

Camden and Rockport Police Consolidation Feasibility Study

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Table of Contents

Topic	Page
Consultant Conclusion and Executive Overview	3
Background and Project Methods	6
Current Picture of Police Services	8
A Vision for Police Services of the Future	10
Assessing the Opportunity Presented – Operational Impact	16
Outstanding Issues	20
Exhibits	23
Attachments	24
Consultant Information	25

Consultant Conclusion and Executive Overview

A host of individuals and groups can seek to achieve a vast range of often competing goals and objectives within any effort to examine and possibly realign police services in local communities like Camden and Rockport. Individual agendas involve those “seeking a new deal” to those “protecting the status quo” and everything in between. In the broad political environment, financial issues are of major concern and are “driving” local government to “consider” alternative strategies to deliver services in “more cost effective” ways. Unfortunately, while many would tout the need to regionalize services, “bigger” does not automatically translate into “better” or “more economical”.

Attempting to achieve significant financial savings by the combining of the Camden and Rockport police departments and still maintaining the level and quality of “police services” as defined by various parties within the two communities would be very challenging. This would be particularly so if the desire for economies are greater in one community than in the other. The bottom line is that if conservation of fiscal resources is the primary issue, then the individual towns may be best served to address that matter simply and separately and look to adjusting their levels of policing services downward in their own communities.

However, while significant support was expressed for fiscal conservatism, most attendees at a community workshop conducted within this project rated “preserving the quality of services” and “improving the quality of services” as their top priorities. Using this perspective as the starting point, the key question of the issue of Camden and Rockport cooperative effort becomes:

“Given the resources available, can the combined efforts of the two police agencies be reconfigured in such a way as to increase the capabilities of the law enforcement service to provide for the safety and security of the two communities without sacrificing the ‘local feel’ of service delivery?”

As the result of the study undertaken in this project the following conclusion is offered:

A cooperative effort does appear to present significant opportunities to develop specific programs and assign staff to address community safety and security problems in ways that would be either unavailable or less effective in the current service delivery model. For this reason the communities of Camden and Rockport should continue to explore the consolidation of their police services.

It should be noted however, that any transition to a combined police services model will not come without devotion of significant time and effort from the local government representatives and staff members that manage this function. Expectations that significant change can be implemented without corresponding effort are unrealistic.

A Combined Approach to Policing

In structuring the basic foundation for cooperative effort, the use of an “Interlocal Agreement” appears to be *the most viable option*. The state statute concerning this process provides for a fairly simple adoption mechanism and allows for what seems to be wide discretion in forming the specific features of the agreement. Once an agreement was negotiated it would need authorization by the governing bodies of the two municipalities (town meeting) by way of an ordinance or resolution. A separate legal entity need not be created to accomplish the cooperative effort.

In considering the Camden-Rockport circumstances it appears as though the most viable method of proceeding would be to utilize the Camden Police Department as the vehicle through which police services to the two communities would be delivered, maintaining the personnel practices, rules and policies of the Town of Camden. Based upon this premise, a number of issues tend to be resolved fairly easily. For purposes of the Interlocal Cooperation Act the Camden Town Manager could serve as administrator of the effort and no joint governing board formed. However, in moving the process forward the organization of a Police Services Transition Group might be advisable. This could be a continuation of the Project Study Group, perhaps with additional members. This Transition Group could be terminated once the new police services delivery system was up and running smoothly.

The cost of personnel (wages and benefits) represents about 85% of the police services budget of the Camden and Rockport police departments. Achieving greater impact from the delivery of police services means, for the most part, reorganizing and redirecting the workforce in innovative ways. Consolidation allows police services to be reorganized with a greater ability to implement a *program focus to operations*, specifically targeting most of the current and emerging public safety challenges identified within the communities.

The Impact

In the hypothetical staffing plan presented later in this document, three police officers and a supervisor could be re-assigned primarily to address the specific community needs for general and specialized crime investigation, drug trafficking, and youth and school related issues. Moving the lion’s share of the burden for such activities away from the patrol force would further enhance that group’s ability to focus on the remaining areas of traffic safety, domestic violence, community disorder, and general community problem solving efforts. This combined effort would transform the general approach of police services away from the continuous and repeated response to calls for service and toward *a more proactive, problem oriented, crime prevention posture*.

The hypothetical reconfiguration of effort into a combined agency could also present some advantages in the non-crime realms as well. The staffing plan presented redistributes the managerial talent of the combined agencies to times other than the standard daytime, Monday to Friday workweek. It provides for managerial assignment

during the peak workload period of Friday and Saturday evenings as well as presence during the day on weekends. Not only does such reassignment provide operational control benefits but it also gives community residents a routine opportunity to access managerial personnel at times not currently available. In another area, logic seems to suggest that the greater availability of and compensation associated with specialty positions would be viewed as advantageous by the police staff members and would have a positive impact on workforce stability.

Employee Relations Issues

There are many reasons to believe that the employees of the two police agencies would be supportive of a combined effort and every precaution should be taken to ensure that the process does not “sour” any existing goodwill. Clearly a critical factor in the eventual success of this endeavor will be the individual contributions of its staff members. Managing the employee transition process would be the most significant challenge of any attempt at collaborative effort. There are several major issues that will need to be addressed.

(1) There are different bargaining representatives for the two groups of employees. There are no precedents in Maine for cooperative ventures in the policing arena and therefore no real guidance available to model the process that the towns should follow in dealing with these multiple bargaining unit issues. Perhaps the closest example available is found in the merger process of the Augusta water and sanitary districts. In that instance, the parties sought guidance from the Maine Labor Relations Board on how to proceed and such a strategy here would make sense.

(2) The termination of the Rockport police department may be a matter of statutory mandated collective bargaining with the affected staff members. This question is made moot because the current Rockport collective bargaining agreement (in effect until June 30, 2010) seems to prohibit the contracting of police services if it results in the layoff of bargaining unit members. A waiver from this provision must be obtained if combined effort is an objective within a time frame prior to the expiration of the contract. This might not be a problem if a clear transition path for the Rockport officers to the Camden Police Department is constructed.

(3) There are several issues that would also need to be negotiated with the Camden police bargaining unit. Contract renewal negotiations are anticipated to begin in January 2009 and these issues could be addressed at that point.

(4) The Town of Camden would need to adopt a posture that was amenable to the transfer/lateral entry of employees from Rockport. In addition to addressing the labor relations issues indicated above, existing Town of Camden personnel policies may need revision to reflect this unique event of consolidating the two police agencies into one.

Background and Project Methods

Introduction

While a number of communities have organized police departments only to later abolish them and contract with the area Sheriff's Office for coverage, full consolidation of police services by municipalities within the state of Maine is a rare event. In a number of instances public safety dispatch functions have been regionalized, but the sole example of full police services consolidation that comes to mind is the combining of the York, York Beach, and York Harbor police departments in the late 1970's.

This report comes as the result of a grant received from the State of Maine intended to help the communities of Camden and Rockport determine if there would be any value to the consolidation of their two police departments. The grant, awarded in the fall of 2006, provided modest resources for a study of the feasibility of such cooperation. A consultant was retained (Paul Plaisted, Justice Planning and Management Associates) to work with members of the local study group and the project initiated in the summer of 2007.

