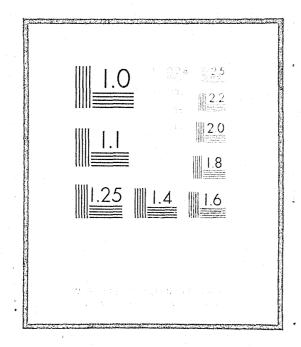
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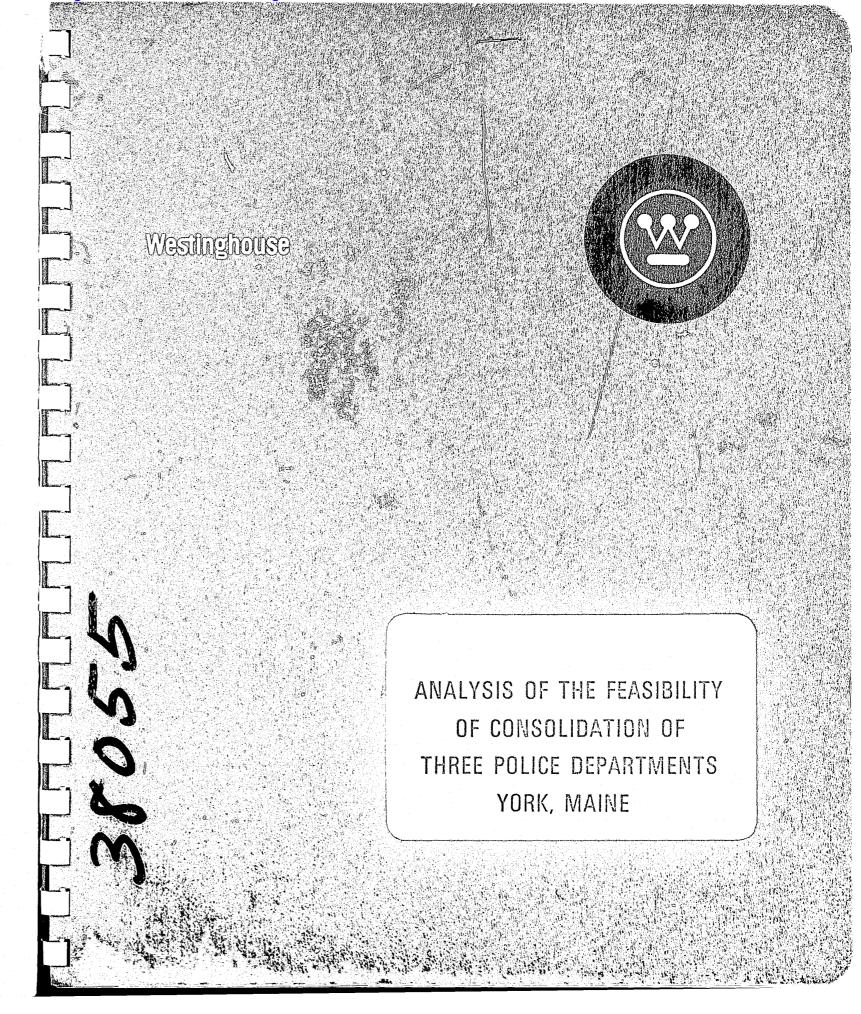
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U.S. DEPARTMENT OF JUSTICE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE WASHINGTON, D.C. 20531

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R-73-147 DECEMBER 1973

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Westinghouse Justice Institute

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ACQUISITIONS

ANALYSIS OF THE FEASIBILITY
OF CONSOLIDATION OF
THREE POLICE DEPARTMENTS
YORK, MAINE

2040 Ardmore Boulevard Pittsburgh, Pennsylvania 15221 1911 Jefferson Davis Highway Arlington, Virginia 22202

Other Offices in Boston and Washington, D.C.

