



Facility Needs

Police Facility Needs

Existing Conditions

The Larkspur and Corte Madera Police Departments consolidated services on January 1, 1980 under the Twin Cities Police Authority (TCPA). TCPA’s headquarters is the police facility on Doherty Drive. The headquarters building is a wood frame temporary structure originally installed in 1972. The Doherty Drive facility houses 39 of the department’s 44 staff including the administration, patrol and communications offices as well as the Emergency Operations Center (EOC) for Larkspur and Corte Madera. The Corte Madera Public Safety building on Tamalpais Avenue is the base for 5 police employees. The TCPA staff consists of 31 sworn officers and 13 non-sworn personnel. Staffing may be increased by 2 to 4 patrol officers in the next several years to accommodate increased service demands, especially for traffic patrol. Table A provides data on TCPA facilities.

TCPA FACILITIES
Table A

	Function	Size
Buildings		
Station One, 250 Doherty Dr., Larkspur	Headquarters	3150 Sq. Ft.
Station Two, 345 Tamalpais Dr.	Substation	1370 Sq. Ft.
Total		5520 Sq. Ft.
Storage Containers		
Community Mini Storage, 46 Industrial Way, Larkspur	Evidence & Property Storage	2 units @ 77 Sq. Ft. each
Station 2 parking lot	Police records & documents	1 8ft. X 20 Ft. container
Corte Madera Corporation Yard	Bicycles	1 8ft. X 20 Ft. container

Existing and Future Needs

A site visit to the Doherty Drive Police station is enough to convince most people that the existing facility is too small; the overcrowding is that obvious. *More space is required to meet existing and future needs.* However, before grappling with how much floor space is needed, it is important to consider the factors that shape the delivery of police services and the design of police facilities. Important factors affecting the design of new headquarters facilities for the Twin Cities Police Department include:

- Growth – both communities are essentially built out. TCPA management states that the existing staffing level will be adequate to accommodate the small amount of growth that could occur in the future
- Demographics – The most pronounced trends in both Larkspur and Corte Madera are 1) the total population count will not change significantly over the next 20 years, and 2) the population is aging rapidly. It is not clear whether the growth in the number of children and teens will continue
- Land Use – both communities are predominantly residential with heavy concentrations of retail on Highway 101. The retail concentration on freeway is an attractive target for theft with easy access and get-away.
- Crime patterns – compared to most of the Bay Area, Larkspur and Corte Madera have a low crime rate, with the most serious trends being theft in the retail eareas adjacent to Highway 101.
- Gender integration – the movement towards more women in police work has increased the need for additional locker rooms, rest rooms, and common areas for men and women.
- Outsourcing – program services such as darkrooms and laboratories are candidates for outsourcing, thus freeing space for other functions.
- Technology – the growing use of computers and other technology is increasing the efficiency and effectiveness of police programs and allows for decentralization. However, technology has its own space and infrastructure needs, especially for energy, cooling, security, conduits and transmission facilities. Technology allows the geographic location and the physical structure of a police headquarters building to be more flexible than a generation ago.
- Flexibility – police buildings should be designed to accommodate future technology and changes in wiring and ductwork.
- Community expectations – the community expects a low crime rate and a high level of customer-oriented service. The vast majority of the Twin Cities Police Department’s workload is citizen service calls, such as dispute resolution. TCPA responded to more calls for service in 1999 than all of the southern Marin police agencies combined.

It is also important to consider trends in law enforcement design. Many communities are turning to community policing as an approach to ensuring public safety. Community policing is “a philosophy that recognizes the interdependence and shared responsibility of the police and community in making each community a safer, more livable city, producing a positive quality of life for all citizens. It encourages a partnership that identifies community-safety issues, determines resources, and applies innovative strategies.”¹ Effective community policing requires a level of openness that promotes partnerships between the police and community members. Recent innovative police facility design strategies are bringing the community into the building that houses police operations and services. Law enforcement facilities are beginning to reflect a new customer orientation, which the TCPA has emphasized since its inception. Design implications include:

¹ Conference Report, Committee On Architecture for Justice, American Institute of Architects, *e-architect.com*

- Joint use public facilities that are open to the community and maintain high security, such as combined police and recreation facilities.
- Safe service areas
- Public areas accessible to visitors and customers
- Pleasant interview and family rooms
- Warm, open and inviting meeting rooms for all community groups

There is no standard formula for translating local conditions and trends in law enforcement design into the necessary square footage for a specific police facility (although the International Association of Chiefs of Police has begun a three year project to develop standards for police facilities). Police facilities are designed on a case-by-case basis. Nevertheless, there is value in comparing facilities in various communities to begin to develop an assessment of space needs. Table B is a survey of recently designed police facilities prepared in 1995 by the firm EKONA Architecture + Planning as part of a site selection study for the City of Woodland. While it must be acknowledged that no two police departments have the same space requirements, TCPA clearly ranks at the bottom compared to other agencies in the survey.

