

EASTHAM, ORLEANS AND WELLFLEET,  
MASSACHUSETTS

LOWER/OUTER CAPE REGIONAL  
PUBLIC SAFETY SERVICE STUDY

MARCH 2010

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## I. EXECUTIVE SUMMARY

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This *Lower/Outer Cape Regional Public Safety Service Study* was conducted by MMA Consulting Group, Inc. The purpose of the study was to determine whether it is feasible to merge the police departments of the towns of Eastham, Orleans and Wellfleet. The officials of each town appear to have been generally satisfied with services, but suggest that there is a need to share resources and ensure that services are provided economically. There is support for a merged police department from some elected officials; however, officials emphasize the need for a merged police department to be financially accountable and responsive to the needs of each town.

Collectively, the police departments employ 50 full-time police officers, four office employees, 14 full-time dispatchers, three part-time dispatchers and a number of part-time police officers. The three towns provide services to a year-round population of 14,508 and a seasonal population of more than 68,000. The police departments respond to approximately 26,000 calls for service each year. The collective budget of the police departments for FY 2010 was approximately \$5,300,000.

### FINDINGS

The merger of the Eastham, Orleans and Wellfleet police departments is economically feasible and should save approximately \$1,000,000 in personnel costs annually. The reduction in direct expenses and overhead costs should result in additional savings of approximately \$350,000 annually. The merger of the Orleans and Eastham Police Departments or the Wellfleet and Eastham Police Departments is also economically viable. The merger of the Orleans and Eastham police departments should save approximately \$550,000 annually. The merger of the Eastham and Wellfleet police departments should save more than \$600,000 annually. Moreover, additional savings are possible in either merger approach because of a reduction in expenses and the implementation of a merged dispatch system. The merger will result in some one-time implementation costs of approximately \$80,000 to \$200,000, to prepare communication, and other, facilities for the merged operations.

The primary findings of our analysis include:

- The police departments generally operate efficiently within their towns.
- There is a duplication of administrative systems, command positions, and dispatch services.
- The merger of police departments would reduce the number of sworn police officers necessary to meet the policing needs of the three communities.
- The service demand of each town is sufficiently similar to allow integration of resources in an effective manner.
- The emergency communication function (dispatching) of each police department requires reevaluation. The merger of dispatch centers would provide for a more effective deployment of personnel and sharing of resources.
- The merged communication center would require a smaller dispatch workforce than that currently employed by the three towns.
- The police departments appear to have somewhat different policing philosophies and approaches to delivering police services. The differences are functions of localized needs and the leadership of individual departments.
- The condition of police facilities varies among the towns.
  - ▶ The Wellfleet facility requires renovation or replacement.
  - ▶ The Orleans facility requires renovation or replacement.
  - ▶ The Eastham police facility is well maintained, but has a small dispatch area, and has limited expansion area around the building.
- The merger of the three police agencies would require the use of the Eastham police facility and the Orleans police facility. The governing board of the merged police department may wish to provide for a small police facility in Wellfleet to maintain a police presence in the Town.

- The merger of the police departments would provide the same level of service as currently provided. Field supervision, dispatching and investigative services would be improved by a three department merger.

#### **POLICE DEPARTMENT AND EMERGENCY COMMUNICATION MERGER ALTERNATIVES**

The recommendations in the report are structured to present a series of options ranging from minor cooperative efforts to more comprehensive approaches, including merger.

##### *POLICE DEPARTMENT MERGER ALTERNATIVES*

The merger of the Eastham, Orleans and Wellfleet police departments is the most cost effective approach to adopt. However, several other options are viable, including:

- The Eastham, Orleans and Wellfleet police departments merge into one organization.
- The Orleans and Eastham Police Departments merge into one organization.
- The Wellfleet and Eastham Police Departments merge into one organization.
- The Wellfleet and Eastham Police Departments enter into a contractual agreement in which both police departments are housed in the Eastham police facility. The Eastham Police Chief should be assigned to manage both departments upon the retirement of the Wellfleet Police Chief.
- Wellfleet contracts for police services.

##### *EMERGENCY COMMUNICATION (DISPATCHING) ALTERNATIVES*

The three towns should restructure the method by which dispatch services are provided. Whether the three towns consolidate police services or not, all departments would benefit from a more streamlined emergency communication system. The primary alternatives to consider are listed below.

- The three towns merge communication centers.

- The three towns merge communications centers and assign fire and EMS dispatch functions to Barnstable County.
- The three towns assign all communications functions (police, fire and EMS) to Barnstable County.

#### **MERGER REQUIREMENTS**

Merging of police departments may be accomplished in three ways within the Commonwealth. Towns are permitted to establish a police district in accordance with M. G. L. c. 41, §§99B-99K; towns may seek a special legislative act; or towns may enter into an agreement pursuant to M. G. L. c. 40, §4A. The most appropriate approach is to develop a long-term inter-municipal agreement, in accordance with M. G. L. c. 40, §4A. Under this approach, the three towns could craft an agreement which meets the unique circumstances of the towns.

#### *COST ALLOCATION MODELS (ALTERNATIVES)*

The methods by which costs are shared or allocated needs to be determined. Several approaches are suggested below.

- A cost allocation methodology could include equalized valuation, the number of calls for service, and resident population.
- A cost allocation methodology could include equalized valuation, the number of calls for service, crime rate, and population.
- A cost allocation methodology could include population and equalized valuation.

The cost allocation methodology that best suits Eastham, Orleans and Wellfleet is the first alternative shown above. This cost allocation formula includes equalized valuation, the number of calls for service, and resident population. This methodology considers a wealth or ability to pay measure (equalized valuation), a service demand measure (calls for service), and a size measure (population).

#### *GOVERNANCE AND MANAGEMENT*

A governance structure for a regional service delivery agency must be accountable to each town. We recommend that the Eastham Orleans Wellfleet (EOW)

Police Department be governed by a three-member Police Department Accountability Board. The Board should operate using a consensus framework; however, it is necessary to provide a method to resolve disagreements and make decisions. A two-tier system for decision-making should be established. This system requires each town to have authority equal to the proportion of the budget for which it is responsible. The proportional decision-making authority should be reserved for major policy decisions. For example, the adoption of the budget and the selection of the police chief should require proportionate voting. For other matters, each member of the Board should have equal decision-making authority. An alternative to the proportional decision-making authority is to establish a system for decision-making in which each participating town has an equal voice, or vote.

#### *IMPLEMENTATION PLAN*

The process of merging departments will take several years to accomplish. Once the towns agree to merge police departments, an implementation committee should be given the responsibility to take the necessary steps to integrate the operations of the departments. The incumbent police chiefs and town administrators should be the primary participants in this process, since there are a large number of administrative, personnel and practical details to address. This implementation committee should define the specific time line and the action steps that are necessary to merge the organizations. The implementation process should provide for the method by which reductions in personnel will be achieved. We recommend that necessary reductions in personnel should be accomplished by means of attrition.

#### **POLICE DEPARTMENT STAFFING MODELS**

Exhibit 1 displays police department staffing requirements based on merger alternatives. The staffing models are based on an analysis of activity levels and our assessment of service demands. Exhibit 1 shows the current total sworn staffing of the three police departments (Eastham, Orleans and Wellfleet).

The departments employ 68 full-time employees. Each department also employs several part-time personnel. Eastham employs eight part-time officers and two part-time dispatchers. Wellfleet employs eight part-time officers and one part-time dispatcher. Orleans employs three part-time officers.

## EXHIBIT 1

## EASTHAM, ORLEANS &amp; WELLFLEET POLICE DEPARTMENTS - FULL-TIME EMPLOYEES

POSITION	EASTHAM	ORLEANS	WELLFLEET	TOTAL
<i>Sworn Police Personnel</i>				
Chief	1	1	1	3
Deputy Chief	1	1		2
Lieutenant		1	1	2
Sergeant	3	4	3	10
Detective	1	2		3
Police Officer*	9	13	8	30
Total	15	22	13	50
<i>Office Personnel</i>	2	2		4
<i>Dispatch Personnel</i>	5	4	5	14
<b>Total Full-Time Personnel</b>	22	28	18	68

\* Eastham is currently operating with eight officers.

Exhibit 2 shows the staffing required under each of the merger alternatives presented in this report. The exhibit identifies the number of full-time sworn personnel required for policing under each alternative. The exhibit does not include dispatch personnel or part-time personnel. The exhibit shows that if Eastham, Orleans and Wellfleet merge, the number of sworn personnel would be reduced by eight. In the alternative merger models, the number of sworn personnel would also be reduced. There are personnel reductions recommended in each of the merger alternatives.

## EXHIBIT 2

## PROPOSED STAFFING LEVELS OF POLICE DEPARTMENT MERGER ALTERNATIVES

POSITION	TOTAL PERSONNEL EASTHAM, ORLEANS & WELLFLEET	MERGER EASTHAM, ORLEANS & WELLFLEET	MERGER EASTHAM & ORLEANS	MERGER EASTHAM & WELLFLEET
<i>Sworn Police Personnel</i>				
Chief	3	1	1	1
Deputy Chief	2	2	2	1
Lieutenant	2			
Sergeant	10	7	6	5
Detective	3	4	3	2
Police Officer	30	28	20	14
Total	50	42	32	23
<i>Office Personnel</i>				
	4	4	4	2
<i>Total Full-time Personnel</i>				
	54	46	36	25

The number of dispatch personnel employed is a function of the alternative selected by the three towns. Three alternatives were suggested earlier. Exhibit 3 compares the current staffing level of the three dispatch centers with the proposed staffing levels of the alternative dispatch center arrangements.

## EXHIBIT 3

CURRENT DISPATCH STAFFING COMPARED TO ALTERNATIVE STAFFING  
UNDER DISPATCH ALTERNATIVES

DISPATCH PERSONNEL	CURRENT STAFFING	COMMUNICATION CENTERS MERGED	COMMUNICATION CENTERS MERGED (FIRE & EMS DISPATCH PROVIDED BY THE COUNTY)	ALL EMERGENCY COMMUNICATIONS PROVIDED BY THE COUNTY
Full-time dispatchers	14	12	7	6
Part-time dispatchers	3	0	0	0
Decrease in full-time dispatchers		-2	-7	-8
Decrease in part-time dispatchers		-3	-3	-3

## RECOMMENDATIONS

Exhibit 4 lists the recommendations and alternative recommendations contained in this report. The recommendations are primarily concerned with the merger of the Eastham, Orleans and Wellfleet Police Departments. A series of alternative merger recommendations is also presented.

### EXHIBIT 4 LIST OF RECOMMENDATIONS

- 1 The Eastham, Orleans and Wellfleet Police Departments should be merged into one police department.
  - Dispatch services should be merged into one organizational unit within the new police department.
  - The Eastham, Orleans and Wellfleet merged police department should employ one Chief, two Deputy Chiefs, seven Sergeants, four Detectives, 28 Police Officers, and four office personnel.
- 2 Eastham, Orleans and Wellfleet should enter into an inter-municipal agreement to merge their police departments.
- 3 The inter-municipal agreement should be in effect for at least 15 years. The agreement should be reviewed at five-year intervals.
- 4 The inter-municipal agreement should have a defined method by which a town may terminate its participation in an orderly manner.
- 5 The merged police department should be governed by a three-member Police Department Accountability Board.
- 6 The number of dispatch personnel should be reduced. The merged Eastham, Orleans and Wellfleet Police Departments should employ between six and 12 dispatch personnel. The number of dispatchers should be determined by the type of dispatch system adopted.
- 7 The Eastham, Orleans and Wellfleet Police Departments should be merged over a three-year period.
- 8 The merged Eastham, Orleans and Wellfleet Police Department should provide for the reduction of personnel by attrition.
- 9 The Eastham, Orleans and Wellfleet Police Departments should operate from both the Eastham and Orleans police facilities. The Wellfleet police facility should be used by the Town of Wellfleet for other purposes. A small police facility may be required to maintain a police presence in Wellfleet.
- 10 Eastham, Orleans and Wellfleet should adopt a cost allocation formula to provide for equitable distribution of costs.

- A-1 *Alternative Recommendation:* The Eastham and Orleans Police Departments should be merged into one police department.
- ▶ Dispatch services should be merged into one organizational unit within the new police department.
  - ▶ The Eastham and Orleans Police Department should employ one Chief, two Deputy Chiefs, six Sergeants, three Detectives, 20 Police Officers, and four office personnel
- A-2 *Alternative Recommendation:* The Eastham and Wellfleet Police Departments should be merged into one police department.
- ▶ Dispatch services should be merged into one organizational unit within the new police department.
  - ▶ The Eastham and Wellfleet Police Department should employ one Chief, one Deputy Chief, five Sergeants, three Detectives, 14 Police Officers, and two office personnel.
- A-3 *Alternative Recommendation:* The Eastham, Orleans and Wellfleet Police Departments should merge dispatch services. The merged dispatch center should employ between six and 12 dispatch personnel. The number of dispatchers should be determined by the type of dispatch system adopted.
- A-4 *Alternative Recommendation:* The Wellfleet Police Department should be housed in the Eastham Police Station. The Eastham Police Chief should manage the Wellfleet Police Department.
- A-5 *Alternative Recommendation:* The Town of Wellfleet should contract for police services.

## II. BACKGROUND ON POLICE DEPARTMENTS AND SERVICE DEMAND

### POLICE DEPARTMENT BUDGETS

The towns of Eastham, Orleans and Wellfleet manage and finance separate police departments. The towns collectively budgeted approximately \$5,300,000 for police and dispatch services in FY 2010. The Wellfleet and Orleans police department budgets increased slightly from FY 2009 to FY 2010; the Eastham Police Department budget decreased slightly. Personnel costs represent approximately 90 percent of each police department budget.

**EXHIBIT 5**  
**ANNUAL BUDGET**  
**EASTHAM, ORLEANS & WELLFLEET POLICE DEPARTMENTS**

	<b>FY 2009</b>	<b>FY 2010</b>	<b>PERCENT INCREASE</b>	<b>BUDGET AS A PERCENT OF TOTAL POLICE BUDGETS (FY 2010)</b>
Wellfleet	1,489,449	1,567,066	5.2%	29.3 %
Orleans	2,161,112	2,200,661	1.8%	41.2 %
Eastham	1,634,317	1,573,319	-5/9%	29.3%
Total Police Budget	5,284,878	5,341,046	0.4%	100%

Exhibit 6 shows the per capita cost of police services in each town. The per capita cost is presented for general comparison purposes. The residents of Eastham and Orleans pay less on a per capita basis for police services than the residents of Wellfleet.

