

**Town of Chester  
Police Department  
Space Needs Working Group Meeting  
Tuesday, November 27<sup>th</sup>, 2018  
Municipal Complex  
Approved Minutes**

**I Preliminaries**

Call the Meeting to Order  
Roll Call  
Approval of Minutes  
Review of Bids  
Bidder Interviews  
Adjournment

**1.1 Call to Order**

This third meeting of the Police Department Space Needs Working Group was called to order at 9:32am.

**1.2 Roll Call**

Members Present:

Aaron Berube, Police  
Cass Buckley, Selectman  
Myrick Bunker, Building  
Andrew Hadik, Planning  
Karl Knudsen, Resident  
Stephen Landau, Selectman  
Corinna Reishus, Recreation  
Herb Rowell, Resident

Members Absent:

Rhonda Lamphere  
Michael Oleson, Road Agent  
Debbie O'Sullivan, Resident

Others Present at Various Times:

Will Gatchell, Harriman  
Gary Goudreau, Cowan-Goudreau Architects  
Judy Johnson, Harriman

**II. Old Business**

**2.1 Approval of Minutes – November 1<sup>st</sup>, 2018**

The minutes of November 1<sup>st</sup>, 2018 were not addressed.

**III. New Business**

**3.1 Interview with Gary Goudreau of Cowan-Goudreau Architects**

Gary Goudreau has lived in Chester for ~18 years and has been practicing architecture in NH for ~35 years. Half of his firm's work is for municipalities; 60-70% of which is for Police and Fire departments. Cowan-Goudreau Architects designed the Chester Academy addition.

Mr. Goudreau presented several different plans, including Police/Fire departments and municipal buildings in Center Harbor, Somersworth, Newfields, Tilton/Northfield, and Tuftonboro. These communities varied greatly in population (year-round, seasonal), square footage requirements, footprint / site constraints, etc. Mr. Goudreau demonstrated how his firm has been able to overcome the various challenges these projects presented.

Selectman Buckley questioned Cowan-Goudreau's space needs methodology. While it was interesting to see multiple plans that the firm has created, Selectman Buckley was concerned that suggesting what the Town needed based on an RFP rather than asking the Town what it *wanted* was putting the cart before the horse.

Mr. Goudreau explained that he first confirms that the RFP is accurate; then staff and stakeholders are consulted, needs are put together and proposal is made. Mr. Goudreau noted that extrapolations are made (from population trends, for example) but there is some educated guesswork.

Selectman Buckley felt that there were huge variables among surrounding communities' numbers of officers. Police Chief Berube felt that there isn't such a disparity anymore from town to town. Police Chief Berube noted that the FBI's statistics reflect rural, urban, and metropolitan areas and they recommend approximately 2.7 officers per thousand in population; based on the average service calls received (please see *Appendix A*).

Selectman Buckley was concerned overall with the way that a conclusion is made about staffing needs; he stressed that there should be more outreach to the community to determine what residents and stakeholders would like to see happen. Selectman Buckley asked how Mr. Goudreau tests the information he gets. Mr. Goudreau explained that it's a back-and-forth process; the success of which relying heavily on public involvement. When the public doesn't show up to information sessions, they are less likely to support the project.

Selectman Landau suggested sending out a mailer to residents; perhaps leading them to a survey via the Town's website.

Mr. Goudreau asked what brought about the want for a PD Space Needs study. Police Chief Berube explained that a sally port was put in the Master Plan in 1999; followed by funding the CIP \$500k. A space needs / engineering assessment for the sally port was later put in the CIP. Planning Coordinator Hadik added that this has been on the radar for a long time per recommendation of a previous police chief.

Mr. Goudreau commented that regardless of perceptions of the necessity of growth-based needs, the Chester Police Department still has functional deficiencies that should be addressed. These include lack of proper interview facilities, sprawling evidence storage (inhibiting proper chain of custody), lack of prisoner entry, etc.

There was some discussion regarding the planning (or in the opinion of some, lack thereof) that went into renovating the 84 Chester Street facility into the Town Offices / Police Department. Selectman Landau asked Mr. Goudreau his thoughts, as a resident, of the current location of the facility. Mr. Goudreau felt personally that this is "the center of Town" and it would be a good thing

to keep the facility here if possible. Mr. Goudreau felt that since the Town already owns these 14 acres, that is a major advantage. Planning Coordinator Hadik added that the Town currently does not have another feasible site.

