CITY OF WILLOWS

REQUEST FOR QUALIFICATIONS (RFQ)

for

Consulting Services to Evaluate Most Cost Effective and Efficient
Police Department Facility Type,
& Start Up and Ongoing Operations Cost Estimate

Issue Date:

June 22, 2026

Due Date:

Monday, July 20, 2026 by 4:00 PM

Contact Person during Proposal Period:
Marti Brown, City Manager
Phone: (530) 934-7041, Ext. 113
Email: mbrown@cityofwillows.org

CITY OF WILLOWS

REQUEST FOR QUALIFICATIONS (RFQ)

Police Department Facility and Cost Estimate

1. INTRODUCTION

The City of Willows is soliciting Statements of Qualifications from qualified firms or multidisciplinary teams with demonstrated experience in law enforcement facility planning, municipal architecture/engineering, public safety operations, and cost estimating (both hard and soft costs).

The City is evaluating options to re-establish its police department and seeks professional services to identify the most feasible, cost-effective, and operationally efficient facility solution. The selected consultant will conduct a comprehensive evaluation of facility alternatives and provide recommendations to the City Council, as well as a cost projection of a PD operations budget for year one through five after the PD is re-established. Subject to Council approval of a preferred facility type and option, the consultant will be authorized to proceed with Phase 2 services to develop a cost estimate to startup and re-establish the Willows Police Department.

The City envisions that the successful team will include at least one experienced law enforcement professional and an engineer or architect familiar with construction of police or other municipal facilities.

2. PROJECT DESCRIPTION

The City of Willows plans to re-establish its municipal police department. A facility capable of supporting law enforcement operations, administration, evidence storage, vehicle and equipment storage and operations, and potential future growth is required.

The City currently owns and controls a few sites that may be suitable for a police department facility. The City seeks an objective analysis of the city's current and future law enforcement needs, potential facility alternatives, associated costs, implementation schedules, and operational considerations.

Phase I will include an evaluation of the available facility options and, based on current operational needs and anticipated future growth, a recommendation to the City Council regarding the preferred facility alternative. In addition, Phase I will also include an estimate of the ongoing operational costs associated with a fully staffed and operational police department for year one through five.

Upon approval by the City Council of the preferred facility type, Phase II will include developing a cost estimate to construct the preferred alternative and all of the initial startup costs, including hard costs and soft costs (e.g., construction, personnel, vehicles, equipment, weapons, software, IT, legal), as well as an implementation schedule and timeline.

3. PROJECT BACKGROUND

In 2017, the City of Willows dissolved its municipal police department and entered into a contract with the Glenn County Sheriff's Office (GCSO) for law enforcement services. The current contract, most recently extended through June 30, 2026, costs the City $2.355 million in Fiscal Year 2025-26.

On March 23, 2026, the Glenn County Sheriff's Office notified the City of its intent to discontinue law enforcement services after June 30, 2026. On June 9, 2026, the City filed a petition and request for injunctive relief in Glenn County Superior Court seeking to require the GCSO to continue providing law enforcement services until the parties reach an agreement for temporary services while the City works to re-establish its police department. At the same time, the City Council will consider retaining temporary private security services until a new agreement with GCSO can be reached.

In 2024, the city hired a consultant to complete preliminary analysis and a cost estimate to re-establish the Willows Police Department inside the Civic Center and within its historic and previous 2017 footprint. The analysis and cost estimate was completed and presented to the Council in January 2025. The final report is attached to this RFQ for reference and to provide foundational information.

Concurrently, while facing a $1.4 million structural deficit, the Willows City Council placed a 1.5% general sales tax on the November 2024 ballot and Willows voters approved it with a 58% affirmative vote. Projected to generate up to $2.3 million annually, the sales tax became effective April 1, 2025. In part, Measure I was intended to provide seed funding for the re-establishment of a city police department; however, it quickly became apparent that the additional revenue, after the structural deficit was cured, would not be sufficient to fund the startup costs to re-establish the police department, as well as ongoing future PD operating costs over time.

As a result of the realization that the new sales tax would be insufficient to fund the PD and with the Sheriff's notification to discontinue law enforcement services, at the April 28, 2026, City Council meeting, the Council reviewed a comprehensive analysis of available financing tools for WPD formation. Based on that analysis, the Council directed staff to pursue formation of a city-wide Mello-Roos Community Facilities District (CFD) structured to authorize both a bond issuance for startup capital (e.g., facilities, vehicles, and

equipment) and a perpetual or long-dated annual services special tax for ongoing eligible operations.

In order to inform the CFD special tax structure and amount of the bond issuance, the Council also directed staff to hire an experienced consulting team with the expertise to guide the Council and city staff toward a preferred alternative site and facility option for the re-establishment of the Willows Police Department. Once the preferred alternative is identified, the hired team will develop a detailed cost estimate to implement the alternative, as well as ongoing operational costs, in order to determine the cost of the CFD. The City has retained a Municipal Advisor, Special Tax Consultant, and Formation Counsel and is in the process of identifying and retaining an elections/public outreach consultant.

4. PROJECT OBJECTIVES

- **Preferred Facility Type:**
  - Recommend an affordable permanent facility type with sufficient space to accommodate future potential growth.
  - Recommend a facility type that satisfies the city's needs while also being cost effective, efficient and affordable.
  - Must also comply with State standards.

- **PD Startup Costs:**
  - Estimate the cost of construction for the preferred facility type and option.
  - Estimate the startup cost for all associated hard and soft costs including but not limited to salaries, benefits, fully equipped patrol cars, firearms, equipment, IT, and potential increase in legal counsel (e.g., hard and soft costs).

- **Ongoing Future Operational Costs:**
  - Estimate the ongoing operational costs (after initial startup) for **year one through five**, including but not limited to annual cost of inflation, staff turnover, training, vehicles, weapons, equipment, and contract services (e.g., IT, legal counsel).

5. SCOPE OF SERVICES

PHASE 1 – FACILITY ALTERNATIVES ANALYSIS AND RECOMMENDATION, AND COST ESTIMATE OF ONGOING PD OPERATIONS

The consultant shall evaluate and compare all reasonable alternatives for development of a police department facility, including but not limited to:

Alternative 1A – Civic Center Tenant Improvements

Evaluate the feasibility of renovating and repurposing sufficient space within the Civic Center's existing footprint to re-establish the police department.

Alternative 1B – Civic Center Tenant Improvements & Expansion/Addition

Evaluate the need for and feasibility of renovating and repurposing existing space within the Civic Center and, if necessary, construct an addition expanding the facility in order to adequately accommodate the Police Department's current and future space needs.

Alternative 2 – Modular or Prefabricated Facility

Evaluate the need for and feasibility of installing a modular or prefabricated facility behind or adjacent to the Civic Center.

Alternative 3 – Other Viable Alternatives

Identify and evaluate any additional and affordable alternatives that may provide operational or financial advantages, including acquisition, adaptive reuse, public-private partnerships, phased implementation, or other innovative approaches.

