

PROSECUTOR'S TASK FORCE ON REGIONALIZED POLICING

SUBCOMMITTEE NO. 5

RECONFIGURATION OF HOST FACILITIES

Subcommittee No. 5 Members:

Robert Holtaway, Chair, Mayor of Bedminster

Brian Bobowicz, Chief of Bernards Township Police Department

Richard Borden, Chief of Bridgewater Township Police Department

Mark Caliguire, Mayor of Montgomery Township

Rick Fittin, South Bound Brook PBA 148

Gary Garwacke, Administrator of Manville Borough

Russell Leffert, Chief of Warren Township Police Department

Gerald Mobus, Mayor of Watchung Borough

Victor Sordillo, Committeeperson of Warren Township

Robert Vornlocker, Franklin Township Police Department

Howard Norgalis, Councilperson of Bridgewater Township

PURPOSE:

Team 5 – Reconfiguration of Host Facilities was charged with investigating the issues surrounding the housing of the proposed County wide police force and determining the annual facilities cost range.

EXECUTIVE SUMMARY:

This study used a survey of the existing police facilities in the county and the population count from the organization chart developed for the county wide police force to develop an estimate of the total square footage required. We then compared the requirement estimates and the existing facilities from the survey. We then decided which facilities could be reused, and the amount to be constructed.

We then calculated a worst case cost based on all new buildings, a best case cost based on 100% reuse of existing, and an expected cost based on selective reuse with the balance new construction.

The cost includes compensation to the municipalities for their police space whether county uses it or not, as explained below. The cost also includes building operating costs.

Worst Case- all new	\$7,023,796	140% of expected
Expected Case – Mixed new & reuse	\$5,007,682	100% of expected
Best Case – All reuse	\$4,778,860	95% of expected

METHODOLOGY:

At our first meeting we discussed the task to determine the course of action for the team.

At the time of this discussion the Banker report was based on a proposed 3 precinct system with an Office of the Chief. We started with a list of the 19 towns and did a general ranking of the facilities, basically putting them into one of 2 classes, future use likely and future use unlikely based on the knowledge of those present. We discussed location, accessibility, features, etc.

The following was concluded:

- Today every police officer is accommodated within a building that meets their operational needs, although conditions vary.
- Every officer has a vehicle.
- Every vehicle is maintained.

- There is a wide range of police facilities within the county. Size, age, condition, locations, accessibility, etc vary widely.
- With the size of a precinct under the 3 precinct plan there were no existing police stations that could be used to house a full precinct operation. This provided at least two possible choices:
 - The construction of all new facilities with the following impacts:
 - Pro:
 - These would be state of the art purpose built buildings.
 - They could be located close to the geographical center of the precinct and accessible to the highway system.
 - All precinct operations would be under one roof.
 - Con:
 - Many towns had fairly new police stations that did not lend themselves to other economical uses.
 - Municipalities would be burdened with finding economical uses for the abandoned stations, which may be unlikely for many of the facilities. There may be unpaid bonds and on-going maintenance costs for these spaces, adding to the regionalization costs.
 - Property acquisition, design, building, and outfitting of new buildings would take on the order of 3 years to accomplish.
 - The plan called for retention of all police personnel in the county and accomplishing the reduction in force to a smaller more efficient force thru attrition. This would require overbuilding to some extent, and then carrying the extra underutilized space for the life of the building.
 - Utilization of existing police facilities to the extent possible:
 - Pro:
 - Immediate availability when the “trigger is pulled” to create the force.
 - Capital costs are minimized to the extent possible.
 - Con:
 - Many facilities are unusable due to small size, location, condition or access during certain weather conditions.
 - Would require dividing the precinct operations to several subgroups at various locations.
- An inventory of the facilities is required to determine what really exists. The key items that were needed to do an initial evaluation were discussed and recorded.

An inventory form (see attachment “A”) was developed, and committee members assigned to towns to complete the inventory forms.

The inventory data received was entered into a master spreadsheet with county-wide totals and distributed (see Attachment “B” Facilities Data 6/22/11 rev. 4).

During the time we were collecting and cataloguing the base inventory, the operations committee proposed going to a 5 precinct plan. We had a joint meeting with the operations team to discuss the proposed make-up of the precincts, and the ability to utilize existing facilities.

In September the alignment of the precincts and the proposed staffing was released to us by the operations team. This was the firm data that we needed to proceed with our portion of the study.

A series of spreadsheets were developed to determine the space requirements for the various facilities. The data is organized as follows:

TITLE & SPACE: Determination of “people space”

Title & Space	OoC	Pct 1(A)	Pct 2(B)	Pct 3(B)	Pct 4(A)	Pct 5(B)	Total	Gross sqft
Chief	1						1	350
Deputy Chief	2	1	1	1	1	1	7	250
Captain	0	2	2	2	2	2	10	250
Admin Assistants	3	2	2	2	2	2	13	150
Lieutenants	6	7	7	7	7	7	41	200
Sargents	4	11	17	17	11	17	77	100
Detective		7	11	9	7	13	47	250
SRO		4	4	6	4	2	20	250
Patrol Officers	24	49	91	91	65	83	403	100
Civilan support staff	14	7	7	7	7	7	49	200
Totals	54	90	142	142	106	134	668	

Tabulation of people space data and assumptions.

