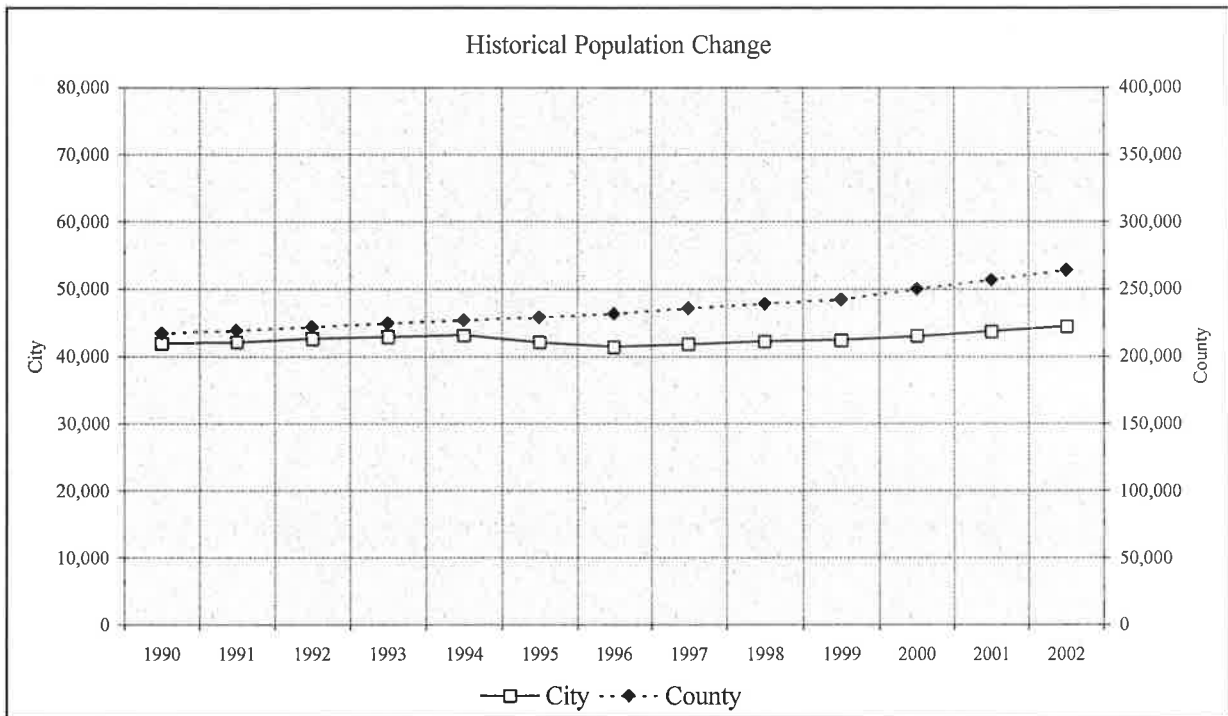
Population

Introduction: Population growth is one of the most important generators of demand for public safety services. As such, the Project Team conducted a thorough analysis of past population trends and projections. Since the City of San Luis Obispo: a) is the County Seat; b) lies along the Highway 101 corridor; c) serves as a regional commercial center; and, d) has a State University located close by, the Project Team also took into account regional population change, potential student enrollment changes, and the maximum possible build-out scenario for the City.

Historical Population Estimates - Findings: Exhibit 1.1 provides detailed data regarding County and City population change between 1990 and 2002.

**Exhibit 1.1
Historical Population Estimates**

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	Total Increase	Total % Increase	Avg. Ann. Rate
City	41,958	42,100	42,650	42,900	43,200	42,100	41,404	41,807	42,201	42,446	43,027	43,739	44,450	2,492	6%	0.48%
County	217,162	219,300	222,000	224,500	227,000	229,200	231,900	235,700	239,100	242,100	249,900	256,915	264,127	46,965	22%	1.64%



Source: California Department of Finance

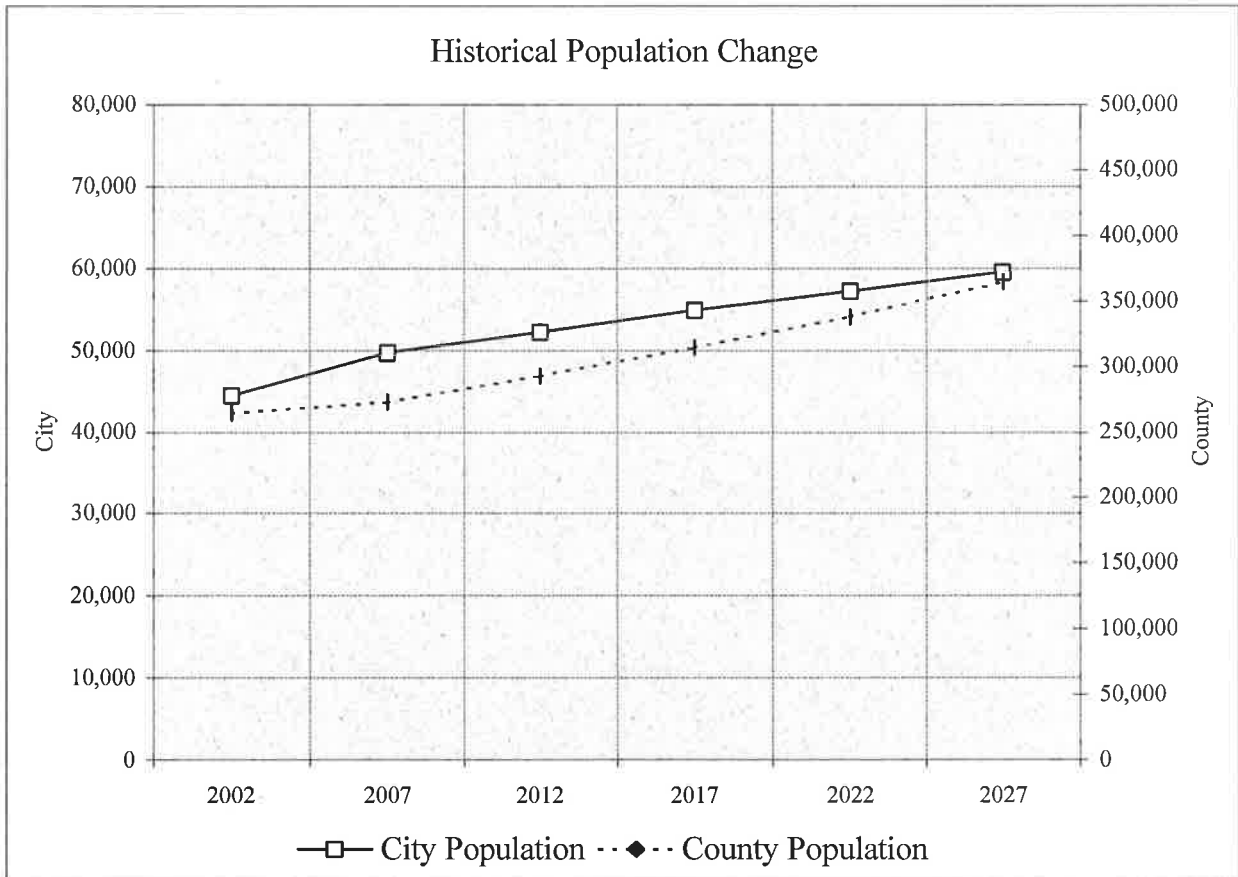
As shown:

- The City’s population increased from 41,958 to 44,450, or 6%. The corresponding average annual compound rate equaled 0.46%.
- In contrast, the County’s population increased by 46,965 persons, from 217,162 to 264,127. The total increase of 22%, which occurred at an average compound annual growth rate of 1.64% was nearly three times the City’s growth rate over the same time period.

Projected City and County Full-Time Resident Population: Exhibit 1.2 provides San Luis Obispo City and County population projections from 2002 through year 2027. City population projections were provided to the Consultant Team by City Planning through year 2022, where the year 2027 figure was extrapolated by the Consultant Team. County projections were obtained from the County of San Luis Obispo Long-Range Planning Department which were documented from year 2000 through year 2030 in the five-year planning increments. Therefore, the Consultant Team interpolated the figures shown for years 2007, 2012, 2017, 2022, and 2027 assuming straight-line growth for the intervening years not listed in the baseline data.

**Exhibit 1.2
City and County Population Projections**

	2002	2007	2012	2017	2022	2027	Total Increase	Total % Increase	Avg. Ann. Rate
City Population	44,450	49,700	52,200	54,900	57,200	59,500	15,050	34%	1.17%
County Population	264,127	273,028	293,138	314,848	338,512	364,388	100,261	38%	1.30%



Note that the City population projections include all expected areas to be annexed, which will contain approximately 1,820 yet to be developed housing units, assumed by City Planning to have an average household size of 2.2 persons.

As demonstrated in Exhibit 1.2, between 2002-2027:

- The City’s total population will increase by 15,050 persons, or 31%. The corresponding average annual increase equates to 1.17%: a growth rate that is nearly two and half times faster than what has occurred since 1991. Total population will increase from 44.450 to 59,500 over the stated timeframe.
- Total County population growth will generally occur at the same rate as City increases.