FOREWORD

Technical assistance to determine the feasibility of consolidating the three existing police departments of York, Maine, was requested by Chief Albert Moulton of the Town of York Police Department. This request was forwarded to the Boston Regional Office of the Law Enforcement Assistance Administration (LEAA) by the Maine Law Enforcement Planning and Assistance Agency. In response to this request, the Westinghouse Justice Institute, under the terms of Department of Justice Contract J-LEAA-016-72, provided Larry R. Walton to perform the required assistance. This report documents his brief but intensive onsite analysis and presents recommendations.

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1. INTRODUCTION

The purpose of this project was to examine the feasibility of consolidating the three existing police departments of the Town of York (York Village), York Beach, and York Harbor, Maine, including significant aspects and/or ramifications of such consolidation.

In the course of this study, the following persons were interviewed for the purpose of elicting information concerning the project:

Administrative Assistant Howard Weaver, Town of York Chief of Police Albert Moulton, Town of York Acting Chief of Police Larry Wynn, York Beach Chief of Police Leonard Wieland, York Harbor Sergeant Charles Wood, Town of York Officer M. LaMontagne, Town of York Officer M. Baltzar, York Beach Mrs. Pennington, Town of York (Dispatcher) Lieutenant William Brown, Maine State Police.

Analyses performed included a review of the operations of the three police departments, personnel policies and procedures, compensation policies, manpower and deployment practices, and anticipated effects of consolidation in terms of police operations and community needs.

Recommendations made include the areas of consolidation and necessary organizational modifications, implementation of consolidation, and improvements in manpower and deployment, compensation, training, facilities, equipment, recordkeeping procedures, and report forms.

2. BACKGROUND

The township of York, Maine, in York County has an area of 63 square miles and a resident population of approximately 6,300. Two corporations, York Beach and York Harbor lie within the geographical boundaries of York Town immediately adjacent to York Village. York Beach is approximately 2 square miles in area and has a resident population of approximately 700. York Harbor has an area of approximately 2 square miles and a resident population of approximately 800. Complicating law enforcement activities in the Township is the fact that summer visitors raise the population to an estimated 30,000.

Real property of all three governmental units is assessed and taxes are collected by the Town of York. Formulas established by the State Legislature provide for approximately 45 percent of the taxes collected in the respective corporations to be returned to them by the Town of York for their fulfillment of the corporate responsibilities.

Some phases of municipal operations are, in a sense, consolidated at the present time. The Town of York operates the public schools, the library, the Township welfare program for all three areas, the water district, the Town Clerk's Office, and approval of liquor licenses subject to issuance by the State. In addition, York Beach and York Village mutually provide fire protection to York Harbor which has no fire department. On the other hand, the Township has three municipal offices, three boards of municipal officials, three police departments, three road departments, three planning departments, etc.

On two previous occasions, voters from the total Township have voted to abolish the two corporations but, due to objections of many residents of York Harbor and York Beach, a third referendum requiring a two-thirds majority will be placed before the voters in the near future.

It is recognized by the consultant that the subject of consolidation of York Village, York Harbor, and York Beach is one involving many long-standing disputes and disagreements. The issues involve not only the practicalities of dual organizations but also emotional responses and fears, which may or may not be valid, that consolidation will result in a deterioration of services in the corporations and that residents of these areas will lose their voice in civic matters affecting their homes. While being aware of these factors, it is the intent of the consultant to ignore as much as possible the policital and emotional factors pertaining to this situation, and also to ignore any aspects and/or ramifications of consolidation relating to municipal departments other than the police departments. Thus, the purpose of this study is limited to practical considerations only of the

feasibility, in terms of efficiency, of consolidating the police agencies of York Village, York Harbor, and York Beach.

Prior to discussing those factors relating directly to consolidation, however, it would be appropriate to describe the involved law enforcement agencies and to review their activities.