Mr. Goudreau noted that Cowan-Goudreau Architects is a four-person team; and he confirmed that he would be the principal designer and point of contact for the Town.

The group thanked Mr. Goudreau for his time; Mr. Goudreau departed the meeting at 10:50am.

### **3.2 Interview with Judy Johnson and Will Gatchell of Harriman**

Judy Johnson (Principal, Architect) and Will Gatchell (Associate, Architect) of Harriman appeared before the group at 10:51am.

Harriman, a “one-stop shop”, is a full-service firm with nearly all disciplines in-house. They do, however, contract with a cost estimator. Harriman uses data from the International Association of Chiefs of Police (IACP) as a benchmark. An 18-step process is used for such projects; Mr. Gatchell explained that Chester is already somewhere around step 6 or 7 (building assessment & review of site; establish community support).

Dover and Manchester Police Department plans were shown as examples. The architectural and engineering evaluations are the most hands-on, on-site steps in the process. Deficiencies in 38 categories are composed in a detailed chart. Mr. Gatchell explained that Harriman strives to create solutions that last as long as the bond period, usually 20 years. Gap analyses, site capacity analyses, and alternatives analyses (including side-by-side options) are done to demonstrate the necessity of the process.

Ms. Johnson asked of the Town’s dispatch system; currently dispatch is handled at the county level. Police Chief Berube clarified that the RFP includes the *ability* to have a dispatch system only. Mr. Gatchell added that dispatch areas have special requirements allowing dispatchers to use the restroom and / or prepare food while still performing their job.

Mr. Gatchell commented on the importance of having both a “public face” and separate employee entrance. Other features on floorplan examples included male and female locker rooms, juvenile areas, evidence rooms, etc. Mr. Gatchell noted that it is key to ensure the building fits the character of the Town.

Ms. Johnson explained that her team will determine the cost difference between renovating the existing structure and building a new facility. Such information will be essential in the public’s decision-making process. Ms. Johnson noted that photo-realistic renderings (\$1,500 per view) and scaled models could be made to help the public envision the proposal.

Ms. Johnson noted that conceptual cost estimates are very detailed and factor in construction costs, soft costs, escalation (i.e. inflation), and contingencies (the unforeseen). A master schedule is then set, which includes public and political processes. Copies of Raymond and New London projects were passed along to the group as examples.

Regarding how square footage needs are determined: Ms. Johnson explained that the town is consulted, as are national standards. Mr. Gatchell noted that their firm runs national standards through a “NH filter”; for example a national standard may suggest 120 square feet of office area per sergeant, while regionally it may be more acceptable to have 140 square feet per two

sergeants.

Selectman Buckley stressed the importance of “getting the town to buy into it before we try to sell it to them”. Ms. Johnson said she enjoys the public outreach element of her job; in her experience she has seen interest grow in response to the outreach. There was some discussion about attempts that have been made (and will continue to be made) to engage the community and it was agreed that this may be the biggest challenge in the process. Ms. Johnson and Mr. Gatchell spent the better part of two years attending meetings twice a month for a Boxford, MA task force on a new police department. Police Chief Berube felt that until there’s a “price tag”, there will be limited buy-in. Selectman Buckley assured that he will speak of this topic at BOS meetings.

Ms. Johnson asked if this group envisions recording their meetings; Selectman Landau said that after all four bidder interviews are completed, they intend to.

In response to a reference made of March deliberative session, Selectman Landau informed Mr. Gatchell that Chester is one of fourteen NH communities that has May town meeting.

Police Chief Berube asked what “Policing Philosophy” meant; Mr. Gatchell explained that it refers to the town’s command structure and engagement of community policing.

Recreation Director Reishus asked of two different costs given in the summary; Ms. Johnson explained that as little as \$500 and as much as \$1,500 was included to allow for gas, mileage, printing, and postage. Ms. Johnson comes from Portland, ME; while Mr. Gatchell comes from Portsmouth.

The group thanked Ms. Johnson and Mr. Gatchell for their time; they departed the meeting at 12:00pm.

