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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
POLICE TECHNICAL ASSISTANCE REPORT

NCJRS

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ACQUISITIONS

SUBJECT: Livermore Falls and Jay, Maine; Police Departments  
Consolidation Feasibility Analysis

REPORT NUMBER: 76-133

FOR: Androscoggin Valley, Maine, Regional Planning Commission

RACTOR: Westinghouse Justice Institute

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FOREWORD

This request for Technical Assistance was made by the Androscoggin Valley Regional Planning Commission, Auburn, Maine, for the towns of Livermore Falls and Jay, Maine. The requested assistance was concerned with studying the feasibility of consolidating the Jay and Livermore Falls Police Departments, with emphasis on cost-benefit factors, programmatic advantages and disadvantages, and organizational factors.

Requesting Agency:	Androscoggin Valley Regional Planning Commission, Mr. Tom Benoit, Police Planner; Mr. Gaylord Boulitier, Town Manager, Town of Livermore Falls; Mr. Douglas Wiggins, Selectman, Town of Jay
State Planning Agency:	Maine Law Enforcement Planning and Assistance Agency
Approving Agency:	LEAA Region I (Boston), Mr. John M. Keeley, Police Specialist

1. INTRODUCTION

The populations of Jay and Livermore Falls, Maine, are approximately 4,035 and 3,464, respectively. Jay is in Franklin County and Livermore Falls is in Androscoggin County. The town of Jay employs five fulltime and nine parttime police officers; the town of Livermore Falls employs four fulltime and three parttime police officers. There is a Sheriff's Department in each of the counties.

Jay and Livermore Falls are administered by Town Managers who are appointed by a Board of Selectmen in each town (five in Jay, three in Livermore Falls). The Police Departments are funded through town taxes.

The request for technical assistance was made to determine the feasibility of consolidating police efforts or sharing services to increase effectiveness and efficiency. The primary consideration involved a determination of alternative approaches to the provision of police services, with a view toward increasing the quality and level of services to residents of both Jay and Livermore Falls.

The study involved an analysis of statistical factors and other data, including: Costs, reported crime, police activity, staffing, equipment, and other workload criteria. Interviews were conducted with several persons to develop knowledge concerning their views of the quality of police services and their opinions on consolidation. The possibility of Federal assistance in funding a consolidation effort was discussed with a representative of the regional planning office.

The following individuals were interviewed or took part in discussions concerning this study:

- Mr. Tom Benoit, Criminal Justice Planner, Androscoggin Valley Regional Planning Commission.
- Mr. Michael Houlihan, Town Manager, Jay.
- Mr. M. Gaylord Boutilier, Town Manager, Livermore Falls.
- Chief of Police Reuben Harris, Jay.
- Chief of Police Leonard DiMarco, Livermore Falls.
- Mr. David Labbe, Chairman, Board of Selectmen, Jay.

- Mr. Allen Butterfield, Selectman, Jay.
- Mr. Russ McClure, Selectman, Livermore Falls.
- Mr. Douglas Wiggins, Selectman, Jay.

## 2. UNDERSTANDING OF THE PROBLEM

### 2.1 Introduction

The towns of Jay and Livermore Falls are located contiguously in south-central Maine. The major source of employment in the area is the International Paper Company plant, located in Jay, which employs approximately 1,200 persons. Profiles of Franklin and Androscoggin counties, as reported in the Comprehensive Criminal Justice Plan - 1977, are as follows:

#### Profile of Androscoggin County

The Criminal Justice System in Androscoggin County consists of seven organized enforcement agencies; six police departments, one sheriff's department, two District Courts, Lewiston and Livermore Falls, one county jail and two municipal holding facilities, Lewiston and Livermore Falls.

Androscoggin County has an area of 483 square miles with a resident population of about 100,000. The six municipal departments have a total of 161 full-time officers, 28 cruisers, 9 juvenile officers, including two Youth Aide Bureaus, and serve a population of 83,800. Those communities also patrol 568 miles of roads and have a total of about 179 square miles of area.

The Androscoggin Sheriff's Department consists of the Sheriff and 21 Deputies. There are a total of 7 cruisers covering the other 8 communities which have approximately 16,200 population, 305 square miles and 512 road miles.

Of the seven agencies in the county, 30 members have had command training with five departments participating in in-service programs.

The Cities of Auburn and Lewiston together with the Town of Lisbon comprise the SMSA for the area. The bulk of the enforcement personnel lie within this segment with Lewiston at 78, Auburn 39, and Lisbon 9. The other three towns have a total of 9 patrol people.

With the exception of the two largest departments, there is a lack of trained expertise in the specialized areas of enforcement. There may be individuals designated as the specialist in certain areas, i.e. juvenile, but usually this person has had no formal training in his area of expertise. This same holds true as far as have the necessary personnel to properly do their job of enforcement in the areas of jurisdiction.

Each of the agencies have their own dispatching system except that the Sheriff dispatches for both Mechanic Falls and Sabattus. There is direct, base to base communications between Lewiston, Auburn, Livermore Falls and the Androscoggin Sheriff, with Lewiston, Sabattus, and Lisbon having a mutual frequency as well.