Ongoing Costs of Police Department Operations

Concurrently, the consultant shall generate an annual Police Department (PD) budget starting with year one, when the PD becomes fully operational, through year five. Total cost estimate of PD operations shall include year one through five of the new police department.

Phase 1 Deliverables

The consultant shall:

1. Conduct interviews with the City Council and City staff.
2. Identify facility space requirements and operational needs.
3. Evaluate City-owned properties and facilities.
4. Assess current and projected staffing levels based on a minimum initial baseline (e.g., one Police Chief, one Lieutenant, two Sergeants, and six Patrol Officers).
5. Identify any regulatory, zoning, environmental, and permitting constraints.
6. Prepare an alternatives matrix comparing:
    - Capital costs,
    - Operating costs,
    - Expandability,

- Implementation timeline,
- Operational efficiency, and
- Risk factors.

7. Develop preliminary project schedules for each alternative.
8. Identify advantages, disadvantages, risks, and implementation considerations for each alternative.
9. Develop comprehensive cost estimate for ongoing PD operations for years one through five after the PD is fully operational.
10. Present findings to City staff, including recommended preferred facility type, location and cost, and cost estimate for ongoing PD operations year one through year five.
11. Present findings, cost estimates and recommended preferred facility type to the City Council.

PHASE 2 – COST ESTIMATE AND PROJECT DEVELOPMENT

Upon City Council approval of a preferred facility type and option, the consultant will proceed with Phase 2 Scope of Work, development of a comprehensive cost estimate to startup and re-establish the City's PD, including:

Design and Development Costs

- Architectural services
- Engineering services
- Surveying
- Geotechnical investigations
- Environmental review
- Permitting and agency approvals
- Construction administration
- Project management

Construction Costs

- Site preparation (if applicable)
- Building, addition or tenant improvement construction
- Modular facility procurement and installation (if applicable)
- Utilities and infrastructure improvements

- Parking and circulation improvements
- Security enhancements
- Furniture, fixtures, and equipment (FF&E)
- Contingency allowances
- Escalation factors

Police Department Startup Costs

The consultant shall prepare comprehensive startup cost estimates including, but not limited to:

Vehicles and Fleet

- Fully equipped and outfitted patrol vehicles (e.g., prisoner cage, front and rear facing radar, integrated dash cameras, body cameras, lockable storage)

Technology and Communications

- Computer hardware
- Servers and networking
- Radio systems
- Dispatch systems
- Mobile data terminals
- Body-worn camera systems
- Evidence management systems
- Records Management Systems (RMS)
- Computer-Aided Dispatch (CAD) systems
- Cybersecurity requirements

Police Equipment

- Weapons (e.g., full size Glock 9mm duty handgun, rifle, red dot sight, bean bag shotgun, Taser 10, baton, Mace)
- Weapons storage
- Evidence storage systems
- Property and evidence management equipment
- Training equipment
- Uniforms and personal protective equipment (e.g., External 3A rated vest, external plate carrier rifle rated plates, assorted gun belt gear)

- Patrol Equipment (e.g., PAS device, stop sticks, wraps, first aid kit, evidence collection)

Operational and Administrative Costs

- Legal services
- Recruitment and hiring costs
- Training and certification costs
- Insurance
- Policies and procedures development
- Initial supplies and operating inventory
- Professional services
- Accreditation preparation (if applicable)

Phase 2 Deliverables

The consultant shall prepare a detailed project budget and implementation plan sufficient to support City decision-making, grant applications, financing evaluations, and future design and construction procurement. The report and plan shall include:

1. Detailed Project Budget.
2. Startup Cost Analysis and Estimate.
3. Implementation Schedules and timeline for Construction to become Fully Operational.
4. Presentation to City Council.

4. CONSULTANT QUALIFICATIONS

The City seeks firms with demonstrated experience in:

- Police department facility planning.
- Public safety architecture and engineering.
- Municipal facility development.
- Law Enforcement operational analysis.
- Project construction cost estimating and budgeting.
- Public agency project delivery.
- California public-sector construction and capital projects.

Experience with facilities ranging from small to medium sized municipal police departments is preferred.

5. STATEMENT OF QUALIFICATIONS REQUIREMENTS

Interested firms shall submit:

1. Cover Letter.
2. Firm Profile.
3. Project Team and Key Personnel with Professional Biographies.
4. Relevant Project Experience.
5. References from at least three public agency clients.
6. Description of Approach and Methodology.
7. Proposed Project Schedule.
8. Fee Proposal for Phase 1.
9. Hourly Rate Schedule for Phase 2 services.

6. SELECTION CRITERIA

Qualifications will be evaluated based on:

- Relevant experience with police and public safety facilities.
- Qualifications of proposed personnel.
- Understanding of project objectives.
- Demonstrated success with municipal projects.
- Ability to provide accurate cost estimates.
- Familiarity with California regulatory requirements.
- Quality of references.
- Cost-effectiveness of proposed services.

7. PROJECT SCHEDULE

Milestone	Date
RFQ Issued	June 22, 2026
Questions Due	July 6, 2026
Response to Questions	July 13, 2026

SOQ Due	**July 20, 2026**
Interviews	July 29, 2026
Consultant Selection	August 3, 2026
Contract Award	August 25, 2026
Phase 1 Completion	October 7, 2026
Council Consideration & Direction	October 13, 2026
Phase 2 Completion	December 31, 2026
Final Project Presented to Council	January 12, 2026

8. RESERVATION OF RIGHTS

The City reserves the right to reject any or all submissions, waive informalities, request additional information, negotiate scope and fees, and cancel or modify this solicitation at any time.

9. CONTACT INFORMATION

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10. ATTACHMENT

a. Attachment 1: Law Enforcement Services Report

Law Enforcement Services Report
City of Willows

By Brian Uhler, MRG
1/14/2025

Executive Summary

This report evaluates the feasibility of establishing an independent Willows Police Department (WPD), to begin services on July 1, 2026, as compared to continuing contracted law enforcement services with Glenn County Sheriff's Office (GCSO). As part of this analysis, key factors such as personnel costs, service levels, community control, and long-term benefits are considered. This report can be used to help inform the City Council's decision on whether to continue contracting law enforcement services with Glenn County or to create an independent municipal police department.

Background

Willows has contracted its law enforcement services with the GCSO since 2017. The relationship between the City of Willows and the GCSO is solid. The Sheriff has expressed no misgivings about the possibility of reestablishing the WPD. In fact, because finding sworn personnel for vacancies at the GCSO is challenging, the Sheriff has expressed support for the idea. Further, the existing examples of Orland and other Northern California police departments can serve as comparison agencies.

Due to increasing costs, concerns over crime, a thinly staffed GCSO impacting response times, and a desire for more local control, the City Council and City Council Law Enforcement Services ad hoc committee supported an evaluation to determine the feasibility of establishing a Willows Police Department (WPD). These actions led to the development of this report.