Activities

In this study the consultant has been involved in the following major activities:

1. Monthly meetings with the Project Study Group. Community representatives on the Project Study Group are: Sharon Gilbert (Camden Select Board), Alexander Arau (Rockport Select Board), Roberta Smith (Camden Town Manager), Robert Peabody (Rockport Town Manager), Philip Roberts (Camden Police Chief), Mark Kelley (Rockport Police Chief), and Thomas Ford (Rockport Planner).
2. Confidential, one-on-one interviews with all members of the Project Study Group and labor representatives from each of the police departments.
3. Research and review of background documents and information.
4. Meeting jointly with the two police chiefs to examine current departmental budgets, staffing levels, and operational procedures.
5. Facilitation of an evening "community workshop" attended by selected representatives of the two communities and televised for the benefit of town residents. Attendees, numbering approximately 30 (including Project Study Group members), met for two hours to discuss the broad background of public safety issues as they pertain to the delivery of police services in the communities. Specific areas addressed included: (a) Police Service Challenges (Current and Future); (b) Current Service Perspectives (How well are we doing?); (c) Benefits and Drawbacks of Consolidation; (d) Community Priorities; and (e) Issues to be Addressed. Participants provided significant input on their perspectives of and expectations for the delivery of police services. While significant support was expressed for fiscal conservatism, it is notable that in ranking priorities in the consideration of consolidation of police services most attendees at the community workshop rated "preserving the quality of services" and "improving the quality of

services” as their top choices. Several questions arose during the community workshop about how specific matters would be handled in any consolidation and a desire for more information was expressed.

6. Generation of a concise report that presents the issues associated with the consolidation of police services within Camden and Rockport.
7. Presentation of issues to the Camden and Rockport Select Boards.

Current Picture of Police Services

The towns of Camden and Rockport each maintain their own police department. During the time of this study the Camden Police Department is staffed by 11 sworn officers and 2 civilians (admin assistant and parking) and operates with a budget of \$892,100 (FY 2007-2008). The Rockport Police Department is staffed by 6 sworn officers and 1 civilian (admin assistant) and operates with a budget of \$495,978. *(For more information on the departments and communities see the Fact Sheet supplied as Exhibit # 1.)*

The Camden and Rockport Police Departments function much like local law enforcement agencies of similar size in Maine. This means that aside from the administrative functions performed by the chiefs, most other staff members are assigned to general patrol activities. Most small agencies such as these do not have sufficient staff to assign anyone to a special function or sufficient problems to warrant such assignment or a combination of both.

As indicated by Uniform Crime Reporting statistics for Maine, Camden and Rockport are communities with “crime rates” lower than average and police department staffing levels at the state average. With a combined population of just under 9000 (approximately 25,000 seasonal) and total municipal property valuations amounting to \$2 billion, there are significant local assets that require police protection.

By almost all accounts received, the two communities are currently well-served by their individual departments. High accessibility, responsiveness, and respectful treatment seem to be prevalent themes associated with the delivery of police services.

Challenges

Current public safety challenges facing the two towns are fairly typical for rural areas in Maine and the nation. They include issues associated with alcohol and drug abuse (particularly those within special at-risk populations such as middle and high schoolers, young adults, and elders), traffic safety concerns, family violence, and incidents that act against community order (teen loitering, vandalism, lack of courtesy, etc.). Additional concerns include challenges presented by an aging population and seasonal service issues as more people join the communities in the summer months.

Why Look at Consolidation?

While most would agree that the delivery of police services is currently “not broken” the question remains as to whether this state of affairs is sustainable over time and the possibility that a greater flexibility to address emerging challenges might lie with the combination of police resources into a single effort. Managing technology, coping with a reduction of services on the state level such as mental health care, liquor enforcement, etc., responding to a growing population, and insuring police workforce stability are all

matters that surfaced as additional challenges that might be better served with the potential added flexibility of a consolidated police force.

Hand-in-hand with the critically important matters of police accessibility and responsiveness are the issues of both financial and operational accountability. Concerns around “local control”, simple government structures, long term cost containment, and preservation of community or neighborhood identity, are clearly legitimate areas for review and attention.

On the surface departmental administration is potentially the largest area where “duplication of services” may be seen within the present configuration of separate police agencies (two police chiefs, two administrative assistants). However, caution is advised against jumping to conclusions prematurely since the small size of both agencies requires each chief to, in some measure, join in direct service delivery such as responding to calls and conducting investigations. Potentially greater concern is to be found in the “fragmentation” that occurs when the two agencies serve a common constituency or attempt to resolve common problems from separate perspectives. For example, protection of schools in the two communities is an area where a single agency approach might be superior to current practice.

A Vision for Police Services of the Future

As stated earlier, a host of individuals and groups can seek to achieve a vast range of often competing goals and objectives within any effort to examine and possibly realign police services in local communities like Camden and Rockport. Individual agendas involve those “seeking a new deal” to those “protecting the status quo” and everything in between. In the broad political environment, financial issues are of major concern and are “driving” local government to “consider” alternative strategies to deliver services in “more cost effective” ways. Unfortunately, while many would tout the need to regionalize services, “bigger” does not automatically translate into “better” or “more economical”.

Attempting to achieve significant financial savings by the combining of the Camden and Rockport police departments and still maintaining the level and quality of “police services” as defined by various parties within the two communities would be very challenging. This would be particularly so if the desire for economies are greater in one community than in the other. The bottom line is that if conservation of fiscal resources is the primary issue, then the individual towns may be best served to address that matter simply and separately and look to adjusting their levels of policing services downward in their own communities.

However as noted previously, while significant support was expressed for fiscal conservatism, most attendees at a community workshop conducted within this project rated “preserving the quality of services” and “improving the quality of services” as their top priorities. Using this perspective as the starting point, the key question of the issue of cooperative effort becomes:

“Given the resources available, can the combined efforts of the two police agencies be reconfigured in such a way as to increase the capabilities of the law enforcement service to provide for the safety and security of the two communities without sacrificing the ‘local feel’ of service delivery?”

A cooperative effort does appear to present significant opportunities to develop specific programs and assign staff to address community safety and security problems in ways that would be either unavailable or less effective in the current service delivery model.

Governance System

Full consolidation of the activities of the two police agencies would require some form of governance system and it should reflect two basic values. First, the mechanism must not be unduly complex and create unnecessary “layers” of local government or administrative effort. Second, it must preserve the feelings of local control and accessibility offered with the current operation of the separate agencies.

All municipal activities in Maine must be undertaken pursuant to the State Constitution, State statute (general laws) and municipal charters and ordinances. Maine law provides three basic ways through which municipalities (and counties) may provide services on a cooperative basis: special districts, interlocal agreements, and service agreements.

(1) A “special district” is a separate quasi-municipal corporation that provides services within a part or all of a municipality or group of municipalities. Organizing a consolidation of the Camden and Rockport police agencies as a “special district” would involve the most administrative time and effort. Special districts were historically created via independent state legislation but to minimize administrative effort the legislature has enacted statutes to facilitate the establishment of certain types of districts. Police districts are not specifically named and so using such an approach would seemingly require special legislation.

(2) The use of a service agreement is the simplest form of cooperative effort. It can be thought of as a “buyer” and “seller” arrangement and is usually employed in fairly straightforward situations where municipalities are not engaging in a “joint exercise of power”. In many instances where a “service agreement” is used, one entity is significantly larger than the other or has a relatively larger set of resources. The complete consolidation of police services of Camden and Rockport appears to be an action of greater scope and duration that would be properly addressed by a simple “service agreement” and might raise the possibility of legal challenge to that approach.