An Adult Half-way House is in operation at South Paris for Androscoggin, Franklin and Oxford Counties. This provides for work-release programs for State Prison inmates that qualify in those counties. This also allows for county prisoners to be housed there.

The Superior Court sits at Auburn for the county and the two District Courts are the Eight at Lewiston and the Eleventh Court which sits at Livermore Falls. Both the Superior and District Court systems in the county is on the increase as far as the case load is concerned. (District Court figures can be developed from Judge Ross's office and the Superior Court from the Attorney General's facility). The Grand Jury presentation are now in the vicinity of 150 per month as opposed to about 30 a short while ago. It should be noted that the Superior Court count will not be accurate due to the method used, or the type of information that is wanted, (i.e. one individual charged with five separate felonies could be counted as one or five).

The District Eight Court is woefully inadequate and there should be dual courtrooms developed to handle the case load. This will necessitate a second judge appointed to this court and perhaps a second Clerk of Courts.

There is a Youth Aid Bureau in Lewiston Police Department and another in operation in the Auburn Police Department.



These could be the nucleus of a Youth Service Bureau located within the county operation. This would provide the services necessary for the juvenile area of the criminal justice system. Androscoggin County has many social services available, most of these are currently being used by the Lewiston and Auburn Youth Aid Bureaus. (Refer to that material entitled Youth Services in the Region).

#### Profile Franklin County

The Criminal Justice System in Franklin County consists of five organized enforcement agencies. Four police departments and one sheriff's agency, with a District and Superior Court that sits at Farmington. There is one county jail that serves the entire county as both a holding facility as well as the regular designation.

Franklin County has 1,758 square miles and a resident population of about 25,000. The four municipal agencies have a total of 18 full-time officers and a total of seven cruisers serving a population of 14,000. These communities also patrol 305 road miles and have a total of 189 square miles.

The Franklin Sheriff's Department consists of the Sheriff and 15 Deputies. There are no county owned vehicles used for patrol, so each Deputy uses his own vehicle and most are radio equipped. The Sheriff's Department covers the 14 other towns and the 4 plantations. These communities have approximately 11,000 population with 1,194 road miles and 1,569 square miles.

In Franklin County, no enforcement agency has either command training or in-service programs.

The Town of Rangeley has a one-man department but also serves at the funding source to develop a one-man cruiser for the surrounding communities. This individual works with the resident troopers, the Rangeley department and the Sheriff's men.

The bulk of municipal enforcement lies in the southern end of the county with the contiguous communities of Farmington with seven men, Wilton with four and Jay with three in that area, leaving the Rangeley area with the two earlier described people. The state and sheriff's personnel assist those agencies when requested.

There may be individuals designated as specialists in certain fields of enforcement, but usually this person has no formal training in his area of expertise. This same holds true as far as having the necessary personnel to properly do their job of enforcement in those specialized areas.

The Franklin Sheriff's Department dispatches for the entire county. Both the District Court Twelve and Superior Court case load is on the increase in this county and the figures can be developed from Judge Ross's office and from the Attorney General.\*

Because of the close proximity of Jay and Livermore Falls, there is a feeling among several individuals interviewed that consolidation or some form of mutual agreement between the towns would result in improved police services and cost savings. However, there are those who feel that consolidation could not work for a variety of reasons, which are discussed more fully later.

## 2.2 Law Enforcement Services in Jay

The Chief of Police, who also serves as Police Commissioner, is appointed by the Town Manager at the advice and consent of the Board of Selectmen. There are currently four fulltime sworn officers and nine parttime or special officers. The budget for the Department is voted in at a Town meeting, upon recommendation of a budget committee. The Department is housed in the municipal building, which is a converted school building. The physical plant appears adequate, although there is no holding pen for persons arrested.

The following equipment is owned by the Department:

- Two vehicles.
- One radar unit.
- Teletype system.
- Two bullet-proof vests.
- Two riot guns.
- Two hand radios (two additional units are on order).
- Two cameras.

\*Comprehensive Criminal Justice Plan - 1977, Androscoggin Valley Regional Planning Commission, 1976, pp. 1-3.

The two automobiles are in need of replacement, and the Chief is of the opinion that the Department could use additional ammunition and gas masks.

The 1975 appropriation for the Department was \$48,950; in 1976 \$62,000 was requested. The Department's budget for the past 4 years appears in Table 2-1.

TABLE 2-1

Jay Police Department Budget -- 1973-1976

1973	\$ 43,000
1974	44,500
1975	48,950
1976	62,000

The salary of a fulltime officer is approximately \$4.25 per hour upon completion of recruit school. Special officers are paid \$3.50 per hour. The salary of the Chief of Police in 1975 was \$10,299. Patrol officers work 40 hours per week on rotating shifts, changing weekly. The special officers are used to supplement patrol services, particularly on weekends.