**EXHIBIT 6**  
**POPULATION AND PER CAPITA COSTS**  
**EASTHAM, ORLEANS & WELLFLEET POLICE DEPARTMENTS**

	<b>2007 RESIDENT POP.</b>	<b>FY 2009 BUDGET</b>	<b>FY 2009 PER CAPITA COST</b>	<b>FY 2010 BUDGET</b>	<b>FY 2010 PER CAPITA COST</b>
Wellfleet	2,748	1,489,449	542	1,567,066	570
Orleans	6,315	2,161,112	342	2,200,661	348
Eastham	5,445	1,634,317	300	1,573,319	282
<b>Total</b>	<b>14,508</b>	<b>5,284,878</b>		<b>5,341,046</b>	

**CURRENT POLICE AND DISPATCH STAFFING**

Exhibit 7, *Current Authorized Full-time Staffing - Eastham, Orleans & Wellfleet Police Departments*, shows the number of full-time personnel employed by the police departments. The departments employ 68 full-time sworn personnel, including 50 sworn law enforcement personnel, 14 full-time dispatch personnel, and four office support personnel. In addition, each department employs several part-time personnel. Eastham employs eight part-time officers and two part-time dispatchers. Wellfleet employs eight part-time offices and one part-time dispatcher. Orleans employs three part-time officers.

**EXHIBIT 7**  
**CURRENT AUTHORIZED FULL-TIME STAFFING**  
**EASTHAM, ORLEANS & WELLFLEET POLICE DEPARTMENTS**

POSITION	EASTHAM	ORLEANS	WELLFLEET	TOTAL
<i>Sworn Police Personnel</i>				
Chief	1	1	1	3
Deputy Chief	1	1		2
Lieutenant		1	1	2
Sergeant	3	4	3	10
Detective	1	2		3
Police Officer*	9	13	8	30
<i>Total</i>	15	22	13	50
<i>Office Personnel</i>	2	2		4
<i>Dispatch Personnel</i>	5	4	5	14
<b><i>Total Full-time Personnel</i></b>	22	28	18	68
<i>Part-time Personnel</i>				
Dispatch Personnel	2		1	3
Police Officer	8	3	8	19

\* *Eastham is currently operating with eight officers.*

Each town supports a public safety dispatch or communication center. The communication centers in Wellfleet and Eastham dispatch police, fire and emergency medical services. In Orleans, fire and emergency medical dispatch services are provided by Barnstable County. Each town has a dispatcher working 24 hours per day, 365 days per year.

In addition to traditional patrol and emergency response services, each police department provides a range of support and other policing functions. For example, each department has a court officer and an investigative function. Orleans has two full-time detectives; Eastham has one full-time detective. One officer in Wellfleet performs detective functions on a part-time basis.

**DEMAND FOR SERVICE**

The calls for service for each town are shown in Exhibit 8. Orleans and Wellfleet log all calls for service; Eastham does not appear to log all calls for service. Observations and interviews indicate that the Eastham Police Department may be under counting calls for service.

Exhibit 8 displays the resident population in 2007, the calls for service and the calls for service per capita (based on resident population). The total number of calls for service and the per capita calls for service in Eastham are substantially less than for the towns of Orleans or Wellfleet. A review of the information available indicates that the calls for service in Eastham may be under counted by approximately 3,000.

**EXHIBIT 8**  
**RESIDENT POPULATION, CALLS FOR SERVICE, AND PER CAPITA CALLS FOR SERVICE**

	<b>EASTHAM</b>	<b>ORLEANS</b>	<b>WELLFLEET</b>	<b>TOTAL</b>
2007 Resident Population	5,445	6,315	2,748	14,508
Estimated Seasonal Population	30,000	20,000	18,000	68,000
2008 Calls for Service	6,465	12,912	7,051	26,428
Per Capita Calls for Service	1.19	2.04	2.57	1.82

The actual calls for service in Eastham should be, on a per capita basis, somewhat closer to the per capita calls for service in Orleans and Wellfleet. In Exhibit 9, the consulting team has adjusted calls for service by 3,000, which appears reasonable based on our observations and interviews.

**EXHIBIT 9**  
**POPULATION, ADJUSTED CALLS FOR SERVICE AND PER CAPITA CALLS FOR SERVICE**

	EASTHAM	ORLEANS	WELLFLEET	TOTAL
2007 Resident Population	5,445	6,315	2,748	14,508
2008 Calls for Service *	9,465	12,912	7,051	29,428
Per Capita Calls for Service	1.74	2.04	2.57	2.03

\* Assumes the under-reporting of 3,000 calls for service by the Eastham Police Department.

The population of Cape Cod and the towns of Eastham, Orleans and Wellfleet has remained stable during the last five years and the population is aging. Indications are that there will be little growth in the residential population. Based on the population stability and the aging population, growth in calls for service will be limited.

**EQUIPMENT**

The police departments maintain an inventory of vehicles and other equipment. The departments have a large number of radios, portable radios, MDTs, AEDs, and assorted weapons (i.e., handguns, rifles, shot guns, less than lethal devices). The fleet of vehicles includes the following:

**EXHIBIT 10**  
**VEHICLE FLEET**

	EASTHAM	ORLEANS	WELLFLEET	TOTAL
Cars (marked)	4	5	4	13
Cars (unmarked)	2	3		5
Utility Vehicles	2	1	2	5
Motorcycles		1		1
Total	8	10	6	24

**FACILITIES**

The Orleans police facility is in need of replacement or major rehabilitation (which may not be feasible). The Wellfleet Police Station is in poor condition and some thought should be given to abandoning the station for police purposes. The Eastham Police Station is approximately 20 years old and has been well maintained. If the police departments were consolidated, it would be necessary to operate using the Eastham Police Station and the Orleans Police Station.

Exhibit 11 presents the square footage of each station.

**EXHIBIT 11**  
**POLICE FACILITIES, YEAR BUILT, & SQUARE FEET**

<b>TOWN</b>	<b>YEAR BUILT</b>	<b>TOTAL SQ. FT.</b>	<b>MAIN FLOOR SQ. FT.</b>	<b>BASEMENT SQ. FT.</b>
Eastham	1989	10,395	7,830	2,565
Orleans	1966	11,500	8,900	2,600
Wellfleet	1984	9,854	4,792	5,062 *

\* The Fire Department was formerly housed in the basement of the facility.

Appendix A to this report provides a more detailed description of the condition and needs of each facility.

### III. STAFFING AND ORGANIZATION

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The police departments are organized in a conventional manner. Each Department has a Police Chief, a second in command (Deputy Chief or Lieutenant), and Sergeants. In Eastham and Wellfleet, there are three Sergeants, and in Orleans there are four Sergeants. Three Sergeants are not sufficient to ensure proper supervision 24/7. Four sergeants are barely adequate to provide necessary field supervision.

#### PATROL STAFFING

The basic mission of any police department is to provide patrol services. Thus, it is important to determine the number of patrol personnel necessary to meet service demand and other needs of a community. The actual patrol staffing is determined by reviewing calls for service and estimating the time required to respond to calls for service. The average number of hours personnel work each year must also be established. It is necessary to build in time for directed patrol activities and administrative activities. Moreover, the characteristics in the area served, or specific policies of a police department, will affect the total number of personnel needed to provide patrol services.

An analysis of workload and the application of generally accepted principles concerning the distribution of police personnel is the most appropriate method to determine patrol staffing levels. It is essential to be able to measure activity by calls for service, arrests, traffic accidents, and other activities. The basic unit used in the analysis of police activity is the category referred to as *calls for service*, those calls received and logged by the police department that require the response of a uniformed police officer.

A number of assumptions were used in this analysis. An officer assigned to patrol duties must have time to perform routine preventive patrol, other administrative duties, such as meeting with his or her supervisor, etc., and respond to calls for service. The percent of time that should be devoted to each category of activity is open to discussion and will depend, to some extent, on the specific community and what it expects of its police department. A review of the literature and our own experience suggests that 35 percent of an officer's time should be

devoted to responding to calls for service, 30 percent to administrative duties, and 35 percent to directed or preventive patrol.

The staffing analysis for each police department required consultants to review the actual hours worked by employees and the total number of calls for service data for the years 2006, 2007 and 2008. Our analysis indicates that at a minimum the Eastham Police Department requires six officers, the Orleans Police Department requires nine officers and the Wellfleet Police Department requires five officers to provide police patrol activities. The analysis indicates that a merged police department requires at least 20 police officers to meet patrol requirements. Appendix B of this report presents the workload analysis of each department in detail.

The workload analysis provides one measure of patrol staffing needs. Our review of operational and geographic factors indicates that the patrol staffing needs of the three departments or the merged department are greater than the staffing analysis suggests. There are a number of additional factors to consider in determining the appropriate patrol staffing.

*Undercounting of calls for service* - It appears that Eastham substantially undercounts calls for service. The data collection system does not log all calls for service.

*Geography of the three towns* - The geography of the three towns should be considered when establishing a patrol staffing plan. Major roads may be congested during summer months. Response time and back-up support may be hampered by the geography.

*Policing priorities* - The proposed patrol staffing level is designed to provide the police department with some flexibility to respond to changing circumstances and emerging service delivery issues.

*Managing overtime* - The proposed staffing arrangement is designed to minimize overtime.

*Seasonal influx of residents* - The staffing level accounts for seasonal activity and is designed to eliminate or minimize the use of seasonal officers.

*Unexpected injury or illness* - We have built some flexibility into the patrol staffing system to account for long-term injury on duty or long-term illness.

The workload staffing analysis and the characteristics of the communities indicate that the merged police department should assign 28 police officers to patrol operations. This does not include patrol supervisory personnel. The merged police department should continuously analyze patrol staffing needs. Appendix B presents a staffing analysis which indicates the patrol staffing needs of the three towns.

#### **DETECTIVE STAFFING REQUIREMENTS**

The Orleans Police Department has two detectives, Eastham has one detective and the Wellfleet Police Department has one officer working as a detective on a part-time basis. In our opinion, there is sufficient workload, among the three departments to consider the employment of four detectives on a full-time basis.

#### IV. ORGANIZATION OF A MERGED POLICE DEPARTMENT

##### ORGANIZATION OF POLICE SERVICES

The merged police department may be organized in several ways. Exhibit 12 outlines a police department consisting of one Police Chief, two Deputy Chiefs, seven Sergeants, four Detectives and 28 Police Officers. The proposed Administration and Support Services Division would include a Deputy Chief, one Sergeant, and four Detectives. The management of dispatch personnel, facilities, and financial management is also assigned to the Administrative and Support Services Division. The Operations Division would be commanded by a Deputy Chief, and include six Sergeants and 28 Police Officers. Detectives are assigned to the Administration and Support Services Division to distribute supervisory responsibilities. The Detective Unit could be assigned to the Operations Division, since it is often considered an operations function.

The organization could be altered by employing five Sergeants and two Lieutenants. One Lieutenant would be assigned to the Operations Division and one Lieutenant would be assigned to the Administration and Support Services Division. Exhibit 12, *Proposed Organization - Eastham, Orleans and Wellfleet Merged Police Department*, indicates the number of personnel by rank, and the number and type of personnel assigned to each division. A proposed staffing model and an alternative staffing are displayed in the exhibit.

##### EXHIBIT 12

##### PROPOSED STAFFING AND ORGANIZATION EASTHAM, ORLEANS & WELLFLEET MERGED POLICE DEPARTMENT

POSITION	EOW STAFFING MODEL 1	EOW STAFFING MODEL 2
<i>Office of the Chief of Police</i>		
Chief	1	1
Administrative Assistant	1	1
<i>Operations Division</i>		
Deputy Chief	1	1
Lieutenant	0	1
Sergeant	6	5
Police Officer	28	28

POSITION	EOW STAFFING MODEL 1	EOW STAFFING MODEL 2
<i>Administration &amp; Support Services Division</i>		
Deputy Chief	1	1
Lieutenant	0	1
Sergeant	1	0
Detective	4	4
Office Support	3	3
<i>Dispatch Services *</i>		
Dispatch Supervisor 1	12	12
Technical Support 1		
Dispatcher 10		

\* This staffing level assumes that dispatch operations are merged, and the police and fire dispatching services are performed by the dispatch center. It also assumes that EMD procedures would be used.

The command personnel of the EOW Police Department should consider developing a shift structure to reflect the demand for services. A four-shift deployment plan is recommended. Shift A, 12:00 a.m. to 8:00 a.m., should include two Sergeants and seven Patrol Officers. A third Sergeant would be assigned to work a split shift (A and C shifts) to ensure that supervision is available. This will allow the department to deploy at least one Sergeant and four or five officers on Shifts A and C. Shift B, 8:00 a.m. to 4:00 p.m., should be composed of one Sergeant and nine Police Officers. Only one Sergeant is assigned to Shift B because there are several command personnel available during regular working hours to perform supervisory duties, if necessary. Shift D is designed to provide at least one additional officer on-duty during high activity times.

The proposed staffing level and shift arrangement should minimize the need for overtime pay. There will be little reason to fill a vacancy on a shift, since sufficient supervision and personnel should be available at all times. It is never possible to eliminate overtime completely, since personnel may be held over when responding to an emergency.

Exhibit 13 displays the shift arrangement in graphic form.

**EXHIBIT 13**  
**PROPOSED SHIFT DEPLOYMENT**

SHIFT	A 12:00 a.m. to 8:00 a.m.	B 8:00 a.m. to 4:00 p.m.	C 4:00 p.m. to 12:00 a.m.	D 7:00 p.m. to 3:00 a.m. **	TOTAL
Sergeant	2 (+1 swing shift)*	1	2 (+1 swing shift)*		6
Police Officer	7	9	9	3	28
<b>Total Personnel</b>	<b>9</b>	<b>10</b>	<b>11</b>		<b>34</b>

\* One Sergeant works a split shift.  
\*\* Alternatively, 6:00 p.m. to 2:00 a.m.

Shift D would be assigned to work from 7:00 p.m. to 3:00 a.m. or alternatively, 6:00 p.m. to 2:00 a.m. This shift would be composed of three officers. Shift D personnel would work under the direction of the shift commander responsible for Shift A or Shift C. The creation of Shift D and a swing shift Sergeant provides the following benefits:

- ▶ Increases the number of officers available at peak activity times.
- ▶ Increases the availability of supervision during prime activity hours.
- ▶ Reduces the need for out-of-rank pay and the need for overtime during these hours, since an additional supervisor is available.