(3) The use of an “Interlocal Agreement” appears to be *the most viable option*. The statute concerning this process provides for a fairly simple adoption mechanism and allows for what seems to be wide discretion in forming the specific features of the agreement (*State statute attached*). Once an agreement was negotiated it would need authorization by the governing bodies of the two municipalities (town meeting) by way of an ordinance or resolution. A separate legal entity need not be created to accomplish the cooperative effort. However, an administrator or joint board must be appointed for administering the effort.

In considering the Camden-Rockport circumstances it appears as though the most viable method of proceeding would be to utilize the Camden Police Department as the vehicle through which police services to the two communities would be delivered, maintaining the personnel practices, rules and policies of the Town of Camden. For purposes of the Interlocal Cooperation Act the Camden Town Manager could serve as administrator of the effort and no joint governing board formed. However, in moving the process forward the organization of a Police Services Transition Group might be advisable. This could be a continuation of the Project Study Group, perhaps with additional members. This Transition Group could be terminated once the new police services delivery system was up and running smoothly.

Organizational Structure

The issues of organizational structure and governance are tied together. Organizational structure of the consolidated police department is further related to the issue of staffing plan and the ways in which existing personnel might be more innovatively employed to address perceived challenges.

Not creating a new legal structure to support any consolidated effort means that a currently existing entity would be selected to implement the cooperative effort. As suggested earlier this should be the Camden Police Department. Based upon this premise, a number of issues tend to be resolved fairly easily.

(1) The police chief needs to report to someone on a daily basis to insure that the police function is tightly integrated with the other operations of local government. Since the Camden Police Department would be the “implementing agency” of proposed cooperative effort, then that would be the Camden town manager. This preserves a “chain of command” that is currently in place and insures a degree of consistency that should aid in a transition to a cooperative effort.

(2) The major thrust of any movement toward cooperative effort would be to maintain and improve the ability of the Camden and Rockport Police Departments to provide quality services to the communities. Key to this would be identifying opportunities to create new “programs” and modify the assignment of personnel to address current and future law enforcement challenges. These matters are more fully discussed in the section on staffing.

(3)The Camden Police Department would serve as the foundation for cooperative effort and it has a Chief in place. Chief Roberts would continue in this role. Again, this would provide a degree of consistency that would reduce the level of anxiety experienced by both internal and external stakeholders of the policing function within the two communities. The Camden Charter requires that the Select Board shall appoint the Police Chief. This would continue to be the case.

Staffing Plan and Changes in Police Services

The cost of personnel (wages and benefits) represents about 85% of the police services budget of the Camden and Rockport police departments. Achieving greater impact from the delivery of police services means, for the most part, reorganizing and redirecting the workforce in innovative ways.

(1) Personnel could be assigned as per the attached sample schedule provided in Exhibit # 2. This arrangement would continue to basically follow the scheduling structure of the Camden collective bargaining agreement with the patrol officers working a 4/10 schedule. New specialty assignments and management personnel would work 5 shifts of 8 hours. The current Rockport police chief could assume one of the lieutenant positions (Patrol) and the current Camden lieutenant could be assigned to Special Services. It

should be noted though that it is important to preserve the flexibility of the police chief to finally determine assignment of these two management positions in the future. The attached staffing overview in Exhibit # 4 compares the sample schedule and staff assignment to current staffing levels throughout the week.

(2) The following represents the potential assignment of duties by position.

- *Police Chief* – Continue with present job responsibilities and oversee all departmental activities.
- *Admin Assistant* – Continue with duties as assigned by the Camden police chief.
- *Patrol Lieutenant* – In addition to managing the patrol function the patrol lieutenant would perform a number of day-to-day administrative functions assigned by the police chief. This would include equipment control and maintenance, personnel scheduling, court liaison, training coordination, and others. The patrol lieutenant would also have responsibility for those areas that would rely on the patrol force for daily operations such as a focused traffic safety program, a domestic violence reduction program, etc.
- *Special Services Lieutenant* – This position would be responsible for managing special services and programs intended to have an enhanced impact on the major law enforcement issues within the communities. This would include supervising the youth services officer and managing a school liaison program, supervising and assisting the officer assigned as investigator, coordinating the efforts of the drug agent and serving as liaison with the Maine Drug Enforcement Agency (MDEA), overseeing an evidence collection and preservation program, department evidence/property room procedures, special enforcement activities such as OUI details, and others.
- *Investigator* – The officer assigned as investigator would have the responsibility to focus on major criminal events to insure that all information was properly gathered to fully support prosecutions. The investigator could also pursue smaller matters initially handled by patrol officers where scheduled time off may interfere with their completion. The investigator would participate in specialized training events meant to increase the department's capabilities to address areas such as sexual assaults, identity theft and scams, elder abuse and financial exploitation, computer based crimes including child sexual exploitation, and others.
- *Youth Services Officer* – This position would focus on strategies meant to protect and serve the youth population of the two communities. These would include matters such as school safety and school liaison, alcohol and drug abuse issues, teen loitering and vandalism, and others.
- *Drug Agent* – This position would be detailed to work with the regional efforts of the Maine Drug Enforcement Agency. This assignment would help boost drug enforcement efforts (arrests, drug seizures, asset forfeitures) that directly impacted upon the Camden and Rockport communities and would provide a expanded conduit of drug and other criminal intelligence information flowing into the combined local police services agency.
- *Sergeants and Patrol Officers* – These staff members will conduct the basic law enforcement and community protection activities required, including response to

calls for service, traffic safety enforcement activities, dispute resolution and order maintenance, and others.

In formulating the picture of a cooperative effort a couple of notes may be in order. The proposed staffing plan presents a department with 18 sworn personnel. This number is the current sworn level of the two departments plus one. The extra sworn position would come from the conversion of one of the two civilian administrative positions to sworn. Also to be noted is that in the proposed staffing plan all patrol and specialty positions, other than the officer assigned to drug enforcement activities, would function as uniformed personnel and would be available to respond to any emergency needs for additional staff during their scheduled work hours.

Facilities and Equipment

Clearly the construction of a new police facility at some site that was “central” to the two communities would add significant additional cost to a consolidated police agency approach and might inhibit any attempts at moving in this direction. Fortunately, the current Camden police facility has sufficient space to accommodate a cooperative effort and lies only 1.5 miles from the Rockport police station. A preliminary review shows that there are two additional private offices, additional room for patrol officer workspace, and sufficient property and evidence storage area to support the larger effort. Certainly, if deemed necessary, some provision could be made for the retention of a minimal amount of space at the Rockport Public Safety Building or at the Rockport Town Office to allow officers to meet by appointment with residents who are providing information on criminal or other events.

It is expected that most, if not all, of the equipment currently in use by the two departments would be required for their combined operation. The availability of this equipment might forestall some new acquisition in the early stages of the effort. So for example, in the first year of consolidation there may be a need to purchase only one rather than the customary two new patrol cars. And, newer computer equipment used by the Rockport Police could serve as replacement for some of the older Camden equipment.

Financial Impact of a Combined Effort

Preliminary review of budget matters was conducted in the early stages of this project. At that point the approach was to quickly identify what might be the areas for potential savings. These were found to be limited. A second review of the matter has employed the approach of complete budget development for just the operations component of a consolidated police department. In both communities some police related costs exist outside of the actual police budget. Examples would include utilities costs for facility operation and police officer liability insurance. It is not expected that these would increase or decrease substantially in any new effort.