Law enforcement activity has been increasing in most categories over the years. In 1973, there were 791 calls for service as compared to 1,708 in 1975. Vehicle accidents have fluctuated from 99 in 1973 to 139 in 1974 and 109 in 1975. The most frequent crime is breaking and entering. Table 2-2 illustrates reported activity of the Jay Police Department for 3 years.

Sworn police officers have all attended the Maine police training facilities. In addition, the Chief holds in-service training sessions periodically. Officers are recruited through the Maine Municipal Association, which uses a standardized testing procedure.

Although the town can call on the Sheriff's Department or the State Police for assistance, criminal investigations are generally conducted by the Chief or patrol officers. The small number of reported crimes in Jay makes it virtually impossible to determine the effectiveness of the Department in solving open cases. However, several of those persons interviewed felt there was a need for training in the area of crime investigation.

There were mixed feelings about the quality of law enforcement services in Jay. Most of those interviewed felt there is room for improvement:

TABLE 2-2

## Jay Police Department Activity Analysis -- 1973-1975

Arrests & Summons	1973	1974	1975
Allowing use of License .....	-	3	-
Assault on Police Officer.....	-	1	-
Breaking arrest.....	1	2	-
Break, Entry & Larceny .....	4	10	-
Assault & Battery .....	2	-	-
Drinking in Public Place .....	2	-	-
Defrauding an Innkeeper.....	-	1	-
Driving w/o Operator's License....	-	7	5
Driving w/o Lights .....	-	-	1
Driving after Suspension .....	-	12	5
Driving to Endanger .....	-	3	4
Defective Windshields .....	-	5	1
Dog Ordinance .....	-	-	1
Drugs .....	-	7	-
Disorderly Conduct .....	-	3	1
Failure to display sticker .....	-	5	1
Failure to produce registration ....	3	-	1
Failure to report an accident .....	3	-	2
Failure to yield .....	3	-	-
Failure to keep right .....	-	6	1
Failure to stop for officer .....	2	3	1
Failure to appear .....	2	-	-
Failure to pay fine .....	2	-	-
Following too close .....	-	1	-
Hitch-hiking .....	-	-	1
High & Aggravated Assault .....	1	-	-
Illegal attachment of plates .....	-	2	-
Illegal attachment of sticker .....	-	1	1
Inadequate exhaust .....	-	3	1
Inadequate tires .....	-	-	1
Improper passing .....	-	-	1
Interfering with duties of a police officer .....	-	-	1
Leaving scene of accident .....	3	2	1
Larceny from a motor vehicle .....	-	4	-
Larceny of motor vehicle .....	2	-	-
Littering .....	2	6	-
Malicious damages to property .....	-	2	-
Malicious mischief .....	5	-	-
Malicious damages to motor vehicle..	-	2	-
Marijuana violations .....	1	-	-
Motor vehicle violations .....	-	89	-
Operating uninspected .....	-	-	8
Operating while intoxicated .....	15	-	-
Operating unregistered m.v. ....	-	8	1
Operating without license .....	2	-	-

TABLE 2-2 (Continued)

Arrests & Summons	1973	1974	1975
O.U.I. ....	-	25	11
Obstructing traffic ....	2	-	-
Oral threatening communication ....	-	-	1
Obscene phone calls ....	-	-	-
Operating to endanger ....	2	-	-
Other offences ....	-	20	-
Other misc. m/v violations ....	10	-	-
Petty Larceny ....	-	3	3
Registration violations ....	5	-	-
Reckless driving ....	-	-	1
Speeding ....	75	-	48
Stop sign violations ....	10	12	10
Simple assault ....	-	3	1
Taking vehicle without owner's permission ....	-	-	1
Tampering with road sign ....	-	3	-
Tampering with motor vehicles.....	-	2	-
Trespassing ....	-	6	-
Unauthorized noise ....	4	-	-
Unnecessary noise with tires ....	-	-	4
Using motor vehicle without consent	7	-	-
Violations of town ordinances.....	10	7	12
Vexation ....	2	-	-
Violations of Snow mobiles ....	-	5	-
<b>Complaints</b>			
Animal ....	128	169	206
Armed Robbery ....	-	-	3
Afrays ....	-	-	3
Alarms ....	2	6	6
Assault & Battery ....	6	9	11
Attempted Suicides ....	2	3	-
Attempted Larceny ....	-	3	-
Attempted B & E ....	-	-	30
A.W.O.L. ....	1	3	-
Break & Entry ....	12	8	1
Break, Entry & Larceny ....	6	35	22
Bomb Threats ....	3	-	1
Breaking Arrest ....	-	1	-
Bicycles ....	-	4	-
Complaints against police officers.	3	16	5
Civil ....	49	51	21
Cheating by false pretences ....	-	-	2
Drugs ....	3	6	5
Deaths ....	3	6	-
Death by strangulation ....	-	1	-
Disturbances ....	29	19	32

TABLE 2-2 (Continued)

