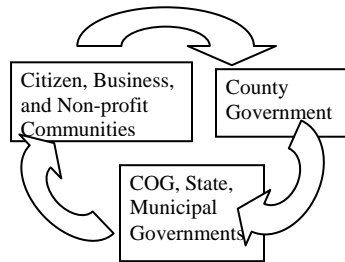


**CUMBERLAND COUNTY STRATEGIC PLAN 2006-2010**  
**Phase I: Recommendations from Subcommittees**  
**and**  
**Proposed Plan for Phase II**

**Developed by the**  
**Cumberland County Strategic Planning Subcommittees**

Presented to the County Commissioners on November 27<sup>th</sup>, 2007



2006 Strategic Planning Process

*With Assistance From:*

*Biscaye Consultants*

*University of Southern Maine, Muskie School of Public Service*

*Greater Portland Council of Governments (GPCOG)*



Dear Citizens and Community Leaders,

In 2001, Cumberland County Government held a very successful strategic planning process resulting in a five-year strategic plan. Over 70 people participated in the 2001 planning project, including municipal officials, non-profit leaders, business owners, and citizens. Five subcommittees developed a total of 26 strategic recommendations ranging from the computerization of the Registry of Deeds' recordings to the expansion of the Cumberland County Regional Communications Center. We are pleased to be able to report this plan has not collected dust on some book shelf, but instead has been utilized to a great extent, and over 70% of the 2001-2005 Strategic Plan recommendations have been implemented.

During the past five years many positive changes have occurred within county government and over that time our relationships with communities have been strengthened. The timing of this new strategic plan fits well with the growing interest in collaboration and regional solutions both at the state level and within the region. It has become increasingly apparent that some of the most critical issues confronting this region – such as homelessness, rising property taxes, and the need for more good paying jobs – cannot be adequately addressed without having a more regional perspective which takes into consideration the role that county government might play.

Taking all of this into account, last fall the county manager recommended to the Board of Commissioners and Pam Plumb, the chair of our 2006-2010 Strategic Planning Project, that this next plan should place a greater emphasis on the future of the region. In essence, it was felt that this strategic plan initiative should both address some important internal issues and lay the groundwork for a very dynamic discussion about a number of regional issues. As part of that discussion, it was decided that some fundamental questions should be asked about public health and economic development and what role, if any, Cumberland County Government should play in these issues.

With that in mind, ten subcommittees were agreed upon. It was later decided that the issues assigned to the Civic Center Subcommittee could be more effectively addressed through another process. Of the nine remaining subcommittees, there were five external or visionary subcommittees: 1) Public Services, 2) Public Health/Human Services, 3) Regional Relationships, 4) Economic Development, and 5) Schools-Support Services. In addition to this, as in 2001, there were four subcommittees that focused on internal topics: 6) Space Needs, 7) Finance, 8) Technology, and 9) Justice & Public Safety.

A list was created of previous strategic planning participants. Many town managers, business leaders, nonprofit executives and others were contacted. In addition to this outreach effort, there were articles placed in newspapers across the region encouraging citizen participation in the strategic planning process with an open invitation to the kick-off meeting that took place in February of 2006. At the kick-off meeting each subcommittee met for the first time to discuss their charge. As you will see from the report, we were fortunate to have a great group of subcommittee chairs and staff.

From February to June the subcommittee members and their chairs rolled up their shirt sleeves and really went to work. The Space Needs subcommittee went on a number of field trips to see first-hand the condition of the facilities for the County and invited in guest speakers when it was relevant. Other subcommittees, like Public Health/Human Services, requested data and other information to review best practices in the nation.

At every stage of this process, we had the benefit of participation from the business and nonprofit communities, as well as from officials from individual communities. The recommendations on this report reflect all the hard work of these committees. We are hopeful that the implementation process will be equally successful. Commencing in January 2007, a group of interested persons will begin serving on a 2006-2010 Strategic Plan Implementation Committee.

The mission of the Strategic Plan Implementation Committee will be to work with the county commissioners, the county manager, and others to review the subcommittee reports as well as help determine the best path of action for implementing the recommendations. They will be asked to help shape future strategic investments and changes in Cumberland County Government that will be implemented over the next five years, beginning with the County's next fiscal year in January of 2007.

The goal of this report is to provide a written description of the 43 recommendations of the subcommittees. It is our hope that this report will be read by many individuals and groups who are interested in what this community involvement process has produced. We are aware there are some bold concepts contained within this report. We are equally aware that without some bold action, it will be very difficult – if not impossible – for our region and our communities to sustain themselves in the years ahead. We welcome your feedback and involvement as we seek to serve the needs of the Cumberland County region.

We would like to take this opportunity to express our collective thanks and appreciation to Pam Plumb and Dana Connors as the chair and vice-chair of this project, as well as to each of the individual subcommittee chairmen for the outstanding job they did. In no particular order, they are: John Menario, Jerry Angier, Wes Bonney, Hon. Thomas Humphrey, Sheriff Mark Dion, Tony Perkins, Tom Bartell, Julie Sullivan, Paula Valente, and John Shattuck.

We would also like to acknowledge the many contributions of our consultant Nancy Forrester, the Muskie School through the work of their interns, and the helpful assistance of the Greater Portland Council of Governments. And, finally, we sincerely appreciate the work by the Assistant County Manager Bill Whitten and Grants and Special Projects Coordinator Elizabeth Trice for their significant involvement in this endeavor. Without them and the many county officials and staff who participated, this project would not have been possible.

Sincerely,

Al Austin, Chairman  
Commissioner District 3

Esther Clenott  
Commissioner District 1

Richard Feeney  
Commissioner District 2

Peter Crichton  
County Manager

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## *Appendices*

Dear Citizens and Community Leaders:

It never ceases to amaze me that, by bringing together a group of diverse, capable, committed people and giving them a good process and background information, you can achieve innovative and thoughtful results. The Cumberland County Strategic Planning process brought together over a hundred people in two large meetings and months of work by nine subcommittees to create the results that you will find in this report. They were town officials, business people, and professionals in dozens of fields and they all volunteered their time. They came from all the corners of the County. We asked these people to help us define and plan for the future of Cumberland County and they did a wonderful job.

As you might expect, some of the recommendations that came from our nine subcommittees' focus on the internal workings of the county government, suggestions on the buildings, finances, the court system and technology. Other recommendations will challenge you to think differently about how the various governmental units, schools and even non-profit organizations in Cumberland County could do business in the future. The internal recommendations are directed to the county commissioners. The second group calls on towns, schools and others to form their own collaborative structures as well as considering the possibility of using the county in an effort to improve the delivery of services and to be more cost effective.

I hope that you will find this report stimulating and a call to action to help shape the future of our communities. I hope that you will join the implementation phase of this work, which will be headed by Dana Connors and will shape the details of what comes of the recommendations made here.

It has been an honor to work with our remarkable subcommittee chairs, their committee members, the able county staff, our tireless and well-organized consultant, and the Muskie School interns. The combination of their skill and effort made the report possible.

I commend the report to you, urge you to read and debate its conclusions, and then help the county and others act on it.

Sincerely,

Pam Plumb  
Chair  
2006-10 Strategic Plan

## ***EXECUTIVE SUMMARY***

In February of 2006, the Cumberland County commissioners convened a kickoff meeting for the 2006-2010 Cumberland County Strategic Plan. Over 100 individuals met to discuss and determine how to best tackle the charges assigned to the individual subcommittees with the goal of creating a series of recommendations that would help set the course for Cumberland County Government over the next five years. Subcommittees were formed and were asked to develop alternative strategies and recommendations within their specific areas. This summary outlines the recommendations of each subcommittee.

### **Space Needs Subcommittee**

*Chair, Jerry Angier, Business Owner*

**Charge:** The subcommittee is charged with examining various space needs and then providing a series of recommendations to the county on how to most effectively address the space needs for four facilities under the auspices of Cumberland County Government.

**Scope of Work:** The subcommittee will review the demands for space within the following county facilities, determine alternative solutions to each situation, and present an action plan on how best to proceed.

- Cumberland County Courthouse
- Emergency Management Office
- Cumberland County Inmate Medical Facility
- Cumberland County Civic Center

### **Individual Recommendations:**

1. Build an addition to the jail to address the immediate space needs of the jail's medical facility. The new addition would cost an estimated \$1.3 - \$2 million dollars.
2. Investigate the possibility of changing record storage rules to reduce the need to build additional facilities for record storage.
3. Address interim space and address air quality problems facing the Registry of Deeds and the District Attorney's Office with air exchange and temperature control improvements, as well as a high density shelving system for book storage and the reconfiguration of office space.
4. Build a 60,000 sq. ft. addition to the County Courthouse Building.
5. If requirements and laws governing record storage is not able to be changed, build an addition to the jail for records storage is to meet the needs of the various departments for the preservation of records.
6. The County Emergency Management Agency located at "the bunker" should be reconstructed now that the Cumberland County Regional Communications Center is being expanded and moved out of the Emergency Management Agency (EMA) area.

## **Technology Subcommittee**

*Chair, Tom Bartell, Citizen and Community Leader*

**Charge:** The subcommittee is charged with examining and making recommendations to Cumberland County Government on opportunities that exist for new technology.

### **Scope of Work:**

- Evaluate opportunities that exist for Cumberland County Government to utilize new, innovative technologies that will either reduce the costs of county government or help to improve our services to better meet the needs of our citizens and communities in the 21<sup>st</sup> century.
- Specifically, explore e-commerce and e-government services that could be provided to the public, such as having the county's central website become a depository for citizens to pay their tax bills and conduct other types of public business.
- Discuss and determine the extent to which the county should consider becoming involved in providing IT services to the smaller and medium-sized municipal governments on a fee basis.

### **Individual Recommendations:**

7. Sponsor a county-wide technology user group to provide technology mutual aid and encourage information sharing amongst the towns in the county.
8. Provide an opportunity to municipal and school users to participate in training sessions, seminars and other educational meetings to both develop and maintain IT skills.
9. Provide an opportunity to municipal and school users to participate in any county bid process for IT hardware, software, or services.
10. Provide technical assistance to those towns in the county without full-time IT staff.
11. Develop a strategy to change outdated state laws to promote technology and processes that will take advantage of new technologies.

## **Justice & Public Safety Subcommittee**

*Co-Chairs, Hon. Thomas Humphrey and Sheriff Mark Dion*

**Charge:** The subcommittee is charged with examining and providing recommendations to the county on the future direction of justice and public safety in Cumberland County involving the State Courts System, Cumberland County, and the municipal police departments, as well as other interested individuals and groups.

### **Scope of Work:** Issues to be reviewed include:

- Inmate population trends with a report from the Muskie School.
- What is being done today to divert inmates from incarceration, such as Community Corrections, the Drug Court Program, etc.

- Inmate education programs, our inmate medical services, our domestic violence intervention efforts, and a discussion on how we are positioned for the future.
- Opportunities for new technology that would reduce costs and create a more effective justice and public safety system in Cumberland County.

**Individual Recommendations:**

12. Create a city/county partnership to link the Portland Police, the Sheriff’s Office, and the District Attorney’s Office into a unified network so that each member agency can retrieve data from each of the respective databases.
13. Create a regional forensic crime scene investigation/laboratory service that would be housed at Portland Police and staffed by representatives from police departments and the Sheriff’s Office.
14. Transition key Domestic Violence operational activities from grant-based to general revenue sharing streams.

**Finance Subcommittee**

*Chair, John Menario, former Portland City Manager*

**Charge:** Examine and provide recommendations to the county on important fiscal challenges facing Cumberland County Government, including the compensation package that the patrol deputies and corrections officers are currently receiving. The subcommittee will review current and future sources of revenue and expenditures, as well as the method and manner in which the annual capital improvements program (CIP) is being funded and approved with the goal of helping the county transition to a countywide referendum for our CIP beginning in fall of 2008. In addition, the subcommittee will consider the question of a countywide meals and lodging tax to help provide an alternative to the property tax to renovate the existing civic center or construct a new civic center or civic center/convention center. The members of the subcommittee will also explore the concept of having the county provide assessment services to its municipalities, as well as sending out a tax bill directly to Cumberland County taxpayers, in which municipalities may choose whether or not to participate.

**Individual Recommendations:**

15. Develop and implement an affordable enhanced retirement option for law enforcement and correctional unions.
16. Move a portion of the county’s capital improvement program to a referendum vote.
17. Develop a funding mechanism at minimum impact to the taxpayer for building a new Civic Center
18. Investigate having the county provide regional assessment services

**Regional Relationships**

*Chair, Tony Perkins, Bernstein, Shur, & Nelson*

**Charge:** The subcommittee is charged with devising a five-year action plan that can be to achieve greater regional cooperation within the Cumberland region.

**Scope of Work:** The subcommittee will be recommending steps that can be taken to strengthen the collaboration among the state, county, and municipal levels of government in partnership with the business community.

**Individual Recommendation:**

19. The Regional Relationship Subcommittee’s recommendations on strengthening regional collaboration among state, county, and municipal governments, as well as related agencies and organizations (the “community partners”) involves the following ten principles:

- |                                    |  |
|------------------------------------|--|
| 1. Citizens are customers          | 6. Identify needs & available resources  |
| 2. Broadbased deliberative process | 7. Identify and analyze “best practices” |
| 3. Build trust                     | 8. Set attainable goals                  |
| 4. Outreach initiatives            | 9. Periodic monitoring                   |
| 5. Distribution of key information | 10. Continual two-way communication      |

**Public Health and Human Service Subcommittee**

*Chair, Julie Sullivan, Portland Public Health Director*

**Charge:** The subcommittee is charged with reviewing the merits of formalizing a city-county-state partnership for the funding as well as the delivery of public health and human services throughout the Cumberland County region.

**Scope of Work:** The subcommittee will review what is currently being done by the state, the county, the City of Portland, and United Way regarding the funding and delivery of public health and human services. As part of this process, the subcommittee will examine the current practice of each entity funding agencies separately from one another, and whether there are opportunities to create an effective funding distribution method.

In general, the subcommittee will be seeking ways to strengthen the relationship that already exists among state, county and municipal governments to reduce taxpayer costs and improve public health services. Consider the possibility of a City-County pilot program for the delivery of health and human services and how that would be implemented.

**Individual Recommendations:**

20. Create a design team for a public health pilot project – utilizing the “Ten Point Plan” recommended by the Regional Relationship Subcommittee and following the model of the CDBG Design Team – to determine the funding and delivery of a county-wide public health program at the local level that would be a city-county-state partnership.
21. Establish a county Human Services Coordinating Committee to promote collaboration among the agencies and examine methods for streamlining funding mechanisms.
22. Examine having the county administer general assistance for interested towns.

**Schools – Support Services Subcommittee**

*Chair, Wes Bonney, former president, People’s Heritage Bank*

**Charge:** The subcommittee is charged with reviewing the merits of having one entity provide “support services” to the schools throughout Cumberland County for their back office operations, such as human resources, purchasing, facilities maintenance, special education, and other appropriate services to achieve a cost efficient, effective system for providing these services.

**Scope of Work:** The subcommittee will be reviewing the concept of “support services for schools” based on the model in Berks County, Pennsylvania as well as a report prepared by the Reason Foundation. In addition, the subcommittee will review what is currently being done in Maine that may be an example of shared services for schools.

- Evaluation of the Berks County model and examples of shared services here in Maine.
- Discussion on how to implement a shared services model for the Cumberland County region.
- Recommend an action plan.