**ORGANIZATION OF DISPATCH SERVICES**

Eastham, Orleans and Wellfleet should consolidate emergency communications. Each town currently operates its own dispatch center. If the police departments do not merge, the departments would benefit from a merged communication center. The three towns collectively employ 14 full-time dispatchers and three part-time dispatchers. Wellfleet and Eastham provide police and fire dispatching services and Orleans provides police dispatching services. Orleans contracts for fire and emergency medical dispatching services from the County Sheriff’s Department.

**EXHIBIT 14**  
**DISPATCHERS EMPLOYED BY WELLFLEET, EASTHAM & ORLEANS**

	WELLFLEET	EASTHAM	ORLEANS	TOTAL
Dispatcher	5	5	4	14
Part-time Dispatcher	1	2	0	2

There are three alternative approaches to organizing dispatch services.

- The three towns merge communication centers.
- The three towns merge communications centers and assign fire and EMS dispatch functions to Barnstable County.
- The three towns assign all communications functions (police, fire and EMS) to Barnstable County.

The first alternative is to consider a merger of dispatch centers to provide police, fire and emergency medical dispatch services. The staffing of the dispatch center would require 12 full-time personnel. Ten personnel would be assigned to dispatching duties. The employment of ten dispatchers enables the department to staff each shift with two dispatchers, 24/7. Two persons are required for several reasons. First, we assume that the dispatch center would provide emergency medical dispatch (EMD) services, which requires that two dispatchers be on-duty. Emergency medical dispatch procedures require dispatchers to screen calls based on defined protocols. In addition, dispatchers may provide pre-arrival instructions to callers in a small percent of dispatch incidents. These practices require the availability of two personnel on each shift. A dispatch supervisor should be appointed to oversee personnel and operations. Another staff person should have the technical qualifications to address computer, radio and software problems. There would be a reduction of two full-time employees and three part-time employees using this approach.

The second alternative envisions a consolidated dispatch center which provides police dispatch services. Fire and emergency medical dispatch services would be contracted to the County. Under this approach, it would be necessary to employ seven dispatch personnel. Six personnel would be assigned to work dispatch shifts, and one person would serve as the dispatch supervisor. The employment of six dispatchers would provide for one dispatcher on each shift at all times. The dispatch supervisor should be able to work dispatch shifts.

The third dispatching alternative calls for the contracting of all services to the County Sheriff's Office. The merged police department would have limited need for dispatch personnel under this approach. However, the department could

continue to employ a number of dispatch personnel, but personnel would be reassigned to other duties. Since the consolidated department would be using two facilities, Eastham and Orleans, it would be necessary to staff the secondary police facility with office personnel during business hours each day. It will be necessary to employ several personnel in an administrative capacity.

The number of dispatchers employed is a function of the alternative selected by the three towns. Exhibit 15 outlines the staffing requirements under the proposed alternatives.

**EXHIBIT 15**  
**CURRENT DISPATCH STAFFING COMPARED TO ALTERNATIVE STAFFING**  
**UNDER DISPATCH ALTERNATIVES**

CURRENT STAFFING	CURRENT STAFFING	COMMUNICATION CENTERS MERGED	COMMUNICATION CENTERS MERGED (FIRE & EMS DISPATCH PROVIDED BY THE COUNTY)	ALL EMERGENCY COMMUNICATIONS PROVIDED BY THE COUNTY
Full-time dispatchers	14	12	7	6
Part-time dispatchers	3	0	0	0
Decrease in full-time dispatchers		-2	-7	-8
Decrease in part-time dispatchers		-3	-3	-3

**PERSONNEL COST SAVINGS**

The merger of the three police departments would result in savings of approximately \$1,003,162, including salary and benefit costs. A merger of the communication or dispatch functions would save \$390,390 in personnel costs. In addition, there are indirect cost savings (benefits and overhead costs). The indirect employee cost for sworn police personnel is estimated to be 40 percent of the total salary of each employee. The indirect employee cost for dispatch personnel is estimated to be 30 percent of the total salary of each employee. Exhibit 16 outlines estimated personnel cost savings.

**EXHIBIT 16**  
**MERGER OF THE EASTHAM, ORLEANS AND WELLFLEET POLICE DEPARTMENTS**  
**ESTIMATED PERSONNEL COST SAVINGS**

	<b>POSITION REDUCTION</b>	<b>AVERAGE POSITION COST</b>	<b>TOTAL SALARY</b>	<b>BENEFITS @40 PERCENT OF SALARY</b>	<b>TOTAL</b>
Chief	-2	117,000	234,000	93,600	327,600
Lieutenant	-2	100,000	200,000	80,000	280,000
Sergeant	-3	74,048	222,144	88,858	311,002
Officer	-1	60,400	60,400	24,160	84,560
			716,544	286,618	1,003,162
	<b>POSITION REDUCTION</b>	<b>AVERAGE POSITION COST</b>	<b>TOTAL SALARY</b>	<b>BENEFITS @30 PERCENT OF SALARY</b>	<b>TOTAL</b>
Dispatcher	-7	42,900	300,300	90,090	390,390
Total Reduction	-15		1,016,844	376,708	1,393,552

It is important to note that not all police department costs are included within the department budget. Various types of administrative costs associated with the police department are included in each town's administrative budget. Moreover, other cost savings may be achieved by a reduction in operating expenses.

## **V. ALTERNATIVE POLICE DEPARTMENT MERGER APPROACHES**

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The merger of the three departments, while the most desirable approach, is not the only merger model that could be considered for Eastham, Orleans and Wellfleet. Several other police department merger arrangements may be worth consideration. Those alternatives include:

- The Orleans and Eastham Police Departments merge into one organization.
- The Wellfleet and Eastham Police Departments merge into one organization.
- The Wellfleet and Eastham Police Departments enter into a contractual agreement in which the Wellfleet Police Department is placed under the direction of the Eastham Police Chief. The Wellfleet police personnel would be deployed from the Eastham Police facility and the Wellfleet police facility would be closed.
- Wellfleet contracts for police services.

### **ORLEANS AND EASTHAM POLICE DEPARTMENT MERGER**

The merger of the Orleans and Eastham Police Departments is a reasonable approach to providing police services. This merger would require five fewer sworn police officers. Exhibit 17 displays the current staffing of the Orleans and Eastham Police Departments and the proposed sworn staffing of a merged police department. Dispatch services are not included in the personnel complement shown in Exhibit 17.

**EXHIBIT 17**  
**CURRENT STAFFING AND PROPOSED STAFFING OF THE EASTHAM AND ORLEANS**  
**MERGED POLICE DEPARTMENT**

POSITION	EASTHAM	ORLEANS	CURRENT PERSONNEL	PROPOSED PERSONNEL	DECREASE IN PERSONNEL
<i>Sworn Police Personnel</i>					
Chief	1	1	2	1	- 1
Deputy Chief	1	1	2	2	
Lieutenant		1	1		- 1
Sergeant	3	4	7	6	- 1
Detective	1	2	3	3	
Police Officer	9*	13	22	20	- 2
<b>Total</b>	15	22	37	32	- 5
<i>Office Personnel</i>					
	2	2	4	4	
<b>Total Full-time Personnel</b>	17	24	41	36	-5

\* Eastham is currently operating with eight officers.

The Eastham and Orleans Police Department should be organized as shown in Exhibit 18. The Eastham and Orleans Police Department should employ six dispatch personnel, if the dispatching of fire departments is provided by the County.

**EXHIBIT 18**  
**PROPOSED ORGANIZATION**  
**EASTHAM & ORLEANS POLICE DEPARTMENT**

POSITION	PROPOSED PERSONNEL
<i>Office of the Chief of Police</i>	
Chief	1
Administrative Assistant	1
<i>Operations Division</i>	
Deputy Chief	1
Sergeant	5
Police Officer	20

POSITION	PROPOSED PERSONNEL
<i>Administration and Support Services Division</i>	
Deputy Chief	1
Sergeant	1
Detective	3
Office Support	3
<i>Dispatch Services *</i>	
Dispatch Supervisor 1	9
Dispatcher 8	

\* This staffing level assumes that dispatch operations are merged, and the police and fire dispatching services are performed by the dispatch center. It also assumes that EMD procedures would be used.

Exhibit 19 shows the estimated personnel cost savings with the merger of the Eastham and Orleans Police Departments. The merger would reduce the number of sworn personnel by five.

**EXHIBIT 19**  
**EASTHAM & ORLEANS POLICE DEPARTMENT - ESTIMATED COST SAVINGS**

	POSITION REDUCTIONS	AVERAGE POSITION COST	TOTAL SALARY	BENEFITS @40 PERCENT OF SALARY	TOTAL
Chief	-1	117,000	117,999	47,200	165,199
Lieutenant	-1	100,000	100,000	40,000	140,000
Sergeant	-1	74,048	74,048	29,619	103,667
Officer	-2	60,400	120,800	48,320	169,120
	-5		412,847	165,139	577,986

The merged Eastham and Orleans Police Department could reduce the number of dispatchers by three personnel, which would result in a savings of approximately \$167,000.

**EASTHAM AND WELFLEET POLICE DEPARTMENT MERGER**

The merger of the Wellfleet and Eastham Police Departments is another possible approach to providing police services. This would result in the reduction of five sworn police officers. Exhibit 20 displays the current staffing of the Wellfleet and Eastham Police Departments, and the proposed staffing of a merged police department.

**EXHIBIT 20**  
**EASTHAM AND WELLFLEET POLICE DEPARTMENTS**  
**CURRENT STAFFING AND PROPOSED STAFFING OF THE MERGED POLICE DEPARTMENT**

POSITION	EASTHAM	WELLFLEET	CURRENT PERSONNEL	PROPOSED PERSONNEL	DECREASE
<i>Sworn Police Personnel</i>					
Chief	1	1	2	1	- 1
Deputy Chief	1		1	1	
Lieutenant		1	1		- 1
Sergeant	3	3	6	5	- 1
Detective	1		1	2	1
Police Officer	9*	8	17	14	- 3
<b>Total</b>	15	13	28	23	- 5
<i>Office Personnel</i>					
	2		2	2	
<b>Total Full-Time Personnel</b>	17	13	30	25	- 5

\* Eastham is currently operating with eight officers.

The Eastham and Wellfleet Police Department should be organized as shown in Exhibit 21. This organization calls for one Chief, one Deputy Chief, five Sergeants, two Detectives, 14 Police Officers, two office personnel and nine dispatch personnel.

**EXHIBIT 21**  
**PROPOSED ORGANIZATION**  
**EASTHAM & WELLFLEET POLICE DEPARTMENT**

POSITION	PROPOSED PERSONNEL
<i>Office of the Chief of Police</i>	
Chief	1
Administrative Assistant	1
<i>Operations Division</i>	
Deputy Chief	1
Sergeant	4
Police Officer	14

POSITION	PROPOSED PERSONNEL
<i>Administration and Support Services Division</i>	
Sergeant	1
Detective	2
Office Support	1
Dispatch Services *	9
Dispatch Supervisor      1	
Dispatcher                8	

\* This staffing level assumes that dispatch operations are merged, and the police and fire dispatching services are performed by the dispatch center. It also assumes that EMD procedures would be used.

Exhibit 22 shows the estimated personnel cost savings with the merger of the Eastham and Wellfleet Police Departments. The merger would reduce the number of sworn personnel by five and the number of dispatchers by at least one. In this merger alternative, the Wellfleet police facility would be closed.

**EXHIBIT 22**  
**EASTHAM & WELLFLEET POLICE DEPARTMENT - ESTIMATED COST SAVINGS**

	POSITION REDUCTION	AVERAGE POSITION COST	TOTAL SALARY	BENEFITS @40 PERCENT OF SALARY	TOTAL
Chief	-1	117,000	117,999	47,200	165,199
Lieutenant	-1	100,000	100,000	40,000	140,000
Sergeant	-1	74,048	74,048	29,619	103,667
Officer	-2	60,400	120,800	48,320	169,120
			412,847	165,139	577,986

In addition to the reduction in sworn personnel, there would be a reduction of at least one dispatcher for a costs savings of approximately \$55,000 (wages and benefits).

**WELLFLEET SERVICE OPTIONS**

The Town of Wellfleet is in a unique situation with the anticipated retirement of the Police Chief. In addition, the Town will be required to make a decision regarding the future of its police facility in the near future. The departure of the incumbent Chief and the need to consider costs associated with a new police

facility allow the Town to consider alternative approaches to providing police services.

*EASTHAM HOUSES THE WELLFLEET POLICE DEPARTMENT*

In this alternative, Eastham and Wellfleet would enter into a contractual agreement in which both police departments would be managed by the Eastham Police Chief. The shared Chief would be able to develop a system which integrates response and supervision to ensure proper management of the departments. This approach would be implemented upon the retirement of the Wellfleet Police Chief.