Complaints	1973	1974	1975
Domestic Problems .....	21	19	3
Disorderly conduct .....	1	1	1
Fraudulents .....	2	-	-
Fraudulent checks .....	-	-	2
Fires .....	5	10	30
Failure to produce registration....	-	4	-
Failure to report an accident .....	1	-	-
Failure to stop for an officer .....	2	1	1
Forgery .....	-	2	-
Harassment .....	5	2	3
Hazards .....	23	15	8
Ins. Funds Checks .....	2	2	16
Intoxications .....	4	7	10
Indecent Liberties .....	-	1	1
Juveniles .....	6	5	150
Larceny from a motor vehicle .....	5	5	6
Littering .....	2	6	4
Larceny of motor vehicle .....	-	19	-
Larceny .....	42	64	82
Lost & Found .....	16	17	18
Leaving scene of accident .....	2	3	-
Lewdness .....	-	1	-
Malicious Mishchief .....	26	24	9
Missing persons .....	14	14	-
Motor vehicle violations .....	131	112	360
Use of motor vehicle w/o permission	2	1	-
Mental disorder .....	-	3	-
Misc. violations .....	20	3	102
Nuisance calls .....	7	11	6
Obstructing traffic .....	2	-	1
Obscene phone calls .....	9	2	-
Police Info. ....	38	52	63
Public Services .....	34	35	79
Prowlers .....	3	6	22
Property checks .....	21	60	79
Property damages .....	17	29	26
Police Services .....	-	-	45
Recovered stolen property .....	-	-	17
Services for other departments....	33	51	127
Sus. Persons or vehicles .....	14	34	-
Snow mobiles .....	7	12	14
Stolen property .....	1	-	-
Suicides .....	-	-	11
Threatening Communications .....	4	1	4
Tampering with road signs .....	-	3	-
Trespassing .....	2	5	3
Vandalism .....	18	22	43
Vexation .....	2	2	2
Violation of Town Ordinances .....	-	7	12

Sources: Annual Reports R-76-175

Training in human relations, investigations, supervision and management, weapons handling, and simulation exercises were suggested by persons interviewed as the areas that require such improvement.

There was a difference of opinion about who runs the Department; several of those interviewed maintained that it is being run by the selectmen, who must approve all policy changes.

Despite apparent friction between the two towns, both Chiefs stated that each Department was willing to help the other, and cited instances where patrol officers backed up each other on serious calls.

### 2.3 Law Enforcement Services in Livermore Falls

The Chief of Police in Livermore Falls is appointed by the Town Manager, who is appointed by the Board of Selectmen. The Town Manager also serves as Superintendent of Police. In addition to the Chief, there are three fulltime sworn officers and three parttime officers. Two fulltime and four parttime dispatchers are also employed. The budget for the Police Department is approved at a town meeting. The Department is housed in a new facility; space is generally adequate, and there are two holding pens for prisoners.

The following equipment is owned by the Department:

- Two vehicles.
- A new communications systems.
- Two hand radios.
- One radar unit.
- One shotgun.
- A portable photography kit.

The Chief of Police feels that a modern records system and a teletype system are needed by the Department.

The 1975 appropriation for the Department was \$94,000. The Department's budget for the past 4 years appears in Table 2-3.

TABLE 2-3

Livermore Falls Police Department Budget -- 1972-1975

1972	\$ 57,075
1973	61,200
1974	69,900
1975	94,000

The major increase in the Department's budget is for the provision of a 24-hour dispatching service. The salary of a fulltime officer is approximately \$4.00 per hour, and between \$3.00 and \$3.75 per hour for parttime officers. The salary of the Chief of Police is \$14,000, excluding fringe benefits.\* Patrol officers work a 48-hour week, rotating monthly. Part-time officers are utilized to supplement patrol services, particularly on weekends.

Law Enforcement activity has increased significantly over the years, from 277 calls for service in 1972 to 1,335 in 1975 (see Table 2-4).

Sworn fulltime police officers have all attended the Maine Police training facility or, in the case of one officer, a waiver is being requested on the basis of experience. In-service training is conducted by the Chief, as needed; and efforts are made to send officers to schools that are available.

Criminal investigations are conducted by the Chief or members of the Department. The Chief of Police indicated that additional training in criminal investigation would improve the quality of investigations. The small number of crimes reported makes it impossible to measure effectiveness adequately. The major problems in Livermore Falls appear to be malicious destruction of property and juvenile delinquency.

Almost all of those persons interviewed indicated that the quality of police service in Livermore Falls ranged from good to excellent. There was some feeling that too much emphasis is placed on the use of radar. In 1975, the Department issued 369 summonses, an increase of 82 over 1974. It is interesting to note that the number of vehicle accidents decreased by 30 during the same period. Several of those interviewed also felt that the Livermore Police Department was too "legalistic."

2.4 A Comparative Analysis of Crime and Workload Criteria

The inadequacy of standard records and reporting systems makes it difficult to compare statistics. As noted earlier, the Jay Police Department responded to 1,708 calls for service in 1975, whereas the Livermore Falls Police Department responded to 1,335. Thus, Jay's officers responded to approximately one call for every 2.4 residents and Livermore Falls's

\*Part of the Chief's salary is paid through civil defense funding.