- The first column is a listing of the positions listed on the organization sheets for the precincts.
- The top row is the Office of the Chief or precinct.
- The data for those rows and columns is from the org charts.
- The 8th column is the total of individuals in that position.

- The 9th column is an estimate of the gross building space required to accommodate that position.

General Space Allocations: Determination of “function” space.

General Space Allocations	Type A	Type B
Evidence lab, process, lockup	750	1,200
Records, IT	750	1,200
Juvenile, holding, & related	1,250	2,000
Indoor storage	550	880
Training & Conference	800	1,280
Miscellaneous other space	1,000	1,600
Total General space	5,100	8,160

This lists the function space assumptions for specialized police functions not included in the gross footage listed above.

- The first column is the type of space or use.
- The second column is the space required for the smaller of the precincts. Inspection of the Title and space indicates there are only 2 precinct sizes, 90/106 positions, or 134/142 positions. The existing county wide totals for each use were divided by 8 (644 total staff/87 for the smaller precinct rounded up) and that number rounded up to determine this value.
- The third column is the estimated allocations for the larger precincts. It is the Type A value multiplied by 1.6 (141/87) to scale up for the larger precinct.

Total Space: Merges the above two tables for people and function space to yield total space requirements.

TOTAL SPACE	OoC	Pct 1	Pct 2	Pct 3	Pct 4	Pct 5
Chief	350	0	0	0	0	0
Deputy Chief	500	250	250	250	250	250
Captain	0	500	500	500	500	500
Admin Assistants	450	300	300	300	300	300
Lieutenants	1,200	1,400	1,400	1,400	1,400	1,400
Sargents	400	1,100	1,700	1,700	1,100	1,700
Detective	0	1,750	2,750	2,250	1,750	3,250
SRO	0	1,000	1,000	1,500	1,000	500
Patrol Officers	2,400	4,900	9,100	9,100	6,500	8,300
Civilan support staff	2,800	1,400	1,400	1,400	1,400	1,400
General Space		5,100	8,160	8,160	5,100	8,160
Other						
Total sqft required	8,100	17,700	26,560	26,560	19,300	25,760

This is the calculated space requirements for the facilities by precinct.

- The first column is the function.
- The first row is the precinct or facility.
- The cells for the positions is the quantity for each position times the Gross sqft for that position, by facility.
- The General Space row is carried in from the General Space Allocations based on the precinct type.
- The last row is the projected square footage required for each facility.

Master Total: Total space required for the County wide force.

MASTER TOTAL

Total Space	123,980
Existing space total	147,123
Ratio of proposed to existing	84%

- This is a sanity check of the data.
- The first row is the overall total sqft from the Total Space matrix.
- The second row is the existing county wide total police station sqft.
- The third row is the ration of the two.

Based on the assumptions, the projected need is 123,980 square feet in six facilities. This is 84% of the existing county wide total. This value seems valid due to the economy of scale of going from 19 facilities to six.

At our next meeting we reviewed the spreadsheets and the assumptions. There were no changes. We assigned an individual to precincts 1, 2, 3, 4, and the Office of the chief. The Precinct 5 result was intuitively obvious as the combination of South Bound Brook and Franklin Township could be easily accommodated within the existing Franklin Township facility. We also discussed the added information that may be required for the evaluation and a form was developed (see Attachment “C” Additional data collection).

Our next meeting (11/9/11) involved reports on each of the facility inspections and the opportunities for use. The general conclusion was that in most cases the selected existing facilities could be renovated/expanded to meet the needs of the precincts. The team was instructed to complete a detailed report on the inspections completed, the potential for each site, to identify the primary site and a first and second secondary site.

CAPITAL REQUIREMENTS:

Common issues:

There is one issue that applies to both cases below. That is the issue of the loss to the towns for space that is unable to be used due to the consolidation. This unused space, which may be bonded, still must be maintained to some level. As the municipality will be contributing to the county formula, which will include space costs, they should not also bear the full burden of their unused space. Government is no longer a growth business, and while there was demand for space in the past those days are over for most municipalities.

There are multiple ways that this compensation can be provided. For example:

- Purchase of all the existing police facilities by the county. This would be difficult as many of the police facilities are within municipal buildings. Ability of the county to maintain and make productive use of such diverse holdings would be almost impossible.
- Payment to the towns with an amount that would be essentially rent for the loss of productive use of the space and to cover the cost of maintaining the space. That amount would be paid until such time as the space is used for any other purpose.

For the purpose of this study we will assume that the municipalities will be compensated using the “rent” option for the use of their police space, whether it is used by county or not. The current office space used for other options is \$24 per square foot gross/ \$15 net. This report will use a municipal rate of 75% of the private rate to correct for tax impact and other costs.

Using this assumption the cost of compensation would be 147,153 square feet of space at \$18 Per square foot per year for a total annual cost of \$2,648,700. This value is used below. We are aware that the various spaces may have different values, however that determination is beyond the scope of this work.

