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SHERIFF SERVICES FUNDING TASK FORCE  
FINAL REPORT AND RECOMMENDATIONS

October 20, 1993

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FINAL REPORT AND RECOMMENDATIONS

October 20, 1993

**Sheriff Services Funding Task Force**

October 26, 1993

Frank Wood, Chairman  
York County Commissioners  
York County Courthouse  
Alfred, Maine 04002

**Re: Sheriff Services Funding Task Force  
Final Report and Recommendation**

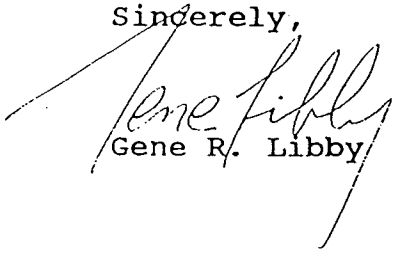
Dear Frank:

I am pleased to present to you a unanimous report from the Sheriff Services Funding Task Force. The report represents a great deal of work and creative energy by those involved. Some of our recommendations will, no doubt, be controversial. They are, however, a beginning of a new age in County government.

The Task Force has asked me to stress to you and your fellow Commissioners that our proposals are intended to be adopted and implemented as a whole. Great care was taken to try to balance our financial recommendations so that fairness was achieved in each particular area as well as overall. We are in hopes that the Commissioners will review and implement the proposals as a whole.

We are pleased to present you with our final report and are anxious to sit down with the Commissioners and explain our findings and recommendations.

Sincerely,



Gene R. Libby

GRL/lbc  
Enclosure

cc: James Bryant, Co-Chairman (w/enclosure)  
Task Force Members (w/enclosure)

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## SHERIFF SERVICES FUNDING TASK FORCE

### FINAL REPORT AND RECOMMENDATIONS

#### I. INTRODUCTION.

The Sheriff Services Funding Task Force ("Task Force") was formed by the York County Commissioners on February 1, 1993. The County Commissioners gave the Task Force a broad mandate to review the allocation of costs for existing Sheriff services provided by County government. Consistent with this broad mandate, the Task Force formulated its mission statement as follows:

To review and evaluate the allocation of costs (staff time, operations, etc.), for the delivery of existing Sheriff services among the municipalities in order to provide recommendations for review by the York County Commissioners regarding the fair and equitable apportionment of costs for Sheriff services by County government. For purposes of the Mission Statement, Sheriff services shall include; (a) police services; (b) jail operations; (c) communications; and (d) service of warrants in civil process.

The Task Force divided into three working subcommittees, jail usage, patrol services, and communications, warrants and civil service. The Task Force met monthly and each subcommittee met independently to collect information and provide reports for the Task Force. The County Commissioners allocated limited funds to provide necessary research assistance, largely to conduct a comprehensive review of the inmate population at the York County Jail in 1992. James Upham, Executive Director of Southern Maine

Regional Planning, provided additional administrative assistance. The Task Force held a public hearing at the York County Courthouse on May 26, 1993 to solicit public input.

It should be emphasized at the outset that the work of the Task Force is but a first step in a continuing process to evaluate, upgrade and adapt public services to the demands of our time. In large part, the Task Force concluded that the single biggest obstacle to effective policy decisions faced by the County Commissioners is the antiquated technology available to the Jail, in particular, and the Sheriff's department as a whole. Effective management decisions can only be made with reliable information. Information retrieved and stored on manual records presents overwhelming obstacles to retrieval, storage and analysis. The Task Force believes that a major focus of County government in the next 3-5 years should be upgrading the computer capability of Sheriff's department, especially the internal operations of the jail. While upgrading the technology and management systems at the Sheriff's Department creates short-term capital costs, increased efficiency and more timely, reliable information should provide more than off-setting long term savings.

A major theme for the Task Force was fairness and equity in the allocation of costs for services of the jail and sheriff's department. The Task Force identified significant disparities in cost allocation between municipalities based on the current

property valuation tax system. What follows is an attempt to make initial adjustments to the method by which municipalities are charged for services of the jail and sheriff's department. It must be emphasized that this is the beginning of what should be an evolutionary process driven by facts and data which the system is currently not capable of producing in a timely and reliable fashion. The goal is to more evenly tailor the expense for County services to those receiving direct benefits mindful that, as with any political institution, absolute parity is not attainable.

## **II. COMMUNICATION, WARRANTS, AND CIVIL SERVICE.**

### **A. Overview and Methodology.**

The Task Force examined several components of the communications division which currently operates from the Jail's facility on Route 4 in Alfred. Eight full-time people provide 24-hour a day, 7-day a week coverage operating the York County Communications Center. The eight full time dispatchers are under the direction of the Chief Deputy. 1992 operational costs were \$285,279.00 while 1993 operating costs are \$291,710.00. York County Dispatch ("YCD") provides primary dispatching services for the Sheriff's Department patrol division, the jail facility, one other law enforcement agency (No. Berwick), as well as serving as the primary administrative conduit for the jail facility.



In addition, YCD provides primary coverage for eight municipal rescue units and fire departments.<sup>1</sup> The department is funded through the county property tax in conjunction with a municipal unit user fee. The unit user fee was established in 1980 as a mechanism through which municipal users of YCD would pay the incremental cost of employees (excluding operational costs, i.e., supplies, equipment and maintenance) necessary to dispatch municipal services. Each municipal service (fire, rescue, police) is assigned one unit of service. Based on an assumption that four dispatcher positions are required to dispatch "county" services, in 1993 the cost of the other four dispatchers, plus fringe benefits and insurances, were assigned to municipal unit users in the amount of \$122,331. (See Appendix at 1).<sup>2</sup> Using this assumed cost of providing municipal dispatch service, the total number of municipal units (19-1/4) in 1993, is divided by the cost of four dispatchers (\$122,331) to yield a per unit assessment of \$6354 for 1993.

In 1992 the total budget for the communications division was \$267,863 with municipal users contributing \$87,693 (33%). In 1993 the total budget is \$291,710 with municipal users

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1. Rescue and fire dispatching is provided for Acton, Alfred, Lebanon, Limerick, Newfield, North Berwick, Shapleigh and Waterboro. Limington rescue is also dispatched by YCD.
  2. The fee schedule attached as Appendix 1 was changed slightly prior to adoption by the 116th Legislature. Only eight positions are authorized, not nine, and the base allocation changed from 4.75 to 4 dispatcher positions. The total portion assigned to unit users decreased from \$126,309 to \$122,331.

contributing \$122,3316 (42%). The Task Force, consistent with its central focus of fairness in the allocation of costs for county service, began its investigation by attempting to determine usage patterns for county services compared to municipal dispatched services.

Unfortunately, YCD does not keep detailed records of calls broken down by use or user. The absence of information about the use of these services was a serious impediment in reviewing the overall fairness of the current system and underscored the necessity to computerize and update management systems currently available.

The Task Force decided to conduct a comprehensive review of all calls to YCD for the month of April 1993. A log was established and total calls were tabulated into five distinctive areas; police, fire, rescue, administration and jail. (See Appendix at 2). The survey established that 8,693 calls were logged in April with only 5.8% (2% rescue, 3.8% fire) attributed to identifiable municipal users. The jail accounted for 47.2% of all calls, sheriff department administration 24%, and police services 23%.

While it would be preferable to have data for a longer period, YCD is not computerized to provide what could and should be critical management information. The Task Force believes that the survey does accurately reflect usage patterns for county and municipal services. Former Chief Deputy Linwood Turnbull, Jr.,

who served as liason to the Task Force, and his successor, C. Wesley Phinney, concurred in this assessment.

The results of the survey were compelling in demonstrating usage patterns for York County Dispatch. Approximately 71% (47% jail, 24% administration) of all calls are for non-emergency services. Only 5.8% of calls were for municipal fire and rescue services. The survey demonstrated that the current municipal unit users formula is out of balance with the quantity of services consumed by municipalities and the amount of monies contributed. Municipal unit users will contribute 42% of the total YCD budget in 1993 yet consume only 5.8% of its services. The Task Force concluded that the survey convincingly demonstrated that the municipal unit users formula should be re-evaluated and adjusted to more accurately reflect current usage patterns between County and municipal services.

The data also indicates that York County Dispatch serves as the primary means for all in-coming calls to the Sheriff's Department and Jail, whether related to emergency services or not. The fact that 47% of the calls are directed to the Jail and another 24% to department administration suggests that York County Dispatch is performing routine receptionist duties which may be more adequately handled, especially during work day hours, by a receptionist. The volume of administration and jail-related calls create the potential to dilute the emergency service role of the dispatch center and to divert them from their primary

purpose. Additionally, diverting non-emergency calls to clerical staff within the jail should both improve efficiency and reduce costs.

The Police Services Division of the Sheriff's Department accounts for 23% of the total volume of calls to YCD. The Police Services Division provides primary police coverage to 14 municipalities without organized police services. Although these municipalities account for approximately 1/4 of all calls to YCD, there is no commensurate cost to the municipality outside that raised from the County property tax. The Task Force concluded that the use of a service should bear some direct relationship to the cost for that service. For many of the same reasons set forth in Section III, infra, the Task Force concluded that municipalities without organized police departments should contribute directly to the expense of providing dispatching services.

Our data established that approximately 30% of all calls involved municipal service. (Fire and rescue (6%), police services (23%)). Currently, municipal unit users contribute 42% (122,331) of the total YCD budget (291,710) and account for only 6% of the calls. To remedy this imbalance, only 30% of total operational costs should be attributed to municipal users and municipalities without organized police departments. 30% of the total operational budget (87,513) would be divided among all municipal and law enforcement users. An additional 14 municipal

units would be added to the municipal unit user base of 19.25 for a total of 33.25. Each of the 14 municipalities without organized police departments would be assessed one law enforcement unit in the amount of \$2,632.

Under the current system, municipal unit users pay \$6,354 per unit. A municipality with two services dispatched by YCD currently pays \$12,708. Under our proposal, the per unit assessment would decrease to \$2,632 and a municipality would pay only \$5,264 for the same level of municipal service. An additional law enforcement unit would be added to each municipality, whether or not a current municipal unit user, under our proposal. A comparison of the current unit user fee with the proposed reallocation of municipal units appears in the Appendix at 3.

#### **B. Recommendations.**

1. The current enabling legislation in this area, 30-A M.R.S.A. § 453, is, at best, ambiguous. It is arguable that the County Commissioners could add fourteen units for County law enforcement services pursuant to section 453. There is no question that the commissioners have the authority to assess municipalities for specific "municipal" services such as fire and rescue. Since the statute may be considered ambiguous, the Task Force recommends that § 453 be amended to clarify existing law and to provide specifically that the County Commissioners may

assess municipalities for communications services related to dispatching county police services in that municipality.

