



City of Willows

Law Enforcement Services Report

JANUARY 14, 2025

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Introduction

Purpose

Evaluate the feasibility of establishing an independent Willows Police Department (WPD), to begin services on July 1, 2026.

Background

A contract with GCSO has been in-place since 2017. Recent cost increases, service levels, and staffing concerns have led City Council's desire to consider a change.

Methodology

Review of crime trends, per capita comparisons, existing and historical staffing, and budget realities were considered in this process.

City Comparison Data

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	

Crime Data

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

Comparison Salary Data

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

Willows Personnel—Annual Costs

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

One Time Costs: *Current Budget*

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

- Early Planning Effort: Total: \$90K

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

One Time Costs: *FY 2025/26*

- Partial year Salaries
- Building/Vehicles
- Equipment
- Total: \$1.149 M

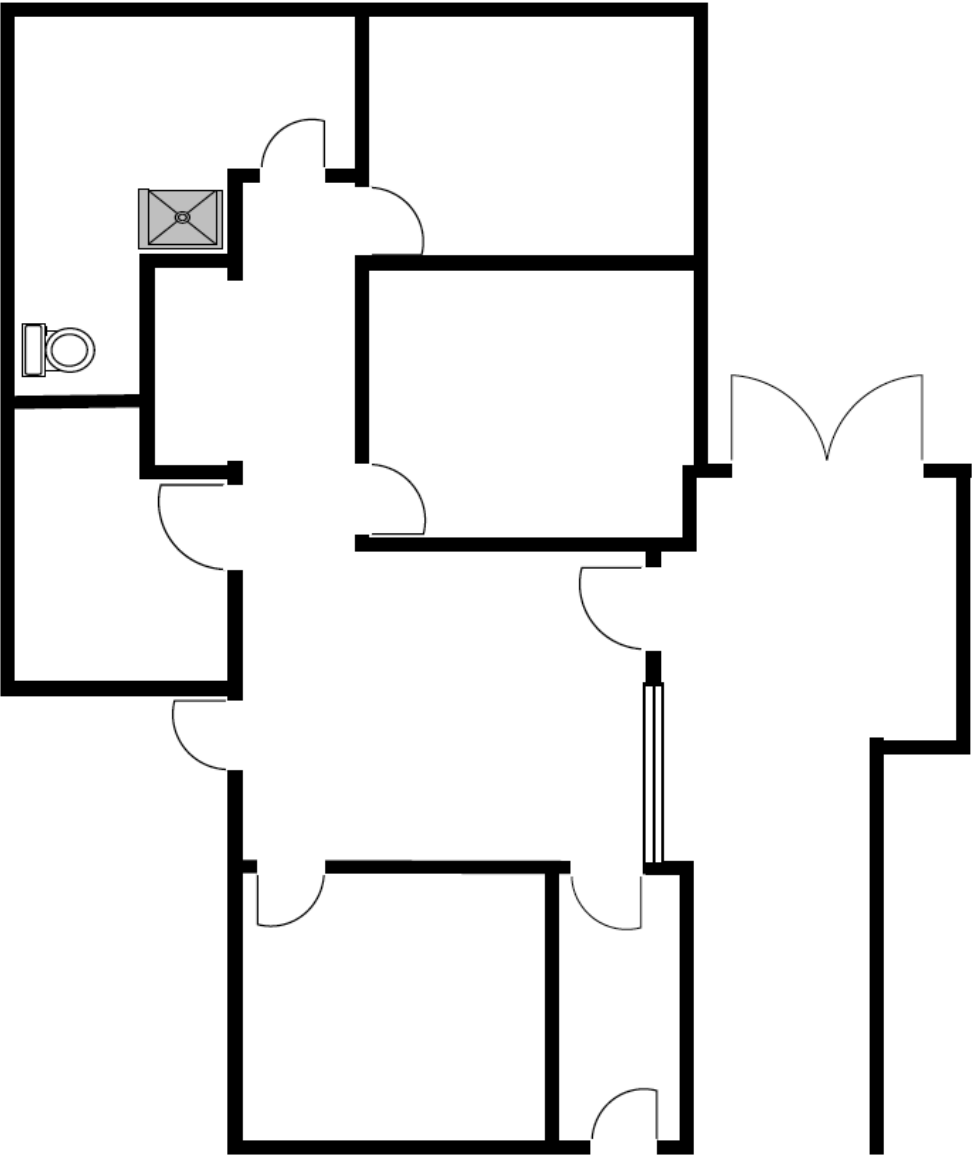
FY 2025/26 Options	
9 Body worn camera system (worn hardware plus evidence.com storage)	11,691
2 In-car video systems (Axon, to compliment the BWC system)	6,000
9 Tasers issued to each sworn department member (\$1,800 each plus training/Axon Safety)	19,200
6 Take home car program (\$366,756 base vehicles 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