TABLE 2-4

Livermore Falls Activity Analysis -- 1972-1975

	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Complaints Received & Answered	277	616	720	1,335
Summonses issued	83	251	287	369
Arrests	32	59	65	82
Traffic warnings	69	436	498	505
Parking tickets issued	123	224	-	-
Persons investigated	1,120	-	-	-
Vehicles investigated	629	-	-	-
Vehicle accident reports	73	127	175	145
Complaint reports filed	158	380	404	1,064
Breaking & Entering investigation	17	133	156	-
Doors & windows found open	29	78	147	97
Stolen property recovered	1,775	7,900	21,500	21,000

officers responded to approximately one call for every 2.6 residents. There is no significant difference in the number of calls when compared to residents served. Another measure might be the number of calls per sworn fulltime officer, which provides a crude measure of workload. Assuming equality, there were 341 calls per officer in Jay and 333 calls per officer in Livermore Falls; here again no significant difference.

A review of reported Part I crime during a 6-month period in 1974 reveals no major differences between the two towns with respect to criminal offenses (see Table 2-5). The number of offenses reported is too small to conduct any meaningful statistical analysis. The number of offenses per 1,000 citizens is below the national average in all categories. When comparing the towns of Livermore Falls and Jay with offenses reported for the same period in Wilton and Lisbon, there are differences; but here again the numbers are insufficient to conduct an in-depth analysis. The most common serious offense in both towns is breaking and entering.

The lack of an adequate records and reporting system in both towns not only contributes to problems in analysis, but also raises problems related to operational aspects of the Departments. Livermore Falls has attempted to improve its recordkeeping system, but there is a need for a more sophisticated approach to records management.

## 2.5 Cost Factors

Here again, the lack of adequate data makes it difficult to conduct a thorough cost-benefit analysis. There are several measures that can be considered. The first is cost per population. In 1974, the cost of police service in Livermore Falls was almost \$20, whereas in Jay the cost was approximately \$11. In 1975, the costs increased to approximately \$27 in Livermore Falls and \$12 in Jay. It should be noted that the increased costs in Livermore Falls was largely for dispatching services on a 24-hour basis, which is not available to Jay residents. Both towns are currently negotiating an agreement whereby Livermore Falls would provide dispatching services for Jay.

When calls for service is used as a measure, the cost per call in 1975 was \$51 in Livermore Falls and \$29 in Jay (assuming the Department did nothing else). These figures are misleading, however, since they do not account for other tasks and services that each Department provides. There is no cost center information available and no data on which to develop a task analysis. These problems are not unique to smaller departments, but they do make analysis difficult. Furthermore, since all of the data is self-reported, it suffers from considerations associated with this form of evaluation. This does not mean that these findings have no

TABLE 2-5

Towns of Livermore Falls and Jay Reported Crime -- July-December 1974

	<u>Livermore Falls</u>		<u>Jay</u>		<u>Wilson</u>		<u>Lisbon</u>	
	Reported	Cleared %	Reported	Cleared %	Reported	Cleared %	Reported	Cleared %
Criminal Homicide	0	0	1	1 (100%)	0	0	0	0
Forcible Rape	0	0	0	0	0	0	0	0
Robbery	0	0	0	0	0	0	1	0 (0%)
Assault	1	1 (100%)	2	2 (100%)	1	1 (100%)	4	1 (25%)
Burglary	28	2 (7.14%)	24	2 (8.33%)	8	2 (25%)	48	0 (0%)
Larceny-Theft Except Motor Vehicle	18	5 (27.78%)	31	5 (16.67%)	2	1 (50%)	59	1 (1.69%)
Motor Vehicle Theft	2	0 (0%)	3	1 (33.33%)	1	0 (0%)	4	1 (25%)
	49	8 (16.33%)	61	11 (18.33%)	12	4 (33%)	115	3 (2.61%)

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Source: Uniform Crime Reports

value; rather that they should be viewed cautiously.

The primary reason for including comparative data in this report is for its value in studying the impact of consolidation, and not to determine whether or not one department is better or less costly than the other. There are too many other variables that must be considered when attempting to evaluate effectiveness and efficiency.

#### 2.6 Other Factors

In addition to the normal problems involved in an effort to consolidate police departments, there are two external factors that must be addressed: The fact that each Department is in a different county; the need for an awareness of the friction that exists between the two towns.

The legal ramifications surrounding a merger of two police departments in different counties is beyond the scope of this study. Merger or annexation would probably require approval by the towns, the county governments, and action by the State legislature. Because of the tax base offered by International Paper, most observers felt the most likely merger would involve Franklin County annexing the town of Livermore Falls.

The second problem that exists is what appears to be a high level of friction, at times bordering on outright hostility between the two towns. The reasons are varied, according to those interviewed, but a major influence is the differential tax bases in each town. Residents of Jay are taxed approximately 9 mils, whereas in Livermore Falls taxes are about 25 mils. The difference is attributable to the high taxes paid by International Paper, which represent a significant proportion of the Jay town budget.

Whatever the reasons, it is obvious that there is a lack of communication between elected and appointed officials that must be addressed if any significant progress is to be made.