The formula for assessing municipalities for municipally dispatched services should be revised to reflect a more equitable apportionment between municipal users and all other users. The formula should be adjusted to include a unit of law enforcement service to each of the 14 municipalities without organized police departments. The base amount of the formula should be revised to 30% of total operational costs which is consistent with the level of usage by municipal rescue and fire services (6%) and police services (23%). The number of units should be increased from the current 19.25 by adding 14 units, one for each municipality whose police services are dispatched by YCD. Each municipal unit of service (fire, rescue, law enforcement) would be assessed at \$2,632.

2. The Jail receptionist is currently charged to the Chief Deputy's budget. However, over 90% of her time is devoted to coordinating the service of civil papers. It is recommended that 100% of the cost of the jail receptionist be transferred to the civil service division which is currently self-supporting through fees generated for the service of civil process. The civil process budget should be amended to include this cost and the administrative fee charged by the County for providing this service should be increased to recoup 100% of the cost of this position.

3. The County should commence the process of securing funding for state of the art dispatch equipment with an automatic call log feature that will accommodate fire, rescue, police and other law enforcement functions. This system should be compatible with the next generation of communication systems being planned by the Maine Department of Public Safety and utilize available repeater systems which are in place and servicing most small town fire and rescue services. The system should be designed to allow incremental purchase and expansion over a 3 to 5 year period. Funding for capital improvements to the system should be allocated according to usage patterns. 70% of the cost of improvements should be spread through all 29 municipalities through the current property tax. The remaining 30% should be assessed to municipal users as follows: 10% of capital costs should be contributed by municipal unit users that have local fire and rescue units dispatched through YCD; 20% should be contributed by municipalities without organized police departments. Enabling legislation would be necessary to permit the County to pass along capital costs to municipalities in this fashion.

The Task Force strongly recommends that the County retain outside consultants who have the training, expertise and demonstrated experience in the field of communication. The most rapidly changing and dynamic area of our economy is the whole field of communication. Consulting expertise, not salesmanship,

is necessary to obtain the best system to meet the needs of York County now and in the future.

4. In the process of upgrading its equipment, YCD should separate the emergency services function from the clerical/receptionist function. A receptionist should be used to deal with the large volume of non-essential calls normally routed through YCD.

### III. PATROL SERVICES.

#### A. Overview.

The Task Force again had to design a system to gather data sufficient to make management decisions about the use of police services offered by the York County Sheriff's Department. The Task Force was mindful that police services offered by the Sheriff's Department are primarily used by 14 municipalities without organized police forces. The remaining 15 municipalities all have organized police forces and receive no direct benefit from the Police Services offered from the York County Sheriff's Department.<sup>3</sup> The Task Force concluded that police services offered by the Sheriff's Department are unlike any other county service in that each municipality makes a conscious political judgment whether or not to utilize the sheriff's department and thus to save the expense of funding their own organized police

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3. The Police Services Division does provide back-up to municipal departments on request and for special law enforcement needs, like security in and around former President Bush's home in Kennebunkport.



department. The effect of each municipality's choice to rely upon the sheriff's department is to shift the entire cost of police services to the county property tax, and to all other York County municipalities, including those with organized police departments.

The Maine State Police also provide rural police services in York County. Troop A is currently located in Alfred and provides primary police services to rural York County. According to testimony before the Task Force, the State Police and Sheriff's Department patrol the 14 communities with no organized police department. A citizen has the option to call the sheriff or State Police. The originating department handles the call and the other department, depending on the type of call, may provide back-up. Although there may be some duplication, there is ample demand for police services from both agencies. In 1992 the sheriff initiated 1,191 criminal investigations, received 6,591 calls for assistance, and received in total 12,058 calls. The level of activity demonstrates both a need and demand for police services from the sheriff's department.

The Task Force considered and rejected a general recommendation to abolish the police services division of the Sheriff's Department. In today's society, random violence and general lawlessness has shown no decline. President Clinton recently announced a criminal justice initiative to add 100,000 law enforcement officers over the course of the next several

years. The Sheriff's Department provides those municipalities relying upon the police division with a locally elected and responsive public official to service their needs. The state police would not commit at this time to replacing man for man the enforcement lost through elimination of the police service division. It was the general consensus of the Task Force that the police service division of the Sheriff's Department provides valuable services to York County municipalities and that those services should remain available with a fundamental adjustment to allocating the cost for this service.

**B. Methodology.**

The Task Force decided to look at the level of services used by each of the fourteen municipalities primarily serviced by the Sheriff's Department. Using 1992 records, police services were divided in four categories (criminal investigation, calls for assistance, traffic/accident, and property checks). Total activity by the police services division is shown in the Appendix at 4. The division of services between the fourteen municipalities is shown in the Appendix at 5. Note that municipalities with police forces are grouped into one "all other" category accounting for only 2.36% of all police services. Buxton, which established a police force midway through 1992, is shown separately.

The 1992 budget for police services was \$592,292. The 1993 budget is \$637,414. For purpose of our analysis, the Task Force

compared the actual cost of using police services based on 1993 property valuations and a police services budget of \$637,414. (See Appendix at 6). The fourteen municipalities that primarily depend on police services contribute only \$110,140 of their tax dollars to support services which cost \$602,842. (Compare value of patrol services with taxes paid on \$637,414, Appendix at 7.) The Appendix at 7 allocates the cost of police services by the total percentage of services received by that municipality and compares that municipality's tax contribution. In every instance, the cost of the service substantially exceeds the proportionate tax contribution.

#### **C. Conclusions.**

Of the 12,058 incidents reported in 1992 only 285 or 2.36% were outside the fourteen towns patrolled by the sheriff's department. (See Appendix at 5). Municipalities with organized police departments account for 75.6% of the population and pay 80.9% of the County taxes used to fund police services. Municipalities without organized departments received 97% of the services of the patrol division (see Appendix at 5), but contributed only 18% of the cost of providing these services. (See Appendix at 6). Clearly an imbalance exists under the current system.

The data reveals that there is a wide variation in the number of incidents reported between municipalities, ranging from a high

of 69.2 per hundred population (Alfred)<sup>4</sup> to a low of 16.63 per hundred population (Limington). (See Appendix at 8). The Task Force looked at other factors including traffic-related incidents per municipality based on primary and secondary highway mileage within a municipality. In our attempt to find a fair and reliable predictor of a municipality's use of police services, the Task Force concluded that population was the most consistent and reliable factor.

The Task Force concluded that it was unfair and inequitable to require municipalities with their own police force to contribute eighty percent (80%) of the cost of policing those municipalities who do not. Conventional rationales for spreading the cost of service over a larger tax base did not seem to justify this system as it is currently funded. Beneficiary towns are not the "poorest" - in fact some of the towns with the highest per-capita valuation are patrolled by the Sheriff's Department.

The Task Force concluded that municipalities without police departments should contribute the majority of funds for a service that was used by only 14 of the 29 municipalities in York County. However the Task Force did not conclude that a direct fee for

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4. The Task Force notes that Alfred, as the County seat, has an artificially higher per incident rate because of the location of the jail and courthouse in Alfred. Our data indicates that approximately 20% or more of all police service calls in Alfred can be attributed to the County as opposed to service calls from Alfred citizens.

service formulation was achievable or desirable at this time. All municipalities receive some intangible benefit as a result of the existence of the sheriff's police services. The benefit may involve back-up services to other municipalities, availability for emergency response to significant disasters, or the general hazard to all from areas without any police service.

The Task Force concluded that municipalities who use the police service division should pay 60% of the cost of those services through a per capita assessment with the remainder funded by the general County property tax.

#### **D. Recommendations.**

The Task Force recommends that each municipality relying upon the Sheriff's Department for police services be assessed a per-capita fee of \$11.36 adjusted annually to maintain a 60/40 ratio. For 1993, the total police services budget is \$637,414. User communities would be assessed a per-capita charge for 60% (\$382,448) divided by the total population in those municipalities (33,663) based on the last census. The amount raised pursuant to the per-capita charge would be used to offset property based funding for the police services division. This proposal will require legislation in order to be implemented. It is the intent of the Task Force that municipalities will not be able to opt out of the per-capita charge unless they organize and fund their own full-time police department<sup>5</sup> or contract with

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5. A full-time police department must provide 24 hour coverage to the entire municipality to qualify for exclusion under this proposal.

another agency. Municipalities may also consider contracting directly with the County or other agency to provide contract police services to that municipality.

The Appendix at 9 shows the total tax and per capita burden for all municipalities under this recommendation. Municipalities who do not use police services will realize the most significant savings but still contribute \$211,025 to the operation of the police services division. The Appendix at 9 also shows the total per capita fee and property tax assessment under this proposal.

The Task Force believes that the proposed formulation will more equitably allocate the costs of services which are primarily used by fourteen user municipalities who have not funded organized police departments. Additionally, costs vary directly in relation to population which is a reliable predictor of the level of criminal services that a municipality uses. The Task Force recognizes that a municipality may rightfully demand a greater participation in the delivery of these services. The Task Force has included a recommendation for the establishment of a budget committee, similar to budget committees operating in most of the other counties in Maine, composed of municipal officials which will provide direct access and review of the cost components for which these municipalities will be primarily responsible. This budget committee recommendation is discussed further in Section VI, infra.

The Task Force considered and rejected a proposal to review line items within the police services division. The Task Force identified that all of the Sheriff's salary and the Chief Deputy's salary is charged to the police services division. Under the proposed formulation, a closer analysis of the appropriateness of these items may be in order. However, the Task Force concluded that that function was best left to the municipalities through the budget committee process.

#### **IV. JAIL USAGE.**

##### **A. Methodology and Measurement Standard.**

The Task Force approached the use of the York County Jail in the same fashion it analyzed other county services - to review, or in the case of the jail, to create a data base upon which decisions could be based. Likewise, consistent with communications and police services, the Task Force wanted to make determinations with respect to each municipality's use of the jail in this process. The Task Force decided to allocate responsibility among the municipalities by the arresting agency or, in the case of the state police and sheriff's department, the location of the crime. Unlike many public services, law enforcement is a service which crosses municipal, county and state jurisdictional lines. The effectiveness of a local law enforcement unit can be judged by many standards, but for purposes of determining jail usage, the Task Force believed that the arresting agency/location of the crime formulation was the

most reliable indicator of the demand that a municipality placed upon the county jail. The Task Force considered and discounted allocating arrests based upon the residence of the arrestee since it would require enormous record keeping obligations and, especially where dealing with an itinerant population that usually frequents the jail, determining residence would be problematic at best. Further, the arresting agency generally correlates with the location of the crime, a determining factor in the citing of jurisdiction and venue for criminal prosecutions. The arresting agency/location of crime criteria are factors which can be easily tracked by the current criminal justice system.