### **3.3 Working Group Discussion of Bidder Interviews & Next Steps**

With the next two interviews this coming Thursday, and being in the midst of the holiday season, the group agreed to have their choice of a vendor finalized by January.

The group discussed their initial impressions of Cowan-Goudreau and Harriman. They agreed that it will be key to retain a firm that will most accurately determine the town’s needs while maximizing community engagement & education. The group also acknowledged that this is an extensive, long-term, ever-evolving process.

## **IV. Adjournment**

The group will meet next on Thursday, November 29, 2018 at 9:30am to interview Warrenstreet Architects and Context Architecture.

The meeting was adjourned at 12:26pm.

Respectfully Submitted,

Caroline Wilson  
Recording Secretary

## Appendix A



Uniform Crime Report  
*Crime in the United States, 2017*

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## Police Employees

### *Definition*

The Uniform Crime Reporting (UCR) Program defines law enforcement officers as individuals who ordinarily carry a firearm and a badge, have full arrest powers, and are paid from governmental funds set aside specifically for sworn law enforcement representatives.

### *User's note*

Because of law enforcement's varied service requirements and functions, as well as the distinct demographic traits and characteristics of each jurisdiction, readers should use caution when drawing comparisons between agencies' staffing levels based on police employment data from the UCR Program. In addition, the data presented here reflect existing staffing levels and should not be interpreted as preferred officer strengths recommended by the FBI. Lastly, it should be noted that the totals given for sworn officers for any particular agency reflect not only the patrol officers on the street, but also the officers assigned to various other duties such as those in administrative and investigative positions and those assigned to special teams.

### *Data collection*

- Each year, law enforcement agencies across the United States report to the UCR Program the total number of sworn law enforcement officers and civilians in their agencies as of October 31.
- Civilian employees include full-time agency personnel such as clerks, radio dispatchers, meter attendants, stenographers, jailers, correctional officers, and mechanics.

### ***Summary overview***

- A total of 13,128 law enforcement agencies provided data on the number of full-time law enforcement employees (sworn officers and civilian personnel) on staff in 2017. (See Table 70.)
- Nationwide, the rate of sworn officers was 2.4 per 1,000 inhabitants. The rate of full-time law enforcement employees (civilian and sworn) per 1,000 inhabitants was 3.4. (Based on Table 74.)
- In 2017, the highest rate of officers to individuals among the city population groups was an average of 3.8 officers per 1,000 inhabitants in cities with fewer than 10,000 residents. (See Table 71.)
- County agencies reported an average of 2.8 officers per 1,000 inhabitants. (See Table 71.)
- Sworn officers accounted for 70.0 percent of all law enforcement personnel in the United States in 2017. (Based on Table 74.)

### ***What you won't find on this page:***

Line-of-duty deaths of police officers. The annual UCR publication *Law Enforcement Officers Killed and Assaulted* contains extensive information on line-of-duty deaths (felonious and accidental) and assaults on local, college and university, state, tribal, and federal officers. The publication can be found at [www.fbi.gov/about-us/cjis/ucr](http://www.fbi.gov/about-us/cjis/ucr).

**Table 70**  
**Full-time Law Enforcement Employees<sup>1</sup>**  
**by Region and Geographic Division by Population Group**  
**Number and Rate per 1,000 Inhabitants, 2017**