### 3. ANALYSIS OF THE PROBLEM

#### 3.1 Introduction

There are a number of variables that must be considered in any proposal to consolidate services. Some of these are quantifiable, such as workload data, whereas others are not, such as political considerations and personal preference. Emphasis throughout the country is toward consolidation of small departments in order to maximize services and minimize costs.

Where a department is too small, the administrator is limited in his use of personnel and cannot shift resources easily to meet specific problems. This is the case in both Jay and Livermore Falls.

With respect to the acceptable number of officers to police the population adequately, approximately 2 officers per 1,000 residents is generally acceptable in rural areas, although the national average is approximately 2.5 officers per 1,000. It is obvious that such factors as crime rate, geographic area, enforcement responsibilities, and other demographic characteristics must be considered.

A further consideration is the professional level of the departments involved. Effectiveness is, or should be, related to education, training, and experience.

In large measure, effective police service depends upon the support of the community. The department must be free of undue political interference and be responsible to the public.

#### 3.2 Methodology

This study is based on an analysis of the information and data presented in Section 2, and the general principles listed above. The following options exist:

- Maintain the present system.
- Consolidate the Police Departments of Jay and Livermore Falls.
- Develop a shared services approach in as many areas as possible.
- Explore cooperative relationships or consolidation with other departments.

The above options are viewed in terms of the following variables:

- Levels of service.
- Reported crime.
- Staffing capabilities.
- Cost-effectiveness factors.
- Competency of personnel.
- Short- and long-range goals for law enforcement in the two towns.
- Geographic and demographic characteristics of the towns.
- Facilities and equipment costs.
- Intervening political considerations.

Based on the above, an attempt was made to explore each of the options that might be considered.

### 3.3 Analysis of the Present Situation

In general, police services in Jay and Livermore Falls are adequate based upon available statistics. The available figures indicate that citizens in both towns live in relatively crime-free environments, the Departments are service oriented, and efforts are being made to upgrade the quality of services.

A review of workload information indicates that staffing is generally adequate given the number of calls for service, but a lack of data on days and hours of peak activity may indicate inadequate coverage during particular time periods. Such is thought to be the case on weekends by several of those interviewed. Furthermore, given one-man patrols, there may be times when calls have to be stacked.

The investigative capability of the towns is limited by a lack of personnel who are adequately trained in evidence collection and crime investigation.

### 3.3.1 Current Cost Factors

The total cost for law enforcement services in both towns for 1975 was in excess of \$100,000.

The salaries of police officers, while consistent with police salaries in other small towns in Maine, is apparently less than those of many employees in the area having unskilled jobs. In general, police salaries in Maine are below average when compared nationally.

The cost of supplies and equipment for the Livermore Falls Police Department in 1975 was approximately \$12,000, which includes \$8,500 for maintenance of autos and the cost of a replacement vehicle. Figures on supplies and equipment for the Town of Jay were not readily available; however, estimates indicate the costs are comparable with Livermore Falls.

### 3.3.2 Training

There is a strong need to upgrade the quantity and quality of police training in both towns. Mandatory attendance at recruit school is both important and beneficial, but does not address the needs for long-range development of officers. Moreover, there is inadequate training and preparation for parttime officers. The use of in-service training for parttime officers in both Departments helps to some degree, but leaves much to be desired.

Some funding is available for training, but it is difficult to free up personnel to attend formal training programs.

Consideration should be given to the use of training programs available at the State level, and to sending personnel to appropriate seminars and workshops. While there are short-range costs, the long-range benefits in developing professional police officers far outweigh them.

Some specific areas that should be addressed immediately include:

- Criminal investigation.
- Report writing.
- Human relations.
- Weapons training.
- Handling of juveniles.

#### 4. FINDINGS AND CONCLUSIONS

##### 4.1 Feasibility of Consolidation

Based upon the data presented previously and upon law enforcement management principles, it is the Consultant's opinion that efforts should be made to implement a consolidation of the two Departments. Such consolidation would result in the provision of more effective and efficient police services for the citizens of both Jay and Livermore Falls. This conclusion rests on several presumptions:

- The consolidated Department be managed by a single individual who reports to a specific elected body.
- The consolidated Department is provided adequate resources.
- Clear policies be developed with respect to jurisdiction, provision of services, and working relationships during the transition period.
- Agreements are worked out in advance for funding the Departments.
- A formal mechanism is established that will facilitate communications between elected officials in the two towns.

In the event there is an unwillingness to consolidate at this time, an effort should be made to develop cooperative relationships that will increase effectiveness and efficiency. Areas in which cooperative relationships should be explored include:

- Shared dispatching services. This proposal is currently under consideration and could represent an important first step in developing a closer working relationship between the towns.
- Formal mutual aid agreements that will enable officers to assist each other in an emergency and that permit joint jurisdiction.
- Cooperative training relationships.
- Consolidated purchasing to achieve cost savings.



- Shared use of equipment.
- Implementation of a single, modern recordkeeping system.