**i. State Police and Other Law Enforcement Agencies.**

The Task Force considered that all arrests are not made by municipal law enforcement agencies. The York County Sheriffs Department provides rural law enforcement services to fourteen municipalities who do not maintain their own police departments. In addition, Troop A of the Maine State Police, located in Alfred, provides rural patrol services to the same municipalities who do not have organized police departments. Arrests are also made by such agencies as game wardens, marine resources, and the Maine Drug Enforcement Agency. The Task Force determined that for purposes of analyzing jail usage, the location of the arrest, not the particular arresting agency, was the important factor. Every arrest, regardless of the responsible agency, contributes



to the public order of that municipality. In other words, the Task Force took the view that the arresting agency was not material to a municipality's use of the jail facility. For those municipalities with organized police departments there will be a direct correlation, in all others, location of the crime will be the determining factor. The one common denominator for all municipalities is the existence of an approved state facility available for those individuals who require incarceration.

**ii. The Turnpike and Alfred Factors.**

The State Police are designated by statute as the exclusive law enforcement agency with respect to the Maine Turnpike. The turnpike runs through many York County towns and, under the task force formulation for allocating jail usage to particular municipalities, turnpike arrests would not be allocated to the respective municipalities based upon the location of the arrest. State Police activity within municipalities through which the turnpike runs vary with many factors. The Turnpike enters through York and that town also has the greatest turnpike mileage. Our data shows high activity by the State Police in York (29.8%), with low activity in Biddeford (4.6%). To avoid skewing our data or diluting our central focus - fairness - it seemed fair and appropriate to eliminate the turnpike in our formulation.

Of all municipalities, Alfred appears to be in a unique position as the location of the County Jail and Superior Court.

As a result of its location, some criminal activities can be attributed to Alfred as a result of criminal conduct within the jail and court facility. Our data shows that for 1992 approximately 20% or more of police service calls in Alfred could be attributed to the County and not service calls from citizens of the town of Alfred. Under the proposed system for allocating arrests by location of crime, neither Alfred or other municipalities (York, Sanford and Biddeford) should not be penalized for their host status. The Task Force believes that police incidents originating at the jail or court facilities should not be attributed to the host municipality.<sup>6</sup>

**B. Data Collection.**

To determine current jail usage, the Task Force decided to focus on the calendar year 1992. The jail currently maintains a log of all incarcerated individuals called the "bible". The County Commissioners allocated funds to the sheriff to abstract information from the bible for purposes of this study. The information was collected and then placed in disc format by students at a New Hampshire Vocational School. For calendar year 1992 the total number of people booked and/or incarcerated was 3,498. (See Appendix at 10). This number does not represent 3,498 different individuals but may include the same individuals

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6. The supporting data in the Appendix does not exclude the turnpike or Alfred factors from our financial analysis since the current manual record-keeping practices of the Sheriff's Department make retrieving this data difficult or impossible. The anticipated overall financial impact should be very small.

who are booked for multiple criminal episodes or, more frequently, where an individual is arrested, subsequently bailed, then convicted and incarcerated again for the same criminal act. The survey demonstrates that jail usage is concentrated in two areas; 37% of all incarceration events involve booking (1294) and 43% involve incarcerations of between 1 and 5 days (1506). (See Appendix at 10). The remaining 20% of jail usage involve incarcerations of more than six days.

The survey of 1992 incarceration events identified a total of 30,297 jail days. (See Appendix at 11). Jail days were attributed to a particular municipality based on the location of the crime and ranked per 1,000 population. Biddeford had the heaviest jail usage (4,867 jail days) followed by Sanford (3,026 jail days) and Saco (1,783). When ranked per 1,000 population, Alfred ranked at the top with 420.9 jail days per 1,000 population. As discussed previously, this anomaly can be attributed to the location of the jail and Superior Court in the Town of Alfred.

The Task Force also looked at the total number of bookings per 1,000 population. (See Appendix at 12). Sanford accounted for 31% of all bookings at the York County Jail in 1992. Biddeford followed a distant second, accounting for 8% of all bookings.

Total incarcerations by agency is shown in the Appendix at 13. The percentage of incarceration events attributed to the

State Police and all York County municipalities is shown in the Appendix at 14. State Police activity appears to correlate strongly with the turnpike in Kittery, York, Wells, Kennebunk, Biddeford and Saco. As would be expected, the balance of state police activity is concentrated in those municipalities without organized police departments.

Of 30,297 jail days, the records were insufficient to attribute 8,814 of those days to a particular municipality. (See "unknown" jail days, Appendix at 15). This accounts for almost 29% of total jail days. However, when those jail days are translated to events of incarceration, the data was insufficient to attribute 8,814 jail days (29%) but only 355 (10%) of total incarcerations. The Task Force did adjust total jail days by distributing the unknown jail days and incarceration events in proportion to the known data. (See Appendix at 16). Most of the unknown jail days and incarceration events occur as a result of Superior Court judgements where the origin of the arrest is not recorded in the Superior Court Judgment and Commitment. It should be emphasized that while the unknown jail days were adjusted in purporting to the known jail days, our financial analysis and recommendations are based only on the "known" data.

### C. Definitions.

The Task Force adopted the following definitions:

i. **Prisoner Day.** A prisoner day is a period of time equal to or greater than 24 hours.

ii. **Booking.** A booking is considered to be a period of incarceration of less than 24 hours.

**D. Calculation of Average Cost Per Prisoner Day.**

The average cost per prisoner day was determined by dividing the total number of prisoner days (30,297) by the total 1992 jail budget (\$2,423,000). The average cost per prisoner day is \$79.97.

**E. Present Funding Mechanism for Jail Services.**

The primary funding mechanism for all County services is the property tax. It is well known that the property tax can be characterized as a regressive method of taxation since it is unrelated to real income. For purpose of our analysis, the Task Force used each municipality's County tax for 1993 and determined what percentage of the County tax went to maintain the County jail. This was calculated by determining that 62.3% of the County budget is dedicated to the York County Jail. This percentage was then applied to each municipality's county property tax to determine the total contribution to operate the jail. Each municipality's tax based contribution to operate the jail is shown in the Appendix at 17.

As a general proposition, larger communities are more frequent users of the jail and benefit from the current property taxation system. The Task Force explored ways to modify the current system to fund the jail which was related to usage. A direct usage mechanism, similar to that proposed for patrol

services, was considered and rejected by the Task Force. While population was a fair measure of the use of police services, its relationship to jail usage was less direct. If, for example, 60% of jail costs were funded on a per capita basis, there would be a large transfer of costs from areas of high per-capita valuation to areas of low per-capita valuation. Such a shift would impact those towns with low jail usage more than towns with high jail usage.

Other factors must also be considered. Under the State's Community Correction Act, the county is reimbursed for jail days for inmates who, prior to a change in the law in 1987, would have been incarcerated in state facilities. Given the sheriff's current manual record keeping practices, it was impossible to identify or attribute these monies among the municipalities. The sheriff's department is in the process of computerizing its record keeping practices. This process will greatly enhance the availability of information so that jail usage patterns can be identified quickly and efficiently. With this information, inequities can be more quickly identified and remedied. The Task Force believes that our study is a first step at fine tuning the relative costs and benefits received by each municipality through the operation of the county jail. It must be emphasized that computerizing the jail and its record keeping practices is the first step in this process. Better record keeping systems will

allow the county commissioners to identify problems and maintain parity and fairness to all users.

**F. Conclusions.**

The Task Force concluded that larger municipalities are heavier users of jail services and that they generally receive more in services than contributed through the current property tax base system. The current system creates some significant inequities for municipalities that have organized Police Departments (Old Orchard, Ogunquit, Kennebunk, Kennebunkport, Wells, and York) and are not significant users of the jail. The chart appearing in the Appendix at 18 shows that York contributes proportionately \$62,489.00 to patrol services and receives no services and contributes \$217,706.00 for the cost of operating the jail with little corresponding return. Other municipalities are also doubly impacted by the present system and show significant net deficits between taxes paid and services received for police and jail services; Wells (\$154,945.00), Kennebunkport (\$125,908.00), Kennebunk (\$120,862.00), and Ogunquit (\$116,566.00).

Although the Task Force recognizes that larger municipalities (Biddeford, Sanford) consume more in actual jail days than smaller municipalities, the remedy to this imbalance is difficult to achieve. First, the Task Force had to address a fundamental weakness in its data. With 29% of all jail days unknown, relying on this data to make a broad based proposal was problematic at

best. Before solid and workable proposals can be made an accurate data base is required. For this reason, the Task Force recommends that, upon computerization, this issue be revisited again. At a minimum, a full year of computer based data should be available so that adequate and supportable conclusions can be drawn. Second, the county receives direct reimbursement from the state through the Community Corrections Act for prisoners who are boarded in the County Jail who would, prior to changing state laws, have been boarded at state institutions. An accurate assessment and measurement standard to account for these and other factors was beyond the technical capacity of the Task Force.

The Task Force attempted to identify and draft proposals which are related to usage. Our proposals with respect to communication and patrol services demonstrates an adjustment tied to usage but not exclusively dependent upon usage. The Task Force also recognized that there must be a logical link between its various recommendations, not only for the sake of consistency, but also to achieve a proposal that is fair to all, large and small municipalities, regardless of geographical, political or other considerations. To accommodate these objectives, given the limitations of the data available to the Task Force, a modified usage system tied to two incarceration events, one booking and the other pretrial detention, is being proposed. Each proposal is designed to shift to the municipality



identifiable costs for these events. The shift will impact frequent jail users more than less frequent jail users. The cost will be shifted directly to the municipality and will be a revenue source to the County to offset the amount raised through taxation. It is anticipated that the proposals will raise \$413,000 to roughly approximate the shift being made to users of patrol and communication services.

It must be emphasized that this is neither a perfect nor permanent solution. Computerization of the sheriff's department will enhance decision making ability. Likewise, the imposition of these fees will also effect decision making at the local level as it is designed to do. The booking and pretrial fees, while permitting collection from the individual, will shift costs from less frequent users to more frequent users. These proposals are but a first step and not a final destination.