### **Individual Recommendations:**

#### **A. Special Education**

23. Take action to organize a regional diagnostic center for common psycho-educational evaluation for special education students in order to standardize the tests and use resources on a more cost-effective basis. There are other similar initiatives in the state that show promise of savings. Examples include the Penobscot River Education Program, Oakland-Waterville- Winslow Cooperative, and the Sebago Alliance.
24. Recommend a regional service center for low incident programming such as autism and day-treatment.
25. Request that the Legislature’s Office of Program Evaluation and Government Accountability (OPEGA) conduct a feasibility study for the regionalization of special education support services.
26. Recommend a special task force be appointed to develop a long-range (10 to 15 year) strategic plan for the development of an infrastructure for technology for the municipalities and the school administrative units in the county.

#### **B. Human Resources**

27. Create a countywide human resources department to contract with the school administrative districts and municipalities to provide HR services, which could include contracting to process payroll and benefits for school districts and municipalities, delivering training on a regular basis as required by law as well as for new hires, and providing consultation on payroll, benefits, and accounting policies and practices.

#### **C. Transportation**

28. Develop a common infrastructure for fuel purchasing and maintenance among schools, municipalities and the county.
29. Organize special education transportation on a county basis.

30. Offer computerized software package for routing of bus schedules as a service from the county.

#### **D. Vocational**

31. Convene a group of educators from across the county to discuss the future of vocational education and to make recommendations.

#### **Public Services Subcommittee,**

*Chair, Paula Valente, CEO, Portland YWCA*

**Charge:** Identify short and long-term opportunities for state, county and municipal services to be delivered more cost-efficiently and effectively to the citizens of the county by reviewing services that are currently being provided by the county to municipalities, including police, dispatch and supervisory training. Examine emerging opportunities that municipal officials have expressed interest in, such as assessing, tax collection, general assistance, and animal control. Also examine whether there are state and county services that should be provided differently in the future, such as having the probate function of the county be placed under the state courts system, or moving the delivery of human services from the state to the county.

#### **Individual Recommendations:**

##### **A. County as a Convener**

32. Take a leadership role in convening stakeholders (including nonprofit service providers such as PROP, and representatives from county, state, and each municipal government) to explore opportunities for collaboration and consolidation of services.
33. Evaluate the agencies and services that the county is currently funding with annual grants through the Human Services Advisory Committee to determine how to most effectively use this money in the future.
34. Examine the potential benefits to each municipality that may be achieved through outsourcing of general assistance to PROP, the county, or another service provider.

##### **B. Utilization of Technology**

35. Take a leadership role in convening a group of stakeholders including municipal representatives from police, emergency communications, technology, transportation, and emergency management, as well as other interested parties. The purpose of the group is to examine the cost/benefits and opportunities for investment in a technological infrastructure that would have widespread benefit to the municipalities within Cumberland County.
36. Examine ways in which the county can most effectively share its 911 mapping technology to municipalities.
37. Consider how the county's IT division, including (GIS) Geographic Information Services, computer training, etc. can be of the best service to interested municipalities.

38. Investigate the potential for sharing of technology through collaboration between the municipal bus transits systems.
39. Develop a pilot project to examine opportunities for the collaborative use of technology between the county and various municipal IT departments.
40. Share bid information more broadly on Dispatch/PSAP services (911 call centers) and other purchasing opportunities. The county and municipalities should share in each others' bid process, to achieve greater cost savings and effectiveness.
41. Determine other types of communications that the county may be able to provide to municipalities in order to more effectively serve county residents.

### **C. Tax Assessing**

42. Take a leadership role in convening a group of stakeholders (including the county finance director, representatives from each municipal finance and tax assessing department, and other interested parties) to determine the costs and benefits from the County providing tax assessing services. Factors to consider include loss of local control, while benefits may include cost savings to the local governments.

### **Economic Development Subcommittee**

*Chair, John Shattuck*

**Charge:** Examine what is happening within the Cumberland County region to promote development and recommend what additional role, if any, Cumberland County Government should play in the area of economic development. In addition, recommend what steps should be taken to strengthen the collaboration among GPCOG, municipal economic development offices, the Maine Department of Labor, the Maine Department of Economic & Community Development, tourism development groups, and the county in partnership with the business community to enhance economic growth.

There will also be a review of best practices in the nation on regional/local economic development efforts. In conjunction with this, the county – with the endorsement of its Budget Advisory Committee – is interested in having a discussion by the subcommittee on whether there is a stronger role the county should be playing beyond its current workforce development role by facilitating and encouraging a unified approach to economic development.

### **Individual Recommendation:**

43. Work with the Greater Portland Council of Governments (GPCOG), municipalities and the private sector to develop a plan and a path for enhancing economic development in the region by forming a design team modeled after the Regional Relationship's "Ten Point Plan," and the current CDBG initiative by the county.

## **SPACE NEEDS SUBCOMMITTEE**

*Jerry Angier, Chair*

### **Charge**

Review the demands for space, determine alternative solutions, and present recommendations on how to best proceed to effectively address the needs for the following four facilities: The Cumberland County Courthouse, The Emergency Management Office, the Cumberland County Civic Center, and the Inmate Medical Facility located at the Cumberland County Jail.

### **Summary of Recommendations**

*Expand the existing inmate medical facility at the jail.*

*Investigate changing record storage requirements and laws*

*Address interim space and address air quality problems facing the Registry of Deeds and the District Attorney's Office*

*Construct addition to the Courthouse and address other space needs*

*Addition to the jail for records storage*

*Reconstruct the County Emergency Management Office*

Dear Commissioners,

The Space Needs Subcommittee worked together to identify the needs of each department throughout the county buildings. With respect to safety, air quality, storage, and other issues associated with space needs, the committee evaluated each departments' demands and developed recommendations for improving them. The committee's overall goal was to improve the County's space needs as a whole in order for the individual departments to function as a cohesive unit.

The committee's first recommendation is to build an addition to the jail for the medical facility. The committee unanimously feels the medical unit needs to be addressed immediately and the space required for daily operation has developed into a safety issue. The visit to the facility stood out within all the members of the Committee and was characterized as an **emergency** during group discussions. There are no temporary recommendations for resolving the Medical Unit's space issues so it is recommended that an expansion of the medical unit be the first course of action.

As in the 1999 review of the County Courthouse building, the 2006 space needs evaluation has shown much need for additional space to the existing site. The 2006 Committee is making the recommendation to build a 60,000 sq. ft. addition to meet these demands. The resources and space currently allocated to the building can not meet future space needs, such as the increasing demand for expanding the District Attorney's Office. The option to lease some of the 60,000 sq. ft. could be implemented to offset costs until the space is fully needed. Relocation of departments, such as finance, from the jail complex to this new building could also decrease the need for future office expansion as the administration staff and operational demands of the jail continue to grow.

Temporary improvements were outlined in the committee's recommendations, including air exchange and temperature control in both the D.A.'s office on the ground floor and the administration of Registry of Deeds, as well as high density shelving for consolidation of book storage space in Deeds, improvements to storage needs, and reconfiguration of office space for better flow within departments as they are currently separated on different floors. The committee recognizes that a new building at best could be targeted for the year 2010. For this reason, the current problems examined need to be addressed with these temporary improvements. The use of the conference room B was reviewed and discussed by the committee as many departments tried their best to secure this space (all with good reason). The only recommendation from the Committee is that the room be used to its best potential.

Records and storage material was a high priority and concern within many of the departments. The sheriff's department presented documentation to express that an area was never set aside for the department's record storage. Their records are not properly stored, maintained, or categorized for ease of review. The Deeds's storage area provided in the attic of the courthouse is at full capacity. All other departments had storage needs at different levels of need. The committee looked at the rules and responsibilities of maintaining records for each department before determining the recommendations. Because of the reasons presented, it is recommended to build an addition for record storage on the jail site connected to the existing structure. This structure would be separated into secure areas for each department. Each area would be sized according to its demand for space.

The Brunswick Naval Air Station was suggested to the committee as an area that may be used for the county to expand into. Although the Space Needs Committee never visited the site

for full determination of what might be available, it is the committee's recommendation that any land or building that Cumberland County could obtain should be investigated and secured.

As the new Cumberland County Regional Communications Center in Windham reaches its completion date of September 2006, the Emergency Management Agency (EMA) was reviewed for their space requirements. EMA has been divided to accommodate communications. With the move, it is the suggestion of the committee that EMA be reconstructed to meet the original intent and design intended for the area. Future study and cost consideration is needed.

A walk through of the Cumberland County Civic Center was completed in order to view the facility's existing structure. The facility provides a wonderful opportunity for the public to attend concerts, sporting events, graduations, and many other events. The Space Needs Committee suggests that the facility is extremely important and should be funded to be kept presentable and maintained to a very high standard, although the committee has not made any formal recommendations for improving the building.

With all of the recommendations presented in this booklet, it is the committee's recommendation that a structural analysis be done to provide building load requirements and evaluations of existing areas. Costs associated with each request should be further studied based upon this evaluation. Costs are for 2006 only and need to be increased due to determining factors upon the year of construction. The subcommittee requests that funding be provided to obtain accurate cost estimates for reassurance that the recommendations can be completed as described.

### **Acknowledgements**

It is important to recognize the amount of hard work and dedication from all of the Space Needs Subcommittee members. From day one, all members were focused and steadfast to finding all of the true needs of each department. We know by each individual's comments at the tours and in meetings with the county's elected/appointed officials and department heads that we have gained a greater understanding of the dedication and commitment of county government.

With that said, we would like to recognize Jerry Angier (chairman) for his "make sure we look at everything" approach. We would like to thank SMRT (architect firm) for their willingness to have many of our meetings at their location and for allowing the committee to consume its fair share of coffee and other refreshments. Thanks to the jail kitchen staff for an excellent lunch for our meeting with the sheriff. Also thanks to the Maine Turnpike Association for the use of their meeting area. A great job was done by all who contributed to the project.

We would also like to thank intern Michael Tarbox for his time and effort in compiling all the data and the many hours of meetings that went into the space needs subcommittee report. Michael was assigned to pick all of our brains and put it on paper, which we all think he managed to do quite well. Our committee had the tendency to change our thoughts often. It was a great experience and we all hope the information presented is considered in helping each department.

Sincerely,

Space Needs Subcommittee Members: Kevin Freeman, Pam Lovely, Dennis Judd, Jeff Henthorn, Robyn Dahms, Mark Toothacker, Wayne Pike, Lauren Carrier, Harvey Oest, Bruce Tarbox, Jerry Angier, Chair

## **Space Needs Subcommittee Recommendation Details: Cumberland County Jail**

In 1987 the Cumberland County commissioners and the sheriff launched a comprehensive initiative to address jail problems and over-crowding issues. A broad-based jail committee provided guidance to county officials regarding all aspects of the new complex and problems with the old. In November 1989, Cumberland County voters approved a \$25 million dollar bond issue for construction of a new direct supervision facility. Five years later the jail opened in 1994.

The Cumberland County Jail is maintained to provide a healthy, safe, secure, humane, and cost effective environment in which to detain persons charged with or convicted of legal violations. The modern direct supervision facility supports county law enforcement, local and governmental agencies needs, and decreases liability exposure associated with containing and housing inmates. The facility is American Correctional Association (ACA) accredited and in compliance with Maine Department of Corrections directives. The facility was designed with excess capacity which is used to support federal and other county/state inmates housing needs. Revenues generated from rented space decrease the costs for county taxpayers while maintaining future capacity and supplying cost-effective service to other governmental entities.

### Direct Supervision Facilities

Direct supervision is an approach to the management of jails which combines innovative management techniques with facility design features. In direct supervision housing units, a correctional officer continuously interacts with inmates without physical barriers separating the officer and his/her charges. The officers are responsible for promoting positive inmate behavior and are provided with expanded authority and responsibilities. The correctional officers create a professional atmosphere that is conducive to the safe, secure and humane custody of inmates.

A post-occupancy evaluation of a direct supervision jail in California concluded that the facility was safer, more secure and more sanitary than the old linear style facilities. The evaluation found the following:

- A sharp decrease in serious inmate incidents (assault rates were cut in half after the move).
- A 25% decline in disciplinary action in staff assaults, a 90% decline in inmate assaults, and a 69% decline in inmate fighting.
- A 1/3 decrease in the rate of disciplinary detention.
- Inmates had a greater perception of safety, privacy, structure, and support.
- Corrections officers were more positive about their co-workers, their pay, and were generally more satisfied with their jobs.

### Trends in Population and Staff

The Cumberland County Jail opened with a population of approximately 200 and a staff of 160. In 2006, the jail has averaged 475 inmates with a peak of 550. Staffing has increased to 225 to meet needs including a full service medical unit contracted out with Correction Medical Services (CMS). With the potential increase in inmates, bed space may become a concern. The immediate need for the jail is to address the medical facility which does not meet the additional requirements associated with the increased challenges posed by mental illness, substance abuse, and other health issues that have risen disproportionately to the increases in the inmate population. As the census increases at the Cumberland County Jail, the medical unit consistently gets busier and the medical facility cells are more often filled with patients under medical or mental health

observation. As a result, space has become extremely crowded to the point of being an unsafe work environment.

Medical Facility Study – Provided by Diane North / Health Services Administrator

- The overflow of inmates on psychiatric or suicide watch presents a safety issue for the inmates, as well as to others around them – both other inmates and staff.
- The cells within the medical unit presently do not provide a good line of vision for the nurse working in the nursing station.
- The physician and PA are not able to see as many patients as need care, resulting in sick calls and physical examinations being delayed.
- The delay in getting physical examinations done within 14 days of admission causes the Medical Unit to fall out of compliance with the National Commission on Correctional Health Care (NCCCHC) standards, as well as the American Correctional Association (ACA) standards under which the unit is accredited.
- The delay in follow up on sick call appointments could cause serious issues, such as delays in detecting chronic diseases or serious conditions which could become a public health issue.
- The nursing station is chronically overcrowded with staff, which creates more risk for error.
- The storage space is at a premium. Charts are not readily available and medical supply storage is limited and away from the work area.

Recommendation: Medical Facility Expansion

The Space Needs Subcommittee of 2006 requests the following immediate action for improving the Cumberland County Jail Complex.

The medical facility in the Jail requires immediate expansion to ensure the safety of employees and inmates whom are forced to deal with limited space everyday. Upon the committee's visit to the jail complex, members were extremely surprised by how small the facility was compared to the level of need the inmates require on a daily basis. The growing need for medical care has caused the facility to become overcrowded and outgrow its capability to provide a safe and organized area. Due to the immediate needs, the committee is recommending that an expansion be added onto the existing structure providing more space with heating, fire alarms, sprinklers, etc. The new addition would be between 3,800 sq. ft. to 5,600 sq. ft. with a current value of construction estimated at \$350 per sq. ft. of between \$1.3 million to \$2 million (cost estimations done in 2006). The Medical Needs Study provided in the Appendix provides additional information, and future study may also be necessary to confirm the size and cost of the expansion.

**Space Needs Subcommittee Recommendation Details: County Jail Storage Needs**

The Space Needs Subcommittee examined and evaluated the current storage needs for the Cumberland County Sheriff's Office. From the input, it was evident that the Sheriff's Office does not have sufficient space for its diverse storage needs. In addition, more serious systemic problems became evident, i.e., many of the staff are unsure what they should be keeping or who is in charge and/or responsible for maintaining records within the various units of the Sheriff's Office.

The Space Needs Committee has covered basic issues of storage space shortages and related systemic problems at the Sheriff's Office campus. However, an in-depth analysis of storage needs and fiscal costs will be needed prior to development of a finalized plan. This analysis should include actual square footage needs, the legal obligation for maintaining records, the need for maintaining necessary products and equipment such as food institutional and cleaning supplies, in addition to staffing and other system needs.

### Jail Storage

The space in C Mechanical previously designated for general administrative storage has been displaced by storage needs for training, records department, classifications, and the medical unit. The file storage requirements for the jail are varied and most data is required to be kept for three to ten years.