Exhibit # 5 is the pro forma budget for the expanded Camden police department meant to support staffing at the levels indicated by the organizational chart and sample schedule also supplied as exhibits. This budget was developed by incorporating the FY08-09 wage scale for the Town of Camden for personal services calculation. Other expense items were determined by the two police chiefs and consultant in conference.

While there are several refinements that might be made to this pro forma budget, it does suggest that a reconfigured police services effort could be operated at the same or even slightly less cost than the continuation of two separate functions.

Assessing the Opportunity Presented Operational Impact

As indicated earlier in the Staffing Plan section, the reconfiguration of a combined effort is ultimately meant to increase the capabilities of the law enforcement service to provide for the safety and security of the two communities without sacrificing the “local feel” of service delivery. We must therefore be able to articulate with some degree of specificity the advantages (or opportunity for advantage) that the combined effort provides in this instance.

Determining whether one form or organization is “better or worse” than another involves fundamentally a two step process: (1) identifying those community issues and public safety challenges that will need to be addressed; and (2) assessing the ability of the organizational alternatives to impact those matters.

Identifying Community Issues and Public Safety Challenges

The Community Workshop held during the first phase of this study provided useful data on the issues that face the police services in Camden and Rockport both presently and in the future. In general terms these include concerns about:

- Traffic Safety (including education for teen and elderly drivers)
- Alcohol Abuse (teens and elderly)
- Drug Abuse and Trafficking (teens and young adults)
- Youth Issues (disorder, loitering, theft and vandalism)
- School Safety and Police-School Cooperation
- Family Violence
- Police Responsiveness and Accessibility
- Police Workforce Stability

In addition to these, several emerging trends in the public safety realm are candidates for inclusion as future challenges. These include:

- Abuse and Financial Exploitation of the Elderly
- Identity Theft
- Computer Related Crimes
- Sexual Exploitation of Children

Assessing the Ability of the Organizational Alternatives to Have Impact

Current Configuration – Separate Agencies

As indicated earlier, the current operations of the Camden and Rockport police departments are both typical and traditional in nature. They are focused upon the provision of uniform patrol related police services to their communities. Such an

approach is, for the most part, dictated by the needs for basic police coverage on a 24/7 basis and officer safety issues. Furthermore, as is often the case, a major dimension of the definition of police service within the two communities relates to the number of officers available and their ability to respond to calls for service.

Again, as indicated earlier, the Camden and Rockport police departments are perceived to be functioning adequately given the fiscal and structural constraints under which they must operate. Managing independent agencies the Police Chiefs have very little discretion or ability to reconfigure and realign the staff to achieve any specific set of objectives other than basic patrol service delivery. While they are free to assign specific programmatic responsibilities to individual officers in an attempt to address persistent or evolving problems, patrol duties oftentimes dictate that an officer set aside these secondary assignments and this results in a potential loss of focus and continuity, thus marginalizing the impact.

Unfortunately, the separate agencies are also unable to contribute staff to jointly address issues. For example, attempting to provision a single officer between the two communities for investigative work is problematic since the Rockport staffing level provides no slack for such assignment. Additional resources would be required for the Rockport contribution to such an effort. In other areas, the redundancy of policy and procedure development by independent police executives with potentially differing perspectives makes the coordination of effort around areas of such as school safety and police-school liaison much more complex than desirable.

Finally, while formal mutual aid agreements and informal work practices are currently in place between the two communities they do not provide for a seamless integration of policing effort. For example, the primary dispatch radio communication channels for the two police agencies are different and thus necessitates greater vigilance by officers to monitor and identify situations where backup might be in order. Further, even when backup is provided there can be instances where a more experienced officer or supervisor from the “backup” agency cannot provide full assistance by immediately taking over the command and control of a complex or escalating incident from a less seasoned officer from the primary response agency.

Potential Configuration – Consolidated Agency

The consolidation of police services into a single agency reduces the structural constraints identified within the current configuration and allows police managers to more effectively assign personnel to address the needs of the two communities. Consolidation allows police services to be reorganized with a greater ability to implement a program focus to operations, specifically targeting most of the current and emerging public safety challenges identified above.

In the hypothetical staffing plan presented, three officers and a supervisor could be assigned primarily to address the specific needs for general and specialized crime

investigation, drug trafficking, and youth and school related issues. Moving the lion's share of the burden for such activities away from the patrol force would further enhance that group's ability to focus on the remaining areas of traffic safety, domestic violence, community disorder, and general community problem solving efforts. This combined effort would transform the general approach of police services away from the continuous and repeated response to calls for service and toward ***a more proactive, problem oriented, crime prevention posture.***

The hypothetical reconfiguration of effort into a combined agency could also present some advantages in the non-crime realms as well. The staffing plan presented redistributes the managerial talent of the combined agencies to times other than the standard daytime, Monday to Friday workweek. It provides for managerial assignment during the peak workload period of Friday and Saturday evenings as well as presence during the day on weekends. Not only does such reassignment provide operational control benefits but it also gives community residents a routine opportunity to access managerial personnel at times not currently available. In another area, logic seems to suggest that the greater availability of and compensation associated with specialty positions would be viewed as advantageous by the police staff members and would have a positive impact on workforce stability.

Assessment Caveat

The consolidation of efforts into a single agency should be viewed as removing the structural constraints identified above and thus providing an *opportunity* for police services to have greater impact within the two communities. It does not in any way guarantee actual improvement. There are a number of other variables that can determine how effectively this opportunity is exploited. Two are seen as most significant.

(1) Police Chief Vision and Capabilities – Perhaps the single most important determinant of the quality of police services in a community is the professional character of its police chief. This is even more the case as a community looks toward moving from the status quo to an improved level of police services delivery. The police chief must have the ability to see beyond the traditional orientation to policing that has been for many years caught in a reactive posture focusing upon responding to calls for service. As indicated earlier, with a sufficient resource base police operations can evolve to a multi-program model where individual issues are addressed in a more thoughtful, comprehensive manner. This does require that the police chief and other agency staff become more skilled with tools such as data analysis, program planning, project management, program evaluation, and others not traditionally used by smaller police agency managers.

(2) Morale and Commitment of the Workforce – Ultimately, police services are delivered by rank-and-file officers and they have a substantial influence on how these services are perceived by the constituents of the agency. Protected by labor contracts and personnel rules, officers can apply or withhold effort that can yield dramatic consequences in terms of overall policing impact on and within the community. Given the huge amount of discretion associated with the policing function, staff members of police agencies must be

viewed as full partners in any police service delivery changes that are to be pursued. As full partners, their input must be valued and secured at the early stages of any real consolidation planning effort.

Outstanding Issues

Employee Relations Process and Issues

Once a general cooperative vision for the future has been identified, a process of moving toward that vision in partnership with the current employees of the Camden and Rockport police agencies will need to be undertaken. Several areas of change to the current working environment would be reasonably expected and it is anticipated that these changes will require negotiation with the individual bargaining units involved.

There are many reasons to believe that the employees of the two police agencies would be supportive of a combined effort and every precaution should be taken to ensure that the process does not “sour” any existing goodwill. As indicated, clearly a critical factor in the eventual success of this endeavor will be the individual contributions of its staff members. There are several major issues that will need to be addressed.