- Total population will increase by 100,261 persons, or 38%, and will occur at an average annual rate of 1.30%. Total County population will increase from 264,127 to 364,388 between years 2002 and 2027. Total County population growth will also occur at a rate somewhat lower than what has occurred in the past, 1.30% versus 1.64% annually.

The City-provided population forecast was developed in 1994, and since that time, growth has failed to increase at the projected rate. In fact, for year 2002, the City population was forecasted to reach 47,300, where in contrast, the latest city estimates place total population at 44,450 persons. Using 1990 as baseline, the forecast had called for population to increase by 13%, where in reality it only increased by 6%, or less than half the rate originally predicted. Will City population growth continue to lag behind the forecast? Only time will tell. Regardless, the year 2027 forecast is founded on the premise of City build out being attained in that year.

Service Population and Land Use:

Another factor that will impact facilities needs is the “service population” of the community. For the purposes of this report, “Service Population” is the number of persons actually serviced by the Police Department during a given time period. The size of the service population is driven by a host of factors, including but not limited to: a) employment; b) student enrollment base; c) retail volume; d) recreation, leisure, and entertainment venues; e) special events; and, f) other factors. As a consequence, concrete figures quantifying the service population remain elusive. However, the City’s best estimate is that the current service population lines somewhere between 74,000 and 78,000 on a daily basis. These figures vary based on season, day of the week, and time of day.

Additionally, Cal Poly University, which lies outside of the City’s Urban Growth Boundary, projects that the student population will increase by 3,000 students over the long-term. The University intends to provide housing for all of the additional students on campus, for which the University Police provide law enforcement services.

Looking towards the future, proposed land annexations include potential uses that could drive significant increases in the volumes of traffic, persons commuting to jobs, and mixed uses that will result in increased volumes of “calls for service” (CFS) related to these uses. These include traffic accidents, shoplifting, driving under the influence, and a myriad of other calls. Recommendations for this report take into consideration these factors.

Nevertheless, considering the nature of this facilities planning study and that any new facilities should last well beyond the established 25-year planning horizon, the City should not only focus on when build-out will occur and the size of the service population, but rather what is required in terms of police staff and facilities to service the build-out full-time resident population that has been forecasted as well as the impacts of the service population.

The impacts of service population and land use can be measured in terms of “calls for service” (CFS), the volume of which in turn affects “available officer time.” These subjects are addressed below.

Historical Trends - Demand for Police Services and Staffing Levels

Explanation of Data: Six years of police-related historical data was collected and analyzed by the Consultant Team. For the purposes of this report, historical demand for police services has been quantified in terms of: a) calls for service (CFS); b) reported crimes; and, c) arrests. The Consultant Team used only the CFS data from 1998 through 2001 for this analysis in order to assure consistency in the baseline data. Reported crime and arrest data for the established six-year historical period was readily available and was deemed to be recorded consistently.

For each major area (CFS, Reported Crime, Arrests, and Staff) the Consultant Team has categorized the data in terms of totals/volume, corresponding rates per 1,000 population; and the minimum, average, adjusted average, and maximum rates per 1,000 population that occurred during the established historical time periods. The adjusted average rate was determined by excluding the years where the maximum and minimum rates occurred and then averaging the data for the remaining years.

Findings –Calls for Service Versus Population and Related Staff Impacts: Exhibit 1.3 shows that over a four-year period from 1998-2001:

- Total calls for service increased by 1,616, or 6.0%. This increase was nearly twice the rate of city population growth which increased 3.6%.
- However, when office-initiated calls are excluded from this total, public-initiated CFS actually declined by 4.1%, and the CFS rate per 1,000 population decreased correspondingly, from 592 to 568.
- It is important to note that although the City is a regional center and the County Seat, the reduction in public initiated calls for service is even more pronounced when compared to the 10% increase in County population.
- In contrast, officer-initiated calls for service increased by 86%. Nowhere is that more evident than downtown, particularly during the evening hours and especially on weekends. There have been significant increases in alcohol related arrests, citations, and crime. Most of these take place during the late evening and early morning hours and are directly related to the entertainment and bars in the downtown.
- As a result of the above trends, the “available time” figures related to Police Department staffing levels has been negatively impacted. “Available time” is that period during which officers are not busy with other calls or enforcement activities, and time that they therefore can devote to visible patrol and crime deterrence. The City’s adopted safety element currently identifies a 30% “available time” level as the objective for patrol response. The most recent activity figures from year 2001 show that the department was unable to meet this objective for nearly every month.

**Exhibit 1.3
Calls for Service Vs Population**

	Data						Analysis	
	1996	1997	1998	1999	2000	2001	Change	% Change
Workload Generators								
City Population			42,201	42,446	43,027	43,739	1,538	3.6%
<u>Calls for Service - Volume</u>								
Public Initiated			24,996	23,402	24,671	24,856	(140)	-0.6%
Officer Initiated			1,892	2,667	3,272	3,648	1,756	92.8%
Total			26,888	26,069	27,943	28,504	1,616	6.0%
<u>Calls for Service - Per 1,000 Pop.</u>								
Public Initiated			592	551	573	568	(24)	-4.1%
Officer Initiated			45	63	76	83	39	86.0%
Total			637	614	649	652	15	2.3%
<u>Calls for Service - Rates Per 1,000 Pop. - Analysis</u>								
Public Initiated	Min. Rate:	551	Avg. Rate	571	Adj. Avg.	571	Max. Rate	592
Officer Initiated	Min. Rate:	45	Avg. Rate	67	Adj. Avg.	69	Max. Rate	83
Total	Min. Rate:	614	Avg. Rate	638	Adj. Avg.	643	Max. Rate	652

Findings – Crime Levels Versus Population: Exhibit 1.4 shows that over a six-year period from 1996-2001:

- Total reported crimes increased by 2,484 incidents, or 47.2%. Correspondingly, the rate of total crimes per 1,000 population increased from 127 to 177. Does this data indicate that the City is become less safe and more prone to crime? Quite the contrary, as supported by the following two factors:
- The volume of serious crime (Part 1 Crimes) increased only 3.7% during this timeframe –less than the increase in population. Therefore the rate of serious crimes per 1,000 population actually declined from 49 to 48 per 1,000.
- Part 2, or less serious crimes volume, which increased by 74.7%, clearly seems to be related the increase in officers placed on the street and the volume of officer initiated calls, which increased by 92.8%. It also appears result from more aggressive enforcement of a “zero-tolerance” policy, as evidenced by a more detailed review of reported crime, which for example, shows substantial increases in liquor violations.

Therefore, the statistics reflect a common trend experienced nationally, where community-based policing programs combined with proactive, zero-tolerance policies place more officers on the street, allowing them to make more arrest for minor offenses, before more serious crime becomes an issue. In a sense, then, Part 2 crimes rates and officer-initiated calls for service can be self-generating numbers.

**Exhibit 1.4
Crime Levels Vs Population**

	Data						Analysis	
	1996	1997	1998	1999	2000	2001	Change	% Change
Reported Crime								
<u>Crime - Volume</u>								
Part 1 Crimes	2,038	1,925	2,228	2,020	2,162	2,114	76	3.7%
Part 2 Crimes	3,225	3,113	3,752	4,123	5,273	5,633	2,408	74.7%
Total	5,263	5,038	5,980	6,143	7,435	7,747	2,484	47.2%
<u>Crime - Per 1,000 Pop.</u>								
Part 1 Crimes	49	46	53	48	50	48	(1)	-1.8%
Part 2 Crimes	78	74	89	97	123	129	51	65.3%
Total	127	121	142	145	173	177	50	39.3%
<u>Reported Crime Rates - Per 1,000 Pop. - Analysis</u>								
Part 1 Crimes	Min. Rate:	46	Avg. Rate	49	Adj. Avg.	49	Max. Rate	53
Part 2 Crimes	Min. Rate:	74	Avg. Rate	98	Adj. Avg.	97	Max. Rate	129
Total	Min. Rate:	121	Avg. Rate	147	Adj. Avg.	147	Max. Rate	177

Findings – Staff Versus Population: Exhibit 1.5 (shown on next page) shows that over the five-year period from 1996-2001:

- Arrest rates increased 16%, or nearly three times the increase in population.
- Essentially all of the increase was due to an increase in adult arrests, as juvenile arrest actually declined between 1996 and 1999, and then returned by 2001 to exactly the volume experienced in 1996.
- Overall, the total arrest rate per 1,000 population increased from 65.9 to 72.4.
- Felony arrests declined by 22%, while misdemeanor arrest increased by 16.6%.
- These statistics again confirm the effects of placing more officers on the street and more aggressively implementing zero-tolerance policies.

Findings – Staff Versus Population: Exhibit 1.6 shows that over the five-year period from 1996-2001:

- Staffing levels increased by 7.5 full-time positions, or 9.1%
- This increase was essentially divided evenly between sworn and non-sworn staff.
- The rate of staff increase was significantly higher than population which grew by 5.6% over the same timeframe.
- The higher growth rate in staff equates to a rise in staff per 1,000 population, from 1.98 to 2.05.