RECENTLY DESIGNED POLICE FACILITIES
Table B

POLICE DEPARTMENT	1992 Pop	CRI ME IND EX	SWO RN	SW / 10 00	NON - SWO RN	TOT AL	TOT AL/ 100 0	OC CU YE AR	SQ.F T.	SF / EM P	SF/ SWO RN
Antioch PD	64,507	4678	81	1.26	34	115	1.78	1992	66,000	574	815
Carlsbad PD	65,472	3696	77	1.18	28	105	1.60	1986	53,000	505	688
Milpitas PD	52,570	2417	75	1.43	29	104	1.98	1991	37,000	356	493
Irvine PD	114,433	4948	125	1.09	67	192	1.68	1989	55,000	286	440
Orange PD	114,773	6909	142	1.24	68	210	1.83	1990	60,000	286	423
Upland PD	65,731	5062	78	1.19	33	111	1.69	1989	28,000	252	359
Livermore	58,100	2977	64	1.10	60	124	2.13	1994	43,400	350	678
West Covina PD	99,659	6741	114	1.14	46	160	1.61	1986	38,000	238	333
Sunnyvale DPS	121,588	4842	122	1.00	57	179	1.47	1985	41,000	229	336
Concord	111,000	7348	140	1.26	52	192	1.73	1996	69,000	359	493
Turlock (Projected at Build Out)	87,600	3584	131	1.50	67	198	2.26	2012	46,227	233	352
Woodland (Current)	42,500	2081	51	1.20	24	75	1.76	1973	14,500	193	284
Average 1992	86,783		102	1.19	47	149	1.75		49,040	343	506
Woodland (2015)	64,7		97	1.	32	129	1.9	20	35,4	27	366

Build Out)	00		50			9	15	75	5	
Larkspur/Corte	21,0	31	1.	13	44	2.0	19	5520	12	178
Madera, 1999	25		47			9	80		5	
<i>data</i>										

Ultimately, TCPA's facility needs should be based on a detailed architectural design process in which each function is studied in detail to determine the space required for maximum efficiency. However, it is possible to make an estimate for preliminary planning purposes using comparative data such as Table B. One valid approach is to calculate an appropriate ratio of square feet per employee based on the data in Table B. This ratio can be used to calculate the size of a facility that would accommodate TCPA's staff and be comparable to the buildings in Table B. In order to avoid an excessively high ratio, two agencies should be discounted: Antioch and Carlsbad. The mid-range between the highest (356 Sf/Emp) and lowest (229 Sf/Emp) ratio is calculated to yield a ratio of 292.5 square feet per employee. Multiplying 292.5 times the 44 TCPA employees results in a 12,870 square foot facility. Eric Glass, an architect who has designed police headquarters buildings for Tiburon, Sebastopol, Brisbane, Cotati and Healdsburg, has informally estimated that a facility in the range of 12,000 to 13,000 square feet could

Table C

Room Name	Square Footage
Offices	
Chief of Police	150
Captains (2)	240
Secretary	80
Sergeants (7)	700
Detectives (3)	300
Juvenile / Crime Prevention CSO's (3)	240
Dispatch Supervisor	100
Reception	80
Areas	
Booking	150
Lobby	250
Copy Machine / Work Area	150
Fingerprinting Area (Citizens)	80
Rooms	
Admin restroom (Female)	55
Admin restroom (Male)	55
Armory, Patrol	150
Armory, SWAT	150
Booking Cells (2)	150
Community Meeting Room	450
Conference (2)	350
Detox / Handicapped Cell	120
EOC / Training	800
EOC Storage	200
Evidence / Property	700
Holding Cells (2)	80
Interview Room "A"	80
Interview Room "B"	120
Interview Room "C"	80
Kitchen (Luncheon / Break room)	250
Lab / Evidence Processing	300
Locker / Shower / Toilet (Female)	450
Locker / Shower / Toilet (Male)	800
Public restroom (Female)	55
Public restroom (Male)	55
Report Writing (Patrol)	250
Squad Room / Briefing (Patrol)	350
Storage (Miscellaneous)	175
Storage (Reports / records)	175
Supply room (Reports / Clerical)	175
Workout Room	350
Volunteer office	100
Other	
Electrical / HVAC	120
Janitorial	140
Computer Network	70
Total Net Square Footage	9875

accommodate TCPA staff.² Elements of a prototypical 12,870 square foot headquarters facility are shown in Table C. this design emphasizes a “community friendly” building with a generous lobby, community meeting room and a small volunteer office. A more thorough design analysis should be undertaken to determine space needs more precisely as well as to determine ways to economize. A final plan would no doubt differ in some respects. Nevertheless, Table C is a reasonable first cut analysis for preliminary planning purposes

A new police headquarters building will require approximately 1.5 acres. Possible locations include:

- Existing location at Piper Park
- The Niven property
- The Nazari property
- Other commercial properties that may become available in the future.