(1) There are different bargaining representatives for the two groups of employees, the International Brotherhood of Teamsters represents the Rockport police officers and the administrative assistant and the Maine Association of Police represents the Camden police officers (including the sergeants). There are no precedents in Maine for cooperative ventures in the policing arena and therefore no real guidance available to model the process that the towns should follow in dealing with these multiple bargaining unit issues. Perhaps the closest example available is found in the merger process of the Augusta water and sanitary districts. In that instance, the parties sought guidance from the Maine Labor Relations Board on how to proceed. Also in that instance a bargaining unit election was scheduled for immediately after the merger of the two districts.

(2) The termination of the Rockport police department may be a matter of statutory mandated collective bargaining with the affected staff members. This question is made moot because the current Rockport collective bargaining agreement (in effect until June 30, 2010) seems to prohibit the contracting of police services if it results in the layoff of bargaining unit members. A waiver from this provision must be obtained if combined effort is an objective within a time frame prior to the expiration of the contract. This might not be a problem if a clear transition path for the Rockport officers to the Camden Police Department is constructed. To be more specific, should the Camden Police Department become the vehicle for combining effort, one would expect that the staff members of the Rockport Police Department would be very interested in knowing and insuring that the transition of their employment status from one agency to the other was clearly delineated. Absent an acceptable transition plan, one should envision a rather complex, adversarial transitional battle carried out along several fronts (personal, legal, and political).

(3) There are several issues that would also need to be negotiated with the Camden police bargaining unit. These would include pay rates/steps for the specialist positions, work schedule matters (9.5 to 10 hour shifts for patrol, 8 hour shifts for specialists), seniority issues relating to the lateral entry of the Rockport officers, etc. Contract renewal

negotiations are anticipated to begin in January 2009 and these issues could be addressed at that point.

(4) The Town of Camden would need to adopt a posture that was amenable to the transfer/lateral entry of employees from Rockport. In addition to addressing the labor relations issues indicated above, existing Town of Camden personnel policies may need revision to reflect this unique event of consolidating the two police agencies into one. For example, the Rockport police chief is not represented by a bargaining unit and provision would need to be made for his transition to the new effort.

Funding Formula

A host of funding approaches have been used to support cooperative ventures within the police realm in other states. These have included financial assessments based upon combinations of population, property valuation, calls for service, road miles, taxes collected, and others. Alternatively, it may be just as simple to adopt the current budgeting ratios for the existing police services as a short-term solution that provides a level of consistency for the two communities. Based upon FY 2007-2008 budget amounts that ratio would be Camden 64% and Rockport 36%. Obviously these matters would be part of any discussion and negotiation between the municipal officials of the two communities should the matter of consolidation move forward.

Baselines and Metrics for Evaluating Impact

Evaluating the impact of any consolidation would involve three basic sets of activities.

First, an implementation plan would be developed that more formally set forth the steps, activities, and tasks that would need to be accomplished to consolidate the agencies and realign staffing to the configuration proposed. Once this plan was formulated and target deadlines for task completion established, it would serve as the baseline for evaluating the implementation “process” as actual completion timeframes would be compared to planned activities and the difference identified, examined, and explained.

The second set of activities would involve measuring the output of a combined police agency on a continuing basis. Measures would include activities specifically tied to the new areas selected for programmatic mitigation/resolution such as criminal cases investigated, criminal arrests, traffic related efforts such as OUI arrests and educational program deliveries, drug arrests, etc. The outputs would then be compared to similar measures available from the pre-consolidation years of the separate agencies to determine any changes.

Finally, measuring the overall outcomes and impact would involve comparison of more complex measures such as overall community crime rates, citizen sense of community safety and satisfaction with police service delivery (surveys or focus groups), and other specialized data such as school drug use trends, call for service data, etc.

Timeline of Anticipated Events

Several of the issues and steps involved in moving toward any combined police services effort are interrelated and the potential sequencing and timing of events and activities is not presently discernable. These activities would include more formalized planning of operations, negotiation of transition steps with the labor unions, providing information and securing public input into the process, structuring a formal agreement between the communities, securing local approval via town meeting processes, and others. Clearly, a major determinant of any timeline is the willingness expressed by the Select Boards of the two communities to tackle the issues associated with consolidation at this point in time. If the Select Boards are positively inclined in this direction, then implementation of a consolidated effort could likely begin within the general timeframe of two to three years.

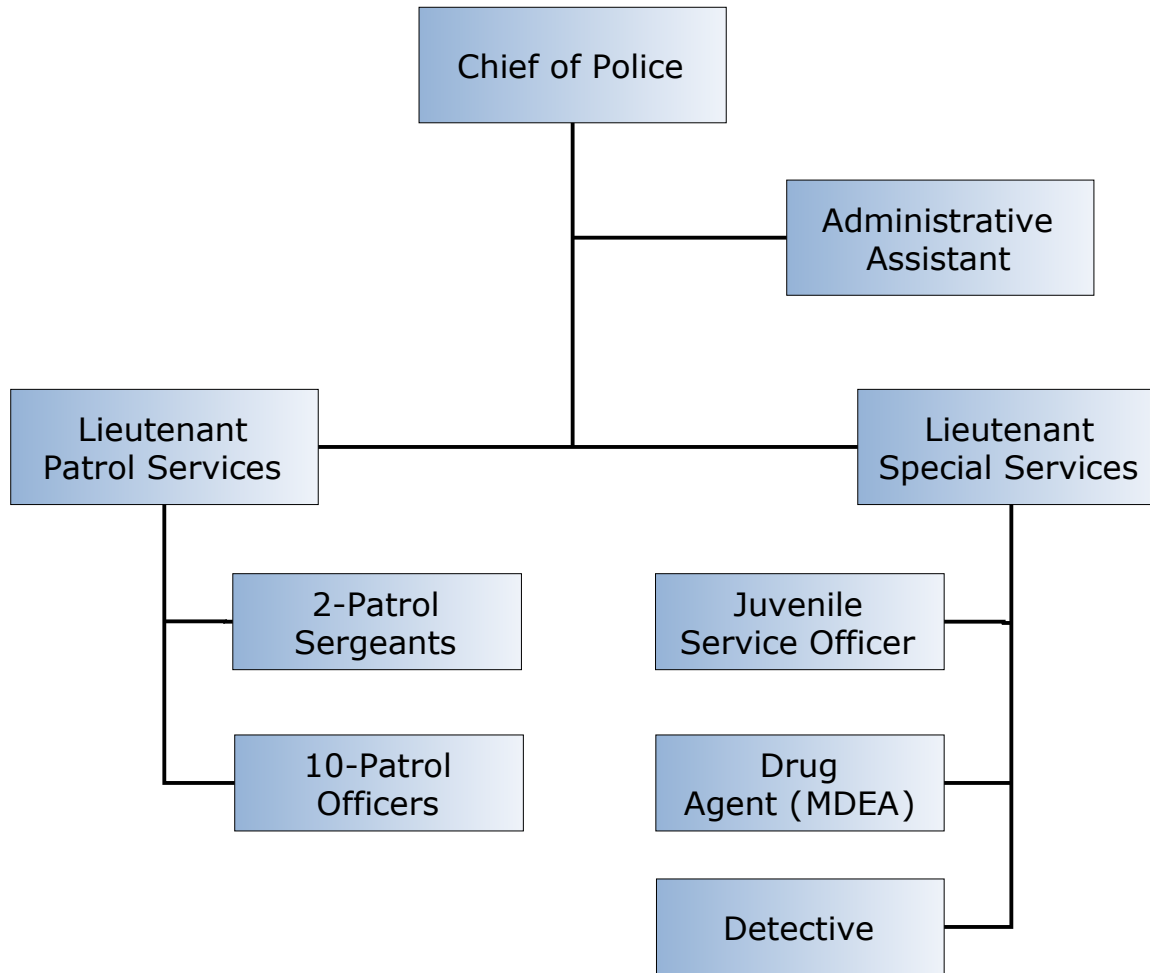
Camden and Rockport Police Consolidation Feasibility Study