Regional geographic division	Total population	Population Group						Total population	Suburban Area <sup>2</sup> population
		Group I (79 cities, 250,000 and over)	Group II (198 cities, 100,000 to 249,999)	Group III (451 cities, 50,000 to 99,999)	Group IV (775 cities, 25,000 to 49,999)	Group V (1,609 cities, 10,000 to 24,999)	Group VI (6,966 cities, under 10,000)		
<b>TOTAL</b>	<b>190,187,549</b>	<b>60,007,950</b>	<b>29,257,403</b>	<b>30,011,131</b>	<b>26,916,000</b>	<b>25,600,517</b>	<b>20,714,522</b>	<b>193,187,549</b>	<b>499,282</b>
<b>Number of employees</b>	<b>542,639</b>	<b>283,395</b>	<b>62,162</b>	<b>61,566</b>	<b>56,881</b>	<b>58,891</b>	<b>99,741</b>	<b>18,658</b>	<b>37</b>
<b>Average number of employees per 1,000 inhabitants</b>	<b>2.8</b>	<b>3.4</b>	<b>2.1</b>	<b>2.1</b>	<b>2.1</b>	<b>2.3</b>	<b>4.8</b>		
<b>NORTHEAST</b>	<b>151,357</b>	<b>66,618</b>	<b>8,462</b>	<b>15,835</b>	<b>18,335</b>	<b>18,655</b>	<b>23,452</b>	<b>2,614</b>	<b>45,196,822</b>
<b>Average number of employees per 1,000 inhabitants</b>	<b>3.3</b>	<b>5.8</b>	<b>2.9</b>	<b>2.4</b>	<b>2.2</b>	<b>2.1</b>	<b>3.7</b>		
<b>NEW ENGLAND</b>	<b>34,175</b>	<b>2,775</b>	<b>4,459</b>	<b>6,412</b>	<b>7,205</b>	<b>6,597</b>	<b>6,366</b>	<b>781</b>	<b>12,020,841</b>
<b>Average number of employees per 1,000 inhabitants</b>	<b>2.6</b>	<b>4.</b>	<b>3.0</b>	<b>2.3</b>	<b>2.2</b>	<b>2.3</b>	<b>3.8</b>		
<b>MIDDLE ATLANTIC</b>	<b>117,182</b>	<b>63,844</b>	<b>4,003</b>	<b>9,423</b>	<b>11,132</b>	<b>11,698</b>	<b>17,086</b>	<b>1,833</b>	<b>32,275,981</b>
<b>Average number of employees per 1,000 inhabitants</b>	<b>3.6</b>	<b>5.6</b>	<b>2.9</b>	<b>2.4</b>	<b>2.2</b>	<b>2.0</b>	<b>3.6</b>		
<b>MIDWEST</b>	<b>99,302</b>	<b>53,337</b>	<b>7,964</b>	<b>13,442</b>	<b>12,417</b>	<b>13,796</b>	<b>18,966</b>	<b>2,616</b>	<b>39,587,179</b>
<b>Average number of employees per 1,000 inhabitants</b>	<b>2.5</b>	<b>3.5</b>	<b>2.0</b>	<b>1.8</b>	<b>1.9</b>	<b>2.0</b>	<b>3.3</b>		
<b>EAST NORTH CENTRAL</b>	<b>65,367</b>	<b>25,794</b>	<b>3,636</b>	<b>8,873</b>	<b>9,251</b>	<b>8,228</b>	<b>9,589</b>	<b>1,382</b>	<b>25,468,923</b>
<b>Average number of employees per 1,000 inhabitants</b>	<b>2.6</b>	<b>3.1</b>	<b>2.0</b>	<b>1.9</b>	<b>1.9</b>	<b>2.0</b>	<b>3.1</b>		