**Exhibit 1.5
Arrests Vs Population**

	Data						Analysis	
	1996	1997	1998	1999	2000	2001	Change	% Change
Arrests								
<u>Arrest Volume</u>								
Adult	2,451	2,300	2,165	2,265	2,716	2,887	436	17.8%
Juvenile	278	268	225	225	284	278	-	0.0%
Total	2,729	2,568	2,390	2,490	3,000	3,165	436	16.0%
Felony	483	496	458	350	404	398	(85)	-17.6%
Misdemeanor	2,246	2,072	1,932	2,140	2,596	2,767	521	23.2%
Total	2,729	2,568	2,390	2,490	3,000	3,165	436	16.0%
<u>Arrests Per 1,000 Pop.</u>								
Adult	59.20	55.01	51.30	53.36	63.12	66.01	6.81	11.5%
Juvenile	6.71	6.41	5.33	5.30	6.60	6.36	(0.36)	-5.3%
Total	65.91	61.43	56.63	58.66	69.72	72.36	6.45	9.8%
Felony	11.67	11.86	10.85	8.25	9.39	9.10	(2.57)	-22.0%
Misdemeanor	54.25	49.56	45.78	50.42	60.33	63.26	9.02	16.6%
Total	65.91	61.43	56.63	58.66	69.72	72.36	6.45	9.8%
<u>Arrests:- Rates Per 1,000 Pop: Analysis</u>								
Felony	Min. Rate:	8.25	Avg. Rate	10.19	Adj. Avg.	10.25	Max. Rate	11.86
Misdemeanor	Min. Rate:	45.78	Avg. Rate	53.93	Adj. Avg.	53.64	Max. Rate	63.26
Total	Min. Rate:	56.63	Avg. Rate	64.12	Adj. Avg.	63.93	Max. Rate	72.36

**Exhibit 1.6
Staff Vs Population**

	Data						Analysis	
	1996	1997	1998	1999	2000	2001	Change	% Change
Workload Generators								
City Population	41,404	41,807	42,201	42,446	43,027	43,739	2,335	5.6%
Staffing Levels								
<u>Authorized Positions</u>								
Sworn Staff	57.0	57.0	57.0	59.0	61.0	61.0	4.0	7.0%
Non-Sworn Staff	25.0	25.0	25.0	26.0	27.5	28.5	3.5	14.0%
Total	82.0	82.0	82.0	85.0	88.5	89.5	7.5	9.1%
<u>Authorized Positions - Per 1,000 Pop.</u>								
Sworn Staff	1.38	1.36	1.35	1.39	1.42	1.39	0.02	1.3%
Non-Sworn Staff	0.60	0.60	0.59	0.61	0.64	0.65	0.05	7.9%
Total	1.98	1.96	1.94	2.00	2.06	2.05	0.07	3.3%
<u>Authorized Positions - Rates Per 1,000 Pop. - Analysis</u>								
Sworn Staff	Min. Rate:	1.35	Avg. Rate	1.38	Adj. Avg.	1.38	Max. Rate	1.42
Non-Sworn Staff	Min. Rate:	0.59	Avg. Rate	0.62	Adj. Avg.	0.61	Max. Rate	0.65
Total	Min. Rate:	1.94	Avg. Rate	2.00	Adj. Avg.	2.00	Max. Rate	2.06

Comparative Cities Analysis

Explanation of the Data: Exhibit 1.7 provides comparative population and staffing levels for nine selected cities with populations ranging between 54,593 and 69,400 (year 2000 data). As mentioned previously, the nine cities were categorized into those that have State higher education facilities and those who do not. For each city the Consultant Team compiled comparative staffing data aggregated by total, sworn, and non-sworn staff.

Findings: As shown below, for those cities which have either California State Universities or University of California campuses:

- The average total staff ratio per 1,000 population is 2.06.
- Comparatively, San Luis Obispo corresponding ratio is nearly identical, at 2.01 total staff per 1,000 population.
- Probably the most similar city to San Luis Obispo is Chico, considering: a) its State University b) the size of its student body; c) it is somewhat remote from other large cities; d) being a regional commercial center; and, e) being located along a major state transportation corridor. As demonstrated, Chico's total staff per 1,000 population of 1.97 is nearly identical to San Luis Obispo's.
- Sworn staff comparisons, between San Luis Obispo versus the combined cities average, and Chico's ratio are also nearly identical.

Given the small number of cities that had similar populations to what is forecast for San Luis Obispo and that had either a State University or University of California Campus, the Consultant Team also compiled staffing levels for all California with populations ranging from 56,000 to 69,000. Again, with the exception of the City of Turlock, all subject cities total staff and sworn-staff per 1,000 population rates were very close to that of San Luis Obispo. It is important to note that these cities also had only slightly lower staff versus population rates than those cities which did have major campuses associated with them. Hence, municipal police staffing levels seem to be relatively unaffected by the presence, or lack of a major college campus.

Exhibit 1.7
Police Staff Per 1,000 Population – Comparative Cities Analysis

City	2000 Pop.	Staff			Staff Per 1,000 Pop.		
		Total	Sworn	Civilian	Total	Sworn	Civilian
<i>Cities w/State Colleges/Universities</i>							
Chico	59,954	118	85	33	1.97	1.42	0.55
Davis	63,500	84	54	30	1.32	0.85	0.47
Santa Cruz	54,593	130	100	30	2.38	1.83	0.55
Palo Alto	60,500	160	96	64	2.64	1.59	1.06
Totals/Averages	238,547	492	335	157	2.06	1.40	0.66
(Less Palo Alto)	178,047	332	239	93	1.86	1.34	0.52
San Luis Obispo	43,027	90	61	29	2.08	1.42	0.66
<i>Cities without State Colleges/Universities</i>							
Turlock	69,400	89	62	27	1.28	0.89	0.39
Lodi	59,400	115	80	35	1.94	1.35	0.59
National City	58,100	117	84	33	2.01	1.45	0.57
San Rafael	56,700	114	70	44	2.01	1.23	0.78
Petaluma	56,100	103	70	33	1.84	1.25	0.59
Totals/Averages	230,300	449	304	145	1.95	1.32	0.63
San Luis Obispo	43,027	90	61	29	2.08	1.42	0.66

Macro-Level Alternative Staffing Futures

Exhibit 1.8 provides a logical range of police staff growth that San Luis Obispo could expect to experience, based on applying the previously discussed historical trends and comparative cities analysis to the expected build-out city population of 59,500 persons.

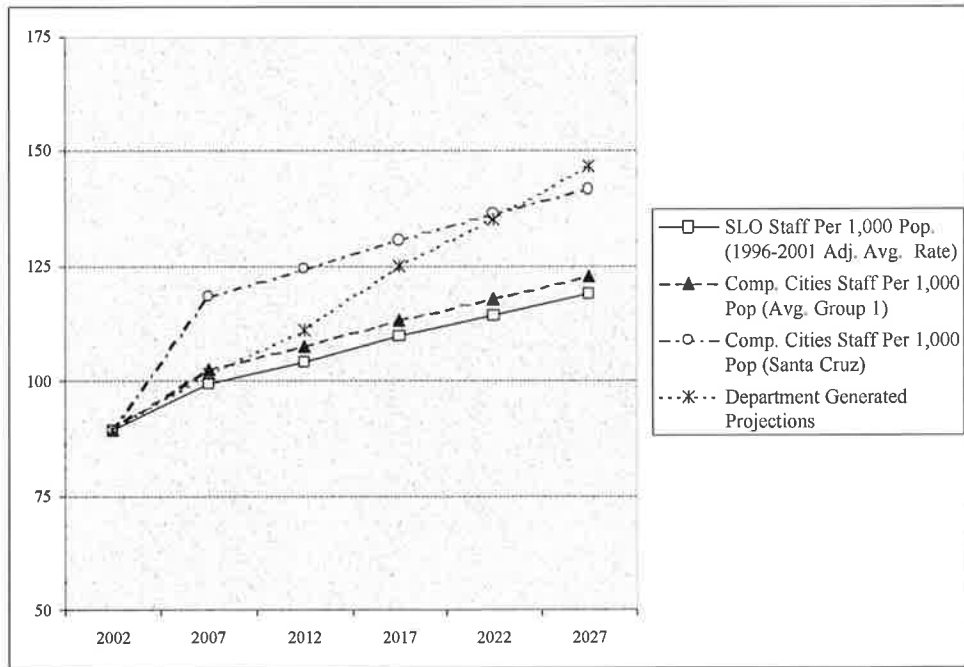
Explanation of the Alternative Futures: During the initial phases of the project, and prior to this analysis, the Consultant Team requested the Police Department to independently generate its own detailed staff projections on a position-by-position basis using its best judgment. This scenario is shown on line 4. All other scenarios (designated lines 1-3 on the matrix below) are based on applying selected staff per 1,000 population rates to projected total city population levels.

The purpose of developing these statistically-based alternatives was to provide the City and Department with a cross-check of the raw, grass roots estimates provided by Department, and place them within logical parameters as defined by historical trends within the city and other comparative cities.