Methodology

Law enforcement deployment and staffing studies are commonplace. Most rely on a variety of established parameters which typically include[1]:

1. Crime trends
2. Per capita comparisons
3. Existing/historical staffing levels or minimum staffing policy
4. Budget-driven decisions
5. Workload-based models (call for service volume)

Statewide, political realities affecting increases or decreases in the level of law enforcement funding, have been added in recent years. A more recent concern is understaffing for virtually all California agencies—now at the lowest statewide levels since 1991[2]. Of course, this causes hiring pressures and increased personnel costs for virtually all jurisdictions.

To help arrive at recommended staffing levels, we have examined comparison city staffing levels, comparison city crime, evaluated existing service levels, and reviewed budgets from similarly sized northern California cities (see Chart 1).

Schedule modeling based on workload-based analysis can be quite time-consuming, costly, and complex. This process, lasting several months, typically includes a professional evaluator drilling down into workload details, such as how often certain events take place and how long it takes on-scene personnel to handle such events. This analysis is completed for every type of service call and administrative function (e.g. training or court). In addition, some agencies seek to align workload demands by the time

of day and day of week. Ultimately, these agencies seek to schedule enough personnel during peak times while maintaining some ideal level of unassigned preventive patrol time (called an "availability factor").

For smaller agencies, other dynamics or realities negate the need for a detailed and costly analysis. For example, size, population, or call volume, may readily justify a single officer working at certain times; however, practical deference to officer safety may dictate two officers on the schedule during certain times or days. Another practical consideration for smaller jurisdictions is the fact that "big" events do not happen often or happen at sporadic times/days. Anticipating or staffing for these events is just not feasible. For these events, jurisdictions such as Willows normally rely on mutual aid agreements with others (GCSO or CHP). Lastly, in smaller agencies, the total number of sworn staff often limits the police leader's ability to deploy staff proportionate to the workload (e.g. determining peak activity hours may justify rescheduling staff, but doing so would run afoul of minimum staffing requirements during other times or budget limitations don't allow for added personnel).

For Willows, a combination of four of the previously described factors were reviewed to arrive at recommended WPD sworn staffing. The fifth evaluation method (workload-based model) is not practical, feasible, or necessary. Other methods negate its value and this method is normally used for an existing police agency to evaluate its workload.

Section 1: Comparison City Evaluation—A Basis for WPD Structure

1.1 City Budget Analysis

A review of northern California cities was completed. This review included all such cities with a population between 5,000 and 9,000. Notably, *Willows is the only city without its own police department*. Chart 1 depicts key data points which may help guide a future law enforcement services decision:

City	Population	Total Op. Budget[1]	L/E Exp. Budget	% for L/E	# Sworn	Cost Per Sworn[3]	Sworn Staffing
Lakeport	5,026	7,002,591	2,903,230	41.46%	13	223,325	Chief, Capt, 3 Sgts, 8 Officers
Williams	5,538	11,882,999	2,854,770	24.02%	11	259,525	Chief, Lt., 2 Sgts, 7 Officers
Willows	6,293	6,467,796	2,000,000	30.92%			
Colusa	6,411	7,555,099	1,743,354	23.08%	9	193,706	Chief, Lt., 2 Sgts, 5 Officers
Crescent City	6,673	11,522,001	3,634,445	31.54%	15	242,296	Chief, 4 Sgts, 10 Officers
Gridley[2]	7,421	9,687,204	3,905,367	40.31%	13	300,413	Chief, Lt., 2 Sgts, 9 Officers
Yreka[2]	7,807	9,968,384	4,335,387	43.49%	14	309,671	Chief, 4 Sgts, 9 Officers
Corning	8,244	9,356,659	3,520,056	37.62%	13	270,774	Chief, 4 Sgts, 8 Officers
Orland	8,298	8,251,734	3,494,642	42.35%	13	268,819	Chief, 2 Sgts, 10 Officers
Averages	**6,857**	**9,077,163**	**3,154,583**	**34.98%**	**12.63**	**258,566**	

Chart 1—Budget and Staffing Level Comparison

NOTE 1: Police Vehicles are often reflected in Capital Budgets

NOTE 2: Some jurisdiction budgets are heavily influenced by cannibus/casino industry

NOTE 3: Sales tax measures are sometimes reflected as separate revenue/expenditure items

[1] 24/25 operating budget (proposed or current)--Includes Sales Tax Measure funding (if applicable)

[2] Indicates 23/24 budget (24/25 not available)

[3] Total LE budget divided by the number of sworn positions

1.2 Crime Comparison

City	Violent Crime	Property Crime	Crime Index[1]
Lakeport	8.95	32.43	5
Williams	4.25	16.12	22
Willows	5.89	17.33	17
Colusa	2.83	13.35	29
Crescent City[2]	14.04	72.71	0
Gridley	4.29	20.06	16
Yreka[3]	15.33	50.21	1
Corning	6.08	33.92	5
Orland	2.56	13.87	29
Averages	**7.14**	**30.00**	**13.78**
Average W/O Crescent and Yreka	**4.98**	**21.01**	**17.57**

Chart 2—Crime Rate Comparison (source: Neighborhood Scout)

NOTE: CA Average: Violent/4.99 and Property/23.43

[1] "100" is safest--lower number equals less safe

[2] Crime rate heavily impacted by state prison and 3 casinos

[3] Crime rate impacted by large homeless population, casinos, and cannabis

A close look at the nine comparison cities, reveals quite differing data on crime. The two safest cities are Colusa and Orland. Both Crescent City and Yreka appear to have an alarming crime rate; however, an interview with representatives from both police agencies revealed there are anomalies in both jurisdictions which explain their high crime rate. The presence of a state prison affects Crescent City's data, and a significant homeless population along with casinos/cannabis industry adversely affects Yreka crime data. By removing the outliers, we see how Willows' current crime level is very close to the adjusted crime average (reflected on the last line of Chart 2). However, being "average" as it pertains to crime is not desirable. *Making reductions in crime to be more like Colusa or Orland would be a reasonable goal for Willows*.