<b>WEST NORTH CENTRAL</b>	<b>31,915</b>	<b>7,547</b>	<b>3,728</b>	<b>4,569</b>	<b>3,166</b>	<b>5,528</b>	<b>9,397</b>	<b>1,234</b>	<b>14,118,267</b>
<b>Average number of employees per 1,000 inhabitants</b>	<b>2.4</b>	<b>2.9</b>	<b>2.0</b>	<b>1.7</b>	<b>1.9</b>	<b>2.1</b>	<b>3.6</b>		
<b>SOUTH</b>	<b>176,083</b>	<b>53,827</b>	<b>25,431</b>	<b>16,864</b>	<b>17,314</b>	<b>19,607</b>	<b>43,020</b>	<b>3,427</b>	<b>55,419,668</b>
<b>Average number of employees per 1,000 inhabitants</b>	<b>3.2</b>	<b>2.9</b>	<b>2.5</b>	<b>2.5</b>	<b>2.6</b>	<b>2.9</b>	<b>6.8</b>		
<b>SOUTH ATLANTIC</b>	<b>89,454</b>	<b>23,853</b>	<b>14,310</b>	<b>9,661</b>	<b>9,288</b>	<b>9,854</b>	<b>22,468</b>	<b>1,696</b>	<b>25,229,607</b>
<b>Average number of employees per 1,000 inhabitants</b>	<b>3.5</b>	<b>3.7</b>	<b>2.6</b>	<b>2.5</b>	<b>2.7</b>	<b>3.1</b>	<b>8.0</b>		
<b>EAST SOUTH CENTRAL</b>	<b>27,430</b>	<b>6,317</b>	<b>2,011</b>	<b>2,482</b>	<b>3,816</b>	<b>3,754</b>	<b>9,650</b>	<b>738</b>	<b>8,207,314</b>
<b>Average number of employees per 1,000 inhabitants</b>	<b>3.3</b>	<b>2.7</b>	<b>2.7</b>	<b>2.6</b>	<b>2.6</b>	<b>3.0</b>	<b>6.1</b>		
<b>WEST SOUTH CENTRAL</b>	<b>59,189</b>	<b>23,657</b>	<b>9,110</b>	<b>4,761</b>	<b>4,210</b>	<b>5,999</b>	<b>11,482</b>	<b>1,083</b>	<b>21,982,747</b>
<b>Average number of employees per 1,000 inhabitants</b>	<b>2.7</b>	<b>2.4</b>	<b>2.2</b>	<b>2.4</b>	<b>2.3</b>	<b>2.7</b>	<b>5.6</b>		
<b>WEST</b>	<b>115,897</b>	<b>49,616</b>	<b>20,965</b>	<b>15,405</b>	<b>8,815</b>	<b>6,873</b>	<b>14,283</b>	<b>1,401</b>	<b>52,983,899</b>
<b>Average number of employees per 1,000 inhabitants</b>	<b>2.2</b>	<b>2.4</b>	<b>1.7</b>	<b>1.6</b>	<b>1.7</b>	<b>2.0</b>	<b>6.3</b>		
<b>MOUNTAIN</b>	<b>42,195</b>	<b>16,384</b>	<b>7,490</b>	<b>4,671</b>	<b>3,460</b>	<b>2,690</b>	<b>7,496</b>	<b>640</b>	<b>16,919,843</b>
<b>Average number of employees per 1,000 inhabitants</b>	<b>2.5</b>	<b>2.5</b>	<b>1.9</b>	<b>1.9</b>	<b>1.9</b>	<b>2.3</b>	<b>6.5</b>		
<b>PACIFIC</b>	<b>73,702</b>	<b>33,223</b>	<b>13,415</b>	<b>10,754</b>	<b>5,335</b>	<b>4,183</b>	<b>6,787</b>	<b>761</b>	<b>36,064,046</b>
<b>Average number of employees per 1,000 inhabitants</b>	<b>2.0</b>	<b>2.3</b>	<b>1.6</b>	<b>1.6</b>	<b>1.6</b>	<b>1.9</b>	<b>6.1</b>		