Exhibit 1.8
Police Staffing – Alternative Futures

Alternative	Applied Rate	2002	2007	2012	2017	2022	2027	Total Increase	Percent Increase	
		Population								
Population		44,400	49,700	52,200	54,900	57,200	59,500	15,100	34%	
<u>Alternative Staff Futures</u>										
1	SLO Staff Per 1,000 Pop. (1996-2001 Adj. Avg. Rate)	1.998	89.5	99.3	104.3	109.7	114.3	118.9	29.4	33%
2	Comp. Cities Staff Per 1,000 Pop (Avg. Group 1*)	2.062	89.5	102.5	107.7	113.2	118.0	122.7	33.2	37%
3	Comp. Cities Staff Per 1,000 Pop (Santa Cruz)	2.381	89.5	118.3	124.3	130.7	136.2	141.7	52.2	58%
4	Department Generated Projections ¹		89.5	101.5	111.0	125.0	135.0	146.8	57.3	64%

* Group 1 - All comparable cities with Universities/Colleges



Analysis of Alternatives: The exhibit above demonstrates that the resulting alternative futures would result in staffing levels by year 2027 ranging between 118.9 and 146.8 positions. The total increases in staff over 2002 levels would range from a low of 29.4 to 57.3 –quite a wide range of increases, that require further analysis in order to arrive at a recommended staffing level for facility planning purposes.

Analysis of these alternatives by Consultant Team yielded the following conclusions:

- **Scenario 1** data represents a realistic minimum staffing future. Under this alternative, staff increases would closely parallel population, as a result of applying the 1996-2001 adjusted average rate of 1.998 staff per 1,000 population. Under this scenario total staff would increase by 29.4 positions or 33%. Although the Department experienced a slightly lower historic minimum rate of 1.94 staff per 1,000 population, this occurred only in a single year.
- **Scenario 2** data represents a logical staffing future that is somewhat higher than the minimum scenario. This future was generated by applying the average police staffing rate per 1,000 population of the comparable cities that have university campuses to San Luis Obispo's projected population increases. Note that applied rate of 2.06 total staff per 1,000 population is essentially identical to the SLO PD's rate of 2.05 total staff per 1,000 population that was experienced in year 2001. Under this scenario total staff would increase by 33.2 positions, or 37%.
- **Scenario 3** data represents a more aggressive future that results from applying the City of Santa Cruz's total staff per 1,000 population rate to San Luis Obispo's projected population increases. Staffing to this projected level would result in an additional 52.2 staff, or a 58% total increase above current levels.
- However, the Consultant Team's believes that Santa Cruz's proximity to the "Bay Area" and its higher level of tourism means that this city is probably not truly comparable. Indeed, a comparison of FBI Crime Index points per capita have shown that Santa Cruz experiences much higher crime rates than San Luis Obispo. Regardless, if this staffing future were realized, personnel would increase at twice the rate of population growth –not a likely scenario, unless the City significantly increased the Police Department's budget allocation at the expense of others.
- **Scenario 4** contains the raw, department-generated projections which result in staff increases that exceed the Scenario 3. The Consultant Team discounted this future as being unrealistic for the same reasons as Scenario 3

Recommended Staffing Plan: Given the above analysis, the Project Team recommends that the City should plan as a *baseline* for Police Department staffing to increase as documented under Scenario 2. Under this scenario, total staff would raise from its current level of 89.5 full-time positions to a total of 122.7 positions by year 2027 –a total increase of 37%.

Considering however that facilities are generally fixed in size once they are built and that any new facilities that are constructed should last well beyond the 25-year planning horizon of this study, the Consultant Team recommends that locker facilities (which are relatively inexpensive and consume minimal space on a per person basis) should be planned to accommodate 10-15 additional personnel over the amount that would be required under the baseline projection.

Detailed Staffing Plan

Exhibit 1.9 provides a summary by department function of the detailed staffing plan provided in Appendix A, that falls within the baseline projections established above.

**Exhibit 1.9
Staffing Plan Summary**

Bureau/Division/Unit	Quantity						Change 2002-27
	2002	2007	2012	2017	2022	2027	
Administration (Chief of Police)	8.0	8.0	10.0	12.0	12.0	12.0	4.0
Administration Bureau:							
Records Division	5.5	6.0	6.0	6.0	6.0	6.0	0.5
Investigation Division	9.0	11.0	11.0	12.0	13.0	13.0	4.0
Property & Evidence Unit	2.0	3.0	3.0	3.0	3.0	3.0	1.0
Communications Division	13.0	16.0	16.0	16.0	16.0	16.0	3.0
Maintenance Unit	1.0	2.5	3.0	3.0	4.0	4.0	3.0
Total - Administration Bureau	30.5	38.5	39.0	40.0	42.0	42.0	11.5
Operations Bureau:							
Patrol Division	38.0	40.0	43.0	45.0	48.0	50.0	12.0
Traffic Unit	6.0	6.0	6.0	6.0	6.0	7.0	1.0
Situation Oriented Response Unit	4.0	4.0	4.0	4.0	4.0	5.0	1.0
FST Unit	2.0	3.0	3.0	3.0	3.0	4.0	2.0
Neighborhood Services Unit	1.0	2.0	2.0	3.0	3.0	3.0	2.0
Total - Operations Bureau	51.0	55.0	58.0	61.0	64.0	69.0	18.0
TOTAL ALL DEPARTMENTS	89.5	101.5	107.0	113.0	118.0	123.0	33.5
Net Change Period to Period		12.0	5.5	6.0	5.0	5.0	
Cumulative Change		12.0	17.5	23.5	28.5	33.5	
% Change - Period to Period		13.4%	5.4%	5.6%	4.4%	4.2%	
% Change - Cumulative		13.4%	19.6%	26.3%	31.8%	37.4%	

* Excludes SNAP staff

As demonstrated, upon full implementation total staff would increase by 33.5 positions, or 37.4% to 123 positions at City build-out. Appendix A provides specific staffing plan that documents all requirements by function, on a position-by-position basis.

SECTION 2: PROJECTED FACILITY AND PARKING REQUIREMENTS AND EXISTING FACILITY CONDITIONS

The foundation for the development of Police Department space requirements is the projected staffing and in turn, the space standards applied to their workstations, equipment and other functional areas. The Police Department staffing is detailed in the previous section. Each position was assigned either an office or workstation space standard. These standards are detailed in Appendix B.

During the field survey the consultant team prepared an inventory of existing equipment and non-office and workstation furniture (i.e., common files, bookcases, shelving, etc.). The inventories were then adjusted for over or under utilization and then assigned space standards based on industry specifications with appropriate circulation. Conference rooms, meeting spaces and other joint use areas were sized based on department provided requirements and expanded based on future staffing projections.

The results of this process culminated in a net square footage determination for each unit, section and division within the department. These space requirements are summarized in Exhibit 2.1 and shown in detail in Appendix C

As detailed, the total department space requirements are projected to increase from a present need of 38,678 gross square feet to 42,729 gross square feet by the year 2027. When the space requirements are compared with the approximately 17,000 gross square feet presently occupied by the Police Department, it becomes obvious that the department is operating in about 43% of the space needed for a new building. Some of the deficiencies can be attributed to the provision of space for functions that the department does not presently have, such as a community room, adequate meeting space and sufficient storage areas. In other cases the existing areas are substantially undersized. These include the communications unit, locker rooms and property and evidence storage. Some areas have been sized initially to meet the projected increase in the department staff over the next twenty-five years.

These space requirements represent what would be needed if the city embarked on a plan to construct a new police department building. It also provides a framework for identifying and evaluating options for meeting interim and long-range space needs.

Exhibit 2.1
Staff and Space Requirements Summary

	Total Staff						Total Square Feet					
	2002	2007	2012	2017	2022	2027	2002	2007	2012	2017	2022	2027
1.0 Office of the Chief	4	5	6	6	6	6	1,655	1,795	1,951	1,951	1,951	1,951
2.0 Administrative Bureau												
2.1 Administration Unit	2	2	2	3	3	3	827	827	827	983	983	983
2.2 Support Services												
2.2.1 Records Unit	6	6	6	6	2	6	1,841	1,892	1,970	1,845	1,512	1,845
2.2.2 Communication Unit	13	17	17	17	17	17	1,702	1,812	1,846	1,846	1,846	1,846
2.2.3 Maintenance Unit	1	3	3	3	4	4	1,102	1,102	1,102	1,102	1,102	1,102
2.3 Investigation Division												
2.3.1 Investigation Unit	9	11	11	12	13	13	2,205	2,474	2,506	2,506	2,610	2,610
2.3.2 Property & Evidence Unit	4	4	4	4	4	4	4,385	4,541	4,716	4,716	4,976	5,054
3.0 Operations Bureau												
3.1 Administration Unit	1	2	2	2	2	2	556	660	660	660	660	660
3.2 Patrol Division	37	39	42	44	47	49	2,578	2,604	2,634	2,933	2,959	2,998
3.3 Traffic Unit	6	6	6	6	6	7	746	746	759	759	772	772
3.4 Situation Oriented Response Unit	4	4	4	4	4	5	593	593	606	606	606	660
3.5 Field Services Technicians	2	3	3	3	3	3	387	471	471	471	471	471
3.6 Neighborhood Services Unit	1	2	2	3	3	3	824	824	824	824	824	824
3.7 Incustody Processing Area	-	-	-	-	-	-	2,185	2,185	2,185	2,185	2,185	2,185
4.0 Department Support												
4.1 Locker and Training Area	-	-	-	-	-	-	3,323	3,441	3,592	3,710	3,829	3,947
4.2 Public Areas	-	-	-	-	-	-	3,050	3,050	3,050	3,050	3,050	3,050
4.3 Employee Services	-	-	-	-	-	-	689	689	689	689	689	689
Total Staff and Net Square Feet	90	104	108	113	114	122	28,648	29,706	30,389	30,837	31,026	31,649
Interdepartmental Circulation/Restrooms/Bldg. Support						25%	7,162	7,427	7,597	7,709	7,757	7,915
Building Envelope/Mechanical/Electrical						10%	2,865	2,971	3,039	3,084	3,103	3,165
Total Gross Square Feet							38,675	40,104	41,025	41,630	41,885	42,729

Parking Requirements

Parking requirements for the San Luis Obispo Police Department were calculated for the following categories:

- Employees
- Departmental Vehicles
- Visitors

The basis for the parking requirement calculations is discussed in the following paragraphs.

