



Final Report

of the

Lewiston-Auburn Commission on Joint Services

**To the Mayors and City Councils
of Auburn and Lewiston**

The Choices Facing Auburn and Lewiston

February, 2006

The Lewiston-Auburn Commission on Joint Services

Chairs:

- **Robert Clifford**, Justice, Maine Supreme Judicial Court
- **Donna Steckino**, CEO, Community Credit Union

Members:

- **Ronald Bissonnette**, Attorney, Isaacson & Raymond
- **Mark Carrier**, Certified Public Accountant, Ouellette, LaBonte Roberge & Allen, P.A.
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I. Background

In October of 2004, the Auburn and Lewiston City Councils passed a resolution authorizing their Mayors to establish the “L-A Commission on Joint Services.” The resolution charged the Commission to identify “areas of municipal service delivery and operations where new or enhanced cooperative or collaborative efforts will provide improved services, reduced costs, productivity efficiencies, and effectiveness.”

The Commission was appointed in the fall of 2004, and has met several times each month since then. It issued a Preliminary Report in August of 2005. This is our Final Report. It speaks to decision-makers and the general public about the reasons for change for the Cities of Lewiston and Auburn, and how it can be accomplished. In a separate report, the Commission provides city officials and interested parties with working papers describing a process for planning the consolidation of specific service areas.

We wish to thank the Mayors of Auburn and Lewiston for entrusting us with this important task; the City Councilors of Lewiston and Auburn for their advice and support; the management, department heads, and union representatives from both Auburn and Lewiston whose advice and counsel have been invaluable; and all of the citizens of Lewiston and Auburn who have offered comments and suggestions and help.

We would also like to acknowledge those who have provided technical help to the Commission in its work. The Maine Department of Economic and Community Development and the Maine Development Foundation have provided generous grants to assist our work. Lynn Berube of Richardson Hollow Associates has faithfully attended every meeting and recorded the minutes. Frank O’Hara and Tabitha Plaisted of Planning Decisions, Inc., hired pursuant to grants listed above, have assisted with analysis and research. They, in turn, have supervised research conducted by Charles Lawton of Planning Decisions, Peter Thibeault of Delphi Global Services, Chris Branch of Technical Services, and Jonathan LaBonte of the University of Maine. Professor Christopher Potholm, principal of Command Research (part of the Potholm Group), also conducted preliminary research for the Commission.

II. Benefits of Integrating Municipal Services

The Commission has interviewed dozens of municipal officials and community leaders, pored over consultant analyses, read previous reports, and debated the question of service delivery from all perspectives. Based on this research, we have come to a firm conclusion:

There are few activities undertaken by city governments in Lewiston and Auburn separately today that would not benefit from an integrated approach to service delivery.

This conclusion is supported by five elements: past success, past inaction, current analysis, future projections, and citizen support.

1. Lewiston-Auburn cooperation has proven its value by benefiting both communities in the past.

Lewiston and Auburn have been working closely together for over 150 years. In the 1800s, the cities established a joint fire protection district, a railroad, and a water district. After World War II, the two communities created a joint airport and the first tax-sharing arrangement in Maine. Since then, sewage treatment, bus service, transportation planning, waterfront development, Lake Auburn watershed protection, and emergency dispatch have been undertaken on a joint basis.

The highest profile cooperative effort is in economic development. In this area, the Lewiston-Auburn Economic Growth Council has had a great impact. Its efforts are contributing to the unprecedented level of investment and job creation now taking place in the two cities. During the past year, the Cities of Lewiston, Auburn, and the Growth Council's success were recognized with awards from the Maine Development Foundation and the Maine State Chamber of Commerce.

In 1996, an effort called *L/A Together* engaged hundreds of citizens from both cities in studying ways to increase cooperation. The conversation it started has continued through the years, resulting in increased cooperation between the cities in public works, police, and other departments.

From all of this history, our Commission concludes that cooperative efforts should continue and can bring benefits across a wide spectrum of public services.

2. The failure to cooperate in the past may have made city services more expensive today than they had to be.

Our history also includes lost opportunities for cooperation, and from these the Commission has also drawn lessons. A well known missed opportunity in recent years was the failure to join together the Auburn and Lewiston libraries. Both libraries spent millions of dollars to renovate separate buildings. The unfortunate result is that both must spend more to finance and maintain their structures, and that less is available for books and programs.¹

The same lesson could be drawn from recent major renovations of the two City Halls. In general, a consolidation of building construction and maintenance costs saves the taxpayers a significant amount of money.

Another missed opportunity has been in the area of technology. The *L/A Together* report recommended that the two cities “purchase goods and services jointly” whenever possible, and establish “common sense standards and specifications for goods and services.” In response to special incentives offered to each City, and the different preferences of the technical experts in each City, Lewiston and Auburn have purchased and are installing different software programs for record-keeping and communications. These decisions mean that there will be delays in achieving economies of scale in the purchases of equipment and training, and more difficulty in sharing information.

3. Our analysis shows financial and service benefits from cooperation in several areas.

The Commission has carefully looked at code enforcement, assessment, financial services, technology, public safety, and public works². In every case, better services at lower or comparable costs would result if the services were integrated into one operation. Although achieving such integration would involve some initial cost, and the payoffs may vary by area, the Commission has concluded that there is no area in which the service would be better provided in the long run by remaining separate. Specifically, the Cities could benefit from:

- Coordinated code enforcement that would allow contractors and landlords to work from one set of standards, and also provide the cities with the flexibility to shift

¹ State figures show that in 2004, both libraries had smaller collections than average for Maine, with higher per-capita operating costs. See Maine State Library website, <http://www.maine.gov/msl/libs/statistics/>.

² For more detail on these areas, see the report entitled Workign Papers of the Lewiston-Auburn Commission on Joint Services, February, 2006

staff around for big projects;

- Coordinated assessment that would improve the ability to phase work over time between the two cities, and common software that would result in long term cost savings;
- Coordinated financial services that would result in having better real-time information available to the decision makers and the staff in the Cities, and that would reduce the time staff would be required to spend on data entry and re-entry;
- Coordinated technology that would allow the two Cities to purchase more sophisticated software and conduct more advanced training for the same dollars;
- Coordinated public safety that would enable more specialization in the fire and police departments in areas such as homeland security, coordination of equipment and training, implementation of one set of policies and protocols, and operation of the departments under a common philosophy;
- Coordinated public works that would mean a more efficient allocation of staff and equipment in the two Cities; and
- Coordinated land use planning that would benefit the cities because it would help to identify the most promising areas for development and tax base growth, and for land conservation and protection, in both Cities.

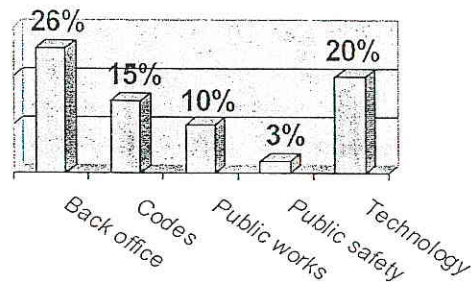
In these areas, our estimate is that if the services had been consolidated five years ago, today's cost of providing those services would be 7% less. This would mean about \$2 million less annually in expenditures in the two cities.

Before such savings from consolidation could be realized, however, there would be some added costs in the short run for new technology,

new training, and other transition costs. If the cities had invested in consolidated services in these areas five years ago, the operating costs of these services would be less today.

Potential savings from consolidation of different service areas

Planning Decisions, Inc. estimates



4. A cooperative investment in e-government technology will help Lewiston and Auburn compete better in the future world economy.

The Cities of Lewiston and Auburn are locked in intense and growing competition for people, businesses, and investment.

Lewiston and Auburn need to attract and retain talented young people. We are in competition for college graduates with other locations—Boston, Washington, San Diego, or Seattle. This is a serious challenge for all of central and northern Maine.

Lewiston and Auburn also need to attract and keep businesses. Wal-Mart recently considered alternative warehouse locations elsewhere in New England before choosing Lewiston-Auburn. Manufacturing businesses must compare Lewiston-Auburn to locations around the world, including Mexico, India, and China. Telephone response services compare costs and quality of doing business in our area to the Midwestern United States, and even to India. Lewiston and Auburn are in competition with communities located around the world.

It is encouraging that, after decades of losing in the competition, of mill closures, operations moving overseas, high school and college graduates leaving the area, and reduction and deterioration of housing, the Cities of Lewiston and Auburn are now turning the corner and competing effectively in the global race. There is as much new business investment in Lewiston and Auburn as in any other region in Maine. The decline in population has been turned around. Real estate investment is on the rise.

This is not a time to stop and rest on our laurels, however. Looking ahead, the competition will become even more intense. The municipal governments of Lewiston and Auburn, which have led the region out of its past troubles, must be counted on to provide leadership for the next generation of challenges as well.

In a world of global competition, it is not enough for Lewiston and Auburn to be among the best, most efficient, and most cooperative cities in Maine. It is not enough to win awards from State organizations, or plaudits from State officials. Our competition is not just from other municipalities in Maine. We compete with the rest of New England, the rest of the United States, and the rest of the world. In the new competitive environment, Lewiston and Auburn should be among the leaders in city government in the entire nation, not just in Maine.

Success in future world economy will be achieved through the internet, technology, and communications. This is how business people will discover and learn about Lewiston and Auburn. It is how business people from the cities themselves will interact with local governments. It is important to address and improve those areas.

In the future, governments in Lewiston and Auburn will utilize a new generation of technology that will transform municipal services and the ways they are delivered, resulting in far better service to all constituencies. Sometimes this technological

revolution is referred to as “e-government.” What e-government means in practical terms is:

Citizens and voters will be able to:

- Pay their taxes and register their cars online — and perhaps someday vote as well;
- View and participate in city meetings, track city finances on a real-time basis, submit comments on proposals under consideration, all without leaving home;
- View their property tax assessment card, observe how their property is assessed, and compare their assessment to neighboring and comparable properties city-wide.

Businesses already in Lewiston and Auburn, and those considering L-A will be able to:

- Learn about and apply online for loans, job training, small business counseling;
- Find out about vacant land availability, the costs of doing business, and assets and services in both Cities, as well as enter into communication with providers of all such services in the region;
- Access a single set of codes that apply to both Cities, look at common zoning ordinances with consistent definitions that apply in both Cities, consult a single compliance plan that covers both cities, deal with the same staff carrying out the same procedures for permitting in both Cities;
- Consult maps online that overlay roads, utilities, property lines, and other municipal and census data on a block-by-block basis;
- Engage in two-way communication with City officials, consult assessment information, access documents, and the like.

City workers will be able to:

- Make time sheet entries into an integrated financial system;
- Have immediate access to authoritative financial information regarding department budgets, expenditures by program, and the balances of different accounts;
- Have appropriate access to up-to-date records and information in both Cities;
- Enlist fellow workers in the other City to assist at busy times or in times of unexpected workloads;
- Spend less time doing repetitive tasks, such as re-entering the same data in different spreadsheets, and have more time available for other work;
- Work with citizens to solve problems through the use of interactive tools;
- Apply for jobs in either Lewiston or Auburn through the same procedures and with consistent job descriptions, pay scales, and tests.

These dramatic changes are coming to city governments around the world. The question is not whether Lewiston and Auburn will pursue these technologies. All city

governments will. The question is when, and at what cost. The faster Lewiston and Auburn move into this new world, the more competitive the Cities will be for businesses, and the more user friendly for people.

We believe that the two Cities can create this world-class municipal infrastructure faster and at a more affordable cost working together than by trying to create such systems independently.

5. The Citizens of Lewiston and Auburn support cooperation.

The citizens of Lewiston and Auburn realize the benefits of cooperation. In June of 2005, Professor Chris Potholm, principal of Command Research of Brunswick, Maine, conducted a scientific survey of 300 area adults – 150 from Auburn, 150 from Lewiston. The survey gave us a glimpse at whether Lewiston and Auburn residents supported additional intermunicipal cooperation, and the reasons why, and identified the areas in which cooperation would be most successful.

The survey revealed strong support for cooperation. That support is strongest when such cooperation meets the practical tests of saving money and improving services. Specifically, the majority of citizens of both cities support cooperation when it:

- helps hold down property taxes (65%)
- raises the quality of services in both communities (64%)
- reduces duplicative staff (63%)
- increases the political clout of the two Cities in Augusta and Washington (61%)
- increases State aid (57%)
- brings the people of the two Cities closer together (52%)

Citizens identified the area of back office operations – those that are “invisible” to the average citizen as having the greatest potential for successful cooperation. The majority of citizens think the Cities should work together to:

- combine back office operations such as computers, accounting, purchasing, personnel and financial functions (70%)
- create one set of codes and standards for both Cities (65%)
- merge economic development functions into one unified program and share the tax benefits, no matter where the growth occurs (65%)
- merge the police departments (57%)
- merge the fire departments (54%)

Based on all of the above information and citizen support, the Commission has concluded that there are major benefits to be gained from moving forward in consolidating services.

III. Most Promising Services for Consolidation

In considering the range of services offered by the Cities of Auburn and Lewiston, the Commission identified the following priorities for consolidation:

Priority 1: Services that are easy to bring together, and offer visible and immediate benefits.

Code Enforcement. Currently, the codes in the two Cities are different, the two staffs are overworked, and workflows are hard to manage. Combining code enforcement activities would create a simpler system for citizens and businesses to use, would allow staff to specialize in specific areas, and would create the flexibility to shift staff back and forth to deal with larger projects. The cost-savings would be minimal.

Public works services Arborist and Traffic programs. Both Cities could be served by one arborist and one traffic supervisor, in both cases with staff support, by consolidation, or alternatively one city could provide the service on a contractual basis to the other. There would be some cost savings and better service.

Priority 1 services could be consolidated within a year, once the Councils identify them as goals.

Priority 2: Services that are less visible to citizens, but that provide back office support to all city operations.

One important reason that more services are not already provided on a combined basis is that the “infrastructure” of the two city governments is different – each city has different computers, financial accounting systems, human resource policies³, tax assessment programs, and communications systems. These are often referred to as “back office” functions because the average citizen has little contact with them.

There are several reasons why it is important to bring these services together:

1. There is potential for cost savings to taxpayers over the long term if the two cities would purchase and operate the same technology, train staff on the same functions, and eliminate duplicative data entry.

³ Note that human resource systems and policies and advertising and training can be consolidated with great efficiencies resulting, while at the same time leaving sensitive matters such as job descriptions and pay levels and hiring and evaluations to the discretion of each city’s administrators.

2. If these systems were standardized on both sides of the River, it would make future cooperation in other significant areas easier to accomplish;
3. Because these systems are largely invisible to the public, and are involved in few transactions face-to-face with citizens, the services can be integrated without disrupting the citizens' relationship with city government;
4. These technology-related services are the linchpin of the future e-government configuration of local governments. They can help Lewiston and Auburn to compete in the global economy. They create tools for progress.

Priority 2 services could be merged over a three-year period, once the Councils adopted them as goals. The first year of activities would involve the creation of in-house staff teams to create consolidation plans in each of these areas – technology, finance, human resources, assessment. The teams would work with union representatives to address specific staffing issues. The second year would involve laying the groundwork, and in the third year consolidated offices could be established.⁴

Priority 3: Bread and butter municipal services – police, fire, public works.

Once the infrastructure is established and common financial reporting forms, job descriptions, and similar documents are in place, it will be easier to consider the consolidation of larger departments, such as police, fire, and public works.

The potential benefits of consolidation in police and fire functions include joint equipment planning and purchasing, increased capabilities in emerging fields like homeland security and hazardous materials, more efficient staff assignments, and better teamwork through the adoption of common policies and protocols that meet national accreditation standards.

In the public works area, consolidation would allow a Director to reconfigure garages and plowing routes in a more efficient manner. The combination of water, sewer, storm water, and electrical operations into one utility could provide added engineering capabilities for all functions, and certainly a simpler governance structure.

⁴ The school departments of Lewiston and Auburn should not be exempt from the planning for consolidation of back office functions. There are often more similarities between the two school departments than between the rest of the city government and the school departments.

Priority 3 services could be merged over a three to five-year period, once the Councils adopt these as goals. As with the other services, the first step would be to create in-house staff teams. The pace of activities thereafter would depend upon the plans themselves, as well as the progress of the other program areas described in Priority 2.

IV. The Merger Possibility

A straight line is the shortest distance between two points. If the goal is to consolidate services between the two City governments, the most direct way to achieve this is to merge the two Cities into one.

If the two Cities merge to become one, the arc of future decision-making is clear. Department heads naturally integrate technology and communications, redeploy staff, coordinate capital equipment expenditures, and combine policies. Every decision will be directed toward integrating and simplifying operations. The inherent inertia of the status quo will be overcome.