2.1 York Village

The York Village Police Department consists of the Chief of Police, a sergeant, three patrolmen, and the part-time assistance of a radio dispatcher (civilian). The 1973 Department budget totaled \$67,875, of which approximately 77 percent is devoted to salaries. Monthly salaries are as follows:

Chief of Police \$825 Sergeant \$730 Patrolman \$586 to \$708

Overtime pay is compensated at the same rate, but no pay is provided for duties extending beyond the regular tour of duty. Personnel work a 46-hour week and change watches (midnight to 8:00 a.m.; 8:00 a.m. to 4:00 p.m.; and 4:00 p.m. to midnight) every two weeks. Fringe benefits, while not over-generous, appear to be standard and include provision of all equipment and uniform expenses of \$150 per year.

In addition to the personnel enumerated above, special officers are hired at the rate of \$2.50 per hour as needed during the year. As a rule, this amounts to one officer assigned to the town square for thirteen weeks, eight hours a day, six days a week; two officers for thirteen weeks on Friday and Saturday evenings, six hours per day; and one officer to assist with church traffic four hours each Sunday during the thirteen-week summer. The Police Department also employs a dog-catcher at the rate of \$2.50 per hour and ten cents per mile, not to exceed \$1,000 per year, and, during the summer months, an additional dispatcher (4:00 p.m. to midnight) five days per week.

The regular radio dispatcher, who is assigned to the Town Clerk's Office, performs dispatching functions Monday through Friday, 8:00 a.m. to 4:00 p.m., when not performing secretarial or clerical tasks for the Town Clerk. In the absence of the dispatcher during the daytime, the Chief of Police or sergeant assists in this function. During nighttime hours, calls from the public are automatically routed to the State Police Office in Kittery who then communicate with the onduty York Village officers via radio.

Initial training for commissioned officers consists of approximately 488 hours devoted to law enforcement subjects at the State Academy in Waterville. In addition, personnel attends seminars and such special instruction classes as are possible considering deployment needs. Special officers are given a 20-hour "cram" course each summer at the beginning of the season.

Basic departmental records consist of an Officer's Daily Report; the State Traffic Accident Report; a monthly recapitulation report of officers activities; a traffic citation; a 4- by 5-inch card for recording information regarding suspicious persons investigated, warnings, etc.; and an 8-1/2- by 11-inch Complaint (Offense) Report. Information in this last report is also duplicated and filed on a 5-1/2- by 8-1/2-inch Complaint Report and on a 5- by 8-inch index card Complaint Report. All reports are cross-referenced through a Master Name File and a Complaint Ledger. Offenses are filed in approximately 28 different categories relating to the Federal Bureau of Investigation's statistical summary designations. The Department cooperates in the Uniform Crime Reporting policies recommended by the FBI.

Mobile equipment consists of four vehicles, which are assigned to officers on a twenty-four hour basis similar to the "take-home" policies of some other departments. Quarters consist of one room in the Town Hall, approximately 15 by 18 feet. Provision is made for desks for the Chief of Police, sergeant, and dispatcher, and there is a counter to conduct business with the public. There is no Teletype, and access to the State Computerized Criminal information and the National Criminal Information Center (NCIC) is through the State Police in Kittery.

The Department has no jail and therefore must transport arrestees thirty miles to the county seat at Alfred if they cannot make bail. Arrestees must also be returned to Kittery for court appearance the following day (or next weekday if the arrest occurred over the weekend) and, if found guilty and cannot pay their fines, must again be returned to Alfred.

The workload of the York Village Police Department is increasing at an impressive rate. Part of this increase may be attributed to increased emphasis and direction by the Department administration, but a large part represents increasing community problems. Although available information is not so detailed as would be desirable, the following tabulations illustrate the trend of case loads and expenditures of police manpower:

	1970	1971	1972	1973 (eight months)
Patrol Mileage	79,289	78,544	100,673	71,457
Arrests and Summonses	151	210	350	402
Warnings (Written)	188	511	1,032	672
Patrol Checks	477	527	907	613
Breaking and Entering	40	57	61	59
Traffic Accidents	144	155	177	98

Index Crimes (January to August 1973)

Homicide	0
Rape	1
Robbery	1
Aggravated Assault	0
Burglary	59
Larceny \$50 and Over	31
Larceny Under \$50	38
Auto Theft	8

Limited manpower precludes assignment of criminal investigation functions to a specific individual; consequently, these activities are largely slighted in the day-to-day press of business.

