

# OAK BLUFFS AND TISBURY, MASSACHUSETTS

## REGIONAL PUBLIC SAFETY SERVICE STUDY

MARCH 2011

The logo for MMA Consulting Group, Inc. is a stylized circular emblem composed of six light purple geometric shapes: four squares and two diamonds. The squares are positioned at the top-left, top-right, bottom-left, and bottom-right, while the diamonds are at the top and bottom. The text is centered within this emblem.

MMA CONSULTING GROUP, INC.  
1330 BEACON STREET  
BROOKLINE, MASSACHUSETTS 02446

---

CONTENTS

---

<b>I.</b>	<b>EXECUTIVE SUMMARY</b>	1
	FINDINGS	3
	RECOMMENDATIONS	4
<b>II.</b>	<b>POLICE DEPARTMENTS AND SERVICE DEMAND</b>	8
	TOWN OF OAK BLUFFS AND TOWN OF TISBURY	8
	OAK BLUFFS AND TISBURY POLICE DEPARTMENTS	9
<b>III.</b>	<b>STAFFING AND ORGANIZATION</b>	16
<b>IV.</b>	<b>ORGANIZATION OF A CONSOLIDATED POLICE DEPARTMENT</b>	20
	ORGANIZATION OF POLICE SERVICES	20
	PERSONNEL COST SAVINGS	22
<b>VI.</b>	<b>PROCESS FOR CREATING A CONSOLIDATED DEPARTMENT</b>	24
	ESTABLISHING A CONSOLIDATED POLICE DEPARTMENT	24
	DEVELOPING THE INTER-MUNICIPAL AGREEMENT	25
	GOVERNANCE OF THE CONSOLIDATED POLICE DEPARTMENT	27
<b>VI.</b>	<b>DISTRIBUTING COSTS FOR THE CONSOLIDATED POLICE DEPARTMENT</b>	29
	OAK BLUFFS AND TISBURY CONSOLIDATED POLICE BUDGET	29
	COST ALLOCATION MODELS (ALTERNATIVES)	29
<b>VII.</b>	<b>IMPLEMENTATION OF CONSOLIDATION</b>	33
	GATHERING BACKGROUND INFORMATION	33
	INTER-MUNICIPAL AGREEMENT	33
	PERSONNEL SELECTION PROCEDURES	35
	<b>APPENDIX - INTER-MUNICIPAL AGREEMENTS (M. G. L. c. 40, §4A)</b>	36

*Funded by the Martha's Vineyard Commission  
with financial support from the  
Massachusetts Department of Housing and Community Development  
District Local Technical Assistance Program*

## I. EXECUTIVE SUMMARY

This *Oak Bluffs and Tisbury Public Safety Service Study* was conducted by MMA Consulting Group, Inc. The purpose of the study was to explore the possibility of greater inter-municipal collaboration between the Oak Bluffs Police Department and the Tisbury Police Department, ranging from sharing certain services to a complete consolidation of the two police departments.

The officials of each town appear to have been satisfied with services, but suggest that there may be opportunities to share resources. There is also a belief that the policing philosophies may be somewhat different in the two towns. Town officials are primarily concerned with the type and quality of services provided and the cost of services.

Collectively, the police departments have 29 sworn, full-time police positions and three administrative/office employees. The Tisbury Police Department has two special police officers and the Oak Bluffs Police Department has five special police officers. The Animal Control Officer is under the direction of the Police Department. Exhibit 1 shows the current staffing of both departments.

**EXHIBIT 1**  
**OAK BLUFFS AND TISBURY POLICE DEPARTMENTS PERSONNEL**

POSITION	OAK BLUFFS	TISBURY	TOTAL
<i>Sworn Police Personnel</i>			
Chief	1	1	2
Lieutenant*	1	1	2
Sergeant	2	3	5
Detective	1	1	2
Police Officer*	10	8	18
Total	15	14	29
<i>Office Personnel</i>			
	2	1	3
<b>Total Personnel</b>	17	15	32

*\*Tisbury currently operates with seven officers and no lieutenants. One police officer position is vacant.*

The two towns provide services to a year-round population of 7,870 and a seasonal population of more than 47,000. The police departments respond to approximately 9,500 calls for service each year.

**EXHIBIT 2**  
**OAK BLUFFS AND TISBURY POLICE DEPARTMENTS - CALLS FOR SERVICE**

YEAR	TOTAL
2008	10,014
2009	9,126
2010*	9,468
Three-Year Average	9,536

\* *The number of calls have been estimated for 2010. From January 1, 2010 to December 17, 2010, Oak Bluffs had 4,579 calls for service and Tisbury had 4,529. The total number of 2010 calls assumes 180 additional calls for service from December 17 to December 31, 2010.*

**FINDINGS**

The police departments are relatively small and have a manageable workload based on the number of calls for service. The consolidation of the police departments is economically viable. It is important to note that the police departments currently benefit from a consolidated emergency communication center operated by Dukes County.

The primary findings of our analysis include:

- There is a duplication of administrative systems, command positions, and investigative services in the two departments.
- The merger of the Oak Bluffs and Tisbury Police Departments is economically and operationally feasible.
- The service demand of each town is sufficiently similar to allow effective integration of resources.
- The police departments appear to have somewhat different policing philosophies and approaches to delivering police services.

