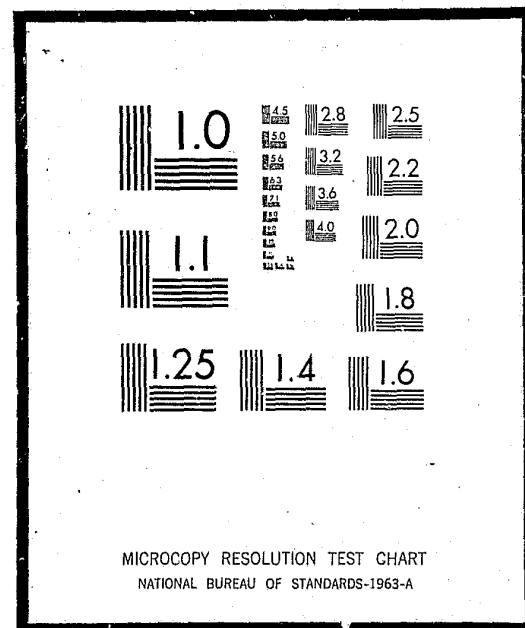


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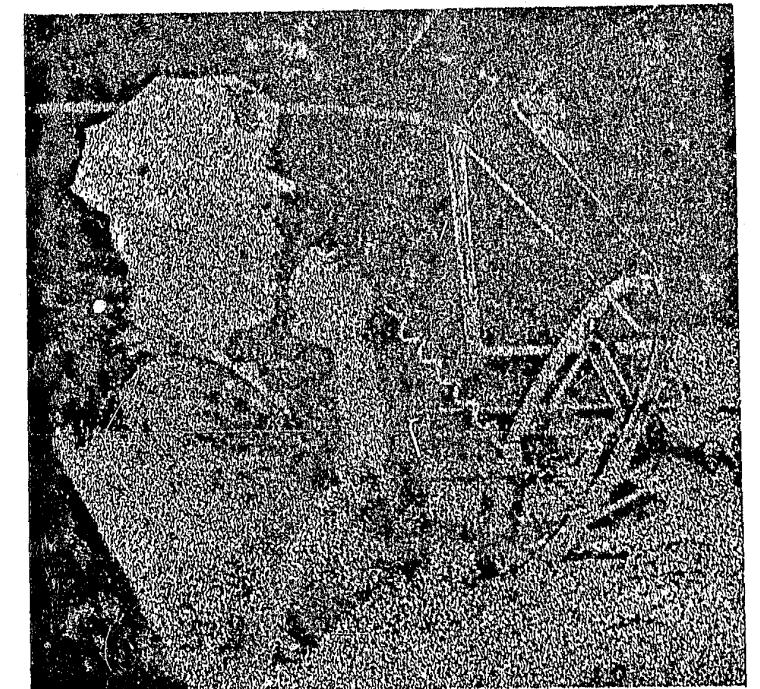
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6/9/76

A STUDY OF POLICE SERVICES IN THE STATE OF MAINE

EXECUTIVE SUMMARY



THE
NEW ENGLAND BUREAU FOR
CRIMINAL JUSTICE SERVICES

19877



MAINE LAW ENFORCEMENT PLANNING & ASSISTANCE AGENCY

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February 3, 1975

TO ALL PERSONS INTERESTED IN THE DELIVERY OF
POLICE SERVICES IN THE STATE OF MAINE:

The Maine Law Enforcement Planning and Assistance Agency is happy to distribute these additional copies of the final report of the Police Services in the State of Maine; Phase II. Keep in mind that this is the Executive Summary and not the full Study completed by the New England Bureau for Criminal Justice Services under a contract with the Maine Law Enforcement Planning and Assistance Agency.

The Maine Law Enforcement Planning and Assistance Agency, its Board of Directors, its Executive Committee, and staff has reviewed and accepted the report from the contractor.

The MLEPAA has not, however, accepted the recommendations of the contractor, in whole or in part. The Agency will continue its review and develop a plan for implementation of those portions which appear beneficial and practicable for Maine. Be assured that you will be involved in that process as the Board recognizes that there are many political, legislative, and other considerations involved in full implementation of the Study.

We believe that the citizens of the State of Maine, the criminal justice community can review the materials and assist in the development of the necessary arguments, pro and con, for its future implementation. We present it as it was received by us for your review and analysis.

Richard S. Cohen
MLEPAA Board of Directors

John B. Leet
Executive Director

A STUDY OF POLICE SERVICES
IN THE STATE OF MAINE

Executive Summary

April 1974

prepared by

THE NEW ENGLAND BUREAU FOR CRIMINAL JUSTICE SERVICES
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THE NEW ENGLAND BUREAU
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Police Services Study Committee
Chief Clyde F. LeClair, Chairman
Maine Law Enforcement Planning
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295 Water Street
Augusta, Maine 04330

Dear Members:

The New England Bureau for Criminal Justice Services is pleased to submit this final report, Police Services in the State of Maine: Phase II. The report is a conceptual design for a police services delivery structure which will improve the quality of police services in the State of Maine.

In preparing our recommendations, we have drawn on the extensive studies and findings of several prestigious national commissions and on the experience and writings of law enforcement practitioners. However, the recommendations and proposed delivery structure are based upon an analysis of the existing system in Maine, and in our judgment, constitute the best way to deliver police services to all citizens of the State of Maine.

We would like to express our sincere gratitude to the Police Services Study Committee; to Chief Clyde F. LeClair, Chairman of the Study Committee; to Mr. William Koleszar, Police Coordinator for the Maine Law Enforcement Planning and Assistance Agency; and to Professor Donald Dahlstrom of the University of Maine for their assistance, advice, and support. We are also grateful to the members of the Maine Chiefs of Police Association for their assistance in furnishing crime rate data and information on the demand and need for police services in the State of Maine.

Yours truly,

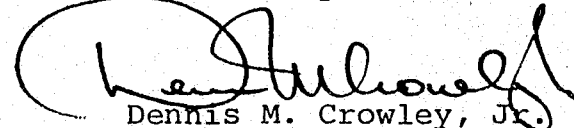

Dennis M. Crowley, Jr.
Project Director

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INTRODUCTION

Police services within the State of Maine today are highly decentralized, resulting in fragmented and limited services to many of Maine's communities. Such was the general finding of a 1972 study commissioned by the Maine Law Enforcement Planning and Assistance Agency (MLEPAA) and the Maine Police Service Study Committee (MPSSC) to examine and evaluate the delivery of police services in the state of Maine.¹

That study (referred to as Phase I), which was completed in 1972, provided an inventory of existing police services in Maine. It presented detailed findings concerning the extent of various categories of police service, drew conclusions as to their quality, and indicated a general need to improve the present structure.

The Phase I study, which was primarily descriptive and evaluative in nature, has now been supplemented by a Phase II study, the purpose of which was to consider alternative ways to improve the existing police services structure and recommend that approach which seems best suited to Maine.

Phase II, completed in 1973, was performed by The New England Bureau for Criminal Justice Services under a contract financed in part by the United States Department of Justice, Law Enforcement Assistance Administration, and authorized by the Maine Law Enforcement Planning and Assistance Agency. It involved a systematic examination and assessment of alternative police service delivery structures in terms of their capability for utilizing police resources effectively, eliminating fragmentation, and reducing the incidence of non-service and limited service.

1. Public Administration Service, Inc., Police Services in the State of Maine, Phase 1, 1972.

The Phase II final report² recommends shifting to a new consolidated police district concept that appears best suited for Maine's needs. It also recommends that a prototype of the recommended delivery structure be tested and evaluated operationally.

This Executive Summary presents the highlights of the Phase II final report.

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

The purpose of the Phase II study was to determine the structural approach that would best improve the delivery of police services statewide on a long-term basis. Eight alternative approaches, including the present structure, were considered before arriving at the present recommendation. In the process the study involved in-the-field and analytical evaluations of the Phase I findings and conclusions, and analysis of demographic and crime trend data.