The location is not critical in terms of delivering efficient police services, although there are community benefits to having the facility visible and easily accessible.

There are opportunities to reduce costs and improve services by combining the police department headquarters with other public facilities such as Fire, Library or City Hall. Combining facilities allows for sharing space, adds to customer convenience and heightens the Department’s positive community identity. Collocation improves security for the other Departments, which would add to the community’s comfort level for such things as evening meetings.

Applying the square foot cost for Tiburon’s recently completed police building -- \$330 – yields an estimated cost of \$4.5 million to build a 13,000 square foot headquarters building if the land is free. Land costs in Larkspur/Corte Madera should be estimated at \$1 million to \$1.5 million per acre.

Why This Need is important

The lack of adequate police facilities is an urgent problem due to safety risks inherent in the existing building, inefficiencies that result from the lack of adequate space and employee welfare issues. These issues are analyzed below.

² Eric Glass, Telephone consult with Robert Pendoley, 1/28/00

Safety Risks

<i>Seismic safety</i>	<p>TCPA's headquarters building does not have basic earthquake safety features. This could result in the loss of the many of the most critical police functions (including the Emergency Operations Center) during an emergency, as well as death or injury to building occupants. Injury to command staff would compound problems with emergency response after an earthquake.</p> <p>The seismic safety risk is exacerbated by the building's location on a landfill and bay mud. The site is subject to liquefaction and sinking in an earthquake.</p>
<i>Fire</i>	<p>The building does not have a sprinkler system. Fire could result in injury or loss of life and the temporary reduction of police services.</p>
<i>Security</i>	<p>The building is not designed for security either inside or outside the building. This could result in injury or death and a temporary reduction in police services.</p> <p>The lack of secure space for confining and separating detainees is a serious safety problem. There is not adequate space for separating adult and children detainees, which is also a safety problem. The lack of secure space for detainees has been an issue in labor negotiations.</p>
<i>Code compliance</i>	<p>The building is not nearly up to code. According to Building Code standards the building is not structurally adequate, it is overcrowded and generally unsafe. For example, there are only two exits from the building.</p>

Efficiency Issues

<i>Technology</i>	<p>The building is not designed to support technology. For example, it does not have conduits (or space to add them) for power and computer wiring. The controlled environment with special fireproofing required for network servers cannot be provided in the facility. Some of the computer infrastructure is housed in the corporation yard in an unsecured area without proper climatic controls. Additional space will be needed, but is not available, for upgraded countywide radio system.</p>
<i>Storage</i>	<p>There is essentially no storage space in the facility T CPA rents space for evidence, records and equipment.</p>
<i>Meeting Rooms</i>	<p>The briefing room is the only space available for meetings. This space is not equipped to support meetings properly and doubles as a storage area. Due to its location and security problems, the public cannot use it. Many routine</p>

meeting must be held off-site. There is no space available to accommodate community participation programs.

Building systems

The heating, ventilating and air conditioning system is inadequate. As a result, some areas will be too hot and others are too cold. This adversely affects employee morale and efficiency. Lighting throughout the building is inadequate; this is due in part to the inability to supply more power to the building.

Because the building was designed and built to be a temporary structure, repairs are often not cost effective. For example, roof leaks have not been repaired, because the correction would require not only a new roofing surface, but replacement of structural members that were not designed to be replaced.

Employee Welfare Issues

Staffing

The building does not have room for all police staff; five staffers are housed in the Corte Madera public safety building. This has been an issue in labor negotiations.

Gender integration

There is not space to adequately meet the need for separate facilities for men and women. TCPA has been able to achieve only marginal compliance with Title 13, Federal regulations that require equal and adequate facilities for men and women. One result of the necessary compromises has been sanitation problems in the men's locker room and rest room.

ADA

It is not possible to attain full compliance the Americans with Disabilities Act.

Parking

Parking for visitors, employees and patrol vehicles is inadequate and spills over into Piper Park. Police agencies generally need secured parking for employees and separate, secured parking for police vehicles.

Options for Existing Facilities

The engineering of the existing building makes it infeasible to remodel the facility to meet the Police Department's needs. The structure was designed and built as a temporary building. This means that it's foundation and bearing walls were built to a minimum standard that does not have the physical capacity to take additional weight or to be significantly modified. Put another way, significant remodeling would cost the same or more than new construction.

Options for Paying

At this early stage, the appropriate funding source appears to be general obligation bonds, which would require a vote city-wide. Also, grant funds are frequently available to fund portions of police facility projects. One of the most important issues in developing a financing plan for TCPA would be determining whether and at what level Corte Madera would participate.

Staff Recommendation

TCPA staff recommends the Larkspur 2050 Committee include construction of a new police headquarters building in the range of 13,000 square feet at an estimated cost of \$4.5 million on its list of recommended projects.