- The Oak Bluffs Police Department and the Tisbury Police Department lack supervisory personnel. If the police departments were consolidated, there would be sufficient supervisory personnel.
- The merger of the police departments would reduce the number of sworn police officers necessary to meet the policing needs of the two communities. However, Tisbury currently has two vacant positions (a lieutenant and a patrol officer); thus, no immediate reductions in personnel are required.
- The Tisbury Police Department and the Oak Bluffs Police Department maintain separate investigative functions. Each town assigns one officer as a detective.
- The consolidated County-wide emergency communication system is a benefit to both police departments.
- There are several areas where costs may be reduced or controlled: including:
  - ▶ Reduce the number of Police Chiefs from two to one.
  - ▶ Use only one police facility.
  - ▶ Reduce the fleet of vehicles.
  - ▶ Adopt an attrition plan which reduces the workforce by three personnel.
- The consolidation of the police departments would provide the same level of service as currently provided.

#### RECOMMENDATIONS

It is our primary recommendation that the Towns of Oak Bluffs and Tisbury explore the viability of consolidating their police departments into one agency. Consolidation of the police departments will improve supervision and increase operational efficiency. Consolidation is economically viable and would result in some cost savings and the control of future costs. The primary recommendations in this report are:

- Oak Bluffs and Tisbury should consolidate their police departments.

- Oak Bluffs and Tisbury should enter into an inter-municipal agreement to consolidate the police departments.
- The consolidated police department should be governed by a five or seven member Police Department Oversight Committee.
- The consolidated police department should be composed of one chief, one lieutenant, four or five police sergeants, and 16 police officers.

Consolidation would offer an opportunity to strengthen the chain of command within each police department. Exhibit 3 displays the current staffing in the police departments and a proposed consolidated staffing model. The proposed consolidated police department would have fewer personnel. Two staffing models are possible. *Model 1* indicates that it would be possible to operate with five sergeants and there would be six fewer authorized positions. (Note that there are two vacant positions resulting in a net reduction of four positions.) In *Model 2* (four-sergeants), there would be a net reduction of seven positions, including the vacant positions.

**EXHIBIT 3**  
**PROPOSED STAFFING LEVELS OF POLICE DEPARTMENT MERGER ALTERNATIVES**

POSITION	TOTAL PERSONNEL OAK BLUFFS & TISBURY	MERGER MODEL 1	DIFFERENCE IN NUMBER OF PERSONNEL	MERGER MODEL 2	DIFFERENCE IN NUMBER OF PERSONNEL
<i>Sworn Police Personnel</i>					
Chief	2	1	-1	1	-1
Lieutenant*	2	1	-1	1	-1
Sergeant	5	5		4	-1
Detective	2	1	-1	1	-1
Police Officer*	18	16	-2	16	-2
<i>Total Sworn Personnel</i>	29*	24	-5	23	-6
Office Personnel	3	2	-1	2	-1
<i>Total Personnel</i>	32*	26	-6*	25	-7*

\*There are currently two vacant positions in Tisbury (one police officer and one lieutenant).

Exhibit 4 lists the recommendations contained in this report. The recommendations are primarily concerned with the consolidation of the Oak Bluffs Police Department and the Tisbury Police Department.

**EXHIBIT 4**  
**RECOMMENDATIONS**

- 1 The Oak Bluffs Police Department and Tisbury Police Department should be consolidated into one police department.
- 2 The Towns of Oak Bluffs and Tisbury should negotiate an inter-municipal agreement consolidating the police departments.
- 3 The merged police department should be governed by a joint committee of representatives from Oaks Bluffs and Tisbury (Police Department Oversight Committee).
- 4 The inter-municipal agreement should be in effect for at least 10 years. The agreement should be reviewed at five-year intervals.
- 5 The inter-municipal agreement should have a defined method by which a town may terminate its participation in an orderly manner.
- 6 Oak Bluffs and Tisbury should adopt a cost allocation formula to provide for equitable distribution of costs.
- 7 The inter-municipal agreement should provide for a method of decision-making. Ideally, the towns of Oak Bluffs and Tisbury should have equal decision-making authority.
- 8 The inter-municipal agreement should include specific implementation provisions. These provisions should include guidelines and a time frame for the implementation of the consolidated department.
- 9 The inter-municipal agreement should include other provisions such as:
  - ▶ the method of governing the new department
  - ▶ the decision-making process of the governing authority
  - ▶ the scope of authority of the Police Chief
  - ▶ the budget process and the financial reporting system
  - ▶ the method of selecting the Police Chief
  - ▶ the method of selecting and promoting personnel
  - ▶ the method of sharing information with each town
  - ▶ the method of managing administrative and financial services
- 10 The consolidated police department should be composed of one chief, one lieutenant, four or five sergeants, one detective, and 16 patrol officers.
- 11 The reductions in personnel should be implemented as personnel leave the department.

- 12 The consolidated police department should operate primarily from one facility, the Oak Bluffs station. During peak seasonal periods, the department should consider the operation of a substation in Tisbury. The Tisbury police facility should be used for police support functions.
- 13 The consolidated police department should reduce the vehicle fleet.



## II. POLICE DEPARTMENTS AND SERVICE DEMAND

### TOWNS OF OAKS BLUFFS AND TISBURY

This chapter is designed to provide background information on the Town of Oak Bluffs and the Town of Tisbury, as well as the police departments. Several exhibits include information on year-round and seasonal populations, area and road miles serviced, and number of vehicles registered in each town. The exhibits present the calls for police services and the number of incidents in each town.