**G. Recommendations.**

1. The Task Force recommends that the County propose legislation allowing the County to collect a booking fee from each municipality based upon the number of individuals booked from that municipality. The booking fee would be imposed to recover "actual administration costs" which have been calculated by Chief Deputy Phinney to be \$69.24 per booking. (See Appendix at 19). The booking fee would be recoverable by the municipality from the arrested individual only upon conviction of the crime charged or a related crime. The State of California currently

uses the booking fee with great success. The Task Force believes that the booking fee would have positive effects in providing an incentive to municipalities to control the number of individuals booked at the York County Jail. Additionally, it would be a revenue source for the jail which would be grossly tied to jail usage and thus vary depending on how well a municipality controlled unnecessary booking procedures. Projected revenue from the booking fee per municipality is shown in the Appendix at 20.

The Task Force recommends that for every two dollars anticipated to be collected in booking revenue that there be a corresponding one dollar offset in the amount needed to be raised by taxation. The two for one formulation is recommended for the first year to determine what impact the booking fee has on local decision making. It is anticipated that the booking fee will enhance local decision making, reduce unnecessary jailings, and consequently improve the efficiency of the jail as a whole. A straight dollar for dollar property tax offset would appear inappropriate where it is anticipated that municipal police departments will initially reduce their use of the jail. This proposal is projected to raise \$216,000. (See Appendix at 20).

Municipalities would be billed directly by the county for each booking, probably on a monthly basis. The municipality would be entitled to recover the booking fee from the arrested individual upon conviction. The legislation should provide that

the municipality would be able to collect the booking fee through a variety of mechanisms. First, municipalities should be authorized to collect the booking fee upon the registration or re-registration of any of vehicle registered through that municipality. Second, a municipality should be authorized to add the assessment to any real property assessment in that municipality. Finally, the court would be able to include the booking fee in the judgment of conviction or add the booking fee as a condition of probation.

2. The second component of the jail usage recommendation would involve a similar proposal to recover directly from the municipality pretrial board costs for up to 10 days pretrial confinement. Ten days was chosen as the cut off point since 51% of all incarcerations are between 1 and 10 days. The Task Force also believed that, although pretrial detention costs can be recovered from the individual, a 10-day cut off was prudent since municipalities may be unable to recover a significant portion of these costs from individuals. The pretrial per diem rate would be set pursuant to the Community Corrections Act, 34-A M.R.S.A. § 1210. For calendar year 1993, the per diem rate for the York County Jail pursuant to the Community Corrections Act is \$54.35.

Like the booking fee, pretrial per diem board costs for a maximum of 10 days would be recoverable by the municipality from the arrested individual only upon conviction of the crime charged or a related crime. Municipalities would be billed directly by

the county for pretrial confinement days, probably on a monthly basis. The municipality would be entitled to recover the booking fee from the arrested individual upon conviction. The recoupment provisions of this legislation would, like the booking fee, provide the municipality a variety of mechanisms to recover this cost. Those mechanisms would include: collection upon registration or re-registration of any vehicle registered through that municipality, adding per diem pretrial confinement costs to any real property assessment, and repayment per order of the court through a judgment of conviction or as a condition of probation. The court will be required, consistent with current law, to set reimbursement to the municipality based on the individual's ability to pay. It must be stressed that an individual's ability to pay at the time of imposition of sentence should not be the determining factor. An individual's capacity to pay in the future, especially where lengthy probation is involved, is a better measure of an individual's true ability.

Based on 1992 jail usage, this proposal should generate \$196,877. (See Appendix at 21). The estimated pretrial board fee per municipality is also shown in the Appendix at 21. The Task Force recommends a dollar for dollar reduction from the amount to be raised through taxation. It is anticipated that with the computerization of record keeping practices at the jail, data should become more readily available to municipalities who will be able to budget for this cost and develop their own cost

recovery systems. The net financial impact of usage based costs for the jail (pretrial board and booking) is shown in the Appendix at 17. The combined effect would reduce the amount raised through taxation from \$2,423,319 to \$1,979,601. Usage costs would vary from a high of \$80,577 for Sanford to a low of \$696 for Dayton. More importantly, the overall effect is to redistribute costs to the larger users and savings to the smaller users.

3. The Task Force recommends that the current jail administration vigorously enforce the recovery of medical expenses incurred on behalf of inmates through existing state statutory mandates. Title 30-A M.R.S.A. Subsection 1561 permits the County to pursue civil actions against inmates to recover medical, dental, psychiatric or psychological expenses. The Commissioner's budget does not indicate any revenue from this source. In 1992 the County contributed over \$160,000 for prisoner medical expenses. Although the Sheriff created a medical cost recovery program in 1991, the program has not recovered any money. The Task Force recommends a part-time administrative person be funded to be exclusively responsible for the recovery of medical costs. If properly administered, the cost of the position should be recovered through the program. While total recovery of medical costs is not an achievable goal, recovery of just 25% of total costs would yield 40,000, pay for

the clerical position and return a sizeable dividend to the county.

4. The Task Force recommends that the Sheriff continue development and expansion of alternative sentencing programs including work release. The current law allows the County to recover "the cost of board in the jail" from any prisoner who is released to work. All wages through such employment are to be paid over to the Sheriff immediately. The Sheriff is authorized to deduct the prisoner's board and travel expenses before dispersing the money to the prisoner for dependents and the like. Only \$3,000 was collected in 1992 with \$2,000 anticipated in 1993. The work release program should be expanded, consistent with public safety and individual circumstances, to further defray escalating jail expenses.

5. The Task Force recommends that the current administration aggressively investigate participation in the jail industry's authority program through existing statutory authorization. 34 A M.R.S.A. § 1211. The jail industry's authority was established to provide a means by which counties could voluntarily participate in the production of prisoner-made goods and service for interstate commerce under the provisions of the private sector Prison Industry Enhancement Certification Program. The revenue potential is unknown but should be aggressively pursued. A jail industry is perhaps the most direct and cost effective method of general property tax relief in this country.

Current law allows the county to defray the cost of board and other expenses from an inmate's wages. Creating jail based jobs provide an immediate pool of funds to defray these expenses without the need for expensive collection efforts.

Often times we look for complicated solutions to simple problems. Maintaining a state certified county jail is an expensive business. Current state law provides a variety of mechanisms for the county to recoup costs from incarcerated individuals. The Task Force has found that laws already on the books are not fully utilized or simply ignored due to a critical shortage of personnel to effectively administer the programs. Establishment of a jail industry could provide the most effective and direct property tax relief to citizens of this county while at the same time addressing the most common complaint from inmates at the York County Jail - there is nothing to do. With this recognition, the task force strongly recommends that the county commissioners consider immediately forming a task force of municipal and business leaders to prepare recommendations for the implementation of a jail industry. There are numerous success stories around the country. A strict timetable should be adopted for both a proposal and implementation of recommendations. While the sheriff has made strides to move the jail in this direction recently, the recycling program proposed in 1992, for example, a county-wide effort is most appropriate at this time.

6. Current state law allows the court to assess each inmate, based upon that inmates financial capacity, up to \$20 per day to defray the cost of board at the county jail for sentenced individuals. 17-A M.R.S.A. § 1341. District Attorney Michael Cantara has been consulted with respect to the use of this statute as a routine incident of sentencing, whether by conviction or plea negotiation. District Attorney Cantara has agreed to adopt a policy to request the court to impose per diem board fees based upon the inmates ability to pay. It was felt that the standardization of this policy within the district attorney's office would aid in the enforcement of Section 1341 and utilize more effectively the court system that has authority to order the repayment of these monies in the judgment and commitment or as a condition of probation. It was further recognized that once standardized, the county would be able to recoup at least some portion of these costs.

**V. SUMMARY OF MAJOR RECOMMENDATIONS.**

The financial impact of each recommendation on each municipality appears in the Appendix at 22. The cost/savings analysis is then rated per municipality. Like each of the individual proposals, the majority of savings are directed to the municipalities with the greatest imbalance under the current property tax system. The largest redistribution of costs will be to those municipalities without full time police departments who rely primarily on the Sheriff's Department and State Police.



These costs, however, are significantly less than the cost of maintaining full time police departments within the municipality and therefore remain financially attractive.

It is our hope that the reader does not lose the essence of the proposal by focusing exclusively on pluses and minuses. These proposals are intended to be implemented as a whole and not separately. The Task Force has attempted to provide a balance between all areas and that balance would be destroyed by piecemeal implementation.

#### VI. GENERAL RECOMMENDATIONS.

1. Each subcommittee which reviewed its specific area overwhelmingly reached the same conclusion - that the Sheriff's Department is currently operating in a technological vacuum. Records are manually maintained, information is cumbersome to retrieve, management decisions are thus imprecise at best. The Task Force has learned that the Sheriff's Department has purchased a computer and software system designed for law enforcement usage. Training is currently on-going. The Sheriff's Department hopes to have 7 terminals on-line with two printers by early 1994. The Task Force believes that the Sheriff's Department must be provided the tools to effectively manage the department in a cost efficient fashion. Decisions that the Task Force felt necessary to make came through a difficult and often haphazard retrieval process which would have been greatly simplified had the equipment existed.

Based on a presentation by Lt. Robert Boynton of the York County Sheriff's Department, there still exists a need for three terminals. The Task Force recommends that these terminals be funded in the 1994 budget and then adequate funding be allowed for the training and continued upgrade of the system. It is felt that these short term costs would result in long term benefits which will be seen directly in improved decision making by all involved policy makers.

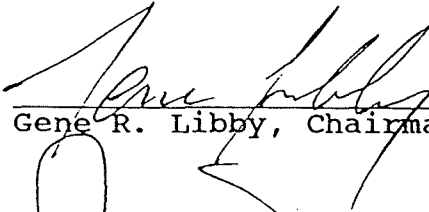
The Sheriff's Department should utilize existing resources available for upgrading, improving and training its staff. In addition, the Task Force recommends that the sheriff be permitted to retain outside consultants or other experts which will aid in the implementation, upgrade and use of the management systems at the York County Jail.

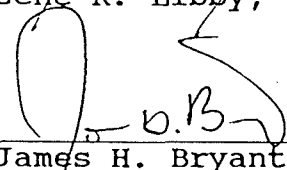
2. The Task Force recommends that legislation be proposed to form a municipal budget committee to review and advise the County Commissioners in formulating the County budget. The Task Force also recommends that the current budget process, providing for review by the entire York County delegation, be replaced by the County Budget Committee. The current system is much too acrimonious, inefficient, and fails to address legitimate county needs. The budget committee should be elected or appointed and authorized to review and make binding recommendations. The County Commissioners should have authority to over-rule a municipal budget committee by unanimous vote. The mechanisms for

budget committees are already in place for the majority of Maine counties. The budget committee would provide municipalities with a means of access and input to the funding of county services.