2.2 York Beach

The York Beach Police Department consists of the Chief of Police (this position is presently vacant) and three patrolmen. The Chief's monthly salary is \$708. Patrolmen receive \$621 per month. Watch hours and days worked per week are the same as those of York Village. Fringe benefits are similar to those of York Village Police Department but do not include provisions for retirement pensions nor sick pay, nor is there any provision for compensating personnel for overtime. The 1973 budget totals \$40,488.

In addition to the above commissioned officers, York Beach employs eighteen special officers during the summer months on the basis of six days per week, eight hours per day, at \$2.25 per hour.

Radio dispatching is handled from the homes of department members and, during the summer, of a special officer who resides in the community. Records maintained are similar to those of the York Village Police Department but do not include a Master Name File. The Department

does not engage in the FBI reporting program. Initial training for commissioned officers consists of approximately 488 hours devoted to law enforcement subjects at the State Academy at Waterville. Limited manpower precludes attendance at other schools to any significant degree. Special officers receive limited training of one or two weeks' total duration.

Vehicular equipment consists of two vehicles, one used by the Chief of Police and the other rotated among the watches. Quarters consist of a small office, approximately 8 by 10 feet in dimensions, attached to the fire station. The Department relies to a considerable extent on the State Police at Kittery for radio communications. Since there is no jail, the Department members must transport prisoners back and forth to Alfred as York Village does.

Information available as to workload is limited. The following tabulation illustrates Department activities in 1972:

Mileage	41,000
Arrests and Summonses	227
Warnings (Written)	122
Traffic Accidents	75
Parking Citations	2,746

During the summer months, many man-hours are devoted to keeping the peace and preserving order in the amusement center area of York Beach.

2.3 York Harbor

The York Harbor Police Department consists of one officer who receives a monthly salary of approximately \$732. This officer works a fourteen-hour day, six days a week. Assistance is provided by four special officers who provide day off, sick and vacation relief, and extra patrol during the summer months. Special officers receive \$20 for a tour of duty. Training is limited to such classes as the Chief can attend and in reference to special officers, uncompensated patrol with the Chief.

Dispatching functions are handled from the Chief's home or, in his absence, by the State Police at Kittery. Department records are similar to, but less detailed than those of York Village. The Department does not participate in the FBI reporting program. Problems associated with custody of arrestees are similar to those of York Village and York Beach.

Data pertaining to workload is limited, but can be illustrated by the following tabulation covering the period April 1, 1972, to March 31, 1973:

Mileage	28,679
Arrests and Summonses	134
Warnings (Written)	174
Breaking and Entering	9
Traffic Accidents	24

3. FEASIBILITY OF CONSOLIDATION

A review of the operations, procedures, and problems of the police departments of York Village, York Beach, and York Harbor led to the inevitable conclusion that the total community would, in all probability, be better served by consolidation of the three departments. Development of a central communications capability, integration of the three records systems, and establishment of a common set of policies and procedures applicable throughout the community would all serve to create a more effective and efficient level of law enforcement in the community. Pooling of manpower would assist in providing better deployment, based on need, and would also allow for the attendance of personnel at training classes and seminars to a degree not now feasible. Duplication of efforts in recordkeeping, departmental correspondence, training, transfer of prisoners to the county seat, purchasing, and the like, all serve to make consolidation highly desireable.

It is a simple matter to reach such a conclusion, but alternative methods of accomplishing the task must be explored. Three distinct phases of consolidation are apparent:

- Phase 1 Consolidation of certain functions only, i.e., records, communications, purchasing, etc.
- Phase 2 Total consolidation of the police departments
- Phase 3 Total consolidation of the three governmental units.