The basic recommendation resulting from this study is for Maine to shift from a highly decentralized structure based upon municipal and county jurisdictional units to a statewide structure of police districts. A major aspect of this recommendation is to change from a three-tiered law enforcement structure (municipal, county, and state) to a two-tiered structure (district and state).

In order to carry out the above structural change, a series of recommendations for action are presented. They provide an integrated development strategy by which Maine can achieve (or at least move towards) a structure which is capable of delivering a full range of quality police services to all its citizens.

CONSOLIDATION OF EXISTING POLICE FORCES

By appropriate legislation and action, the State of Maine should merge all of its municipal police departments and sheriffs' office law enforcement functions into approximately 20 consolidated police departments, each with full police powers, each providing a full range of police services, and all of them collectively covering the entire state.

CREATION OF A BOARD OF POLICE COMMISSIONERS

Legislation should be enacted authorizing the creation of a Board of Police Commissioners to provide civilian supervision and control over the police department in each of the Law Enforcement Districts.

2. A Study of Police Services in the State of Maine, April, 1974.

POLICE DUTIES AND RESPONSIBILITIES

1. Law Enforcement District Level

- (a) Legislation redefining police functions throughout the state should be enacted.
- (b) Legislation should be enacted giving full police powers to officers when serving in their own jurisdictions and also in any other Law Enforcement District when requested.

2. Maine State Police

- (a) Statutory duties should not be changed.
- (b) Additional personnel should be hired and assigned to the Bureau of Criminal Investigation.
- (c) A statewide crime analysis capability should be developed and implemented.

3. Maine Sheriffs

- (a) Maine should terminate the legal authority of the 16 sheriffs to enforce the criminal laws of their counties.
- (b) There should be no change in the sheriffs' duties and responsibilities as officers of the court and participants in civil processes.

RECRUITMENT AND CAREER DEVELOPMENT

1. Maine should establish a Central Police Recruitment, Standards and Training Commission. The Commission should be vested with the authority to:

- (a) Develop and administer recruitment programs;
- (b) Develop and implement a formal candidate screening and selection process;
- (c) Establish minimum standards for selected supervisory and specialist positions;
- (d) Develop and administer a lateral movement program in all municipal police departments.

2. Maine should develop and implement a new personnel and career development structure.

3. The state should enact legislation to provide the necessary funds for the Maine Criminal Justice Academy as the centralized training facility for all police in the state.

SALARY AND PENSION STRUCTURE

1. A statewide police salary structure should be established;
2. A central police pension system and health insurance plan should be established;
3. A state-funded educational incentive pay program for all police personnel should be established.

LEGAL ADVISORY SERVICES

The state should enact legislation providing for a full-time police legal advisor to each Law Enforcement District.

LABORATORY SERVICES

1. The state should assign responsibility to the Department of Public Safety for providing laboratory services.
2. The state should provide the necessary funds to establish a forensic science institute which meets national forensic science laboratory standards.

DETENTION FACILITIES

Detention should be considered to be outside the scope of law enforcement responsibilities. Detention facilities and services should be provided by state and county correctional agencies.

Figure 1 sets forth the agencies and their assigned responsibilities for providing police services under the new police structure recommended for the state. The full final report describes each of these functions in greater detail.

Figure 2 is a map of Maine showing possible cohesive geographical areas into which the state can be divided to provide approximately 20 police districts, each serving roughly equivalent populations. The full final report describes each of these districts in greater detail, indicating geographical features, population factors, existing police services, and like matters. Maps for consolidation of greater and lesser population groupings are also included in the full final report.

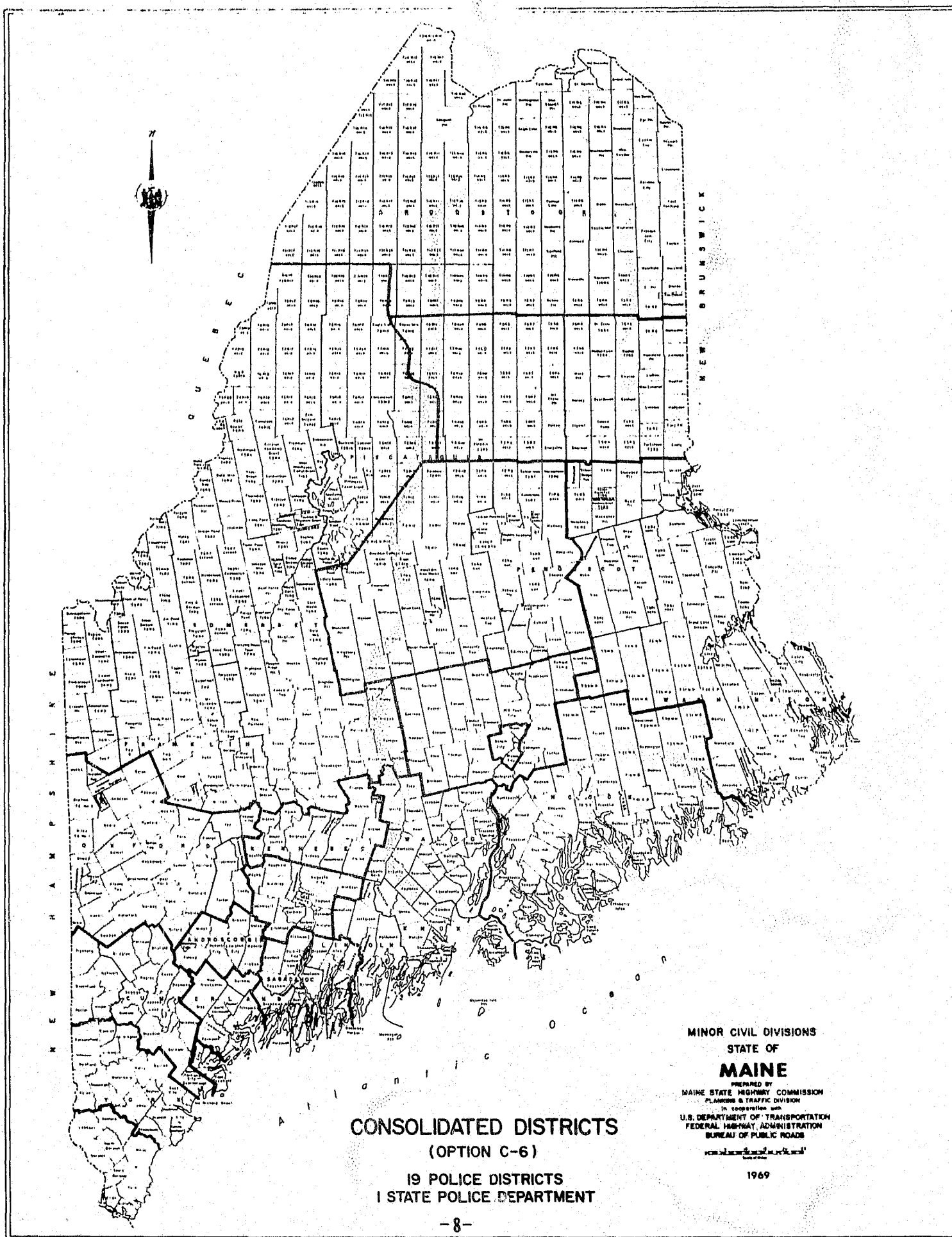
Because of the sweeping nature of the recommendations and the complexity associated with their acceptance and implementation, the full final report also recommends use of a prototype district as a test-bed and demonstration vehicle. Section 6 of this Executive Summary describes the proposed prototype and steps necessary to move forward with the recommendations of the Phase II Study.