Employee, Volunteer and SNAP Parking

The employee parking needs to accommodate the normal day time staffing numbers plus a minimum of two shifts of patrol and communications staff. These numbers are illustrated in the following table for selected planning increments. In addition, parking has been provided for volunteers and SNAP staff.

Exhibit 2.2 Staff Parking Requirements

	2002	2017	2027
8 - 5 Day Staff	36	48	57
Shift Staff	20	25	28
Volunteers	2	4	5
SNAP	4	6	9
Total	62	83	99

Departmental Vehicle Parking

The Police Department presently has 41 vehicles of various sizes and types. The consultant projected these vehicles based on the growth of the specific department functions (i.e., patrol, traffic, investigations, etc.). These projections are detailed in the following exhibit.

**Exhibit 2.3
Existing and Projected Vehicle Count**

	Existing	2017	2027
Patrol Cars	14	18	20
Sedans	9	12	14
SUV's	2	2	3
Vans	2	2	3
Pick-up Trucks	3	3	3
Motorcycles	6	7	7
SWAT Van	1	1	1
Trailer	1	1	1
Generator (mobile)	1	1	1
Others	2	2	2
Total	41	49	55

Visitor Parking

A review of the survey questionnaire filled out by the respective divisions and sections of the department reveal that on average approximately 65 to 75 visitors come to the department per day. More than half of these visitors go to the Records Department. It is assumed that 75% of the visitors come to the department between 10:00 AM and 3:00 PM and that they average a 30 minutes per visit. Based on this there needs to be 6 to 7 visitor parking places for the 2002 traffic. This will increase to 10 to 12 by 2027.

Total Number of Parking Spaces and Area Requirements

The following exhibits detail the total number of vehicle parking spaces and the parking area requirement.

**Table 2.4
Vehicle Parking Requirements**

	2002	2017	2027
Employee/ Volunteers/etc.	62	83	99
Departmental			
Standard	30	37	43
Large	5	5	5
Motorcycles	6	7	7
Visitors	7	9	12
Total	110	141	166

**Exhibit 2.5
Parking Area Requirements**

	2002	2017	2027
Standard Vehicle Technical Parking Stall @ 350 Sq. Ft.	34,650	45,150	53,900
Large Parking Stalls @ 800 Sq. Ft.	4,000	4,000	4,000
Motorcycles @ 50 Sq. Ft.	300	350	350
Total	38,950	49,500	58,250

Existing Police Department Facilities and Site

The following pages summarize the existing Police Department facilities and site.

Site Data:

The existing site is at the corner of Walnut Street and Santa Rosa Street, Interstate 101 is to the north, and the on-ramp access to 101 is less than a block from the site.

Lot Area: 42,410 sq.ft.

Total City-owned Site: 58,910

Existing Building Height: 23'-6"

Existing Lot Coverage: 20%

Building Data:

There are several structures on the site:

- a- The main police facility building.
- b- A covered carport for department vehicles.
- c- Two storage sheds, for property storage.
- d- Trash/Generator enclosure.
- e- In addition, the police department has acquired the adjacent lot, which has a two-bedroom house (total area of 788 sq.ft.) and is currently being used for the traffic division.

The main building is comprised of two stories; the lower floor is at an elevation of +230'-0", and the upper floor, where the main entrance to the facility is located, is at an elevation of +241'-0". The curb elevation at the entrance is at +238'-00".

- 1- Original building was built in 1969
- 2- The first addition was done in 1982

3- A second addition is currently (2002) being planned to add a women's locker room.

4- Code Information for the first addition:

Building Code	UBC 1979
Occupancy;	B
Construction Type:	V-N
No. Of Stories:	2
Use Zone:	PF

5- Building Area (main facility) including the new addition:

First Level (Gross)	<i>7,095 sq.ft.</i>
First Level (Net)	<i>5,820 sq.ft.</i>
Second Level (Gross)	<i>8,474 sq.ft.</i>
Second Level (Net)	<i>6,969 sq.ft.</i>
Total Gross	<i>15,569 sq.ft.</i>
Total Net	<i>12,789 sq.ft.</i>

Building Systems:

The information herein was based on our site investigations and two interviews with the facility engineer Mr. John Ridley on July 7, 2002, and July 31, 2002. We have divided the description of the building systems into different sections to address each component of the existing facility in order to aid the needs assessment report with the physical aspect side of the building.

Structural Systems:

The existing structure (1969) was primarily concrete walls and concrete slabs, the first addition was a mix between steel and wood framing, and the second addition (2002) is planned to be a combination of steel tubing for columns and wood framing. However, we could not find on the as-builts any indication or references regarding the compliance of California Codes of Essential Services Building Act.

Mechanical Systems:

The mechanical system of the facility is comprised of two systems. The original part of the building has an air handler unit with two compressors and a boiler (boiler room on the first floor level) with fourteen (14) VAV boxes throughout the building. The first addition of 1982 added five individual package units (AC-1 thru AC-5) on the roof to serve this addition.

The dispatch area on the first floor level is being fed from the air handler unit through VAV # 13, which also feeds part of a corridor and some other rooms. This may be insufficient for the heat generated by the communications equipment.

Electrical Systems:

The main power line comes off Walnut Street and enters the building at the first floor level. It then connects to the main switchgear which is located inside the boiler room on the first level, and branches out to sub-panels throughout the building. The size or the capacity of the power is beyond this report.

Back-up System:

The whole building is on a back-up system fed by a generator located near the parking area outside the building on Walnut street side. This gas generator has about 500-600 hours of service so far. The transfer switch is located inside the boiler room on the first floor level inside the boiler room. The tank is located next to the generator and has a capacity of approximately 500 gallons.

Low Voltage System:

a. Intrusion Alarm Security System:

No Intrusion Alarm security system exists in the building.

b. Fire Alarm System:

The existing Fire Alarm System is unsupervised system and it is not connected together or linked to a panel.

c. Emergency Exit Lights:

The existing exit lights are on battery back up.

d. Automatic Release Doors:

There are few doors (one exterior door, and a couple of interior doors) connected to automatic release system located inside the dispatch center on the first floor level. The exterior door is monitored with a camera connected to the dispatch center.

e. Voice/Data Systems:

The main trunk line for voice/data comes off Walnut Street. The location of the MPOE is on the lower level at the north corner of the building. The Main Distribution Facility (MDF) is located on the first floor level.

Plumbing:

a. Domestic Water:

Domestic water comes off Walnut Street, and the water meter is located at the sidewalk in front of the main entrance.

b. Sanitary Sewer System:

The main sanitary sewer line runs parallel to Santa Rosa street; the building is connected at Walnut street and Santa Rosa street.

c. Storm Drain System:

Storm Drain system is located on both Santa Rosa and Walnut streets. The building has an under slab perforated pipe system connected to the storm sewer system. The existing drainage system has frequently been overloaded during periods of heavy rain. This has resulted in water damage to the lower level northeast site, near expensive communication equipment. Recent repairs should be viewed as only a “stop gap” measure with an ultimate need for a completely new system.

d. Gas Line System:

The main gas line comes off Walnut Street, and the gas meter is located near the sidewalk near the building entrance.

e. Fire Sprinkler System:

The building is not sprinkled.

Americans with Disabilities Act (ADA):

The facility as it stands right now does not comply with ADA regulations. There is no elevator to connect the two floors together; also there is insufficient building signage. The toilets (with exception of the new addition) do not comply with the ADA regulations.

Other Systems:

Roofing system:

The existing roof is composed of two systems:

- 1- Flat roof with Built-up system.
- 2- Sloped roof with composite shingle system.

Zoning Data:

These data are based on our meeting dated July 31st 2002, with Mr. Ronald Whisenand, Deputy Director of Community Development for City of San Louis Obispo.

The existing facility (all three lots) is located within zone “Office”.

Zoning Characters: PF

Maximum allowable height: 35 feet, with additional 10’ for antennas or architectural features.

Maximum Coverage area: 60%

F.A.R. ratio (floor area ratio): 1.0

SECTION 3: FACILITY AND SITE PLANNING OPTIONS

Introduction

As detailed in the previous section, the San Luis Obispo Police Department needs to develop a plan over the next twenty-five years for accommodating approximately three times the amount of space that they presently occupy. Not only does there need to be a substantial increase in the department's facilities, but also there is a crucial issue in terms of providing sufficient parking for departmental employees and visitor vehicles. These issues are compounded by the fact that the existing site at an acre and a half is very constrained. High land costs and limited availability of centrally located developable land makes identification of a new site a difficult proposition. Given these conditions the following options were identified and evaluated.