Exhibit 5 shows the year-round population of both towns in 1995, 2000, and 2009 (estimated). The sources of these data are the U. S. Census and estimates from the Commonwealth of Massachusetts. The summer population increases by approximately 20,000 in Oak Bluffs and approximately 11,000 in Tisbury. The estimated average summer population in the two towns is approximately 40,000. The estimates of the summer population in both towns were abstracted from Martha's Vineyard Commission reports. (*Population and Housing Profile of Martha's Vineyard* (updated March 20, 2006.))

**EXHIBIT 5**  
TOWN OF OAK BLUFFS AND TOWN OF TISBURY POPULATION  
1995, 2000, AND 2009 (ESTIMATE)

YEAR	OAK BLUFFS	% INCREASE/ DECREASE	TISBURY	% INCREASE/ DECREASE	TOTAL	% INCREASE/ DECREASE
1995 (estimate)	3,032		3,251		6,283	
2000 Census	3,713	22 %	3,755	16 %	7,468	19 %
2009 (estimate)	3,954	6 %	3,916	4 %	7,870	5 %

Source: Massachusetts Department of Revenue.

The towns collectively have 67.98 miles of roads; Oaks Bluffs has 42.1 road miles and Tisbury has 25.88 road miles. As of January 2010, there were 7,280 vehicles registered in Oak Bluffs and 7,250 registered in Tisbury, for a total of 14,530 vehicles; 12,330 of those vehicles were automobiles and light trucks; the balance were heavy trucks, trailers, and motorcycles. Exhibit 6 shows the size of each town in square miles. The towns encompass 45.2 square miles, 14 square miles of which is land area.

**EXHIBIT 6**  
**OAK BLUFFS AND TISBURY AREA IN SQUARE MILES**

	OAK BLUFFS	TISBURY	TOTAL
Land	7.4	6.6	14
Water	18.6	12.6	31.2
Total Square Miles	26.0	19.2	45.2

The 2010 equalized valuation (EQV) established by the Commonwealth and the EQV per capita are shown in Exhibit 7. The towns have a similar EQV and EQV per capita. The EQV per capita is established by dividing the EQV by the estimated 2009 population of each town.

**EXHIBIT 7**  
**OAK BLUFFS AND TISBURY EQUALIZED VALUATION (EQV)**

	OAK BLUFFS	TISBURY	TOTAL
Equalized Valuation 2010	3,084,044,400	3,012,870,600	6,096,915,000
EQV per Capita	779,981	769,375	774,678 (average)

**OAK BLUFFS AND TISBURY POLICE DEPARTMENTS**

*POLICE DEPARTMENT BUDGETS*

The towns of Oak Bluffs and Tisbury manage and finance separate police departments. The towns collectively budgeted approximately \$3,000,000 for police services each year for the last three years. The police department budgets have been stable for the last three years. Exhibit 8 shows the annual budget for the last three years of both departments. The budgets do not include health benefits or retirement costs.

**EXHIBIT 8**  
**ANNUAL BUDGETS**  
**OAK BLUFFS AND TISBURY POLICE DEPARTMENTS**

	FY 2009	FY 2010	FY 2011
Oak Bluffs	1,740,532	1,709,757	1,727,378
Tisbury	1,275,289	1,296,820	1,317,573
Total Police Budgets	3,015,821	3,006,577	3,044,951

*CURRENT POLICE DEPARTMENT STAFFING*

Exhibit 9 shows the number of full-time personnel employed by the police departments. The departments employ 29 full-time, sworn law enforcement personnel and three administrative/office support personnel. In addition, Oak Bluffs employs five special officers and Tisbury employs two special officers.

**EXHIBIT 9**  
**CURRENT AUTHORIZED FULL-TIME STAFFING**  
**OAK BLUFFS AND TISBURY POLICE DEPARTMENTS**

POSITION	TISBURY	OAK BLUFFS	TOTAL
<i>Sworn Police Personnel</i>			
Chief	1	1	2
Lieutenant*	1	1	2
Sergeant	2	3	5
Detective	1	1	2
Police Officer*	10	8	18
Total	15	14	29*
<i>Office Personnel</i>			
	2	1	3
<b>Total Personnel</b>	17	15	32*
<i>Special Officers</i>			
	2	5	7

\*There are currently two vacant positions in Tisbury (one police officer and one lieutenant).

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 an investigative function. (Tisbury has one detective and Oak Bluffs has one detective.)

#### DEMAND FOR SERVICE

The demand for service is often measured by the number of calls for service received by the police departments. Exhibit 10 displays calls for service during the last three years. The number of calls has been relatively stable; calls have increased slightly in Tisbury and decreased slightly in Oak Bluffs.

**EXHIBIT 10**  
**OAK BLUFFS & TISBURY POLICE DEPARTMENTS - CALLS FOR SERVICE**

YEAR	OAK BLUFFS	TISBURY	TOTAL
2008	5,501	4,513	10,014
2009	4,550	4,576	9,126
2010*	4,759	4,709	9,468
Three-Year Average	4,937	4,599	9,536

\* The number of calls has been estimated for 2010. From January 1, 2010 to December 17, 2010, Oak Bluffs had 4,579 calls for service and Tisbury had 4,529. The total number of 2010 calls assumes 180 additional calls for service from December 17 to December 31, 2010.