Figure 1

ALLOCATION OF POLICE SERVICES UNDER PROPOSED CONSOLIDATION

Police Functions	Consolidated District Police Departments	State Police	Sheriff's Office	Department of Public Safety	Criminal Justice Academy	Police Recruiting & Selection Board
A. <u>Field Services</u>						
1. Patrol	•	•				
2. Traffic	•	•				
3. Investigations	•	•				
4. Juvenile Services	•					
B. <u>Auxiliary Services</u>						
5. Records	•	•				
6. Communications	•	•				
7. Laboratory				•		
8. Evidence Collection and Preservation	•	•		•		
C. <u>Staff Services</u>						
9. Public Information and Police/Community Relations	•	•				
10. Planning	•	•				
11. Training					•	
12. Legal	•	•				
13. Recruiting and Selection						•
D. <u>Other</u>						
14. Sheriff's Services *			•			
15. Detention *			•			

* Not Law Enforcement



FACTORS CONSIDERED

In the Phase II Study, five major categories of information were dealt with and considered carefully: (1) the present situation; (2) national standards and guidelines; (3) functional effectiveness levels, (4) population trends, and (5) crime trends. They are summarized below.

2.1 The Present Situation

A "given" for the present study was the present structure for delivery of police services in Maine, namely, 112 municipal police departments, 16 sheriffs' departments and the State Police Department.

The Phase II Study divided all police activities into fifteen functions and surveyed their general availability and proficiency. In addition, it reviewed the Phase I findings and conclusions. The police services structure, as depicted in the Phase I Study Report (with which the Phase II Study concurs) is as follows:

"The State of Maine has 129 police departments at the municipal, county, and state levels. These agencies employ almost 2,000 full-time personnel. Support for these agencies in 1970 requires operating expenditures surpassing \$19 million. The major proportion of the expenditures is for personnel.

"The kinds and levels of services and functions being provided by and engaged in by police departments have been called the police services Inventory. Analysis of the Inventory reveals the police agencies are committing the major share of their resources to two police field services: patrol and traffic. Second priority commitment is to communications and investigations. Beyond these, commitment is to auxiliary and staff services, in that order. Evaluation of the Inventory revealed that an increase in the size of the State's police services Inventory is needed. Increases are needed most in planning, juvenile services, public information and police-community relations, evidence collection and

preservation, investigations, legal services, and records.

"Statutory prescriptions of police powers and geographical jurisdictional authority provide potential for duplication of effort among police agencies. Although duplication or overlap of legal authority to provide police services exists, operational or actual Duplication of effort is prevalent only to a limited degree. Fragmentation or uncoordinated provision of police services, however, is apparent.

"Analysis of the Level of police services and functions revealed that the incidence of non-service and limited service throughout the State is pronounced. Nonservice applies when a department does not engage in a service or function at all. Limited service applies when a department engages in a service or function, but the service or function is limited in scope, informally administered, and the department cannot or does not assign at least one full or part-time specialist to the service or function. Limited service is more prevalent than non-service. Small departments experience significantly higher incidence of nonservice and limited service than do either medium-sized or large departments. Highest incidence of nonservice and limited service is in those service and functional areas cited above as ones where major additional resource commitments are needed. Lowest incidence of nonservice and limited service is in laboratory services, detention and identification, patrol, communications, and traffic. Nonservice and limited service are inversely related to quality: The higher the incidence of non-service and limited services and functions, the lower the quality of services and functions.

"Quality of services and functions in the aggregate is modest. Departments throughout the State achieved a composite quality rating of 47 percent. (One hundred percent would be achieved if every department administered

services and functions which, in practice, approached the highest degree of quality attainable.) Substantial upgrading of the quality of services is required. Those services and functions most in need of upgrading are communications, investigations, training, and personnel management. Those least in need of upgrading are patrol and evidence collection and preservation. Quality of services and functions tend to be higher among larger departments than among either medium-sized or small departments.

"Two major objectives of those responsible for improving Maine's police services system should be: reducing the incidence of nonservice and limited service and upgrading the quality of services and functions. It is possible that these objectives would more likely be achieved through modified police services structures than through the present structure which is dominated by small police departments."

2.2 National Standards and Guidelines

In Phase II a search was conducted to identify standards applicable to the State of Maine in its desire to upgrade its law enforcement services. It was found that over the past six years, major national studies regarding police organizations and the delivery of police services have been conducted by following four organizations:

<u>Group</u>	<u>Acronym</u>
. The President's Commission on Law Enforcement and Administration of Justice. (1967)	PC
. Advisory Commission on Intergovernmental Relations (1971)	ACIR
. Committee for Economic Development (1972)	CED
. National Advisory Commission on Criminal Justice Goals and	

Group
Standards (1973)

Acronym
NAC

Relevant recommendations of these studies are summarized on the following pages.

Figure 3
CROSS REFERENCE OF NATIONAL
STUDY RECOMMENDATIONS

RECOMMENDATIONS	National Study			
	PC	ACIR	CED	NAC
<u>Area 1:</u> Standards, Recruitment, Selection and Training				
Should be provided by state for benefit of all police departments	X	X	X	I
Should be paid for by state	I	X	I	I
State should encourage public and private education programs for police		X		
Local governments should incentivize officers to take advantage of educational opportunities		X		
<u>Area 2:</u> Minimum Size for Effective Police Operations				
Recognition that police departments of less than 10 officers cannot provide adequate services	I	X	I	X
Police departments of less than 10 men should be consolidated into larger organizational units	I	X	I	X
Recognized ways of achieving larger aggregations of organizational effectiveness				
Consolidating entire departments	I	X	I	X
Consolidating certain functions only (e.g., records)	X	I	I	X
Having higher organizational unit provide services	X	X	X	X

X = Express
I = Implied

RECOMMENDATIONS	National Study			
	PC	ACIR	CED	NAC
Obtaining services by contract		X		X
Inter-local mutual aid pacts				X
Consolidation/centralization should be done in a way to preserve local independence and control	X			X
<u>Area 3:</u> State Level Support to Local Law Enforcement				
State agencies should provide support in the following primary field service areas:				
Felony investigations	X		X	
Organized Crime			X	
State agencies should provide support for the following auxiliary services:				
Records	X	X		I
Communications	X			X
Laboratories		X		X
Information and intelligence				X
State agencies should provide support in staff services generally			X	

X = Express
I = Implied

RECOMMENDATIONS	National Study			
	PC	ACIR	CED	NAC
<u>Area 4:</u> Regional Pooling and Sharing of Services				
Municipal and county law enforcement agencies should provide jointly for their needs for assistance in the following field services:				
Investigations				X
Tactical operations				X
Municipal and county law enforcement agencies should provide jointly for their needs in the following auxiliary services:				
Communications				X
Records				X
Identification				X
Laboratories	X			X
Equipment and buildings	X			
Information and intelligence	X			X
Auxiliary services generally		X		X
Municipal and county law enforcement agencies should provide jointly for their needs for the following staff services:				
Planning	X			

X = Express
I = Implied

RECOMMENDATIONS	National Study			
	PC	ACIR	CED	NAC
Purchasing	X			X
Public information	X			
Personnel recruitment, selection and training				X
Community relations				X
Staff services generally		X		
<u>Area 5:</u> Use of Multi-Jurisdictional Task Forces				
Joint multi-jurisdictional task forces are recommended for use against problems that cross jurisdictional lines:				
Organized crime		X		
Other, or in general	X	X		
Extraterritorial police powers recommended to support task force efforts		X		
<u>Area 6:</u> Detention of Arrested Persons				
The responsibility for custody of persons in detention should not be a police function	X			X

X = Express
I = Implied

RECOMMENDATIONS	National Study			
	PC	ACIR	CED	NAC
<u>Area 7:</u> Law Enforcement for Rural Areas				
Use of the following are recommended ways to assure adequate police services to rural areas:				
State personnel on contract basis		X		
State police		X		
Legislative inducements for consolidation		X		

X = Express
I = Implied

In general, these studies agree on the relationship between police effectiveness and the size of the unit providing police services. However, none of the studies provides a means for comparing and evaluating alternative delivery structures. Rather, they assume the existing structures will continue to exist and then recommend piecemeal ways of making them work more effectively. Thus, while the recommendations of these studies were examined and are useful, it was necessary to develop a special approach for this project.

2.3 Functional Effectiveness Levels

All authorities agree that police departments of less than ten sworn officers cannot, by virtue of their size, offer a full line of professional grade police services. On this basis, 92 of Maine's 129 departments are underpowered (see Figure 4). In the Bureau's opinion, due to inherent relationships, police departments with less than 40 officers cannot offer a full line of professional grade services. On this basis, only five of the 112 municipal departments in Maine can approximate a full line of police services.