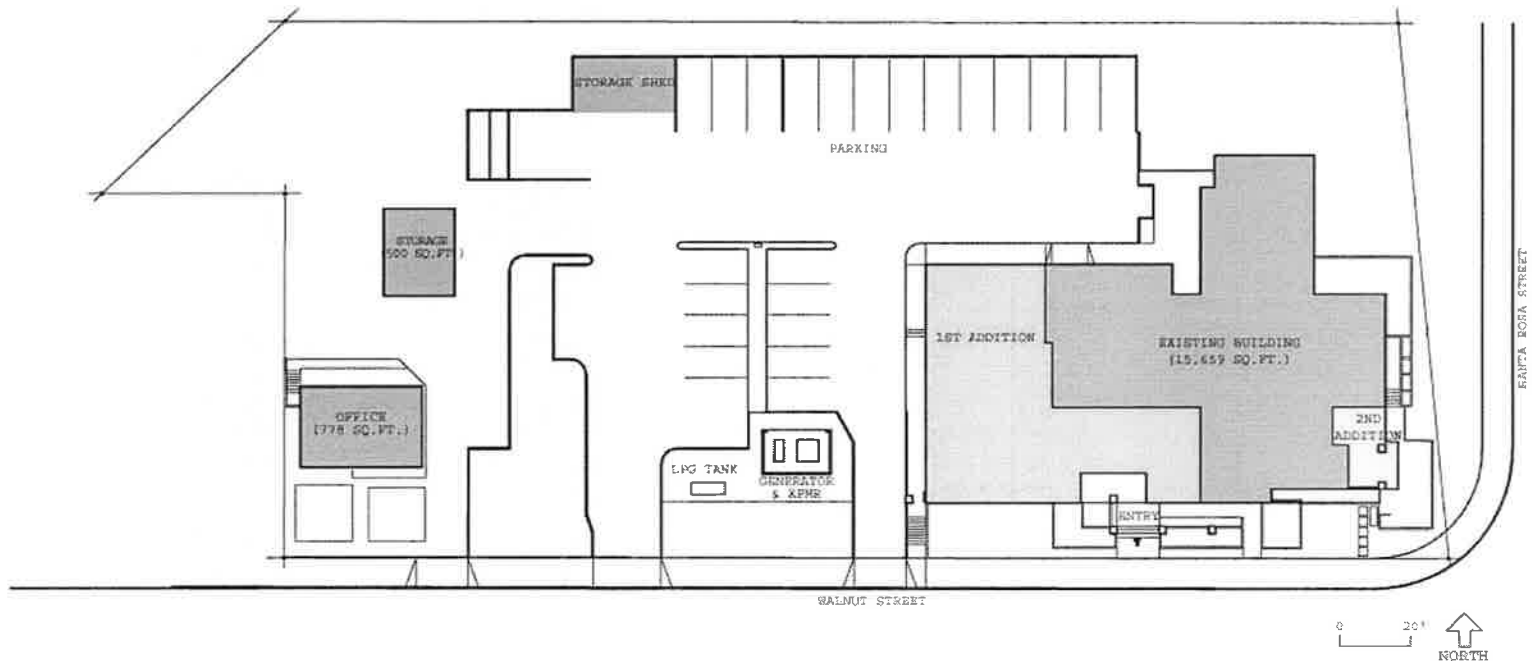
Master Planning Options

In identifying planning alternatives for an expansion of the police facilities there appear to be three viable options. These options are discussed in the following paragraphs.

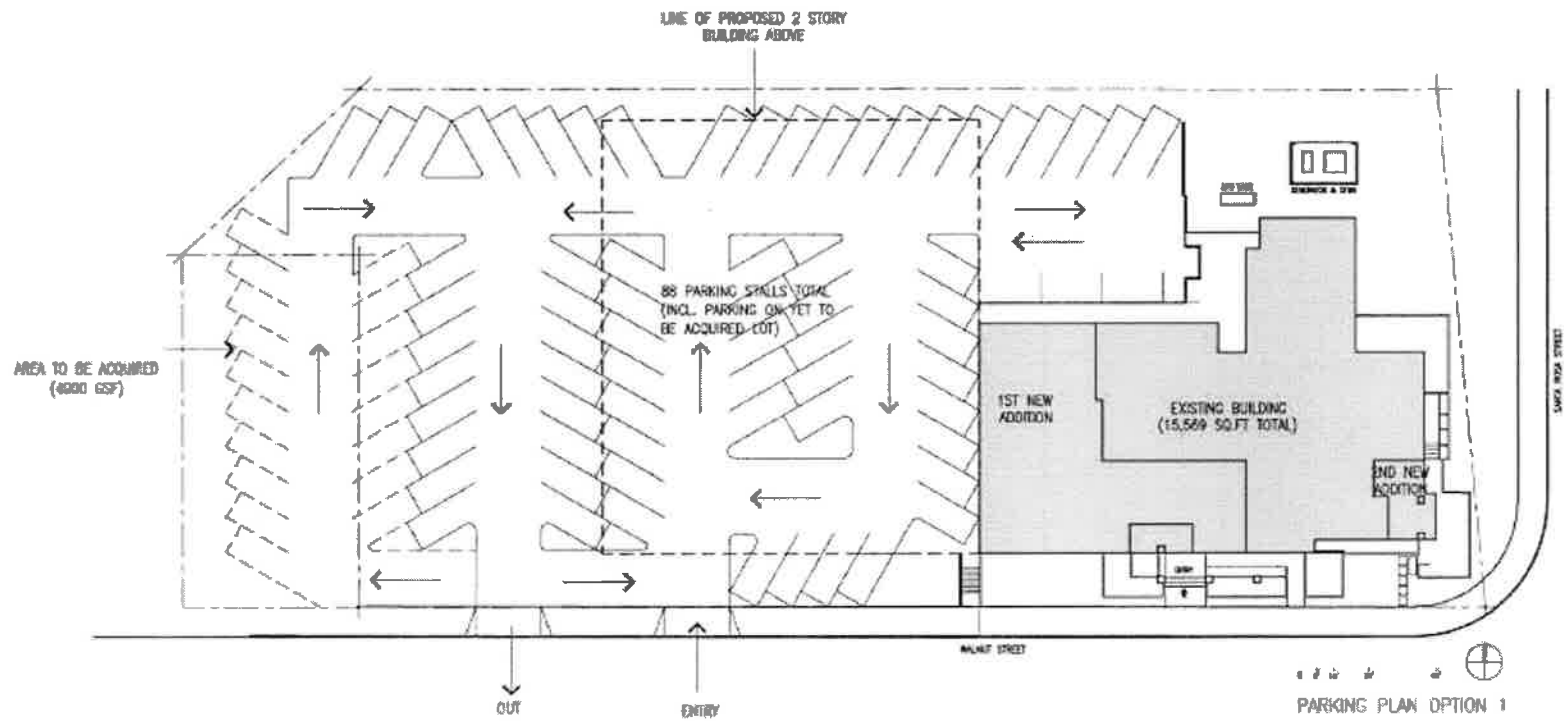
Option 1: Expansion on the Existing Site. The existing city-owned site is 58,910 square feet. If the adjacent lot of 4,900 square feet were purchased it would allow for a total available site of 63,810 square feet. The existing police facility building lower level footprint is 7,095 gross square feet. In addition, there is an existing house presently utilized by the Traffic and SORT units, two evidence storage buildings, a covered parking area and a generator enclosure. These structures take up approximately 3,000 gross square feet on that site. This site layout is shown on the following page.

To accommodate the 2027 program, it would be necessary to construct a two-story connection to the existing building with a footprint of approximately 14,000 gross square feet. The existing building and the new addition would result in a building footprint of 21,100 gross square feet. It should be noted the 21,000 gross square feet only represents the total area taken up by the lower levels of the existing building the and expansion facility. This represents approximately 33% of the available site. Parking could potentially be provided as one level of subterranean parking under the new structure and the rest as surface parking. As shown this plan would result in full coverage of the site.