Another advantage of consolidating the cities is that it will eliminate the difficulty of property tax competition. Right now, in considering the best places to locate different services, or business parks, or commercial areas, the need to provide roughly equal property tax revenues on both sides of the River is a factor that can complicate cooperation efforts, and sometimes lead to less than optimal solutions from a regional perspective. In a consolidated city, when something good happens on either side of the River, all taxpayers will benefit.

The procedure for consolidation is straightforward. The townships of Dover and Foxcroft followed it for their merger in 1922. The procedure is found in 30 M.R.S.A. §§ 2151-2156 (1996) (on line at <http://janus.state.me.us/legis/statutes/30-A/title30-Asec2152.html>).

The steps are:

- 10% of voters in both municipalities sign a petition requesting that a Joint Charter Commission be set up;
- At the next local election, each municipality elects three members to the Joint Charter Commission;
- The Joint Charter Commission creates a draft consolidation agreement,
- The voters of both municipalities vote to approve the consolidation agreement at the next regular municipal elections.

Alternately, the municipal officers of the Cities may act as a Joint Charter Commission without a petition.

The consolidation agreement would deal with issues such as the configuration of a merged City Council and a single school committee, the plan for disposing of past debts, and the manner of addressing legal obligations incurred by one or the other City government.

The Cities would have to explore the question of whether a consolidation would affect the amount of state revenues the two Cities receive for school funding and revenue sharing. The Maine Department of Education has indicated that a consolidation should have no effect on school funding. The school funding formula is driven by the number of total students and special needs students, and this number would remain the same regardless of whether the municipalities become one. Likewise, municipal revenue sharing is a formula driven by fixed numbers of population and tax effort, and these should not change significantly if two communities are combined. In the future, given the State emphasis on consolidation, there is a good likelihood that the State will provide incentives for consolidation in state aid formulas.

The consolidated city would rival the City of Portland in population. In the year 2000, Lewiston and Auburn together had 5,356 fewer people than Portland. In 2004, the difference had shrunk to 4,578. As the land area of Lewiston and Auburn combined is 93.9 square miles, and the land area of Portland is 21.2 square miles, there is much more available land to develop in the Twin Cities. It is reasonable to expect that at some point in the not too distant future, the population of the combined cities would become the largest in the State.

The Commission believes there should be extensive public discussion and education about the advantages and disadvantages of a merger of the cities of Lewiston and Auburn.

V. Recommendations

Until the Cities are prepared to consider the substantial step of municipal merger, the Cities should continue to seek ways to further cooperate and to consolidate services, as Lewiston and Auburn have been doing for the past several decades. It requires that every consolidated service proposal achieve consensus support among numerous parties (i.e., councilors, managers, department heads, unions) on both sides of the River. For the Cities to continue moving toward consolidating City services, the Commission makes three recommendations:

First, the adoption of a joint resolution by both City Councils with specific objectives for consolidation and a specific timetable. Progress can best occur if it is clear that the two Councils support change and lay out a schedule for it to happen.

Second, the creation of public accountability for progress. Our predecessor commission on joint services in Lewiston and Auburn, L-A Together, made many worthwhile recommendations in its 1996 report. Some of these recommendations have been acted upon, often without public notice, such as the improvement in communications between the two police departments, and extensive coordination in the public works area. Others, such as the recommendation for the two cities to adopt a common capital improvements plan, have not been implemented. The failure to coordinate capital improvements over the past several years, particularly with regard to financial and communications software, result in additional potential costs when planning for cooperation and consolidation of services for the future. With more public awareness and accountability, city officials will remain more aware of that cooperation and opportunities would be less likely to be lost in the future.

To achieve this, we recommend the creation of a *Citizens Commission on Auburn-Lewiston Cooperation*. Members would be appointed by the two city councils, and could include some city councilors. The group would be responsible for issuing an annual report on the state of cooperation between Auburn and Lewiston. It might consist of ten members, five from each City, to be appointed by the City Councils. The Commission would be housed at, and staffed by, the Lewiston-Auburn Economic Growth Council.

Third, the designation of a coordinator of joint services with responsibility for furthering cooperation. Cooperation and consolidation take effort and leadership. It is unrealistic to expect that major functions can be brought together without intensive effort, above and beyond that which can be given by existing city staff in the course of carrying out their day-to-day responsibilities. Therefore, we recommend the designation of a staff position to be housed with the Lewiston-Auburn Economic Growth Council to be

responsible for creating cooperation plans and staffing the Citizens Commission described above. This position would work under the direction of the Executive Director of the Growth Council, and in consultation with both the Lewiston Administrator and the Auburn Manager. We recommend further that the Council seek outside grant funding to support the position for at least a two-year period; thereafter, the two City Councils can evaluate for themselves whether the cost savings and benefits generated by this position justify paying for its continuance out of local funds.

In the accompanying Working Papers, the Commission describes a process for planning the consolidation of the service areas discussed in this report, namely: code enforcement, back office operations, assessment, information technology, public works, police, and fire.

In short, the Commission sees the goal as clear – to bring together the significant municipal services of Lewiston and Auburn into one administrative effort as soon as practicable. There are several courses that can get the cities there, some faster than others, some easier to achieve than others. The course we recommend above is balanced. It is aggressive in its aims, yet allows citizens and city staff time and the opportunity for involvement in the actual implementation. We believe that this approach can provide a platform for Lewiston and Auburn to maintain its leadership and competitive edge into the future.

A note from the Commission to City employees and union representatives

Cooperation and consolidation should not be viewed as threats to your jobs. We do not propose or support layoffs. If further planning identifies staff reductions in specific areas, we support making them through attrition. Further, we believe that the consolidation of services offers the potential for making your job more interesting, your career path more varied, and your job satisfaction higher. Larger organizations, by definition, can offer more to the employee – more specialized work, more job openings from turnover, more colleagues to learn from and work with, higher quality support services, better technology, and in many cases higher pay. By doing things better for the taxpayer, we can also make work more rewarding for the staff. To ensure that the consolidation plans are achievable, we propose that the actual details of the plans be put together through a bottom-up process – by the line staff who know the issues the best.



Working Papers

of the

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Action Plan 1: Code Enforcement

Current Status

The directors of planning and codes from both Auburn and Lewiston indicated that their departments are understaffed and at times have high-turnover. There is a need for backup of inspectors, cross-training, and specialization in both departments. Currently, because of all the new development in the community, Auburn has less time to devote to long-term planning.

	Auburn Planning & Codes	Lewiston Planning & Codes
<i>FY 06 Adopted Budget</i>	\$698,254*	\$362,226
<i>FY 04 Adopted Budget</i>	\$780,275	\$383,491
<i>% Budget Decrease in 2 Yrs</i>	-11%	-6%
<i>Director</i>	1	1
<i>Deputy Director/City Planner</i>		1
<i>Building Inspector</i>		1
<i>Land Use Inspector</i>		1
<i>Plumbing Inspector</i>	.5	
<i>Code Enforcement Officer</i>	2	2
<i>Electricians</i>	3	
<i>Clerk</i>		1
<i>Administrative Assistant</i>	1	1
<i>Total</i>	7.5	8

* \$270,500 (38%) of Auburn's planning budget is for electrical utilities, which is not represented in Lewiston's budget.

Lewiston and Auburn have adopted different building, electrical, and property maintenance codes, as shown in the table below. Having different codes in two communities as closely linked as Auburn and Lewiston, in which developers and contractors work simultaneously in both communities, can be both confusing and frustrating.

Current Codes for Lewiston, Auburn and Maine

Codes	Auburn	Lewiston	Maine Model Building Code
Building	BOCA 1999 Edition with Revisions	IBC & IRC 2003 Edition	IBC & IRC 2003 Edition International Existing Building Code – for rehab
Electrical	NFPA 70 NEC 2002 Edition	NEC 2005 Edition	
Plumbing	Maine Plumbing Codes	Maine Plumbing Codes	Maine Plumbing Codes
Property Maintenance	In draft form	plan to adopt International Codes 2003 Edition	

BOCA – Building Officials and Code Administrators International, Inc.
 NFPA – National Fire Protection Association
 NEC – National Electrical Code
 IBC – International Building Code

Both Lewiston and Auburn planning and code departments have expressed a need to review and re-write their respective zoning ordinances. Auburn will be starting its comprehensive plan update this year and anticipates re-writing the zoning ordinances as part of that process. A comprehensive plan update was proposed for Lewiston’s fiscal-year 2005-06 budget, but did not receive final approval. Lewiston anticipates that it will be part of the budget for FY 2006-07.

Because of the planned update of both comprehensive plans, now would be a great opportunity for Auburn and Lewiston to work together on code enforcement, the permitting process, and zoning ordinances.

Current Cooperative efforts

Lewiston and Auburn planning and code departments have a history of working and training together. Lewiston performed septic inspections for Auburn for six months while Auburn searched for a new inspector. The two cities have also shared health

inspection officers in the past when one was unavailable. Currently, Auburn and Lewiston are planning another industrial park together.

The 1996 L/A Together report did not include any recommendations for code enforcement.

Five-Year Goals

- Auburn and Lewiston will have the same codes for building, electrical, and property maintenance.
- Auburn and Lewiston will have the same application and permit fee schedules for zoning and land use, building, and electrical.
- Auburn and Lewiston will use the same zoning districts for title, classification, and definition with special provisions for districts unique to Lewiston and Auburn.
- Lewiston and Auburn will be using the same software for all inspection activity.
- Code enforcement officers and inspectors will be cross-trained for each city.
- Officers and inspectors will be contracted out to the neighboring city for backup as necessary.
- Lewiston and Auburn planning departments will begin working together to develop long-term vision and planning for Auburn and Lewiston in a regional context.

Benefits

- Clarity for contractors and developers working in both communities
- Sharing of code enforcement officers and inspectors
- Improved long-term vision and planning for L-A

Implementation Plan

Short Term- Increase Communication		
Recommended Activity	Responsible Party	Time Frame
Create and sign an inter-local agreement between Auburn and Lewiston that establishes commitment to work together	Auburn & Lewiston city councils	At the start
Planning and code departments agree to meet regularly (once a month)	Lewiston & Auburn planning and code directors	At the start
Establish identical codes for building, electrical, and property maintenance for the two cities	Lewiston & Auburn planning and code directors in cooperation with Joint Services Coordinator	6 months from start
Establish identical application and permit fee schedules for zoning and land use, building, and electrical	Lewiston & Auburn planning and code directors in cooperation with Joint Services Coordinator	12 months from start
Mid Term – Increase Coordination & Collaboration		
Recommended Activity	Responsible Party	Time Frame
Create a new set of zoning districts to be used in both cities	Lewiston & Auburn planning and code directors, comprehensive planning committees, planning boards in cooperation with Joint Services Coordinator	24 months from start
Decide on common inspection software	Lewiston & Auburn planning and code directors in cooperation with Joint Services Coordinator	18 months from the start
Start cross-training CEO and inspectors to work in both cities	Lewiston & Auburn planning and code directors	18 months from start
Consolidate code enforcement departments into one operation	Lewiston & Auburn planning and code directors in cooperation with Joint Services Coordinator	24 months from start

Action Plan 2: Assessment

Current Status

Currently, both Auburn and Lewiston are implementing new software programs to manage assessment and assessment record keeping. Each city has chosen a different program to record and manage this information. Although the systems are focused on mixed assessment, each has particular strengths that meet the needs of the community. Auburn's program has very strong residential assessment capabilities. The Lewiston program contains a strong commercial property assessment module.

Each system will be based on distant servers, and use GIS mapping services from different outside consulting engineering firms. Both programs will allow open access to data via the internet and/or a City Hall kiosk. Data being logged into these systems at the present time will make much of the manual filing and retrieval process currently in place outdated.

Data accessibility will allow search by address, parcel ID or map and lot, and street or business address. Parcel dimensions and photos of property will be accessible, but names of owners will be available only through the City Hall kiosk.

Currently, data from current assessment activity is entered in each prospective system. This is a time-consuming activity requiring most staff to actively participate in data entry. This is also the most costly period of new software implementation and systems management.

Staffing

According to studies of the International Associate of Assessment Offices (IAAO), the Lewiston and Auburn programs are staffed at levels consistent with national averages. These levels are roughly 2,000 parcels per staff person. Lewiston employs six people in the assessment office for 13,000 parcels, and Auburn staffs at about the same ratio with five people responsible for 11,000 parcels. Both offices conduct over 5,000 personal property and real estate inspections per year.

Budget

Program budgets for both communities align with employee numbers and current re-appraisal work loads. The Auburn budget for assessment for FY 05-06 is \$243,207. The Lewiston budget for assessment for FY 05-06 is \$273,796

	Auburn Assessment Dept.	Lewiston Assessment Dept.
<i>FY 06 Adopted Budget</i>	\$243,207	\$273,796
<i>FY 04 Adopted Budget</i>	\$288,315	\$260,027
<i>% Budget Increase/Decrease in 2 Yrs</i>	-16%	5%
<i>Personnel</i>	5	6
<i>Personnel per 2,000 parcels</i>	About 1	About 1

Current cooperative efforts

Current cooperation between Lewiston and Auburn is based on tax-shared commercial property related to the L/A Airport and Industrial Park facility. Because Lewiston has a strong commercial appraisal capability, Lewiston assesses for the Airport parcels.

Potential for expanded cooperation and merger

The current workload in each community is near the standard promulgated by the IAAO and is appropriate for current reappraisal activity and data entry in new systems. In larger jurisdictions, the per assessor workload does sometimes approach 3,000 parcels per staff person and computerization may make reduction in staff possible, although this would most likely be confined to front office staff.

It is a reasonable assumption that computerized records and internet and kiosk access would reduce phone and counter contacts considerably, but personal property and real estate inspection numbers will most likely be unchanged or will grow as both residential and commercial activity expands in both communities.

Substantial expanded cooperation would be difficult given the current operating systems, differing base years, and staffing levels. A mixed cooperative effort in which Lewiston does commercial appraisal work in Auburn, and Auburn provides residential appraisal services in Lewiston should be explored with a view toward some savings in staff. The extent of immediate benefit to the cities is not clear. There may be a slight reduction in staffing, but there could be data management problems.

Assessment offices are making increased use of web-based services. With the advent of such services, it becomes technologically feasible to make government activities more easily accessible to the public. The work reduction for title searches alone should reduce counter interaction significantly. A broader discussion of the potential for this type of service can be found in the Information Systems section of this report.

Five-Year Goals

Short Term

Completion of the current transfer of data from old assessment and record systems to new systems in each community is clearly a priority at this time. Open access to the data with appropriate security should be maintained and expanded.

Because both systems will allow community access via the internet, the potential e-government value will be in the coordination of information access with other agencies within municipal governments. This coordination of data, outlined in the IT section of the report, will allow use of assessment information inter-departmentally as well as externally. Assessment and personal property information are keys to optimized revenue generation and shared information about business and residential locations for fire, police, emergency, and property inspection purposes. Linking this information through a central knowledge management and access system will be an important early task for integration.

Central data management linked to assessment data will allow the type of cross-functional use envisioned in the IT section. The IT team should make appropriate recommendations for "middleware" -- a kind of software that allows two different assessment softwares to communicate -- to assist in useful mining of assessment data across both systems. The IT team should review and make recommendations on the migration of assessment processes and data to a single system in the long term.

Mid Term

In the mid term, a specific plan should be developed to combine the two assessment departments. Use of the two assessment systems could form the basis for developing residential and commercial assessment departments. Based on the strengths of the two software packages, data on all commercial properties could be migrated to the Lewiston system and all residential property migrated to the Auburn system, if feasible.

Merging the two city assessment systems should be evaluated on a return on investment (ROI) basis and a merged system plan developed if the ROI analysis indicates that this is a viable path to cost savings and system efficiency.

Long Term

The combined assessment departments and coordination of effort will be based on a single assessment package that is designed for both communities. Because current staffing levels are at the optimum size for assessment requirements of both communities, little change in staffing levels is envisioned. Optimizing revenue generation and data management for use across several departments should be the long term objective of the assessment operation.

Some increase in revenue to both municipalities could be realized through delivery of assessment certification and other related services to outlying communities.