3. The Task Force recommends that the State immediately release to York County their community corrections funds which are currently not being paid, ostensibly because of State budget limitations. In 1991 the county received \$177,339 in reimbursements from this account. In 1992, the county received \$163,811. It is anticipated that only \$125,000 will be received in 1993. The State should not attempt to balance its budget on the backs of the counties and should reimburse York County as required by the Community Corrections Act.

Dated: October 20, 1993

  
Gene R. Libby, Chairman

  
James H. Bryant, Co-Chairman

Report adopted unanimously by York County Sheriff Services Task Force on October 20, 1993.

Michael Chasse, Sanford  
Gary Plamondon, Kennebunk  
Robert St. Onge, Lyman  
John Sylvester, Alfred  
James Bryant, Acton  
Bonita Belanger, Biddeford  
Richard Erb, Kennebunk  
Larry Mitchell, Saco  
David Alexander, Wells  
Bruce Lamb, Shapleigh  
C. Wesley Phinney, Sheriff Department liason  
Linwood Turnbull, Sheriff Department liason

## APPENDIX

**Note:** The analysis of services was based on 1992 data. The Task Force has not attempted to account for the so-called "Turnkpike" and "Alfred" factors in its analysis. The Task Force wishes to emphasize that the data used here is dynamic and will be changing in the future and should be continually updated by the new computer based systems which should be on-line and functioning by January 1994.

APPENDIX 1

YORK COUNTY COMMUNICATIONS FEE SCHEDULE

Date: April 07, 1993/ updated April 15, 1993

Users are billed as follows

4.25 dispatcher positions, This based on 9 positions, one of them a new position created in 1993's budget. This in effect eliminates the created 2 overtime shifts a week.

Health Insurance benefit's on the 4.25 personnel

Life Insurance on 4.25 personnel

F.I.C.A. benefits on 4.25 employees @7.65%

Workmans Comp. on 4.25 employees @6.65%

M.S.R.S. on 4.25 Personnel

Unemployment on 4.25 Personnel

Total budget wages 9 personnel =\$201690.00

Total Wages based on 4 1/4 lowest paid personnel	\$79047.00
Health Insurance benefits on 4.25 Personnel	5535.00
Replacement Vacation/Sick Leave/Holiday	18915.00
Life insurance on 4.25 Personnel	839.00
F.I.C.A. @ 7.65% on 4.25 Personnel	7494.00
Workmans Comp @ 6.65% on 4.25 Personnel	6514.00
M.S.R.S. on 4.25 personnel	1836.00
25% cost training of 4.25 Personnel	378.00
25% maintenance and Capital Improvements \$23000 =	5750.00

Total figure to be billed to users \$126309.00  
Corrected 04-15-93 per. Dave Adjutant

This budget that has been sent to the Legislative Delegation. The delegation at this time has not acted on the budget. Until such time as they do we are not able to provide a firm figure to the users for their billing.

Linwood Turnbull Jr.

Chief Deputy

File:dispat1/update 04-15-93

cc: David Adjutant

Sheriff Bemis

## PHONE LIST

## APPENDIX 2

DATE	SHIFT	POLICE	FIRE	RESCUE	ADMINISTRATION	JAIL
040193	A <sup>0801-</sup> 0800	11	2		16	5
		5	1		3	2
	B <sup>0800-</sup> 1600	11	1	1	11	9
		22	11	7	45	32
		43	5	5	73	45
		C	9	3	2	9
040293	A	5			2	1
		7			3	8
	B	20	1	1	33	39
		28	2	2	55	48
	C	6		1	12	36
		7	1	5	5	12
040393	A	6	1		4	6
		9			2	8
	B	15	3	5	5	30
		3	3	1	10	28
	C	2			6	6
		4	1		11	17
040493	A	1	2			5
		2	1		3	1
	B	4		1	4	13
		9	1	1	9	25
	C	13			4	12
		3		1	6	13
040593	A	3	4	1	1	4
		8	1			7
	B	38	2		43	55
		10			4	27
	C	13	1	3	25	34
		14	2	1	2	31
040693	A				3	1
		9	1			7
	B	10	2	3	24	31
		23	5	2	31	59
	C	15		4	5	35
		15	2	1	16	25
040793	A			1	5	2
		18	1			6
	B	21	3	1	32	24
		40	3	1	40	46
	C	4		1	2	14
		7			10	30
040893	A	7	4	3	2	2
		19	1	1	37	52
	B	23	2	1	37	54
		3	1		9	37
	C	4			1	3
		6	1	2	7	21
040993	A	8	1	1	6	9
		15	3	5	29	46
	B					
		27	6	2	35	76

# PHONE LIST

<u>DATE</u>	<u>SHIFT</u>	<u>POLICE</u>	<u>FIRE</u>	<u>RESCUE</u>	<u>ADMINISTRATION</u>	<u>JAIL</u>
040993	C	2		1	2	3
		8			10	28
		8	1		7	23
041093	A	5	1	2	4	7
		6				6
		6		4	5	9
	B	18	8		12	20
		9	5		5	18
	C	4				7
		4	1		4	20
041193	A	7	1		2	6
	B	1			6	13
		13			8	17
	C	1			4	26
		4	4		6	14
041293	A	2				6
		2			3	8
	B	11			4	13
		33	4		41	49
		4	1	1	35	25
	C	18		1	5	33
041393	A	1		1	4	7
		2			3	5
	B	15	5	4	22	47
		8	6	2	48	55
	C	18			6	23
		18	1	1	6	18
041493	A				3	1
		11	1			7
	B	10	4	1	23	32
		34	8	1	33	71
	C	2			4	28
041593	A	12		4	1	10
		4	1	1		9
	B	22	3		24	43
		32	4	4	35	62
	C	1				3
		7			8	38
		9	2		5	18
041693	A	7				6
	B	12	4	2	23	28
		17	1	3	29	69
	C	14	1		5	22
		5				9
		5			12	33
041793	A	3	1	1		5
		5		1	2	4
	B	13	6	2	8	17
		14	8		9	27
	C	21	1	1	7	37
		7	1		3	13

# PHONE LIST

<u>DATE</u>	<u>SHIFT</u>	<u>POLICE</u>	<u>FIRE</u>	<u>RESCUE</u>	<u>ADMINISTRATION</u>	<u>JAIL</u>
042693	C	15	2		2	27
		4	1	1	11	40
042793	A	10	1	1		8
		2		1	1	2
	B	26	2		35	79
		9	3		27	26
	C	12	6	2	9	48
		41	3		13	35
042893	A	1		1	4	
	B	3	1		11	23
		30	2		29	46
	C	10	3		3	15
		15	4	1	12	30
		17	4	2	15	24
042993	A				1	6
		3				7
	B	14	3	1	25	22
		27	1	2	44	55
	C	20	1	4	9	35
		8		3	10	29
043093	B	13	1		27	29
		20		2	37	44
	C	22	4	1	13	34
		3	1		1	6
		3	1		2	2
		9			6	31

2% RESCUE

3.8% FIRE

23% SHERIFF'S POLICE SERI

24% ADMINISTRATION

47.2% JAIL

TOTAL POLICE 2007      TOTAL FIRE 339      TOTAL RESCUE 189  
TOTAL ADMINISTRATION 2051      TOTAL JAIL 4107



File: INCARC1

Page 1

40

PROPOSED RE-ALLOCATION OF DISPATCH UNIT USER FEES AND EXTENSION  
OF FEES TO ALL MUNICIPALITIES POLICED BY SHERIFF'S DEPARTMENT

TOWN	TAXES ON \$169,379	OLD UNIT USER FEES	TAXES ON \$204,197	NEW UNIT USER FEES	COST OR (SAVINGS)
NORTH BERWICK	\$4,834	\$25,416	\$5,828	\$10,528	(\$13,894)
ACTON	\$3,870	\$14,296	\$4,665	\$8,554	(\$4,948)
IMERICK	\$1,478	\$12,708	\$1,782	\$7,896	(\$4,508)
NEWFIELD	\$1,486	\$12,708	\$1,792	\$7,896	(\$4,506)
ALFRED	\$1,606	\$12,708	\$1,936	\$7,896	(\$4,482)
LEBANON	\$2,721	\$12,708	\$3,281	\$7,896	(\$4,252)
HAPLEIGH	\$2,942	\$12,708	\$3,547	\$7,896	(\$4,207)
WATERBORO	\$3,855	\$12,708	\$4,648	\$7,896	(\$4,019)
LIMINGTON	\$1,524	\$6,354	\$1,838	\$5,264	(\$776)
BERWICK	\$3,328	\$0	\$4,012	\$0	\$684
SOUTH BERWICK	\$3,676	\$0	\$4,431	\$0	\$755
BUXTON	\$4,046	\$0	\$4,878	\$0	\$832
LIOT	\$4,879	\$0	\$5,882	\$0	\$1,003
GUNQUIT	\$6,603	\$0	\$7,960	\$0	\$1,357
KENNEBUNKPORT	\$8,798	\$0	\$10,607	\$0	\$1,809
OLD ORCHARD	\$8,829	\$0	\$10,644	\$0	\$1,815
ITTERY	\$9,075	\$0	\$10,916	\$0	\$1,841
KENNEBUNK	\$11,031	\$0	\$13,298	\$0	\$2,267
SACO	\$11,699	\$0	\$14,104	\$0	\$2,405
ANFORD	\$12,385	\$0	\$14,931	\$0	\$2,546
CORNISH	\$825	\$0	\$995	\$2,632	\$2,802
DAYTON	\$877	\$0	\$1,057	\$2,632	\$2,812
ARSONFIELD	\$1,456	\$0	\$1,756	\$2,632	\$2,932
OLLIS	\$2,039	\$0	\$2,458	\$2,632	\$3,051
ARUNDEL	\$2,052	\$0	\$2,474	\$2,632	\$3,054
YMAN	\$2,535	\$0	\$3,056	\$2,632	\$3,153
ELLS	\$15,518	\$0	\$18,708	\$0	\$3,190
BIDDEFORD	\$16,396	\$0	\$19,768	\$0	\$3,371
YORK	\$19,016	\$0	\$22,945	\$0	\$3,913
TOTAL	\$169,379	\$122,314	\$204,197	\$87,514	\$0