Records - Files maintained by the records unit are required to be kept forever. Five years worth of records are kept in the moveable storage units at the back of the records room. After five years, the files are scheduled to be moved to C Mechanical. A simple process normally; however, with the limited space available in C Mechanical there are purged files stacked up in banker boxes approximately four feet high in the records room.

Food Services - The kitchen is in need of additional space for dry goods. With the limited storage space, staff management often has to pass on special quantity items offered by vendors and/or surplus food from the state and/or federal government. More space would allow bulk purchasing.

Medical Unit - Two years of records are kept in the medical unit within the file room and overflows into other offices. Medical has been allowed to store records within a locked room inside the pass-down room, and three years of records are kept there. At year five, records are moved to C Mechanical. Medical files need to be kept for ten years, and years five through 10 are kept in C Mechanical. Medical records require a significant amount of space.

### Evaluation

The visit to the jail complex revealed several areas that need to be addressed. They range from the need for additional storage space, education of the staff relative to what needs to be kept and for how long, and the development of policies/procedures which define responsibilities for the collection and maintenance of records. Due to the high volume and complexity of records maintenance, there is a potential need to have a staff person dedicated to the filing, maintenance, and utilization of records, as well as the destruction of obsolete records (as defined within the Rules for Disposition of Local Government Records).

### **Space Needs Subcommittee Recommendation Details: Courthouse Building Addition**

The building addition option has been evaluated and discussed by the Cumberland County Space Needs Subcommittee to address the long-term space needs for the County of Cumberland. This continues the study that originally began in November of 1999 and presently continues in 2006 to assess the existing conditions, develop departmental population projections through the year 2020, evaluate the engineering systems of the courthouse, and offer options for handling future growth concerns.

The Space Needs Subcommittee conducted interviews with the various departments and developed projections for their future requirements. The projections are only estimates. The

space needs listed are more than just a result of future growth. At this point, most departments are operating out of spaces they have long outgrown but do not have any available area in which to expand, especially the Deeds' Office and District Attorney's Office. This is evidenced by the fact that many individuals' workstations are inadequate and not suited for their work requirements.

The following presents the Space Needs recommendation to handle the growing space demands on the county government portion of the courthouse.

#### Recommendation: Office Addition to Courthouse

- This option will create a four level, approx. 60,000 square foot office addition to the courthouse, located on the Old County Jail site between the current courthouse and Franklin Arterial.
- Parking requirements for a new office addition are 150 cars, plus an additional 44 spaces due to lost spaces as a result of the addition for a total of 194 required.
- Parking requirements may call for an addition to the parking garage.

#### **Space Needs Subcommittee Recommendations Details: County Departments' Storage Needs**

Many of the county departments' storage areas have been depleted and forced records and other materials to be scattered throughout the courthouse area. The cause of concern is because many records are required to be maintained for many years causing storage space demands to increase (see following records requirements for each departments' demands). *If requirements and laws are not able to be changed* to further benefit the county's storage needs such as Deeds's records not being able to be moved off site, the county may have to find alternative methods of storing materials. Records areas such as the courthouse attic have become overcrowded and unorganized due to the abundance of material (see following pictures). If space is not provided for future storage needs, the problem will continue to worsen.

#### Recommendation: Addition to Jail Complex for Records Storage

The Space Needs Subcommittee of 2006 requests the following recommendation for improving storage needs: The committee recommends a new building on the jail complex be built to supply needed records and material storage as well as confidentiality. The jail addition would provide heating, a sprinkler system, and other accommodations to meet adequate storage requirements. The cost of the building is estimated to be \$330,000 to \$500,000.

#### **Space Needs Subcommittee Recommendation Details: Registry of Deeds**

The Registry of Deeds is the recording office for documents affecting title to real estate located in Cumberland County. Documents such as deeds, mortgages, liens, and mapping plans that are in compliance with Maine law are accepted for recording at the Registry and become permanent public record. The Cumberland County Deeds Office houses and maintains recorded land documents and indices that date back to 1760 and plans that date back to 1825. Recorded land documents and indices dating back to 1965 are available for viewing on the Deeds's website. The Registry is also a resource for historical and genealogical research.

The primary function of the Registry of Deeds is the recording of land documents and plans in Cumberland County. The Registry of Deed's day-to-day operation is overseen by an elected Register of Deeds pursuant to M.R.S.A. Title 33 Chap.11 §601 who serves a four-year term.

The workload for this department is driven by housing market activity. The historic low interest rates and an associated spurt of refinancing have leveled off during the last fifteen quarters due to the Fed's steadily increasing the interest rate. Factors keeping the number of Deeds' transactions stable are the expectation of baby boomers putting pressure on the condo and townhouse market, a leveling off of affordable housing costs, and continued involvement by the federal government.

#### Trends in Workload and Staff Size

The volume of recordings has continued to steadily rise since the last report of the Strategic Planning Committee. For example, in the year 2000 the Registry recorded 75,024 land documents; in 2001, 100,718 documents; in 2002, 108,083 land records. Real estate transactions for 2003 were at a historic high due to low interest rates and refinancing. The number of documents recorded was 139,794. In 2004, the number of documents records started a downward trend at 101,944 and 2005, a new low of 95,411 documents recorded. To accomplish this work, the Registry of Deeds currently employs fifteen people including the Register.

#### Factors Affecting Workload

Real estate transactions are a function of the housing market activity that results from the new construction, sale and resale, and refinancing of homes. The housing market, in turn, is driven by population and household growth, income growth, and interest rates.

The relationships between real estate sales and the number of transactions recorded each year are not perfect. Population and household growth have increased since the 1980s, with a 9% population increase in Cumberland County during the 1990s. The number of transactions presently recorded is much higher today than in the past with an historic high in the volume of recorded mortgages during the period of 2003-2004.

In April 2004, the Registry introduced internet service for the first time to deeds customers and citizens interested in researching land records electronically by entering the necessary parameters and viewing document images of mortgages, liens, and print indexes. Easy availability of records via the internet at a modest fee per document is a convenient public service that saves researchers considerable time by not having to physically enter the deeds office. Deeds' subscribers and citizens can view documents and thereby provide a continuous revenue stream as mortgage companies, title searches, and others choose to access land records data over the internet.

Because of the lack of storage space in the deeds research room and the phasing in of modern technology, the Registry of Deeds will discontinue printing books in the near future. To prepare for this transition, the Registry has purchased eight additional public computers, making a total of 14, and has also added two printers giving customers the ability to print requested documents digitally instead of copying from the books.

In June 2006, the Registry began the process of scanning plans and plan indices as the Deeds Office prepares to move forward to electronically record these documents and standardize the indexing process.

#### Projected Workload and Space Implications

With the introduction of modern technology eliminating the need to print books, the space in the research room remains adequate. However, the cramped staff workspace and lack of record

storage space remains inadequate. Future space will be needed to provide proper storage for records and accommodate adequate working conditions for employees.

\*Information provided by Pam Lovley – Deputy Register of Deeds

### Recommendations: Registry of Deeds

The Space Needs Subcommittee of 2006 requests the following recommendations for improving the Registry of Deeds.

1. Install air exchange units in Registry offices (four rooms). The estimated cost is \$45,000 - \$90,000.
2. Storage – Attic: Reserve storage space in the attic for the Registry of Deeds and Registry of Probate exclusively.
  - a) Disassemble and remove existing Deeds bookshelves.
  - b) Store and stack old books in the outer attic room. (Note: Because these books have been microfilmed, converted from film to image and reduced to 8 ½ by 11 size books, the statutory requirements have been met – MRSA Title 33, Chapter 11 p651).
  - c) Transfer plan cabinets from the basement and move them to the attic.
    - Because the Registry records 800-900 plans a year, there needs to be adequate space in the attic for future growth.
    - A structural analysis of the attic should be performed
    - An empty map cabinet weighs 210 lbs. Each cabinet can hold approximately 600 plans. Note: The Registry feels that because the old books and original Mylar plans are requested for viewing by customers at least one – three times a week the county should keep them onsite at the courthouse and not at another county facility.
  - d) Research/Copy Room
    - Better utilize space by consolidating books in current indexing room using high-density shelving. (Estimated cost: \$155,000 to \$270,000)
    - A structural analysis should be done to ensure combined weight can be supported.
    - Create workspace for customers by installing a two-foot wide worktable along the back wall of the index room.
    - Use copy room area space as indexing room.
    - Consolidate all plan cabinets (paper copies of plans) in plan room.
    - Disassemble and remove two unused storage cabinets.
    - Keep the current book room in the basement for future growth of plan (paper) files.
  - e) Layout and Design of Recording Office
    - Option A would be to expand recording office space into the corridor.
      - (Estimated cost of \$27,000)

- Option B would be for the recording office to switch office space with the Deeds's administrative office.

### **Space Needs Subcommittee Recommendation Details: District Attorney's Office**

Stephanie Anderson has been the District Attorney for Cumberland County since 1990. This will be her fifth, four-year term when she takes office in January of 2007. All district attorneys in Maine are elected during gubernatorial election years. In addition to prosecuting cases, the Cumberland County District Attorney also advises the courts and the legislature on criminal prosecution practices and laws, advocates on behalf of crime victims, constantly seeks ways to improve efficiency in the criminal justice system, and is a leader in raising awareness on public safety issues.

The District Attorney's Office prosecutes criminal cases and civil infractions for the state for violations committed in Cumberland County. After a suspect is charged by the police, his or her case is forwarded to the District Attorney's Office for prosecution. If the District Attorney's Office decides to go forward with the case, the case will be heard in one of three courts: district, superior, or juvenile Court. The District Attorney's Office and all three courts are located in the Cumberland County Courthouse with the exception of two satellite offices for the district courts in the Bridgton Courthouse and West Bath Courthouse.

#### Trends in Workload and Staff Size

According to county annual reports, in 1990, two-thirds of the office workload (40,000 of 60,000 cases) was traffic-related. In 1998, only one-fifth of cases (5,000 of 25,000) were traffic-related. Also according to county annual reports, the number of support staff in the D.A.'s office increased from nine in 1980 to 25 in 1997. The number of attorneys doubled in fourteen years from seven in 1983 to 14 in 1997. Today, there are a total of 17 attorneys, 23 staff, and six law student interns. In 2005 the D.A.'s office prosecuted 12,186 cases.

#### Factors Affecting Workload

There are several factors contributing to the decline in case count. First is the permanent shift of 7,500 traffic infractions to law enforcement officers. In addition, the courts have changed their practice from assigning one docket number to each count in a related incident to assigning one docket number to each incident which may contain several counts. This downward trend in numbers will continue when the courts stop their practice of re-assigning a new docket number to cases transferred from district to superior court. The Check Enforcement Program also diverts bad check cases away from the courts.

Other factors in workload and staff size are initiatives and policy changes. While cases that involve Shoplifter's Alternative and Deferred Disposition still receive docket numbers, these programs divert offenders away from the County jail and state probation, ultimately increasing staff time and effort on the part of the District Attorney's Office. The D.A.'s office also continues to forge ahead with already well seeded Drug Court Programs for adults and juveniles as well as their extensive efforts in the area of domestic violence.

Case complexity continues to be a factor in workload. Cases have become more complex to investigate, present, and defend. An example is computer crime. Child internet pornography cases are complex and are a whole new specialty in law enforcement investigation and

prosecution. The case escalates with the added public demand for forensic evidence and public pressure to prosecute.

While counting practices, crime rates, current practices, and new initiatives will always change the case count, the District Attorney's office workload shows no sign of abating. In 2005, the D.A.'s office took over 82,000 phone calls, provided over 676,000 pages of discovery to defendants and made countless copies of videos, DVD's, and cassettes. A total of \$226,278 was returned to victims in restitution from offenders. Business owners were reimbursed \$44,392 for bad checks, and 55 shoplifters were diverted away from the legal system.

### Expanded Responsibilities

In 2004, the legislature essentially eliminated probation for misdemeanor crimes and shifted the responsibility of monitoring compliance with court ordered conditions from the Department of Probation (i.e.: the state) onto the District Attorney (i.e.: the county). To meet that responsibility, in 2005 the D.A. requested from the county commissioners a new position called the Coordinator of Diversion and Rehabilitation Programs. This position was approved and is one more example of how policy changes which are demanded by the citizenry and voted in by the Legislature have increased the roles and responsibilities of the D.A.'s Office. In the recent past, the creation of the Domestic Violence Unit and the victim assistance programs were among the types of initiatives that also come from policy changes.

### Projected Workload and Space Implications

The workload in the D.A.'s department is driven by crime rates, population trends, and public policy changes. Hence, it is difficult to predict future trends in workload but there are some indicators that would suggest the need for future growth. The main factors are the growing number of drug-related crime and lack of public mental health facilities in our area. Like the increased responsibilities that came with policies to handle new sentencing alternatives, domestic violence and victim's rights, these two factors will have an impact on the future workload of the District Attorney's Office.

Because of new factors contributing to the workload, the District Attorney's Office has outgrown its current office space. The DA's office has utilized all available square footage, including converting closet space into offices. Overall, the current space is grossly inadequate. As a recent example, the D.A. added the diversion coordinator position last spring and several current support staff had to relocate their offices to accommodate this new position. This required taking over one of two victim meeting rooms that were being used by the Domestic Violence Unit. This left one very small room to meet privately with the many women and children who make up the bulk of our domestic violence victims and witnesses.

The District Attorney's Office currently occupies the ground floor of the courthouse and has an office on the second floor for the district attorney, her legal assistant, and an assistant district attorney. The main office area contains four work cubbies, common work surfaces, photocopier, printer, and active case files. In the back portion of the main office there are five other very small work areas used as office space, file storage, and office supply storage. The two full-time receptionists are also in the main office area. This exposes the entire main office to significant distractions and interruptions throughout the day due to the extensive traffic from the public, police, and defense attorneys. In exchange, there is absolutely no privacy in the main office area for the staff and confidential information is easily overheard. In addition, it is extremely loud in the main office area due to the acoustics created by the very high ceilings.

The District Court staff is housed in a small area which contains five very small work stations for five full time staff along with all of their case files, printers, and audio/video equipment. Another photocopier occupies the hallway. The juvenile division consists of four attorneys in a windowless office with an open stairwell leading to the basement. The Domestic Violence Unit is a windowless hallway with closets that seat two full-time attorneys, two full-time victim assistants, two full-time legal assistants, and one full-time investigator. The airflow and temperature in the unit are extremely difficult to regulate and the unit has only one small private meeting area.

The majority of the district attorney's office space, which includes one conference room, is located on the first floor of the courthouse adjacent to a public corridor. This area also serves as a media room, staff meeting room, interview and trial preparation room for victims and witnesses, and impromptu case review room for A.D.A.'s and defense attorneys. It is used by the entire office including the Domestic Violence unit.

The need for confidential storage for closed cases continues to grow. The D.A. currently stores these files in a semi-public corridor connecting the hallway with the facilities department. The number of files placed in this location has grown in spurts over the years and the amount of time needed to keep each of those files depends on the sentence of each case. On average, the D.A. indicts approximately 900 cases per year and closes approximately 750 cases per year. Based on those numbers, approximately 5,000 + cases are in a closed file area. That does not include the top shelves that hold enlarged cases stored in red wells or boxes. There are approximately 100 of these along with an entire wall of closed audio/video tapes.

A standard office area for the support staff is approximately 42 square feet (i.e. 6'x7'). Each attorney's office has two full time assistant district attorneys in an approximate 207 square foot area with the exception of the Superior Court attorneys who have an office with four desks in a 481 square foot area.

As for environmental factors, there are only two, but very important, detractors to the current working conditions. First, there are only two bathrooms which are used by forty plus people daily. Staff and attorneys are often required to wait in line in order to use the bathroom facilities. Secondly, there is no air flow whatsoever in any of the offices and windows, where they exist, often cannot be opened. Anytime a truck is parked outside or a snow blower is used, gas and carbon fumes fill the air. Smoking outside of the building also results in smoke filtering into the office. These conditions pose health risks to staff and the public.