Implementation Plan

Short Term – Increase Communication		
Recommended Activity	Responsible Party	Time Frame
Create and sign an inter-local agreement between Auburn and Lewiston that establishes commitment to work together	Lewiston and Auburn city councils	From the start
Complete the current transfer of data from old assessment and record systems	Assessment offices	12 months from start
Assessment directors commit to meet regularly (once a month)	Assessment directors of both cities	Ongoing during plan
Identify specific coordination options and recommend changes	Assessment directors of both cities	6 months from start
Develop, with the IT directors, a common interface for a knowledge management system linking assessment data cross-functional use	Assessment & IT directors of both cities	12 months from start

Mid Term – Increase Coordination & Collaboration		
Recommended Activity	Responsible Party	Time Frame
Establish a back office functions planning committee that will include, along with others, the assessment directors of each city	Auburn & Lewiston city councils	12 months from the start
Prepare a three year plan to migrate assessment services and people	back office committee	24 months from the start
Provide appropriate training programs for future combined assessment office	back office committee	24- 36 months from start

Long Term – Achieve Consolidation

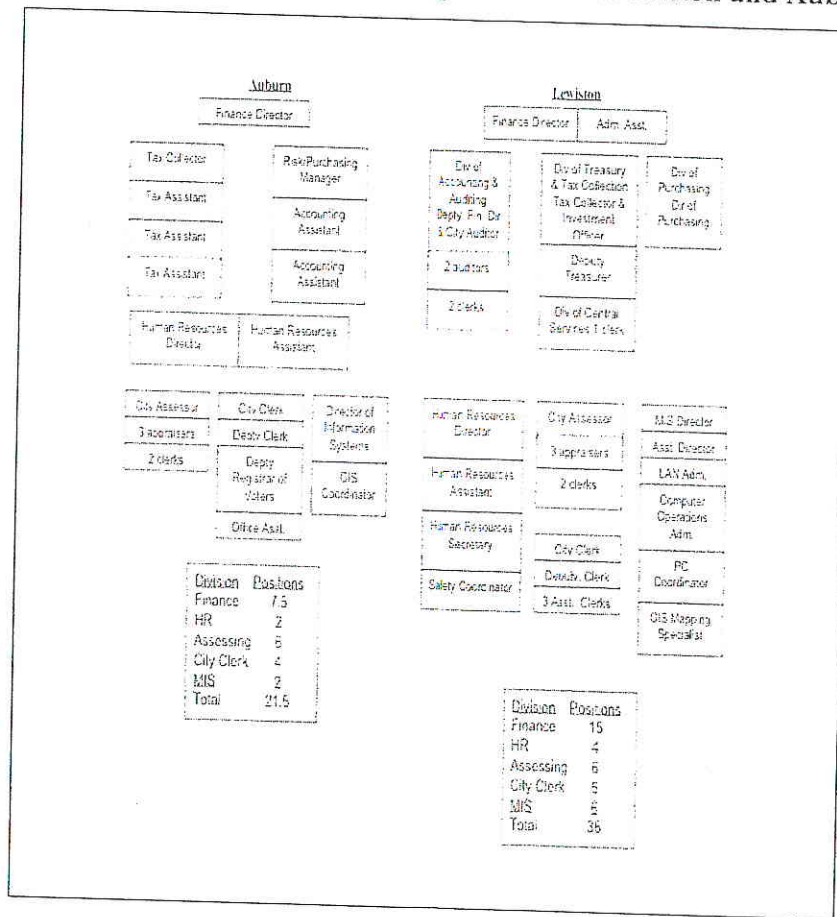
Recommended Activity	Responsible Party	Time Frame
Consolidate assessment services developed in three year plan	back office committee	3 years from start
Provide assessment services to outlining communities	Joint Services Coordinator	

Action Plan 3: Back Office Operations

Current Status

“Back Office” operations refers to such areas of finance, accounting, and other record keeping activities; purchasing; assessing; human resources; and information technology. These activities currently occupy slightly fewer than 60 municipal employee positions and account for annual spending of approximately \$3 million. Figure 1 shows the current structure of these activities in the two cities.^a

Figure 1 Municipal Back Office Operations in Lewiston and Auburn



^a The City Clerk is the keeper of records such as birth, marriage and death records, and also supervises elections. Some of the functions of the City Clerk's office are not back office functions. Public records, however, may be categorized with others in term of electronic entry, storage, and retrieval.

	Auburn Finance Department	Lewiston Finance Department
<i>FY 06 Adopted Budget</i>	\$336,794	\$632,801
<i>FY 04 Adopted Budget</i>	\$329,792	\$650,586
<i>% Budget Increase/Decrease in 2 Yrs</i>	2%	-3%
<i>Total Personnel</i>	7.5	15

	Auburn Human Resources	Lewiston Human Resources
<i>FY 06 Adopted Budget</i>	\$101,212	\$253,667
<i>FY 04 Adopted Budget</i>	\$97,965	\$207,746
<i>% Budget Increase in 2 Yrs</i>	3%	22%
<i>Total Personnel</i>	2	4

The two school departments also have "back office" operations. The similarities in these areas between schools departments are greater than the similarities between school and city back office functions. Therefore, we recommend that inter-school back office integration proceed independently from inter-municipal integration.

The 1996 L/A Together report did not directly address "Back Office" activities. Its only recommendations concerned joint purchasing.

Purchasing

L/A Together Specific Recommendations

Status

Purchase goods and services jointly whenever costs can be saved or service can be improved.

City and school purchases have been made jointly on an ad hoc annual basis

Encourage development of common sense standards and specifications for goods and services.

Each city has developed more formalized standards, but differences in city charters prevent complete standardization

In January of each year, City Purchasing Agent shall report to City Council on implementation of policy, including dollar totals of city purchasing and joint purchasing for the prior year.

Status is unknown

Five-Year Goals

The cities of Lewiston and Auburn should set as a goal to combine back office operations services to both cities. The goal could be accomplished within five years:

- A single accounting system
 - A single purchase order system compatible with each city's charter
 - A single credit card system for small purchases
 - A single accounts payable system
 - Real time reporting of expenditures and revenues vs. budget
- A single human resources database
 - One-time data entry and updating
 - Common position definitions, training services, advertising, testing and selection
- A single assessing database
 - Common definition of essential data (SF, use, sales history, photos etc.)
 - Real time availability of most recent data to city officials and citizens
 - Integrate valuation with invoicing/accounts receivable
- A common communications system
 - Voice
 - Data
 - Email
 - Back-up/recovery system

This system should result in a central source for basic information so that time and energy spent on data entry is reduced and advanced data management and analysis will be easier to undertake. Once such a system is implemented, both cities will be able to create a long-term staffing plan, including opportunities for entry-level positions as well as higher-level management positions.

The effort of combining back office operations should be directed at municipal activities. After the successful combining of municipal functions is achieved, the cities should explore ways of integrating the accounting, human resources, and communications activities of both school departments.

Implementation Plan – Financial Services

Short Term – Increase Communication		
Recommended Activity	Responsible Party	Time Frame
Create and sign an inter-local agreement between Auburn and Lewiston that establishes commitment to work together	Lewiston and Auburn city councils	From the start
Finance directors commit to meet regularly (once a month)	Finance directors of both cities	From the start
Identify charter-specific accounting requirements and recommend changes	Finance directors of both cities	6 months from the start
Decide on a common municipal accounting software package	Finance directors of both cities, with help from Joint Services Coordinator	12 months from the start
Establish an “ideal” staffing plan to meet projected financial services requirements of the two cities	Finance directors of both cities, with help from Joint Services Coordinator	12 months from the start
Mid Term – Increase Coordination & Collaboration		
Recommended Activity	Responsible Party	Time Frame
Establish a back office functions planning committee that will include, along with others, the finance directors of each city	Auburn & Lewiston City Councils	From the start
Prepare a three year plan to integrate financial services and people	Back office committee, with help from Joint Services Coordinator	18 months from start
Provide training programs for those seeking to move into new financial services positions	Back office committee	18 to 36 months from start
Long Term – Increase Consolidation		
Recommended Activity	Responsible Party	Time Frame
Consolidate financial services of both cities into one operation	Back office committee	4 years from start

Implementation Plan -- Human Resources

Short Term – Increase Communication		
Recommended Activity	Responsible Party	Time Frame
Create and sign an inter-local agreement between Auburn and Lewiston that establishes commitment to work together	Lewiston and Auburn City Councils	From the start
Human resource directors commit to meet regularly (once a month)	HR directors of both cities	From the start
Identify charter-specific HR data requirements and recommend changes	HR directors of both cities	6 months from start
Decide on one or two payroll elements in accounting software package	HR directors of both cities, with help from Joint Services Coordinator	6 months from start
Identify “non-data” elements of HR that can be combined, such as advertising, testing, selection, training, EAP	HR directors of both cities	9 months from start
Establish an “ideal” staffing plan to meet projected HR requirements of the two cities	HR directors of both cities	12 months from start
Mid Term – Increase Coordination & Collaboration		
Recommended Activity	Responsible Party	Time Frame
Establish a back office functions planning committee that will include, along with others, the human resource directors of each city	Auburn & Lewiston city councils	From the start
Conduct a study of staffing differences (required education, experience, qualifications, pay etc.) within similar departments between the two cities and recommend changes	Back office committee	12 months from start
Prepare a three-year plan to integrate HR functions and people	Back office committee	12 months from start
Provide training programs for those seeking to move into new HR positions	Back office committee	12 to 36 months from start
Long Term – Achieve Consolidation		
Recommended Activity	Responsible Party	Time Frame
Consolidate human resources of both cities into one operation	Back office committee	5 years from the start

Action Plan 4: Information Technology (IT)

The ultimate integration of Lewiston and Auburn's information technology systems is essential to expanding cooperation in virtually every service area.

Current Status

The IT system provides services to all departments of municipal government. The system operates in the background and is invisible to the user as long as it works properly and offers the services needed for each municipal department to do its job. Thus, the IT system can be placed in any location as long as the needed services work efficiently and well. Further, the system should be designed to be compatible with all operations within the municipalities and schools.

Currently, Auburn and Lewiston run two different networks: Auburn uses Microsoft networking software, but Lewiston uses Novell. In addition, many different software programs are used by the various departments and in many cases they are not compatible in the corresponding departments in the two cities.

Lewiston's Department of Management Information Systems employs a total of six people, and Auburn's employs two people.

	Auburn IT	Lewiston IT
<i>FY 06 Adopted Budget</i>	\$186,507	\$379,371
<i>FY 04 Adopted Budget</i>	\$181,450	\$317,954
<i>% Budget Increase in 2 Yrs</i>	3%	19%
<i>Director</i>	1	1
<i>Deputy Director</i>		1
<i>Other Personnel</i>	1	4
<i>Total</i>	2	6

Lewiston and Auburn have worked together in the past in providing better technology connectivity. As an example, in 2000-01 a new fiber-optic cable modem infrastructure was developed utilizing the Adelpia Cable system throughout the two cities. This infrastructure provides additional connectivity for the two school systems and municipal buildings. The benefits include data transmission, internet access, email, and access to other resources located on all major systems throughout the Twin Cities.

The two cities have successfully cooperated in an emergency management system and service.

Currently no immediate plan is contemplated for expanded cooperation in the area of information technology. Funding constraints and budget reductions have made long range planning difficult, with priority being given to management and maintenance of the existing systems.

The future of Information Technology and Municipal Government

Information technology services within municipal government are moving toward a more open access system and increased interaction among municipal government, residents, and businesses through internet-based technologies. Internet-based technologies allow access to vehicle registration, property title information, maps, general information and communication, and numerous other government services. Internet-based technology will:

- enhance access to and delivery of government services for the benefit of citizens, business partners, and employees;
- provide electronic information-based services for citizens (e-administration);
- reinforce elements of citizen participation and action (e-democracy); and
- support the use of information and communication technologies in all facets of municipal operations.

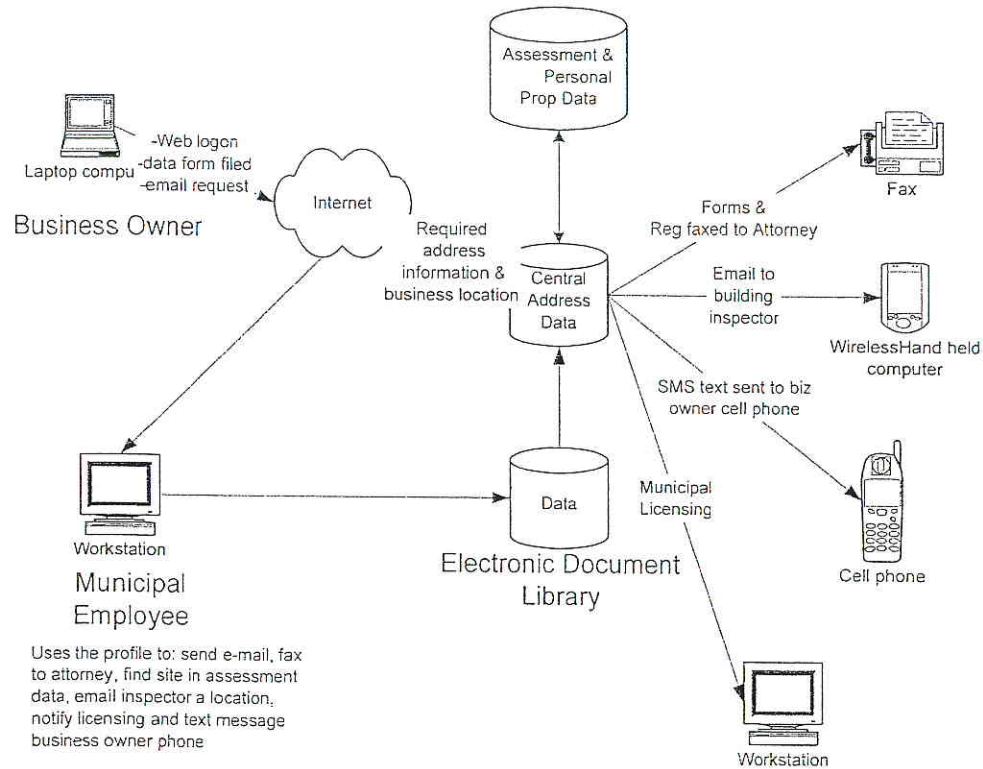
There is also movement away from the traditional locally-managed network systems and toward distant server management, network and software management, and archiving and retrieval of information. Auburn and Lewiston have adopted some of these technologies and services and they will continue to be integrated into municipal government in the coming years.

Whether local or distant server management systems chosen is slightly less important than efficient management and accessibility. **The developments that are important to monitor and incorporate into future planning are open access systems that facilitate citizen and business access to services, and the management of documents, information, data, and communications by municipal government.**

Here is an example of an open access system or a business owner and municipal government. A potential business owner/operator contacts the city via the web site and emails a request for the appropriate forms and copies of regulations. She asks that the forms be emailed to her, faxed to her attorney, and a message left on her cell phone to indicate when those tasks have been completed. (Depicted in diagram below).

At the onset of the process, the business person is required to fill in an online form with personal and business information, email, phone number, business location, and type of license requested. The municipal employee receiving the message logs into the central document database and chooses the appropriate forms and regulations. From the employee's desk, the file is linked to the assessor's office data system for the business address, property maps, and appropriate property tax information. Faxes are then sent to the attorney, emails to the building inspector, a text message to the business person's cell phone, and notification to licensing regarding the request, type of license, business location, etc. The business owner's file is flagged for follow-up by the building inspector, the licensing office, and the assessor's office. Automatic email notification is sent to the various offices when the flagged date arrives.

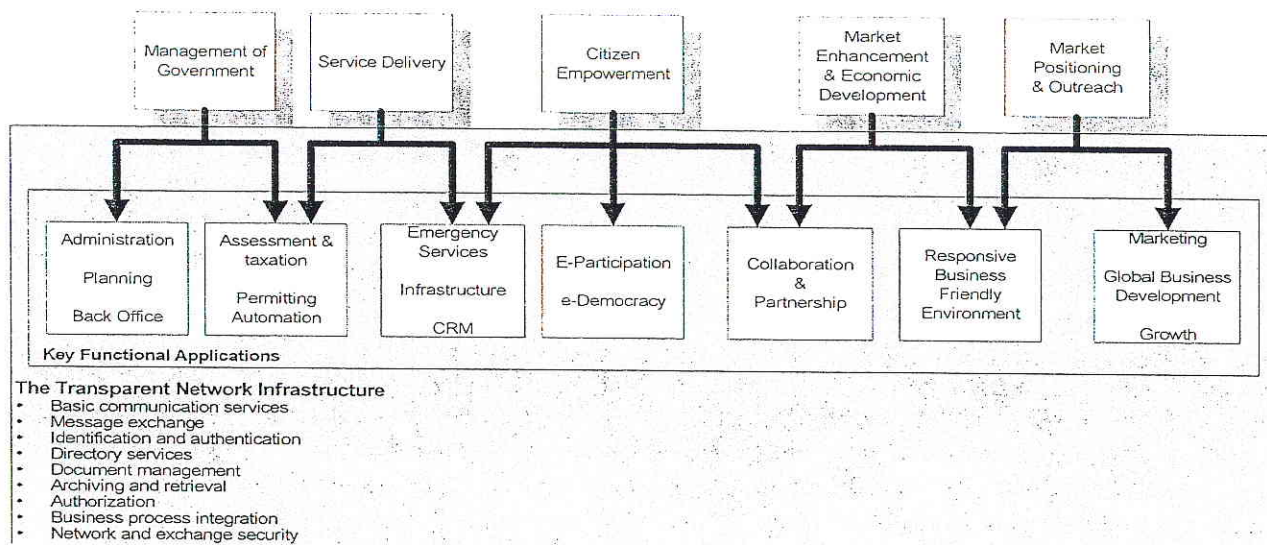
In this example, the data management process has assured appropriate licensing and fee collection, building inspection, and good customer service. Documents are in an open format and viewable on all types of computers and operating systems. Internet access, open document formats, linked data storage, and multiple types of communication facilitate this process.