Figure 5 indicates the various manning levels at which various functions emerge in normal police work, and Figure 6 indicates typical manpower deployment at varying sizes of police departments. The full final report reviews each of the police functions in greater detail.

FIGURE 4

OFFICER STRENGTH IN MAINE POLICE DEPARTMENTS

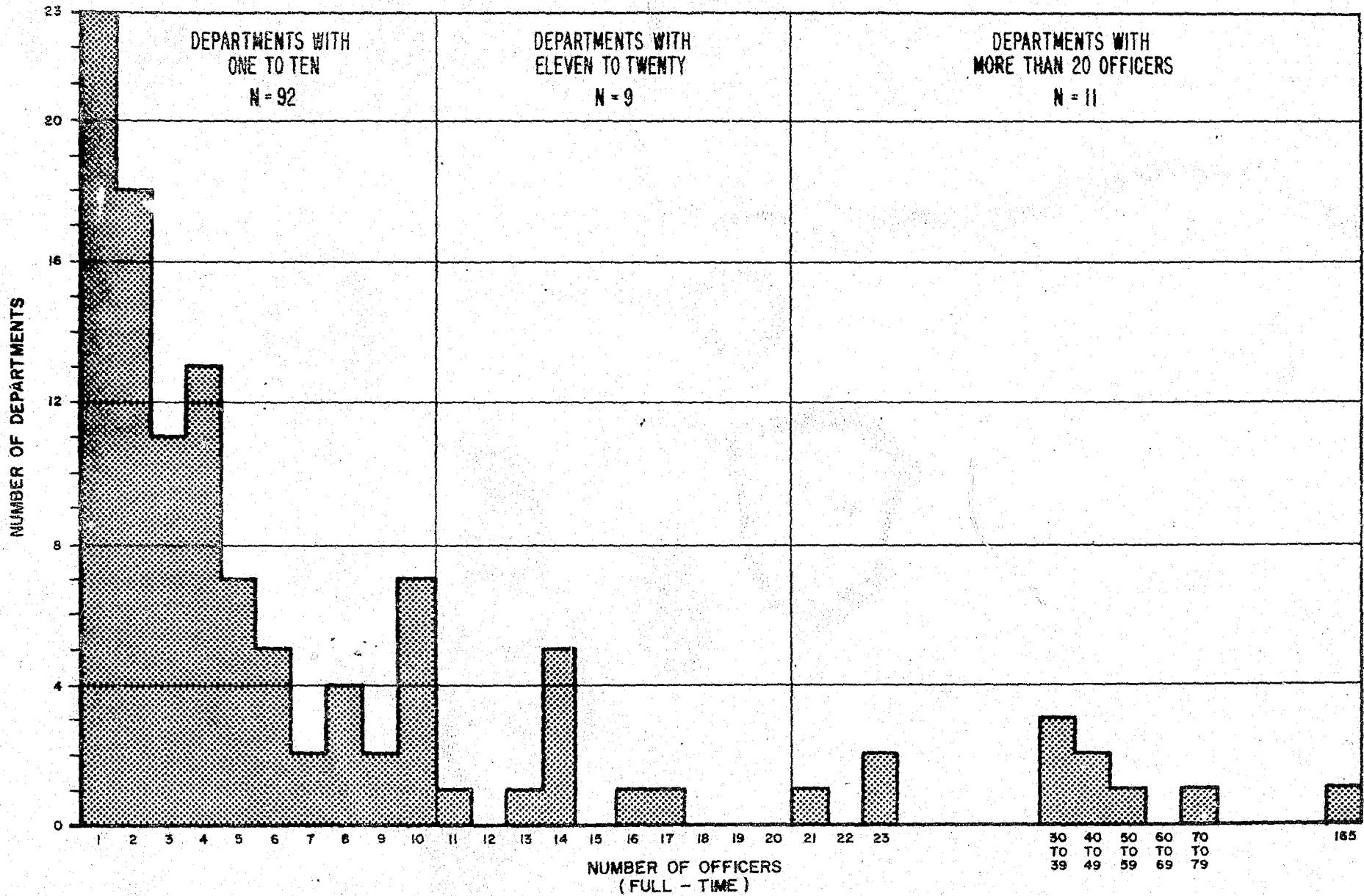


FIGURE 5
QUALITY OF SERVICES AS A FUNCTION OF SIZE

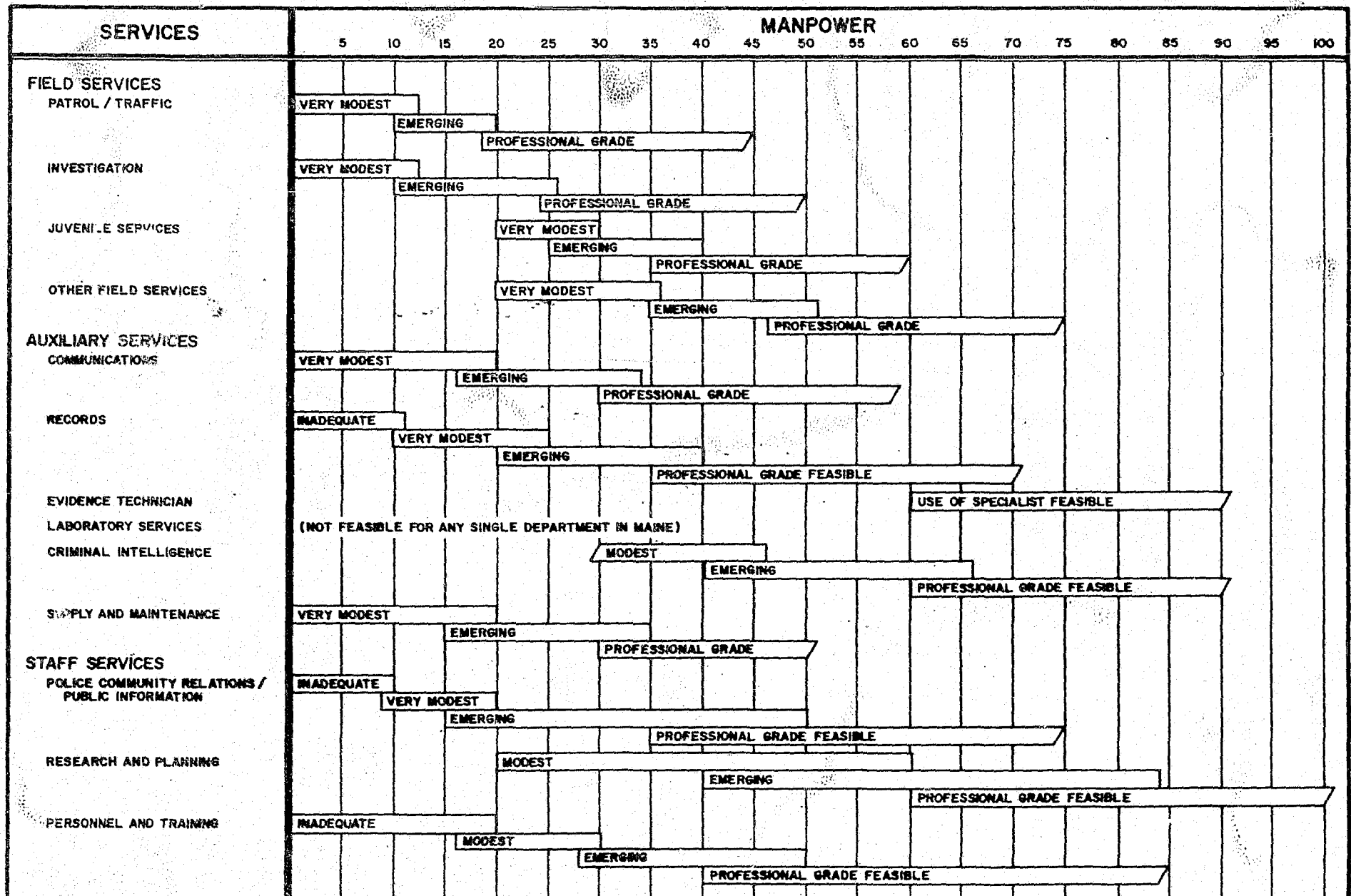


Figure 6

	Size of Department in Equivalent Full-Time Employees										
	1	5	10	15	20	25	30	35	40	45	50
<u>Field Services</u>											
Patrol and Traffic	+	3	6	9	12	15	18	21	24	27	30
Investigations	+	+	+	1	1	2	2	2	3	3	3
Juvenile Services	0	0	0	0	+	+	1	1	1	1	1
Other Field Operations (Vice)	0	0	0	0	+	+	+	+	+	+	1
<u>Auxiliary Services</u>											
Communications	+	+	2	2	4	4	5	5	5	5	5
Records	+	+	+	+	1	1	1	1	2	2	2
Evidence	0	0	0	0	0	0	0	0	0	0	0
Laboratory	-	-	-	-	-	-	-	-	-	-	-
Intelligence	+	+	+	+	+	+	+	+	+	1	1
Other	+	+	+	+	+	+	+	+	+	1	1
<u>Staff Services</u>											
Public Information/Community Relations	+	+	+	+	+	+	+	+	1	1	1
Research, Planning and Financial Management	+	+	+	+	+	+	+	+	+	+	+
Personnel and Training	+	+	+	+	+	+	1	1	1	2	2
Legal Services	+	+	+	+	+	+	+	+	+	1	1
Other	+	+	+	+	+	+	+	+	+	+	+

2.4 Population Trends: 1971 - 1985

While Maine is predominantly a rural state, the characteristics and distribution of its population are diverse in nature. A large part of Maine's land area consists of unorganized territory with a population density of less than ten persons per square mile, while the southeastern population corridor, which extends from Kittery to Bath, has a population density of more than 100 persons per square mile.

The population projections to 1980 indicate a slight increase in the rate of growth to 4.6 percent, yielding an increase of only 44,500 persons. Extending these projections into 1985, Maine is expected to have 1,063,000 inhabitants, or an increase of 6.7 percent over the 1970 population base. Figure 7 shows the growth rates to 1985.

Figure 7

ACTUAL AND PROJECTED RATES OF GROWTH
IN POPULATION FOR MAINE
(1940 - 1985)

TIME PERIOD	Percent Increase Over Previous Period									