#### Requests of the District Attorney's Office

It appears that the District Attorney's Office is likely to experience a considerable challenge in the coming years to meet future demands. Title 30-A, §281 requires that the Cumberland County Commissions provide suitable office space to the District Attorney's Office for the performance of the duties, including sufficient private area for research, conferences and meetings with officers, witnesses, complainants, and citizens. If office space is not available on county property, the county commissioners shall provide sufficient funds to the District attorney for rental of suitable quarters at locations convenient to the courthouse within the county. While the definition of suitable is debatable, it is currently questionable whether there is sufficient private area for conferences and meetings with officers, witnesses, complainants, and citizens. Any future growth would require significant renovations to meet the statutory requirements.

\*Information provided by Robyn Dahms – Supervisor, District Attorney's Office

Stephanie Anderson – District Attorney

### Recommendations: District Attorney's Office

The Space Needs Subcommittee of 2006 requests the following recommendations for improving the District Attorney's Office.

In review of the D.A.'s office and the study done on May 30, 2006 (see following D.A. Office Needs Study for further research done on the department) the committee reverts back to the building addition recommendation of this report due to the District Attorney's Office not being able to be relocated off of the County Courthouse site. The committee feels the only way to provide needed space for the department is with an addition to the existing building. The costs associated with this are located in the building addition section.

The short-term recommendation for the department is relocating the executive department off site providing an addition of 750 sq. ft. of work space (see following lease space report). This solution only provides minimal relief until the building addition recommendation is accomplished. The committee feels there is an immediate need for improving the D.A.'s Office temperature and air quality issue. The estimated cost is \$316,000.

### **Space Needs Subcommittee Appendices**

- Space needs report with full cost estimates.

## **Technology Subcommittee**

*Tom Bartell, Chair*

### **Charge**

Evaluate opportunities for Cumberland County Government to utilize new, innovative technologies that will reduce the costs of county government and/or help improve our services to better meet the needs of citizens and communities in the 21<sup>st</sup> century. Specifically, explore e-commerce and e-government services that could be provided to the public, such as having the county's website become a central depository for citizens to pay their tax bills and conduct other types of public business. Discuss and determine the extent to which the county should consider becoming involved in providing IT services to the smaller and medium-sized municipalities on a fee basis.

### **Summary of Recommendations**

*Sponsor a countywide technology user group.*

*Provide an opportunity to municipal and school users for training sessions, seminars, and other educational meetings.*

*Provide an opportunity to municipal and school users to participate in County bids for IT hardware, software, or other services.*

*Provide technical assistance to those towns in the county without full-time IT staff.*

*Develop a strategy to change outdated state laws to promote technology and processes that will take advantage of new technologies.*

Honorable Commissioners:

I am pleased to submit the final report of the Technology Subcommittee of the Cumberland County Strategic Planning initiative for 2006. The culmination of the research, surveys and meetings is contained within this report.

The subcommittee has submitted five strategies for consideration. These strategies concentrate on developing methods to share existing technology, information, knowledge, and training.

For example, most towns in the county use information technology to support the various services they provide. However, few of these towns have an information technology staff person. Instead, they sometimes rely on a contracted service, volunteers or have no support at all. The subcommittee also learned that, although information technology is in use in many towns, little or no formal training has been provided to the users.

The subcommittee concluded that there may be an opportunity for the county to provide training opportunities and technical support services to those towns interested in strengthening their information technology effort.

The subcommittee strongly believes that the recommendations offered here will serve the county's technology needs for the immediate near future and will serve to benefit many towns in the county, as well as provide considerable improvement in technology services to the internal and external customers served by the county.

I would like to thank the members of the subcommittee for their dedicated work.

Respectfully submitted:

Tom Bartell

Chairman, Technology Subcommittee

## **Technology Subcommittee Recommendations Details: County-wide Technology User Group**

Sponsor a county-wide technology user group to provide technology mutual aid and encourage information sharing amongst the towns of the county.

The county has three full-time IT employees supporting the IT effort and many of the municipalities within the county have full-time IT employees doing the same for their city or town. Collectively, these employees have a wealth of experience in the field of IT. Some have specialized skills such as network design or training in geographic information systems. It would be helpful to know what skills exist amongst all IT employees.

### Strengths and Opportunities:

- Develop an inventory of IT skill sets throughout the county
- Create an opportunity for IT employees to exchange information
- Share information on product performance and efficiency

### Weaknesses and Threats:

- Sharing works if everyone is willing to share

### Recommendation:

Organize the first user group meeting

### Resources Required:

Staff time

### Priority:

Immediate (Fall of 06)

### First Year Action Steps and Estimated Associated Costs:

- Contact the County and municipal IT departments
- No extraordinary costs associated with this recommendation

## **Technology Subcommittee Recommendations Details: Municipal Technology Trainings**

Provide an opportunity to municipal and school users to participate in training sessions, seminars, and other educational meetings to both develop and maintain IT skills.

Many users have a wealth of technology at their desktop, but very little training in how to use the technology. Training is useful but expensive, especially for the smaller towns. The per-student cost of training might be significantly reduced if the county sponsored the training, engaged a trainer, and then split the cost of the trainer among the participants. The county has a well equipped training center which could be used to host the training.

### Strengths and Opportunities:

- Provide professional training for IT users
- Reduce the per-student cost of training
- Make more use of the technology at the desktop

### Weaknesses and Threats:

- None

Recommendation:

The County should sponsor one training session at no cost to users to demonstrate the value of this recommendation.

Resources Required: Staff time approximately \$2,000.00

Priority: Immediate (fall of 06)

First Year Action Steps and Estimated Associated Costs:

Sponsor a training opportunity in a Microsoft product such as Word, Excel, or PowerPoint

**Technology Subcommittee Recommendations Details: Group Purchasing for Municipalities**

Provide an opportunity to municipal and school users to participate in any county bid process for IT hardware, software, or services.

Develop a method of informing all cities and towns in the county when the county IT division is about to solicit competitive bids for IT-related items. This would give the cities and towns an opportunity to participate in the process should they be in the market for IT-related items.

Strengths and Opportunities:

- Reduce the cost of IT-related items
- Purchase as a group, while still retaining individual ownership
- Reduce the staff time spent executing the purchase

Weaknesses and Threats: None

Recommendation: The county should keep the cities and towns aware of IT purchasing plans

Resources Required: Staff time

Priority: Immediate (fall of 06)

First Year Action Steps and Estimated Associated Costs: Keep cities and towns informed, via the county purchasing agent, of IT purchasing opportunities

**Technology Subcommittee Recommendations Details: IT Assistance to Municipalities**

Develop the capacity to provide technical assistance to those towns in the county without full-time IT staff.

Many of the smaller towns in the county do not have a full-time IT staff. Some rely on volunteers while others contract with IT support vendors for assistance. The county should offer technical assistance to the smaller towns at cost.

Strengths and Opportunities:

- Reduce the cost of IT services to the towns
- Provides a central point of contact for reporting problems
- Technical assistance could include other services such as installation and training

Weaknesses and Threats: This could not be accomplished without an increase in the county IT staff

Recommendation: The county should explore the interest in this sort of arrangement by the towns

Resources Required: IRT staff increase (1)

Priority: Next budget cycle

First Year Action Steps and Estimated Associated Costs: Solicit feedback from the towns on level of interest and act accordingly

### **Technology Subcommittee Recommendations Details: Streamline Technology Implementation**

Be proactive in working to change state law and processes to be able to take advantage of new technologies

New technology arrives in the marketplace daily. Sometimes this technology can have a very positive effect on the work environment. However, current law or business practices may prevent use of the technology. The county should develop a strategy to change outdated state laws to promote use of new technologies and remain flexible in the application of business practices to take advantage of change when the change is positive and will result in increased productivity or better service to our constituents.

Priority: On-going

## **JUSTICE & PUBLIC SAFETY SUBCOMMITTEE**

*Judge Thomas Humphrey and Sheriff Mark Dion,  
Co-Chairs*

### **Charge**

Examine and provide recommendations to the county on the future direction of justice and public safety in Cumberland County involving the state courts system, Cumberland County, and the municipal police departments, as well as other groups and individuals.

### **Summary of Recommendations**

*A city/county partnership for management data sharing between the  
Portland Police Dept., the Sheriff's Office, and the District Attorney's Office*

*Implementation of a Regional Forensic Metro Crime Scene Investigation / Laboratory Service*

*Planned transition of key domestic violence activities from federal grant funding to the county's  
operating budget*

Dear Commissioners,

It is my pleasure to submit the work of our subcommittee for your review. Our committee met several times over the course of the first half of 2006. Significant steps were taken to open a constructive dialogue between the Portland Police Department, Cumberland County Sheriff's Office and the Office of the District Attorney regarding our mutual interests and overlapping responsibilities as key agencies within the county criminal justice system.

Our discussions were grounded in our respective belief that each agency should retain their independent oversight and operational control of their individual agency's specific public safety goals. However, we do recognize the synergy that can arise in those instances where a collaborative strategy predicated on a problem solving approach could be marshaled to achieve important system improvements.

A core systems approach is what underscores our aspiration to implement a shared data management system between the district attorney, sheriff's department, and the Portland Police Department. Our tri-lateral collaboration also recognizes the value in pursuing the needed infrastructure and financial support necessary to establishing a metro forensic science capacity for our county.

Each of these projects could result in the increased efficiencies associated with our collective investigation of criminal incidents and the subsequent processing of individual cases through the court process.

The strategy group also concurred in their belief that the county commissioners should take the necessary fiscal steps to mitigate the grant dollar reliance currently experienced by the Domestic Violence Partnership and move that those costs be absorbed by the county general fund. We recognize that this transition cannot be accomplished in a single budget cycle but given the significant contribution made by this project to the health and safety of our county's women and children it appears prudent that we should reduce their reliance on limited, discretionary, grant dollars.

Future policy discussions that may arise among the participating agencies include:

1. An assessment of the scope and consequence of homelessness in the metro region.
2. An evaluation of the nature of, responsibilities to, and outcomes associated with increasing rates of psychotropic medication administration involving jail inmates
3. The expectations and purpose of jail-based rehabilitation programming

It is our hope that the strategic planning meetings provided the participating agencies with a positive platform from which future consensus regarding integrated justice and public safety systems issues can be successfully addressed.

Respectfully Submitted,

Sheriff Mark Dion

### **Local Policies for Managing Mental Illness and Substance Abuse**

The subcommittee received a presentation from the Preble Street Shelter staff that explained some of the complex issues surrounding homelessness and the often concurrent disorders of mental illness and substance abuse. The clinic housed at the Preble Street Center provides healthcare for the homeless, including mental health care and substance abuse counseling. For example, the clinic has been operating recently with one counselor who is seeing 400 homeless individuals, 90% of whom have co-occurring issues of substance abuse and mental illness.

Cumberland County Jail staff also presented information about the challenges presented by inmates with substance abuse issues and/or mental illness. The medical staff recently reported that 87% of the inmates were receiving psychotropic medications. One of the challenges is that inmates cannot be given any medications that they bring with them, so medications must be verified with doctors and ordered from out of state. Furthermore, with 500 inmates, corrections officers and social workers are primarily carrying out crisis intervention, with very little time for preventive care. Clinical social workers are so busy dealing with emergencies that there isn't much time for individual therapy. The (ACT) Assertive Community Treatment Team Diversion Program has, however, successfully demonstrated a reduction in arrest and re-arrest rates for low-risk mentally ill offenders.

**Recommendations:** As a result of the complex nature of these issues, the subcommittee recommends that the participating agencies undertake:

1. An assessment of the scope and consequence of homelessness in the metro region.
2. An evaluation of the nature, responsibilities and outcomes associated with increasing rates of psychotropic medication administration involving jail inmates.

### **Integrated Justice Information.**

Planning and Research Coordinator Lisa Perrotta from the Portland Police Department reported on integrated justice information for the subcommittee. The integration of justice information systems is a vital component of any comprehensive strategy to improve public safety. Law enforcement, prosecutors, the courts and other entities within the criminal justice system must have complete, accurate, and timely information in order to make informed decisions. By integrating systems, agencies automate the exchange of information and redesign processes to achieve greater efficiency and effectiveness.

At its most basic level, justice information integration uses technology to enable seamless sharing of information. Many of the information systems developed for criminal justice agencies a decade ago were designed to address single-agency operational needs and were ineffective for sharing data between agencies. Inter-agency communications were left to traditional paper exchanges. The increasing complexity and volume of criminal cases, however, demands fast, accurate exchange of information.

Integrated systems do not require that all information is shared among all entities at all times. Rather, integration provides access to required information at important junctures (arrest, arraignment, adjudication, etc) in the process, while ensuring appropriate security and privacy. Sharing may be accomplished by any of a variety of technical solutions including middle-ware applications, consolidated information systems, standards-based document sharing, etc. Policy decisions are required to address questions such as who owns the data, who has access to it, how it will be used, where it will be stored, and who will pay for it. Obstacles to integration include turf issues, the need for operational standards, and protocols for access. Adequate and sustainable funding, clear outcomes, and effective systems management strategies are also needed.

Bottom Line: Improved quality and timeliness of information provides for more informed decision-making which enhances the safety of the public.

**Recommendation:**

A city/county partnership for management data sharing between the Portland Police Dept., Sheriff's Office and the District Attorney's Office.

**Cumberland County Government Domestic Violence Intervention Partnership**

Faye Luppi, the Cumberland County Violence Intervention Partnership Project Director, along with other VIP project members, reported to the subcommittee about this project, launched in 1998. Its mission is to coordinate a community response to domestic violence that enhances victim safety and offender accountability. Project partners are the District Attorney's Office, Family Crisis Services, Cumberland County Sheriff's Office and Jail, Maine Pretrial Services, the District II Police Chiefs, Administrative Office of the Courts, and the Department of Corrections. Since 1999 the county has received over \$2,000,000 in federal grant funding for the program, including a grant award of \$516,882 for 2004-2006. The County serves as the fiscal agent for the grant awards.

VIP has demonstrated measurable results: approximately 1000 law enforcement officers and criminal justice personnel, physicians, employers, and others are trained about domestic violence each year; policy changes have been implemented in areas such as victim notification of offenders' release from jail, courtroom security, and the creation of a uniform DV reporting form; an increase in criminal conviction rate from 35% to 60%; a decrease in domestic homicides in Cumberland County from 25% in 1997 to 0-10%; over 1000 cell phones collected for use by domestic violence victims; and free security systems from ADT to victims since 2002. VIP members recently assisted with developing the bail online system, which enables the DV investigator to conduct over 800 bail checks a year.

The Family Crisis Services Executive Director described a "profound difference in our community" as the result of VIP collaboration; a local police officer reported that "walls have broken down, and lines of communication opened up." A Portland Press Herald editorial written in October 2004 recognized the importance of the violence intervention partnership efforts by stating that "though grant money is limited, the improvement to public safety provided by these programs is priceless."

Maine's first Domestic Violence Unit in the Cumberland County District Attorney's office serves as a lynchpin in the community response to domestic violence. Through the specially trained prosecutors, a DV Investigator, and VWA's, the unit creates an atmosphere in which victims don't get lost in the judicial system. The U.S. Attorney's Office has described the Unit as "a wonderful response to DV cases in Cumberland County," very different from other parts of the state. The unit is "accessible," and a place to "get questions answered."