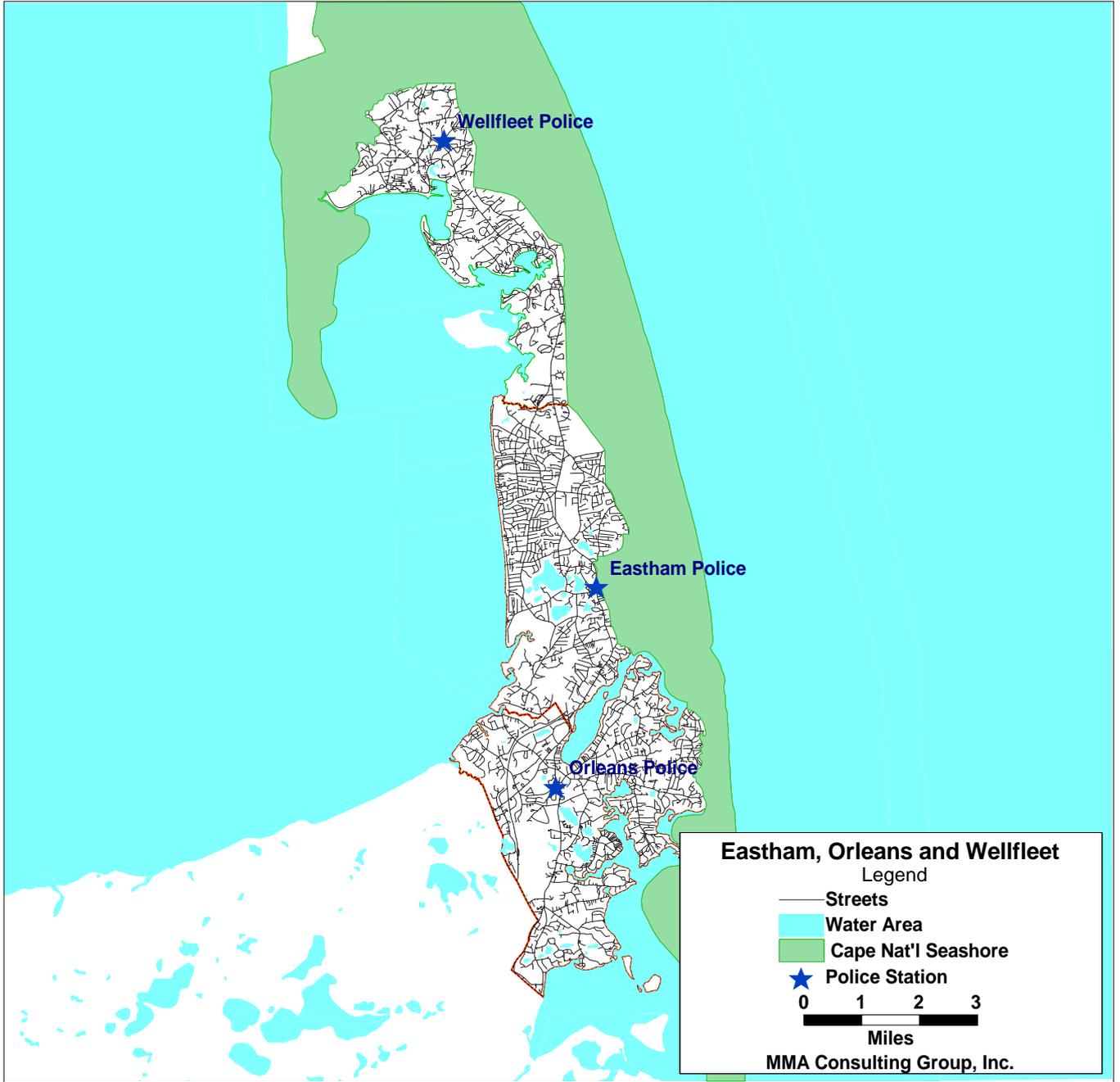
This alternative could be an initial step toward a merger of the departments. The Wellfleet police facility would be closed. This operational consolidation model assumes that personnel will respond as a unified department.

There would be some benefits to both towns under this approach. Wellfleet would likely save on some initial staffing needs by not filling the Chief's position and not filling any vacancies as a result of other retirements. The cost of replacing the police facility would be eliminated under this approach. Eastham would benefit, since the police department would be able to ensure that there is supervision on each shift, once operations were fully integrated. However, Eastham should be compensated for some of the costs associated with managing the Wellfleet department. Both towns would continue to maintain separate administrative and budget arrangements under this approach.

*WELLFLEET CONTRACTS FOR POLICE SERVICES*

Wellfleet could contract for police services. Based on our patrol staffing analysis, Wellfleet currently requires a relatively small patrol force to meet the demand for service. If Wellfleet contracted for police services, a contractor should be able to provide patrol services for the town with five to seven officers. Support for investigations, detention, communications, and other services would also be required; however, a permanent police facility would not be required. This limited staffing level assumes that the contracting agency has the management structure and support services in place to manage additional personnel and provide required support services. A contract for providing police services would cost an estimated \$800,000 to \$1,000,000 annually, depending on the services purchased. Wellfleet could contract with Eastham, another town, or the County Sheriff.

The following three maps display the service areas under each merger alternative. The first map shows the three town service area of Eastham, Orleans and Wellfleet; the second map shows Eastham and Orleans; and the third map shows Orleans and Wellfleet.



Wellfleet Police

Eastham Police

Orleans Police

**Eastham, Orleans and Wellfleet**

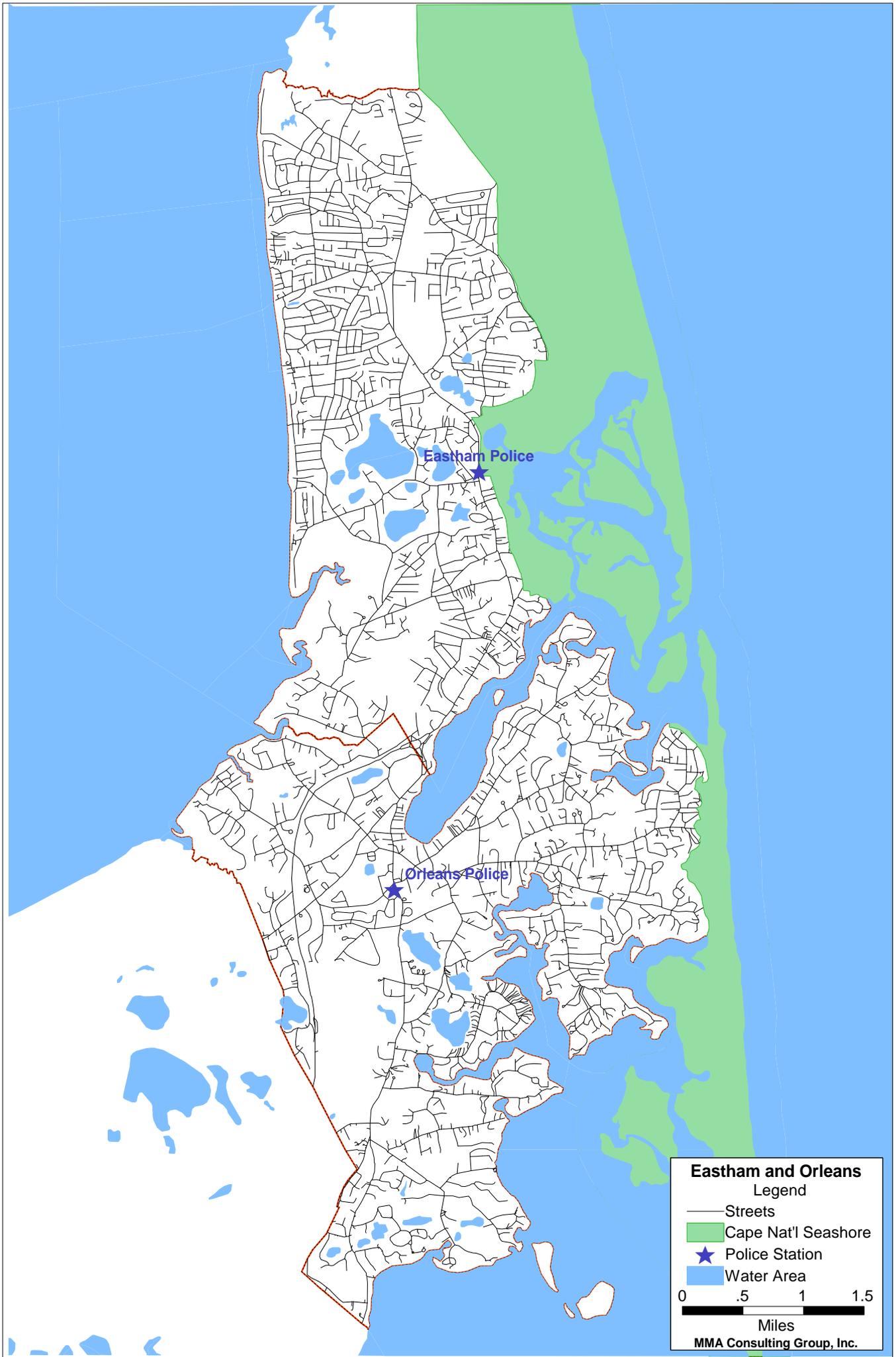
Legend

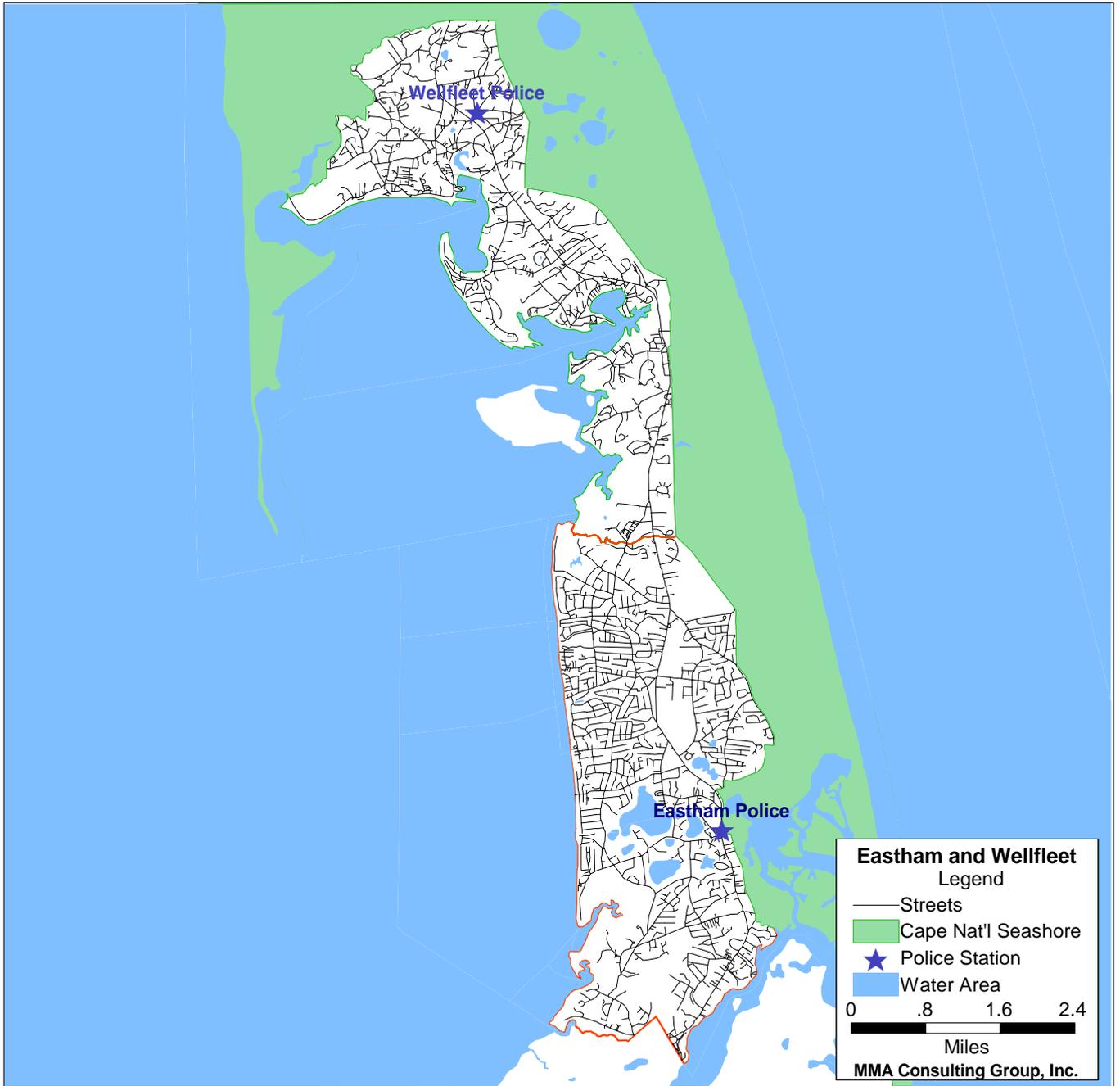
- Streets
- Water Area
- Cape Nat'l Seashore
- ★ Police Station

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MMA Consulting Group, Inc.





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## VI. PROCESS FOR CREATING A MERGED DEPARTMENT

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### INTER-MUNICIPAL AGREEMENTS

The merging of police departments may be accomplished in three ways within the Commonwealth. Towns are authorized to establish a police district in accordance with M. G. L. c. 41, §§99B-99K; towns may seek a special legislative act; or, towns are empowered to enter into an agreement pursuant to M. G. L. c. 40, §4A. The most appropriate approach is to develop a long-term inter-municipal agreement, in accordance with M. G. L. c. 40, §4A.

The statute allowing for the creation of a police district, M. G. L. c. 41, §§99B-99K does not allow for the flexibility that would be required for Eastham, Orleans and Wellfleet. The statute provides for a specific governing authority, a regional police commission, composed in a specific manner. The method of appropriating costs among organizations is established and is based on assessed valuation, road miles, and population. We are unable to find any example within the Commonwealth where the statute has been implemented.

It is possible to provide for a merged police department by petitioning the legislature for the enactment of a Special Act. The legislature has the authority to establish regional organizations without local approval. However, it is unlikely that the General Court would act without approval by the Town Meetings of all three towns. Moreover, it is not necessary to seek legislative approval when sufficient authority is available pursuant to M. G. L. c. 40, §4A.

Towns have authority under M. G. L. c. 40, §4A to establish the type of organization and service structure desired, by developing an inter-municipal agreement. Appendix C to this report provides the text of M. G. L. c. 40, §4A. The statute states in part:

*The executive officer of a city or town, or a board, committee or officer authorized by law to execute a contract . . . may, . . . enter into an agreement with another governmental unit to perform jointly or for that unit's services, activities or undertakings which any of the contracting units is authorized by law to perform, if the agreement is authorized by the parties thereto, in a city by the city council with the approval of the mayor, in a town by the board of selectmen . . . Any such agreement shall be for such maximum term, not exceeding twenty-five years . . .*

The statute authorizes the Board of Selectmen to enter into a contract for a term of up to 25 years. While towns may desire to enter into a contract of less than 25 years, it will be important to provide stability for the regional police department by adopting a contract for a period of more than 10 years. We recommend that a contract for 15 years be adopted, but the contract should include a formal review of department operations at five-year intervals.

#### **DEVELOPING THE INTER-MUNICIPAL AGREEMENT**

The development of the inter-municipal agreement requires careful thought and planning. We recommend that each Board of Selectmen consider the issue of merging police departments and vote to authorize a representative of the town to work with the other towns to develop an inter-municipal agreement. This action by the Boards of Selectmen would indicate that each town is committed to the concept of merging police departments, pending the development of a comprehensive agreement. The Board of Selectmen of each town should select an official to coordinate the development of the merger agreement. The boards should establish a deadline of 12 months for development of a comprehensive inter-municipal agreement.