Phase 1 represents a minimum effort and provides the least potential return in efficiency. There is little doubt that a net increase in efficiency would result from combining records, communications, and the like, but the gain would be offset to some extent by the problems of coordination between three agencies with possible differing viewpoints and/or policies. Also, one of the primary advantages of consolidation, that of pooling manpower (to better deploy personnel, to send them to school, and to cover areas and hours when some personnel would be unavailable, such as while transporting arrestees) would not be gained. In summary, Phase 1 offers some advantages, but it is only a compromise and thus does not offer the same degree of increased efficiency to be gained from either Phase 2 or Phase 3. A governing body to guide operations in those areas consolidated would probably be necessary.

Phase 2 offers all of the advantages of increased efficiency, tempered only by the fact that a governing body representing the three jurisdictions would have to be developed. Such a governing agency has, in some areas, worked effectively. In other jurisdictions, the net result has been constant bickering, indecision, and lack of effective direction. Nevertheless, this plan is still more appropriate then Phase 1. A typical organizational hierarchy is illustrated in Figure 1.

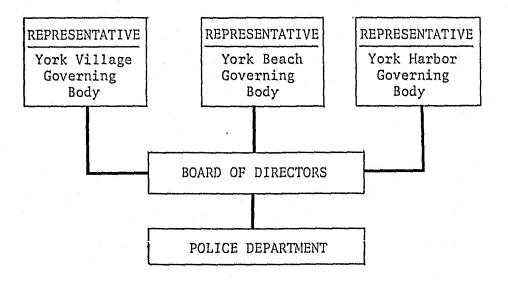


Figure 1. Typical Phase 2 Type Organization

Phase 3 offers the greatest efficiency, in that it allows for total integration with all the advantages of manpower pooling and common policies and direction, and it avoids the problems inherent under a multiheaded advisory board. It should be emphasized that, while Phase 3 is the most desireable from the police management standpoint, either Phase 1 or Phase 2 is more desirable than the present fragmented, undermanned three separate operations.

Implementation of consolidation in itself would not be difficult. Once the decision as to the degree of consolidation was made, the three departments could be quickly integrated. It would be highly desirable that present members of the York Harbor and York Beach Departments be absorbed into the York Village Police Department, assuming they meet the standards of the Department (this would apply of course only under Phase 2 or Phase 3). Assumption of communications and records tasks would require no more than a notification to concerned personnel, the

public, and other law enforcement agencies that the three units had been consolidated. Salary scales and other working arrangements of the York Village Police Department would become those of the personnel of the integrated departments. Uniforms, personal equipment, and police vehicle markings would have to be standardized; and training sessions relating to York Village policies and procedures would have to be instituted.

In the event that consolidation goes no further than Phase 1 or Phase 2, a governing body would have to be created. This body then would need to establish appropriate policies for reporting, collection, and storage of records; standardized communications procedures; common specifications for equipment subject to consolidated purchasing; and the like, dependent on the scope of consolidation. It is recommended that the present policies and procedures of the York Village Police Department pertaining to records and communications serve as basic policies of the integrated operations.

4. RECOMMENDATIONS FOR IMPROVED OPERATIONS

4.1 Personnel and Compensation

Unfortunately, simply consolidating the three police departments will not result in a financial savings to the community. It is true that recordkeeping tasks will be simplified and that communications functions will be centralized, but the net gain will be in operational efficiency, not in a savings of dollars and cents. In fact, it should be recognized that the police officers in the overall community are not sufficient in number to adequately fulfill their obligations, nor are they properly equipped, adequately trained, nor even fairly compensated.