	1	2	3	4	5	6	7	8	9	10
1940-1950										7.9%
1950-1960										6.1%
1960-1970				2.5%						
1970-1980						4.6%				
*1970-1985										6.7%

*Note change in time period. Increase 1980-1985 : 2.1%

Although these rates are not high, there are indications that the population is shifting to a relatively small number of population centers located throughout the southern and mid-coastal sections of the state. It is in these areas that the largest population increases will be experienced during the years 1970-1985. Concomitant with these changes will be an increased demand for police services.

Maine's current ratio of police to population (1.1 officers per thousand population) falls far below the national average of 2.4 per thousand in 1971, and will probably have to be increased if the state is to stabilize the rates of crime in the years ahead.

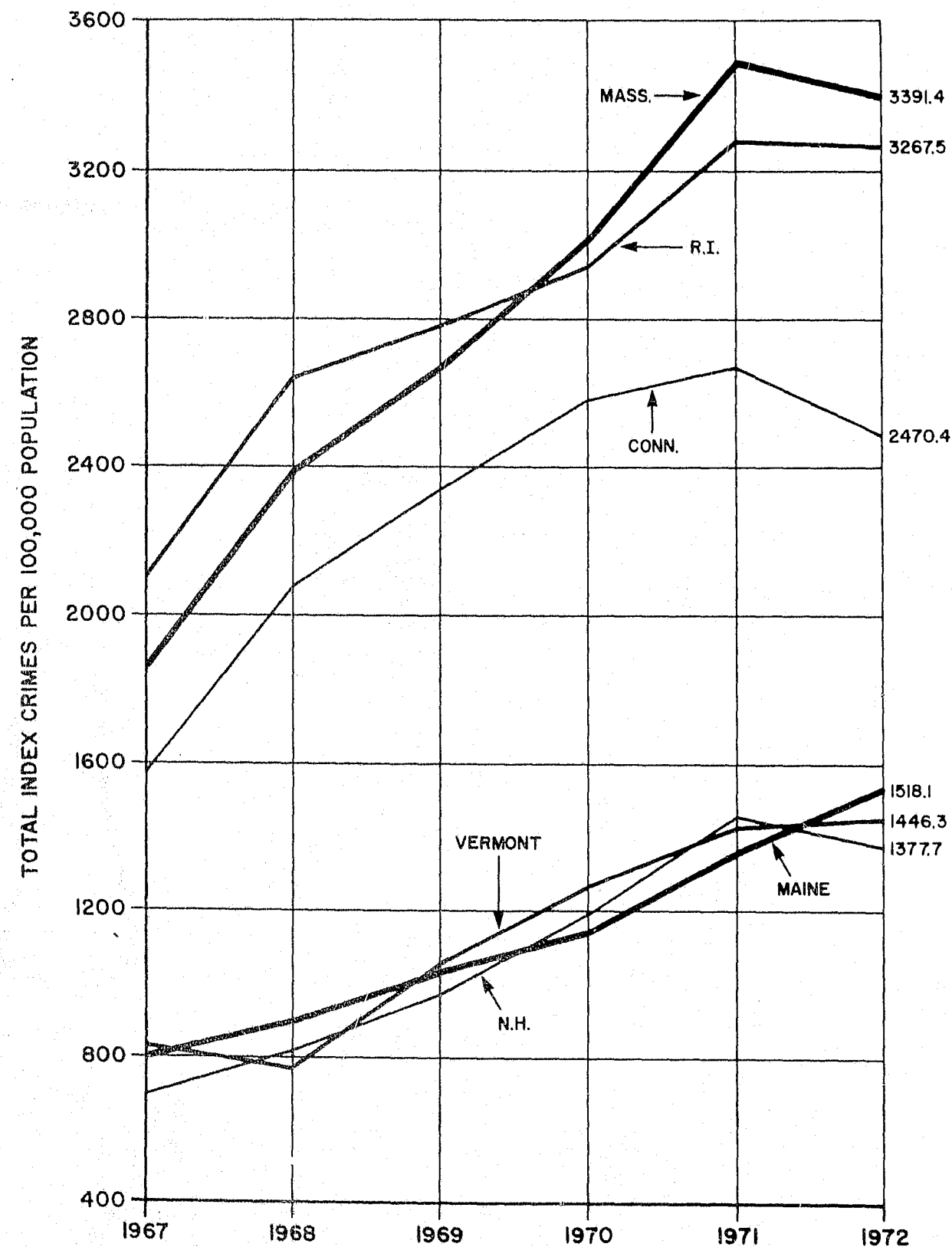
If the decision is made to increase the number of police personnel in the state, the expected population growth rate favors orderly expansion. Other than an initial infusion of personnel into the system to raise the ratio of police to population closer to the national average, the seven percent population rate increase projected for the period up to 1985 indicates a minimal increase in the numbers of police personnel each year to maintain that satisfactory ratio.

2.5 Crime Trends

Analysis of crime trends in Maine indicates a general increase in the volume of serious crime over the past decade, with the greatest proportion of crime involving offenses against property (see Figure 8). Thus, principal law enforcement emphasis should be on the improvement of techniques to reduce property crime.

The distinction between municipalities will be affected by the projected population changes in urban and rural areas, the building of large shopping centers between cities, and improvement of state and local roadways. The increase in traffic and mobility means that criminal acts previously located in urban centers will expand to larger geographical areas. This will affect the need for police coverage over a larger area, as well as greater coordination between police departments and improved command and control systems.