The creation of an inter-municipal agreement requires a number of actions, including:

- The development of a governance model and an oversight structure of the police agency.
- The preparation of a clear description of the services desired by the towns.
- The establishment of a method of allocating operating costs for police services among the towns.
- The identification of the town that will have the responsibility for providing administrative services for the merged department.
- The agreement on the length of the term of the inter-municipal agreement.

- The method of terminating the agreement.
- The development of an implementation timetable.
- The development and implementation of a plan to merge emergency communications.
- The development of a new police organization structure.
- The development of a clear understanding of the scope of authority of the Police Chief.
- The development of a budget process and the establishment of a financial reporting system.
- The clarification of insurance and indemnification issues.
- The development of a method to select the Police Chief for the Eastham, Orleans, and Wellfleet Police Department.

Once the principles of the agreement are established, the participating towns should employ a legal counsel to draft the specific language of the inter-municipal agreement. The language of the agreement and the principles upon which the agreement is based should be widely circulated.

Administratively, it will be necessary to assign one town as the agency responsible for financial management and administrative services. As a practical matter, one town would have to be the employer and assume responsibility for managing employee benefits and services. The town should be compensated for the administrative work and the risk that is assumed.

#### **COST ALLOCATION MODELS (ALTERNATIVES)**

The methods by which costs are shared or allocated need to be determined. Several approaches are suggested below.

- *Equalized Valuation, Calls for Service and Population* - This cost allocation methodology would distribute the cost of police services in the following manner:

ALLOCATION ITEM	PERCENT DISTRIBUTION
Equalized Valuation	33⅓%
Calls for Service	33⅓%
Resident Population	33⅓%

The item, *calls for service*, should be based on a three-year rolling average which is adjusted annually to account for any substantial short term variations in the demand for service.

- *Equalized Valuation, Calls for Service, Population and Crime Rate* - This cost allocation methodology would distribute the cost of police services in the following manner:

ALLOCATION ITEM	PERCENT DISTRIBUTION
Equalized Valuation	30%
Calls for Service	30%
Resident Population	30%
Crime Rate	10%

- *Equalized Valuation and Population* - This cost allocation methodology would distribute cost of police services in the following manner:

ALLOCATION ITEM	PERCENT DISTRIBUTION
Equalized Valuation	50%
Resident Population	50%

Each cost allocation model has advantages and disadvantages. The most appropriate approach to use is the first approach.

## **GOVERNANCE AND MANAGEMENT**

A merged police department must have a governance structure which ensures accountability for services provided and the use of financial resources. There are many approaches by which the governing body could be established. The number of members of a governing body and the methods by which decisions are made may be designed to meet the needs of the towns. For example, the governing body could be composed of representatives from each town, with each representative having an equal decision-making authority on major policy matters. Alternatively, the representatives from each town could have a proportional decision-making authority equal to the share of the budget it provides. Another approach would be to establish a governing board with a two tiered decision-making approach. On major issues (e.g., budget adoption), a proportionate vote may be appropriate, but for most issues requiring board action equal decision-making authority may be appropriate.

We recommend that the EOW Police Department be governed by a three-member Police Department Accountability Board. Each town should select an appropriate official to serve on the Board. It is our view that the Town Administrator of each town should represent the town on the Board. Alternatively, the appointing authority, or a representative of the appointing authority of each town, should serve on the Board. The appointing authority should have the authority to designate an official to serve on the Board.

The three-member board should attempt to operate using a consensus framework; however, it is necessary to provide a method to solve disagreements and make decisions. A two-tiered system of decision-making should be established. As suggested above, this system requires each town to have authority equal to the share of the budget it provides when making decisions related to major policy matters, such as the adoption of the budget and the selection of the police chief. For other matters, each member of the Board should have equal decision-making authority.

The Police Chief of the EOW Police Department should prepare monthly or quarterly reports of activities and finances for the Board. In addition, the Police Chief, or a Deputy Chief, should meet quarterly with each Board of Selectmen.

## VII. BUDGETING FOR MERGED DEPARTMENTS AND ALLOCATING COSTS

### EASTHAM, ORLEANS AND WELFLEET CONSOLIDATED BUDGET

Eastham, Orleans and Wellfleet budgeted approximately \$5,300,000 for police services in FY 2010. Exhibit 23 displays the police and communication budgets of each town. Since each town budget is somewhat different, the consultants made several minor adjustments to more accurately reflect the cost areas shown below.

**EXHIBIT 23**  
**ANNUAL BUDGET**  
**EASTHAM, ORLEANS & WELFLEET POLICE DEPARTMENTS**

	EASTHAM	ORLEANS	WELFLEET	TOTAL
<b><i>Police</i></b>				
Salaries	1,195,594	1,827,179	1,126,907	4,149,680
Expenses	99,604	205,855	121,845	427,304
<b><i>Total Police Budget</i></b>	<b>1,295,198</b>	<b>2,033,034</b>	<b>1,248,752</b>	<b>4,576,984</b>
<b><i>Communication/Dispatch</i></b>				
Salaries	270,479	159,627	301,564	731,670
Expenses	7,644	8,000	16,750	32,394
<b><i>Total Dispatch Budget</i></b>	<b>278,123</b>	<b>167,627</b>	<b>318,314</b>	<b>764,064</b>
<b><i>Total Police &amp; Dispatch Budgets</i></b>	<b>1,573,321</b>	<b>2,200,661</b>	<b>1,567,066</b>	<b>5,341,048</b>

Exhibit 24 presents two alternative budgets which assume a three police department merger. Budget Alternative 1 assumes that the merged department will employ seven dispatch personnel; Budget Alternative 2 assumes that the merged department will employ 12 dispatchers.

## EXHIBIT 24

PROPOSED ANNUAL BUDGET - THREE-DEPARTMENT MERGER  
(EASTHAM, ORLEANS & WELLFLEET)

	CURRENT	BUDGET ALTERNATIVE EOW-1		BUDGET ALTERNATIVE EOW-2	
		PROPOSED REDUCTIONS	TOTAL BUDGET	PROPOSED REDUCTIONS	TOTAL BUDGET
<b><i>Police</i></b>					
Salaries	4,149,680	716,544	3,433,136	716,544	3,433,136
Expenses	427,304	100,000	327,304	100,000	327,304
<i>Total Police Budget</i>	4,576,984	816,544	3,760,440	816,544	3,760,440
<b><i>Dispatch</i></b>					
Salaries	731,670	300,300	439,370	85,000	646,670
Expenses	32,394	10,000	22,394	10,000	22,394
<i>Total Dispatch Budget</i>	764,064	310,300	463,764	95,000	669,064
<i>Total Police &amp; Dispatch Budgets</i>	5,341,046	1,126,844	4,214,204	911,544	4,429,504
<i>Cost Savings</i>			1,126,844		911,544

Exhibit 24 indicates that there are substantial savings with a three town merged police department. The costs shown in the exhibit do not include overhead and benefit costs which will be found in a town's general budget. Budget Alternative 1 displays a budget which is \$1,126,844 less than the total of the current budgets of the three departments, not including an estimated \$376,000 for benefits and overhead costs associated with employees. Budget Alternative 2 displays a budget which is \$911,544 less than current budgets, not including an estimated \$312,000 for benefits and overhead costs.

Based on Budget Alternative 1, the chart below allocates costs to the three towns. This allocation is based on equalized valuation, calls for service, and population. This cost allocation methodology would distribute the cost of police services in the following manner:

ALLOCATION ITEM	PERCENT DISTRIBUTION
Equalized Valuation	33⅓%
Calls for Service	33⅓%
Resident Population	33⅓%

Exhibit 25 displays the allocation of costs to each town under Budget Alternative 1. The budget allocation formula results in savings to each town. Eastham saves somewhat less money than the other communities; however, these savings do not include overhead related costs that are contained in the town's operating budget. The budget allocation uses the calls for service reported by each town; however, for Eastham we have included an estimated number of calls for service which is 3,000 more than that which has been reported. Eastham has also reduced the police department budget for FY 2010 by not filling a vacant position. Each of these factors appears to have the effect of minimizing costs savings for the Town of Eastham.

**EXHIBIT 25**

**ALLOCATION OF COSTS - MERGED POLICE DEPARTMENTS  
(EASTHAM, ORLEANS & WELLFLEET)**

	<b>2008 EQUALIZED VALUATION</b>	<b>PERCENT ALLOCATION</b>	<b>AMOUNT ALLOCATED</b>
Eastham	3,225,839,700	31.8%	446,515
Orleans	4,220,310,300	41.6%	584,168
Wellfleet	2,702,332,000	26.6%	374,052
	10,148,482,000	100.0%	1,404,735
<b>2007 RESIDENT POPULATION</b>			
Eastham	5,445	37.5%	527,211
Orleans	6,315	43.5%	611,449
Wellfleet	2,748	18.9%	266,075
	14,508	100.0%	1,404,735
<b>CALLS FOR SERVICE</b>			
Eastham*	9,465	32.2%	451,808
Orleans	12,912	43.9%	616,350
Wellfleet	7,051	24.0%	336,577
	29,428	100.0%	1,404,735
	<b>PROPOSED ALLOCATION</b>	<b>FY 2010 BUDGET AMOUNTS</b>	<b>DIFFERENCE</b>
Eastham	1,425,534	1,573,319	147,785
Orleans	1,804,251	2,200,661	388,695
Wellfleet	972,543	1,567,066	590,363
	4,214,202	5,341,046	1,126,842

\* *Estimated calls for service (amount recorded + 3,000 calls for service)*

Based on the analysis shown above, the three department merger would have a budget of \$1,126,844 less than the combined FY 2010 budgets of the three police departments. Exhibit 26 displays the amount and percent of budget savings which would accrue to each town.

**EXHIBIT 26**  
**AMOUNT AND PERCENT OF ANNUAL BUDGET SAVINGS**

TOWN	BUDGET SHARE	CURRENT BUDGET	AMOUNT OF ANNUAL BUDGET SAVED	PERCENT OF ANNUAL BUDGET SAVED
Eastham	1,425,534	1,573,319	147,785	9.4 %
Orleans	1,811,965	2,200,661	388,696	17.7 %
Wellfleet	976,703	1,567,066	590,363	37.7 %

**EASTHAM AND ORLEANS CONSOLIDATED BUDGET**

Exhibit 27 shows the current police budgets for Eastham and Orleans, the combined Eastham and Orleans police budgets, and two proposed consolidated budgets. Budget Alternative 1 assumes that the consolidated department reduces personnel by five sworn personnel and two dispatchers. Budget Alternative 2 assumes a reduction of five sworn personnel.

## EXHIBIT 27

## PROPOSED ANNUAL BUDGET - TWO-DEPARTMENT MERGER (EASTHAM &amp; ORLEANS)

	CURRENT EASTHAM BUDGET	CURRENT ORLEANS BUDGET	COMBINED EASTHAM & ORLEANS BUDGET	BUDGET ALTERNATIVE EO-1		BUDGET ALTERNATIVE EO-2	
				PROPOSED REDUCTIONS	TOTAL BUDGET	PROPOSED REDUCTIONS	TOTAL BUDGET
<i>Police Department</i>							
Salaries	1,195,594	1,827,179	3,022,773	411,848	2,610,925	411,848	2,610,925
Expenses	99,604	205,855	305,459	50,000	255,459	50,000	255,459
<i>Total Police Budget</i>	1,295,198	2,033,034	3,328,232	461,848	2,866,384		2,866,384
<i>Dispatch</i>							
Salaries	270,479	159,627	430,106	85,800	344,306		438,106
Expenses	7,644	8,000	15,644		7,644		7,644
<i>Total Dispatch Budget</i>	278,122	167,621	445,750	85,800	359,943		437,750
<i>Total Police &amp; Dispatch Budgets</i>	1,573,320	2,200,665	3,773,975	547,648	3,226,327	461,848	3,304,134

Exhibit 27 indicates that there are substantial savings with a two town merged police department. The costs shown in the exhibit do not include overhead and benefit costs which will be found in a town's general budget. Budget Alternative 1 displays a budget which is \$547,648 less than the total of the current budgets of the two departments, not including an estimated \$190,000 for benefits and overhead costs associated with employees. Exhibit 28 allocates costs to the two towns, based on Budget Alternative 1. This allocation is based on equalized valuation, calls for service, and population.

**EXHIBIT 28**

**ALLOCATION OF COSTS - MERGED POLICE DEPARTMENTS (EASTHAM & ORLEANS)**

	<b>2008 EQUALIZED VALUATION</b>	<b>PERCENT ALLOCATION</b>	<b>AMOUNT ALLOCATED</b>
Eastham	3,225,839,700	43.3%	465,667
Orleans	4,220,310,300	56.7%	609,776
	7,446,150,000	100%	1,075,442
<b>2007 RESIDENT POPULATION</b>			
Eastham	5,445	46.3%	497,930
Orleans	6,315	53.7%	577,513
	11,760	100%	1,075,442
<b>CALLS FOR SERVICE</b>			
Eastham*	9,465	42.3%	454,912
Orleans	12,912	57.7%	620,530
	22,377	100%	1,075,442
<b>PROPOSED ALLOCATION</b>		<b>FY 2010 BUDGET AMOUNTS</b>	
Eastham	1,418,511	1,573,319	154,811
Orleans	1,807,821	2,200,661	392,842
	3,220,332	3,773,980	547,653

Exhibit 29 presents the dollar and percent savings for both Eastham and Orleans in the proposed merger. The percent of budget savings for Eastham and Orleans is similar to the savings found in the three town merger alternative.

**EXHIBIT 29**

**AMOUNT AND PERCENT OF ANNUAL BUDGET SAVINGS**

<b>TOWN</b>	<b>BUDGET SHARE</b>	<b>CURRENT BUDGET</b>	<b>AMOUNT OF ANNUAL BUDGET SAVINGS</b>	<b>PERCENT OF ANNUAL BUDGET SAVINGS</b>
Eastham	1,418,511	1,573,319	154,808	9.8%
Orleans	1,807,821	2,200,661	392,840	17.9%

## EASTHAM AND WELFLEET CONSOLIDATED BUDGET

Exhibit 30 shows the current police budgets for Eastham and Wellfleet, the combined Eastham and Wellfleet police budgets, and two proposed consolidated budgets. Budget Alternative 1 assumes that the consolidated department reduces personnel by five sworn personnel and two dispatchers. Budget Alternative 2 assumes a reduction of five sworn personnel.