The information technology (IT) segment of municipal government provides a fertile area for increased cooperation between the two cities and an exciting extension of government operations for the benefit of constituents.

The system should focus on internal open access and expanding services through the internet. A system should be designed that provides:

- Basic communication services
- Message exchange
- Identification and authentication
- Directory services
- Document management
- Archiving and retrieval
- Authorization
- Business process integration
- Security for all elements of the process



Implementation Plan

Cooperation/Consolidation Activity	Responsible Party	Time Frame
Create and sign an inter-local agreement between Auburn and Lewiston that establishes commitment to work together	Lewiston and Auburn city councils	From the start
Establish IT integration working group	IT program managers with the Joint Services Coordinator	3 months from start
Develop a technical reference model for combined operations on a single architecture	IT program managers in conjunction with the Joint Services Coordinator	6 months from start
Evaluate current voice communication systems within the two cities and recommend a common system	IT directors of both cities	9 months from the start
Combine both systems	IT directors of both cities with the Joint Services Coordinator	
✓ Decide on a common IT architecture	IT directors of both cities with the Joint Services Coordinator	12 months from the start
✓ Identify and outsource segments of IT process where return on investment is significant	IT directors of both cities with the Joint Services Coordinator	12 months from the start
✓ Establish an "ideal" staffing plan to meet projected IT requirements of the two cities	IT directors of both cities with the Joint Services Coordinator	15 months from the start
✓ Prepare a one year plan to migrate IT functions and people	IT directors of both cities with the Joint Services Coordinator	18 months from the start
✓ Provide training programs IT staff and system users	IT directors of both cities with the Joint Services Coordinator	12 to 48 months from the start

Action Plan 5: Public Works/Water & Sewer

Current Status

	Auburn Public Works	Lewiston Public Works
<i>FY 06 Adopted Budget</i>	\$4,322,005	\$7,090,443
<i>FY 04 Adopted Budget</i>	\$4,456,759	\$6,412,837
<i>% Budget Increase in 2 Yrs</i>	-3%	11%

Immediate:

- Expand the use of joint bidding.
- Complete the standardization of the water treatment process.
- Continue the use of joint studies related to Lake Auburn and its watershed
- Analyze transportation and other issues from a regional approach rather than individual municipality, such as the Downtown Study. For example, expand the Rt. 196 study in Lisbon to include Lewiston.
- Expand joint cooperation on the NPDES study by looking at the Cities as a whole rather than individually. Define the areas with the most need and prioritize remediation with both cities getting credit instead of one. Set up a joint committee to set priorities. This would be similar to the Watershed committee consisting of members from AWD and LPS/LWD.
- Formalize the current program of equipment sharing.
- Develop and implement a plan to jointly purchase equipment for shared use and to purchase interchangeable equipment that can be used by both communities as needed, such as shoring boxes.
- Develop a comprehensive joint training program.
- Develop maintenance areas based on geographic location instead of political boundaries.
- Begin discussions with the various unions and employee groups on implementation of joint services.

Mid Term:

- Establish joint stand-by for water and sewer functions.
- Establish a combined operation for PW/Highway Winter Night Patrol/Sanding.
- Combine arborist and traffic operations. Each city could provide personnel to staff the joint activity similar to the Water Quality Program. For example, Lewiston could take the lead with the arborist supplying the supervisor, with both

entities providing personnel and equipment. As to traffic, Auburn could provide the supervisor with both personnel and equipment.

- Look at joint staffing of municipal garage facilities during snow operations.
- Establish a joint inventory program for the supply of water, sewer and drain materials.
- Establish a working group to establish protocols for municipal garage operations. Work could be assigned based on availability of the crews, or Lewiston could be responsible for doing certain types of work and Auburn for other types of work.
- Establish joint inspection services for street openings and construction and look at standardizing regulations for street openings and excavation.

Long Term:

- Combine the water, sewer, and electrical operations into one utility that includes LAWPCA.
- Establish a joint public works operation that includes highway, municipal garage, building maintenance, and solid waste functions.
- Establish a joint engineering/inspection group.
- Create a joint stormwater district. This could be combined with the water, sewer, and electric utilities.

Action Plan 6: Police

Current Status

One major difference between the Lewiston and Auburn police departments is that Lewiston is accredited, but Auburn is not. Auburn is currently going through the process of accreditation, and accreditation should happen in the near future. After Auburn receives accreditation, the two departments will have similar policies and procedures.

Both departments have worked on crime prevention, and to reduce the number of calls they receive. Auburn decreased calls by 7% in the past seven years, and Lewiston by 8%. Although, Lewiston and Auburn's 2003 crime rates exceeded the state average of 25.80 per 1,000 people, the rates were considerably lower than the neighboring cities of Portland (51.34), South Portland (53.67), and Augusta (61.30).

Auburn and Lewiston police departments are staffed at levels similar to the 2002 New England average of 2.2 officers per 1,000 people.

	Auburn Police Dept.	Lewiston Police Dept.
<i>FY 06 Adopted Budget</i>	\$2,585,792	\$4,619,835
<i>FY 04 Adopted Budget</i>	\$2,452,916	\$4,452,274
<i>% Budget Increase in 2 Yrs</i>	5%	4%
<i>Officers</i>	49	83
<i>Personnel</i>	6	20
<i>Total</i>	55	103
<i>Officers per 1,000 people</i>	2.1	2.3
<i>Schedule</i>	3 days on/3 days off	4 days on/2 days off
<i>Shifts</i>	8 hr shifts/40 hr wk	11 hr shifts/44 hr wk
<i># of Calls in 1997</i>	31,203	45,648
<i># of Calls in 2004</i>	29,149	41,901
<i>% Call Decrease in 7 Yrs</i>	-7%	-8%
<i>2003 Crime Rate</i>	33.67	39.46
<i>2004 Police Expenditure per Call</i>	\$84	\$106
<i>2004 Police Expenditure per Household</i>	\$240	\$280

L/A Together Recommendations

The L/A Together report made four specific recommendations for the Auburn and Lewiston police departments. The majority of these focused on a closer alignment of the two departments through standardized operating policies and procedures. These recommendations were not fully carried out previously, primarily because the two departments have moved through the accreditation process separately and at different speeds.

Lewiston and Auburn police departments have succeeded, however, in increasing cooperation between the two departments in the last ten years. The two departments have a mutual aid agreement, and work closely together in investigating, in testing personnel, in polygraph testing, and in joint purchasing of cruisers. In addition, the two departments, along with the county sheriff, already have common databases and compatible communication systems.

L/A Together Specific Recommendations

Police

Police department crime prevention divisions become operationally standardized and closely coordinated. The crime prevention divisions operate cooperatively and, when appropriate, as a combined unit.

Minimal progress

Joint standing advisory committee to review the police department equipment of both departments and recommend equipment changes necessary to create interdepartmental equipment compatibility and target date for standardization.

Purchase cruisers and other equipment together

Standardize police department operating procedures and joint training. Identify means required and target date for interdepartmental standardization.

Minimal progress

Operations of police departments be standardized according to the Commission on Accreditation of Law Enforcement Agencies (CALEA) and coordination between departments complete by 2002.

Lewiston is accredited

Five-Year Goals

The opportunity exists for the Auburn and Lewiston Police Departments to consolidate into one first-class department that protects and serves both communities.

After talking to the police chiefs and officers from both cities, the Commission does not believe that it would be beneficial to seek immediate implementation of the

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recommendations proposed by the L/A Together report, which focused on combining crime prevention divisions and standardizing operating procedures and joint training between departments. The philosophies of the two police departments are considerably different, and attempting to immediately combine efforts by piecemealing separate divisions together or combining training would be counter productive and would not lead to one department. Other issues and challenges to combining separate parts of the two police departments include:

- Auburn is not accredited, but is going through the process
- Different policies, procedures, and philosophies
- Four or more separate union contracts that are not on the same cycle
- Different schedules and shifts
- Cities have different ordinances that impact police services

We recommend that the Auburn and Lewiston police departments work together over the next five years to design a plan to consolidate the two departments into one. We envision a new, consolidated police department would be under the direction of a single chief. Patrol officers would cover both communities. Some savings could be found in having a single Chief of Police, which would happen through attrition. Other benefits would include a high quality of services, one set of policies and procedures, and unified training. Because both the Lewiston and Auburn police departments are staffed at the New England average, we do not anticipate a decrease in the number of needed patrol officers. There may even be a need for more patrol officers in the future as the population increases. Additional costs to combining the departments could result in bringing some patrol officers and personnel up to a higher pay scale and settling union issues. Potential savings for combining the two departments would be realized over the long run.

Implementation Plan

Short Term – Increase Communication		
Recommended Activity	Responsible Party	Time Frame
Create and sign an inter-local agreement between Auburn and Lewiston that establishes commitment to work together	Lewiston and Auburn city councils	From the start
Police chiefs of Lewiston & Auburn commit to meet regularly (once a month)	Police chiefs of both cities	From the start
Review & standardize civil ordinances of two cities	Police chiefs & planning directors of both cities	12 months from start
Mid Term – Increase Coordination & Collaboration		
Recommended Activity	Responsible Party	Time Frame
Establish a police planning committee to design a joint police department, which would include the two chiefs, union representatives, and citizens from both cities	Auburn & Lewiston city councils	12 months from start
Design the joint police department that could be implemented in 5 years	Police planning committee, with help from Joint Services Coordinator	24 months from start
Long Term – Achieve Consolidation		
Recommended Activity	Responsible Party	Time Frame
Combine Auburn and Lewiston police depts into one operation	Police planning committee	5 years from start

Action Plan 6: Fire

Current Status

The major difference between the Auburn and Lewiston Fire Departments is that Auburn focuses a considerable amount of attention on EMS training and certification. In 2004, almost 70% of the 4,859 calls for service for the Auburn Fire Department were for emergency medical treatment. The Auburn fire department also does some ambulatory transporting. In Lewiston, in contrast, Allied Medical Service responds to most emergency medical service calls and provides ambulatory transporting.

In the past seven years, the Auburn fire department has experienced a 53% increase in the calls for service, while the Lewiston fire department has had a 16% increase. Most of Auburn's increase in calls can be attributed to the growth in emergency medical treatment.

The need for services is changing. Both fire departments indicated that fire suppression is extremely important, but is not a *growing* need in the communities. In both Lewiston and Auburn, the number of calls for fire suppression has increased in the past seven years, but the proportion has not changed. For example, in 1997 Lewiston had 201 calls for fires, by 2004 the number increased slightly to 216, but for both years the number of calls for fires represented around 11% to 12% of the total calls for service. Although, Auburn has experienced a greater increase in the number of calls for fires, with 88 calls in 1997 and 156 calls in 2004, in both years the number of calls for fires represented only 3% of the total calls for service.

There has also been an increase in the number of hazardous materials service calls, and this is expected to increase in the future.

	Auburn Fire Dept.	Lewiston Fire Dept.
<i>FY 06 Adopted Budget</i>	\$3,132,528	\$4,434,626
<i>FY 04 Adopted Budget</i>	\$2,985,700	\$4,379,954
<i>% Budget Increase in 2 Yrs</i>	5%	1%
<i>Administration</i>	5	8
<i>Firefighters</i>	60	71
<i>Total</i>	65	79
<i>Schedule</i>	1 day on/3 days off	1 day on/2 days off
<i>Shifts</i>	24 hr shift/42 hr week	24 hr shift/48 hr week
<i># of Calls in 1997</i>	3,180	1,652
<i># of Calls in 2004</i>	4,859	1,915
<i>% Call Increase in 7 Yrs</i>	53%	16%
<i>2004 Fire Expend. per Call</i>	\$614	\$2,287
<i>2004 Fire Expend. per HH</i>	\$292	\$275

L/A Together Recommendations

The L/A Together report from 1997 made four specific recommendations for the Auburn and Lewiston fire departments. One major success since the L/A Together report is that the two fire departments have a mutual aid agreement which includes some of the surrounding towns. Other successes include the joint purchase of equipment such as a hazardous materials truck.

Auburn and Lewiston fire departments have historically worked well together, but the departments have provided different types of services, with Auburn, for example, responding to a great deal of emergency medical treatment calls. Training in the two departments vary. Different training and philosophy have created a challenge to combining specific divisions within the two fire departments and is no doubt a major reason why all of the recommendations of the L/A Together report have not been fully implemented.

Specific Recommendations

Status

Fire

Automatic Aid agreement between the fire departments.
Fire prevention divisions of the cities become operationally standardized and closely coordinated. The fire prevention divisions of the cities shall begin to operate cooperatively and when appropriate combined.

Completed

Joint standing advisory committee to review the firefighting equipment of both departments and recommend equipment changes necessary to create interdepartmental equipment compatibility and target date for standardization.

Some joint purchasing of equipment has occurred

Fire chiefs and training coordinators meet regularly to plan interdepartmental training.

Lewiston and Auburn undergo different training

Five-Year Goals

The Auburn and Lewiston communities are growing in both population and economic development. Demand for services provided by both fire departments has increased in the past seven years and will continue to do so in the next five years. The types of service demanded by a growing population and business sector will also continue to evolve. Fire suppression may continue to decline as a percentage of service calls, but rescue calls, emergency medical, hazardous materials, and false alarms from businesses are expected to increase.

Firefighting and protecting the public are labor intensive. Both the Lewiston and Auburn fire departments have indicated that increased demand will create a need for additional firefighters. Although no great monetary savings will be achieved in doing so, the quality of service will improve if the fire departments work more collaboratively.

Implementation Plan

Short Term – Increase Communication		
Recommended Activity	Responsible Party	Time Frame
Create and sign an inter-local agreement between Auburn and Lewiston that establishes commitment to work together	Lewiston and Auburn city councils	From the start
Fire chiefs of Lewiston & Auburn commit to meet regularly (once a month)	Fire chiefs of both cities	From the start
Create a plan to standardize equipment for both fire departments	Fire chiefs of both cities	12 months from start
Review past joint purchasing and create a plan for future joint purchasing of equipment	Fire chiefs of both cities	18 months from the start
Mid Term – Increase Coordination & Collaboration		
Recommended Activity	Responsible Party	Time Frame
Establish a fire planning committee, which would include the two chiefs, union representatives, the 911 manager, citizens from both cities, and others	Auburn & Lewiston city councils, with help from Joint Services Coordinator	18 months from start
Review training procedures of both fire departments and create a plan to standardize and combine training	Fire planning committee	24 months from start
In depth review of current and future needs of both communities and the region in terms of manpower, station placement, response time and distance, safety, etc. The review should also look at the feasibility of transforming the two departments into one operation	Fire planning committee, with help from Joint Services Coordinator	36 months from start

Appendix: L-A Together Recommendations

Capital Expenditures

Specific Recommendations

Joint capital planning, resource sharing, joint purchasing, and promoting compatibility of equipment and systems to reduce overall cost and/or enhance quality of service.

Department heads would meet and confer on joint capital plan.

City administrator and city manager required to submit proposed joint capital improvement plan to joint standing committee by March 1 each year. Then approved by each city council.

Economic Development

Specific Recommendations

An equitable and constructive solution to the current A-L Airpark dispute no later than December 31, 1997.

A reaffirmation of municipal commitment to regional economic development through the L-A Economic Growth Council to be accomplished by December 31, 1997. Including:

- *A uniform procedure for handling economic development prospects*
- *A uniform and simple policy for economic development loans*
- *A uniform procedure for determining incentives to be offered to development prospects without regard to which city is chosen as a site*
- *A comparative study of land use and other municipal regulations affecting economic development to identify differences between the cities, and determine whether uniformity would make development in the Twin Cities more attractive*
- *Identification of expenditures by the individual municipalities that might be saved or reduced by implementation of the new policies and procedures*

A comprehensive exploration of a growth revenue sharing agreement based on an equitable sharing of costs and benefits by December 31, 1997.