Worst case:

The facility space required going forward is estimated to be 123,980 square feet. Assuming a floor area ratio of 20% as an average (Bedminster is 12% for example) that yields a land area of approximately 605,150 or approximately 14 acres. The location of the facility would be in a non-residential area which would increase the land costs. The price per acre varies widely across the county, but an average cost for lots with suitable location and size would be in the area of \$550,000 per acre. There is concern as to whether suitable land would be available within each of the 5 precincts.

Operational costs for office space for light, heat, cooling, maintenance, etc. is about \$8 per sqft. Operation of the new space would be \$991,840 (123,980 x \$8)

If the entire requirement was provided with new space the capital requirement would be estimated at:

123,980 sqft at \$330/sqft construction cost = \$40,913,400
14 acres at \$550,000 per acre land cost = \$7,700,000
Total cost of land and improvements = \$48,613,400

Annual debt service at 3.5% for 20 Years = \$3,383,256
Annual building operating costs= \$991,840
Municipal compensation for police space = \$2,648,700
Total annual cost for County police space = \$7,023,796

For the purposes of this report we will use an average cost for new facilities based on the total construction and land cost over the 123,980 square feet. (\$48,613,400/123,980=\$394/sqft)

Best Case:

The best that can be hoped for is to make the towns whole for loss of usefulness of the police space, since they will be assessed somehow for the countywide police costs the reuse of existing space with renovations to accommodate the expanded used. If we look at the existing space of 147,153 square feet and compare it to the 121,030 estimated need, there is a possibility, slim as it may be, of this happening. An additional cost impact would be the location of the Office of the Chief in an existing county owned or leased space.

The existing spaces would have to be renovated, as the uses would change. No facility, except Franklin, would be suitable for immediate use. For the purposes of this study we assume that the renovation cost for an existing space would be 40% of construction cost, or \$132 per square foot.

123,980 sqft at \$132/sqft renovation costs = \$16,356,360

Annual debt service at 3.5% for 20 Years = \$1,138,320

Municipal compensation for police space = \$2,648,700

Annual building operating costs= \$991,840

Total annual cost for County police space = \$4,778,860

Expected Case:

The following matrix totalizes the assumptions for an “expected” case. It totals the three components of the cost:

- Older facilities will require renovation. Some facilities will require more work than others. We have used an average number for all space as that detail is beyond the scope of this report.
- The column identified as “Rent” \$ is the amount sent to municipalities to compensate them for their existing police space as described above. This is paid whether the space is used by county or not, but should contains sunset to be determined.
- The New Facility is the cost per square foot for new space including land and building as described above

	Existing Police	Re- Use	New	Renovation	"Rent" \$	New Facility	See
	Space	Space	Facilities	\$132	\$18	\$394	Note
Office of the Chief	0	0	7200	\$0	\$0	\$2,836,800	

PRECINCT 1

Bedminster Township	7500	7500		\$990,000	\$135,000	\$0	
Bernards Township	12000	0		\$0	\$216,000	\$0	1
Bernardsville Boro	8360	0		\$0	\$150,480	\$0	
Far Hills Boro	970	0		\$0	\$17,460	\$0	
Peapack-Gladstone	1460	0		\$0	\$26,280	\$0	
New facility	0	0	10200	\$0	\$0	\$4,018,800	

PRECINCT 2

Greenbrook	7937	0		\$0	\$142,866	\$0	
North Plainfield	10600	0		\$0	\$190,800	\$0	
Warren	5500	5500		\$726,000	\$99,000	\$0	
Watchung	9000	9000		\$1,188,000	\$162,000	\$0	
New Facility			12060	\$0	\$0	\$4,751,640	

PRECINCT3

Bound Brook	2000	0		\$0	\$36,000	\$0	
Branchburg	7000	0		\$0	\$126,000	\$0	
Bridgewater	20000	20000		\$0	\$360,000	\$0	2
Raritan	1684	1684		\$222,288	\$30,312	\$0	
Somerville	2500	2500		\$330,000	\$45,000	\$0	
New Facility		0	2376	\$0	\$0	\$936,144	

PRECINCT 4

Hillsboro	12470	12470		\$1,646,040	\$224,460	\$0	
Manville	8000	8000		\$1,056,000	\$144,000	\$0	
Montgomery	5642	0		\$0	\$101,556	\$0	
New Facility				\$0	\$0	\$0	

Precinct 5

Franklin	24000	24000		\$0	\$432,000	\$0	3
South Bound Brook	500	0		\$0	\$9,000	\$0	
New facility			2410	\$0	\$0	\$949,540	

Totals 147123 90654 34246 \$6,158,328 \$2,648,214 \$13,492,924

New Facilities	\$13,492,924
Renovations	\$6,158,328
Capital total	\$19,651,252
Annual debt service	\$1,367,628
"Rent" costs	\$2,648,214
Operating costs	\$991,840
Expected Annual Cost	\$5,007,682

Notes:

1. Bernards is not shown as reused space as the Township Committee had consensus to not participate in providing space at their municipal campus.
2. Bridgewater's facility is only several years old and the need for renovation is very small.
3. Franklin's facility is also relatively new and the need for renovation is small.