## EXHIBIT 30

## PROPOSED ANNUAL BUDGET TWO-DEPARTMENT MERGER (EASTHAM &amp; WELFLEET)

	CURRENT EASTHAM BUDGET	CURRENT WELFLEET BUDGET	COMBINED EASTHAM & WELFLEET BUDGET	BUDGET ALTERNATIVE EW- 1		BUDGET ALTERNATIVE EW-2	
				PROPOSED REDUCTIONS	TOTAL BUDGET	PROPOSED REDUCTIONS	TOTAL BUDGET
<b>Police</b>							
Salaries	1,195,594	1,126,907	2,322,501	411,848	1,910,653	411,848	2,060,653
Expenses	99,604	121,845	221,449	50,000	171,449	50,000	171,449
<i>Total Police Budget</i>	1,295,198	1,248,752	2,543,950	461,848	2,082,102	461,848	2,082,102
<b>Dispatch</b>							
Salaries	270,479	301,564	572,043	214,500	357,643		
Expenses	7,644	16,750	24,394	20,000	4,394	20,000	4,394
<i>Total Dispatch Budget</i>	278,123	318,314	596,437	234,500	361,937	20,000	576,436
<i>Total Police &amp; Dispatch Budgets</i>	1,573,321	1,567,066	3,140,387	696,348	2,444,039	481,848	2,658,539

Alternative 1 shows a budget which is \$696,348 less than the total of the current budgets of the two departments, not including an estimated \$229,000 for benefits and overhead costs associated with employees. Based on Budget Alternative 1, Exhibit 31 allocates costs to the two towns. This allocation is based on equalized valuation, calls for service, and population.

**EXHIBIT 31**

**ALLOCATION OF COSTS - MERGED POLICE DEPARTMENTS (EASTHAM & WELFLEET)**

	<b>2008 EQUALIZED</b>	<b>PERCENT ALLOCATION</b>	<b>AMOUNT</b>
Eastham	3,225,839,700	54.4%	443,186
Wellfleet	2,702,332,000	45.6%	371,494
	5,928,171,700	100.0%	814,680

<b>2007 RESIDENT POPULATION</b>			
Eastham	5,445	66.5%	541,762
Wellfleet	2,748	33.5%	273,918
	8,193	100.0%	814,680

<b>CALLS FOR SERVICE</b>			
Eastham*	9,465	57.3%	466,811
Wellfleet	7,051	42.7%	347,868
	16,516	100.0%	814,868

Exhibit 32 shows the estimated cost reduction with a proposed merger of the Eastham and Wellfleet Police Departments. The percent of budget savings for Eastham is relatively small compared to the savings for Wellfleet.

**EXHIBIT 32**

**AMOUNT AND PERCENT OF ANNUAL BUDGET SAVINGS**

<b>TOWN</b>	<b>BUDGET SHARE</b>	<b>CURRENT BUDGET</b>	<b>AMOUNT OF ANNUAL BUDGET SAVED</b>	<b>PERCENT OF ANNUAL BUDGET SAVED</b>
Eastham	1,451,759	1,573,319	121,506	7.7%
Wellfleet	922,280	1,567,066	574,786	36.7%

**SUMMARY OF MERGER COST REDUCTIONS**

Exhibit 33 displays cost reductions under the three merger models shown in this chapter. These reductions represent direct payroll and operating expenses.

**EXHIBIT 33**

**AMOUNT OF ANNUAL BUDGET SAVINGS - MERGER MODELS**

	<b>EASTHAM, ORLEANS &amp; WELLFLEET</b>	<b>EASTHAM &amp; ORLEANS</b>	<b>EASTHAM &amp; WELLFLEET</b>
Eastham	147,785	154,808	121,506
Orleans	388,695	392,840	
Wellfleet	590,363		574,786
Total	1,126,843	547,648	696,292

## **VIII. IMPLEMENTATION OF RECOMMENDATIONS**

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This report provides a series of recommendations and alternative recommendations which outline approaches to establishing more cost-effective police services. The proposed governing structure and the method of allocating costs are intended to offer an equitable approach to managing a merged police department. There are a number of matters to be addressed in order to implement the recommendations in this report.

### **INTER-MUNICIPAL AGREEMENT**

The Boards of Selectmen of each town need to develop an agreement to merge departments. Chapter VI of this report discusses the development of a merger agreement in detail. It is important to emphasize that the development of the inter-municipal agreement requires extensive discussions among officials. Some of the most important issues to be fully explored include:

- ▶ the method of governing the new department
- ▶ the decision-making process of the governing authority
- ▶ the method of allocating operating costs
- ▶ the term of the agreement and the method of terminating the agreement
- ▶ the scope of authority of the Police Chief
- ▶ the budget process and the financial reporting system
- ▶ the method to select the Police Chief for the Eastham, Orleans, Wellfleet Police Department

One important part of the negotiation process is to select one town as the administrative agency to manage the finances of the department, labor relations issues, and other administrative matters. This town should be the official employer of merged police department personnel.

The Board of Selectmen of each town should also carefully review the cost models presented in this report and the assumptions made in the estimates. The Boards of Selectmen should consider other cost allocation models to ensure the adoption of a fair and equitable model.

In the development of the inter-municipal agreement it is important that parties to the agreement are satisfied with the decision-making process governing

the merged department and the process of terminating the agreement. In earlier section of this report we have suggested that the merged police department must have a governance structure which ensures operational and financial accountability. The number of members of a governing body and the methods by which decisions are made may be designed to meet the needs of the towns. The governing body could be composed of representatives from each town. There are three basic decision-making models which could be adopted by the participating towns:

- ▶ The representatives of each town have an equal decision-making authority.
- ▶ The representatives from each town have a proportional decision-making authority equal to the share of the budget it provides.
- ▶ The representative from each town have a proportionate vote for important policy matters, but for most issues requiring board action equal decision-making authority would be appropriate.

A town should be able to terminate its participation in the merged police department. The termination process requires careful planning to ensure that appropriate policing, employee, and financial arrangements are in place to protect the interests of each town. It is likely it would take two or three years to withdraw from participation in the merged department.

The termination process would require a vote of a Board of Selectmen. The vote should state that the town wishes to withdrawn from participation. The Police Department Accountability Board should negotiate a termination time line which minimizes the financial and service impact on each town. However, towns should not be allowed to withdraw from the inter-municipal agreement for at least five years after the merged Department becomes operational.

#### **IMPLEMENTATION COMMITTEE**

Once the towns agree to merge police departments, an implementation committee should be given the responsibility to take the necessary steps to integrate the operations of the departments. The incumbent police chiefs and town administrators should be the primary participants in this process, since there are

a large number of administrative, personnel, and practical details to address. This implementation committee should define the specific time line and the action steps that are necessary to merge the organizations. The implementation committee will require assistance from other officials in the three town governments and the police departments.

#### **TRANSITION TO A MERGED DEPARTMENT**

The implementation of the merged police department will require a reasonable transition period to effectively integrate operations. A number of issues must be addressed once the inter-municipal agreement is approved.

- ▶ *Merger of dispatch functions* - Emergency communication is an essential part of police operations. The merger of dispatching is the first step in the integration of personnel, since uniform dispatch protocols must be developed. In addition, officials will have to determine the dispatch system which is most appropriate for the merged department.
- ▶ *Policies and procedures* - The Orleans Police Department is an accredited department. It has a comprehensive set of policies and procedures. The policies and procedures of the other towns are not as complete, so a task force of personnel from each department must be created to unify policies and procedures.
- ▶ *Operational supervision* - The merger process requires the police departments to develop a new system of field supervision. An initial step in the merger process is to develop a new shift arrangement which integrates personnel and ensures that there is field supervision in place at all times.
- ▶ *Consolidated budgets* - The incumbent police chiefs must begin the development of an integrated police department budget.

#### **LABOR RELATIONS AND CONTRACTS**

Any merger process will require each town to participate in a negotiation process with police organizations. Each police labor contract is different; for example, there are different shift arrangements, pay structures and vacation

benefits in each contract. Appendix D provides a summary of the major union contract provisions.

**PERSONNEL REDUCTIONS**

The principle cost savings that result from the merger of police departments is from the reduction in the number of personnel. The savings occur because of a reduction in the number of command, supervisors and other sworn personnel. Workforce reductions should be accomplished by attrition. The workforce within each department has been stable and there is limited turnover. It is important to review the likely turnover of personnel during the next several years. Exhibit 34 presents the age categories of personnel within the three departments. These data will assist in the development of a transition plan.

**EXHIBIT 34**  
**NUMBER AND AGE RANGES OF SWORN PERSONNEL**

AGE RANGE	SWORN PERSONNEL	CIVILIAN PERSONNEL
21 to 30	8	4
31 to 40	14	3
41 to 50	17	0
51 to 54	3	7
55 to 59	4	3
60 or more	2	0

**POLICE FACILITIES**

The three department merger model recommends that the police facilities in Orleans and Eastham be used by the police department. This will require relocation of some police units. In addition, it may be necessary undertake selective rehabilitation in each facility. It will be important to expand the dispatch areas to meet the needs of an expanded dispatch function.

Assuming that the Eastham facility is used for purpose of dispatch and patrol operation it is estimated that rehabilitation costs would range from \$80,000 to \$200,000.

The Eastham and Wellfleet merger would result in the closing of the Wellfleet police facility. The Eastham and Orleans merger would require the continued use of two police facilities. It may be necessary to provide for a small permanent police facility in Wellfleet to display a police presence in the Town. This small facility could be an office which is staffed by support personnel during business hours.

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**APPENDIX A**  
**REVIEW OF POLICE FACILITY CONDITION**

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The condition of police facilities varies among the towns. The Wellfleet and the Orleans police facilities need renovation or replacement. The Eastham police facility is well maintained, but has a small dispatch area, and has limited expansion area around the building. This appendix provides general information about each facility .

**EASTHAM POLICE FACILITY**

Location: 2550 State Highway

Year Built: 1989

Approximate square footage:

Main floor	7,830 sq. ft.
Basement	2,565 sq. ft.
Total	10,395 sq. ft.

*GENERAL COMMENTS*

The Police Station is located on approximately 1.45 acres of land. The building is adjacent to the Fire Station and Town Office Building to the south, State Highway (Route 6) to the west and National Seashore land to the north and east. There is limited land area for expansion.

The building is constructed with perimeter concrete frost walls built on a concrete slab at grade level. There is a below grade basement under one-third of the building area. The area over the basement is constructed of eight-inch precast reinforced concrete planks supported by steel beams held in place by steel columns and the concrete perimeter foundation. The main floor in the garage and holding cell area is composed of cement blocks with decorative brick veneer. All other areas of the main floor have two-inch by six-inch wood frame construction with decorative brick veneer. The roof structure is composed of wood trusses.

*BUILDING EXTERIOR*

The bituminous paving of the parking area is in good condition.

There appears to be a 1,000 gallon underground oil tank for heating fuel which is no longer used. However, it appears that the tank may be still in place.

There are asphalt shingles on the building which are original. These shingles will require replacement within the next five to seven years. The exterior wood trim and paint has been maintained. The wood trim is in need of painting. The windows are wood frame aluminum clad exterior casement with thermal pane glass; they are in good condition.

The exterior main entrance door and frame are aluminum and are in good condition. Other exterior entrances have metal doors and frames and are in good condition. Three garage doors are insulated metal and are in good to fair condition.

*BUILDING INTERIOR*

The floor coverings throughout the building are in generally good condition, with the exception of some of the carpeting which requires replacement. The ceiling tiles throughout the building show age discoloration and are sagging. The walls throughout the building are in good condition. Some wall areas require patching and painting.

The plumbing system is original but is in good condition. Water is supplied by an on-site well. Domestic hot water is provided by two hot water boilers that provide the hot water to a convertor tank. This system is scheduled to be replaced by a gas-fired hot water tank. The replacement will result in considerable savings, since the hot water boilers could be turned off during the summer season.

The heating, ventilation, and air conditioning (HVAC) system consists of two new Burnham atmospheric gas fired hot water boilers, and two new Bell & Gossett circulator pumps. There is a new Tekmar boiler control system. Heat is delivered to the building by baseboard radiation units, cabinet heater units, duct mounted heating coils, and ceiling mounted fan coil units. Air circulated to occupied areas is provided by four air handling units. The air conditioning system uses four condensing units. One of the units has been replaced within the last two to five years. The other three units appear to be original. The dispatch room has a supplemental A/C unit that can be controlled independently.

Building occupants indicate that some areas of the building are not comfortable. Some of the system controls have been replaced. Re-conditioning the heating and air conditioning controls, re-balancing of the air delivery systems, and cleaning all duct mounted coils would allow for greater comfort levels throughout the building. In addition, air filters should be changed more often (six times per year). The access points to filter locations should be tightly sealed after each filter change.

The electrical system is serviced by a 400-ampere service disconnect supplying three sub-panels. The panels are in good condition. All power is backed up by a 75 KW diesel powered emergency generator and automatic transfer switch in the event of loss of power. Police personnel informed us that there is a plan to replace the generator with a new natural gas unit. The building's electrical service is currently near maximum capacity. Installing more efficient lighting throughout the building and the use of high efficiency air conditioning condensers could reduce the electrical load.

The uninterruptible power supply (UPS) serving the 911 equipment is located in a small room. The room should be ventilated since the battery could emit gas.

*OTHER COMMENTS*

The dispatch area is a small room, approximately 240 square feet in size. Computer equipment is located on a shelf in the dispatch area exposed to dust and accidental damage. The locations of the Police Chief's office, Deputy Chief's office, and interview room requires visitors to access areas of the facility which should be for police personnel only.

**ORLEANS POLICE FACILITY**

Location: 90 South Orleans Road

Year Built: 1966

Approximate square footage:

Main floor	8,900 sq. ft.
Basement	2,600 sq. ft.
Total	11,500 sq. ft.

*GENERAL COMMENTS*

The Police Station is located on 1.32 acres of land. The site is bordered by public ways on the north and east and privately owned properties on the west and south.