FIGURE 8
COMPARATIVE RANKING
TOTAL INDEX OFFENSES
NEW ENGLAND STATES
1967 - 1972



FRAMEWORK FOR EVALUATION

The search for national standards or guidelines, produced useful information, but did not provide a tool for comparing alternative delivery structures. As a result, this study involved defining a range of options for Maine, and an evaluation framework. The options, evaluation framework, and conclusions are summarized below.

3.1 Alternative Structures

Eight optional police services structures were considered: A-1, A-2, and A-3 are the status quo plus two variations on it; B-4 is a county/metro approach; C-5, C-6, and C-7 are police district oriented options; and D-8 is a statewide unitary police force approach. These options, described in detail in the final report, are presented briefly here.

- A-1: Status quo with 112 police departments, 16 sheriffs' officers, and one State Police Department. In the normal course of affairs, the 112 figure will grow year by year. Nevertheless, it is used unchanged for present purposes, as it is the number from Phase I.
- A-2: Status quo plus consolidation of certain functions across local jurisdictions.
- A-3: Status quo plus replacement of all existing and emerging 1 and 2-man departments with contract law enforcement.
- B-4: County/metropolitan organization of all police services other than State Police. Portland and Lewiston/Auburn would be metropolitan areas. All other policing would be done along county lines under sheriffs' supervision.
- C-5: Police Department consolidation into approximately 30 units, including sheriff's law enforcement services, which collectively cover the entire state.

- C-6: Police department consolidation into approximately 20 units, including sheriffs' law enforcement services, which collectively cover the entire state.
- C-7: Police department consolidation into approximately 10 units, including sheriffs' law enforcement services, which collectively cover the entire state.
- D-8: One unitary, statewide police department for the entire state.

In selecting the above structural options, the intent was to cover the range of reasonable possibilities and meet the following objectives:

- . Increasing police operations to a size which enables effective field operations and adequate specialized support functions;
- . Standardizing the quality of services provided throughout all police units in Maine;
- . Equalizing the quantity of police services available in different parts of the state;
- . Maintaining a balance among the various types of functions that collectively make up police services; and
- . Providing incentives for capable persons to become police officers and remain in the field for an entire career.

3.2 Evaluation Criteria

Criteria developed for this study include output-oriented criteria, i.e. how well the goals of a police department are achieved, and to what degree citizen satisfaction is achieved; process-oriented criteria, which relate to the internal functioning of the department; input-oriented criteria, which relate to the

resources required to maintain the police operations; and "other" criteria, which include other matters, such as community control.

These criteria, and the scoring of the eight options on a subjective basis by the Bureau's research team, are shown on the following pages.

Comparisons were made among all options with reference to a given criterion. Scoring was made as simple as possible, with only three values: marginal/submarginal (marked "--" and scored zero); adequate (marked "+" and scored as 1); and more than adequate (marked "++" and scored as 2).

While the use of explicit criteria, weights, and measures gives an aura of objectivity about the process and does, in fact, make it explicit, visible, and open to challenge and improvement, one should not lose sight of the fact that the entire framework as well as the formulation of options and their evaluation by means of the criteria and framework is based fundamentally only on the informed judgment of many people, both those on The Bureau's study team and personnel in Maine who directly or indirectly contributed in one way or another. The framework and associated process is not held out as being totally objective or susceptible to quantitative treatment. Quite the opposite--it is judgmental through the core. But it is also explicit, a feature which allows the informed reader to understand how the conclusions were derived and invites him to "second guess" the approach and results if he should so desire.

OUTPUT-ORIENTED CRITERIA

	Options							
	A-1	A-2	A-3	B-4	C-5	C-6	C-7	D-8
<u>Category 1</u>								
Degree of Visible Presence	-	-	-	++	++	++	+	+
Response Time	+	+	+	++	++	++	++	++
Calibre of Resp. Officer	+	+	-	++	++	++	++	++
Effectiveness of Invest.	-	+	+	++	++	++	++	++
Fairness in Traffic Enf.	+	+	+	++	++	++	++	++
Effectiveness in Order Con.	-	+	+	++	+	++	+	++
General Helpfulness	+	+	+	++	++	++	+	+
<u>Category 2</u>								
Crime Rates	-	-	-	-	++	++	++	++
Accident Rates	-	-	-	++	++	++	++	++
Geographical Coverage	-	-	+	++	++	++	++	++
Degree of Non-Discrimin.	+	+	+	+	+	+	+	+
Responsiveness to Local Needs	+	+	++	++	++	++	-	-
Resistance to Corruption	+	+	+	-	++	+	+	-
Adaptability to Change	-	-	+	-	++	+	+	-
Degree of Equal Quality of Services	-	-	-	-	++	++	++	++
COMPOSITE SCORES	7	9	11	21	28	27	22	21

Note: "-" is scored 0
 "+" is scored 1
 "++" is scored 2

PROCESS-ORIENTED CRITERIA

	Options							
	A-1	A-2	A-3	B-4	C-5	C-6	C-7	D-8
Degree of Radio Support for Patrol	-	-	+	++	++	++	++	++
Degree of Radio Support for Other Field Services	-	-	-	++	++	++	++	++
Degree of Access to Teletype	-	-	-	+	++	++	++	++
Degree of Record System Support to Field Services	-	+	-	+	+	++	++	++
Degree of Evidence Technician Support to Investigators	-	-	+	+	+	++	++	++
Degree of Criminal Intelligence Support to all Operations	-	-	-	+	+	++	++	++
Degree of Personnel and Training Support to Field and Auxiliary Services	-	-	-	-	+	++	++	++
Degree of Incentivization for Recruitment of New Officers	-	-	-	-	++	++	++	++
Degree of Incentivization for Career Decisions by Officers	-	-	-	-	++	++	++	++
Degree of Other Staff Support to Field and Auxiliary Services	-	-	-	+	++	++	++	++
Degree of Supply and Maintenance Support to all Operations	-	-	-	+	+	++	++	++
COMPOSITE SCORES	0	1	2	10	17	22	22	22

Note: "-" is scored 0
 "+" is scored 1
 "++" is scored 2

INPUT-ORIENTED CRITERIA

	Options							
	A-1	A-2	A-3	B-4	C-5	C-6	C-7	D-8
<u>One-Time Capital Costs</u>								
Detailed Design and Planning	++	++	++	+	+	+	-	-
Added Personnel Recruitment and Training	++	++	++	+	+	+	-	-
Added Equipment Procurement	++	++	++	+	+	+	-	-
Facilities Acquisition or Modification	++	++	++	+	+	+	-	-
<u>Annual Operating Costs</u>								
Personnel	++	++	++	-	+	+	+	+
Personnel Recruitment and Training (Annual)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Vehicles and Their Support	-	-	-	+	++	++	++	++
Other Equipment and Supplies	-	-	-	+	++	++	++	++
Maintenance and Other	-	-	-	+	++	++	++	++
COMPOSITE SCORES	10	10	10	7	11	11	7	7

Note: "-" is scored 0
 "+" is scored 1
 "++" is scored 2

OTHER CRITERIA

	Options							
	A-1	A-2	A-3	B-4	C-5	C-6	C-7	D-8
Ability to Meet Minimum Size Criteria for Field Services	-	-	-	+	++	++	++	-
Ability to Meet Minimum Size Criteria for Auxiliary Services	-	-	-	+	++	++	++	+
Ability to Meet Minimum Size Criteria for Staff Services	-	-	-	-	++	++	++	+
Ability to Provide Task Forces for Emergency Conditions	-	+	++	+	++	++	++	++
Degree of Local Community Control over Operations	++	++	++	++	++	++	++	-
Ability to Conform to National Standards and Practices	-	-	-	+	++	++	++	+
Relative Ease of Implementation	++	++	+	++	+	-	-	-
COMPOSITE SCORES	4	5	5	8	13	12	12	5

Note: "-" is scored 0
 "+" is scored 1
 "++" is scored 2

3.3 Conclusions

Figure 9 is a summation of the scores of all of the options. C-6 is the preferred option. It involves the consolidation of all municipal police departments and law enforcement activities of sheriffs' departments into approximately 20 departments serving districts which collectively blanket the entire state and contain approximately 65-85 officers in each department. Option C-5, which involves consolidation into approximately 30 departments, each proportionately smaller and serving a smaller population base, is the second choice.