Considered separately, York Village Police Department complement, taking into account the area to be patrolled and the anticipated work-load, should be staffed by approximately nine personnel; and York Harbor should have two officers as a minimum. In addition, the dispatching function will have to be staffed. Assuming the three agencies are consolidated, it is recommended that a total force of fifteen be created as follows:

Chief of Police	1
Lieutenant	1
(To serve as second in command	
and night watch commander)	
Sergeant - Day Watch Supervisor	1
Patrolman (Investigator)	1
Patrolmen	8
Dispatcher (two watches and relief)	3

While this number may seem excessive, consideration is given to changing the present policy of requiring personnel to work a 48-hour week to one requiring a 40-hour week. It is submitted that this present practice, and the practice of not paying time-and-one-half for overtime, and the practice of not paying overtime at all for extended watches are wasteful of city resources despite the obvious intent to be the opposite. Personnel practices such as these, coupled with inadequate salaries (see below), serve to force trained personnel to seek better jobs elsewhere and to discourage potential applicants. Therefore, it is recommended that all police personnel be granted two days off per week (as is the common practice in most police departments across the country), that time-and-one-half pay be the policy for overtime pay, and that personnel be so compensated for all necessary police activities continuing after completion of a regular tour of duty. A review of work records of the York Village Police Department

reveals that uncompensated overtime (defined by the Department as "personal time") as follows for the first eight months of 1973:

Chief of Police 289 hours Sergeant 235 hours Patrolmen 518 hours

It is difficult to reconcile these practices regarding overtime pay and work with contemporary working standards and conditions.

The matter of salaries bears examination also if the citizens of York Village are truly interested in developing and retaining an efficient police department. No real attempt has been made to conduct a salary survey in York County, but the following facts deserve consideration:

- (a) Equipment operators for the York Village Highway Department start at \$3.00 per hour, work a 40-hour week, and receive time-and-one-half for overtime. Fringe benefits are comparable to police fringe benefits.
 - A York Village police sergeant receives \$3.38 per hour, works a 48-hour week, and receives no compensation for most forms of overtime (235 hours "personal time" were recorded from January through August 1973).
- (b) State Police troopers start at \$659, increase to \$692 after one year and to \$726 after two years, and progressively rise to \$839 after eight years.
 - A York Village officer starts at \$586 and increases to \$708 after two years, with no further increases.
- (c) State Police sergeants start at \$727, increase to \$763 after one year and to \$802 after two years, and progressively rise at the rate of five percent per year for the following three years.

• A York Village sergeant receives \$733.