According to California Department of Justice (CA DOJ), Glenn County's violent crime has worsened since 2021, and both property and violent crime have increased since 2022. However, the 10-year trend appears fairly stable as reflected in Chart 3:

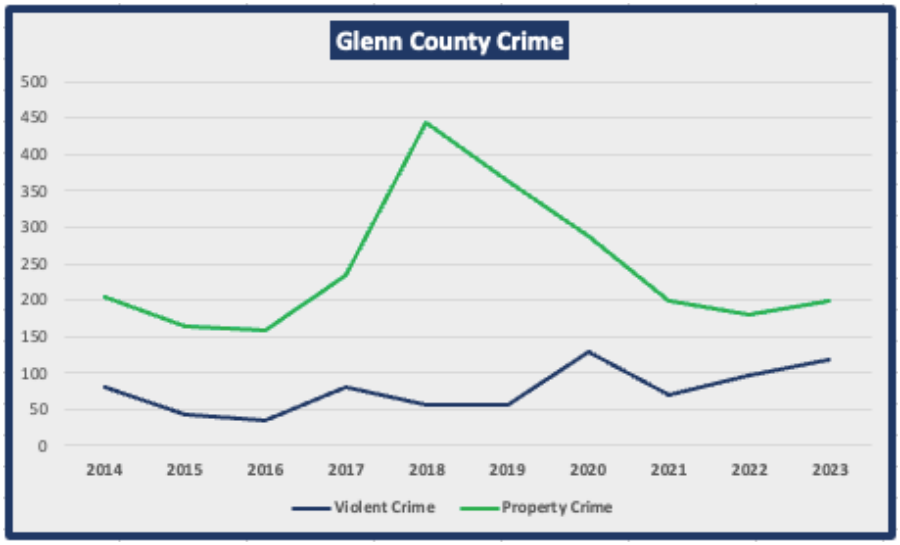


Chart 3—10-year crime trend (source: CA DOJ, Open Source)

1.3 Salary and Staffing

As previously mentioned, virtually all California police agencies struggle with maintaining a fully staffed police force. In recent years, agencies have sought to entice existing police officers by offering signing bonuses. Just to the north, Redding offers $40K dollars for lateral hires and their top paid officers earn a monthly salary of $9,989.

In order to establish a police agency and attract a sufficient pool of police applicants, the Council should seriously consider offering a pay level which will get applicant attention. The below chart outlines the top-step pay level for each of the region's comparison cities.

City	Chief Salary	Capt Salary	Lt. Salary	Sgt. Salary	Off. Salary
Lakeport	11,326	9,949	9,278	7,992	7,232
Williams	12,852			7,996	6,709
Colusa	11,740		9,000	7,186	6,090
Crescent City	10,702		9,234	7,941	6,309
Gridley	11,614		10,099	7,726	6,408
Yreka	11,733		10,203	7,848	6,149
Corning	11,044			8,485	7,507
Orland	10,050			7,640	6,465
Averages	**11,383**	**9,949**	**9,563**	**7,852**	**6,609**
80th %	**11,737**	**9,949**	**10,120**	**7,994**	**7,023**

Chart 4—Monthly Salary Comparisons by Position

Based on the comparison city data in Chart 1 and crime data in Chart 2, it appears that patterning a future WPD after the example of Colusa seems most appropriate. Colusa currently staffs its police department with nine sworn staff.

With a population difference of just 118 people, Colusa and Willows are closely matched. Further, the total budgets of Colusa and Willows, and law enforcement budgets are very closely aligned. In fact, Colusa currently spends about $250k less than Willows for police services. Staffed with a total of nine sworn personnel and one Analyst, a total complement of 10 people could make up a future WPD.

Following this model, Chart 5, depicts recommended WPD personnel. The pay level, as listed, is shown at the 80th percentile for all comparable cites (as described in Chart 3). Further, to offer a viable and attractive pay structure, the pay range for future WPD staff may need to surpass the 100th percentile of comparison cities.

Position	Monthly	# of Positions	Annual Cost	2026 Cost[3]
Chief	11,737	1	140,844	147,886
Sergeant	7,994	2	191,856	201,449
Officer	7,023	6	505,656	530,939
Analyst[1]	4,778	1	57,336	60,203
Sub Total	31,532		895,692	940,477
Benefits	19,124		543,237	570,399
Total Salary	50,656	**10**	1,438,929	1,510,876

Chart 5—Staffing/Salary Costs

NOTE 1: Salary calculation based on lateral hires, near top of range

[1]Willows existing "Analyst" position salary

[2]Benefits@60.65% for CALPERS, Health, FICA/Medicare, Holiday Pay

[3]Represents a 5% increase over current salaries

1.4 Attracting Police Applicants

With an implementation date of July, 1, 2026, attracting lateral police applicants is essential. There is insufficient time and no personnel to oversee an extensive training process for new police cadets.

Given this fact, under the City Council's leadership, it will be necessary to offer decisive salary and benefits to attract high-quality police applicants. Other options include items, such as take-home vehicles, generous vacation/holiday time, and one-time signing incentives. Within Section 2 of this report, we break out optional items and their costs for Council consideration.

From the employer/leadership perspective, offering options for one group of employees may cause other employees (specifically other first responders, such as Fire Department staff) to seek similar employer benefits. Anticipating this tension would be prudent, however adding these costs would require added analysis and are not considered in this report.

Another factor, which may cause hesitation on the part of applicants, is Willows' 2017 decision to disband its police department. In short, applicants will need to know there is both stable funding and a political commitment to the decision to reestablish a police department. Factors explaining this stability should be included in future position announcements and advertising.

Section 2: Financial Impacts

2.1 One-Time Costs to Establish WPD

The creation of a new police department will require significant upfront investment. With a "go live" date of July 1, 2026, one-time costs will occur in both FY 2024/25 and FY 2025/26. Current fiscal year impacts could be included in a mid-year budget adjustment (January 2025). Simultaneous to paying one-time costs, Willows would also continue to pay GCSO for law enforcement services (increasing to $2.355M for FY 2025/26).

Based on the capacities of similar jurisdictions and law enforcement industry standards, major one-time costs include:

- **Police Workspace Renovation:** The workspace should include a public reception desk, Chief and Sergeant offices, a group briefing/report writing area, evidence processing/storage areas, secure weapon storage arrangements, and a changing/locker/shower-decontamination area.
- **Police Vehicles:** Purchase of a minimum of three police vehicles (Chief, Sergeant, and Officer). Funding is needed for the base cost and outfitting (electronics, cages, radios, markings, lights/siren).
- **Equipment and Gear:** This includes firearms, uniforms, radios, body-worn cameras, patrol rifles, and standard issue gear (handcuffs, tasers, flashlights, etc.).
- **Recruitment and Background Investigations:** Hiring processes for officers, sergeants, and a police chief, including job postings, interviews, psychological, medical and background checks.
- **Technology Infrastructure**: Police agencies require specific technology to include a Records Management System (RMS), secure connectivity for criminal justice information, specialized software to support police systems, and audio/video recording equipment.