Figure 9
COMPOSITE OF ALL CRITERIA

	Assigned Weight	Options							
		A-1	A-2	A-3	B-4	C-5	C-6	C-7	D-8
Composite Output-Oriented Criteria	(Not Used)	7	9	11	21	28	27	22	21
Composite Process-Oriented Criteria		0	1	2	10	17	22	22	22
Composite Input-Oriented Criteria		10	10	10	7	11	11	7	7
Composite Other Criteria		4	5	5	8	13	12	12	5
CONSOLIDATED COMPOSITE SCORES		21	25	28	46	69	72	63	55

THE BEST SYSTEM AND COST FACTORS

4.1 The Best System

In the Bureau's opinion, the best structure for providing long-term effective police services in Maine is a two-tier structure consisting of the State Police and approximately 20 district police departments at the local level, which collectively blanket the entire state and serve a population base of 45,000 to 60,000 residents. The size of each department would be some 65-85 officers with the exception of greater Portland and Lewiston/Auburn, which would be in excess of 200 and 100 officers, respectively.

This structure involves the use of state agencies for officer recruitment, selection and training, and crime laboratory services. The allocation of these functions to state agencies is recommended for all options under consideration.

The major reasons for accepting this approach are:

- A two-tier structure avoids extreme concentration of police power in a single organization and the problems of fragmentation, limited service and non-service, and fiscal inequality which characterize the present three-tier structure.
- A police structure which blankets the state at the local level will eventually provide more even delivery of police services to all citizens.
- Centralized officer recruitment and selection and training, will assure that the officers who provide the police services will meet or exceed minimum standards for all police officers in the state, at all levels.
- Use of police districts serviced by a police department in the 65-85 officer range (greater Portland and Lewiston/Auburn each having larger departments) means that the police department will be of a sufficiently large size to

achieve the increase in effectiveness that can be obtained through use of specialist personnel.

- e. Use of police departments of the above size, coupled with legislatively provided police powers, will provide Maine with a highly flexible police structure both within districts and for inter-district mutual aid purposes.
- f. Use of departments of the above size, coupled with legislatively authorized lateral entry and central statewide standards and training, will strengthen the process of getting the most qualified officer for any position.
- g. Use of departments of the above size, coupled with legislatively authorized lateral entry and statewide standards, will provide police officers with a widened horizon of career opportunities and the challenge to establish a program of personal skills/knowledge development throughout their professional careers.
- h. Use of departments of the above size will make possible a more efficient use of available police resources, and reduce the size of the increases in police personnel which will be needed.
- i. Consolidating existing sheriffs' functions with those of municipal police departments will allow sheriffs' office personnel the opportunity to participate fully in the mainline law enforcing activity of the state and be provided compensation and benefits appropriate to such service.
- j. The recommended size is sufficiently large to obtain most of the benefits and will keep the problems of transition to a minimum.

4.2 Cost Factors

The costs of running a single police department in a given district should be no greater than present costs, if one assumes that the total number of sworn officers is held constant and the rates of pay are unchanged.

Consolidation of staff services and centralization of some of the auxiliary services will reduce costs in these areas, or release personnel on support duty to perform field work. Whether or not the consolidated approach is used, operating costs will necessarily increase as the number of officers increases and/or police pay scales increase.

The one-time costs of making the transition from the present arrangement to a consolidated district approach is difficult to estimate with precision, and will involve at least the following:

One-Time Statewide Costs

Prototype district experiment	\$300,000
Legislative action in accordance with the recommendations	(unpredictable)*
Public support generation activities to gain legislative and local concurrence	(unpredictable)*
Total	\$300,000

* These are not out-of-pocket expenses that will require funding in any event.

One-Time Costs per District

Detailed transition planning for the district	\$10,000--20,000
Selection and orientation of district commander and key senior officers	\$ 5,000--15,000
Orientation and public relations type activities for benefit of public officials and citizens	10,000--20,000

One-Time Costs per District (Con't)

Acquisition of a district headquarters facility (not new construction) and modification as necessary	\$ 50,000-150,000
Rearrangement of facilities and communication equipment outside the headquarters (radio relays, substations, teletype lines, etc.)	5,000--25,000
Personnel orientation and training program presentations by the Maine C. J. Academy	10,000--15,000
Personnel movement and uniform allowance costs	10,000--30,000
Other one-time costs associated with changing names, repainting vehicles, printing new stationery and forms, etc.	5,000--10,000
Reserve for unforeseen costs	<u>20,000--25,000</u>
Total	<u>\$125,000-310,000</u>

One-Time Savings per District
(applicable to Prototype as well as other districts)

Release of several police facilities	\$(unpredictable)
Release of assorted teletype and telephone lines and instruments and surplus radio base stations	(unpredictable)
Reduction in total numbers of persons involved in staff support	(unpredictable)

One-Time Savings per District (Con't)

Savings achieved by reduction of office equipment and supplies, coupled with the economies from purchases in bulk of such items	(unpredictable)
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Total	<u>\$(unpredictable) *</u>
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* The Bureau believes such savings might be as low as \$25,000 or as high as \$200,000, depending on the circumstances in any specific district.

The net one-time cost per district is determined by calculating all of the new costs called for by a detailed implementation plan and subtracting from that figure all of the savings that will be realized by discontinuing activities or facilities and equipment no longer needed.

IMPLEMENTATION AND THE FUTURE

The recommendations set forth in the previous section call for wide-range changes in current methods. They involve substantial merging and restructuring of municipal and county services and a re-emphasis of the direction of police functions at the state law enforcement level.

The introduction of change within any organization is difficult. Changing organizational patterns in existence for a long time creates major problems. Additional complications arise when the changes involve multiple organizations. Thus, to effectively carry out the project in a coordinated fashion, the following are considered prerequisites to implementation.

5.1 Prerequisites

a. A Legislative Mandate

The nature of the recommendations and their far-reaching effects appear to necessitate a comprehensive legislative program that will lead to statewide acceptance of the recommendations.

b. An Operational Prototype

For the legislative bill to have a reasonable possibility of passage, it would be highly desirable to have the concept tested in an operational manner to show that a 65-85 officer consolidated department can be brought to operational status and will provide the full-service benefits claimed.

In addition to the prototype demonstration, the concept will have to be detailed to the degree needed for statewide implementation; and the necessary legislation will have to be drafted.

c. Voluntary Participation in Prototype

Establishing a prototype test-bed prior to a full legislative mandate will require voluntary participation of a number of departments that

are contiguous to one another, possibly using their joint exercise of powers authority.

d. Detailed Planning for Prototype

All of the above calls for careful planning of the prototype test effort and for the legislation to be drafted on the basis of that experience.

5.2 General Strategy

The general strategy recommended to the Police Services Study Committee and the MLEPAA Board is:

- a. That a prototype test phase be established in the general PSSC/MLEPAA plan of action;
- b. That the prototype test phase include the following:
 - . Identification of a potentially favorable area;
 - . Detailed planning for prototype department organization and operations;
 - . Obtaining all necessary agreements by police departments, sheriffs, and municipal officials to participate;
 - . Coordination of detailed plans with local authorities; and
 - . Implementation of the prototype district department on a voluntary basis.
- c. Based upon the lessons learned from implementation of the prototype department, that:
 - . A statewide implementation plan to be prepared,
 - . Legislation to implement the district approach statewide be drafted in accordance with the above plan;