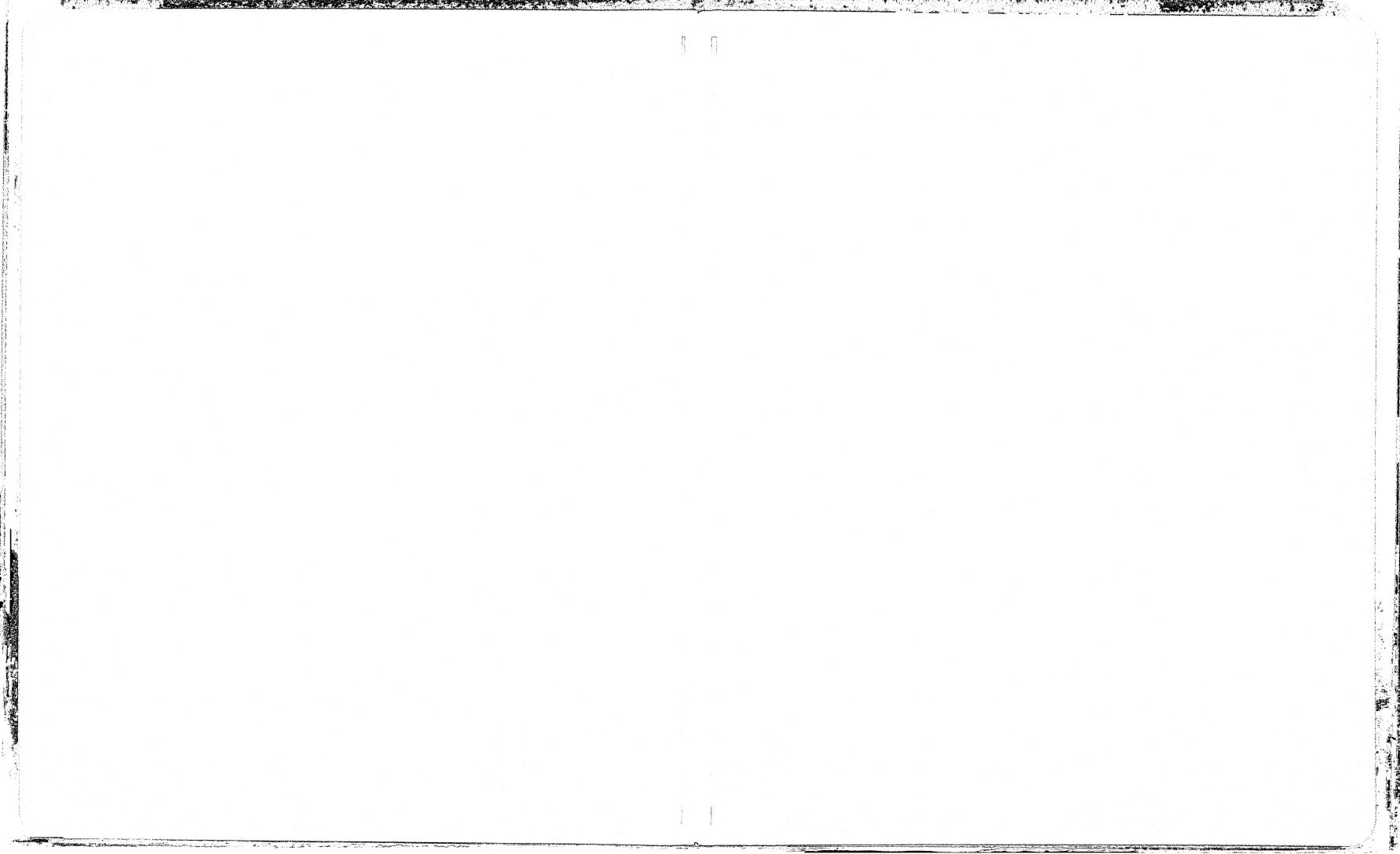
It is submitted that paying a competitive wage which serves to attract and retain qualified personnel is less expensive (and more efficient) in the long run than being forced to accept candidates who, after being trained at city expense, may become dissatisfied and leave for better jobs or who are not suitable for the level of performance demanded.

Recommendations for the consolidated department provide for a command-level officer (lieutenant) to be on duty during the night watch and to serve as acting Chief of Police when the Chief is unavailable. A patrolman investigator is also highly recommended. At present, little or no effort is devoted to follow up investigation of crimes; consequently, many crimes remain unsolved, and stolen property that could be recovered and returned to the owners is not. The recommended three positions of dispatcher would provide for a dispatcher seven days a week, sixteen hours a day, in most cases. This would provide effective radio communications during those hours when the need is greatest. To make best use of the dispatcher's time, it is suggested that fire dispatching also be assigned to this position. During the summer season, it is probable that an additional part-time dispatcher would be needed to handle communications during the late night hours.

The present policy in the York Village Police Department of changing watches every two weeks does not appear to be condusive to good health and morale. It is suggested that thought be given to modifying the present practice to allow for changing watches every month or even longer. This would allow personnel to become adjusted to their working hours to a much greater degree than is possible at present.

Consideration has also been given to the needs of training new personnel and of providing continuing training in new techniques and procedures, and refresher courses. At present, available personnel simply cannot be detached from field duties to any extent for necessary training. It is anticipated that, within the structure of the recommended department strength, there is sufficient manpower to provide for continuing training of personnel.