Exhibits

Camden/Rockport Police Fact Sheet Exhibit # 1

	Camden	Rockport	Combined
Demographics			
Population	5300	3490	8790
Est. Seasonal Increase	3 times	3 times	3 times
Sq. Miles	25.8 (18.3 Land)	25.5	51.3
Road Miles	55.1	76.4	131.5
Valuation (2006 Municipal Valuation Return - Me Revenue Services)			
Real/Pers Prop	\$ 1,067,351,200	\$ 920,514,300	\$ 1,987,865,500
Buildings	\$ 561,644,000	\$ 463,901,900	\$ 1,025,545,900
Exempt	\$ 84,399,400	\$ 77,704,800	\$ 162,104,200
Commitment	\$ 13,117,746	\$ 9,389,246	\$ 22,506,992
Tax Rate	0.01229	0.0102	
Auto Excise	\$ 899,128	\$ 710,101	\$ 1,609,229
Resources 2007			
Sworn - FT	11	6	17
Civil - FT	1	1	2
Total Budget	\$ 892,100	\$ 495,978	\$ 1,388,078
Salaries-Benefits	\$ 790,300	\$ 407,159	\$ 1,197,459
All Other	\$ 101,800	\$ 88,819	\$ 190,619
Salaries-Benefits - % Budget	89%	82%	86%
Vehicles	4	3	7
Facil (sf)	3000	956	
Local - Officers per 1000 pop	2.1	1.7	1.9
State - Officers per 1000 pop	1.7	1.7	1.7
PD Budget/Local pop	\$ 168.32	\$ 142.11	\$ 157.92
PD Budget/2006 Commitment	6.8%	5.3%	6.2%
Assignments			
Chief	1	1	2
LT/Sgt	3	1	4
Patrol	7	4	11
Admin Assist	1	1	2
Staffing By Hour - See Attached			
Crime 2006			
Burglary	20	3	23
Theft	76	38	114
Local - Crime per 1000 pop	18.7	12.3	16.8
State - Crime per 1000 pop	26.5	26.5	26.5
Activity			
Incidents (Calls for Services)			
	2004	3,168	8,152
	2005	3,254	8,442
	2006	4,122	9,541
	2007	4,656	10,237
Arrests	2006 Total	145	290
Annual Patrol Miles	120,000	91,000	211,000

Draft Organization Chart
Camden - Rockport Consolidated Police
18 Sworn Officers - Exhibit #3



**Police Staffing
Camden/Rockport
Exhibit # 4**

Day	Agency	Hours of the Day (ex. 2 = 01:00 am to 02:00 am)																								Daily Service Hours
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	
Sun	Camden	2	2	1	1	1	1	1	1	1	1	1	2	2	3	3	4	3	3	3	3	3	4	3	3	52
	Rockport	2	2	1	1	1	1	1	1	1	1	1	2	2	2	2	2	2	1	1	1	1	2	1	1	33
	Combined	4	4	2	2	2	2	2	2	2	2	2	4	4	5	5	6	5	4	4	4	4	6	4	4	85
	Pro Forma	5	4	2	2	2	2	2	2	2	2	3	3	3	4	4	4	4	3	3	3	3	4	4	4	77
Mon	Camden	2	2	1	1	1	1	2	2	3	3	3	3	3	3	3	3	2	2	3	3	3	3	3	58	
	Rockport	1	1	1	1	1	1	1	1	1	1	1	2	2	2	2	1	1	1	1	1	1	1	1	28	
	Combined	3	3	2	2	2	2	3	3	4	4	4	5	5	5	5	4	4	3	3	4	4	4	4	86	
	Pro Forma	4	4	2	2	2	2	2	2	3	4	4	4	5	5	5	5	5	3	3	3	3	4	4	85	
Tue	Camden	2	2	1	1	1	1	2	2	3	3	3	3	4	4	4	4	4	3	3	4	4	4	4	70	
	Rockport	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	1	1	1	1	2	2	36	
	Combined	3	3	2	2	2	2	3	3	5	5	5	5	6	6	6	6	6	4	4	5	5	6	6	106	
	Pro Forma	4	4	2	2	2	2	2	2	4	5	5	5	6	6	6	6	6	3	3	3	3	4	4	94	
Wed	Camden	2	2	1	1	1	1	2	2	3	3	3	3	3	3	3	3	2	2	3	3	3	3	58		
	Rockport	2	2	1	1	1	1	1	1	2	2	2	2	2	2	2	2	2	1	1	1	1	2	2	38	
	Combined	4	4	2	2	2	2	3	3	5	5	5	5	5	5	5	5	5	3	3	4	4	5	5	96	
	Pro Forma	4	4	2	2	2	2	2	2	3	4	4	4	5	5	5	5	5	3	3	3	3	4	4	85	
Thr	Camden	2	2	1	1	1	1	2	2	3	3	3	3	4	4	4	4	4	3	3	4	4	4	4	70	
	Rockport	2	2	1	1	1	1	2	1	2	2	2	2	2	2	2	2	1	1	1	1	1	2	2	38	
	Combined	4	4	2	2	2	2	4	3	5	5	5	5	6	6	6	6	5	4	4	5	5	6	6	108	
	Pro Forma	4	4	2	2	2	2	2	2	3	4	4	4	5	6	6	6	6	4	4	4	4	4	4	94	
Fri	Camden	2	2	1	1	1	1	2	2	3	3	3	3	4	4	4	4	4	3	3	4	4	4	4	70	
	Rockport	2	2	1	1	1	1	2	1	1	2	2	2	2	2	2	2	2	1	1	1	1	2	2	38	
	Combined	4	4	2	2	2	2	4	3	4	5	5	5	6	6	6	6	6	4	4	5	5	6	6	108	
	Pro Forma	4	4	2	2	2	2	2	2	3	4	4	4	5	5	5	5	6	5	5	5	6	6	6	100	
Sat	Camden	2	2	1	1	1	1	1	1	1	1	1	2	2	3	3	3	3	3	3	4	4	4	4	53	
	Rockport	2	2	1	1	1	1	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1	2	2	30	
	Combined	4	4	2	2	2	2	3	2	2	2	2	2	3	3	4	4	4	4	4	5	5	6	6	83	
	Pro Forma	5	4	2	2	2	2	2	2	3	3	3	3	4	4	4	4	5	5	5	5	6	6	6	93	
Staff Ave	Camden	2	2	1	1	1	1	1.7	1.7	2.4	2.4	2.4	2.6	3.1	3.3	3.4	3.6	3.4	2.7	2.7	3.6	3.6	3.7	3.6	3.6	
	Rockport	1.7	1.7	1	1	1	1	1.4	1	1.4	1.6	1.6	1.9	1.9	1.9	1.9	1.7	1.6	1	1	1	1	1.9	1.7	1.7	
	Combined	3.7	3.7	2	2	2	2	3.1	2.7	3.9	4	4	4.4	5	5.1	5.3	5.3	5	3.7	3.7	4.6	4.6	5.6	5.3	5.3	
	Pro Forma	4.3	4	2	2	2	2	2	2	3	3.9	3.9	4	5	5	5	5	5.3	3.7	3.7	3.7	4.6	4.6	4.6	4.6	
Data represent the number of officers on-duty at any hour of the day																										
Note: Both Police Chiefs included in above																										
Note: Officer assigned to MDEA and Spare Patrolman not included in above																										