The following charts, outline line-by-line budget estimates for one-time costs impacting both FY 2024/25 and FY 2025/26:

FY 2024/25 Budget Items	Cost
FY 24/25 Police Office Renovation (contract services for design, RFP, Bid review)	45,000
IT research/planning for WPD (contract services)	5,000
Exec Search Firm for Chief position	35,000
Technical Assessment of Radio infrastructure--plan development	5,000
Total FY 2024/2025 Costs	**90,000**

Chart 6—Items impacting FY 2024/25 should the City Council decides to establish WPD

FY 2025/26 Budget Items	Cost
7 Months salary for Chief (starts 12/1/25, @ $12,324)	86,268
2.25 Months salary for Admin Asst (starts 4/24/26)	11,288
2.25 Months salary for 2 Sergants (starts 4/24/26)	37,773
1 Month salary for 6 officers (starts working 5/29/26)	44,244
Benefits for all personnel (total $179,573 x 60.65%)	108,911
FY 25/26 Police Office Renovation (after bid award--construction costs)	350,000
RMS System Purchase (installed and training/testing by 5/4/26)	57,000
3 Police Vehicles (Base cost)	192,547
2 Police Vehicle Upfitting (all electronics, radios, siren/lights, cage, seat, striping, etc.)	70,600
10 Police sidearms (@$750 each--weapon, flashlight/sights, magazines, locking case, 1 spare)	7,500
10 Motorola handheld police radio (one "spare" also used by Admin Asst in the office)	25,000
Uniforms and leather gear (4 uniforms each - 9 Officers)	9,000
9 Soft body armor vests (level IIIA @ $800 each)	7,200
Officer Carried Gear (9 Officers)	4,500
10 Badges (custom design, @$250 each)	2,500
100 Uniform Patches (2 per uniform, 8 patches per person)	350
10 Handheld Radios (9 Officers plus one for office area--or spare)	45,000
3 Police Rifle (assigned to each vehicle)	22,500
3 Vehicle Gear (1st aid, LED flares, stop sticks, fire extinguisher, cones, PPE, Evi equip.	6,000
Range/Ammunition (qualifications/training/duty)--handgun and patrol rifle	3,000
11 Psychological testing (@$500 each)	5,500
Background Investigations (@2,500 each--between 9/2025--2/2026)	35,000
Police pre-employment medical (@$1,500 each)	13,500
Fuel (Chief--7 mos, Sgts/Officers, 2 mos (@50 miles/3.5 gals/day for admin functions)	3,465
Telephone hardware (plus incremental service additions)	720
CA and IACP Chief's Assn Membership (IACP application fee $50, plus $190/year-CPCA $210)	450
FY 2025/2026 Subtotal	**1,149,816**

Chart 7—WPD start-up costs for FY 2025/26

FY 2025/26 Options	
9 Body warn camera system (worn hardware plus evidence.com storgage)	11,691
2 In-car video systems (Axon, to compliment the BWC system)	6,000
9 Tasers issued to each sworn department member ($1,800 each plus training/Axon Safety)	19,200
6 Take home car program ($366,756 base vehicles plus 211,800 upfitting)	578,556
Sign On Bonus Program (year 1, 10K and 10K each subsequent year for 30K total)	60,000
Options Subtotal	675,447
FY 2025/26 Costs with all options added	**1,825,263**

Chart 8—Options for City Council consideration

Potential Cost Reduction Areas	
Alternative Used Vehicles--@ $25K each	-117,547
Police Building--Do nothing, use existing space w/minor modifications @$20K	-200,000
Potential Cost Cutting Total	**-317,547**
Minimum One Time Costs (all cost cuts and no options)	**832,269**

Chart 9—Cost reduction options (risk: possible warning signal to potential applicants)

2.2 One-time Cost Discussion

Analysis of the one-time costs for FY 2025/26 reflects a significant range of projected costs which depend on the course chosen by the City Council.

- $1,825,263—High-Cost Model: This includes take-home cars, a signing bonus program, and a significant technology commitment (body-worn cameras, tasers, etc.).
- $1,148,816—Mid-Cost Model: Includes significant infrastructure investment which reflects a long-range commitment to WPD.
- $832,269—Low-Cost Model: Cuts costs by deferring a major building remodel and substitutes used vehicles as a starting point for operations.

As described earlier in this report, the mid and low-cost options could impact the City's ability to attract top-level applicants. The low-cost option, for a lack of applicants, may even impact the ability to start operations on time.

2.3 Police Facility Infrastructure

As listed below, several laws apply to the establishment of essential services/critical infrastructure facilities:

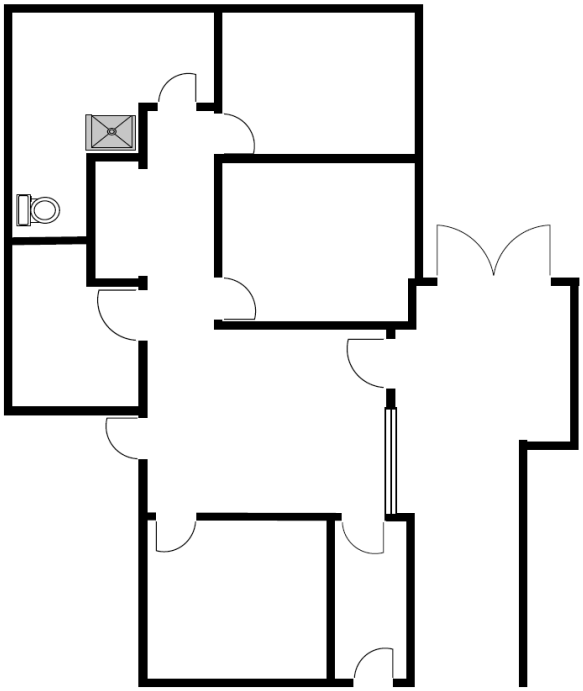
1. **Essential Services Buildings Seismic Safety Act (California Government Code, Section 16000-16023)**: Police stations are considered essential services buildings and must be designed and constructed to resist the forces generated by earthquakes to ensure that they remain operational after a seismic event.
2. **California Building Code (CBC)**: Governed by Title 24, Part 2, the CBC mandates standards for structural integrity, fire safety, and accessibility. For critical infrastructure like police stations, it imposes stricter requirements on:
    - **Seismic safety (Chapter 16)**: Ensures that the structure can withstand significant seismic events.
    - **Fire protection systems (Chapter 9)**: Requires installation of advanced fire suppression, alarm systems, and fire-resistant materials.

- **Accessibility (Chapter 11)**: Ensures compliance with the Americans with Disabilities Act (ADA), providing accessible entrances, restrooms, and other key areas.