File: TOTALACT

EXHIBIT #1

APPENDIX 4

F

TOTAL 1992 SHERIFF'S PATROL ACTIVITY BY CATEGORY

TOWN	CRIMINAL INVESTIGATIONS	CALLS FOR ASSISTANCE	TRAFFIC AND ACCIDENTS	PROPERTY CHECKS	TOTAL
ACTON	84	331	53	11	479
ALFRED	120	964	350	115	1549
ARUNDEL	107	655	181	544	1487
CORNISH	15	61	16	125	217
DAYTON	25	113	41	91	270
HOLLIS	68	588	84	96	836
LEBANON	161	714	183	62	1120
LIMERICK	80	361	59	160	660
LIMINGTON	32	181	49	203	465
LYMAN	105	570	160	333	1168
NEWFIELD	40	168	48	105	361
PARSONFIELD	28	103	24	160	315
SHAPLIEGH	104	339	70	245	758
WATERBORO	182	977	223	341	1723
TOTAL	1151	6125	1541	2591	11408
ALL OTHER	8	233	44	0	285
BUXTON	32	233	30	70	365
GRAND TOTAL	1191	6591	1615	2661	12058

## EXHIBIT #2

APPENDIX 5

## ( PERCENTAGE OF TOTAL SHERIFFS PATROL ACTIVITY BY TOWN

TOWN	TOTAL ACTIVITY	PERCENT
ACTON	479	3.97%
ALFRED	1549	12.85%
ARUNDEL	1487	12.33%
CORNISH	217	1.80%
DAYTON	270	2.24%
HOLLIS	836	6.93%
LEBANON	1120	9.29%
LIMERICK	660	5.47%
LIMINGTON	465	3.86%
LYMAN	1168	9.69%
NEWFIELD	361	2.99%
PARSONFIELD	315	2.61%
SHAPLIEGH	758	6.29%
WATERBORO	1723	14.29%
TOTAL	11408	94.61%
ALL OTHER	285	2.36%
BUXTON	365	3.03%
GRAND TOTAL	12058	100.00%

File: COSTPER

Page

COST TO USING TOWNS OF POLICE SERVICES DIVISION BASED ON 1993  
VALUATIONS, 1992 ACTIVITY LEVELS, AND 1993 BUDGET OF \$637,414

TOWN	VALUATION (X \$1000)	PERCENT	PATROL COST	ACTIVITY	COST PER INCIDENT	VAR
ALFRED	103650	.00948	\$6,043	1549	\$3.90	-60%
ARUNDEL	132450	.01211	\$7,722	1487	\$5.19	-46%
LYMAN	163650	.01497	\$9,541	1168	\$8.17	-15%
WATERBORO	248850	.02276	\$14,508	1722	\$8.43	-13%
LIMERICK	95400	.00873	\$5,562	660	\$8.43	-13%
LEBANON	175650	.01607	\$10,241	1120	\$9.14	-5%
HOLLIS	131600	.01204	\$7,672	836	\$9.18	-5%
DAYTON	56600	.00518	\$3,300	270	\$12.22	27%
LIMINGTON	98400	.00900	\$5,737	465	\$12.34	28%
CORNISH	53250	.00487	\$3,105	217	\$14.31	48%
SHAPLIEGH	189900	.01737	\$11,071	758	\$14.61	51%
NEWFIELD	95950	.00878	\$5,594	361	\$15.50	60%
PARSONFIELD	94000	.00860	\$5,480	315	\$17.40	80%
ACTON	249800	.02285	\$14,564	476	\$30.60	217%
TOTAL	1889150	.17279	\$110,140	11404	\$9.66	0
ALL OTHER	8782750	.80332	\$512,048	285		
BUXTON	261150	.02389	\$15,226	369		
GRAND TOTAL	10933050	1.00000	\$637,414	12058	\$52.86	

File: NEWCOST

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DIFFERENCE BETWEEN VALUE OF POLICE SERVICES RECEIVED FROM SHERIFF'S  
DEPARTMENT AND CURRENT COST OF SERVICES

TOWN	ACTIVITY	PERCENT OF INCIDENTS	VALUE OF SERVICES	TAXES PAID ON \$637,414	DIFFERENCE
ALFRED	1549	12.85	\$81,884	\$6,043	\$75,841
ARUNDEL	1487	12.33	\$78,606	\$7,722	\$70,884
LYMAN	1168	9.69	\$61,743	\$9,541	\$52,202
WATERBORO	1722	14.28	\$91,029	\$14,508	\$76,521
LIMERICK	660	5.47	\$34,889	\$5,562	\$29,327
LEBANON	1120	9.29	\$59,206	\$10,241	\$48,965
HOLLIS	836	6.93	\$44,193	\$7,672	\$36,521
DAYTON	270	2.24	\$14,273	\$3,300	\$10,973
LIMINGTON	465	3.86	\$24,581	\$5,737	\$18,844
CORNISH	217	1.80	\$11,471	\$3,105	\$8,366
SHAPLIEGH	758	6.29	\$40,070	\$11,071	\$28,999
NEWFIELD	361	2.99	\$19,083	\$5,594	\$13,489
PARSONFIELD	315	2.61	\$16,652	\$5,480	\$11,172
ACTON	476	3.95	\$25,162	\$14,564	\$10,598
TOTAL	11404	94.58	\$602,842	\$110,140	\$492,702
ALL OTHER	285	2.36	\$15,066	\$512,048	(\$496,982)
BUXTON	369	3.06	\$19,506	\$15,226	\$4,280
GRAND TOTAL	12058	100.00	\$637,414	\$637,414	\$0

## EXHIBIT #3

TOTAL 1992 SHERIFF'S PATROL TOTAL ACTIVITY BY POPULATION  
WITH VARIANCE FROM AVERAGE

TOWN	POP	ACTIVITY	PER 100	VAR
ALFRED	2238	1549	69.21	104%
ARUNDEL	2669	1487	55.71	64%
SHAPLIEGH	1911	758	39.67	17%
LIMERICK	1688	660	39.10	15%
WATERBORO	4519	1722	38.11	12%
NEWFIELD	1042	361	34.64	2%
LYMAN	3390	1168	34.45	2%
ACTON	1727	476	27.56	-19%
LEBANON	4263	1120	26.27	-22%
HOLLIS	3573	836	23.40	-31%
DAYTON	1197	270	22.56	-33%
PARSONFIELD	1472	315	21.40	-37%
CORNISH	1178	217	18.42	-46%
LIMINGTON	2796	465	16.63	-51%
TOTAL	33663	11404	33.88	0
ALL OTHER	124370	285	.23	
BUXTON	6494	369	5.68	
GRAND TOTAL	164527	12058	7.33	0

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PROPOSED \$11.36 PER CAPITA ASSESSMENT FOR TOWNS WITHOUT POLICE FORCES  
VERSUS CURRENT COSTS THROUGH TAXATION

TOWN	POP	PER CAPITA CHARGE	TAXES ON \$255,105	PROPOSED TOTAL	TAXES ON \$637,414	DIFFERENCE
YORK	9818	\$0	\$28,667	\$28,667	\$71,629	(\$42,962)
BIDDEFORD	20710	\$0	\$24,696	\$24,696	\$61,706	(\$37,010)
WELLS	7778	\$0	\$23,372	\$23,372	\$58,398	(\$35,026)
SANFORD	20403	\$0	\$18,654	\$18,654	\$46,609	(\$27,955)
SACO	15181	\$0	\$17,620	\$17,620	\$44,026	(\$26,406)
KENNEBUNK	8004	\$0	\$16,613	\$16,613	\$41,511	(\$24,897)
KITTERY	9372	\$0	\$13,637	\$13,637	\$34,074	(\$20,437)
OLD ORCHARD	7789	\$0	\$13,298	\$13,298	\$33,226	(\$19,928)
KENNEBUNKPORT	3356	\$0	\$13,251	\$13,251	\$33,109	(\$19,858)
OGUNQUIT	974	\$0	\$9,945	\$9,945	\$24,848	(\$14,903)
ELIOT	5329	\$0	\$7,349	\$7,349	\$18,362	(\$11,013)
NORTH BERWICK	3793	\$0	\$7,281	\$7,281	\$18,193	(\$10,912)
BUXTON	6494	\$0	\$6,094	\$6,094	\$15,225	(\$9,132)
SOUTH BERWICK	5877	\$0	\$5,536	\$5,536	\$13,832	(\$8,296)
BERWICK	5995	\$0	\$5,012	\$5,012	\$12,523	(\$7,511)
NEWFIELD	1042	\$11,837	\$2,239	\$14,076	\$5,594	\$8,482
ACTON	1727	\$19,619	\$5,829	\$25,447	\$14,564	\$10,884
CORNISH	1178	\$13,382	\$1,243	\$14,625	\$3,105	\$11,520
DAYTON	1197	\$13,598	\$1,321	\$14,919	\$3,300	\$11,619
PARSONFIELD	1472	\$16,722	\$2,193	\$18,915	\$5,480	\$13,435
SHAPLIEGH	1911	\$21,709	\$4,431	\$26,140	\$11,071	\$15,069
LIMERICK	1688	\$19,176	\$2,226	\$21,402	\$5,562	\$15,840
ALFRED	2238	\$25,424	\$2,419	\$27,842	\$6,043	\$21,799
ARUNDEL	2669	\$30,320	\$3,091	\$33,410	\$7,722	\$25,688
LIMINGTON	2796	\$31,763	\$2,296	\$34,059	\$5,737	\$28,322
LYMAN	3390	\$38,510	\$3,819	\$42,329	\$9,541	\$32,788
HOLLIS	3573	\$40,589	\$3,071	\$43,660	\$7,672	\$35,987
LEBANON	4263	\$48,428	\$4,099	\$52,526	\$10,241	\$42,286
WATERBORO	4510	\$51,234	\$5,807	\$57,040	\$14,508	\$42,532
TOTAL	164527	\$382,309	\$255,105	\$637,414	\$637,414	\$0

File: INCARC

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## TOTAL INCARCERATIONS RECORDED 1992