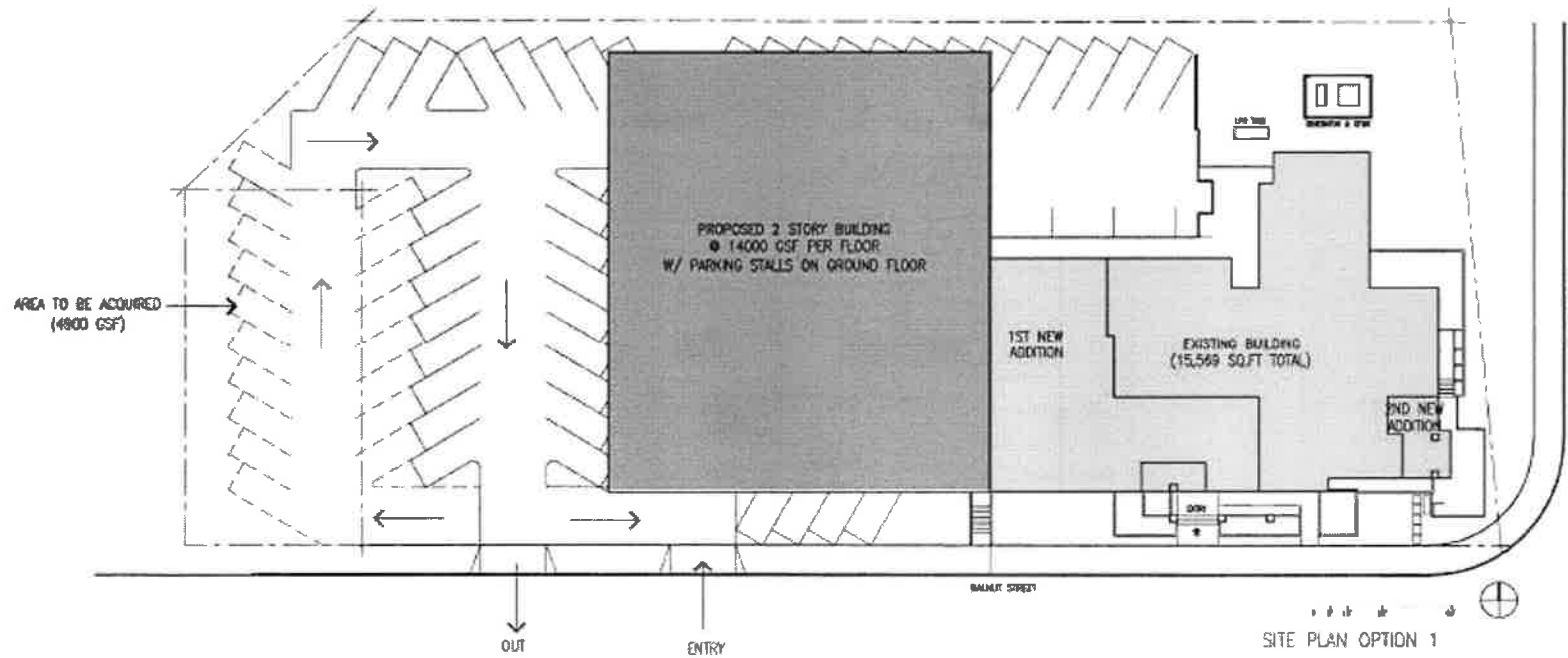
Site Plan 1



Parking Plan Option 1



Site Plan Option 1



Option 2: Acquisition of Adjacent Facilities. There is an existing two-story building directly across from the police facility on Santa Rosa Street. The building houses the Washington Mutual Bank and a personnel services agency. The Metropolitan Insurance Agency owns the building. The building has 9,019 gross square feet available on two floors of 4,029 gross square feet and 4,990 gross square feet respectively. The site provides approximately 33,500 gross square feet.

This property could be acquired and the existing building utilized for an interim period to reduce the present and short-term space requirements shortfall. The building could easily house the Office of the Chief, Administrative Unit, Records Unit, the Neighborhood Services Unit and the Investigation Unit. These units could be accommodated in the building for ten years. Assuming that public meeting space is not provided the shortfall would be approximately 10,000 gross square feet. Construction of an addition on the existing police building starting in 2008 or construction of a new police facility on another site could reduce this shortfall. The available area on the Washington Mutual site would provide for 50 to 60 vehicles or about a third of the long-term need. The rest could be accommodated on the police site.

Option 3: Construction on a New Site. Obviously construction of a new San Luis Obispo Police Building would provide the ideal solution. A new facility would allow the department to provide the required agency space, technological infrastructure, parking and other elements essential to meeting the needs of a modern law enforcement operation. The following provides the site requirements for a new facility to meet the 2027 requirements.

Exhibit 3.1
New San Luis Obispo Police Facility Site Plan Requirements

Structure		
Gross Square Feet		42,729
Number of Stories		2
Footprint		
		21,500
Parking		
Staff	99 @ 350	34,650
Department Vehicles - Standard	43 @ 350	15,050
Department Vehicles - Large	5 @ 800	4,000
Department Vehicles - Motorcycles	7 @ 50	350
Visitors	12 @ 350	4,200
<i>Subtotal</i>		58,250
Total Program Component		79,750
Site Elements		
Vehicle/Pedestrian Circulation	@20%	15,950
<i>Subtotal</i>		95,700
Landscaping	@20%	19,140
Total		114,840
Total Acres		2.6

Facility Options Advantages and Disadvantages

Option 1: Expansion on Existing Site. The existing site is located strategically in the City of San Luis Obispo with easy access to Highway 101 as well as access to east/west connector streets. Since the site presently accommodates the Police facility there would be little opposition from surrounding neighbors for its continued use.

The obvious major disadvantage is the limitation of the existing site size. In addition, the expansion option will necessitate the purchase of the residence at the southern end of the site. Although it is feasible to construct additional facilities on the site to meet the department's 25 year requirement, it may necessitate a higher than standard construction cost. Similarly the

accommodation of parking will require a parking structure, possibly subterranean or multiple levels. Overall the site will be developed to its maximum potential leaving little to no landscaping.

Option 2: Acquisition of Adjacent Building and Site. The additional buildings and site across Santa Rosa Street will enable the department to meet immediate expansion needs in a timely manner (less than one year) and have additional parking. This option allows the department to acquire additional facilities incrementally. The department would not have to purchase the residence on the south portion of the police site.

The major disadvantage is that the department's operations will be decentralized and communications fragmented. The acquisition of the Washington Mutual Bank building will also be expensive. There will also be a need for additional construction for police expansion in ten years.

Option 3: Construction on a New Site. The construction of a new police building on another site is the best long-term option. It allows the department to build a facility which has the technological infrastructure needs for modern law enforcement operations. It would provide adequate parking for staff, department vehicles and visitors. It would meet all of the codes and regulations for an essential services building.

The disadvantages are finding a suitably located site with appropriate acreage and allocating the \$10 to \$13 million dollars needed to acquire the site and build the building. With the tight fiscal environment in which California governments at levels are operating, major capital improvements are not a high priority.

Evaluation of Options and Recommended Actions

In evaluating each of the options there are three major variables which must be considered. These are:

- Limitations of existing site;
- Costs for implementation; and
- Operational impact.

Each of these variables and their relation to each option are discussed in the following paragraphs.

Limitation of Existing Site

The existing site at slightly less than an acre and a half is approximately 60% of the site required to adequately and efficiently accommodate the 25 year building and parking requirements of the San Luis Obispo Police Department as defined in Option 3. It is feasible to construct a two story 28,000 net square foot addition to the existing police building, but it would only be possible with the purchase of the southern parcel and the development of parking under the newly constructed addition. Even with these actions only 88 parking stalls can be accommodated on the site. This represents only 53% of the total 2027 requirements for 166 spaces. The available square feet on the site would also limit any architectural solutions to adding on to the existing building. The total building footprint would take up 36% of the site and would require relocation of the generator and the LPG tanks. In addition to these limitations there is a significant drainage issue on the northern portion of the site which causes occasional water intrusion on the first floor of the existing building. This could seriously impact the operations of the communication center if the water intrusion becomes significant with a major storm.

The limited size of the site, the high cost of acquisition of the southern parcel, the drainage problem and the potential added construction costs for providing under building parking makes Option 1 a questionable approach.

Costs for Implementation

The costs for each of these options are presented in the following paragraphs. It should be noted that these are order of magnitude costs based on recent costs per square foot for similarly sized police facilities presented in 2002 dollars.

Option 1: Expansion on Existing Site. There are four cost components related to this option: 1) the purchase price for the parcel at the southern portion of the site; 2) the site development costs associated with relocation of existing structures, the emergency generator and the LPG tank; 3) construction of surface and under building parking; and 4) construction of the 28,000 square foot addition.

The cost for the existing residential parcel lot is estimated at \$350,000 to \$400,000. The site development, parking and addition construction costs are shown in the following exhibit.

Exhibit 3.2
Option 1 Cost Estimate

Direct Costs

Site Development		\$1,000,000
Surface Parking	15,000 sq. ft. @ \$10	\$150,000
Under Building Parking*	14,000 sq. ft. @ \$25	\$350,000
Renovation **	10,000 sq. ft @ \$50	\$500,000
Addition	28,000 sq. ft. @ \$175	\$4,900,000
Subtotal - Hardcost		\$6,900,000

Indirect Costs

A/E Fees	10.00%	\$690,000
Project Administration	5.00%	\$345,000
Testing & Inspection	2.00%	\$138,000
Permits & Plan Review	2.00%	\$138,000
Soils Testing	0.30%	\$20,700
FF & E	5.00%	\$345,000
Subtotal - Softcost		\$1,676,700

Total Costs

Land Acquisition	\$375,000
Direct Costs	\$6,900,000
Indirect Costs	\$1,676,700
Total	\$8,951,700

EXPANSION on existing site

* \$15.00 premium for drainage, lighting, sprinklers, etc.