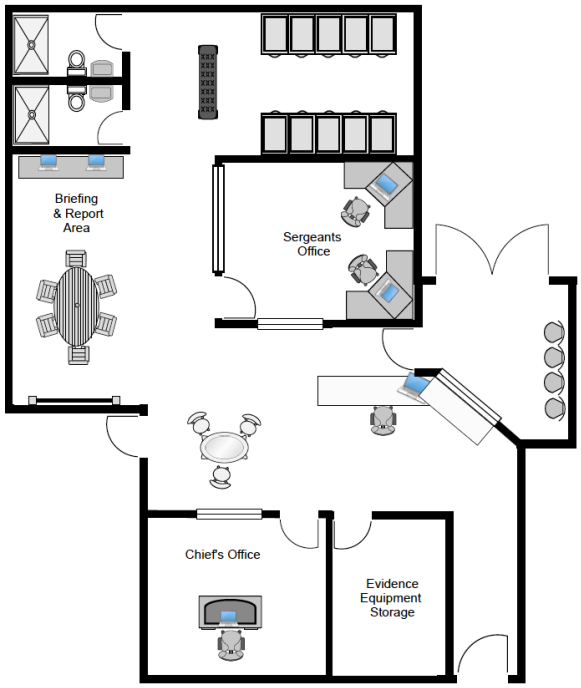
3. **Energy Efficiency Standards (Title 24, Part 6)**: Police stations must meet energy efficiency requirements, including insulation, lighting, and HVAC systems that reduce energy consumption.
4. **California Green Building Standards Code (CALGreen)**: Police stations, as critical infrastructure, must also comply with CALGreen standards, which promote sustainable design, energy efficiency, water conservation, and indoor air quality.
5. **Security Requirements (California Penal Code Section 4025)**: Police stations must be designed to control access, protect detainees, and ensure the safety of law enforcement personnel and the public.
6. **Hazardous Materials (California Health and Safety Code, Section 25500-25547)**: Facilities like police stations, which may store firearms, ammunition, and chemicals, are subject to regulations ensuring the safe storage and disposal of hazardous materials.
7. **California Fire Code (CFC)**: Imposes fire safety regulations, including requirements for fire alarms, sprinkler systems, and emergency evacuation plans specific to essential service facilities.
8. **Emergency Operations and Continuity (California Government Code, Section 8607)**: Requires police stations to have emergency preparedness and response plans to ensure continued operation during and after emergencies.

Compliance with these requirements requires a significant financial investment and, more importantly, adequate time to develop complex plans for such a facility. Realistically, even if funding was not a factor, it may take more than 5 years to acquire property, conduct the various impact studies, develop architectural plans, solicit community input, and gain the approvals before even breaking ground.

For these reasons, temporary police facilities will be needed to begin police operations by the target date of July 1, 2026. Since approximately 1,300 square feet of City Hall previously served as a police facility until 2017, we propose utilizing the same space for a temporary facility. To reflect its temporary nature, we also propose no changes to the exterior dimensions of City Hall.



Current Area



Conceptual Design

Discussions with the City Engineer about this initial concept has led to the preliminary cost estimate as reflected in Section 2.1 of this report. The current estimate of $395K reflects a cost of about $300 dollars per square foot (according to RS Means Data, typical municipal remodeling in northern California is between $150 and $600 per square foot, depending on complexity). If the City Council wishes to move forward, a more detailed assessment will be needed to determine the concept plan's viability and more accurately determine the temporary project costs.

2.4 Annual Operating Costs

The annual operating costs for WPD include salaries, benefits, equipment maintenance, and administrative expenses. Based on comparable departments, annual operating costs include:

- **Personnel Salaries:** The WPD would start with six officers, two sergeants, one chief, and one administrative assistant. Salaries will be aligned with other northern California small jurisdictions at competitive rates to attract experienced officers.
- **Benefits:** Includes health insurance, CalPERS contributions, and other customary benefits.
- **Ongoing Equipment and Vehicle Costs:** Fuel, vehicle maintenance, and replacement of equipment.
- **Dispatch and Communications Services:** Payment to Glenn County for dispatch and Records Management System (RMS) costs.
- **Other Contract Services:** Legal, Information Technology (IT) support, policy management, police related software/hardware, etc.

Charts 10 and 11 outline the line-by-line budget estimates for all annual costs starting for FY 2026/27:

FY 2026/27 Salary/Benefits	Costs ($)
Officer Salaries (6 Officers)	530,939
Sergeant Salaries (2 Sergeants)	201,449
Chief Salary	147,886
Admin Assistant Salary	60,203
Annual Salary Subtotal	940,477
CalPERS Retirement Contribution (16.08%)	151,229
Health Insurance (33.87%)	318,540
FICA/Medicare (7.95%)	74,768
Holiday Pay (2.75%)	25,863
Overtime Pay	70,000
Total Salary and Benefits	**1,580,876**

Chart 10—FY 2026/27 Salary/Benefits
(Reflects 5% increase over current comparison pay)

FY 2026/27 Materials/Services	Costs ($)
Office expense	5,000
Postage	1,500
Telephone	2,160
Fuel (for 3 vehicles)	62,097
Clothing/Uniform replacements	4,500
PG & E	2,400
Travel/Training Costs	13,500
Dispatch Services Payment	140,000
Vehicle Maintenance	3,000
Misc. Equipment Maintenance	1,000
Dues/memberships	400
Legal contract services	48,000
Lexipol	8,967
Pro Phoenix RMS Services	3,575
Work Comp Insurance ($8.70 per $100 annual salary)	81,821
Risk Insurance ($16.33 per $100 annual salary)	153,580
Radio Service Agreement	2,000
Total Materials/Services	533,500
FY 2026/27 Total	**2,114,377**

Chart 11—FY 2026/27 Materials/Services
(estimates based on vendor estimates, other research/experience)

2.5 Long-Range Cost Projection

The below data and Chart 12 show the projected long-range costs for WPD and the GCSO. Assuming there is a 5% per year increase (starting in 2026), the cumulative cost difference shows the "break even" point where year-over-year savings surpasses the initial one-time costs. For example, if the initial one-time cost is $1.82M (as described in Section 2.2), then the break-even point would be in 2032. Beyond 2032, Willows taxpayers would then spend fewer total dollars.

Year	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	Total
GCSO	2,355,000	2,472,750	2,596,388	2,726,207	2,862,517	3,005,643	3,155,925	3,313,721	3,479,408	3,653,378	3,836,047	33,456,984
WPD	2,114,377	2,220,096	2,331,101	2,447,656	2,570,038	2,698,540	2,833,467	2,975,141	3,123,898	3,280,093	3,444,097	30,038,504
Cumulitive Difference	240,623	493,277	758,564	1,037,115	1,329,594	1,636,697	1,959,155	2,297,735	2,653,245	3,026,530	3,418,480	**3,418,480**



Chart 12—Long range cost projection (10-year savings: $3.418M)

Section 3: Service Level and Community Impact

3.1 Contracted Glenn County versus City Law Enforcement Services

Evaluation of comparison cities (Chart 1 and Chart 2), with particular attention to Colusa and Orland, highlights how Willows crime is higher. This over-arching fact *on its own* offers a compelling reason for serious consideration of establishing a WPD. Other reasons, such as rising costs, low staffing levels, and minimal local control adds credence to reverting back to a city police model.

3.2 Expected Service Levels GCSO versus Willows PD

The current contract for law enforcement services provided by the GCSO is outlined as follows:

In addition to Animal Care and Dispatch Services, the following public safety personnel will be dedicated to the City of Willows:

- One (1) full-time Lieutenant,
- One (1) full-time Sergeant,
- Nine (9) full-time Sheriff Deputies,
- One (1) full-time Detective, and
- Any and all administrative support services, personnel, equipment, supplies, and apparatus needed to provide full, 24-7 law enforcement protection and services.