<sup>1</sup> Full-time law enforcement employees include civilians.  
<sup>2</sup> The designated county is a combination of both metropolitan and nonmetropolitan counties.  
<sup>3</sup> Suburban areas include law enforcement agencies in cities with less than 50,000 inhabitants and county law enforcement agencies that are within a Metropolitan Statistical Area. Suburban areas exclude all metropolitan agencies associated with a principal city. The agencies associated with suburban areas also appear in other groups within this table.

**Table 71**  
**Full-time Law Enforcement Officers**  
by Region and Geographic Division by Population Group  
Number and Rate per 1,000 Inhabitants, 2017

Region/geographic division	Number of officers	Average number of officers per 1,000 inhabitants	Group I (79 cities, 250,000 to 349,999; over)	Group II (198 cities, 350,000 to 499,999; over)	Group III (431 cities, 500,000 to 999,999; over)	Group IV (775 cities, 1,000,000 to 24,999,999; over)	Group V (1,669 cities, 25,000 to 24,999,999; over)	Group VI (6,566 cities, 25,000 to 10,000; under)	Total	2017	Suburban Areas <sup>2</sup> estimated population (7,681 agencies; 120,076,119)
<b>TOTAL</b>	<b>423,869</b>	<b>2.5</b>	<b>158,691</b>	<b>47,814</b>	<b>47,859</b>	<b>45,672</b>	<b>47,866</b>	<b>77,975</b>	<b>18,858</b>	<b>183,187,549</b>	<b>208,444</b>
<b>NORTHEAST</b>	<b>119,963</b>	<b>2.7</b>	<b>48,864</b>	<b>7,188</b>	<b>13,301</b>	<b>15,436</b>	<b>15,893</b>	<b>19,376</b>	<b>2,614</b>	<b>45,196,822</b>	
<b>NEW ENGLAND</b>	<b>28,038</b>	<b>2.2</b>	<b>2,205</b>	<b>3,431</b>	<b>5,409</b>	<b>5,985</b>	<b>5,028</b>	<b>4,990</b>	<b>781</b>	<b>12,920,941</b>	
<b>MIDDLE ATLANTIC</b>	<b>91,824</b>	<b>2.8</b>	<b>46,668</b>	<b>3,357</b>	<b>7,792</b>	<b>9,451</b>	<b>10,265</b>	<b>14,396</b>	<b>1,833</b>	<b>32,375,981</b>	
<b>MIDWEST</b>	<b>82,591</b>	<b>2.1</b>	<b>28,304</b>	<b>4,130</b>	<b>10,976</b>	<b>10,069</b>	<b>11,343</b>	<b>15,952</b>	<b>2,616</b>	<b>39,587,179</b>	
<b>EAST NORTH CENTRAL</b>	<b>55,403</b>	<b>2.2</b>	<b>22,440</b>	<b>3,127</b>	<b>7,232</b>	<b>7,514</b>	<b>6,862</b>	<b>8,188</b>	<b>1,382</b>	<b>25,468,933</b>	
<b>WEST NORTH CENTRAL</b>	<b>27,198</b>	<b>1.9</b>	<b>5,706</b>	<b>3,603</b>	<b>3,464</b>	<b>2,515</b>	<b>4,481</b>	<b>7,704</b>	<b>1,214</b>	<b>14,118,247</b>	
<b>SOUTH</b>	<b>136,418</b>	<b>2.5</b>	<b>41,099</b>	<b>19,615</b>	<b>12,539</b>	<b>13,720</b>	<b>15,426</b>	<b>22,819</b>	<b>3,427</b>	<b>55,419,688</b>	
<b>SOUTH ATLANTIC</b>	<b>69,076</b>	<b>2.7</b>	<b>17,795</b>	<b>11,099</b>	<b>7,477</b>	<b>7,407</b>	<b>7,167</b>	<b>17,441</b>	<b>1,605</b>	<b>25,239,607</b>	
<b>EAST SOUTH CENTRAL</b>	<b>21,716</b>	<b>2.6</b>	<b>5,121</b>	<b>1,657</b>	<b>1,984</b>	<b>3,060</b>	<b>3,005</b>	<b>6,967</b>	<b>738</b>	<b>8,307,514</b>	
<b>WEST SOUTH CENTRAL</b>	<b>45,960</b>	<b>2.1</b>	<b>18,905</b>	<b>6,819</b>	<b>5,076</b>	<b>5,253</b>	<b>4,504</b>	<b>8,471</b>	<b>1,083</b>	<b>21,982,747</b>	
<b>WEST</b>	<b>83,896</b>	<b>1.6</b>	<b>36,734</b>	<b>14,881</b>	<b>10,514</b>	<b>6,647</b>	<b>5,204</b>	<b>9,828</b>	<b>1,401</b>	<b>52,463,889</b>	
<b>MOUNTAIN</b>	<b>30,265</b>	<b>1.8</b>	<b>11,612</b>	<b>5,483</b>	<b>3,300</b>	<b>2,618</b>	<b>2,077</b>	<b>5,166</b>	<b>640</b>	<b>16,919,943</b>	
<b>PACIFIC</b>	<b>51,620</b>	<b>1.5</b>	<b>25,112</b>	<b>9,388</b>	<b>7,514</b>	<b>3,829</b>	<b>3,127</b>	<b>4,662</b>	<b>761</b>	<b>36,064,046</b>	

<sup>1</sup> The subpopulation category is a combination of both metropolitan and nonmetropolitan counties.  
<sup>2</sup> Suburban areas include law enforcement agencies in cities with less than 25,000 inhabitants and county law enforcement agencies that are within a Metropolitan Statistical Area.