Major VIP projects include: 1) provide services to elder victims and specialized training for law enforcement, for which the project received the NACO Acts of Caring Award in 2003; 2) assist partner agencies, municipalities, and local businesses in developing workplace violence policies and conducting training; 3) participate in DV Court Case Coordination Project to coordinate civil and criminal dockets, and judicial monitoring, using a dedicated Probation Officer funded by the federal grant; 4) outreach to victims in the refugee and immigrant communities, including support for language line services; 5) supervision of DV offenders in the community by Maine Pretrial DV Case Manager before trial, at an estimated cost savings to the county from 1999-2006 of \$4,880,292; 6) train healthcare providers, in partnership with the Physicians for Social

Responsibility; 7) educate law enforcement and victims about stalking and distribute stalking kits; 8) with the help of new partner State Street Church, train leaders and members of communities of faith on the topic of religion as a resource for domestic violence victims; and 9) outreach and advocacy for incarcerated victims of domestic violence. One of the incarcerated victims recently wrote, “The FCS Programs here at CCJ teach us to stand up and say NO! to abuse. These programs are essential to help us be productive members of the community. Truly [the FCS Advocate] plants seeds...with promise to grow into women of honor and courage.”

**Recommendations:** Based on its pivotal role in enhancing the safety of domestic violence victims, Cumberland County Government should continue to support the Violence Intervention Partnership as follows:

- Maintain the DV Unit and Project Director positions with the county
- Continue support for Family Crisis Services
- Fund Pretrial DV Case Manager and FCS Incarcerated Women Advocate
- Continue DV Court Case Coordination Project
- Continue training law enforcement and courts
- Continue outreach with Physicians for Social Responsibility to medical community
- Continue DV in the workplace training
- Train and work collaboratively with providers of services for underserved populations: elders, new Americans, the disabled, women with substance abuse issues
- Extend outreach more effectively to outlying communities
- Address issue of children who witness violence

## **FINANCE SUBCOMMITTEE**

*John Menario, Chair*

### **Charge**

#### **Summary of Recommendations**

*Develop and implement an affordable, enhanced retirement option for law enforcement and correctional unions.*

*Move a portion of the county's capital improvement program to a referendum vote*

*Develop a funding mechanism at minimum impact to the taxpayer for building a new Civic Center*

*Investigate having the county provide regional assessment services*

Honorable Commissioners,

The State of Maine and Cumberland County have some of the highest property tax burdens in the nation. It is important to provide the taxpayers in Maine with the most financially effective and efficient means of providing services and review their application to the taxpayers in Cumberland County.

The Finance Subcommittee is pleased to submit the following recommendations to the County Commissioners as part of the 2006 Strategic Plan. Our subcommittee was charged with examining and providing recommendations on some very important fiscal challenges facing Cumberland County Government. Among the areas examined were:

- Reviewing compensation packages for the patrol deputies and correction officers, as well as evaluating the advantage of providing an “enhanced retirement option” to these employees
- A detailed review of the current Capital Improvement Plan (CIP) and procedures at Cumberland County to determine the appropriate model of CIP financing in the short and long term. A lively discussion of the need to go to public referendum for county CIP needs in the fall of 2008.
- Opportunities for financing and building of a new Civic Center, including crafting a fiscal model that would make sense and raise the required capital to move into a new building.
- A complete discussion as to providing “regional services” to municipalities that could result in greater economies of scale and ultimate savings to taxpayers. Areas of focus revolved around the potential for regional assessing, as well as sending out tax bills on behalf of municipalities, similar to other models around the country.

I would like to thank the members of the finance subcommittee for their efforts and time in the discussion and rendering of these recommendations: Ron Miller, General Manager of the Portland Water District; Michael Mowles, Town Councilor in Cape Elizabeth and Budget Advisory Member; Dick Ranaghan, Vice President of Governmental Services for Gorham Savings Bank and Civic Center Trustee; Diane Gurney, Treasurer of Cumberland County Gov’t; Nat Tupper, Town Manager of Yarmouth; Greg L’Heureux, Finance Director, Town of Freeport; and staff member Vic Labrecque, Finance Director County of Cumberland Government.

Finally, a special thanks to the commissioners of Cumberland County and Peter Crichton, county manager, for their tireless efforts to provide more effective and efficient government here in Cumberland County.

Sincerely,

John Menario  
Chairman- Finance Subcommittee

## **Finance Subcommittee Recommendation Details: Enhanced Retirement Option for Unions**

The Teamster and the AFSCME Unions at the county have attempted to bargain enhanced retirement options. Their request is to go from the current AC option to a 4C option.

### Strengths & Opportunities

- It may enhance recruitment of officers
- It may provide higher levels of retention
- It would keep the benefit package for the County of Cumberland competitive with many other local municipalities and counties.
- Less costly than current Deferred Comp Plans 457. (5% to 7%)
- The cost of “future only service” is minimal
- Would enhance employee transition from other departments if the retirement program was the same as the previous employer.

### Weaknesses & Threats:

- The County could only consider “future service only” due to costs restraints.
- If the county implemented “future service only” then the unions may then attempt to negotiate a “buy back of service time”. This concept appears to be cost prohibitive.
- The data from the PLD would show that many current employees, who convert to the 4C retirement option, could derive very little benefit. Additionally, despite the fact that there would be little benefit for some employees, they would have to pay an increase in weekly cost from 6.5% of their pay to 7.5% of pay.

### Recommendation:

- The Finance Subcommittee has reviewed this concept extensively, and would recommend that the commissioners move forward and provide an enhanced retirement option to employees that “would be most beneficial and cost effective” to the county.
- The committee does not support a “buy back service” concept, because actuarial estimates show the cost of that conversion would be in excess of \$1.6 million dollars.

## **Finance Subcommittee Recommendation Details: Moving a Portion of the County Capital Improvement Program to Referendum**

The county would like to consider changing its current CIP model and practice, to one that would require going to referendum on major CIP items.

- County non tax-revenues are decreasing, potentially reducing the county’s ability to fund as large a percentage of CIP needs from surplus in the future.
- What should we bond for, and what is a practical model?
- What needs should go to referendum? All CIP items, or simply those that need to be a result of bonding?

### Strengths & Opportunities

- We start bonding from a position of “strength”
- More “transparency” of county activities
- Greater public input into county activities
- Set the stage for greater bonding needs such as Civic Center
- Mitigate large annual budget increases by bonding over a number of years

Weaknesses & Threats:

- There would be a great need to educate the public concerning county activities and needs
- Additional administrative costs of going to the public with a referendum
- Additional costs to the budget for financing costs

Recommendation:

1. The committee believes that the county should not go to referendum for those items where the commissioners already have authority. Only items that actually need to go to bond should go to referendum
2. The CIP model and practice should be as follows. If useful life is:

Less Than 5 years	5-10 years	Over 10 yrs
Funding from operational budget and capital reserves	Case by case basis: split May use budget and reserves	Go to referendum to acquire bonding
	May need to go to referendum	

3. The CIP reserves should be funded with fund balances that are beyond the 8% minimum required by most financial rating and bonding agencies.
4. As the current county debt structure is retired, use those resources to fund CIP needs inside the operating budget. This practice will mitigate tax assessment increases. (For instance, the jail bond debt ends in 2012 and currently is over \$2 million annually.)
5. Bonding for anything less than \$1 million dollars is not economical.
6. The county should pursue a more formal CIP Program with forecasts extending out as far as seven years.

Resources:

- Use retiring debt to fund internal capital needs (from 2008-2012)
- Use fund balance in excess of 8% to fund capital reserve accounts

**Finance Subcommittee Recommendation Details: Develop a Funding Mechanism that Reduces the Dependency on Taxpayer Dollars to Build a New Civic Center**

The county seeks suggestions as to how to fund the building of a new Civic Center. The committee reviewed the concept of implementing a sales and lodging tax on the sales within Cumberland County, and utilize those resources to build a new Civic Center.

- Jerry Stanhope from the State of Maine reports meals and lodging sales within Cumberland County were in excess of \$658 million in 2005.
- Would there be support to create a local option sales tax in this area and could those funds be dedicated to support the Civic Center?
- Other financing sources besides a county option sales tax could be revenue bonding, property tax increases, private financing, and State of Maine resources,

Strengths & Opportunities

- Civic Center helps to fuel the economic engine of the county
- Export the costs to visitors to the state
- Provides a cultural aspect to the quality of life in Cumberland County
- Maine Revenue Services estimate that 30% to 40% of taxes raised would be from tourists visiting the State.
- A 1 % increase could satisfy the financial requirement of a new Civic Center building project.

- This financing model is used in several states around the country and is viewed as an effective model to finance this type of venture.

Weaknesses & Threats:

- Maine is currently viewed as a “highly taxed” state and this approach adds to that image.
- The restaurant and lodging businesses are advocating that this tax would cause a decrease in their business volume.
- Not everyone supports the concept of “needing a Civic Center”.
- Outlying areas do not always perceive value in the Civic Center that is located in Portland.
- This concept has been politically controversial and unsuccessful even during this last legislative year.
- Civic Center cannot financially pay for its own debt.

**Finance Subcommittee Recommendation Details: Providing Regional Assessment Services by the county**

The county has been approached by a few towns about the possibility of providing assessment services to their communities. Does this make sense? Are there benefits to providing this type of regional function?

Strengths & Opportunities

- There would be a consistent and formal process of assessment across town lines.
- Could provide shore land assessments on a consistent standard basis.
- Some towns already contract with other towns for this service; therefore a county service would make contracting another opportunity.
- Many towns are experiencing difficulty of locating and retaining professional assessors. The county could solidify this professional expertise and contract it across a broad area within the county.
- It would shift orientation to what each level of government does, and would show County as providing a “value added” service.
- Could have access to deeds and assessment data in the same location.

Weaknesses & Threats:

- Local identity and control at risk.
- Could provide more confusion, ‘Where do I pay my tax bill?’, etc.

Recommendation:

- Subcommittee recommends that the county send out a survey to determine if there is some level of interest among various communities for the county to provide this service.
- If there is positive results, then move forward to perform a “feasibility study” as to the logistics, costs and benefits of providing this type of regional service.

## REGIONAL RELATIONSHIPS SUBCOMMITTEE (RCC)

*Tony Perkins, Chair*

### **Charge**

Develop recommendations on steps that can be taken to strengthen the collaboration among state, county, and municipal governments and related agencies and organizations on the coordinated delivery or implementation of regional or shared services and other matters of regional importance.

### **Summary of Recommendations**

*Follow a “Ten Point Plan” that identifies key elements that are necessary to succeed in regional relationships.*

- 1. Citizens are the customers*
- 2. Broad-based deliberative process*
- 3. Build trust*
- 4. Outreach initiatives*
- 5. Distribution of key information*
- 6. Identify needs & available resources*
- 7. Identify and analyze “best practices”*
- 8. Set attainable goals*
- 9. Periodic monitoring*
- 10. Continual two-way communications*

Dear Commissioners:

On behalf of the Regional Relationships Subcommittee, I am pleased to submit this final report which outlines our suggested action plan for fostering and strengthening collaboration among state, county, and municipal governments, agencies, private citizens, and organizations that are focused on issues and policies with regional impact. While our task was a challenge, given the broader process-oriented nature of our charge, we strongly believe our recommended 10 Point Plan can be employed as a set of guiding principles for the collaborative relationships that are necessary to effectively and efficiently address and manage matters of regional importance.

Our subcommittee members were experienced and committed individuals with diverse backgrounds and experiences. Initially, I was concerned that this diversity might prove to be an obstacle to obtaining a consensus on a recommended plan of action. However, my fears were allayed in the very first meeting when it became very clear that notwithstanding this diversity and varied experiences we shared a common view of what needs to be done to improve the collaborative relationships among the players which we began to call “community partners”.

While everyone acknowledged that in many instances the participants in these regional relationships often did not act like or treat others like “partners,” we all agreed that the vast majority of the community partners are committed to serving their constituents and in the end “doing a good job.” With that backdrop, we crafted our ten point action plan in a manner that would act as a set of guiding principles on how to improve these collaborative regional relationships and foster the development of further relationships as regional needs or issues are identified. It is our strong recommendation that the ten point plan be used in guiding the implementation steps for the 2006 Cumberland County Strategic Plan as a whole. While many of the recommendations are fundamental or “common sense” in nature, we believe that many of these principles are often overlooked in the press of day-to-day business. Our bottom line recommendation is that these principles must become a part of the core of day-to-day business.

In conclusion, thank you for the opportunity to be involved in this subcommittee. I thoroughly enjoyed this work and the collaboration of our subcommittee members. I have a tremendous respect for the commitment of time and effort made by each of them and want to extend my thanks to each subcommittee member and to the county staff whose assistance made our work easier and much more productive.

Respectfully Submitted,

Anthony Perkins, Bernstein, Shur, Sawyer & Nelson  
Chair, Regional Relationships Subcommittee

## Abstract

The Subcommittee's recommendations on strengthening regional collaboration among state, county, municipal governments, related agencies, and organizations (the "community partners") involves the following actions and are based on the following related principles. It is important to emphasize that traditional approaches cannot control the process. While the Subcommittee does not advocate the creation of new agencies or additional layers of governmental or organizational administration, it is also clear that collaboration on services and/or issues of regional importance will require the community partners to take a fresh and objective look at the services, needs, issues, and relationships that the group (or some portion of it) identifies as "important".

## Regional Relations Subcommittee Recommendation Details

1. **Citizens are the customers.** The governmental groups, agencies and organizations involved in the delivery of "regional" services and/or handling of "regional" issues must understand and emphasize that the citizens of Maine, both individuals and businesses, are the "customers" and are entitled to equal access to continually improving and more cost-effective services and benefits from all levels of government and service organizations. Continuing education of these "customers" will be critical to creating and maintaining the collaborative process envisioned.
2. **Broad-based deliberative process.** The RRC's recommended action plan revolves around, and will depend upon, an apolitical group evaluation process. This action plan is about the "how" and not the "what". The commitment to the process in any particular area also will identify "who" is involved. One of the central principles of this process is an initial, widely publicized call to action inviting active participation by community partners impacted by the issue at hand. The active participants in any planning or action committee will likely be a smaller group than the initial invitees, but as noted in later provisions of this RRC Action Plan, the activities of that action committee must be communicated back to the larger group of community partners who may have an interest in or be impacted by the group's work.
3. **Build Trust.** The collaboration process must focus on building trust and understanding among the community partners. This is critical to the "big town – small town" discussion, as well as to the dynamics of the "county - municipality" relationship.
4. **Outreach initiatives.** The collaborative process must be driven by multiple "sponsors" who have an equal voice and opportunity to participate. These efforts must involve the two-way street of seeking, as well as providing important information regarding the issues at hand. All impacted community partners must be invited to participate and "buy in" to the collaboration and visioning process. Full participation is key, but forcing that participation will not work. A critical first step will be providing an educational package calling the community partners to action. This package and the related "call to action" must come from the core "sponsors" encouraging participation in the process. Administrative support from objective and unaffiliated personnel is highly recommended. It is critical that such administrative support be focused on the timely and full delivery of information and materials being used and/or generated by the involved community partners. Use of e-mail, web sites, mailings and telephone communications will be important to facilitating this delivery

of key information. Examples of important outreach activities designed to foster collaborative action:

- Commitments to outreach efforts among community partners, e.g., making time at a partner's regularly scheduled meeting for status reports, issue spotting, etc. by other community partners.
  - Regular communication among the community partners by e-mail, internet, mail, and other media.
  - Objective third-party involvement in fact gathering and education.
5. **Distribution of key information.** Providing the community partners with accurate, objective information is critical to the commencement and continuation of a meaningful collaborative action plan. This information gathering and sharing process must be focused on the creation of a clear action plan and building an atmosphere of trust.
  6. **Identify Needs & Available Resources.** The community partners who come together to address an issue or need must first work to objectively identify the nature and scope of the need. The group must then work to identify all reasonably available resources to address that particular need, in whole or in part. The goal should be to use available resources in a manner that eliminates redundant or overlapping efforts in the community and deliver more cost-effective and higher quality services with those resources.
  7. **Identify and analyze "best practices".** The community partners must be provided with objective information regarding "best practices" and success stories from Maine and other regions that demonstrate effective collaborative action plans. Outsourcing, privatization, shared services, etc. must be explored as part of the collaboration process. This analysis should be performed each time the community partners begin to gather and evaluate information surrounding a particular regional service or issue.
  8. **Set attainable goals.** Working on manageable tasks and achieving moderate successes will build the trust and strong working relationships necessary to succeed on the larger, more important tasks. The community partners must have the discipline to maintain this focus on practical achievable results gained with available resources. This is especially important in the early stages of any collaborative action plan.
  9. **Periodic Monitoring.** Once collaborative action plans are created for a particular service or issue, there must be on-going evaluation of, and if needed, adjustments to the process to ensure the preceding principles are adhered to. The participants in the process must have a disciplined, consistent approach to the initial analysis and on-going monitoring of their efforts. "Leaving it to" one party, or worse, a third party, will create the risk of detachment and distrust that is so pervasive today.
  10. **Continual two-way communications.** The mission, goals, and successes generated by this collaborative process must be continually communicated to participants and affected Maine citizens. In turn, the community partners must continually seek the input of these citizens regarding their concerns, questions, and comments.