Source: GCSO Contract, Exhibit A

Position	Hours	Sun	Mon	Tue	Wed	Thu	Fri	Sat
Chief	7am-5pm	Off	On	On	On	On	Off	Off
Sgt 1	2pm-Mid	On	On	On	On	Off	Off	Off
Sgt 2	2pm-Mid	Off	Off	Off	On	On	On	On
Off 1	7am-7pm	On	On	On	Off	Off	Off	Off
Off 2	7am-7pm	Off	Off	Off	On	On	On	On
Off 3	7am-7pm	On	Off	Off	Off	Off	On	On
Off 4	7pm-7am	On	On	On	Off	Off	Off	Off
Off 5	7pm-7am	Off	Off	Off	On	On	On	On
Off 6	7pm-7am	On	Off	Off	Off	Off	On	On

Chart 13—Possible duty schedule for WPD (Officer #3 and Officer #6 also serve as relief for others who are training, injured, or on vacation)

This duty schedule provides for added coverage from Friday through Sunday which is often the busiest workdays. With eight dedicated field personnel (Sergeants and Officers), there are 14,016 service hours provided to the citizens of Willows. This represents 62.5% increase in service over the single assigned patrol model deployed by GCSO (8,760 versus 14,016 hours).

Advantages of establishing the WPD include:

- **Local Control and Accountability:** Establishing WPD would enable greater control over budgets, officer staffing, and law enforcement policies. This also opens the door for more community-oriented policing initiatives.
- **Improved Response Times:** A dedicated Willows PD could potentially improve response times and increase law enforcement presence, contributing to public safety.
- **Community Trust:** Building local relationships with residents is a key factor in the success of a municipal police department, as evidenced by jurisdictions like Menifee, which prioritized community engagement during its recent formation.

3.3 Goals for New WPD

If a WPD is established, the new Chief should be asked to develop a process to measure future WPD effectiveness. Possible goals should include:

- Lower crime—target of matching Colusa and Orland levels
- Improved community satisfaction with Law Enforcement Services
- More service hours provided to citizens
- Added prevention-oriented patrol activities
- Improved presence at public-facing city events
- Better response time to calls for service

Section 4: Comparative Case Studies

4.1 Menifee Police Department (Riverside County)

In 2020, Menifee launched its own police department after contracting for years with the Riverside County Sheriff's Department. The decision was backed by a feasibility study showing potential cost savings and enhanced response times tailored to Menifee's needs. However, the transition came with some challenges, such as initial startup costs that exceeded expectations. In the following years, Menifee experienced additional cost increases due to its rapid population growth and higher operational demands.

4.2 Lancaster Police Department (Los Angeles County)

Lancaster formed its independent police department in 2023 after determining that relying on the Los Angeles County Sheriff's Department was no longer the most effective or financially sustainable option. The city's goal was to establish more local control over policing and tailor law enforcement strategies to Lancaster's unique needs. Early results have shown that Lancaster's police department is able to offer more customized services and initiate programs that are directly focused on community needs.

4.3 Lathrop Police Department (San Joaquin County)

In 2022, Lathrop established its own police department after previously contracting with the San Joaquin County Sheriff's Office since its incorporation. This move was prompted by rising costs associated with the sheriff's services, driven in part by increasing pension obligations. Lathrop's City Council determined that creating a local police force would allow for cost savings, better resource allocation, and improved community-focused policing. To support the new department, Lathrop constructed a new police facility and developed a phased hiring plan to staff the department over a 14-month period. The new department has enabled Lathrop to have greater control over law enforcement strategies, prioritize local concerns, and enhance response times. Initial public engagement efforts, including community surveys, were conducted to inform department priorities.

Section 5: Implementation Timeline

To establish the Willows Police Department, we propose a 3-phase approach.

5.1 Phase 1 (December 2024 – May 2025)

Chart 14 outlines the six-month long Phase 1, which starts in December 2024 with the City Manager preparing a staff report and the City Council approving an initial plan to reestablish the Willows Police Department. The initial approval should also include funding approval for costs occurring in the current budget year. Phase 1 concludes in May with the Council passing the FY 2025/26 budget.

Who	Description
CM	Staff Report-City Council to establish WPD
City Council	**Meeting:** Start PD?/Approve funding FY 24/25
Finance	Prepare for FY 25/26 budget items
Engineer	Building designs/RFP/bids
Fire Chief	Assess radio infrastructure for WPD
IT	Quote from IT vendor for WPD IT expansion
Legal	Quote from Legal--expansion of scope for WPD
Finance	Initiate purchase of police vehicles (state contract)
IT	Agreement for various IT Services for WPD
HR	Develop agreements for background investigations
HR	Job descriptions/SR for Chief/Sgt/Officer/AA
CM	Staff & community input: vehicle/patch/badges
CM	Staff Report: vehicle/patch/badge design
City Council	**Meeting:** Patch/Badge/Vehicle Design
City Council	**Meeting:** FY 25/26 budget approval for WPD costs



Chart 14

Phase 1 can be thought of as the establishing the foundation. Details include building designs, assessing radio infrastructure, obtaining detailed quotes for Legal and IT impacts, initiating the vehicle purchase

process, writing job descriptions for new positions, and assembling FY 2025/26 budget details. The financial impacts in FY 2025/26 will primarily consist of one-time costs (see Section 2).

5.2 Phase 2 (May 2025 — Nov 2025)

Chart 15 outlines Phase 2, which begins after the Council passes the budget for FY 2025/26 and concludes with the hiring of the new WPD Chief. With the FY 2025/26 budget approved, City staff will begin working on the many administrative functions represented in the budget. Many of these functions are related to the hiring process and developing the infrastructure for the police department.

Who	Description
HR	Hire exec search firm and open the process for Chief
Engineer	City Hall remodel project
CM	Review Chief applications and select finalists
IT	Purchase RMS system (for 5/4/26 "go live")
HR	Advertise-Open Sgt, Officer, and AA Positions
CM	Conduct Chief interviews
Legal	Notice to GCSO ending services on 7/1/2026
CM	Select and make Job offer to Chief
CM	Chief Background/Medical/Psych
City Council	**Meeting**: Purchase of RMS/weapons/equipment
Finance	Contract: vehicle upfitting, equipment/logos/design
Finance	Purchase Furniture and Office Supplies
IT	Purchase 6 PD computers with software
IT	Add phone infrastructure for WPD
CM	Chief starts working