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

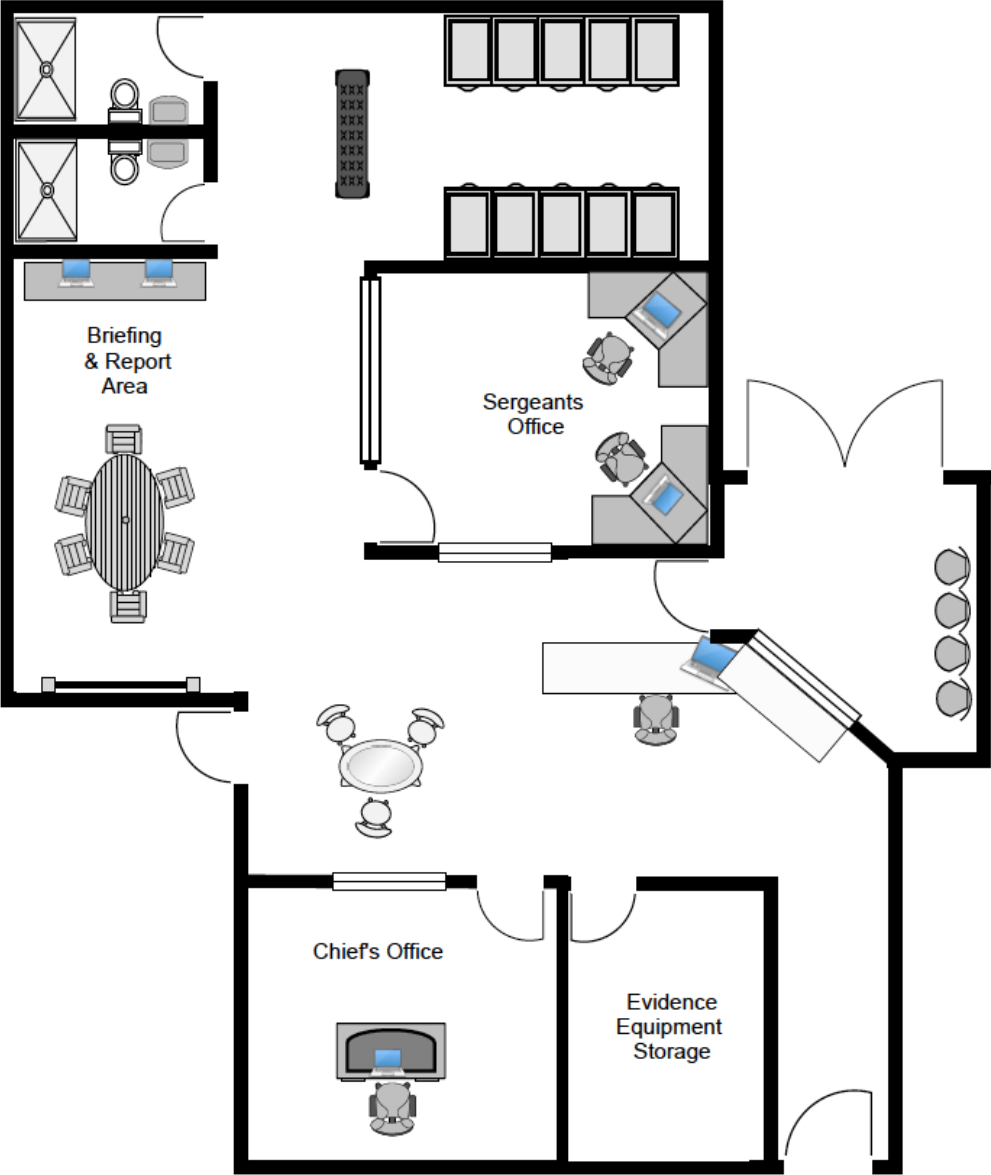
One Time Costs: *Options*

- \$1,825,263—High-Cost Model: Take-home cars, signing bonus program, and a significant technology commitment (body-worn cameras, tasers, etc.)
- \$1,148,816—Mid-Cost Model: 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.

Current Floorplan (City Hall)



Proposed Floorplan



Personnel Cost and Benefits Breakdown

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

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

Annual Costs: *FY 2025/26*

- **Materials/Services: \$533,500**
- **Salary/Benefits: \$1,580,876**
- **Total: \$2.114M**