Education

Specific Recommendations

The school committees of Lewiston and Auburn should meet jointly on a regular basis.

The school committees of the two cities should encourage continued support of regional collaboratives already in place including the Androscoggin Valley Alliance for Adult Education and the Androscoggin Valley Educational Alliance.

Institutional Cooperation

Specific Recommendations

There will be a joint committee of four councilors, two from Lewiston and two from Auburn. This will be a regular standing committee of each council.

The city councils of Lewiston and Auburn will meet in joint sessions once each quarter of the fiscal year.

The City Administrator of Lewiston and the City Manager of Auburn will meet regularly (at least once each quarter) to develop cooperative planning, policies, and programs of joint action for the cities.

Public Safety

Specific Recommendations

Fire

Automatic Aid agreement between the fire departments.

Fire prevention divisions of the cities become operationally standardized and closely coordinated. The fire prevention divisions of the cities shall begin to operate cooperatively and when appropriate combined.

Joint standing advisory committee to review the firefighting equipment of both departments and recommend equipment changes necessary to create interdepartmental equipment compatibility and target date for standardization.

Fire chiefs and training coordinators meet regularly to plan interdepartmental training.

Police

Police department crime prevention divisions become operationally standardized and closely coordinated. The crime prevention divisions shall begin to operate cooperatively and when appropriate combined.

Joint standing advisory committee to review the police department equipment of both departments and recommend equipment changes necessary to create interdepartmental equipment compatibility and target date for standardization.

Standardize police department operating procedures and joint training. Identify means required and target date for interdepartmental standardization.

Operations of police departments be standardized according to the Commission on Accreditation of Law Enforcement Agencies (CALEA) and coordination between departments complete by 2002.

Public Works
Specific Recommendations

Public Works Planning

Directors meet on an annual basis to review, discuss, and set up joint training and other efforts.

Request local colleges to provide interns to assist in researching feasibility and cost effectiveness of joint and separate projects.

Public Works Operations

Research the feasibility of cooperative maintenance activities: (1) single maintenance garage servicing both cities (2) the assignment of specific tasks to specific garage (3) interdepartmental mutual aid.

Investigation of collaborative or consolidated traffic related works and shared trained traffic engineer to manage traffic works for the Twin Cities.

Investigate cooperative sand and gravel mining operations including joint capital expenditures.

Excavation Permits

Auburn become a member of DIG SAFE .

Lewiston adopt procedures in the Underground Facilities Act.

Insurance, bonding requirements and fees for excavation permitting shall be standardized between the two cities. Ad hoc committee charged with drafting a proposal for changes to respective city ordinances by the end of 1996.

City Government Action

Study between MMWAC and Lewiston Public Works be completed.

AVCOG to implement a means for members (and others) to coordinate joint expenditures. AVCOG should regularly procure purchasing plans and develop, maintain, and provide access to a database of future purchases.

Combined Sewer Overflow

Continue joint efforts during implementation phase.

Water Operations

Joint efforts and projects continue.

Purchasing

Specific Recommendations

Purchase goods and services jointly whenever costs can be saved or service can be improved.

Encourage development of common sense standards and specifications for goods and services.

In January of each year, City Purchasing Agent shall report to City Council on implementation of policy, including dollar totals of city purchasing and joint purchasing for the prior year.

Recreation

Specific Recommendations

Recreation department meet quarterly.

Recreation departments from each city will create and coordinate a recreational event each year.

Create a tennis and skiing program that is offered to both communities.

Inventory of recreational facilities done jointly.

Non-residential fees should be dropped.

Draft Report
Status of Current Lewiston and Auburn Joint Ventures



Prepared by:
Jonathan P. LaBonté

July 7, 2005

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Auburn Lewiston Municipal Airport

Purpose and Function

The Auburn Lewiston Municipal Airport was first created by Interlocal Agreement between Lewiston, Maine and Auburn, Maine in 1979. The Airport, through its governing Board, was charged with providing optimum air transportation service to Lewiston, Auburn and the surrounding communities. A second charge, in the realm of economic development, was to “foster, encourage and assist...industrial, manufacturing, and other business enterprises” at the Airport and adjacent Airpark.

Organizational Structure

The staff of the airport consists of an airport administrator and the airport manager. Currently, the airport manager, along with contact information is:

John McGonagill, C.M.
Airport Managers Office
80 Airport Drive
Auburn, Maine 04210
Phone: 207-786-0631
Fax: 207-782-3024
Website: www.flytome.com
Email: manager@flytome.com

The airport is governed by a seven member Board of Directors. This Board operates under an Interlocal Agreement between Lewiston and Auburn approved in 1990 and a set of By-Laws first approved in 1990 and revised and approved last in 2000.

As clearly stated in the Scope section of the By-Laws, this additional document was drafted to augment the Interlocal Agreement by addressing items not completely covered in its initial passage.

According to the Interlocal Agreement, the Board would consist of seven members. The terms last for three years, but there are no limits on the number of re-appointments. The City staff holds their seats while in that position, the City Councilors and Citizens are appointed by the Mayors and confirmed by the respective Councils, and the Chamber of Commerce nominee is confirmed by the Airport Board. The Chamber seat must alternate between Lewiston and Auburn, unless the City approves extending the current term of an existing Board member, as is the case with Dr. Ken Wolf.

The required positions/city of residency and the current seat holders are as follows:

- Finance Directory (City of Lewiston) - Richard T. Metivier (Appointed 9/1980)
- City Manager (City of Auburn) - Patricia Finnigan (Appointed 8/1994)
- City Councilor (City of Lewiston) - Mark W. Paradis (Term Expires 1/2006)
- City Councilor (City of Auburn) - Donna Rowell (Term Expires 12/2006)
- Citizen (City of Lewiston) - Edouard Plourde (Term Expires 1/2006)
- Citizen (City of Auburn) - Stephen Lunt (Term Expires 1/2008)
- Chamber of Commerce Nominee - Dr. Ken Wolf (Term Expires 1/2007)

Financial Operation

According to the Interlocal Agreement, the Cities of Auburn and Lewiston accept a financial role in any year the anticipated expenses will exceed Airport revenues. In this section of the agreement, the Cities will accept a 50% share of a subsidy agreed upon during a Joint City Council meeting. Should the Cities not reach agreement on the size of a subsidy, the Agreement mandates an appropriation equal to the previous fiscal year.

Within the 1996 "L/A Together" report, the Auburn-Lewiston Airport review noted the Fiscal Year 1992 subsidy from each City equaled \$73,831. In that year, total operating costs at the Airport were \$174,225.

For the Fiscal Year 2006, the Auburn-Lewiston Airport Board of Directors approved a budget of \$438,438. From this total, Auburn and Lewiston provide an equal subsidy of \$136,269 from each city. The Auburn-Lewiston Airport has several existing revenue streams created through the operation of the airport including, but not limited to, Landing Fees, Rental Fees and Fuel Flowage Fees. Total revenues, outside of municipal subsidy equal to \$165,900; \$150,900 from on-site revenue streams and \$15,000 from excise tax revenues.

Through the Agreement, the Airport Board was also authorized to issue temporary notes in anticipation of revenues. In the event the Airport Board defaulted on those notes, a reference is made in the agreement to Title 30, Section 5053 of Maine Statute for remedies. A note is made here that Section 5053 was repealed in 1987. Research will continue on the current placement of this statutory authority.

Lewiston Auburn Water Pollution Control Authority

Purpose and Function

From its State of Maine Charter in 1967, the Lewiston Auburn Water Pollution Control Authority (LAWPCA) was given the authority to plan, acquire facilities for, construct, operate, maintain and improve a sewage treatment plant or plants and receive and treat and dispose of the waste waters discharged by the City of Lewiston and the Auburn Sewerage District (a special district of the City of Auburn).

Organizational Structure

LAWPCA was granted its Charter by the Maine State Legislature in 1967. This Charter has been amended in 1975, 1980 and 1993. It was incorporated as a nonprofit body and is declared a quasi-municipal corporation in the State of Maine. LAWPCA is governed by a Board of seven members is comprised of a staff of 22 full time employees and a treasurer that is paid on a stipend.

The current Board members, with their respective position that led to appointment are as follows:

- Director of Public Works (City of Lewiston) - David Jones
- City Administrator (City of Lewiston) – Phil Nadeau (Designee)
- Superintendent (Auburn Sewerage District) – Norm Lamie (Board Chair)
- President (Auburn Sewerage District) – Jeffrey Preble
- City Manager (City of Auburn) - Patricia Finnigan
- Citizen Representative (City of Lewiston) – Richard Albert (Appointed 10/2000)
- Citizen Representative (City of Lewiston or Auburn) – Lee Jay Feldman

The Citizen Representative from Lewiston serves two year terms and there are no term limits. The second Citizen Representative can be a resident of Lewiston or Auburn but cannot hold elected municipal office or serve on any other municipal committee. As a side note, Lee Jay Feldman recently resigned as the City Planner for the City of Auburn.

The staff is led by a Superintendent, Mac Richardson. His contact information is as follows:

Mac Richardson
Superintendent
P.O. Box 1928
535 Lincoln St.
Lewiston, Maine 04241-1928
Telephone: 207-782-0917
Fax: 782-9877
E-Mail: mrichardson@lawpca.org

The current treasurer, who is paid a stipend for his service, is William Harnden, the Director of Finance for the Auburn Water and Sewerage Districts.

Financial Operation

The finances of the Authority are covered by assessments charged to the City of Lewiston and the Auburn Sewerage District. The Authority is also authorized to issue bonds to accomplish its charge as laid out in its Charter, most likely for the purchase of equipment, land and other improvements that would be needed over time. It may also issue temporary notes to cover costs incurred during a fiscal year to be repaid from the assessments.

These assessments are derived from a formula based on the in-flows to the plant from each of the respective sewer systems over the previous year. Due to complications arising from the Auburn Fiber plant discharges, the Board has voted to set monthly apportionment rates based on actual flows.

The Authority operates on a calendar year fiscal year and proposed \$3,464,500.00 for operating costs and \$1,186,604.75 for bond and interest payments. The operating costs are apportioned on a monthly basis, as mentioned earlier. The bond and interest payments are apportioned based on the apportionment rate that existed at the time of the bond being issued.

Based on the March 2005 Apportionment, Auburn Sewerage District was accepting 40.45% of the operating costs or \$104,836.49 for the month. The City of Lewiston was accepting 59.55% of the operating costs or \$154,346.84 for the month.

Not all of the Authority's operating costs are collected from those two bodies. Revenue streams outside of the assessments are budgeted to be \$354,300 in 2005 from a variety of sources that include Septic Revenue, Industrial Revenue, Septic Licenses, Interest Revenue and Compost Facility Revenue

The Charter grants LAWPCA rights of eminent domain to fulfill its charge as listed in the statute. All of the Authority's real and personal properties are forever exempted from taxation by the Charter. In addition to the real and personal property located at the site of the plant, the Authority owns 12 acres of land adjacent to the Lewiston Landfill, a compost facility in Auburn and several hundred acres of open space and farmland in Auburn.

LAWPCA 2005 Cost Apportionment Basis Information

LAWPCA Cost Apportionment for March 2005

LAWPCA 2005 Budget as approved on December 10, 2004

LAWPCA Organizational Chart as updated by Mac Richardson on July 1, 2005

Interview with Mac Richardson on July 1, 2005

Lewiston/Auburn 911 Emergency Communications System

Purpose and Function

The Lewiston Auburn 911 Committee was formed to establish, operate and maintain a 911 Emergency Reporting Communications System for the Lewiston-Auburn area. The Committee accepts the task of seeking assistance from federal, state, local and private resources to fulfill its mission. It also is encouraged to influence both private and public sectors of the cities and the surrounding communities to further its purpose.

Organizational Structure

The System is staffed by 31 employees and overseen by a Board consisting of nine. The Board operates under by-laws that were first ratified in November of 1995.

The first four seats on the Board are filled based on position held in either City; the Chiefs of Police and Fire. The next four seats are allocated, two per City, to either a City resident or a City employee and are appointed by the respective Mayors. The ninth member of the Board is a resident of either Lewiston or Auburn but cannot hold elected office or serve on any other municipal committee. The ninth Board member serves three-year terms, all other Board member that are Mayoral appointments serve two year terms.

The Board members, with their respective seat designations are as follows:

- Fire Department Chief (City of Lewiston) - Michel Lajoie (Current Vice-Chair)
- Police Department Chief (City of Lewiston) - William E. Welch
- Fire Department Chief (City of Auburn) - Wayne Werts
- Police Department Chief (City of Auburn) – Richard Small
- **Resident** or Employee (City of Auburn) - Dr. David Stuchiner
- **Resident** or Employee (City of Auburn) – Kelly Matzen (Current Board Chair and a City Councilor)
- Resident or **Employee** (City of Lewiston) – Heather Hunter
- **Resident** or Employee (City of Lewiston) – Robert V. Connors (City Councilor)
- Ninth Board Member (City of Lewiston) – Ronald Guerin

The staff is led by an Executive Director, Andrew D'Eramo. His contact information is:

Andrew D'Eramo
Executive Director
Lewiston-Auburn 911 Communication Center
552 Minot Avenue
Auburn, ME 03210
Tel 207-786-5380
Fax 207-795-0743
E-mail: ADeramo@ci.auburn.me.us.

Financial Operation

The Committee is authorized to approve an annual budget, which follows the fiscal year of both Cities, and then apportioned its expenses out to the Cities. Under this agreement, both Lewiston and Auburn share equally in the cost of operations. For FY 2006, total operating costs for the System is \$1,748,236, after revenue is subtracted. At 50% per City, Lewiston and Auburn will allocate \$874,118.

The 911 Committee entered an additional agreement with the City of Auburn in 1997 for placement of its Operations Center at the Auburn Fire Department Central Station. The term of the lease is 25 years, and is automatically renewed in five year increments, as long as Lewiston and Auburn continue in their 911 Committee agreement. Both parties are enabled to terminate this Agreement if they find it mutually agreeable. Under the lease agreement, the 911 Committee covers all costs associated with maintenance and operations of their space.

Lewiston Auburn Economic Growth Council

Purpose and Function

The Lewiston Auburn Economic Growth Council (LAEGC) was first founded in January of 1981. Within the Purpose section of its by-laws, LAEGC charges itself with promoting and fostering, within Lewiston/Auburn, economic development, civic improvement and public policy leadership.

In 1998, the City Councils of Lewiston and Auburn met and approved a Joint Economic Development Protocol. A copy received from the City of Lewiston Economic Development staff varied in detail from that received from the office of LAEGC. Investigation into the reason for this variance will be conducted.

Organizational Structure

LAEGC is operated under a staff of six people and governed by a Board of Directors consisting of 24 people. In addition to its own activities, LAEGC staffs five different organizations including Auburn Business Development Corporation, Lewiston Development Corporation and the Lewiston & Auburn Railroad Corporation. The six employees of LAEGC serve on 35 different Committees and Boards.

The leadership contact information is:

Lucien Gosselin
President
Lewiston Auburn Economic Growth Council
P.O. Box 1188
Lewiston, Maine 04243
laegc@economicgrowth.org
www.economicgrowth.org

The Board of Directors is elected based on various rules and through a very specific system. Two of the Board seats, held by the economic development directors of the respective cities, are not allowed votes at meetings. Twelve seats on the Board are held due to positions within either City (Administrator, Mayor, Councilor, etc). The remaining twelve seats are elected and divided between Lewiston and Auburn. To represent one of the Cities, one simply needs to live in and/or work within that City.

Those serving on the Board due to their positions (elected or appointed) are not permitted to serve as Chairman or Vice-Chairman of the Board of Directors. This does not appear to exclude, for example, a City Councilor from either City seeking nomination as a resident of that City to the Council and in turn attempting to be elected Chairman or Vice-Chairman.

Directors are nominated by a Nominating Committee consisting of three Directors. The Nominating Committee is charged with considering nominations put forth by the ABDC and the LDC.

The other standing committee is the Loan Committee, which consists of eight to fourteen individuals. The Nominating Committee is also charged with selecting members for this Committee, which must be divided between Lewiston and Auburn in the same manner mentioned above for Directors. Members of the Loan Committee do not need to be Directors of the Council. The Loan Committee is given full oversight over the loan programs of the Council including, but not limited to, terms and conditions, notes, mortgages and other documents evidencing loans and collateral. The Loan Committee also has the authority to determine action to take in the event of a loan default.

Each term last three years and there are no term limits.