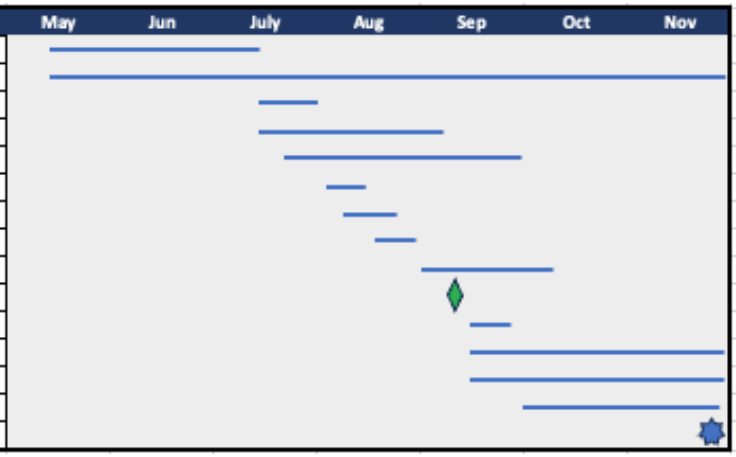


Chart 15

Phase 2 of the process can be viewed as establishing the framework for the new police department. There is a two-pronged focus: (1) HR efforts to identify future WPD people, and (2) develop the plans for equipment and WPD infrastructure. At the end of Phase 2, the Chief should be hired and the workspace should be nearly complete. The work in Phase 2 also reflects a heavy reliance on City staff to remain on-track.

5.3 Phase 3 (Dec 2025 — Jun 2026)

Chart 16 outlines the final implementation phase, which primarily consists of many detailed Police Chief activities. Starting with meeting the community and community leaders, the Chief will simultaneously begin ensuring the technical, police-oriented infrastructure, policy, and physical arrangements are established. Further, the Chief, along with Human Resources, will be instrumental in the hiring process for all personnel during this final phase.

This phase concludes with the City Council preparing the WPD for police duty by swearing in the Chief, who in-turn, will swear in all sworn personnel. Immediately after this Council meeting, the Chief could host a public open-house for the public to meet the police personnel and their families while also touring the new police facility.

Who	Description
Chief	Meet Council, Civic Orgs, attend Community events
Chief	Sgt/Officer/AA--Review apps and start backgrounds
Chief	Order radios (vehicles and handheld)
Chief	Order all gear needed by officers/sergeants
Chief	Req quote from GSO for Dispatch Services
Chief	Obtain permission for regional L/E radio frequencies
Chief	ID outdoor shooting range--needed on 6/1/26
Chief	Sgt/Officer/AA background investigation process
Chief	Develop evidence processing plan
Chief	Initiate frequency coordinating process with FCC
Chief	Complete CJIS/BCIA/POST/LiveScan/CLETS apps
City Council	**Meeting**: Resolution establishing WPD
Finance	Notify Legal and Insurance providers of WPD start
Chief	Apply with FCC for PD Frequencies as needed
Chief	Janitorial services for office space--backgrounds
Chief	RMS design/deployment process
Chief	Sgt/Officer/AA Interviews, start psych/medicals
Chief	Coordinate radio programing with radio vendor
Chief	Provide permission for use of WPD radio freqs
Chief	Design/develop forms for public use
Chief	Design/develop/adapt internal use forms
Chief	Initiate purchase of Lexipol and complete policies
Chief	Initiate vehicle upfitting process (deployed on 6/1)
Chief	Identify fueling and vehicle maintainance vendors
Chief	Develop formal relationship with GCSO for Dispatch
Chief	Medical/Psych Testing for Sgts and Officers
Chief	Develop a WPD website, FAQs, Citizen survey, etc.
Chief	Receive/test vehicle/handheld radios
Chief	Sergeants start working
Chief	Chief and Sergeants order uniforms
Chief	Assign Sgt to investigations, tech, and CLETS Admin
Chief	Assign Sgt to WPD policy, equipment, and training
City Council	**Meeting**: FY 26/27 budget approval for WPD
Chief	Officers start working
Chief	Officers order uniforms
Chief	Confirm "hand-off" of LE Services to occur on 7/1
Chief	CLETS/RMS training/testing for staff
Chief	Equipment and uniforms issued to all personnel
Chief	On-boarding process by sergeants
City Council	**Meeting**: Swearing in Chief, Sergeant, and Officers
CM	Family/community open house in new WPD

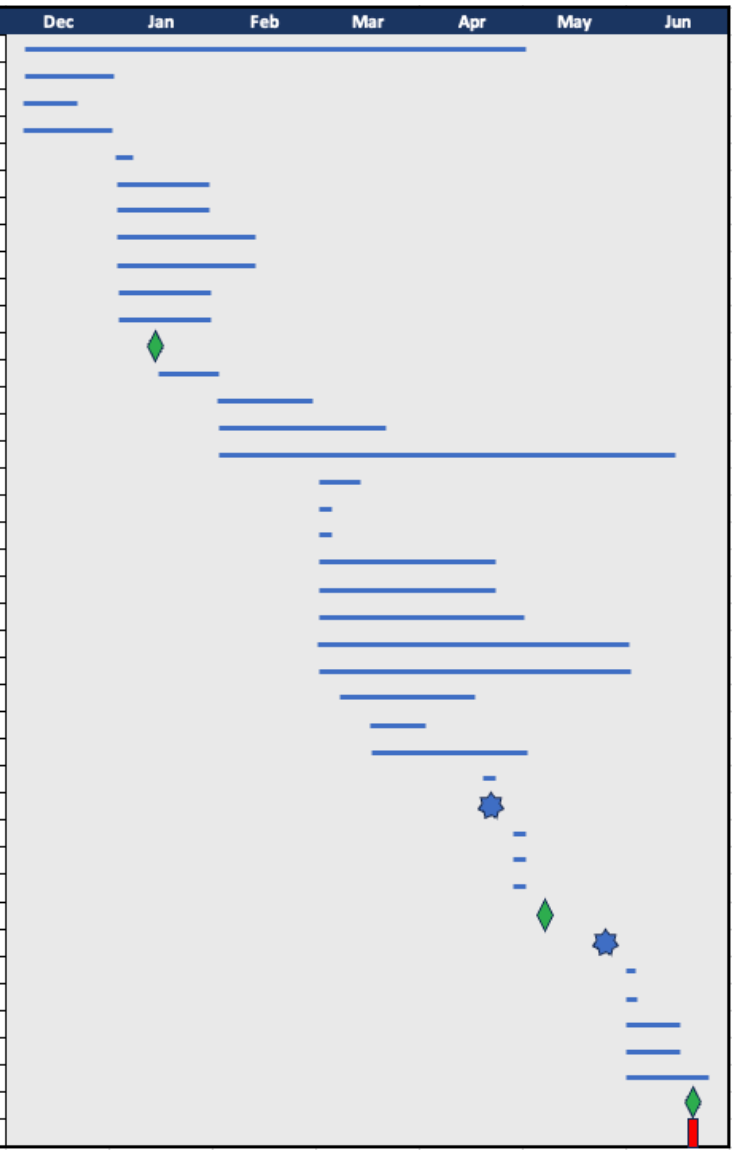


Chart 16