Expansion of the Department will not do away with the necessity of hiring special officers during the summer months. Although lack of suitable training, and the caliber of persons available for such positions, leads to serious reservations about using such personnel, it is acknowledged that there really is no other way to provide for a seasonal increase of approximately 22,000 persons in the community. However, it is recommended that training be expanded and increased for



4.3 Equipment

Congested conditions along the beach during the summer make police response to a call or situation very difficult at times. It is recommended that consideration be given to acquisition of two or three motorscooters or similar vehicles for patrolling on the beach front.

Communications and police operations in general would be immeasurably improved if the consolidated Department had a Teletype. Dependance upon the State Police at Kittery makes for delay and errors in transmission and tends to create a general reluctance to take advantage of the criminal information files available in Augusta.

4.4 Records

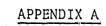
Complaint Reports in the York Village Police Department are presently filed by approximately 28 different classifications based on the FBI system of tallying and reporting offenses. This detailed filing is unnecessary. Tally sheets for FBI purposes could be maintained daily as Complaint Reports are prepared; Complaint Reports could then be filed in simple numerical order based on the number assigned the report from the Complaint Ledger. This system would be much easier to manage, and quick retrieval of a particular report would be improved.

The Department presently uses three different sizes of complaint reports for each reportable incident. One form serves as a pencil copy prepared by the officer in the field and the other two copies are filed in a cross-reference system (this is in addition to the Master Name File and Complaint Ledger cross-references). It is recommended that the field copy be abolished and that a penciled copy of the 8-1/2- by 11-inch Complaint Report be substituted. It is also recommended that the hard 5- by 8-inch copy be abolished (along with the file of such copies) and the 8-1/2- by 11-inch copy be filed as indicated above. It is believed that the Master Name File and the Complaint Ledger provide ample cross-references, if the Complaint Report is filed numerically. Examples of offense reports providing for more detail than the present Complaint Report are included in Appendix A in this report.

Copies of summonses (Traffic citations) are kept on file indefinitely. The summonses need not be maintained in file once the case has gone to court and the period for appeal has passed. Information detailing a person's traffic record for the entire state is available via Teletype from Augusta in a matter of minutes, making such a local file incomplete and wasteful of time.

At present, Arrest Cards are typed by the sergeant on all criminal arrests and traffic citations. It is recommended that this task be reassigned to the dispatcher so that the sergeant can spend more time on the supervisory duties appropriate to his rank. In addition, there appears to be no value to making an Arrest Card on each traffic citation. Such a procedure makes the arrest files unnecessarily voluminous and is also unnecessary as indicated above.

The Daily Report prepared by each officer does not provide sufficient data in a form suitable for supervisory review and/or administrative decisionmaking. It is recommended that a Daily Report based on the example contained in this report be developed for the use of field officers.



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INCIDENT NO.	TYPE	OF INCIDENT	·		LOCA	TION	
PERSON REPORTING	ADDRE	55	• .	PHONE NO	<u> </u>	DATE	ND TIME OCCURRED
INJURY	NAME		ADDRE	ss	.		PHONE NO.
EXTENT OF INJURY		GAUSE	- 	TRAI	NSPORTED	то	TRANSPORTED BY
MISSING PERSON	NAME		ADDRE	SS			PHONE NO.
DESCRIPTION — PHYSICAL	· · · · · · · · · · · · · · · · · · ·				•		
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CAUSE OF ABSENCE	•	OCCUPATION			PROB	ABLE DE	STINATION
LAST SEEN (LOCATION, DATE,	8 TIME)		IN	COMPANY	OF		
ACCITIONAL INFORMATION		•					*
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ANIMAL	TYPE	OF ACTIVITY		roca	TION		
DESCRIPTION OF ANIMAL		OWNER	AC	ORESS	•		RHONE NO.
DISPOSITION		•					•
OTHER INCIDENT	TYPE (OF INCIDENT		Loca	ATION		
PERSONS INVOLVED (NAME, AD	RESS, &	PHONE NO.)					
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