#### 4.2 Model for a Consolidated Police Department

The following model incorporates the suggestions concerning shared services. The single-department approach ideally offers long-range savings that will not occur if two departments are maintained. A consolidated department will offer some flexibility in the use of resources, better supervision of personnel, and a stronger investigative capability. There will also be some saving in equipment and supplies. A proposed organizational chart appears in Figure 4-1.

By using this approach, there would be a Chief of Police, a deputy chief, eight patrol officers, and one investigator-juvenile officer. Four dispatcher-clerks would provide around-the-clock dispatching, and each should be trained to handle some specific clerical recordkeeping function.

The use of parttime officers would be minimal, and limited to special occasions if at all possible.

The basic work chart of an officer would be 40 hours per week, rotating on a fixed schedule. This model assumes that the Chief and deputy chief would work staggered shifts in order to increase supervision and patrol coverage.

By using the above model, it would be possible to provide a greater level of patrol coverage, particularly during peak days (Friday and Saturdays) and during peak hours (6:00 p.m.-2:00 a.m.). The geographic division permits the use of flexible patrol coverage, again based upon particular needs. Two or three patrol sectors would be established, which would provide maximum coverage to both towns and sufficient backup support for emergencies.

The proposed salary structure includes raises that will make the position of police officer attractive and competitive. This should result in less turnover of personnel, which will result in long-range savings associated with the cost of training as well as the development of a more professional police service.

#### 4.3 Equipment and Facilities

Under this model, four automobiles would be required. Automobiles should generally be replaced every 2 years. By pooling equipment, there

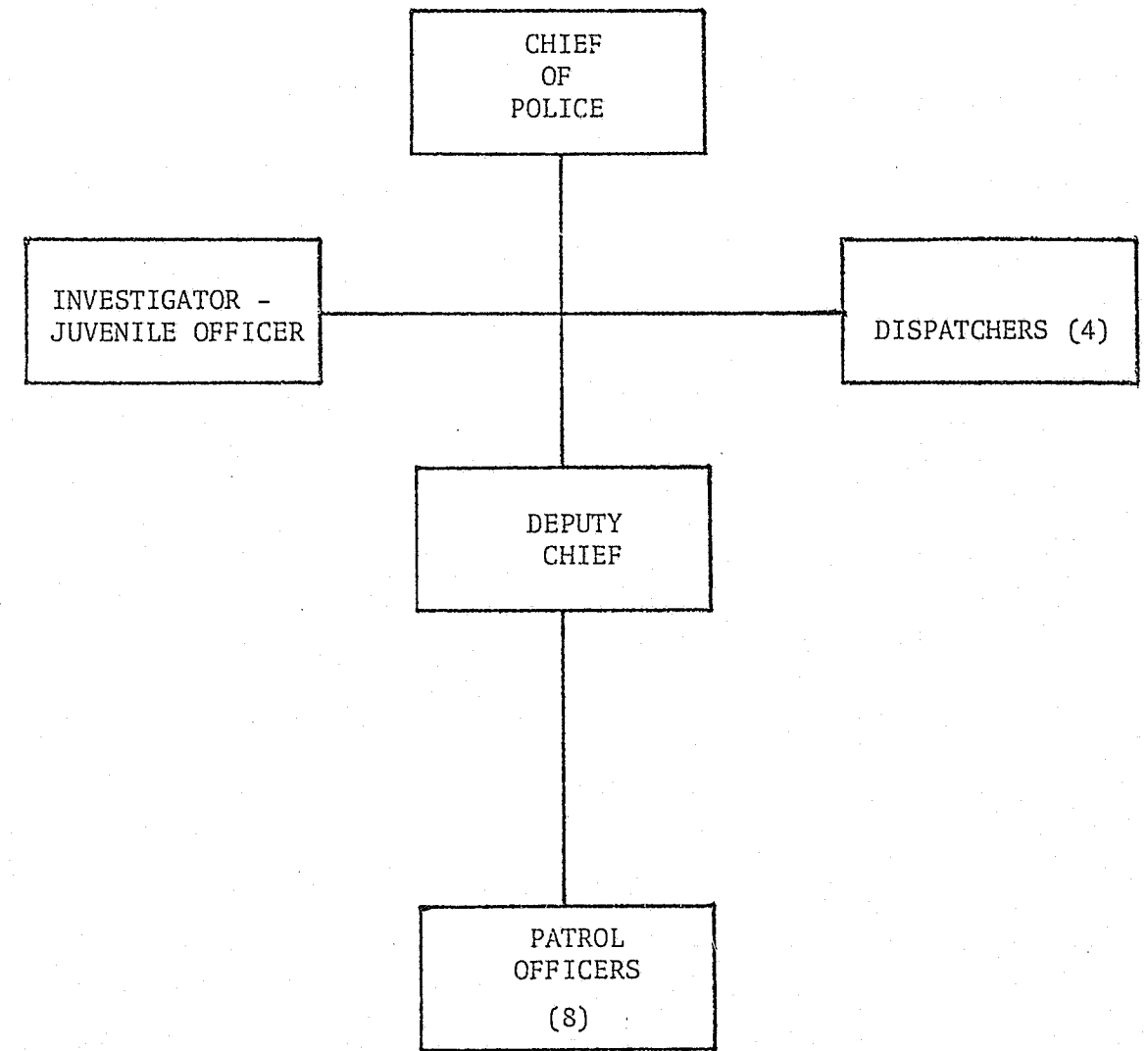


Figure 4-1. Proposed Organizational Chart

should be no additional needs with respect to general equipment. External funding should be sought to implement a more effective records system.