The required positions/city of residency and the current seat holders are as follows:

- Mayor of Lewiston – Lionel Guay
- Mayor of Auburn – Norm Guay
- City Councilor (City of Lewiston) – Robert Connors
- City Councilor (City of Auburn) - Kelly Matzen
- City Administrator (City of Lewiston) – Jim Bennett
- City Manager (City of Auburn) – Pat Finnigan
- Assistant City Administrator (City of Lewiston) – Greg Mitchell (NO VOTE)
- Director of Economic Development (City of Auburn) – Roland Miller (NO VOTE)
- President of Lewiston & Auburn Railroad Corporation – Robert Thorpe
- President of Lewiston Development Corporation – Jim Bouquet
- President of Auburn Business Development Corporation – David Pierson
- Chair of LAEGC Loan Committee – Marcel Bilodeau
- **WORK** or Live in Lewiston – Martin Eisenstein (Expires 2007) – 4th Term
- Work or **LIVE** in Lewiston – Gregory Nadeau (Expires 2007) – 4th Term
- **WORK and LIVE** Lewiston – Janet Barrett (Expires 2007) – 1st Term
- **WORK** or Live in Lewiston – Eugene Geiger (Expires 2008) – 4th Term
- **WORK** or Live in Lewiston – Rick Anstey (Expires 2007) – 1st Term
- **WORK** or Live in Lewiston – Alan Hahnel (Expires 2008) – 1st Term
- Work or **LIVE** in Auburn – Peter Chalke (Expires 2008) – 4th Term
- **WORK** or Live in Auburn – Normand Albert (Expires 2007) – 3rd Term
- **WORK and LIVE** in Auburn – Peter Garcia (Expires 2007) – 4th Term
- Work or **LIVE** in Auburn – Kathie Leonard (Expires 2007) – 2nd Term
- **WORK** or Live in Auburn – David MacMahon (Expires 2008) – 4th Term
- Work or **LIVE** in Auburn – Gerard Dennison (Expires 2008) – 2nd Term

Financial Operation

The Fiscal Year 2006 Budget proposed by LAEGC totals \$528,390. The requests made to each City varied. Auburn is set to allocate \$83,000 from its Community Development Block Grant (CDBG) money and 90,000 from its General Fund. Lewiston is set to allocate \$75,000 from CDBG, \$5,000 from CDBG-ESLP Marketing Program and \$90,000 from its General Fund. The Cities are not formally obligated to provide financial support to LAEGC.

Documents provided by LAEGC noted that each City contributes less than \$100,000 to the entire budget of LAEGC (Chart at the top of Page 6, FY 2006 Budget Presentation). Including Federal funds allocated to Auburn and Lewiston, individual City contributions meet or exceed \$170,000.

In addition, the City Contribution as Percent of Budget chart (Bottom of Page 6, FY 2006 Budget Presentation) notes that in 1990 each City contributed 50% of LAEGC's budget and in FY 2006 that it will be 17%. If the Federal funds that are transferred to LAEGC are included, the portion of the budget provide by each City rises to 33%.

As of the close of FY 2005, companies who had received some level of assistance from LAEGC contributed over \$16,000,000 in taxes to L/A (\$8.1 M in Auburn and \$7.9 M in Lewiston). There is value in breaking this data down over the last three fiscal years to compare the growth of taxes paid to the Cities contributions.

Since FY 2002, the City of Lewiston has seen a growth in taxes paid by LAEGC assisted companies of \$2,985,901 and the City has allocated \$501,810 in revenues to LAEGC.

Since FY 2002, the City of Auburn has seen a growth in taxes paid by LAEGC assisted companies of \$372,231 and the City has allocated \$520,810 in revenues to LAEGC.

A final note should be made that LAEGC has included in its budget for an office relocation expected to cost \$50,000.

Lewiston Auburn Transit Committee

Purpose and Function

The Lewiston Auburn Transit Committee (LATC) was established in 1976 to provide bus transportation for citizens of Lewiston and Auburn. LATC oversees the fixed-route system, ADA Complementary Paratransit and Bus Station.

Organizational Structure

The LATC operates under a Board of Directors format, with Directors serving two year terms. There are no employees of the LATC, however they do contract with the Androscoggin Valley Council of Governments (AVCOG) for staff support in the fields of Transit Coordinator and Finance Director. The operations of the fixed-route bus service, CityLink, and Paratransit are outsourced to Western Maine Transportation Services.

LATC's current staff support is Marsha Bennett, Transit Planner for the Androscoggin Transportation Resource Center (ATRC). Her contact information is:

Marsha Bennett
Transit Coordinator
Androscoggin Transportation Resource Center
125 Manley Road
Auburn, ME 04210
(207) 783-9186
mbennett@avcog.org
www.atrcmpo.org

A copy of the by-laws and/or Interlocal Agreement is still be collected, however the current Board includes the following representatives.

- City of Lewiston
 - City Councilor - Robert V. Connors
 - Assistant City Administrator - Phil Nadeau (Current Committee Chair)
 - Finance Director - Richard T. Metivier
- Auburn Representatives
 - City Councilor - Belinda Gerry
 - Assistant City Manager - Laurie Smith
 - Citizen - Jim Wilkins
 - At – Large - Vacancy

Financial Operation

The financial holdings of LATC are managed by ATRC and AVCOG. This Committee is not completely funded by the Cities of Lewiston and Auburn. The Cities do, however, provide a subsidy for any expenses over revenue incurred by LATC and that subsidy is shared equally. For FY 2006, the total that each City provided as a subsidy is \$117,994.

The total budget for LATC for FY 2006 includes expenses of \$910,039. The Bus Station operates on a \$16,600 deficit and LATC has operating expenses of \$18,300. The fixed-route system and ADA Paratransit receive significant federal support but still requires as combined local support value of \$207,066 and \$11,472 respectively.

The per-city subsidy to LATC has grown 50% since FY 2002. In that year, the subsidy was valued at \$78,577 per city. A note should be made that well over 50% of the riders of CityLink are senior citizens or persons with disabilities under the ADA. If reviewing the "Fare Box" line of revenue for the fixed-route system, one would see that this budget line has actually held around \$69,000 since FY 2002.

Androscoggin Transportation Resource Center

Purpose and Function

ATRC is the federally designated Metropolitan Planning Organization (MPO) and completes the Lewiston Auburn Comprehensive Transportation Study.

Organizational Structure

Don Craig
ATRC Director
dcraig@avcog.org

Androscoggin Transportation Resource Center (ATRC)

Technical Committee

AVCOG

Don Craig - ATRC Director
Joan Walton - Rural Transit Planner

John Maloney - Senior Planner (Alternate)

Auburn

Paul Niehoff – City Engineer, *Chair*
(Alternate)
Robert Belz – Director Public Works

Roland Miller – Development Director

Lewiston

Paul Boudreau – Director Public Works
Richard Burnham – City Engineer

David Hediger – Deputy Dir. P.W. (Alternate)

Lisbon

Ryan Leighton – Vice-Chair
George Ayer – Director Public Works

Dan Feeney – Development Director (Alternate)

Sabattus

Stephen Wood
Gino Camardese

MaineDOT

Dennis Emidy - Bureau of Planning
Dale Doughty – Div. Planning & Program Development

Non-Voting Members

John Perry - Federal Highway Administration
Bill Gordon - Federal Transit Administration
Rebecca Grover/Conrad Welzel - Maine Turnpike Authority
Eugene Skibitsky - Western Maine Transportation Services

Policy Committee

AVCOG

Robert Thompson, Executive Director – Chair Dan Feeney – Exec. Committee Chair (Alternate)

Auburn

Normand Guay - Mayor

Pat Finnigan - City Manager - *Vice-Chair*

Lewiston

Greg Mitchell - Assistance City Administrator Phil Nadeau – Assist. City Admin. (Alternate)

David Jones, Director Public Services (PW)

Lisbon

Curtis Lunt – Manager

Layne Curtis

Sabattus

Stephen Wood

Gino Camardese

MaineDOT

Dale Doughty – Div. Planning & Program Development

Duane Scott

Non-Voting Members

John Perry - Federal Highway Administration

Bill Gordon - Federal Transit Administration

Rebecca Grover/Conrad Welzel - Maine Turnpike Authority

Eugene Skibitsky - Western Maine Transportation Services

Glenn Gordon – Western Maine Transportation Services

Financial Operation

No details are available at this time.

Cable T.V. Advisory Committee

Purpose and Function

The joint Cable T.V. Advisory Committee is charged with negotiating a common cable television contract for both Cities.

Organizational Structure

The Advisory Committee members are appointed by the Mayor of each respective City for a term of two years.

- Lewiston representatives
 - Michael R. Bonneau
 - Joanne G. Potvin
 - Norman F. L'Heureux
 - Emile Jacques
 - Paul Robinson
 - Phil Nadeau (Assistant City Administrator – City of Lewiston)
- Auburn Reps
 - Diane Dostie (Co-Chair)
 - Edward Desgrosseilliers
 - Charles Morrison
 - Norm Morin
 - Betty Pettis
 - Sue Levine

Financial Operation

Lake Auburn Watershed Protection Commission

Purpose and Function

In an effort to protect Lake Auburn, the source of drinking water for both Cities, the Lake Auburn Watershed Protection Commission (LAWPC) was formed under by-laws by the Auburn Water District, a Special District of the City of Auburn, in 1991. In an Inter-local agreement between Auburn Water District, the City of Lewiston and the Town of Turner, the Commission was formally made a joint venture between Auburn and Lewiston.

To enable the Commission to complete its goal, all land held by the Auburn Water District had its title transferred to the LAWPC and the LAWPC was given authority to continue acquiring land for the purpose of protection.

Organizational Structure

The Auburn Water District and the Lewiston Water Division provide professional staff to the LAWPC Board.

The Chair of the Commission and primary staff contact is:

Norm Lamie
Superintendent and General Manager
Auburn Water and Sewerage Districts
P.O. Box 414
Auburn, Maine 04212-0414
(207) 784-6469
nlamie@awsd.org

In addition to Norm Lamie, support staff for the Commission includes:

Richard C. Burnham, P.E – Clerk (City of Lewiston)
Heather Hunter – Treasurer (City of Lewiston)
Mary Jane Dillingham – Water Quality Manager (Auburn Water District)
John Storer, P.E. – Technical Support (Auburn Water District)
Kevin Gagne – Technical Support (City of Lewiston)

The Lake Auburn Watershed Protection Commission is a nine member board with three members appointed by the trustees of the Auburn Water District, three appointed by the Lewiston City Council, one appointed by the Town of Turner, one shared appointed among the Towns of Hebron, Minot and Buckfield and one appointed by the Androscoggin Valley Council of Governments. The towns of Hebron, Minot, and Buckfield have chosen to not be represented on this Commission at this time.

The Board seat shared by the Towns of Hebron, Minot and Buckfield is a one-year term seat. The intention was that the municipalities would rotate this seat. All other Board seats are for three year terms.

The current Board appointments are as follows:

Roger Bouvier, Chair
Joseph Grube, Vice-Chair, Assessor, City of Lewiston 01/02/2006
Bruce Rioux, Representative of Auburn Water District
Richard Thibodeau, Representative of the Town of Turner
Bob Thompson, Executive Director Androscoggin Valley Council of Government
Ronald Jean, City of Lewiston Councilor 01/10/2006
Dr. Raymond Bedette, City of Auburn Representative
David Jones, City of Lewiston Director of Public Services

Financial Operation

The Inter-local Agreement states that all costs associated with operating LAWPC will be divided equally between the Auburn Water District and the City of Lewiston.

The Commission is authorized to hold assets. Those include two boats, two dams on the Lake and land. The Commission owns approximately 1,600 acres in the 9,792 acre watershed of Lake Auburn. Of this, several hundred acres are in timber management and are lightly harvested annually. Operating under three year contracts, an outside firm harvests the wood and provides an annual payment to the Commission. At present, that amount is estimated to be \$25,000.

The Fiscal Year 2005 budget was \$82,550. Each party contributed \$23,625 to the operation of the Commission. An important note is that within the budget for FY 2005 was a \$15,000 expenditure to each party, likely to cover the staff costs associated with the work of the Commission.

Outside of the operating and capital expenditures of the Commission, each party has agreed to contribute \$125,000 in FY 2005 for the purpose of land acquisition. In FY 2003 and FY 2004, each party contributed \$100,000 to that cause. The Commission has been able to spend those resources each year on acquisition within the watershed.

Interview with Norm Lamie, 6/27/2005

Information from Auburn Water and Sewer District website, www.awsd.org

The History of the Auburn Water District and the Lake Auburn Watershed Protection Commission

Inter-local Governmental Agreement for the formation of Lake Auburn Watershed Protection Commission, 6/29/93.

By-laws of the Lake Auburn Watershed Protection Commission, August 27, 1991.

Lewiston & Auburn Railroad Company

Purpose and Function

The Lewiston & Auburn Railroad Company (LARC) was established by the Cities in 1872 as a private corporation in which each City owned shares. Its purpose was to promote commerce through the movement of people and goods from nearby rail-lines into downtown Lewiston and Auburn.

Organizational Structure

The Lewiston Auburn Economic Growth Council provides staff support for LARC. Its Board includes the following members:

- Paul Samson (Citizen of Lewiston)
- Joseph Harvey Theriault (Citizen of Auburn)
- Marc Pellerin (Citizen of Lewiston)
- Roland Miller (Citizen of Bowdoin, Director of Economic Development – City of Auburn)
- Greg Mitchell (Citizen of Yarmouth, Assistant City Administrator – City of Lewiston)
- Bob Hayes (Citizen of Auburn, City Councilor)
- Gerald Berube (Citizen of Lewiston)
- Renee Bernier (Citizen of Lewiston, City Councilor)
- Robert Thorpe (Citizen of Auburn, President of Company)
- Richard Albert (Citizen of Lewiston)
- Gerard Raymond (Citizen of Lewiston)

Financial Operation

The share breakdown is based on the initial investment of \$300,000. This includes 3,000 shares of \$100 each. Since Lewiston made 75% of the initial investment (\$225,000) it owns 75% of the stock while Auburn, investing \$75,000, owns 25% of the stock.

Due to the nature of this private corporation, financial details could not be released for review. Some research did reveal that LARC has been acquiring property along an existing rail-bed and a proposed extension of the rail-line through the downtown area of Lewiston and Auburn. A \$2,000,000 bond approved by voters of the State of Maine allowed the LARC to move forward, through the State Department of Transportation, with acquiring land and rights of way. It is unclear how much of this bond has been expended.

In reviewing the original state law incorporating the railroad, several financial pieces of information are noted. The first is that the corporation is granted with the authority to assess a toll for travel on the rail-line. This may have been the justification for its leasing originally to a Canadian rail

company and current to St. Lawrence and Atlantic, another Canadian rail. While terms of this lease are not available, the lease was for a 50 year term and was signed in 1972.

The company is also authorized to issue bonds to fulfill its purpose.

While the LARC is a for-profit corporation owned by the Cities of Lewiston and Auburn, and there is an existing revenue stream from a lease with the St. Lawrence and Atlantic, neither City budget includes a revenue stream from the operation of the LARC. The LAEGC budget presentation to the joint City Councils reveals a "service fee" of \$3,000 from the LARC to LAEGC, but no other references are made.

Lewiston-Auburn Community Forest Board

Purpose and Function

In February of 2000, a group of citizens brought forth a recommendation and the appropriate language to create a Lewiston-Auburn Community Forest Board with a charge of developing and implementing a Community Forest Program.

Organizational Structure

The Board consists of nine voting members, with a minimum of four from each City. To be included as “from” one of the Cities a citizen could either live in, or own land in, one of the Cities. The term for Board seats is three years.

In addition to the nine voting members, the Board includes six ex-officio members. Those include, from each City, the Director of Parks/Recreation, a member of the Planning Board and the City Arborist.