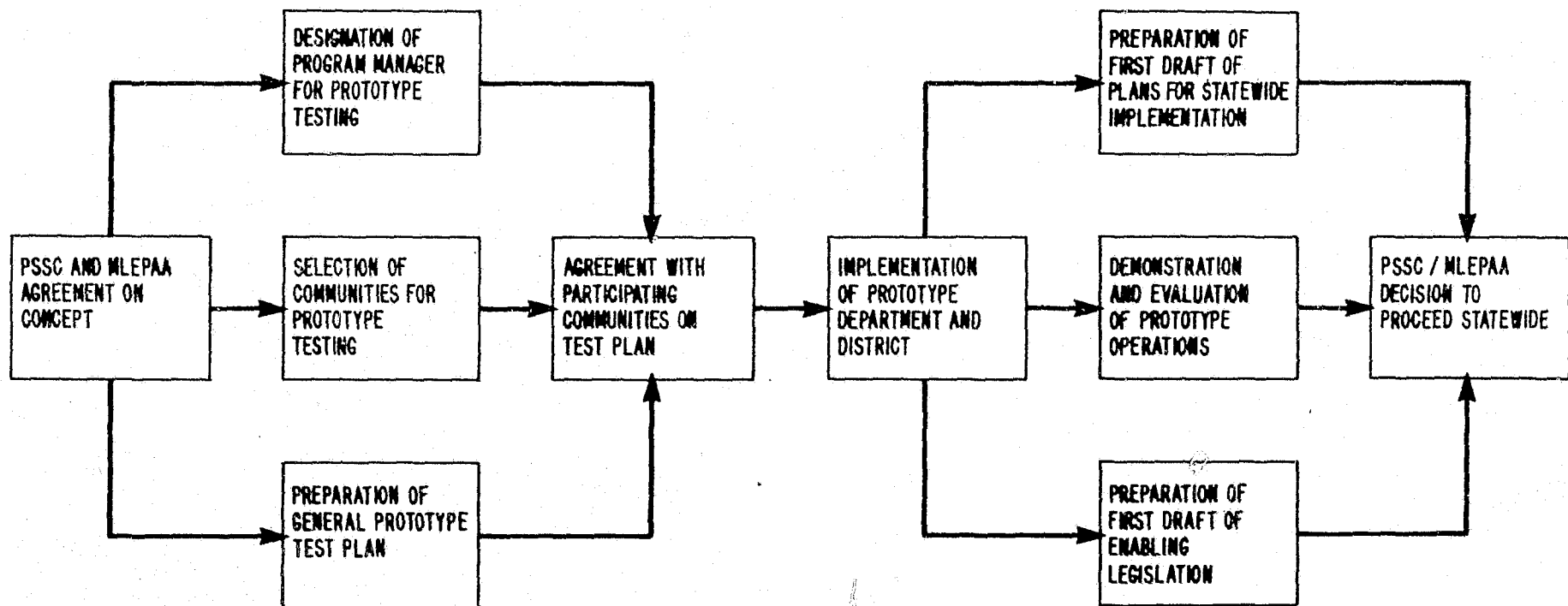
- d. That MLEPAA fund the implementation of the prototype;
- e. That members of the PSSC and MLEPAA Boards personally visit the prototype department after it has been operational for approximately three months and periodically thereafter to ascertain performance;
- f. That the PSSC and MLEPAA decide, on the basis of (a) the prototype operations, (b) the statewide plan, and (c) the draft legislation whether or not (and when) to submit the concept to the Maine legislature.

5.3 Preliminary Plan

Figure 10 presents a summary diagram of a general plan for the prototype demonstration effort. A brief description of each of the steps in the plan follows.

The several steps, which are described in more detail in the full final report, all assure that the start of such process is agreement between the Police Services Study Committee and the Maine Law Enforcement Planning and Assistance Agency on the general concept and general plan for a prototype test and evaluation of the plan.

FIGURE 10
GENERAL PLAN FOR PROPOSED
PROTOTYPE TEST AND EVALUATION



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Selection of Communities

The selection of the communities which will serve in the prototype program is best left to Maine authorities. It is important, however, to include communities in which the municipal leaders and the chiefs of police feel a need for this type of consolidation and an area where the sheriff or sheriffs are sympathetic to the idea.

Designation of Project Manager

The creation of a full-time program manager for the prototype test program is recommended. Some one person is needed to handle the large number of details to be considered and decided upon on a day-by-day basis. The program manager will be responsible for resolving all policy problems that may arise, and should have free and easy access to the PSSC, MLEPPA, and the Attorney General's Department. In addition to the program manager, it will be necessary to appoint a commander of the prototype department to manage the daily activities of the officers assigned to the prototype department.

Preparation of the Prototype Plan

Preparation of the general prototype test plan will involve writing an organizational and procedural manual, determining where and how to obtain personnel, (including specialists if they are not present in the existing departments), and preparing processes for orientation of the officers and communities involved. It is expected that LEAA funding will be needed to cover costs over the normal expenses of the participating departments.

Agreement with Participating Communities

Formal consent of all communities and law enforcement organizations in the area to participate in the prototype experiment should be obtained. Participating communities should then be jointly involved in the detailed planning and preparation of the plan.

Implementation of Prototype Department

The next step is to implement the consolidated department in accordance with the detailed plans. It is recommended that the prototype program be designed to

operate for a minimum of six months and a maximum of 12-24 months. Assuming success with the prototype operation, it is likely that the PSSC/MLEPPA will want to continue it through legislative hearings.

Evaluation and Preparation of Statewide and Enabling Legislation and Plans.

Following the implementation, a draft of the plan should be prepared to reflect statewide implementation. In addition, a draft of enabling legislation should be prepared.

5.4 Legislation

The changes recommended in this report will require the following types of state legislation:

- a. Consolidation of municipal/county law enforcement organizations into a specified number of police districts (and eliminating detention as a police responsibility);
- b. Provision for civilian control over district police departments;
- c. Provision for adequate financial support for district police operations;
- d. Provision for orderly transition from the present municipal/county based law enforcement structure to the new police district structure;
- e. Elimination of law enforcement powers presently held by sheriffs and municipalities;
- f. Restatement of duties, functions, authority, powers, rights, privileges, and immunities of police officers and responsibilities of the new district police structure;
- g. Authorization/requirement for expansion of State Police manning;

- h. Establishment of uniform statewide personnel practices for police, including such matters as standard positions and pay scales, career/longevity provisions, pension program, insurance program and lateral entry privileges;
- i. Authorization/requirement of state-level support services in forensic sciences; central statewide police officer recruitment, testing, selection, and standards, and provision for a state level board of civilian commissioners to oversee state-level functions.

All of the above need not be included in a single legislative bill, although they could be so packaged. Maine authorities familiar with matters of legislative strategy should determine the extent to which the above matters should be presented for consideration by the legislature.

The above needs for legislation cover all of the recommendations which require state law to be carried out. Preparation and adoption of these kinds of legislation will lead to the restructuring of police services in Maine.

CONCLUDING REMARKS

The police services delivery structure recommended for the State of Maine is not as startling or innovative as it might appear. The consolidation of smaller police departments providing minimal service into reorganized units, still controlled by local units of governments but of a size sufficient to provide a complete range of police services to its constituents, has already occurred in several jurisdictions. And the success of those consolidated departments in providing efficient and effective services on an equitable basis has been documented.

The most significant consolidation effort has been underway in England for almost a century. Through "amalgamation" of smaller departments, England in 1966 had reduced the number of police departments from a high of 226 in 1860 to 122 departments serving a population of approximately 43,125,000. Beginning that year, a major amalgamation effort reduced that total further to the present figure of 40 police departments.

Other excellent examples of consolidation are the Provinces of Quebec and Ontario in Canada; Metropolitan Toronto; Nashville-Davidson County, Tennessee; Dade County, Florida; Jacksonville, Florida; and St. Louis County, Missouri.

Both the President's Commission on Law Enforcement and Administration of Justice (1967) and the National Advisory Commission on Criminal Justice Standards and Goals (1973) have discussed the problem in detail and have recommended that each jurisdiction examine closely its existing delivery structures; the capacity of its citizens in communities with small departments to continue funding minimal service police departments which must increase their resources to meet future requirements; and alternative delivery structures.

The recommendations contained in this Executive Summary and detailed in the full final report are in line with the recommendations, standards and goals of the national commissions. They present, we believe, an excellent starting point for the State of Maine to begin working towards its stated goal of making available the most effective and efficient police services possible to all citizens of the state.

END