## **PUBLIC HEALTH AND HUMAN SERVICES SUBCOMMITTEE**

*Julie Sullivan, Chair*

### **Charge**

Review the merits of formalizing a city-county-state partnership for the funding and delivery of public health and human services throughout the County. Seek ways to strengthen collaborations that already exist among different levels of government to reduce taxpayer costs and improve public health services. Determine whether there should be a pilot city-county project to deliver health and human services throughout the county and how that project would be implemented.

### **Summary of Recommendations**

*Create a design team for a public health pilot project utilizing the RCC's "Ten Point Plan," involving the City of Portland, the county, and the state, as well as interested municipalities.*

*Create a county-wide Human Services Coordinating Committee to promote collaboration and examine funding mechanisms.*

*Examine having the county administer general assistance for interested towns.*

Honorable Commissioners:

On behalf of the Public Health & Human Services Subcommittee, I am pleased to submit this final report which outlines the work conducted by this group during the last four months. It was the intent of this subcommittee to examine the current state of public health and human services in the county and find ways to ensure optimal use of resources to best meet the needs of our citizens. We believe this report has identified initial steps to meet these goals.

Specifically, we were asked to evaluate a multi-level governmental partnership for funding and delivery of public health and human services for the entire county. In our examination of **public health**, we took into consideration the changing demographics and budgetary constraints of governmental, non-profit, and private sector organizations, as well as the current political environment around taxation.

Because Maine is one of only a couple of states without a public health infrastructure, there were numerous relevant models to consider. We focused on those with a city-county partnership, as that is likely the best use of current resources. We also discussed the state-level efforts to develop a sub-state infrastructure, and concluded that Cumberland County should take the lead in piloting county-level public health. It is the best way to ensure not only opportunities for our citizens' optimal health, but also planning and response for infectious disease outbreaks.

Our discussions around **human services** focused on ways to improve funding mechanisms, including changes in contracting at the state DHHS level and pooling town resources to be administered at the county level. The subcommittee debated the differences and similarities between public health and human services, and whether our recommendations should address them jointly or separately. Ultimately, because human services already has an existing infrastructure and public health does not, the subcommittee decided to recommend more significant change and effort around public health.

In addition, the subcommittee grappled with many political and philosophical challenges within the context of wanting real change. Feasibility and scope became driving considerations as the discussions turned more specific. We recognize the inherent challenge in convincing towns to potentially allocate resources to something they perhaps do not want, but believe that the data from nearly every other state will ultimately prove the benefit of population-based health services.

The very real threat of pandemic influenza requires proactivity in ensuring an effective public health infrastructure. We also recognize there have been previous efforts on the human services side to improve county-wide funding and delivery, but believe that specific charges will make this recommendation of value to all.

In conclusion, special thanks to each member of the Public Health & Human Services Subcommittee: Leslie Brancato (Community Counseling Center), Deb Deatruck (Maine Health), Dick Farnsworth (Woodfords), Dona Forke (Bridgton), Carter Friend (United Way of Greater Portland), Doug Gardner (City of Portland/Health & Human Services Department), Claire Harrison (Maine DHHS), David Lunt (New Gloucester Selectman), Suzanne McCormick (American Red Cross of Southern Maine), Jane Morrison (Ingraham), Sally-Lou Patterson (Maine CDC), Mallory Shaughnessy (Medical Care Development), Peter Stuckey (PROP), and Meredith Tipton (UNE). I would also like to recognize our support staff: Justin Gifford (Cumberland County), Anne-Marie Byrne (Muskie School), and Toho Soma (City of Portland,

Public Health Division), as well as Elizabeth Trice (Cumberland County) for her great suggestions along the way.

Respectfully Submitted,

Julie Sullivan, MPH, MBA; Public Health Director, City of Portland  
Chair, Public Health & Human Services Subcommittee

## **Abstract**

There is a well-established human services funding and service delivery infrastructure, though there are opportunities for potential consolidation and/or reorganization of both functions. The human services infrastructure does reach throughout the County, though there are ongoing access issues for the more rural towns. For public health, there is no sub-state infrastructure, though the City of Portland does have a health department which provides some county-wide services.

**Vision:** Our vision is to ensure that all citizens of Cumberland County have access to public health services by 2010 and that human service funding mechanisms will be streamlined to reduce taxpayer costs and improve service delivery and reach.

## **Public Health and Human Services Subcommittee Recommendation Details: Environmental Analysis**

- Public health emergency preparedness requires at least county-wide strategies, as infectious diseases (including pandemic influenza) do not, of course, stop at geopolitical boundaries. Effective public health requires governmental infrastructure to assess needs, assure that those needs are met, and develop policy.
- Currently, there are significant statewide efforts to create public health infrastructure; the timing is right for a Cumberland County pilot.
- There is existing capacity at Portland's public health department which could be leveraged to serve the entire County.
- General Assistance (GA) is currently administered town by town, with significant variations and gaps.
- Both public health and human services have a strong need for accurate, timely data in order to operate efficiently and effectively. Such data are difficult to obtain on a town by town basis.
- Both public health and human services have a strong need for county-wide priority-setting and coordination.
- Portland is a service center for both public health and human services, though there is neither differential funding nor contributions from other towns.
- There are clear intersections between the work of public health and human services, and effective operation requires that such intersections are built into infrastructure.
- Developing new public health infrastructure will require new resources.
- Many towns are not aware of what they are supposed to do for GA; some lack the infrastructure to do anything with it at all.

## **Public Health and Human Services Subcommittee Recommendation Details**

- Create a design team to determine funding, governance, scope of services, and indicators for a county-wide public health pilot with all interested towns.
  - Core services (assessment, assurance, policy development) provided centrally, with significant data collection and analysis, and ensuing priority-setting.
  - Central-entity contracts with other agencies to address priorities.
- Establish a county Human Services Coordinating Committee which will use the existing infrastructure to promote collaboration and evaluate methods to streamline funding mechanisms.
  - Consider county administering GA.

- Evaluate potential state directives regarding regionalization and human services

Resources Required

- Start-up and ongoing funding

Priority

- Immediate

First Year Action Steps

- Public Health
  - Determine membership of County Public Health design team, including appropriate representation from all interested towns as well as the City of Portland/Health & Human Services Department/Public Health Division and Cumberland County government.
  - Identify staff and consultant support for the Public Health design team, with representation from the city and the county.
  - Execute short-term work plan for feasibility analysis and pilot implementation.
- Human Services
  - Determine membership of County Human Services Coordinating Committee, including appropriate representation from all interested towns as well as the City of Portland/Health & Human Services Department, Cumberland County government, state DHHS, Ingraham, United Way
  - Identify staff and consultant, if necessary, support for the Coordinating Committee.
  - Execute short-term work plan to analyze central administration of GA and other ways to streamline funding.

**Public Health & Human Services Subcommittee Appendices**

- Maine Turning Point final report and Bureau of Health Inventory
- Public Health's 3 Core Functions and 10 Essential Services
- Portland Public Health System Final Assessment Report
- City of Portland budget information, with detail on Public Health Division and Social Services Division
- Portland Public Health Division and Social Services Division programmatic detail
- Cumberland County Human Services budget information
- United Way community investments
- PROP's Call to Action
- A Blueprint for Maine Government
- Lorain and Lorain County, OH Health Departments
- Lincoln/Lancaster County, NE Health Department
- South Bend/St. Joseph County, IN Health Department

- Lubbock/Lubbock County, TX Health Department
- Benton County, OR Health Department
- Berks County, PA Human Services Department
- Erie County, PA Department of Health
- Washington County, MN Department of Public Health and Environment
- Presentations on Nebraska and Vermont public health infrastructure development
- Survey of General Assistance trends and functions for each town in the county
- Subcommittee meeting minutes
- Model review questions

## **SCHOOLS-SUPPORT SERVICES SUBCOMMITTEE**

*Wes Bonney, Chair*

### **Charge**

This subcommittee is charged with reviewing the merits of having one entity provide “support services” to the schools throughout Cumberland County for their back office operations, such as human resources, purchasing, facilities maintenance, special education, and other appropriate services to achieve a more cost efficient, effective system for providing these services.

### **Summary of Recommendations**

*A regional diagnostic center should be established for common psycho-educational evaluation to consolidate psychological services and reduce their costs.*

*A regional service center should be created for low- incident programming such as autism and day-treatment.*

*That the Legislature's Office of Program Evaluation and Government Accountability (OPEGA) conduct an audit of special education programs across the county.*

*Form a technology task force to develop a county-wide network infrastrucatur and group purchasing plan, etc.*

*Create a county-wide Human Resources Department to contract with School Administrative Units (SAUs) for human resource payroll, training, and collective bargaining.*

*Recommend a common infrastructure for fuel purchasing and maintenance among schools, municipalities, and the county. Use this infrastructure to consider all the public transportation demands and resources across the county.*

*Organize special education transportation on a county basis.*

*Recommend offering computerized routing as a service from the county. This function could, perhaps, be included in the HR service function listed above.*

*Convene a group of educators from across the county to discuss the future of vocational education and to make recommendations to the governing bodies of both vocational centers.*

Honorable Commissioners:

I am pleased to present the final report of the Cumberland County Strategic Planning Committee's subcommittee on Schools-Support Services. This report being presented to you is the result of the effort and commitment of dedicated subcommittee members.

The committee has worked since February 2006 to find ways for the county, or an instrument thereof, to provide support services to the schools throughout Cumberland County for their back office operations, such as human resources, purchasing, facilities maintenance, special education, and other appropriate services to achieve a more cost-efficient, effective system for providing these services. Our subcommittee members, county interns and support staff have provided examples from other states whose counties provide these shared services, along with extensive fiscal data which supports the efficiency of the shared-service model.

Realizing the political realities, the subcommittee identified strategies to promote cooperation in specific areas of our recommendations including a joint meeting with the Sebago Alliance, (Westbrook, Windham, Raymond, SAD 6, and Gorham). A group of subcommittee members formed an ad hoc committee for technology concerns. School technology employees were invited to participate in this separate meeting to discuss ways to develop a county-wide infrastructure with common objectives and to explore the use of leverage with suppliers using businesses, SAU's, municipalities, and the county.

The subcommittee believes another significant opportunity for efficiencies exist through the consolidation of some support services for special education. A request to the Office of Program Evaluation and Government Accountability to perform a feasibility study for a county-based regional special education consortium has been made. Such a study would consider the variance in current practices and both the cost-savings and quality improvement that might be found through a regional effort

The subcommittee recommends on-going work in five areas: special education, technology, human resources, transportation, and vocational education. The specifics to these recommendations are outlined in the following report.

I would like to express my appreciation to the members of the subcommittee for their dedicated work. Michael Moore, Exec. Dir. Maine Public Spending Research Group; Stan Sawyer, Superintendent, Westbrook School Dept.; Mike Foley, Westbrook Town Council; Paul Schumann, TD Bank North; Bob Hasson, Superintendent SAD 51; Donn Davis, Asst. Superintendent, Windham School; Ellen Alcorn, Portland School Department; David Kaufman, Retired CEO, WMTW TV; Beppie Cerf, Chair of Falmouth School Board; Wanda Pettersen, Human Resources Director, Cumberland County; Anne Byrne, Intern, Cumberland County; and ad hoc members, Steve Tewhey, Scarborough; Kerry Galivan, Freeport IT.

Respectfully submitted,

Weston L. Bonney  
Chair, Schools-Support Services

## **Abstract**

The subcommittee met seven times. Early in the process the committee studied financial information about the school systems in the county and brainstormed areas where a shared service model might reduce costs or improve quality. The subcommittee recommends on-going work in five areas: special education, technology, human resources, transportation, and vocational education. In some cases (e.g., special education, vocational education) the county's role would be to serve as the convener to get school representatives to the table. In other cases, (e.g., technology, human resources, and transportation) there is potential for the county to become the service provider or, at least, to serve as the governing body.

## **Schools Subcommittee Recommendation Details: SWOT Analysis**

### Strengths

- One of every four students in Maine (48,281) goes to school in Cumberland County.
- The county's 21 school districts employ 8,304 people and spend about \$490 million a year.
- The towns in the most of the county (i.e., Greater Portland) are geographically compact compared with other parts of the state.
- The student population is centralized compared with other parts of the state.
- Many school districts already share some services (e.g., vehicle maintenance, fuel purchasing, and accounting) with their municipalities.
- All the school districts participate in cooperative purchasing plans for some items, especially bus purchases, fuel, consumable supplies, and food service.
- Only 15.1% of Cumberland County's students are identified with disabilities compared with the state average of 18.8%. Only Piscataquis County has a lower identification rate.
- Cumberland County's pupil: teacher ratio is 13:1 compared with a state average of 12.5. Only Piscataquis County's ratio is higher.
- Resource allocation patterns in the county's schools follow roughly the same pattern as those found across the state. The percentage of the budget spent on each function is approximately the same in each district while the total amount spent varies considerably. The mean cost per student in the county is \$10,839 while the lowest cost was \$7,770 and the highest was \$11,850.

### Weaknesses

- Administrative and support functions – especially at the district level – are duplicated in each of the twenty-one school districts.
- The fragmented decision-making inherent in local control increases costs and decreases consistency in areas that could be more common. These include:
  - payroll and benefits
  - capital investment
  - AP and HR “back office” procedures and technology
  - special education diagnosis and identification
  - technology infrastructure, purchasing, and support
  - transportation
- There are more than 100 different collective bargaining agreements, each negotiated at considerable time and expense and each with different pay scales, benefit packages, and language. At the front-end, this fragmented approach is expensive. At the back-end, this approach is a significant obstacle to centralizing the HR function.

- While there are examples of school districts working together, these examples focus on existing programs (e.g., vocational education) or on collaborative work (e.g., professional development) rather than on true “shared services” models.
- There are at least seven different accounting software packages and four different student information systems used in the county’s districts. The state’s new MEDMS management information system requires each district to report its accounting and student achievement data to the Department of Education in a standardized format.
- Despite the presence of two USM campuses in the county and its role in teacher and administrator preparation, there are no university-school partnerships that support the needs of schools and districts. Any partnerships are intended to support the university’s programs or the professional development of educators.