TOWN	BOOK ONLY	1-5 DAYS	6-10 DAYS	11-25 DAYS	26-50 DAYS	OVER 50 DAYS	TOTAL
ACTON	7	6				1	14
ALFRED	25	15	6	2	3	1	52
ARUNDEL	19	10					29
BERWICK	46	69	6	4	2	3	130
BIDDEFORD	106	215	37	32	21	21	432
BUXTON	37	25		1	1	3	67
CORNISH	4	6				5	15
DAYTON	1	1		1	1	1	5
ELIOT	9	34	3	2	1	2	51
HOLLIS	16	11	3	1	1	1	33
KENNEBUNKPORT	30	22	3	2	2	1	60
KENNEBUNK	24	53	11	3	3	1	95
KITTERY	30	127	17	12	4	5	195
LEBANON	21	9	4				34
LIMERICK	16	20	1				37
LIMINGTON	3	6			1	1	11
LYMAN	17	13	1				31
WILFIELD	16	6	1	1			24
NORTH BERWICK	54	32	2		1	2	91
OGUNQUIT	6	7	1	3			17
OLD ORCHARD	62	73	14	7	9	3	168
PARSONFIELD	4	11	3				18
SACO	68	159	23	10	3	9	272
SANFORD	403	187	40	20	4	15	669
SHAPLIEGH	7	4				1	12
SOUTH BERWICK	7	24	4	3	1		39
WATERBORO	35	13	3	1	4	1	57
WELLS	58	53	11	3	3	8	136
YORK	34	61	6	1		2	104
OTHER	41	14	1	8	4	2	70
UNKNOWN	88	220	72	93	66	1	530
TOTAL	1294	1506	273	200	135	90	3498



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## JAIL DAYS PER POPULATION (1000'S)

TOWN	POP	TOTAL JAIL DAYS	JAIL DAYS 1000 POP
ALFRED	2238	942	420.9
CORNISH	1178	372	315.8
BIDDEFORD	20710	4867	235.0
DAYTON	1197	198	165.4
WELLS	7778	1175	151.1
SANFORD	20403	3026	148.3
KITTERY	9372	1287	137.3
SACO	15181	1783	117.4
OLD ORCHARD	7789	870	111.7
ELIOT	5329	490	91.9
BERWICK	5995	542	90.4
BUXTON	6494	575	88.5
WATERBORO	4510	371	82.3
NORTH BERWICK	3793	308	81.2
KENNEBUNKPORT	3356	271	80.8
KENNEBUNK	8004	634	79.2
OGUNQUIT	974	70	71.9
APLIEGH	1911	112	58.6
ACTON	1727	88	51.0
LIMINGTON	2796	125	44.7
SOUTH BERWICK	5877	255	43.4
HOLLIS	3573	144	40.3
NEWFIELD	1042	40	38.4
YORK	9818	359	36.6
PARSONFIELD	1472	37	25.1
LEBANON	4263	53	12.4
LIMERICK	1688	20	11.8
LYMAN	3390	32	9.4
ARUNDEL	2669	19	7.1
TOTAL	164527	19065	115.9
OTHER		513	
UNKNOWN		10719	
GRAND TOTAL		30297	

## BOOKINGS PER POPULATION (1000'S)

TOWN	POP	TOTAL BOOKINGS	BOOKINGS PER 1000 POP
SANFORD	20403	403	19.8
NEWFIELD	1042	16	15.4
NORTH BERWICK	3793	54	14.2
ALFRED	2238	25	11.2
LIMERICK	1688	16	9.5
KENNEBUNKPORT	3356	30	8.9
OLD ORCHARD	7789	62	8.0
WATERBORO	4510	35	7.8
BERWICK	5995	46	7.7
WELLS	7778	58	7.5
ARUNDEL	2669	19	7.1
OGUNQUIT	974	6	6.2
BUXTON	6494	37	5.7
BIDDEFORD	20710	106	5.1
LYMAN	3390	17	5.0
LEBANON	4263	21	4.9
SACO	15181	68	4.5
FULLIS	3573	16	4.5
ELTON	1727	7	4.1
SHAPLIEGH	1911	7	3.7
YORK	9818	34	3.5
CORNISH	1178	4	3.4
KITTERY	9372	30	3.2
KENNESBUNK	8004	24	3.0
PARSONFIELD	1472	4	2.7
ELIOT	5329	9	1.7
SOUTH BERWICK	5877	7	1.2
LIMINGTON	2796	3	1.1
DAYTON	1197	1	.8
TOTAL	164527	1165	7.1
OTHER		41	
UNKNOWN		88	
GRAND TOTAL		1294	

## INCARCERATIONS BY AGENCY

TOWN	TOTAL INCARC	PD	SD	SP	GW	MD	MR
ACTON	14	1	11	2			
ALFRED	52		43	9			
ARUNDEL	29		13	16			
BERWICK	130	127		2	1		
BIDDEFORD	432	406	2	20	1	3	
BUXTON	67	47	7	13			
CORNISH	15		3	12			
DAYTON	5			4	1		
ELIOT	51	50				1	
HOLLIS	33		18	13	2		
KENNEBUNK	95	74	1	17		2	1
KENNEBUNKPORT	60	60					
KITTERY	195	173		20			2
LEBANON	34		31	2	1		
LIMERICK	37		24	12	1		
LIMINGTON	11		2	6	3		
LYMAN	31		14	17			
MOUNTFIELD	24		7	17			
NORTH BERWICK	91	90	1				
OGUNQUIT	17	15		2			
OLD ORCHARD	168	164		3			1
PARSONFIELD	18		4	14			
SACO	272	228		43			
SANFORD	669	655	6	7	1		
SHAPLIEGH	12		8	4			
SOUTH BERWICK	39	39					
WATERBORO	57		32	25			
WELLS	136	115		21			
YORK	104	72	1	31			
TOTAL	2898						
OTHER	70		35	33	1	1	
UNKNOWN	530						
GRAND TOTAL	3498						

PD = POLICE DEPARTMENT  
 SP = STATE POLICE  
 MD = MAINE DRUG ENFORCEMENT  
 LI = LIQUOR ENFORCEMENT

SD = SHERIFF'S DEPARTMENT  
 GW = GAME WARDEN  
 MR = MARINE RESOURCES

JAIL DAYS AND INCARCERATIONS ADJUSTED TO SPREAD  
OTHERS AND UNKNOWN

TOWN	JAIL DAYS	ADJ JAIL DAYS	INCARC	ADJ INCARC
SHAPLIEGH	539	773	17	19
DAYTON	252	362	8	9
CORNISH	372	534	16	18
ALFRED	952	1366	58	66
OGUNQUIT	288	413	18	21
LIMINGTON	125	179	11	13
BIDDEFORD	5158	7401	463	529
ELIOT	583	837	55	63
YORK	943	1353	107	122
BUXTON	595	854	70	80
WELLS	1177	1689	142	162
SACO	2193	3147	291	332
KENNEBUNK	672	964	98	112
KITTERY	1309	1878	202	231
SOUTH BERWICK	256	367	40	46
ACTON	93	133	16	18
WATERBORO	390	560	68	78
OLD ORCHARD	979	1405	182	208
SANFORD	3062	4394	685	782
KENNEBUNKPORT	278	399	64	73
BERWICK	542	778	131	150
HOLLIS	148	212	37	42
NORTH BERWICK	316	453	93	106
PARSONFIELD	44	63	21	24
LEBANON	78	112	39	45
NEWFIELD	40	57	24	27
LYMAN	34	49	33	38
ARUNDEL	21	30	31	35
LIMERICK	22	32	40	46
TOTAL	21461	30794	3060	3495
OTHER	519	0	80	0
UNKNOWN	8814	0	355	0
GRAND TOTAL	30794	30794	3495	3495

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PROPOSED USAGE-BASED COSTS FOR JAIL (BOARD AND BOOKING FEE)  
 VERSUS CURRENT COSTS THROUGH TAXATION

TOWN	USAGE-BASED COSTS	TAXES ON \$1,979,601	PROPOSED TOTAL	TAXES ON \$2,423,319	COST OR (SAVINGS)
YORK	\$15,426	\$225,912	\$241,338	\$272,320	(\$30,982)
WELLS	\$19,093	\$184,181	\$203,274	\$222,016	(\$18,742)
KENNEBUNKPORT	\$7,654	\$104,424	\$112,078	\$125,875	(\$13,797)
DUNQUIT	\$2,290	\$78,369	\$80,659	\$94,468	(\$13,809)
KENNEBUNK	\$16,047	\$130,921	\$146,968	\$157,815	(\$10,847)
ACTON	\$1,662	\$45,932	\$47,594	\$55,368	(\$7,774)
SHAPLEIGH	\$1,547	\$34,918	\$36,465	\$42,091	(\$5,626)
ELIOT	\$8,140	\$57,912	\$66,052	\$69,809	(\$3,757)
WATERBORO	\$7,099	\$45,758	\$52,857	\$55,158	(\$2,301)
BUXTON	\$7,157	\$48,020	\$55,177	\$57,884	(\$2,707)
LIMINGTON	\$1,316	\$18,093	\$19,409	\$21,810	(\$2,401)
LYMAN	\$3,883	\$30,091	\$33,974	\$36,273	(\$2,299)
SOUTH BERWICK	\$6,574	\$43,625	\$50,199	\$52,587	(\$2,388)
RUNDEL	\$3,070	\$24,355	\$27,425	\$29,358	(\$1,933)
LEBANON	\$5,119	\$32,300	\$37,419	\$38,935	(\$1,516)
DAYTON	\$646	\$10,407	\$11,053	\$12,545	(\$1,492)
NORTH BERWICK	\$10,189	\$57,379	\$67,568	\$69,166	(\$1,598)
NEWFIELD	\$2,613	\$17,643	\$20,256	\$21,267	(\$1,011)
CORNISH	\$1,662	\$9,792	\$11,454	\$11,803	(\$349)
PARSONFIELD	\$3,661	\$17,284	\$20,945	\$20,835	\$110
LIMERICK	\$5,015	\$17,542	\$22,557	\$21,145	\$1,412
OLD ORCHARD	\$24,901	\$104,792	\$129,693	\$126,319	\$3,374
ALFRED	\$7,782	\$19,059	\$26,841	\$22,974	\$3,867
MOLLIS	\$8,993	\$24,198	\$33,191	\$29,169	\$4,022
BERWICK	\$17,826	\$39,497	\$57,323	\$47,611	\$9,712
FITTERY	\$32,465	\$107,467	\$139,932	\$129,544	\$10,388
JACO	\$43,965	\$138,856	\$182,821	\$167,380	\$15,441
BIDDEFORD	\$66,603	\$194,616	\$261,219	\$234,595	\$26,624
SANFORD	\$80,577	\$147,001	\$227,578	\$177,199	\$50,379
TOTAL	\$412,975	\$2,010,344	\$2,423,319	\$2,423,319	\$0

File: totals

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SUM OF DIFFERENCE BETWEEN TAXES PAID AND SERVICES RECEIVED  
FOR POLICE SERVICES AND JAIL SERVICES - 1992