**Draft Consolidated Budget
Camden - Rockport Police
Exhibit # 5**

ID	Rank	Step	New		FICA	Unemp	W-Comp	Retire	Health	Total
			Hourly	Annual						
Chief	Chief	Conf	\$ 35.57	\$ 73,986	\$ 5,660	\$ 188	\$ 2,257	\$ 2,072	\$ 14,000	\$ 98,162
Lt-1	Lt	16/I	\$ 27.03	\$ 56,222	\$ 4,301	\$ 188	\$ 1,715	\$ 1,574	\$ 14,000	\$ 78,000
Lt-2	Lt	16/H	\$ 26.24	\$ 54,579	\$ 4,175	\$ 188	\$ 1,665	\$ 1,528	\$ 14,000	\$ 76,135
Sgt-1	Sgt	I	\$ 20.73	\$ 43,118	\$ 3,299	\$ 188	\$ 1,315	\$ 1,207	\$ 14,000	\$ 63,127
Sgt-2	Sgt	G	\$ 20.47	\$ 42,578	\$ 3,257	\$ 188	\$ 1,299	\$ 1,192	\$ 14,000	\$ 62,514
YSO	Spec	F	\$ 20.34	\$ 42,307	\$ 3,237	\$ 188	\$ 1,290	\$ 1,185	\$ 14,000	\$ 62,207
Det	Spec	F	\$ 20.34	\$ 42,307	\$ 3,237	\$ 188	\$ 1,290	\$ 1,185	\$ 14,000	\$ 62,207
Drug	Spec	F	\$ 20.34	\$ 42,307	\$ 3,237	\$ 188	\$ 1,290	\$ 1,185	\$ 11,000	\$ 59,207
LE1	Pat	E	\$ 17.83	\$ 37,086	\$ 2,837	\$ 188	\$ 1,131	\$ 1,038	\$ 11,000	\$ 53,281
LE2	Pat	D	\$ 17.15	\$ 35,672	\$ 2,729	\$ 188	\$ 1,088	\$ 999	\$ 11,000	\$ 51,676
LE3	Pat	G	\$ 18.32	\$ 38,106	\$ 2,915	\$ 188	\$ 1,162	\$ 1,067	\$ 11,000	\$ 54,438
LE4	Pat	F	\$ 18.07	\$ 37,586	\$ 2,875	\$ 188	\$ 1,146	\$ 1,052	\$ 11,000	\$ 53,848
LE5	Pat	E	\$ 17.83	\$ 37,086	\$ 2,837	\$ 188	\$ 1,131	\$ 1,038	\$ 7,000	\$ 49,281
LE6	Pat	D	\$ 17.15	\$ 35,672	\$ 2,729	\$ 188	\$ 1,088	\$ 999	\$ 7,000	\$ 47,676
LE7	Pat	C	\$ 16.50	\$ 34,320	\$ 2,625	\$ 188	\$ 1,047	\$ 961	\$ 7,000	\$ 46,141
LE8	Pat	C	\$ 16.50	\$ 34,320	\$ 2,625	\$ 188	\$ 1,047	\$ 961	\$ 7,000	\$ 46,141
LE9	Pat	B	\$ 16.15	\$ 33,592	\$ 2,570	\$ 188	\$ 1,025	\$ 941	\$ 7,000	\$ 45,315
LE10	Pat	B	\$ 16.15	\$ 33,592	\$ 2,570	\$ 188	\$ 1,025	\$ 941	\$ 7,000	\$ 45,315
Parking Officer		6/H?	\$ 16.15	\$ 33,592	\$ 2,570	\$ 188	\$ 1,025	\$ 941	\$ 7,000	\$ 45,315
Admin		8/B	\$ 14.87	\$ 30,930	\$ 2,366	\$ 188	\$ 943	\$ 866	\$ 7,000	\$ 42,293
Part-time ACO				\$ 5,000	\$ 383	\$ 188	\$ 153	\$ -	\$ -	\$ 5,723
Overtime		4242	\$ 18.26	\$ 77,450	\$ 5,925	\$ -	\$ 2,362	\$ 2,169	\$ -	\$ 87,906

Total Wage and Benefits

\$ 1,235,907

Overtime Hours Avail CvrSpare Pay Hours

Vac	1520	1520	0 (Patrol = 2 wks, Spec = 3 wks, Sgt = 3 wks, Lt = 4 wks)
Hol	350	0	350
Sick	900	0	900
Train	600	200	400
Court	1000	0	1000
Cover Supple	1092	0	1092
Special Details	500	0	500
Total			4242

Other Budget Items

Office Supplies	\$ 7,000
Advertising	\$ 1,000
Ticket Supplies	\$ 5,500
Gas/Oil	\$ 28,000
Mileage	\$ 1,500
Prof Development	\$ 10,000
Uniforms*	\$ 17,500
Utilities	\$ 15,000
Vehicle Repair	\$ 9,000
Radio Repair	\$ 2,000
Out Orgs-Dues	\$ 2,500
Union Neg	\$ 1,000
Animal Control	\$ 8,000
Small Equipment	\$ 11,000
Auto Acquire	\$ 26,000

Total Other \$ 145,000

Issues

- 1 Healthcare Costs To Be Determined
- 2 Final Step Placement of Officers
- 3 Contingency Fund

FY 2007-2008 Combined Budgets =

\$ 1,388,078

Total Budget \$ 1,380,907

Camden and Rockport Police Consolidation Feasibility Study

Attachments

**MRS Title 30-A, Chapter 115: INTERLOCAL COOPERATION
(HEADING: PL 1987, c. 737, Pt. A, §2 (new))**

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Table of Contents

Part 2. MUNICIPALITIES (HEADING: PL 1987, c. 737, Pt. A, §2 (new))

Subpart 2. ORGANIZATION AND INTERLOCAL COOPERATION (HEADING: PL 1987, c. 737, Pt. A, §2 (new))

Section 2201. Purpose	3
Section 2202. Definitions	3
Section 2203. Joint exercise of powers	3
Section 2204. Filing of agreement	5
Section 2205. Approval by state officers	5
Section 2206. Funds, personnel and services	6
Section 2207. Former districts unaffected	6

30-A §2201. Purpose

It is the purpose of this chapter to permit public agencies, as defined in section 2202, including, but not limited to, municipalities, counties, school administrative units and state agencies, to make the most efficient use of their powers by enabling them to cooperate on a basis of mutual advantage and thereby to provide services and facilities in a manner and pursuant to forms of governmental organization that will accord best with geographic, economic, population and other factors influencing the needs and development of communities. [2003, c. 696, §13 (AMD).]

SECTION HISTORY

1987, c. 737, §§A2,C106 (NEW). 1989, c. 6, (AMD). 1989, c. 9, §2 (AMD). 1989, c. 104, §§C8,10 (AMD). 2003, c. 696, §13 (AMD).

30-A §2202. Definitions

As used in this chapter, unless the context otherwise indicates, the following terms have the following meanings. [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

1. Public agency. "Public agency" means:

A. Any political subdivision of the State, as defined in section 2252, or any adjoining state; or [2003, c. 696, §14 (AMD).]