### Opportunities

- The Essential Programs and Services (EPS) school funding model provides incentives to reducing overhead costs, especially in those functions that receive “Targeted Funds” (e.g., Technology, Early Childhood) or that were, in the old funding model, “Program Costs” (e.g., Transportation, Special Education).
- The supplemental budget just passed by the 122<sup>nd</sup> Legislature restored the *Fund for Efficient Delivery of Educational Services* which provides planning money for school systems to create cooperative service structures.
- The State Board of Education’s “Select Panel” report supports the idea of a single state-wide collective bargaining agreement.
- Many of the current employees in these school districts are approaching retirement age so that reduction in staff can be done through attrition. In Maine, 40% of the teachers are age 50 or above; 66% of the administrators are age 50 or above.
- There are examples of Maine districts using a “shared services” model, notably the Penobscot River Education Partnership (which includes UMO) and the Waterville-Winslow-Oakland cooperative.
- The interest of the Cumberland County commissioners and manager in considering a shared-service model for education should be commended. The two predominant models for current collaborative efforts among school systems are 501(c) (3) non-profit corporations and the traditional “fiscal agent” model (where one school system handles the financial records for others). Using a *government* entity to host a shared-service model is likely to have advantages over either of those structures. Maine has a statute (MRSA 30-A, Ch. 115) to enable intergovernmental efforts. Cumberland County already has an array of collaborative models it uses to govern and administer its shared services in areas such as public safety and dispatch.

### Threats

- While some school districts (e.g., Scarborough, Falmouth, and Gorham) have significantly increasing student enrollment, others (e.g., Portland, South Portland, SAD 15) are experiencing sharp declines in enrollment. Generally, the largest cohort of students in *all* districts is entering high school and enrollment will decrease into the foreseeable future.
- Replacing all the educators who are likely to retire over the next decade will be a significant challenge, especially in areas of “targeted need” such as special education, foreign languages, science, and math.
- The EPS model establishes a norm of best practice for resource allocation and sets state-level cost containment figures for each function.

- The state’s decision to move its Child Development Services (CDS) program for pre-school students with disabilities to local school districts will have both financial and facilities effects.
- Special education costs are rising twice as fast as regular education costs.
- Ongoing pressure for property tax reform may result in school districts needing to make budget cuts.

**Schools Subcommittee Recommendation Details: Special Education**

The school systems in Cumberland County spend \$60 million a year to serve 7,200 students with disabilities. On average 15.19% of students receive special education services (with a range from 7.32% to 20.87%). The average cost of these services is \$8,885 per student (with a range from \$6,222 to \$14,440). These costs are in addition to the regular cost per student.

- Recommend initiatives similar to others in the state that show promise of savings. Examples include: Penobscot River Education Program (PREP), Oakland, Waterville, & Winslow Cooperative, Sebago Alliance.
- Recommend a regional diagnostic center for common psycho-educational evaluation to consolidate psychological services and reduce their costs by paying a set rate rather than having each SAU contract for its own services. A regional diagnostic center would also serve as a tool for lowering the identification rate of students with disabilities, by using shared evaluation tools and identification criteria.
- Recommend a regional service center for low incident programming such as autism and day-treatment. The center would also provide a shared pool of supportive service providers such as speech and language therapists, physical and occupational therapists, and psych service providers. Special education transportation could be offered regionally.
- The Commissioner of Education has begun transitioning the special education program for three to five year olds – Child Development Services (CDS) from a state-run model to a model “co-located” in local school systems. The county could take the lead in this process by creating a shared service model and finding space for the program in suitable districts across the county.
- In support of the above recommendations, the subcommittee made a formal request to the legislature’s Office of Program Evaluation and Government Accountability (OPEGA) to conduct an audit of special education programs across the county and to evaluate the feasibility of shared support services.

**Schools Subcommittee Recommendation Details: Technology**

Several information-technology leaders from school systems met and developed the following vision statement:

Our vision of technology for the Cumberland County school districts is one in which all of the school districts are interconnected across a common network infrastructure. The development of a common network infrastructure benefits the school districts in the following ways:

- Cost savings through joint purchasing of equipment, support, and maintenance agreements for that equipment.

- Cost savings through sharing of network expertise to manage and support the network infrastructure.
- The network infrastructure would facilitate the creation of a “data center” type operation that could promote the sharing of software applications such as accounting and payroll. This could reduce licensing and support costs for such applications.
- The network infrastructure would facilitate the use of thin client applications as the basic desktop and others, thereby, reducing licensing and support costs.

Representatives of the schools subcommittee met with members of the technology subcommittee to share ideas. It should be noted that both school and municipalities have pressing technology needs, that school system needs are much larger in scope than municipal needs, and that school districts and municipalities are already collaborating in many places.

One key element of this vision is to use the leverage inherent in such a large network to negotiate with vendors, along with a broad vision of building a county-wide infrastructure with long term common objectives.

- Recommend the formation of a task force to develop a county-wide network infrastructure, group purchasing plan, county-wide training and support, and shared maintenance.
  - The task force should include knowledgeable representatives from the county, municipalities, and schools.
  - The task force should work on “Best practice” protocols for small, medium, and large systems covering servers, networking, a student information system, and applications.

### **Schools Subcommittee Recommendation Details: Human Resources**

The school systems in Cumberland County spend about \$308 million on labor-related costs. They employ 8,300 people and operate 21 separate payroll offices. The school environment is heavily unionized with, perhaps, as many as 120 separate collective bargaining agreements in place. According to one school system, a single, non-adversarial, bargaining process can cost \$26,600 per contract.

- Recommend the creation of a county-wide human resources department which would contract with School Administrative Units (SAUs) to provide HR services. These services could include, but are not limited to:
  - Contracting to process payroll and benefits for school districts and municipalities
  - Delivering, on a regular basis, training both required by law (e.g., sexual harassment, blood-borne pathogens, food handling) and needed for new hires (e.g., technology)
  - Provide consultation on payroll, benefits, and accounting policies and practices
- Recommend establishing a project team to initiate this common infrastructure.
- Recommend the creation of a high-level project team (from school committee, town councils, and the county) to develop a plan for regional collective bargaining. The group should study:
  - Costs currently associated with fragmented bargaining including the obstacle this represents to consolidating HR functions across the county
  - The effect of regional contracts on labor costs
  - The potential costs savings of regionalizing the bargaining process

- Strategies for addressing the issue with local and state union leaders
- Any legislative relief needed to implement regional bargaining

#### **Schools Subcommittee Recommendation Details: Transportation**

Across the county, the total transportation expenditure is \$14.7 million. This is an average of \$584 per student (with a range of \$341 to \$731). The average cost per mile ranges from \$1.97 to \$4.30 with an average of \$3.09. School systems operate 480 busses. Variability in transportation costs is nearly all caused by varying “quality of service” – some districts, for example, have door-to-door pick up while others “pool and drop” This is another area where some school districts are already working closely with their municipality.

- Recommend developing a common infrastructure for fuel purchasing and maintenance among schools, municipalities, and the county. Use this infrastructure to consider all the public transportation demands and resources across the county and, perhaps, seek Homeland Security funding for improvements
- Recommend organizing special education transportation on a county basis.
- Recommend offering computerized routing as a service from the county. This function could, perhaps, be included in the HR service function listed above.

#### **Schools Subcommittee Recommendation Details: Vocational Education**

There are two large vocational education programs in the county: Westbrook and Portland. Vocational education is based in statute. As student enrollment falls and the effect of Learning Results is felt, the wisdom of having two such programs five miles apart should be revisited.

- Convene a group of educators from across the county to discuss the future of vocational education and to make recommendations to the governing bodies of both vocational centers.

## **PUBLIC SERVICES SUBCOMMITTEE**

*Paula Valente, Chair*

### **Charge**

Identify short and long-term opportunities for state, county, and municipal services to be delivered more cost-efficiently and effectively to the citizens of the county. Specifically, review services that are being provided by the county to municipalities including police, dispatch, and supervisory training, as well as examine emerging opportunities that municipal officials have expressed interest in, such as assessing, tax collection, general assistance, and animal control.

Review whether there are state and county services that should be provided differently in the future, such as having the probate function of the county be placed under the state court system or moving the delivery of human services from the state to the county.

### **Summary of Recommendations**

*Take a leadership role in convening stakeholders to explore opportunities for collaboration and consolidation of services.*

*Evaluate the agencies and services that the county is currently funding with annual grants through the Human Services Advisory Committee to determine how to most effectively use this money in the future.*

*Examine the potential benefits to each municipality that may be achieved through outsourcing of general assistance to PROP, the county, or another service provider.*

*Take a leadership role in convening a group of stakeholders to examine the cost/benefits and opportunities for investment in a technological infrastructure for municipalities.*

*Examine ways in which the county can most effectively share its 911 mapping technology to municipalities.*

*Consider how the county's IT division, including (GIS) Geographic Information Services, computer training, etc. can be of the best service to interested municipalities.*

*Investigate the potential for sharing of technology through collaboration between the municipal bus transits systems.*

*Develop a pilot project to examine opportunities for the collaborative use of technology between the county and various municipal IT departments.*

*Share bid information on dispatch/PSAP services (911 call centers) and other purchasing opportunities.*

*Determine other types of communications that the county may be able to provide to municipalities.*

*Take a leadership role in convening a group to determine the costs and benefits of the county providing tax assessing services.*

Honorable Commissioners:

I respectfully submit these recommendations on behalf of the Public Services Subcommittee. Our process was one of exploration and learning. We had a number of newcomers to the county issues, as well as some formidable expertise in the form of town managers and councilors with decades of experience with the county. As written in our vision statement, the official charge of the Public Services Subcommittee was to identify short and long-term opportunities for state, county, and municipal services to be delivered more cost-efficiently and effectively to the citizens of Cumberland County.

We have interpreted the role of the county in public service provision as being threefold. First, the county provides standard services to all municipalities as required by state law. Second, it acts as a contractor for municipalities in need of supplemental services. Third, it acts as a convener to address regional issues within its jurisdiction.

Since part of our charge was to identify some public services that might be better provided at the county level, we had to get a good overview of both the capacity of the county and the needs of the municipalities. To facilitate this process, we had presentations from a number of professionals, including the sheriff, the county directors of IT, communications, and finance, and the director of PROP on the issue of general assistance. We eventually narrowed our focus to five major areas:

- General assistance
- Police services
- Communications & emergency dispatch
- Information technology
- Tax assessing

In addition to suggesting specific service areas for the county to focus its energies, we also had many philosophical discussions about the appropriate role and attitude for the county in any of its endeavors. We identified four levels of involvement that the county could have in approaching regional services: “Convener,” “Broker,” “Contractor,” and “Provider.”

Most new initiatives will start with the county as the “Convener,” i.e. bringing various groups to the table to discuss the possibility of a centralized service. After there is some consensus on the need for a centralized effort, the group of community partners with the county may decide that its role is done, or, depending on the situation, it may move onto one of the other roles. As “Broker,” the county may coordinate group purchases in order to negotiate down the price of a service. As “Contractor,” the county would create the infrastructure necessary so that communities could contract directly with the county for the provision of a service as they currently do for communities that want additional police patrol or emergency dispatch. As the “Provider,” the county functions as the sole provider of a service, much in the way that it does with the Registry of Deeds and the county jail as dictated by state law.

Upon reading the Regional Relationships Subcommittee’s recommendations, it appears that they are thinking much the same way as our subcommittee, and that using their process would be a suitable way to determine the county’s role in each of the service areas. In general, we are recommending that the county increase its capacity in areas where it already has significant expertise that the individual towns may lack. The best example of this is in Information Technology, which in addition to being needed by communities, will result in easier collaboration

and group purchasing in the future as more and more communities move to the same technological platforms.

In brand-new areas like assessing, we recommend that the county convene a group to get things started and see how the idea develops. We also liked the idea of creating pilot projects with just a few communities who are willing to be champions for the process to test out how a shared service might work before committing significant resources.

We want to assert that acting as a convener on regional issues and committing resources necessary to do a good job is an appropriate role on the part of the county. Once a service area is prioritized, the county should commit (with prudence and investigation of alternative funding) the necessary resources to accomplish the initial investigatory process, all the while acknowledging that ultimately the service may be provided by another body all together. The convener role is in itself a valuable service that creates significant public value, and the county is in a unique position to provide that service by virtue of its regional nature and ability to raise funds.

I would like to take this opportunity to offer my special thanks to each member of the Public Service Subcommittee: Genie Beaulieu, Sheriff's Office fiscal officer and Freeport town councilor; Gordy Billington, Standish town manager; Linda Boudreau, South Portland city councilor; Kristi Eiane, Town of Harpswell administrator; Bob Goettel, professor at the Muskie School; Kevin Joyce, Sheriff's Office chief deputy; Rich Kantz; Jon McNulty, executive director for Regional Transportation Program; Tim O'Neil, business owner; Janice Rogers; Anna Kent; and Mike McGovern, Cape Elizabeth town manager.

Finally, I would like to acknowledge the contributions made by Elizabeth Trice, Cumberland County Grants and Special Projects Coordinator, and Carolyn Arcand, our graduate intern from the Muskie School.

Sincerely,

Paula Valente  
Chair, Public Services Subcommittee

## **Abstract**

Cumberland County is home to many public service providers, which means there is a great potential to create efficiencies through consolidation by cutting down on service duplication.

**Vision:** The vision of the Public Services subcommittee is to identify short and long-term opportunities for state, County, and municipal services to be delivered more cost efficiently and effectively to the citizens of Cumberland County.

## **Public Services Subcommittee Recommendation Details: SWOT**

### Opportunities

- Pressure on municipalities to contain/lower property taxes (TABOR or tax increase limitations; high tax state)
- Rhetoric i.e. regionalism and collaboration as part of solution
- New county Community Development Block Grant (CDBG) program
- Current thinking of some regional organizations such as PROP

### Threats

- Latent perceptions of county government
- Fear of losing local control
- Lack of serious commitment by state to support regionalism via incentives and disincentives
- Limited recognition of potential regional roles for county
- Past tensions with COG and some municipalities
- Dependence on property tax along with municipalities

### Strengths

- Demonstrated savings resulting from services provided by county
- Increased technological capacity of county
- Increased recognition that county is well managed and employs capable people
- Emerging computer information systems

### Weaknesses

- County staff stretched thin already
- Limited investment capital in county budget
- Limited resources to track and demonstrate productivity benefits
- Limited capacity to support champions for innovative regional solutions
- Limited political base of support for the county

## **Public Services Subcommittee Recommendation Details: County as Convener**

Create opportunities for collaboration between and consolidation of county programs offered by public service providers.

- Take a leadership role in convening stakeholders (including service providers, PROP officials, and representatives from county, state, and each municipal government) to explore opportunities for collaborative service provision and consolidation.

- Assess the services that the county is currently funding with annual grants and determine how to most effectively use this money in the future
- Examine the potential benefits that may be achieved by each municipality within Cumberland County through outsourcing general assistance (to PROP, the county, or another service provider).
- Determine what type of role the county could play to help municipalities most effectively provide general assistance to their residents.

Resources Required: *Leadership* in the form of a county support staff person dedicated to the implementation of this, and other, recommendations

Priority: High

First Year Action Steps and Estimated Associated Costs:

- Hire county support staff person.
- Solicit stakeholders to champion this effort.

**Public Services Subcommittee Recommendation Details: Technology**

Accelerate investments in technological infrastructure with priority on increased capacity that can improve effectiveness and efficiency of municipalities.

The municipalities that make up Cumberland County are currently using many different technological interfaces to meet their needs. A county investment in technological infrastructure could potentially link municipalities around a common interface, paving the way for cost savings and the possibility of shared emergency dispatch, police communications, and other technology-based efforts.