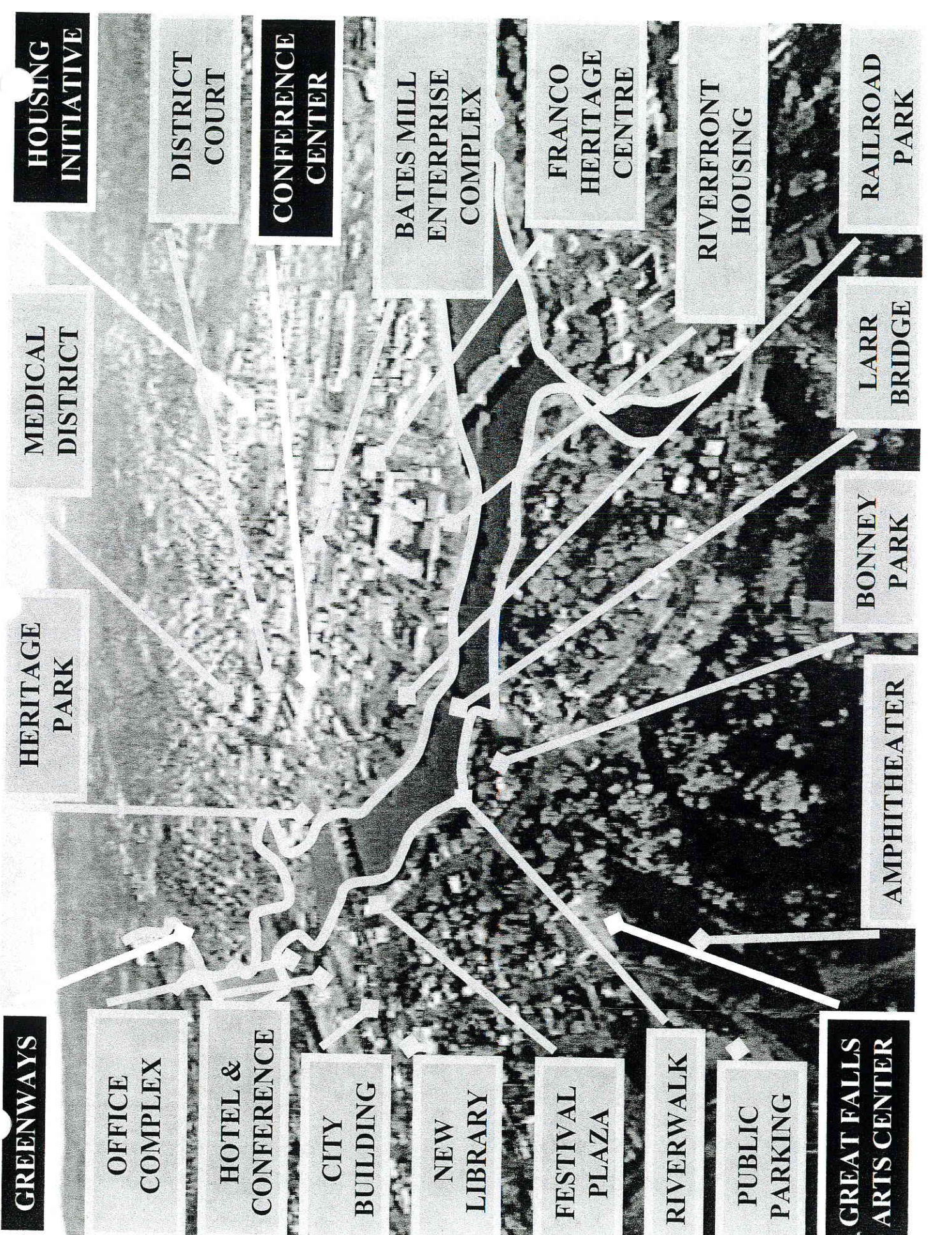
The current Board members, with seat held, are as follows:

- Lois Wagner - City of Lewiston
- Patricia Buls - City of Lewiston
- Carl Straub - City of Lewiston
- John Painter – City of Lewiston
- David Griswold – City of Auburn(Chair)
- Charlotte Leeman – City of Auburn
- Mike Giasson – City of Auburn
- Pam Leary – City of Auburn
- Rick Hersom – City of Auburn
- Willaim J. Horn – City of Lewiston Planning Board Representative
- Megan Bates – City of Lewiston Parks and Recreation
- Doug Beck – City of Auburn Parks and Recreation
- Steve Murch – City of Lewiston Arborist

Financial Operation

Neither Lewiston nor Auburn provides financial support to this joint Board. There is, however, some in-kind staff support for meetings and information collection distribution.

In the Fall of 2002, the Board received a grant from Project Canopy for \$7,000. During the Spring of 2004, another grant was received, this time a \$10,000 Urban Forestry grant.



GREENWAYS

OFFICE COMPLEX

HOTEL & CONFERENCE

CITY BUILDING

NEW LIBRARY

FESTIVAL PLAZA

RIVERWALK

PUBLIC PARKING

GREAT FALLS ARTS CENTER

HERITAGE PARK

MEDICAL DISTRICT

HOUSING INITIATIVE

DISTRICT COURT

CONFERENCE CENTER

BATES MILL ENTERPRISE COMPLEX

FRANCO HERITAGE CENTRE

RIVERFRONT HOUSING

RAILROAD PARK

LARR BRIDGE

BONNEY PARK

AMPHITHEATER

Partners

Bates College

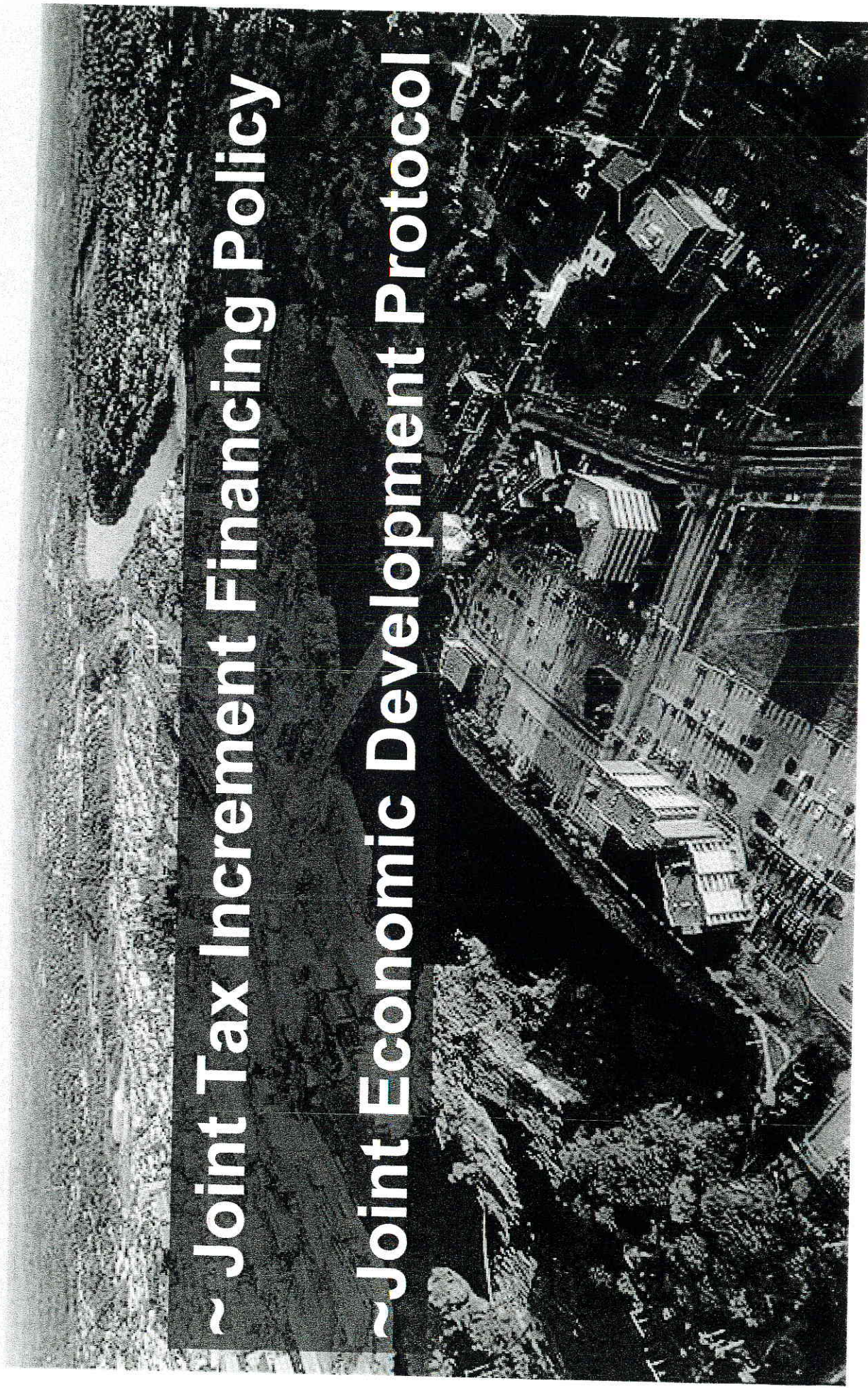
Education,
Development,
Investment,
and Pride



Development Collaboration

~ Joint Tax Increment Financing Policy

~ Joint Economic Development Protocol



Why Pretend Lewiston & Auburn Are Separate?

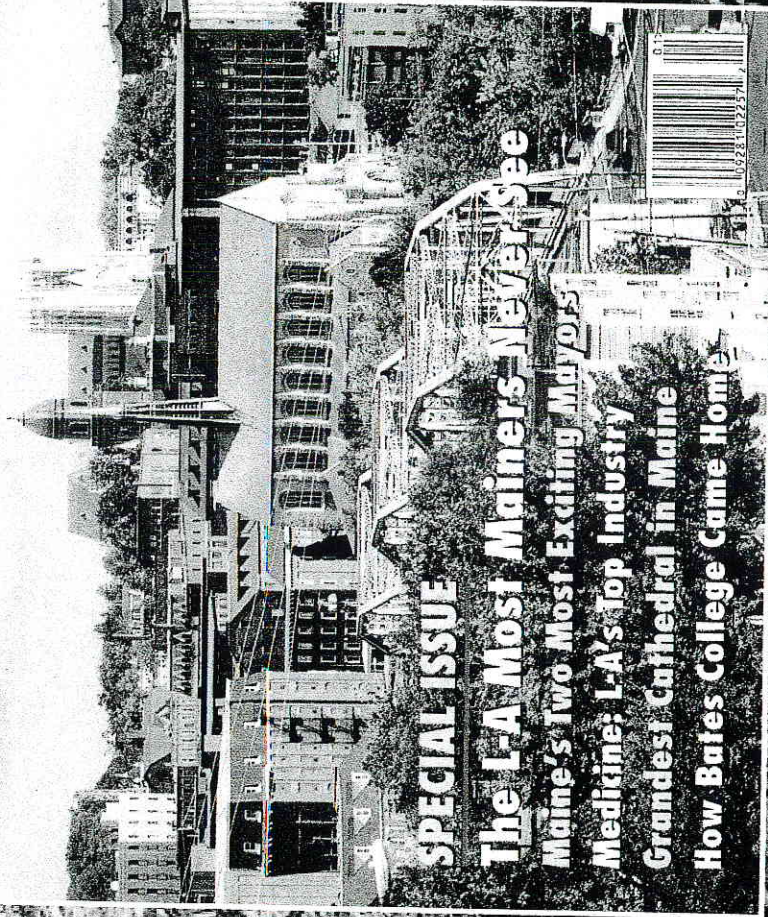
Down East

1999 Annual

The Magazine of Maine

\$2.50

The Heart of Maine
Lewiston-Auburn Confronts the Future



SPECIAL ISSUE

The L-A Most Mainers Never See

Maine's Two Most Exciting Mayors

Medicine: L-A's Top Industry

Grandest Cathedral in Maine

How Bates College Came Home

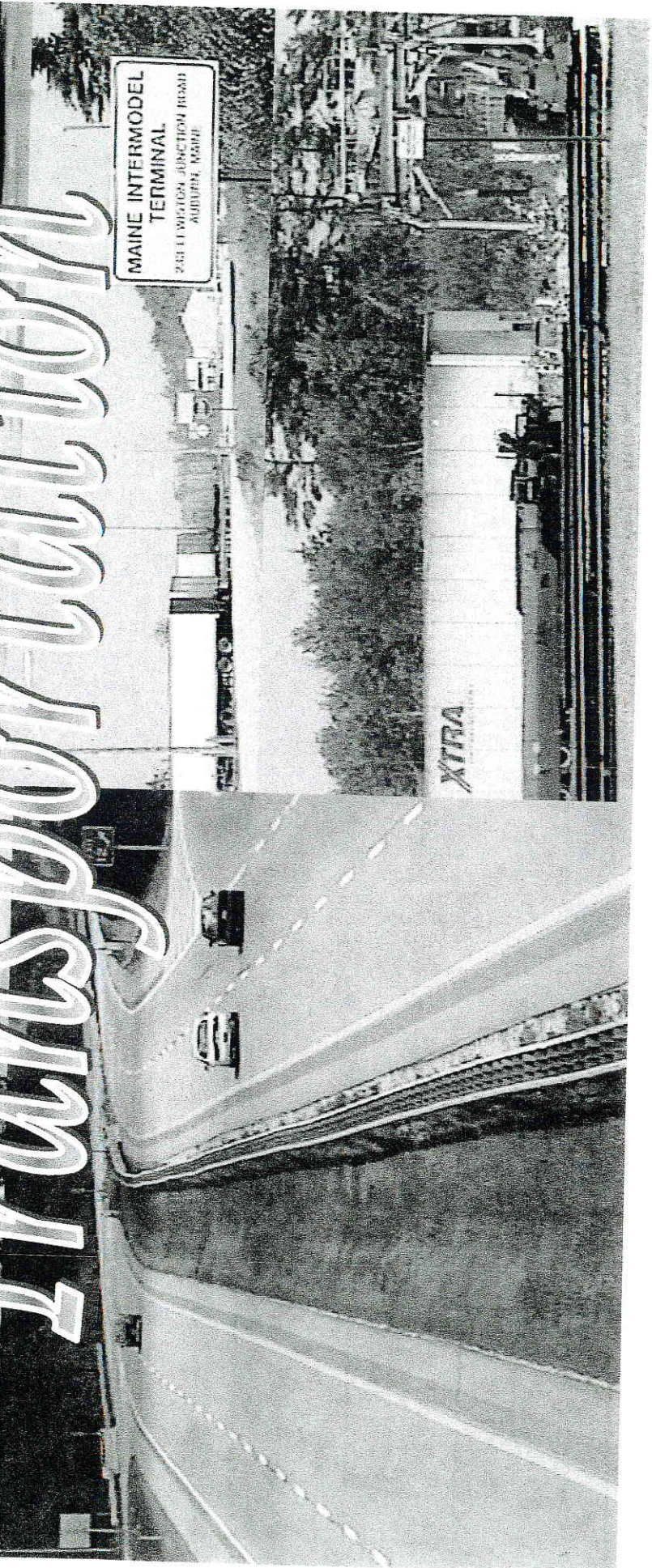
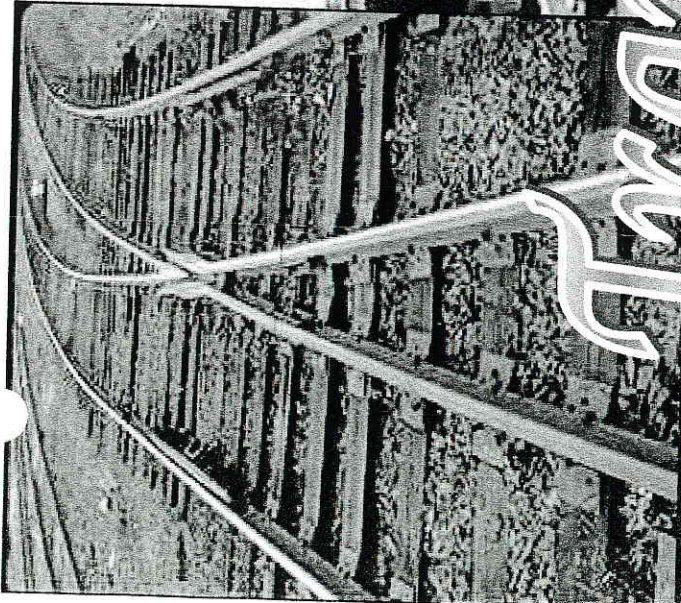