Each patrol officer should be equipped with a hand radio while on patrol. This will increase the safety factor of one-man patrols. The Department might also experiment with hand radios as a replacement for car radios, which has been done successfully in some department.

By using one facility, there should be a saving in cleaning and maintenance. The decision of where to locate will depend on negotiations between the two towns.

#### 4.4 Organizational Considerations

Because of the strained relationship that exists between the two towns, an intensive effort must be made to establish better communications. To be effective, a consolidated police department cannot be responsible to two bodies. One way of alleviating this problem might be to establish a Board of Police Commissioners consisting of two selectmen from each town and the two town managers. The Board would be responsible for overseeing the Department.

Problems of jurisdiction must be carefully worked out prior to implementation. A committee drawn from representatives of each town should be charged with the responsibility of developing a plan for consolidation in cooperation with representatives of the Police Departments.

Nothing has been said here about the selection of a Chief of Police and his deputy. Here again, this decision must be made by elected officials, preferably the Board of Police Commissioners. In selecting the Chief, those responsible should familiarize themselves with Police Chief Selection: A Handbook for Local Government, available from the Police Foundation or the International City Management Association.

#### 4.5 Cost and Funding

The cost of a consolidated police department will, in the long run, prove less expensive than maintaining two departments. A suggested budget appears in Table 4-1. It is presented here in an effort to provide a point for discussion; the budget will ultimately depend in the wishes of the voters.

The proposed budget allows for salary increases, which should be tied to professional development and a willingness on the part of personnel to participate in training programs.

While there is not a large saving based upon previous budgets, there

TABLE 4-1

Proposed Budget for a Consolidated Police Department

Personnel

	<u>Salary</u>	x	<u>Number</u>	=	<u>Cost</u>
Chief of Police	\$ 15,000		1		\$ 15,000
Deputy Chief	13,000		1		13,000
Investigator/ Juvenile Officer	9,000		1		9,000
Patrol Officers	8,000		8		64,000
Dispatchers	6,500		4		26,000
					<u>\$127,000</u>

Fringe Benefits

Estimated at 20% of salaries 25,400

Equipment and Other Costs (Estimated)

Replace two automobiles each year	5,000
Equipment maintenance and repair	1,500
Gasoline	3,500
Training	1,500
	<u>\$ 11,500</u>

Total Suggested Budget \$163,900

should be increased savings over the years. For example, between 1973 and 1976, the budget of the Jay Police Department increased by approximately 70 percent; between 1972 and 1975, the police budget in Livermore Falls increased by approximately 60 percent. Under the consolidation proposal, the budget increases should not exceed 10 percent a year over the next 3 years.

Beyond the cost saving will be an increase in services and a higher level of professionalism in law enforcement.

## 5. RECOMMENDATIONS

The following recommendations represent what the Consultant views as the strongest options available to the residents of Jay and Livermore Falls. The first option would provide more effective police services with greater efficiency; the second option should provide for greater efficiency, but does not provide the flexibility that will greatly increase the delivery of services.

- Option No. 1 -- Consolidation of the Jay and Livermore Falls Police Departments under an appointed Chief of Police reporting to a single body of elected officials.
- Option No. 2 -- Development of a plan that will result in the sharing of certain services, a mutual aid agreement, combined training, and joint purchasing of supplies and equipment where possible.

### 5.1 Summary and Discussion

Specific recommendations for the implementation of the above proposals were discussed in more detail in Sections 3 and 4. A consolidated police department for Jay and Livermore Falls would provide an opportunity for increased effectiveness and efficiency; a unified force offers the flexibility for an administrator to utilize resources in a variety of ways. The addition of an investigator/juvenile officer will also make it possible to focus activities on particular problems related to delinquent acts and crime investigation.

No doubt there will be some problems associated with the consolidation concept, but there was enough interest expressed by those interviewed to indicate that it is a possibility. The establishment of a Board of Police Commissioners would provide for local control and should serve to alleviate some of the problems that now exist between the two towns.

Perhaps the needs are best summed up in the report Police, by the National Advisory Commission on Criminal Justice Standards and Goals:

Every state and local government and every police agency should provide police services by the most effective and efficient organizational means available to it. In determining this means, each should acknowledge that the police organization (and any functional unit within it) should be large enough to be responsive to the people. If

the most effective and efficient police service can be provided through mutual agreement or joint participation with other criminal justice agencies, the governmental entity or the police agency immediately should enter into the appropriate agreement or joint operation. At a minimum, police agencies that employ fewer than ten sworn employees should consolidate for improved efficiency and effectiveness.  
(p. 108)

**END**

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