In addition to calls for service, records were reviewed to identify the number of incidents in each town from 2008 to 2011. (Incidents are identified as events in which police action was required). Exhibit 11 shows incidents in Oak Bluffs; Exhibit 12 shows incidents in Tisbury. There is an increase in activity in both police departments in the summer. It is important to note that each town recorded information somewhat differently.

**EXHIBIT 11**  
**OAK BLUFFS POLICE DEPARTMENT - INCIDENTS BY MONTH**

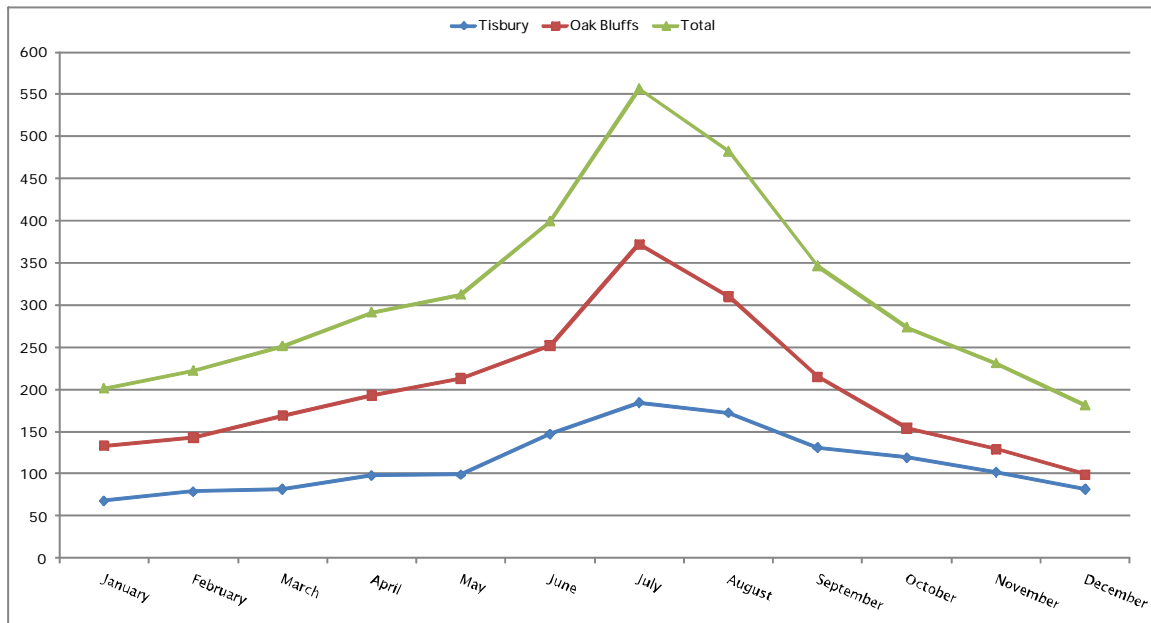
<b>MONTH</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>TOTAL</b>
January	64	56	13	133
February	45	75	23	143
March	59	63	47	169
April	87	53	53	193
May	99	64	50	213
June	114	68	70	252
July	151	117	104	372
August	104	140	66	310
September	102	50	63	215
October	83	35	36	154
November	57	28	44	129
December	63	21	15	99
<i>Total</i>	<i>1,028</i>	<i>770</i>	<i>584</i>	<i>2,382</i>

**EXHIBIT 12**  
**TISBURY POLICE DEPARTMENT - INCIDENTS BY MONTH**

<b>MONTH</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>TOTAL</b>
January	19	31	18	68
February	22	23	34	79
March	25	29	28	82
April	32	41	25	98
May	43	26	30	99
June	59	41	47	147
July	71	70	43	184
August	85	55	32	172
September	48	46	37	131
October	38	47	34	119
November	46	36	20	102
December	33	29	20	82
<i>Total</i>	<i>521</i>	<i>474</i>	<i>368</i>	<i>1,363</i>

Exhibit 13 displays the number of incidents during the last three years, by month, in graphic form. The green line shows the total number of incidents for both towns; the red line shows the incidents in Oak Bluffs and the blue line shows the incidents in Tisbury.

**EXHIBIT 13**  
OAK BLUFFS AND TISBURY POLICE DEPARTMENTS - INCIDENTS BY MONTH



Exhibits 14 and 15 display incidents by general category for the months of June, July, and August for the years of 2008, 2009, and 2010. The departments report information in slightly different ways; we have attempted to organize the information in a similar manner for each department. Exhibit 14 displays the incidents in Oak Bluffs; Exhibit 15 shows information for Tisbury. Exhibit 14 indicates that in Oak Bluffs, for the categories examined, approximately 50 percent of the incidents occurred during the months of June, July, and August. Exhibit 15 indicates that in Tisbury, for the categories examined, approximately 42 percent of the incidents occurred during the months of June, July, and August.