The building has two separate below grade basements. The basements have poured concrete walls and concrete slab floors. The building exterior walls are concrete masonry units (CMU) with exterior decorative brick veneer. The interior walls are composed of a combination of CMU and wood or metal studs with drywall or plaster finish. Roof framing is generally wood with tongue and groove boarding or plywood sheathing. The flat roofed area has continuous steel framing with metal decking.

*BUILDING EXTERIOR*

The bituminous paving of the parking area is in fair condition with some cracking and visible settlement.

Asphalt roof shingles are in fair condition and will need replacement in the near future. Some windows are vinyl covered casement with thermal glass. Older windows are wood frame and sash, single pane glass, with applied aluminum storm windows. The windows in the cell area are metal frame single pane glass. Exterior doors that are not insulated should be replaced.

The wood trim on the exterior of the building needs painting. The wood trim does not show extensive rotting. The two garage doors and the sally port door are metal insulated doors with single pane glass. The maintenance garage door on the rear of the building is made of non-insulated wood.

The exterior brick is in good condition. Some repointing and brick replacement is needed, especially on the old hose tower. The exterior grading around the building may be the cause of basement leaking.

*BUILDING INTERIOR*

The floor covering in renovated office areas is in good to excellent condition. However, in the heavily used areas of the station, there is a need to replace floor coverings with more durable materials.

Wall surfaces in heavily used areas of the station are in need patching and painting. Installation of ceramic tile on walls and floors in lavatories and locker rooms should be considered. The two-foot by two-foot ceiling tiles are generally in good condition, except where roof leaking has occurred.

The plumbing system is in good condition; however, it does not meet current code requirements. Domestic hot water is produced by a self-contained 50-gallon gas fired hot water tank that is in good condition. The garage floor drains are not connected to a gas/oil separator and a holding tank. The building has an on-site septic system. Sewerage is pumped to the septic tank by a system that was replaced in 2007. Building occupants informed the consultants that the septic system was upgraded in 1994, but may not meet current code requirements.

Building heat is supplied by two new Burnham V9003 cast iron, hot water, gas fired boilers. Most of the hot water heating system was replaced in 2007. The pumps, valves and boiler room controls are in excellent condition. Heat throughout most of the building is supplied with perimeter radiation units. The northwest area of the building (referred to as the old fire department area) has an attic mounted air handler supplying heat/cooling and fresh air to variable air volume (VAV) boxes. The heating in this area is supplemented by perimeter radiation. The cell and interrogation area of the building receives fresh air and is cooled by an attic mounted air handling unit. The unit is in poor condition. Air conditioning and fresh air is supplied to the dispatch area via an air handling unit that was installed in 2007. The garage area is heated with two ceiling-mounted hot water heating units installed in 1966. Building occupants have complained about uneven temperatures and lack of fresh air, especially in the locker rooms and lavatories.

The building's electric service is rated at 200 ampere and is a three-phase 120/208 system. Backup emergency power (100 percent) is provided by a Generac emergency generator mounted outside the building. Building occupants indicate that the generator and transfer switch were installed in 2005. It appears that the electrical system has been improved several times during the last 30 years. Some of the original electrical system is still in place. A 2008 report by Letendre Consultants found that the electric system loads are beyond the current system capacity level.

*OTHER COMMENTS*

Renovation and reconfiguration of the interior space of the building to better suit the police department would be difficult. The building has multi-levels and the long narrow building shape makes rehabilitation expensive.

**WELLFLEET POLICE FACILITY**

Location: 36 Gross Hill Road

Year Built: 1984

Approximate Square Footage:

Main floor	4,792 sq. ft.
Basement*	5,062 sq. ft.
Total	9,854 sq. ft.

\* The Fire Department was previously located in the basement.

*GENERAL COMMENTS*

The Police Station is located on 0.8 acres of land. The land to the north, south and west is bordered by public streets. The land to the east is Town-owned; the topography is steeply graded upward and borders the Wellfleet Elementary School.

The building has perimeter concrete frost walls constructed on a concrete slab at grade level. The first floor over the basement area is constructed of eight-inch precast reinforced concrete planks supported by steel beams held in place by steel columns and the concrete perimeter foundation. The main floor in the garage and holding cell area has cement block walls. All other areas of the main floor have two-inch by six-inch wood frame exterior walls with vinyl siding. The roof structure is comprised of wood trusses.

*BUILDING EXTERIOR*

The bituminous paving of the parking area has some cracking and settlement. It is in generally fair condition.

The asphalt shingles of the building are in poor condition. Replacement of the shingles should be accomplished as soon as possible.

The building exterior has painted wood trim with vinyl siding. One small area on the west side of the building, which is used by the Fire Department, is sided with Texture 111 plywood type siding. The wood trim and siding are in fair to poor condition. There are visible areas of rot. The rain gutters are wooden and are in

poor condition throughout the building. There is evidence of repair work to the sill. Building occupants stated that building may have had termites at one time.

The exterior windows and doors are in fair to poor condition throughout the building. The five garage doors are steel insulated and are in fair condition.

*BUILDING INTERIOR*

The floor coverings throughout the building are in fair to poor condition. The two-foot by two-foot ceiling tiles are stained and sagging in many areas.

The building interior has a mix of mostly residential and some commercial finishes. The interior finishes (walls, floors, ceiling tiles, cabinetry, etc.) are worn and need to be renovated or replaced. The plumbing system is mostly original and in good to fair condition. All potable water is supplied by a private well which is shared with the adjacent elementary school. Domestic hot water is supplied by a self-contained oil-fired 68-gallon tank in excellent condition. There is no gas/oil separator and holding tank for garage floor drains. The building has an on-site septic system.

The heat is supplied by an oil fired HB Smith cast iron sectional boiler feeding hot water to ceiling mounted fan coil units in garage areas and baseboard radiation on exterior walls throughout the occupied areas of the building. Fuel oil is stored in two above ground steel tanks that appear to have been installed when the building was constructed. One of two heat circulating pumps was replaced in 2006. Two original air handling units located in the attic have been abandoned in place. Two new air handling units have been installed using most of the original duct work along with some newly installed vinyl flexible duct work. Window air conditioning units are also used in some areas of the building. Building occupants indicate that air conditioning is not evenly distributed throughout the building. A separate portable A/C unit is used to cool the computer equipment, including the 911 telephone system. It is located in a closet. Complete replacement of the existing HVAC system should be considered to ensure even year-round temperature control and a supply of fresh air.

The building's electrical system is serviced by a three-phase 120/208 volt service. Emergency power is supplied by a 43 KW Kolher generator. The Kolher

generator and automatic transfer switch are not original and are in very good condition.

*OTHER COMMENTS*

The Wellfleet police facility is in need of a major renovation. It does not appear that the mechanical, electrical and plumbing (MEP) systems are worth saving. The interior space configuration needs to be completely re-designed.

**APPENDIX B**  
**POLICE WORKLOAD ANALYSIS**

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This appendix provides a detailed analysis of the workload of the Eastham, Orleans and Wellfleet Police Departments. A summary of this analysis was provided in Chapter III of this report. The staffing analysis reviews the workload of each department and determines the number of hours which are devoted to responding to calls for service.

A police officer assigned to patrol duties should have time to perform routine preventive patrol, respond to calls for service, and perform administrative duties. The percent of time that should be devoted to each category of activity is open to discussion and will depend, to some extent, on the specific community and what it expects of its police department. A review of the literature and our own experience suggests that 35 percent of an officer's time should be devoted to responding to calls for service, 30 percent to administrative duties, and 35 percent to directed or preventive patrol.

**EXHIBIT B-1**

**PERCENT OF TIME DEVOTED TO ACTIVITIES**

<b>CATEGORY OF ACTIVITIES</b>	<b>PERCENT OF TIME</b>
Calls for Service	35
Directed/Preventive Patrol	35
Administrative Duties	30

The next three exhibits show the average time it takes for an officer to respond to a specific type of incident, the number of calls in 2006, 2007 and 2008, and the time it took to respond to calls for service in Eastham, Orleans and Wellfleet.

## EXHIBIT B-2

## EASTHAM POLICE DEPARTMENT

## TYPE OF CALL OR INCIDENT, AVERAGE TIME PER TYPE OF INCIDENT &amp; HOURS REQUIRED

TYPE OF CALL/INCIDENT	AVERAGE TIME PER INCIDENT	2008		2007		2006	
		INCIDENTS	TOTAL HOURS	INCIDENTS	TOTAL HOURS	INCIDENTS	TOTAL HOURS
Arrest - no warrant	1.5	55	82.5	68	102	64	96
Accident - property	0.2	13	2.6	19	3.8	20	4
Accident - injury	0.4	22	8.8	38	15.2	30	12
Assault & battery - weapon	1	2	2	2	2	2	2
Alarm	0.4	247	98.8	252	100.8	248	99.2
Domestic	0.7						
Vehicle stop	0.3	3,031	909.3	3,373	1,011.90	2,229	668.7
Juvenile complaint	0.5	10	5	71	35.5	92	46
Property crime	0.4	111	44.4	104	31.2	116	46.4
Arrest - warrant	0.3	11	3.3	14	4.2	15	4.5
B&E	0.4	27	10.8	14	5.6	26	10.4
Assault	0.7	22	15.4	27	18.9	33	23.1
Arrest - OUI	2	31	62	33	33	28	56
Vandalism	0.3	28	8.4	54	16.2	86	25.8
Miscellaneous	0.3	2,855	856.5	3,011	903.3	3,358	1,007.40
<b>Total</b>		<b>6,465</b>	<b>2,109.8</b>	<b>7,080</b>	<b>2,283.60</b>	<b>6,347</b>	<b>2,101.50</b>

The exhibit above indicates that Eastham responded to 6,465 incidents in 2008. It required 2,109.8 hours of patrol time to respond to these incidents.

## EXHIBIT B-3

## ORLEANS POLICE DEPARTMENT

## TYPE OF CALL OR INCIDENT, AVERAGE TIME PER TYPE OF INCIDENT &amp; HOURS REQUIRED

TYPE OF CALL/INCIDENT	AVERAGE TIME PER INCIDENT	2008		2007		2006	
		INCIDENTS	TOTAL HOURS	INCIDENTS	TOTAL HOURS	INCIDENTS	TOTAL HOURS
Arrest - no warrant	1.5	151	226.5	162	243	164	246
Accident - property	0.4	410	164	462*	184.8	438*	175.2
Accident - injury							
Disabled M/V	0.3	202	60.6	181	54.3	205	61.5
Alarm	0.4	599	239.6	599	239.6	599	239.6
Domestic	0.7	18	12.6	26	18.2	16	11.2
Vehicle stop	0.3	3,105	931.5	2,580	774	2,362	708.6
Juvenile complaint	0.5	4	2	20	4	11	5.5
Burglary	0.6	24	14.4	219	12	19	11.4
Summons arrest	0.3	211	63.3	217	65.7	189	56.7
Assist fire	0.3	258	77.4	169	65.1	115	34.5
Larceny	0.2	160	32	40	33.8	152	30.4
Arrest - OUI	2	36	72	80	80	36	72
Vandalism	0.3	76	22.8		24	70	21
Miscellaneous	0.3	7,658	2,297.40	7,503	2,251.00	6,087	1,826.1
<b>Total</b>		<b>12,912</b>	<b>4,216.10</b>	<b>12,266</b>	<b>4,049.50</b>	<b>10,499</b>	<b>3499.6</b>

The exhibit above indicates that Orleans responded to 12,912 incidents in 2008. It required 4, 216 hours of patrol time to respond to these incidents.

## EXHIBIT B-4

## WELLFLEET POLICE DEPARTMENT

## TYPE OF CALL OR INCIDENT, AVERAGE TIME PER TYPE OF INCIDENT &amp; HOURS REQUIRED

TYPE OF CALL/INCIDENT	AVERAGE TIME PER INCIDENT	2008		2007		2006	
		INCIDENTS	TOTAL HOURS	INCIDENTS	TOTAL HOURS	INCIDENTS	TOTAL HOURS
Arrest - no warrant	1.5	44	66	7	10.5	43	64.5
Accident - property	0.2	112	22.4	96	19.2	139	27.8
Accident - injury	0.4	12	4.8	55	22	8	3.2
Assault and battery - weapon	3	0	0	8	16	3	3
Alarm	0.4	254	101.6	238	95.2	225	90
Domestic	0.7	27	18.9	19	13.3	20	14
Motor vehicle stop	0.3	1,519	455.7	1,490	447	1,480	444
Juvenile complaint	0.5	5	2.5	0	0	2	1
Property crime	0.4	0	0	0	0	45	18
Arrest - warrant	3	7	2.1	5	1.5	15	4.5
B&E	0.4	25	10	4	1.6	10	4
Assault	0.7	17	11.9	6	4.2	6	4.2
Arrest - OUI	2	31	62	19	38	19	3.8
Miscellaneous	0.3	4,998	1,499.40	3,725	1,117.50	3,980	1,194
<b>Total</b>		<b>7,051</b>	<b>2,257</b>	<b>5,672</b>	<b>1,786</b>	<b>6,015</b>	<b>1,876</b>

The exhibit above indicates that Wellfleet responded to 7,051 incidents in 2008. It required 2,257 hours of patrol time to respond to these incidents.

It is necessary to establish the average number of hours an officer works in a year to determine staffing needs. The consultants examined work records for 2006, 2007 and 2008 in each police department to establish the actual hours patrol officers worked annually. This required the examination of shift schedules and authorized leaves. Our analysis is summarized in Exhibit B-5. The exhibit indicates that, during the three-year period studied, police officers in Eastham worked an average of 1,614 hours annually, Orleans officers worked an average of 1,421 hours annually, and Wellfleet officers worked an average of 1,480 hours annually.

**EXHIBIT B-5**

**AVERAGE NUMBER OF HOURS WORKED BY POLICE OFFICERS**

TOWN	2006	2007	2008	AVERAGE
Eastham	1,566	1,627	1,648	1,614
Orleans	1,406	1,408	1,448	1,421
Wellfleet	1,527	1,484	1,430	1,480

Applying the time commitment model displayed in Exhibit B-1, it is possible to determine the number of patrol hours required to provide services to meet the needs in Eastham. As noted above, the Eastham Police Department responded to 6,465 incidents in 2008 which required 2,110 hours of patrol time. Exhibit B-6 indicates that 2,110 hours should be allowed for patrol activities, 2,110 hours should be devoted to direct/preventive patrol, and 1,860 hours should be devoted to administrative duties. As a result, 6,080 hours of patrol time are required to service the town.