** Assumes 66% of existing building is renovated.

Option 2: Acquisition of Adjacent Facilities. The primary costs associated with this option would be acquisition of the Washington Mutual Building, renovating it to make it usable for the police department and renovation of the existing police headquarters building for the required internal moves. For the renovation costs, it is assumed all of the Washington Mutual Building and 66% of the police building would require some level of effort. There would also be furniture and moving costs added. These costs are detailed in the following exhibit.

Exhibit 3.3
Option 2 Costs

Building Acquisition		\$2,700,000
Renovation (Washington Mutual)	9,019 sq. ft @ \$40	\$360,760
Renovation (existing building)	10,000 sf. Ft. @ \$50	\$500,000
Furniture & Equipment		\$200,000
Moving Costs		\$50,000
Total		\$3,810,760

across street on Santa Rosa

It should be understood that this would be an interim action which would allow the department a five to ten year solution to their critical space problems. It would not solve the entire department's parking problems nor would it provide a long-term answer to the department's facility needs. This option would allow the City of San Luis Obispo the time necessary for identification and acquisition of the needed 2.6 to 3.0 acres for a new police department building. It would also allow for development of a new facility in a period where fiscal conditions are more accommodating. This option has the advantage of providing for a potential capital appreciation since both the new building and the existing police facility site will in all likelihood increase in value over the next five to ten years.

Leasing the bottom floor for five years and then purchase the building could further phase this option. Based on present lease costs (\$1.65 per foot/per month) this would cost \$98,000 per year or \$494,000 for five years.

Option 3: New Construction. The major unknown for this option is site acquisition costs. A 2.6 acre site in a geographically suitable location within the city limits will not be easy to acquire. For the purpose of this cost analysis it is assumed that a site can be identified and that the costs would be offset to some extent by sale of the existing police facility site. Assuming the site becomes a cost neutral item the following is the breakdown of direct and indirect costs.

**Exhibit 3.4
Option 3 Costs**

Direct Costs

Site Development		\$1,100,000
Facility Construction	42,729 sq. ft. @ \$175	\$7,477,575
Surface Parking	58,100 sq. ft. @ \$10	\$581,000
Design Contingency Subtotal		\$9,158,575
Contingency @ 10%		\$915,858
Subtotal		\$10,074,433

Indirect Costs

A/E Fees	7.50%	\$755,582
Project Administration	5.00%	\$503,722
Testing & Inspection	2.00%	\$201,489
Permits & Plan Review	2.00%	\$201,489
Soils Testing	0.40%	\$40,298
Data Communication	5.00%	\$503,722
FF & E	5.00%	\$503,722
Subtotal - Softcost		\$2,710,022

Total Costs **\$12,784,455**

does not include site acquisition costs

↑ 2281.0 42 million now

The difference between Option 1 and 3 is approximately 3.4 million dollars. But, this option would provide a state of the art facility which would have significant improvements to operations and maintenance costs and overall appearance as a community asset.

Operational Impact

Option 1 will have to be staged because of the requirements to construct the addition while the existing facility continues to operate. This disruption would continue for 12 to 18 months. Parking for department vehicles would need to be found at another secured site. Existing structures on the site, i.e., evidence building, existing residences and covered parking would need to be removed requiring temporary relocation of the functions located in these facilities.

Although the new expansion and the renovated existing facility will provide the amount and type of space required by the department it will still be a less efficient than a new facility. This is essential because this is an reality another addition on the original 1969 building with the problems associated with different portions of the facility having different systems.

Option 2 will have less of an initial disruptive impact on operations since the Washington Mutual Building can be renovated and the administrative, records and investigation functions moved into the building without impacting ongoing operations. The areas they vacate can then be renovated and other functions moved in as appropriate.

But it should be stated, over the long term the department's operations will be split between two buildings. This will cause some inefficiency in operations, but not of a nature that will cause a major problem with the overall operations of the department.

Option 3 will be the most efficient in terms of overall police department operations. It will enable the department to put all operations (with the exception of community service units) in one facility designed for their specific requirements.

RECOMMENDATIONS

AS STATED PREVIOUSLY, ANY CAPITAL IMPROVEMENT PROPOSAL PRESENTED IN THE PRESENT FISCAL ENVIRONMENT HAS A LIMITED POTENTIAL FOR IMPLEMENTATION. AT THE SAME TIME, HOWEVER, IT IS ESSENTIAL THAT THE CITY OF SAN LUIS OBISPO TAKE A LONG RANGE VIEW OF ITS FACILITIES NEEDS AS THEY APPLY TO THE POLICE DEPARTMENT. TO THIS END THE ULTIMATE LONG TERM GOAL SHOULD BE THE CONSTRUCTION OF A NEW POLICE FACILITY WITH APPROPRIATE AREA FOR PARKING AND OTHER ESSENTIAL SITE ELEMENTS (VEHICLE SALLYPORT, EMERGENCY GENERATOR, BULK EVIDENCE STORAGE, ETC.). RECOGNIZING THAT THIS GOAL MAY BE SOME YEARS AWAY, THE POLICE DEPARTMENT HAS CRITICAL SPACE NEEDS THAT MUST BE MET NOW. THIS CAN BEST BE REMEDIED IN THE IMMEDIATE FUTURE THROUGH OPTION 2, THE PURCHASE OR LEASE OF THE WASHINGTON MUTUAL BANK BUILDING. BECAUSE OF THE COST AND OPERATIONAL DISRUPTION CONSTRUCTING ON THE EXISTING POLICE FACILITY SITE, IT IS NOT RECOMMENDED. IT WILL NOT ADEQUATELY MEET THE LONG TERM NEED AND WILL ULTIMATELY APPROACH THE COST OF A NEW FACILITY.

SECTION 4: COMMUNICATION CENTER RELOCATION

One of the major tasks of this study is to review the present conditions and location of the Communication Center and to make a recommendation relative to its expansion and/or potential relocation. This section of the report addresses this issue.

Existing Conditions

The existing communication unit consists of four separate rooms in the existing San Luis Obispo Police Facility. The communication center, is a room with approximately 325 square feet located on the northeast section of the lower level. The room accommodates four communications workstations (three of which are fully operational,) and other support printers, fax and equipment necessary for the operation. An adjacent 175 square foot computer room provides space for VESTA equipment, HP and Novel servers, recorders, the main office CPU and other support modems and equipment. This area also houses the personnel lockers and a refrigerator. A small toilet is across the corridor from the communication center. A 155 square foot radio equipment room houses the Meridian server which supports the 911 system. The room also houses a computer workstation and all radio related equipment. This room is located on the northwest end of the lower level. Finally, the communication supervisor occupies an office of approximately 185 square feet on the upper level. The total communication operations occupy approximately 840 net square feet for all functions. This represents only 49% of the 1,702 net square feet requirement which is programmed for existing communication operations. The majority of the deficiency is the lack of support spaces (equipment, lockers, etc.) and the limited communication center which is programmed for today's requirements of 700 net square feet and which grew to 800 net square feet for the five communication consoles.

In addition to the lack of adequate space the general environmental conditions (light, airflow, lack of day lighting and acoustics) contribute to substandard working conditions for communications staff. These issues are further amplified by the fact that communication staff works a twelve hour shift. Finally, the location of the communication center in the northeast portion of the building make it at risk for potential water damage because of the site's drainage issue. All of these factors point to the need to relocate the communication operations to an area which can accommodate an expanded operation with appropriate environmental conditions.

The relocation of the communication function should be coordinated with the other facilities solution for the entire department. But, the probable lack of immediate funding for any options, coupled with the critical conditions of the existing communications center requires that an immediate solution be found for providing the required facilities.

A review of the existing police facility indicated there were three potential areas for relocation: 1) the existing training center space on the lower level; 2) the investigation section bay and office on the east side of the upper level; and 3) the conference room toilet and interview room on the west side of the upper level. Each of these areas has certain advantages and disadvantages.

The training area provides approximately 1,430 square feet of space, but has a major disadvantage due to the lack of nearby restrooms. In addition, using this area would eliminate a much needed training area. Also, this area would require substantial renovation costs to adapt it to the needs of the communications function.

The investigation section area provides approximately 1,200 net square feet of space. The major problem here is that would require the relocation of the investigation section to some other portion of the building or to leased space. In addition, there is no directly adjacent toilet. An additional problem is that this area faces the street, thereby causing security issues which may be costly to rectify.

The conference rooms, interview area, supply storage, office for the field services supervisor and one of the existing two toilets provide 1,150 net square feet. Assuming the communication supervisors stay in the existing office, the total communications function would have 1,330 net square feet. This alternative allows for both of the existing toilets to be converted to a unisex toilet, with one serving the general department and one dedicated to communications. The field services office would serve as a computer room and the radio room would continue to be located in the lower level. The existing conference room and interview room would provide approximately 720 net square feet for communication consoles and equipment. Some natural light could be allowed into the communication center and still provide for security. This alternative would be the least disruptive and maybe the least costly in terms of renovation costs. It would provide approximately 80% of the programmed space.

In light of the above advantages and disadvantages the conference room alternative is recommended as the most effective for meeting the communications units immediate requirements. It is estimated that renovation costs would be in the range of \$70 to \$80 a square foot. Assuming 1,150 square feet, direct construction cost would range from \$80,500 to \$92,000 and indirect costs would be \$28,000 to \$32,000. Some indirect costs would be required but this would be dependent upon what is accomplished with city resources.