## EXHIBIT 14

## OAK BLUFFS POLICE DEPARTMENT - INCIDENTS IN JUNE, JULY, AND AUGUST

INCIDENT TYPE	2008		2009		2010	
	TOTAL (YEAR)	TOTAL (JUNE, JULY, AUGUST)	TOTAL (YEAR)	TOTAL (JUNE, JULY, AUGUST)	TOTAL (YEAR)	TOTAL (JUNE, JULY, AUGUST)
Assault and Battery	41	20	30	22	33	12
Disorderly Conduct	49	30	29	17	41	22
Larceny (over 100)	49	30	52	30	56	28
Larceny (under 100)	42	25	45	28	28	13
Protective Custody	25	12	26	15	12	4
Operating under the Influence	89	24	52	13	35	13
<i>Percent</i>	<i>100%</i>	<i>48%</i>	<i>100%</i>	<i>53%</i>	<i>100%</i>	<i>45%</i>

## EXHIBIT 15

## TISBURY POLICE DEPARTMENT - INCIDENTS IN JUNE, JULY, AND AUGUST

INCIDENT TYPE	2008		2009		2010	
	TOTAL (YEAR)	TOTAL (JUNE, JULY, AUGUST)	TOTAL (YEAR)	TOTAL (JUNE, JULY, AUGUST)	TOTAL (YEAR)	TOTAL (JUNE, JULY, AUGUST)
Assault and Battery	17	8	19	5	27	13
Disorderly Conduct	8	5	5	2	8	1
Larceny (over 100)	35	15	36	13	33	19
Larceny (under 100)	20	11	32	10	33	15
Larceny (under 100)	10	3	2	1	2	1
Operating under the Influence	47	19	52	22	27	9
Trespass*	23	7	13	5	9	6
<i>Percent</i>	<i>100%</i>	<i>43%</i>	<i>100%</i>	<i>36%</i>	<i>100%</i>	<i>46%</i>

\*Tisbury relies on the trespass statute and Oak Bluffs relies on the protective custody statute.

## VEHICLE FLEET

The police departments maintain an inventory of vehicles and other equipment. The departments have a large number of radios, portable radios, and

assorted weapons (i.e., handguns, rifles, shotguns, and other devices). The fleet of vehicles includes the following:

**EXHIBIT 16**  
**VEHICLE FLEET**

	<b>OAK BLUFFS</b>	<b>TISBURY</b>	<b>TOTAL</b>
Cars	6	4	10
Utility Vehicles	3	2	5
Motorcycles	2	1	3
Total	11	7	18

The information and data reviewed enables us to reach several general conclusions:

- The police departments are generally well equipped.
- The police departments have sufficient staff to meet service demand.
- The demand for service is not excessive for the size of the patrol work force.
- The supervisory structure in each police department should be addressed.
- The consolidated emergency communication system is cost effective.



### III. STAFFING AND ORGANIZATION

---

The Tisbury and Oak Bluffs police departments are organized in a typical manner. Each department has a police chief and a second in command (lieutenant). There are also three sergeants in Oak Bluffs and two in Tisbury. Neither town has sufficient sergeants to ensure proper supervision 24/7.

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, including time for directed patrol activities and administrative activities. The characteristics of the area served and the specific policies of a police department will also 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 suggest 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 the consultants to review the actual hours worked by employees and the total number of calls for service data for several years. Because of the manner in which data is collected, we were not able to conduct a systematic analysis of the workload of each department. However, based on the work schedule of personnel and our prior experience, we are able to make some reasonable assumptions concerning the hours worked by personnel and the time necessary to respond to service demands. Typically, personnel in smaller police departments will actually work approximately 1,500 to 1,600 hours annually. While personnel are scheduled to work many more hours, authorized leave (vacation, sick leave, personal leave, administrative leave, and other leaves), and required or elective training reduce the actual hours personnel are available to work.

Currently, the two departments have 17 patrol officers assigned to work. (There is one vacancy in Tisbury; thus, there are 18 authorized positions.) Assuming two officers are assigned to investigations, there are 15 personnel available for patrol duties. There are 22,500 to 25,600 hours of patrol staffing time available (15 officers  $\times$  1,500 hours, and 15 officers  $\times$  1,600 hours). This does not include the hours worked by supervisory personnel. There are approximately 7,500 to 8,000 supervisory hours available between the two departments (1,500 to 1,600 hours  $\times$  five personnel = 7,500 to 8,000 hours). There are approximately 9,600 to 10,000 calls for service annually; assuming that an average call for service takes less than 30 minutes, there is sufficient time to meet the service demand. Assuming that each call accounts for 30 minutes, and there are 10,000 calls for service, there are 5,000 hours of patrol time devoted to responding to calls for service.

Exhibit 17 presents an estimate of patrol time available between the two departments. Assuming that there are at least 5,000 hours of patrol time required to respond to calls for service, it is possible for the police departments to meet the demand for service with approximately 12 or 13 patrol officers. The patrol staffing recommendation will enable the consolidated department to adjust to changing service needs.

## EXHIBIT 17

## PERCENT OF TIME DEVOTED BY CATEGORY

CATEGORY OF ACTIVITIES	PERCENT OF TIME	AVERAGE 1,500 HOURS ANNUALLY	AVERAGE 1,600 HOURS ANNUALLY
Calls for Service	35	7,875	8,960
Directed/Preventive Patrol	35	7,875	8,960
Administrative Duties	30	6,750	7,680

Exhibit 18 shows the estimated time required to respond to various types of calls for services.