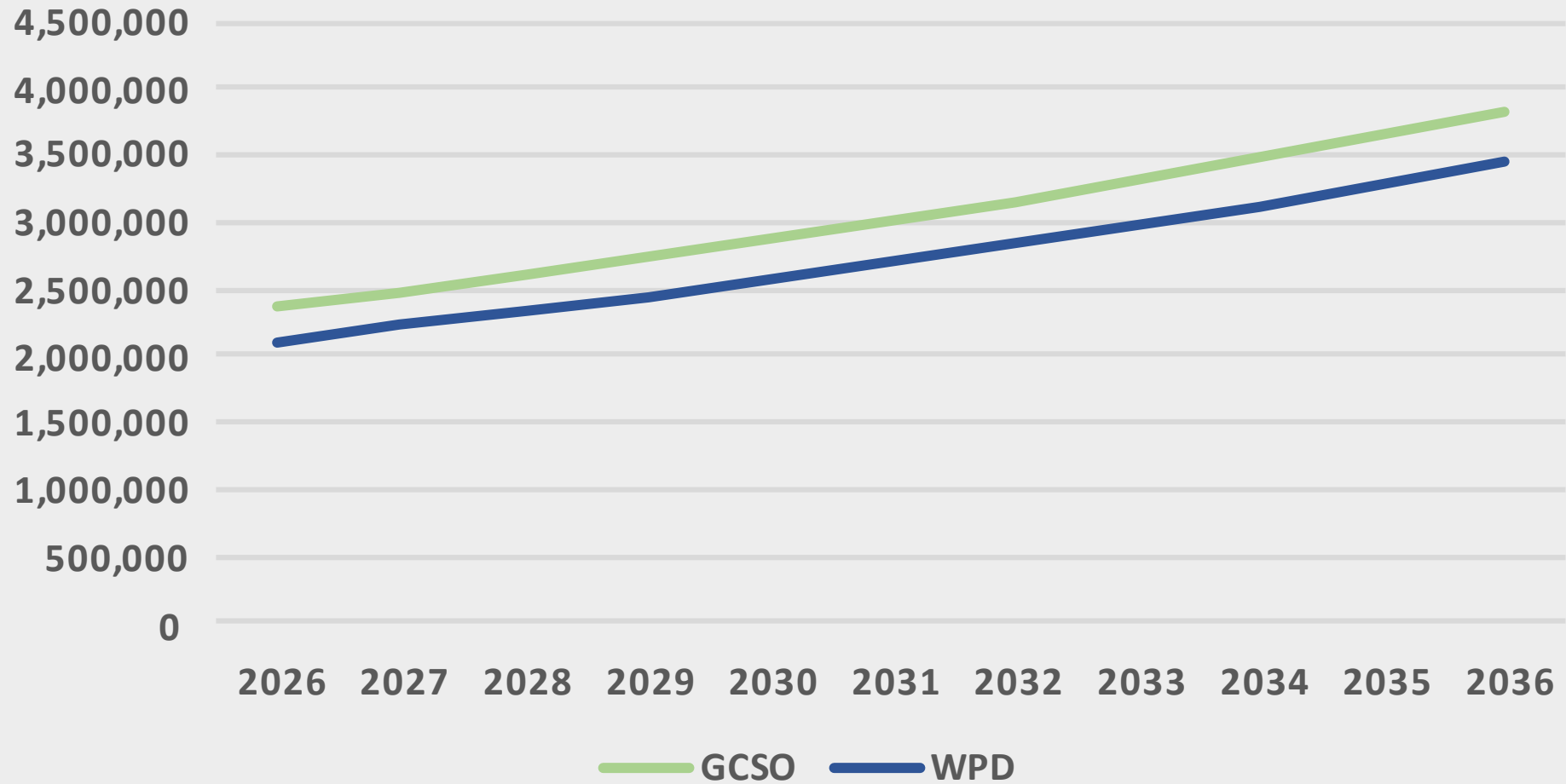
10 Year Cost Comparison

Year	2026	2027	2028	2029	2030
GCSO	2,355,000	2,472,750	2,596,388	2,726,207	2,862,517
WPD	2,114,377	2,220,096	2,331,101	2,447,656	2,570,038
Cumulative Difference	240,623	493,277	758,564	1,037,115	1,329,594

2031	2032	2033	2034	2035	2036	Total
3,005,643	3,155,925	3,313,721	3,479,408	3,653,378	3,836,047	33,456,984
2,698,540	2,833,467	2,975,141	3,123,898	3,280,093	3,444,097	30,038,504
1,636,697	1,959,155	2,297,735	2,653,245	3,026,530	3,418,480	3,418,480

NOTE: 5% per year increases in costs

10 Year Law Enforcement Costs



Current Contact with GCSO

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.

Possible WPD Schedule

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

Phase 1-December 2024 – May 2025

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

Phase 2 – May 2025 — Nov 2025

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

Phase 3: Dec 2025 — Jun 2026

- Primarily new Police Chief responsibilities

Includes:

Hiring Personnel
 Administrative Details (training, equipment, etc.)
 Coordinating IT functions
 Introducing department to the community

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

Major Issues and Decision Topics

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graph LR; A[Major Issues and Decision Topics] --- B[Paying one-time costs while also paying GCSO for law enforcement services]; A --- C[One-time costs do not include financial burden of a permanent police facility]; A --- D[Cost of WPD ($2.114M) versus GCSO ($2.355M) leaves little room to "repay" one-time costs];
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Paying one-time costs while also paying GCSO for law enforcement services

One-time costs do not include financial burden of a permanent police facility

Cost of WPD (\$2.114M) versus GCSO (\$2.355M) leaves little room to “repay” one-time costs