**EXHIBIT B-6**

**EASTHAM POLICE DEPARTMENT - PATROL HOURS REQUIRED (2008)**

	PERCENT OF TIME	PATROL HOURS REQUIRED
Calls for Service	35	2,110
Directed/Preventive Patrol	35	2,110
Administrative Duties	30	1,860
Patrol Hours Required		6,080

The average number of hours worked by an officer in Eastham was 1,614. The total number of patrol hours is divided by the average of the hours worked by an officer ( $6,080/1,614 = 3.8$  officers, rounded to 4.0 officers). We conclude that it requires 4.0 police officers to meet the patrol needs in Eastham. Performing the same analysis for 2007 and 2006 results in a similar finding.

It should be noted that in conducting the analysis for Eastham, we used the data provided. We estimate that approximately 3,000 additional calls for service

were not logged in Eastham. This indicates that approximately 2,200 hours of patrol time may not be accounted for in the analysis. Thus, for purposes of this analysis, we would suggest that at least six officers are required to meet the patrol needs in Eastham.

The Orleans Police Department responded to 12,912 incidents in 2008, which required 4,216 hours of patrol time. Exhibit B-7 indicates that 4,216 hours should be allowed for patrol activities, 4,216 hours should be devoted to direct/preventive patrol, and 3,615 hours should be devoted to administrative duties. As a result, 12,047 hours of patrol time are required to service the town.

**EXHIBIT B-7**

**ORLEANS POLICE DEPARTMENT - PATROL HOURS REQUIRED (2008)**

	<b>PERCENT OF TIME</b>	<b>PATROL HOURS REQUIRED</b>
Calls for Service	35	4,216
Directed/Preventive Patrol	35	4,216
Administrative Duties	30	3,615
Patrol Hours Required		12,047

The average number of hours worked by an officer in Orleans in 2008 was 1,421. The total number of patrol hours is divided by the average of the hours worked by an officer ( $12,047/1,421 = 8.5$  officers, rounded to 9.0 officers). We conclude that it requires 9.0 police officers to meet the patrol needs for Orleans. Performing the same analysis for 2007 and 2006 results in a similar finding.

The Wellfleet Police Department responded to 7,051 incidents in 2008, which required 2,257 hours of patrol time. Exhibit B-8 indicates that 2,257 hours should be allowed for patrol activities, 2,257 hours should be devoted to direct/preventive patrol, and 1,932 hours should be devoted to administrative duties. As a result, 6,447 hours of patrol time are required to service the town.

The Wellfleet Police Department responded to 7,051 incidents in 2008, which required 2,257 hours. Applying the time commitment model, we arrive at the patrol hours required to service the town.

EXHIBIT B-8

WELLFLEET POLICE DEPARTMENT - PATROL HOURS REQUIRED (2008)

	PERCENT OF TIME	PATROL HOURS REQUIRED
Calls for Service	35	2,257
Directed/Preventive Patrol	35	2,257
Administrative Duties	30	1,932
Patrol Hours Required		6,447

The average number of hours worked by an officer in Wellfleet was 1,480. The total number of patrol hours is divided by the average of the hours worked by an officer ( $6,447/1,480 = 4.4$  officers, rounded to 5.0 officers). We conclude that it requires 5.0 police officers to meet the patrol needs in Wellfleet. Performing the same analysis for 2007 and 2006 results in a similar finding.

In summary, Eastham requires six officers, Orleans requires nine officers and Wellfleet requires five officers, to meet the patrol staffing needs of the three towns. Thus, the total minimum patrol force size should be 20 police officers. However, based on a number of factors described in Chapter III of this report, we recommend that 28 officers be assigned to patrol duties.

**APPENDIX C**  
**INTER-MUNICIPAL AGREEMENTS (M. G. L. C. 40, §4A)**

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The chief executive officer of a city or town, or a board, committee or officer authorized by law to execute a contract in the name of a governmental unit may, on behalf of the unit, enter into an agreement with another governmental unit to perform jointly or for that unit's services, activities or undertakings which any of the contracting units is authorized by law to perform, if the agreement is authorized by the parties thereto, in a city by the city council with the approval of the mayor, in a town by the board of selectmen and in a district by the prudential committee; provided, however, that when the agreement involves the expenditure of funds for establishing supplementary education centers and innovative educational programs, the agreement and its termination shall be authorized by the school committee. Any such agreement shall be for such maximum term, not exceeding twenty-five years, and shall establish such maximum financial liability of the parties, as may be specified in the authorizing votes of the parties thereto. A governmental unit, when duly authorized to do so in accordance with the provisions of law applicable to it, may raise money by any lawful means, including the incurring of debt for purposes for which it may legally incur debt, to meet its obligations under such agreement. Notwithstanding any provisions of law or charter to the contrary, no governmental unit shall be exempt from liability for its obligations under an agreement lawfully entered into in accordance with this section. For the purposes of this section, a "governmental unit" shall mean a city, town or a regional school district, a district as defined in section 1A, a regional planning commission, however constituted, a regional transit authority established under chapter 161B, a water and sewer commission established under chapter 40N or by special law, a county, or a state agency as defined in section 1 of chapter 6A.

All agreements put into effect under this section shall provide sufficient financial safeguards for all participants, including, but not

limited to: accurate and comprehensive records of services performed, costs incurred, and reimbursements and contributions received; the performance of regular audits of such records; and provisions for officers responsible for the agreement to give appropriate performance bonds. The agreement shall also require that periodic financial statements be issued to all participants. Nothing in this section shall prohibit any agreement entered into between governmental units from containing procedures for withdrawal of a governmental unit from said agreement.

All bills and payrolls submitted for work done under any such agreement shall be plainly marked to indicate that the work was done under authority thereof. Any reimbursement for or contribution toward the cost of such work shall be made at such intervals as the agreement provides. The amount of reimbursement received under any such agreement by any governmental unit shall be credited on its books to the account of estimated receipts, but any funds received under the provisions of section fifty-three A of chapter forty-four for contribution toward the cost of such work may be expended in accordance with the said provisions. The equipment and employees of a governmental unit while engaged in performing any such service, activity or undertaking under such an agreement shall be deemed to be engaged in the service and employment of such unit, notwithstanding such service, activity or undertaking is being performed in or for another governmental unit or units.

**APPENDIX D**  
**POLICE AND DISPATCH LABOR AGREEMENTS**

This Appendix provides a brief summary of police and dispatch employee contracts with Eastham, Orleans and Wellfleet. The following exhibits list the two union units in each town.

**EXHIBIT D-1**  
**EMPLOYEE ORGANIZATIONS**

EASTHAM	ORLEANS	WELFLEET
Eastham Police Sergeants and Patrolmen, Massachusetts Coalition of Police, Local 402	Orleans Police Officers Federation	Wellfleet Police Officers Union, Mass Cop Local 326A
Town of Eastham Dispatchers and Truck Drivers Union, Local 170, International Brotherhood of Teamsters	United Steel Workers Local 9158 Unit #2, AFL-CIO-CLC Clerical and Technical Union	Wellfleet Communications Union, Mass Cop Local 326B

**POLICE DEPARTMENT UNION CONTRACTS**

The following exhibit outlines selected contract provisions for police personnel.

**EXHIBIT D-2**  
**BASIC CONTRACT PROVISIONS - POLICE OFFICERS AND SERGEANTS**

CONTRACT ITEM	EASTHAM	ORLEANS	WELFLEET
<i>Contract coverage</i>	Police Officers & Sergeants	Police Officers & Sergeants	Police Officers & Sergeants
<i>Management Rights Clause</i>	yes	yes	yes
<i>Grievance &amp; Arbitration Process</i>	<i>Step 1:</i> grievance goes to chief <i>Step 2:</i> grievance goes to town administrator <i>Step 3:</i> grievance goes to selectmen <i>Step 4:</i> grievance goes to arbitration	<i>Step 1:</i> grievance goes to chief <i>Step 2:</i> grievance goes to town administrator <i>Step 3:</i> grievance goes to selectmen <i>Step 4:</i> grievance goes to arbitration	<i>Step 1:</i> grievance goes to chief <i>Step 2:</i> grievance goes to town administrator <i>Step 3:</i> grievance goes to selectmen <i>Step 4:</i> grievance goes to arbitration

*Comment: The time line for the grievance process varies among the towns.*

<i>Work Schedule</i>	5 and 3	5 and 2, 5 and 3	4 and 2
<i>Uniform Allowance</i>	\$600 annually	\$900 annually	\$1,000 annually
	<i>Comment: Each contract lists clothing and equipment to be purchased by the employee and the clothing and equipment to be furnished by the town.</i>		
<i>Court Time</i>	3.0 hours minimum @overtime rate	4.0 hours minimum @overtime rate	4.0 hours minimum @overtime rate
<i>Detail Rate</i>	\$40 per hour	1½ times the prevailing rate of maximum patrol officers' pay	\$42 per hour
<i>Number of Holidays</i>	11	11	11
<i>Vacation Leave</i>	<i>After 6 months: one week (40 hours) 1 to 4 years: 2 weeks 5 to 9 years: 3 weeks 10 to 11 years: 4 weeks 12 to 13 years: 4 weeks +1 day 14 to 15 years: 4 weeks +2 days More than 16 years: 5 weeks</i>	<i>After 6 months: 1 week 1 to 5 years: 2 weeks 6 to 10 years: 3 weeks 10 to 15 years: 4 weeks More than 15 years: 5 weeks</i>	<i>Up to 5 years: 1 day per month accrued 6 to 10 years: 1¼ days per moth accrued 11 to 15 years: 1½ days per moth accrued 16 to 20 years: 1¾ days per moth accrued 21 or more years: 2 days per month</i>
<i>Sick Leave</i>	1¼ days per month (15 days per year)	1¼ days per month (15 days per year)	1¼ days per month
<i>Bereavement Leave</i>	3 to 5 days	3 to 5 days	4 days
<i>Personal Leave</i>	2 days annually	4 days annually	Personal days may be charged to vacation
<i>Longevity Pay</i>	\$550 to \$1,950		

The following exhibit displays the base pay of police officers and police sergeants in Eastham, Orleans and Wellfleet. The exhibit also shows the average and median base pay.

## EXHIBIT D-3

## BASE PAY OF POLICE OFFICERS AND POLICE SERGEANTS\*

	EASTHAM	ORLEANS	WELLFLEET	AVERAGE	MEDIAN
Officer	41,159		42,856	42,007	42,007
	55,277	55,376	54,238	54,964	55,277
Sergeant	57,489		59,645	58,567	58,567
	61,909	64,311	62,054	62,758	62,054

\* Eastham and Orleans wages effective as of July 1, 2009.  
Wellfleet wages effective as of January 1, 2010.

## COMMUNICATION DEPARTMENT UNION CONTRACTS

The following exhibit provides a brief summary of contracts between each town and the communication unions. The contracts contain many of the same general conditions; however, specific positions vary.

## EXHIBIT D-4

## BASIC CONTRACT PROVISIONS - DISPATCH PERSONNEL

CONTRACT ITEM	EASTHAM	ORLEANS	WELLFLEET
<i>Management Rights Clause</i>	yes	yes	yes
<i>Grievance &amp; Arbitration Process</i>	<i>Step 1: grievance goes to chief</i> <i>Step 2: grievance goes to town administrator</i> <i>Step 3: grievance goes to arbitration</i>	<i>Step 1: grievance goes to department manager</i> <i>Step 2: grievance goes to town administrator</i> <i>Step 3: grievance goes to selectmen</i> <i>Step 4: grievance goes to arbitration</i>	<i>Step 1: grievance goes to chief</i> <i>Step 2: grievance goes to town administrator</i> <i>Step 3: grievance goes to selectmen</i> <i>Step 4: grievance goes to arbitration</i>
	<i>Comment: The time line for the grievance process varies among the towns.</i>		
<i>Work Schedule</i>	5 and 2	40 hours per week	5 and 2
<i>Uniform Allowance</i>	\$400 annually	Uniforms issued	\$800 annually
<i>Court Time</i>	3.0 hours minimum @overtime rate		4.0 hours minimum @overtime rate
<i>Number of Holidays</i>	11	11	11

<i>Vacation Leave</i>	<i>1 to less than 5 years: 10 days</i> <i>5 to less than 10 years: 15 days</i> <i>10 to less than 12 years: 20 days</i> <i>12 to less than 14 years: 21 days</i> <i>14 to less than 16 years: 22 days</i> <i>16 to less than 18 years: 23 days</i> <i>18 to less than 20 years: 24 days</i> <i>20 or more years: 25 days</i>	<i>1 to 5 years: 10 days</i> <i>After 5 years: 15 days</i> <i>After 10 years: 20 days</i> <i>After 15 years: 25 days</i>	<i>Up to 5 years: 1 day per month</i> <i>5 to 10 years: 1¼ days per month</i> <i>10 to 15 years: 1½ days per month</i> <i>15 to 20 years: 1¾ days per month accrued</i> <i>20 or more years: 2 days per month</i>
<i>Sick Leave</i>	10 hours per month (120 hours per year)	1¼ days per month	1¼ days per month
<i>Bereavement Leave</i>	40 hours	3 to 5 days	4 days
<i>Personal Leave</i>	16 hours	3 days annually	Personal days may be charged to vacation
<i>Longevity Pay</i>	\$550 to \$1,950	\$500 to \$1,800	\$200 to \$1,500

The following exhibit provides a summary of wages for dispatch personnel.

**EXHIBIT D-5**

**BASE PAY OF DISPATCH PERSONNEL\***

	<b>EASTHAM</b>	<b>ORLEANS</b>	<b>WELLFLEET</b>	<b>AVERAGE</b>	<b>MEDIAN</b>
<i>Annual Min.</i>	31,000	31,737.60	38,864	33,867	31,738
<i>Annual Max.</i>	45,953	38,669.76	47,377	44,000	45,953
<i>Hourly Min.</i>	14.90	15.20	18.61	16.24	15.20
<i>Hourly Max.</i>	22.09	18.52	22.69	21.10	22.09

\* *Eastham has an eight-step system. Eastham wages effective as of July 1, 2009.*  
*Orleans has a six-step system. Orleans wages effective as of July 1, 2007.*  
*Wellfleet has an eight-step system. Wellfleet wages effective as of July 1, 2009.*