B. [2003, c. 696, §15 (RP).]

C. Any agency of State Government or the Federal Government. [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

[2003, c. 696, §§14, 15 (AMD).]

SECTION HISTORY

1987, c. 737, §§A2,C106 (NEW). 1989, c. 6, (AMD). 1989, c. 9, §2 (AMD). 1989, c. 104, §§C8,10 (AMD). 1993, c. 279, §1 (AMD). 2003, c. 696, §§14,15 (AMD).

30-A §2203. Joint exercise of powers

Any power or powers, privileges or authority exercised or capable of exercise by a public agency of the State may be exercised and enjoyed jointly with any other public agency of this State, or of the Federal Government to the extent that federal laws permit the joint exercise. When acting jointly with any public agency, any agency of State Government may exercise all of the powers, privileges and authority conferred by this chapter upon a public agency. [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

1. Agreement. Any 2 or more public agencies may enter into agreements with one another for joint or cooperative action under this chapter. The governing bodies of the participating public agencies must take appropriate action by ordinance, resolution or other action under law before any such agreement may become effective.

[1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

2. Specifications. Any agreement made under this chapter must specify the following:

A. Its duration; [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

B. The precise organization, composition and nature of any separate legal or administrative entity created by the agreement together with the powers delegated to that entity, provided the entity may be legally created; [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

C. Its purpose; [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

D. The manner of financing the joint or cooperative undertaking and of establishing and maintaining a budget for the undertaking; [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

E. The method to be used to partially or completely terminate the agreement and to dispose of property upon termination; and [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

F. Any other necessary and proper matters. [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

[1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

3. Additional items. If the agreement does not establish a separate legal entity to conduct the joint or cooperative undertaking, the agreement, in addition to the items listed in subsection 2, must contain the following.

A. It must provide for an administrator or a joint board responsible for administering the joint or cooperative undertaking. In the case of a joint board, all public agencies party to the agreement must be represented. [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

B. It must provide the manner of acquiring, holding and disposing of real and personal property used in the joint or cooperative undertaking. [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

[1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

4. Responsibility. No agreement made under this chapter may relieve any public agency of any obligation or responsibility imposed upon it by law except to the extent of actual and timely performance by a joint board or other legal or administrative entity created by an agreement made under this chapter. This performance may be offered in satisfaction of the obligation or responsibility.

[1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

5. Liability. An action is maintainable against any public agency whose default, failure of performance or other conduct caused or contributed to the incurring of damage or liability by the other public agencies jointly.

[1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

6. Notice to regional councils. Any agreement made under this chapter is subject to the reporting requirements of section 2342, subsection 6, if applicable.

[1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

7. Liberal construction. It being the intent of the Legislature to avoid the proliferation of special purpose districts and inflexible enabling laws, this chapter shall be liberally construed toward that end.

[1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

8. Limitation. Notwithstanding any other provision of this chapter:

A. No powers, privileges or authority may be jointly exercised unless each type of power, privilege or authority exercised is capable of being exercised by at least one of the parties within the entire jurisdictional area of the contract, or by each of the several parties within each of their several jurisdictions if all of the several jurisdictions make up the total jurisdictional area of the contract; or [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

B. No essential legislative powers, taxing authority or eminent domain power may be delegated by contract to a joint authority or administrative entity. [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

[1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

SECTION HISTORY

1987, c. 737, §§A2,C106 (NEW). 1989, c. 6, (AMD). 1989, c. 9, §2 (AMD). 1989, c. 104, §§C8,10 (AMD).

30-A §2204. Filing of agreement

Before becoming effective, an agreement made under this chapter must be filed with the clerk of each concerned municipality and the Secretary of State. [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

SECTION HISTORY

1987, c. 737, §§A2,C106 (NEW). 1989, c. 6, (AMD). 1989, c. 9, §2 (AMD). 1989, c. 104, §§C8,10 (AMD).

30-A §2205. Approval by state officers

If an agreement made under this chapter deals in whole or in part with the provision of services or facilities with regard to which an officer or agency of the State Government has constitutional or statutory powers of control, the agreement must be submitted to the state officer or agency having that power of control before becoming effective. The state officer or agency shall approve or disapprove it as to all matters within the state officer's or agency's jurisdiction. [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

The officer or agency shall approve any agreement submitted to the officer or agency under this chapter unless the officer or agency finds that it does not in substance comply with any law regarding matters within that officer's or the agency's jurisdiction. The officer or agency shall detail in writing, addressed to the governing bodies of the public agencies concerned, the specific respects in which the proposed agreement substantially fails to meet the requirements of law. Failure to disapprove an agreement submitted under this

chapter within 30 days of its submission constitutes approval of the agreement. [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

SECTION HISTORY

1987, c. 737, §§A2,C106 (NEW). 1989, c. 6, (AMD). 1989, c. 9, §2 (AMD). 1989, c. 104, §§C8,10 (AMD).

30-A §2206. Funds, personnel and services

Any public agency entering into an agreement under this chapter may appropriate funds and may sell, lease, give or otherwise supply the administrative joint board or other legal or administrative entity created to operate the joint or cooperative undertaking by providing any personnel or services for that purpose that it may legally furnish. [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

SECTION HISTORY

1987, c. 737, §§A2,C106 (NEW). 1989, c. 6, (AMD). 1989, c. 9, §2 (AMD). 1989, c. 104, §§C8,10 (AMD).

30-A §2207. Former districts unaffected

In municipalities which acted under the repealed section 8-A of chapter 90-A of the Revised Statutes of 1954, the district formed remains effective so far as it complies with this chapter and may be continued accordingly. [1987, c. 737, Pt. A, §2 (NEW); Pt. C, §106; 1989, c. 6, (AMD); c. 9, §2; c. 104, Pt. C, §§8, 10.]

SECTION HISTORY

1987, c. 737, §§A2,C106 (NEW). 1989, c. 6, (AMD). 1989, c. 9, §2 (AMD). 1989, c. 104, §§C8,10 (AMD).

Camden and Rockport Police Consolidation Feasibility Study

Consultant Information

Paul M. Plaisted

Mr. Plaisted is President of Justice Planning and Management Associates (JPMA). JPMA is a public safety management consulting and training firm that has been in operation for over ten years. Over the past five years, JPMA has acquired an extensive set of skills and expertise in the area of applying the latest Internet-based training development techniques to public safety purposes. JPMA is one of the leaders in the nation in this area.

Mr. Plaisted has spent most of the last thirty years involved in the field of public safety and private security. He has served as a line police officer, criminal investigator, Police Chief, police management consultant, state grants office coordinator, deputy director of a statewide drug enforcement unit, and Assistant to the Commissioner of the Maine Department of Public Safety. He holds a Bachelors Degree in Public Administration from the University of Maine at Augusta and a MBA from the Yale School of Management.

A nationally recognized authority in the area of criminal justice grants, Mr. Plaisted has personally trained nearly 5000 criminal justice professionals in grantsmanship and program planning techniques. He has managed multi-million dollar public safety information systems technology projects implemented on a statewide basis. Mr. Plaisted has served on numerous public safety and technology related committees and commissions within the State of Maine. His current professional association memberships include the Maine Chiefs of Police Association, the American Society for Industrial Security, and the Police Executive Research Forum.

As an entrepreneur, Mr. Plaisted founded a contract security guard company and over a six-year period grew it into the largest Maine-based security firm, providing services to many of the public and private organizations controlling key components of the state's critical infrastructure.

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