## EXHIBIT 18

## ESTIMATED TIME BY TYPE OF CALL OR INCIDENT

TYPE OF CALL/INCIDENT	AVERAGE TIME PER INCIDENT (HOURS)
Arrest - no warrant	1.5
Arrest - warrant	3
Arrest - OUI *	2.9
Assault and battery - weapon	2.5
Assault	0.7
Domestic	0.7
Accident - property	0.2
Accident - injury	0.4
Juvenile complaint	0.5
Motor vehicle stop	0.3
B&E	0.4
Property crime	0.4
Miscellaneous	0.3

*\*More time may be required to provide for transport to the County lock-up.*

The workload analysis provides one measure of patrol staffing needs. There are a number of additional factors to consider in determining the appropriate patrol staffing.

*Seasonal influx of residents* - The staffing level accounts for seasonal activity.

*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.

*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.

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

*Expansion potential* - The proposed staffing arrangement is designed to minimize the need for an increase in personnel for a number of years.

The workload staffing analysis and the characteristics of the communities indicate that the merged police department should assign 16 police officers to patrol operations. This does not include patrol supervisory personnel. The merged police department should continuously analyze patrol staffing needs. Exhibit 19 shows the proposed number of sergeants and police officers assigned to patrol operations.

**EXHIBIT 19**  
**PATROL OPERATIONS STAFFING**

Sergeant	4*
Police Officer	16
<i>Total Personnel</i>	20

*\*A five sergeant model is possible.*

The Oak Bluffs Police Department and the Tisbury Police Department have assigned one officer to provide investigative services. The consolidated police department should have one detective.

It is important to note that the demand for service has been relatively stable for each police department during the last three years. Assuming that this trend continues, the police department should not require additional personnel. There are sufficient patrol resources to enable a consolidated department to absorb a substantial increase in the demand for service.

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

##### ORGANIZATION OF POLICE SERVICES

The merged police department may be organized in several ways. Exhibit 20 proposes two organizational approaches and indicates the number of personnel, by rank, for each approach. The exhibit shows Staffing Model 1 which assumes five sergeants, and Staffing Model 2 which assumes four sergeants.

**EXHIBIT 20**  
**PROPOSED STAFFING AND ORGANIZATION**  
**OAK BLUFFS AND TISBURY MERGED POLICE DEPARTMENT**

POSITION	STAFFING MODEL 1 (FIVE SERGEANTS)	STAFFING MODEL 2 (FOUR SERGEANTS)
Chief	1	1
Lieutenant	1	1
Sergeant	5	4
Detective	1	1
Patrol Officer	16	16
Total	24	23
Administrative Office Support	2	2
Total	26	25

The work schedules of police officers may be organized in a number of ways. Exhibits 21 and 22 illustrate a four-shift deployment plan and a three-shift deployment plan.

**EXHIBIT 21**  
**EXAMPLE OF PROPOSED SHIFT DEPLOYMENT (FOUR SHIFTS)**

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*	1	1	1	1	4
Police Officer	4	4	4	4	16
<b>Total Personnel</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>20</b>

\*Shift D work hours should be adjusted to reflect demand for service.

\*\*If five sergeants are available, one would be assigned to fill in for the other sergeants.

An example of a three-shift system is shown in Exhibit 22. Under this approach, two shifts would have two sergeants, and one shift (daytime) would have one sergeant. The chief and the lieutenant are available during the daytime to support personnel

**EXHIBIT 22**  
**EXAMPLE OF PROPOSED SHIFT DEPLOYMENT (THREE SHIFTS)**

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.	TOTAL
Sergeant	2	1	2	5*
Police Officer	5	5	6	16
<b>Total Personnel</b>	<b>7</b>	<b>6</b>	<b>8</b>	<b>21</b>

\* If five sergeants are available, one would be assigned to fill in for the other sergeants.

In summary, the staffing arrangement may be designed to increase the number of officers available at peak activity times; to reduce the need for out-of-rank pay and the need for overtime; and to increase the availability of supervision during prime activity hours.

The shift arrangements in Oak Bluffs and Tisbury differ. Oak Bluffs personnel work four ten-hour days, followed by three days off. Tisbury works five eight-hour days, followed by two days off. Patrol officers and sergeants are in one police union in Tisbury; in Oak Bluffs, police officers are in one union and sergeants are in another union.

**PERSONNEL COST SAVINGS**

The merger of the two police departments would result in savings of approximately \$362,000, including salary and benefit costs (five sergeants) and \$479,200 (four sergeants). In addition, there are indirect cost savings (overhead costs, such as one less facility). The indirect employee cost for sworn police personnel is estimated to be 40 percent of the total salary of each employee. Exhibit 23 outlines estimated personnel cost savings.

This exhibit assumes that there are five fewer positions; however, two positions are currently vacant. The exhibit assumes five sergeants; alternatively, the consolidated department could operate with four sergeants. The exhibit does not include cost savings accruing as a result of currently vacant positions.

**EXHIBIT 23**  
**CONSOLIDATION OF THE OAK BLUFFS AND TISBURY POLICE DEPARTMENTS**  
**ESTIMATED PERSONNEL COST SAVINGS**

	<b>POSITION REDUCTION</b>	<b>TOTAL SALARY</b>	<b>BENEFITS @40 PERCENT OF SALARY</b>	<b>TOTAL</b>	<b>COMMENT</b>
Chief	-1	100,000	40,000	140,000	
Lieutenant	-1			0	Tisbury lieutenant position is vacant.
Sergeant	no change			0	
Detective	-1	85,000	32,000	117,000	
Officer	-2	75,000	30,000	105,000	Tisbury has one vacant position; cost assumes one less officer.
		260,000	102,000	362,000	If the department operated with 4 sergeants, costs would be reduced by \$117,000 (salary and benefits) for a total of \$479,200.