TOWN	POLICE SERVICES	JAIL SERVICES	TOTAL
BIDDEFORD	(\$56,071)	\$382,209	\$326,138
ALFRED	\$70,733	\$128,560	\$199,293
SANFORD	(\$41,502)	\$209,595	\$168,093
WATERBORO	\$71,019	(\$8,607)	\$62,412
CORNISH	\$7,944	\$36,154	\$44,098
ARUNDEL	\$66,276	(\$25,230)	\$41,046
HOLLIS	\$34,151	(\$9,926)	\$24,225
DAYTON	\$10,212	\$12,656	\$22,868
LYMAN	\$48,941	(\$30,344)	\$18,597
BUXTON	\$3,725	\$14,855	\$18,580
SACO	(\$40,752)	\$54,791	\$14,039
LEBANON	\$45,495	(\$32,274)	\$13,221
LIMINGTON	\$17,819	(\$4,761)	\$13,058
LIMERICK	\$27,380	(\$17,999)	\$9,381
BERWICK	(\$11,465)	\$20,482	\$9,017
KITTERY	(\$31,005)	\$32,870	\$1,865
SHAPLEIGH	\$27,421	(\$26,023)	\$1,398
NEWFIELD	\$12,746	(\$15,235)	(\$2,489)
PARSONFIELD	\$10,630	(\$15,067)	(\$4,437)
ELIOT	(\$16,363)	(\$6,762)	(\$23,125)
ACTON	\$10,721	(\$41,189)	(\$30,468)
SOUTH BERWICK	(\$13,079)	(\$22,788)	(\$35,867)
NORTH BERWICK	(\$15,959)	(\$28,189)	(\$44,148)
OLD ORCHARD	(\$30,458)	(\$17,861)	(\$48,319)
OGUNQUIT	(\$24,048)	(\$92,518)	(\$116,566)
KENNEBUNK	(\$38,619)	(\$82,243)	(\$120,862)
KENNEBUNKPORT	(\$30,739)	(\$95,169)	(\$125,908)
WELLS	(\$52,664)	(\$102,281)	(\$154,945)
YORK	(\$62,489)	(\$217,706)	(\$280,195)
GRAND TOTAL	\$0	\$0	\$0

FORMULA FOR DETERMINING THE COST PER BOOKING AT THE YORK COUNTY JAIL, USING 1992 EXPENDITURES, HAS BEEN BASED ON AVERAGE TIME SPENT DAILY ON THE BOOKING PROCESS AND CALCULATED AS FOLLOWS:

Breakdown of Booking Process:

Completion of Admission and Release Form:	5 min.
Completion of file documentation, retrieval, updating, filing and court scheduling related to receiving an arrestee (committal cards, jail calendar, transport calendar, bail paperwork, medical file folder, entering on status sheet, etc...)	20 min.
Completion of Medical and Mental Health Screening Form	15 min.
Completion of Inventory, laundry, storage of arrestee's clothing	10 min.
Completion of Arrestee's money and creation of cash accounts	10 min.
Completion of Teletype, warrant file/detainers	20 min.
Completion of Fingerprinting	10 min.
Completion of Photographing	5 min.
Completion of Pat down and/or physical search	10 min.
Completion of Bathing/Clothing change over	10 min.
Completion of Classification of Arrestee	5 min.
<hr/>	
TOTAL TIME PER BOOKING:	120 MIN.

3499 bookings per year ÷ 365 days = 9.5 bookings per day

9.5 bookings per day x 2 hrs spent per booking = 19 hrs per day spent for bookings

Staff hours per day = 8 (1 shift), 8 (2nd shift), 7 (3rd shift) = 23 staff x 8 hours each = 184 staffing hours per day

19 hours spent daily for booking ÷ 184 total daily staffing hours = 10% of total jail costs attributed to booking.

1992 budget of \$2,422,850 x 10% = \$242,285 ÷ 3499 bookings for the year =

\$69.24 per booking

TOTAL OF USAGE-BASED JAIL FEES WITH BOOKING FEE OF \$69.24  
AND BOARD CHARGE OF \$54.35

TOWN	TOTAL INCARC	BOOKING FEE @69.24	BOARD @54.35	TOTAL JAIL FEES
SANFORD	685	\$47,429	\$33,148	\$80,577
BIDDEFORD	463	\$32,058	\$34,545	\$66,603
WACO	291	\$20,149	\$23,816	\$43,965
WITTENBERG	202	\$13,986	\$18,479	\$32,465
OLD ORCHARD	182	\$12,602	\$12,299	\$24,901
WELLS	142	\$9,832	\$9,261	\$19,093
BERWICK	131	\$9,070	\$8,756	\$17,826
KENNEBUNK	98	\$6,786	\$9,261	\$16,047
WYOMING	107	\$7,409	\$8,017	\$15,426
WORTH BERWICK	93	\$6,439	\$3,750	\$10,189
WOLLIS	37	\$6,786	\$2,207	\$8,993
ELIOT	55	\$3,808	\$4,332	\$8,140
WILFRED	58	\$4,016	\$3,766	\$7,782
KENNEBUNKPORT	64	\$4,431	\$3,223	\$7,654
BUXTON	70	\$4,847	\$2,310	\$7,157
WATERBORO	68	\$4,708	\$2,391	\$7,099
SOUTH BERWICK	40	\$2,770	\$3,804	\$6,574
LEBANON	39	\$2,700	\$2,419	\$5,119
WIMMERICK	40	\$2,770	\$2,245	\$5,015
WYMAN	33	\$2,285	\$1,598	\$3,883
WILSONFIELD	21	\$1,454	\$2,207	\$3,661
WARRUNDEL	31	\$2,146	\$924	\$3,070
WELFIELD	24	\$1,662	\$951	\$2,613
GUNQUIT	18	\$1,246	\$1,044	\$2,290
CORNISH	16	\$1,108	\$554	\$1,662
WACTON	16	\$1,108	\$554	\$1,662
WHAPLEIGH	17	\$1,177	\$370	\$1,547
WILMINGTON	11	\$762	\$554	\$1,316
DAYTON	8	\$554	\$92	\$646
TOTAL	3060	\$216,098	\$196,877	\$412,975



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## ESTIMATED COST OF PRE-TRIAL BOARD @ \$54.35/DAY

TOWN	INCARC 1-5 DAYS	INCARC 6-10 DAYS	EST DAYS OF BOARD	COST @ \$54.35/DAY
BIDDEFORD	215	37	636	\$34,545
SANFORD	187	40	610	\$33,148
SACO	159	23	438	\$23,816
KITTERY	127	17	340	\$18,479
OLD ORCHARD	73	14	226	\$12,299
KENNEBUNK	53	11	170	\$9,261
WELLS	53	11	170	\$9,261
BERWICK	69	6	161	\$8,756
YORK	61	6	148	\$8,017
ELIOT	34	3	80	\$4,332
SOUTH BERWICK	24	4	70	\$3,804
ALFRED	15	6	69	\$3,766
NORTH BERWICK	32	2	69	\$3,750
KENNEBUNKPORT	22	3	59	\$3,223
LEBANON	9	4	44	\$2,419
WATERBORO	13	3	44	\$2,391
BUXTON	25	0	42	\$2,310
LIMERICK	20	1	41	\$2,245
HOLLIS	11	3	41	\$2,207
PARSONFIELD	11	3	41	\$2,207
LYMAN	13	1	29	\$1,598
OGUNQUIT	7	1	19	\$1,044
NEWFIELD	6	1	18	\$951
ARUNDEL	10	0	17	\$924
ACTON	6	0	10	\$554
CORNISH	6	0	10	\$554
LIMINGTON	6	0	10	\$554
SHAPLEIGH	4	0	7	\$370
DAYTON	1	0	2	\$92
TOTAL	1272	200	3622	\$196,877

TOTAL FINANCIAL EFFECT OF MAJOR RECOMMENDATIONS OF  
SHERIFF'S SERVICES FUNDING TASK FORCE

TOWN	COMMUNICATIONS COST/(SAVINGS)	POLICE SERVICE COST/(SAVINGS)	CORRECTIONS COST/(SAVINGS)	TOTAL COST/(SAVINGS)
YORK	\$3,913	(\$42,962)	(\$30,982)	(\$70,031)
WELLS	\$3,190	(\$35,026)	(\$18,742)	(\$50,578)
KENNEBUNK	\$2,267	(\$24,897)	(\$10,847)	(\$33,477)
KENNEBUNKPORT	\$1,809	(\$19,858)	(\$13,797)	(\$31,846)
OGUNQUIT	\$1,357	(\$14,903)	(\$13,809)	(\$27,355)
NORTH BERWICK	(\$13,894)	(\$10,912)	(\$1,598)	(\$26,404)
OLD ORCHARD	\$1,815	(\$19,928)	\$3,374	(\$14,739)
ELIOT	\$1,003	(\$11,018)	(\$3,757)	(\$13,772)
BUXTON	\$832	(\$9,132)	(\$2,707)	(\$11,007)
SOUTH BERWICK	\$755	(\$8,296)	(\$2,388)	(\$9,929)
SACO	\$2,405	(\$26,406)	\$15,441	(\$8,560)
KITTERY	\$1,841	(\$20,437)	\$10,388	(\$8,208)
BIDDEFORD	\$3,371	(\$37,010)	\$26,624	(\$7,015)
ACTON	(\$4,948)	\$10,884	(\$7,774)	(\$1,838)
BERWICK	\$684	(\$7,511)	\$9,712	\$2,885
NEWFIELD	(\$4,506)	\$8,482	(\$1,011)	\$2,965
SHAPLEIGH	(\$4,207)	\$15,069	(\$5,626)	\$5,236
LIMERICK	(\$4,508)	\$15,840	\$1,412	\$12,744
DAYTON	\$2,812	\$11,619	(\$1,492)	\$12,939
CORNISH	\$2,802	\$11,520	(\$349)	\$13,973
PARSONFIELD	\$2,932	\$13,435	\$110	\$16,477
ALFRED	(\$4,482)	\$21,799	\$3,867	\$21,184
MANFORD	\$2,546	(\$27,955)	\$50,379	\$24,970
BRIMINGTON	(\$776)	\$28,322	(\$2,401)	\$25,145
ARUNDEL	\$3,054	\$25,688	(\$1,933)	\$26,809
LYMAN	\$3,153	\$32,788	(\$2,299)	\$33,642
WATERBORO	(\$4,019)	\$42,532	(\$2,301)	\$36,212
LEBANON	(\$4,252)	\$42,286	(\$1,516)	\$36,518
HOLLIS	\$3,051	\$35,987	\$4,022	\$43,060
TOTAL	\$0	\$0	\$0	\$0