Recommendations:

- Take a leadership role in convening a group of stakeholders (including county and municipal police, communications, technology, transportation, and emergency services officials, representatives from county, state, and municipal government, and other interested parties) to examine opportunities for investment in a technological infrastructure that could benefit municipalities within Cumberland County.
- Determine potential costs and benefits associated with an investment in technological infrastructure.
- Examine ways in which the county can most effectively share its mapping technology (which allows for immediate collection of reliable 911 call information) with municipalities in order to best serve county residents.
- Consider how the county IT department can best be of service to municipal IT departments. This may be through training, technology sharing, etc.
- Investigate the potential for technology-sharing through collaboration between municipal transit systems.
- Examine opportunities for the collaborative use of technology between county and municipal IT departments, and the possibility of systems integration. This may include the implementation of a pilot project for technology convergence between communities and possibly the county.
- Discuss the contract PSAP services (911 call centers) offered by the county, to ensure that all municipalities are aware of the costs and benefits associated with these services.

- Determine any other types of communications and emergency dispatch services that the county may be able to provide to municipalities in order to most effectively serve county residents.

Resources Required: *Leadership* in the form of a County support staff person dedicated to the implementation of this, and other, recommendations

Priority: High

First Year Action Steps and Estimated Associated Costs:

- Hire county support staff person.
- Solicit stakeholders to champion this effort.

**Public Services Subcommittee Recommendation Details: Tax Assessing**

Build capacity within the county to assist municipalities with property tax assessments.

Cumberland County’s growing technological capacity and infrastructure may be useful in helping municipalities perform tax assessment more efficiently. The time is right to bring together a group of stakeholders to determine ways in which the county could be of service to regional municipalities in this area.

- Take a leadership role in convening a group of stakeholders (including county finance and tax assessing officials, representatives from each municipal finance and tax assessing department, and other interested parties) to determine the costs and benefits associated with county provision of tax assessing services for all stakeholders. Costs may include the loss of local control, while benefits may or may not include cost savings: this process will involve developing hard data either way.
- Subsequent to a cost-benefit analysis, determine which municipalities would be interested in the county provision of contractual tax assessment services.
- Examine other ways in which the county could help the municipalities to most efficiently perform assessment services themselves (this may involve fostering small-scale collaboration between similar municipalities).

Resources Required: *Leadership* in the form of a county support staff person dedicated to the implementation of this, and other, recommendations

Priority: Medium

First Year Action Steps and Estimated Associated Costs:

- Hire county support staff person.
- Solicit stakeholders to champion this effort.

## **ECONOMIC DEVELOPMENT SUBCOMMITTEE**

*John Shattuck, Chair*

### **Charge**

Examine what is happening within the Cumberland County Region to promote economic development and recommend what additional role, if any, Cumberland County Government should play in the area of economic development. Additionally, determine what steps should be taken to strengthen collaboration among the county, GPCOG, municipal economic development offices, the Maine Department of Labor, the Maine Department of Economic & Community Development, tourism development groups, and others in partnership with the business community to enhance economic growth.

There will also be a review of best practices in the nation on regional/local economic development efforts. In conjunction with this, the county – with the endorsement of its Budget Advisory Committee – is interested in having the subcommittee discuss whether there is a beneficial role that the county can play beyond its workforce development role by helping to facilitate and/or encourage a unified approach to economic development.

### **Summary of Recommendations**

*Initiate a design team process to develop a plan and a path for strengthening collaboration in order to enhance economic development and growth for the Cumberland County region.*

Honorable Commissioners,

First, let me express my thanks to you, Pam Plumb and Peter Crichton, for giving me the opportunity to participate in the county's strategic planning initiative; it has been an honor to be selected for this process. My heartfelt thanks, also, to the members of the Economic Development Subcommittee, who distinguished themselves through their thoughtful work, their commitment to the success of our county and their generous level of participation in this lengthy and challenging process.

As the attached report details the specific recommendations of the Economic Development Subcommittee, I'd like to take this opportunity to offer my perspective on the Subcommittee's successes, as well as the challenges that remain unresolved after our efforts.

**Unrealized goals:** The report and recommendations of the Economic Development Subcommittee fell short of completely fulfilling the subcommittee's charge to provide guidance on how to best foster a more unified approach to economic development in the county, and to recommend what steps should be taken to strengthen the collaboration among the varied economic development entities and the business community. Instead of offering specific guidance on achieving these goals, we have proposed another level of process to produce concrete suggestions.

**Appropriate recommendations:** Because of breadth and complexity of this charge, however, it is an entirely reasonable and thoughtful approach for the subcommittee to recommend another phase of design work. This will ensure that the final, specific proposals for achieving these goals are carefully considered with the critically important input of a wider representation of the many stakeholders in economic development activities. Given the resounding success of the county's CDBG Design Team process, the subcommittee was wise to propose a similar approach for this effort.

**Difficult challenges:** The number and diversity of organizations, both public and private, which are involved in economic development within Cumberland County represent a wealth of expertise. But this same multiplicity of entities, perspectives, and methods also represents the most difficult barrier to creating collaboration for a more unified approach to economic development across the county. These varied organizations have distinct, and sometimes conflicting, goals and prerogatives, and often compete for support from the same private and public funding sources. Here, too, I believe that a design team approach offers the best course for resolving these differing perspectives and building genuine, effective accord for action.

**Sustaining momentum:** Finally, I would strongly concur with the subcommittee's emphasis on implementing the next phase promptly, in order to capitalize on the current enthusiasm for improving and coordinating our economic development efforts. Further delay in moving forward to implementation will likely prove very detrimental to the continuing engagement of key participants, especially in the private sector.

I believe we are at a time of historic opportunity – and pressing need - for improving economic development activities across our county. It has been most rewarding to be involved in the effort to date and I am very confident that our county will prove successful in this initiative.

Respectfully Submitted,  
John Shattuck

## **Abstract**

The Economic Development Subcommittee was created as a “visioning” group to provide guidance on how Cumberland County Government could best foster a more unified approach to economic development by recommending what steps should be taken to strengthen the collaboration that currently exists. The community partners include the county, the Greater Portland Council of Governments(GPCOG), the various municipal economic development offices, the Maine Department of Labor, the Maine Department of Economic & Community Development, tourism development groups, and others in partnership with the business community.

## **Economic Development Subcommittee Recommendation Details**

The Economic Development Subcommittee recommends the initiation of a design team process similar to the one used very effectively with the county’s (CDBG) Community Development Block Grant initiative. The subcommittee reached consensus on the following elements of this process:

Charge/Mission for Design Team: Develop a plan and a path for strengthening collaboration in order to enhance economic development and growth for the Cumberland County region.

### Underlying principles

- *Co-partnership:* Amongst all participants & between public and private sectors
- *Comprehensive:* Involve key actors/sectors involved in economic development in Cumberland County
- *Results oriented:* Focuses on implementation of specific recommendations with defined goals
- *Cost effective & efficient:* Identify opportunities to reduce inefficiencies, costs and duplication

Project Team: Cumberland County Government, GPCOG, and private sector representatives will share the lead in the process of convening the design team.

Design Team Participants: Include representation from at least the following key actors/sectors involved in economic development in Cumberland County:

Cumberland County Government  
Greater Portland Council of Governments/Southern Maine Economic Development  
District  
Private sector: large and small companies, various business segments  
Municipalities  
Tourism/hospitality sector  
Education sector: university system, colleges, think tanks & incubators  
Labor force sector: training, workforce improvement board  
Land use expertise  
Utility sector  
Maine & Co.  
State of Maine

Timeline: It is essential to capitalize on the present momentum and interest in improving our economic development efforts, as further hesitation to move into implementation will discourage the continuing engagement of key participants, especially in the private sector.

<i>Months 1-3</i>	Project Team process
<i>Month 3</i>	Co-partnership launch – kick-off of design team effort
<i>Months 4-7</i>	Design Team process
<i>Month 8</i>	Design Team report – possible roll-out event

Not resolved: The Subcommittee did not reach consensus on the following elements of this process:

*Project Team:* Identity of private sector representatives

*Design Team:* Number/proportion of members, particularly balance between private & public sectors

Resources Required

- Staffing support for Project Team and Design Team
- Facilitator for Design Team meetings
- Meeting space for regular meetings and summit/roll-out events
- Miscellaneous: Supplies, printing/duplication, professional fees, refreshments, etc

## **Plan for Phase II: Implementation**

The goal of Phase I was to get broad-based subcommittee input and recommendations on a number of issues facing the county. The goal of Phase II will be to review and take action on the recommendations. As stated in the introduction of this document, the next step is to convene an Implementation Committee, which will be chaired by Dana Connors, chief executive of the Maine Chamber of Commerce, to determine priorities, timetables and a strategy for implementation. At the same time, any plans that can begin immediately, such as the remodeling of the EMA offices, should do so. Plans for necessary legislation can also begin to be prepared in order to meet deadlines for the 2007-2008 session.

Below is an overview of the five major strategic actions that have been identified as a result of this strategic planning process:

1. Assess the feasibility of and implement mechanisms that share and coordinate county, municipal, and school technology through training, education, and support services.
2. Increase the effectiveness of justice and public safety services through coordination of data and discussion around policies that connect social services, the courts, police, and jail.
3. Develop and implement the means to respond to the needs for increased physical space and storage.
4. Improve the effectiveness of several key finance processes for the county, including bonding for capital expenditures and examining the feasibility of offering centralized property assessment services.
5. Seek to improve the delivery of services and/or reduce costs in the specific areas of public health, human services, public services, education, and economic development through the creation of appropriate stakeholder committees and application of the Regional Relationship Subcommittee's "Ten Point Plan."

## **Acknowledgements**

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**Space Needs:** Jerry Angier, Chair, Owner, Jerry Angier Associates; Kevin Freeman, Pizzagalli Const Co; Pam Lovely, Deputy Register of Deeds; Dennis Judd; Jeff Henthorn, Court Administrator; Robyn Dahms, Supervisor, Cumberland County District Attorney's Office; Mark Toothaker; Wayne Pike, Captain, Cumberland County Sheriff's Department; Lauren Carrier, Maine Turnpike Authority; Harvey Oest, engineer; Bruce Tarbox, staff, County Facilities Manager; Mike Tarbox, Intern.

**Technology:** Tom Bartell, Chair, PROP Director of Facilities and Technology; John Joy, Staff, Cumberland County; Tamara Getchell, Supervisor, District Attorney's Office; Charles Kennedy, Vice President, Key Bank; Ted Luebbert, TD Banknorth; Teri McRae, Registrar of Probate; Randy Perry, Senior VP of Sales & Marketing, Virtual Town Hall; Ron Shepard, Police Chief, Town of Gorham; Michael Thorne, Harrison Town Manager; Mary Wall, County Human Resources Asst.; Kelly Wentworth, Clerk, Town of Pownal.

**Justice & Public Safety:** Stephanie Anderson, District Attorney; Francine Breton, Jail Administrator, Sheriff's Office; Tim Burton, Police Chief, City of Portland; Mark Dion, Co-Chair, Sheriff, Cumberland County; Tom Humphrey, Co-Chair, Judge, Superior Court; Arlene Jacques, Lieutenant, Cumberland County Jail; Faye Luppi, Domestic Violence Coordinator, Cumberland County; Jifka McCarthy, Intern, Muskie School; Claude Morgan, Councilor, City of South Portland; Steve Thaxton, General Manager, WCSH-TV.

**Finance:** John Menario, Chair, Former Manager, City of Portland; Ron Miller, General Manager of the Portland Water District; Michael Mowles, Town Councilor in Cape Elizabeth and Budget Advisory Member; Dick Ranaghan, Vice President of Governmental Services for Gorham Savings Bank and Civic Center Trustee; Diane Gurney, Cumberland County Treasurer; Nat Tupper, Town Manager of Yarmouth; Greg L'Heureux, Finance Director, Town of Freeport; Vic Labrecque, Staff, County Finance Director.

**Regional Relationships:** Tony Perkins, Chair, Attorney, Burnstein & Shur; Donnie Carroll, Director, Southern Maine Emergency Medical Services; George Flaherty, Staff, Director, Cumberland County EMA; Grant Lee, Executive Director, PROP; Bill Rhoads, Captain, Sheriff's Office; Bill Whitten, Deputy County Manager; Jane Stinchfield Willett, Councilor, Town of Gorham; Dick Wood, Cumberland Sewer District; Esther Clenott, Cumberland County Commissioner; Mallory Shaughnessy, Medical Care Development; Kevin Guimond, Fire Chief, South Portland.

**Public Health & Human Services Subcommittee:** Julie Sullivan, Chair, Director, City of Portland Public Health; Leslie Brancato, Community Counseling Center; Deb Deatrack, Maine Health; Dick Farnsworth, Woodfords; Dona Forke Bridgton; Carter Friend United Way of Greater Portland; Doug Gardner, City of Portland/Health & Human Services Department; Claire Harrison, Maine DHHS; David Lunt, New Gloucester Selectman; Suzanne McCormick, American Red Cross of Southern Maine; Jane Morrison, Ingraham; Sally-Lou Patterson, Maine

CDC; Mallory Shaughnessy, Medical Care Development; Peter Stuckey, PROP; and Meredith Tipton, UNE; Justin Gifford, Cumberland County Staff; Anne-Marie Byrne, Muskie School Intern; and Toho Soma, City of Portland; Public Health Division.

**Education:** Wes Bonney, Chair; Michael Moore, Executive Director, Maine Public Spending Research Group; Stan Sawyer, Superintendent, Westbrook School Dept.; Mike Foley, Westbrook Town Council; Paul Schumann, TD Bank North; Bob Hasson, Superintendent SAD 51; Donn Davis, Asst. Superintendent, Windham School; Ellen Alcorn, Portland School Department; David Kaufman, Retired CEO, WMTW TV; Beppie Cerf, Chair of Falmouth School Board; Wanda Pettersen, Human Resources Director, Cumberland County; Anne Byrne, Intern, Cumberland County; and ad hoc members, Steve Tewhey, Scarborough; Kerry Galivan, Freeport IT.

**Public Services:** Paula Valente, Chair, Director, YWCA; Genie Beaulieu, Fiscal Officer, Sheriff's Office and Freeport Town Councilor; Gordy Billington, Town Manager, Standish; Linda Boudreau, South Portland City Councilor; Kristi Eiane, Town of Harpswell administrator; Bob Goettel, Professor at the Muskie School; Kevin Joyce, Chief Deputy, Sheriff's Office; Rich Kantz; Jon McNulty, Executive Director for Regional Transportation Program; Tim O'Neil, business owner; Janice Rogers; Anna Kent; and Mike McGovern, Cape Elizabeth Town Manager, Elizabeth Trice, Staff, County Grants and Special Projects Coordinator.

**Economic Development:** John Shattuck, Chair, President, Lake Region Development Council; Neal Allen, Executive Director, GPCOG; Al Austin, County Commissioner, CHR Realty/GMAC Real Estate; Lynnelle Bianco, Principal/Owner, Bold Vision Consulting; Meredith Burgess, Principal/Owner Burgess Advertising; Erik Carson, ED Director, Westbrook DECD; Skip Crane, Gray Town Council; Jim Damicis, Principal/Owner PolicyOne Research; John Entwistle, Assistant State Director, Maine Small Business Development Centers; John Ferland, President Maine Center for Enterprise Development; Gary Jensen, General Sales Manager, WMTW Broadcasting; Richard Kelly, General Manager Holiday Inn; Joe Kumiszczka, Executive Director, Maine Software Developers Association; Lisa Martin, Executive Director Maine Metal Products Association; Mary McAleney, Maine District Director, US Small Business Admin.; Alden Turner, Assistant Manager, US Small Business Admin.; Joe Migliaccio, Selectman, Town of Freeport, ME Tech. Institute; Peter O'Donnell, Business Development Specialist, Maine DECD; Caroline Paras, staff, Economic & Community Development Planner, GPCOG; Harvey Rosenfeld, ED Director, Scarborough Economic Development Corp; Barbara Whitten, President & CEO, Convention & Visitors Bureau; Bill Whitten, Assistant Manager, Cumberland County.