It is important to note that not all police department costs are included in the department budget. Various 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.

The fleet of apparatus includes 18 vehicles. The consolidated department should be able to reduce the number of vehicles and motorcycles. The vehicle fleet could be reduced by two sedans and one or two other vehicles.

Assuming that the departments consolidate, their facilities should be integrated. The Tisbury police station has limited parking and most police activity occurs on the second floor. Consolidation would enable the towns to centralize many functions, especially patrol functions, at the Oak Bluffs police station. The Tisbury facility could be used for support functions. The garage area at the Tisbury police station could be used for storage of speciality equipment, such as bicycles.



## V. PROCESS FOR CREATING A CONSOLIDATED DEPARTMENT

---

The merging of police departments may be accomplished in three ways in the Commonwealth of Massachusetts. 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.

### ESTABLISHING A CONSOLIDATED POLICE DEPARTMENT

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 of the Town Meetings of both towns. Moreover, it is not necessary to seek legislative approval when sufficient authority is available pursuant to 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 Oak Bluffs and Tisbury. 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 not aware of any example in the Commonwealth where the statute has been implemented.

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. The Appendix 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 10 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 consolidating police departments and vote to authorize a representative of the town to work with one another 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 and management model for 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 between the towns.
- The identification of the town that will have the responsibility for providing administrative services for the merged department.

- The development of an 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 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 consolidated 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.

The inter-municipal agreement, in accordance with M. G. L. c. 40, §4A, must include a number of provisions providing for the accountability of operations. Section 4A states in part, that an agreement:

*. . . 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.*

The Board of Selectmen in each town is the appointing authority for personnel within their town. The inter-municipal agreement should contain a general provision for selecting police department personnel. Ideally, the consolidated department should establish a specific written policy which outlines the recruitment and selection process for personnel, promotional processes, and other procedures. The police chief of the consolidated department should be responsible for appointing and promoting personnel, subject to the approval of the governing body of the consolidated police department.

#### GOVERNANCE OF THE CONSOLIDATED POLICE DEPARTMENT

The towns should establish a governance structure for the consolidated police department. The governance structure should ensure accountability for services provided and the use of financial resources. There are many approaches to establishing a governing body. The number of members and the methods by which decisions are made may be designed to meet the needs of the towns. The following are three methods by which policy decisions may be made by a governing body.

- The representatives of each town could have equal decision-making authority.
- The representatives of each town could have a proportional decision-making authority, equal to the share of the budget it provides.
- The representatives of each town could participate in a two-tiered decision-making approach. On major issues (e.g., budget adoption), a proportionate vote may be appropriate; for most issues requiring governing body action, equal decision-making authority may be appropriate.

In the case of Oak Bluffs and Tisbury, the demand for service, the population, and other factors suggest that the each town should have equal decision-making authority.

We recommend that the consolidated department be governed by a five or seven-member Police Department Oversight Committee. Each town should have an equal number of representatives on the Committee. One member of the Committee should be selected by the other Committee members, or by a joint meeting of the Oak Bluffs and Tisbury Boards of Selectmen. The Town Administrator of each town should serve on the Committee. The appointing authority, or a representative of the appointing authority of each town, should also serve on the Committee. The appointing authority should have the authority to designate an official to serve on the Committee.

The police chief should prepare monthly or quarterly reports of activities and finances for the Committee and periodically visit each Board of Selectmen. It is essential that the police chief of the consolidated department devote time to discussing matters with the elected representatives of each town.

## VI. DISTRIBUTING COSTS FOR THE CONSOLIDATED POLICE DEPARTMENT

### OAK BLUFFS AND TISBURY CONSOLIDATED POLICE BUDGET

Exhibit 24 shows the annual budget for the last three years of both departments. The budgets do not include health benefits and retirement costs or other overhead costs. Both towns have been conservative and have limited the growth of the budget of each department.

**EXHIBIT 24**  
**ANNUAL BUDGETS**  
**OAK BLUFFS AND TISBURY POLICE DEPARTMENTS**

	FY 2009	FY 2010	FY 2011
Oak Bluffs	1,740,532	1,709,757	1,727,378
Tisbury	1,275,289	1,296,820	1,317,573
Total Police Budgets	3,015,821	3,006,577	3,044,951

Oak Bluffs and Tisbury budgeted \$3,044,951 for police services in FY 2011. The merger of the two police departments would result in savings of approximately \$362,000 or \$479,200, depending on the number of sergeants that are employed (Exhibit 23). Assuming a conservative cost reduction (\$362,000), the general budget for a consolidated department would be \$2,682,951 (\$3,044,951 minus \$362,000).

### COST ALLOCATION MODELS (ALTERNATIVES)

The methods by which costs are shared or allocated between the towns needs to be determined. (*Calls for service* should be based on a three-year rolling average, adjusted annually to account for any substantial short-term variations in the demand for service.) Several approaches are identified below.

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

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

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

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 the cost of police services as follows:

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

- *Calls for Service* - This cost allocation methodology would provide for a 100 percent distribution of costs based on the number of calls for service in each town.

ALLOCATION ITEM	PERCENT DISTRIBUTION
Calls for Service	100%

Exhibit 25 demonstrates how costs could be distributed in a consolidated police department, assuming that costs are allocated on the basis of equalized valuation, population, and calls for service. The costs shown in the exhibit do not include overhead and benefit costs which will be found in a town’s general budget. The first approach assumes a budget which is \$362,000 less than the total of the 2011 budgets of the departments, or \$2,682,951.

The budget allocation formula results in some savings for each town. The Town of Tisbury would be required to pay small amount in additional costs (+ \$674); Oak Bluffs would save (- \$362,674). There is a slight increase in Tisbury, in part because Tisbury has not filled two positions. However, these costs do not include

savings that should accrue from reduction in overhead and related costs contained in the each town's operating budget. The budget allocation uses the reported calls for service.

**EXHIBIT 25**

**ALLOCATION OF COSTS - MERGED POLICE DEPARTMENTS**

	<b>2010 EQUALIZED VALUATION</b>	<b>PERCENT ALLOCATION</b>	<b>AMOUNT ALLOCATED</b>
Oak Bluffs	3,084,044,400	51.0%	452,379
Tisbury	3,012,870,600	49.0%	441,938
	6,096,915,000	100.0%	894,317

**2009 RESIDENT POPULATION**

Oak Bluffs	3,954	50.2%	449,318
Tisbury	3,916	49.8%	444,999
	14,508		894,317

**THREE-YEAR AVERAGE CALLS FOR SERVICE**

Oak Bluffs	4,937	51.8%	463,308
Tisbury	4,599	48.2%	431,309
	9,536	100.0%	894,617

	<b>PROPOSED ALLOCATION</b>	<b>FY 2011 BUDGET AMOUNTS</b>	<b>DIFFERENCE</b>
Oak Bluffs	1,364,704	1,727,378	(362,674)
Tisbury	1,318,247	1,317,573	674
Total	2,682,951	3,044,851	-362,000

Exhibit 26 shows the allocation of costs for the consolidated police budget based on one criteria, a three-year average of calls for service. Under this approach, Oak Bluffs would save \$337,609 more and Tisbury would save \$24,391.

**EXHIBIT 26**

**COST ALLOCATION BY CALLS FOR SERVICE**

	<b>CALLS FOR SERVICE</b>	<b>PERCENT ALLOCATION</b>	<b>AMOUNT ALLOCATED</b>
Oak Bluffs	4,937	51.8%	1,389,769
Tisbury	4,599	48.2%	1,293,182
	9,536	100.0%	2,682,951



The two cost allocation models show that there are alternative methods of distributing costs. The consolidated police department proposal assumes that there is no need to fill the two vacant positions which are currently assigned to the Tisbury Police Department. Savings in overhead costs, and the control of the growth of costs, will make the consolidation of the police departments economically viable. In addition, it is possible to reduce the fleet of vehicles by several automobiles and trucks.

## VII. IMPLEMENTATION OF CONSOLIDATION

---

The recommendations in this report propose the consolidation of the Oak Bluffs and Tisbury Police Departments. The consultants have provided some general guidance relating to the implementation of a consolidated police department. The proposed governing structure and the method of allocating costs are intended to offer an equitable approach to managing a merged police department.

### GATHERING BACKGROUND INFORMATION

Prior to entering into detailed discussions of the inter-municipal agreement, officials in each town should compile the information necessary to ensure that negotiations are efficient. Some of the initial steps in the consolidation process require town officials to:

- Determine the value of the assets which will be brought to the consolidation (buildings, vehicles, and major equipment).
- Develop a profile of the workforce in each department to determine the seniority of the workforce and the schedule of anticipated retirements.
- Develop a precise consolidated budget which assumes a two to three-year implementation process.
- Determine the most appropriate police facility for use by the consolidated department.
- Review policies and procedures of each police department to assess similarities and differences.

### INTER-MUNICIPAL AGREEMENT

The development of the inter-municipal agreement will require extensive discussions on a number of issues, such as:

- ▶ 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

- ▶ 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
- ▶ the method of selecting and promoting personnel
- ▶ the method of managing administrative and financial services

An important part of the negotiation process is to select one town as the administrative agency to manage finances, human resources, and labor relations issues. 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 earlier sections 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. We recommend that the representatives of each town have equal decision-making authority.

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 would probably 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 withdraw from participation. The Police Department Oversight Committee 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.

**PERSONNEL SELECTION PROCEDURES**

The development of a consolidated police department will change the method of selecting and promoting personnel. Currently, the appointing authority in each town is the Board of Selectmen. With the creation of a consolidated police department, and a Police Department Oversight Committee, the actual selection process should be the responsibility of the Committee. It is important to recognize that, as a public body, the Police Department Oversight Committee would be subject to the Open Meeting Law and other applicable laws.

Once a decision to create a consolidated department has been made, one of the first tasks of the Police Department Oversight Committee is to select a chief of police for the new department. The nature of the selection process should be established by the Committee, but it should include a public process (one or two public meetings), an advertising and outreach process, and a final selection process.

The Police Department Oversight Committee should also develop a policy which describes the selection and promotion process which will be implemented. This policy should be clear to all incumbent employees and Boards of Selectmen in each town.

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

---

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.