Auburn - Lewiston Municipal Airport



390 Lewiston Junction Road

Transportation



MAINE INTERMODEL
TERMINAL
2411 WESTER JUNCTION ROAD
AUBURN, MAINE

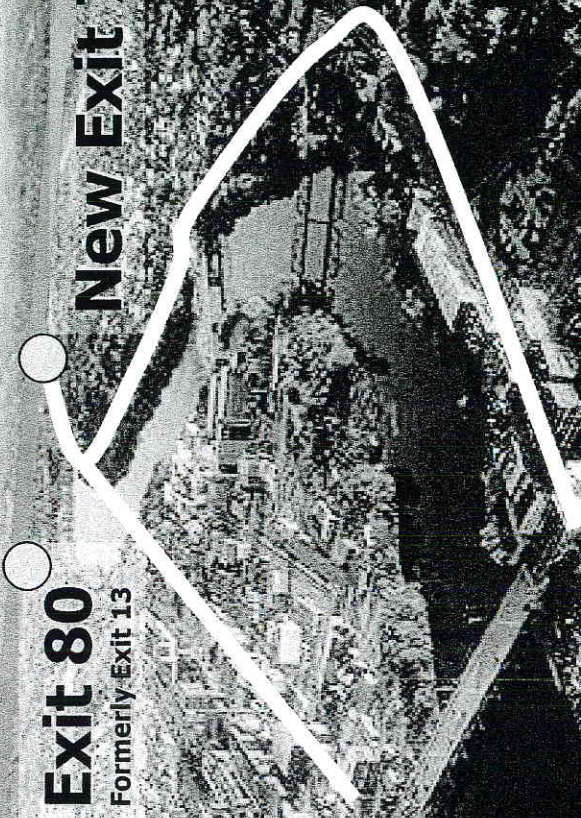
XTRA

Downtown Connector

Maine Turnpike

Exit 80
Formerly Exit 13

New Exit 79

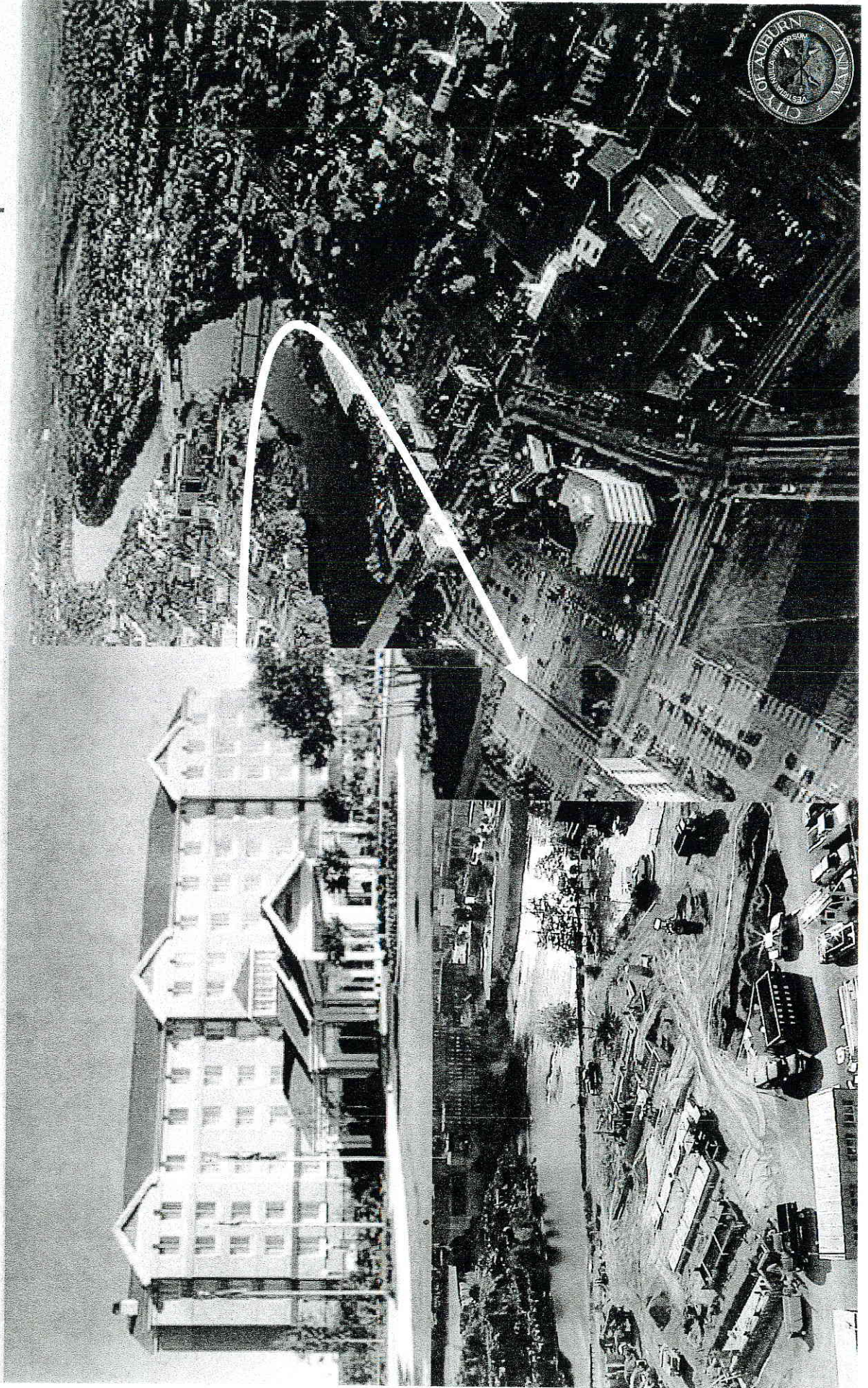


Bates Mill
Lisbon Street Service Area
Medical District
L.L. Bean
Enterprise Zone
Lewiston City Hall
L/A Public Theater
Regional Conference Center

Hilton Hotel Conference Center
Office Complex
Auburn Hall
Festival Plaza
Great Falls Arts Center
County Building
Superior Courthouse

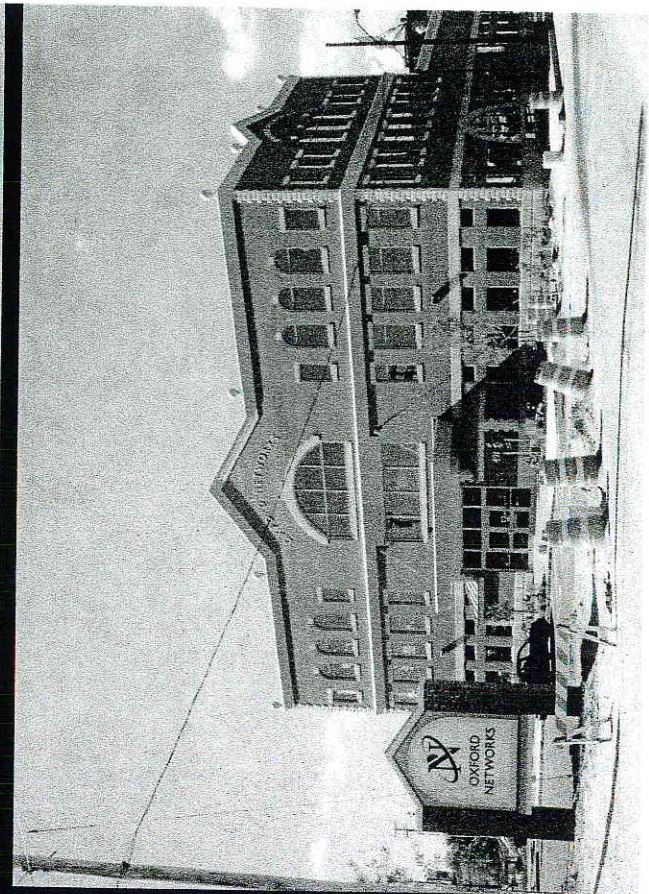
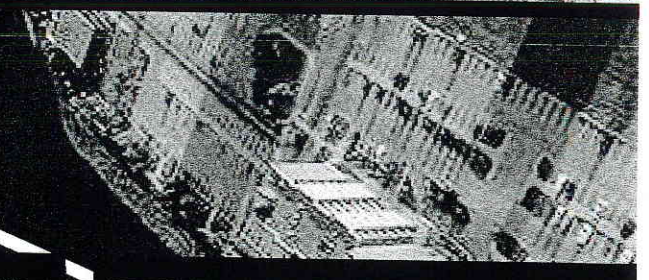
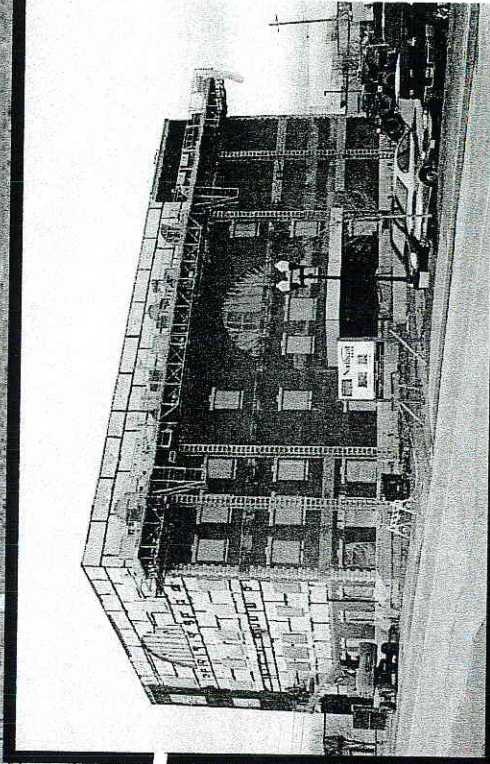
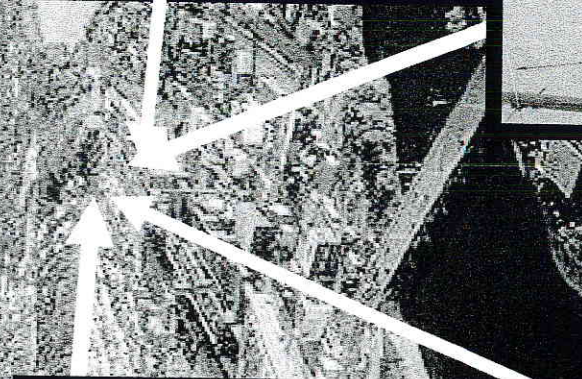
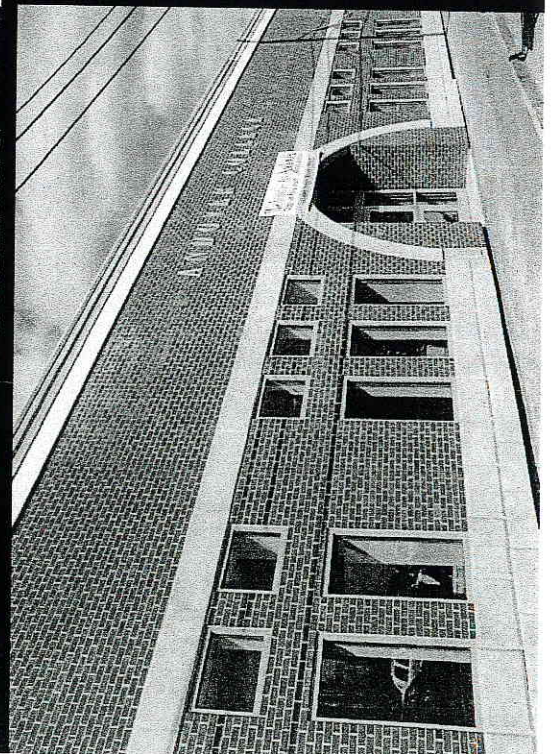
Hilton Hotel

\$10 million – 110 Rooms – 5,000 s.f. Conference Space

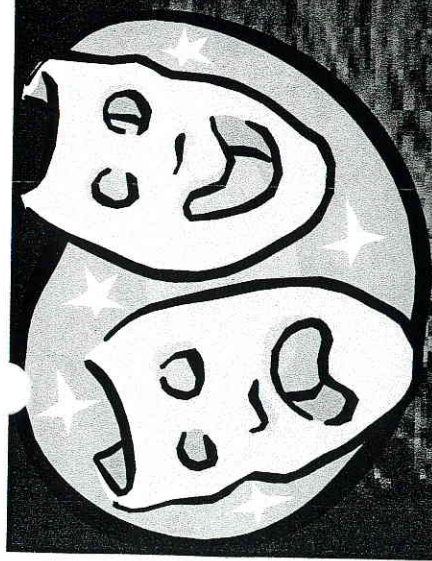
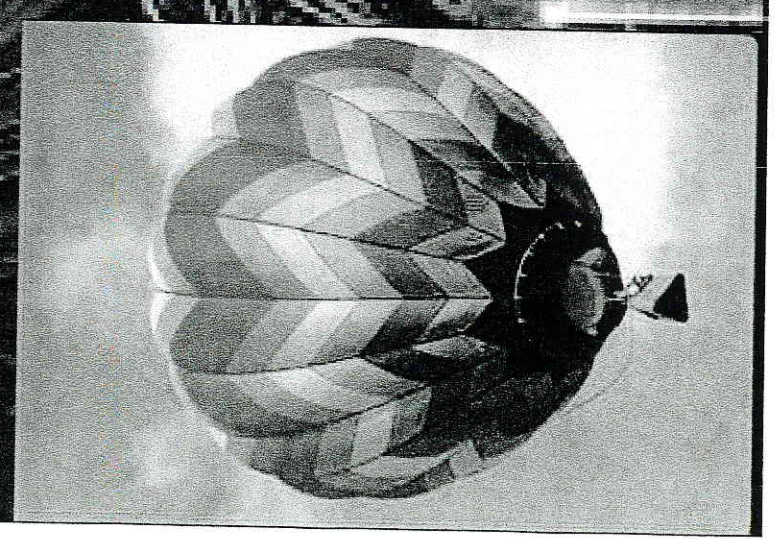


Southern Gateway Project

\$15-20 million 200-300 jobs

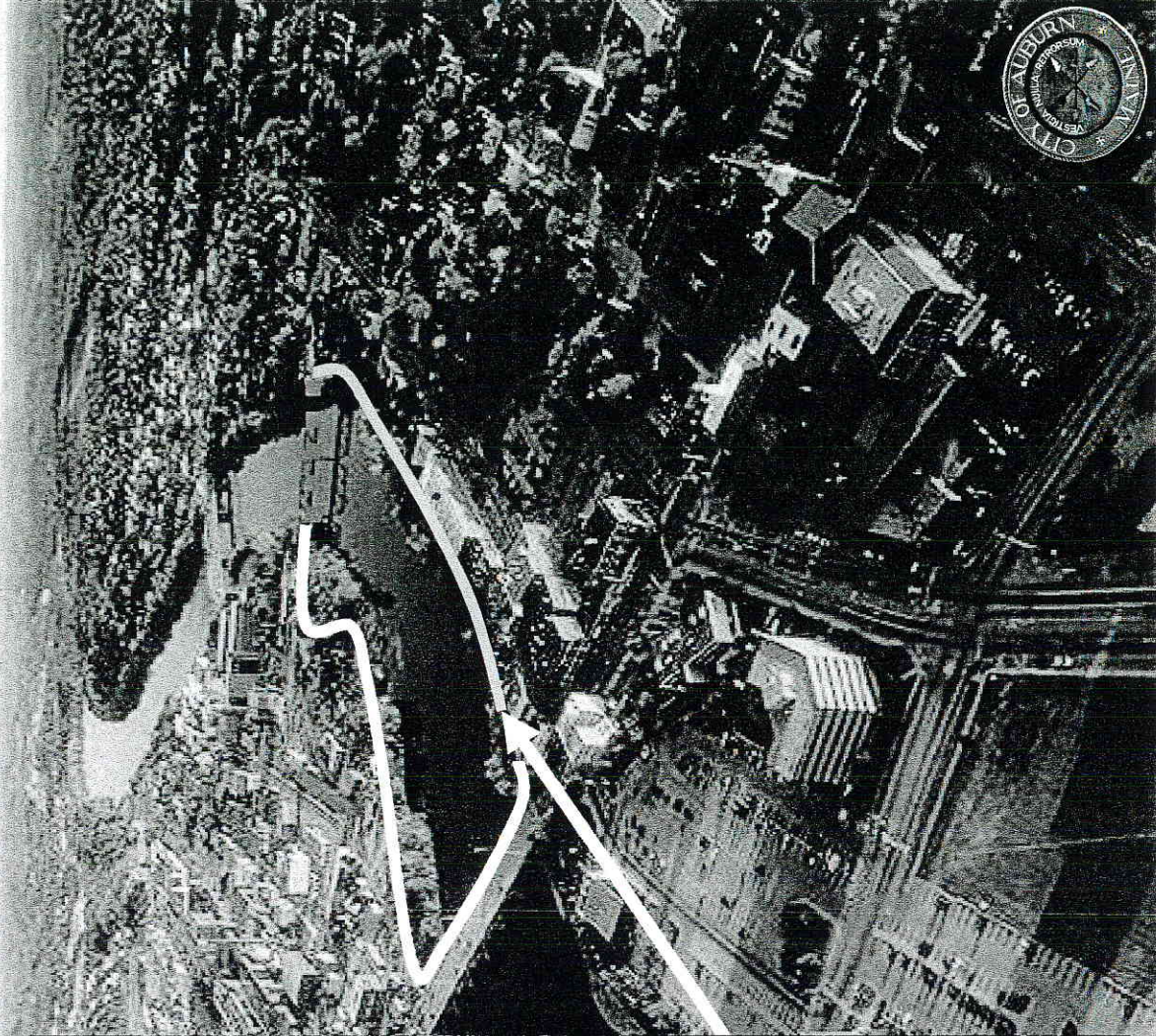


Festivals



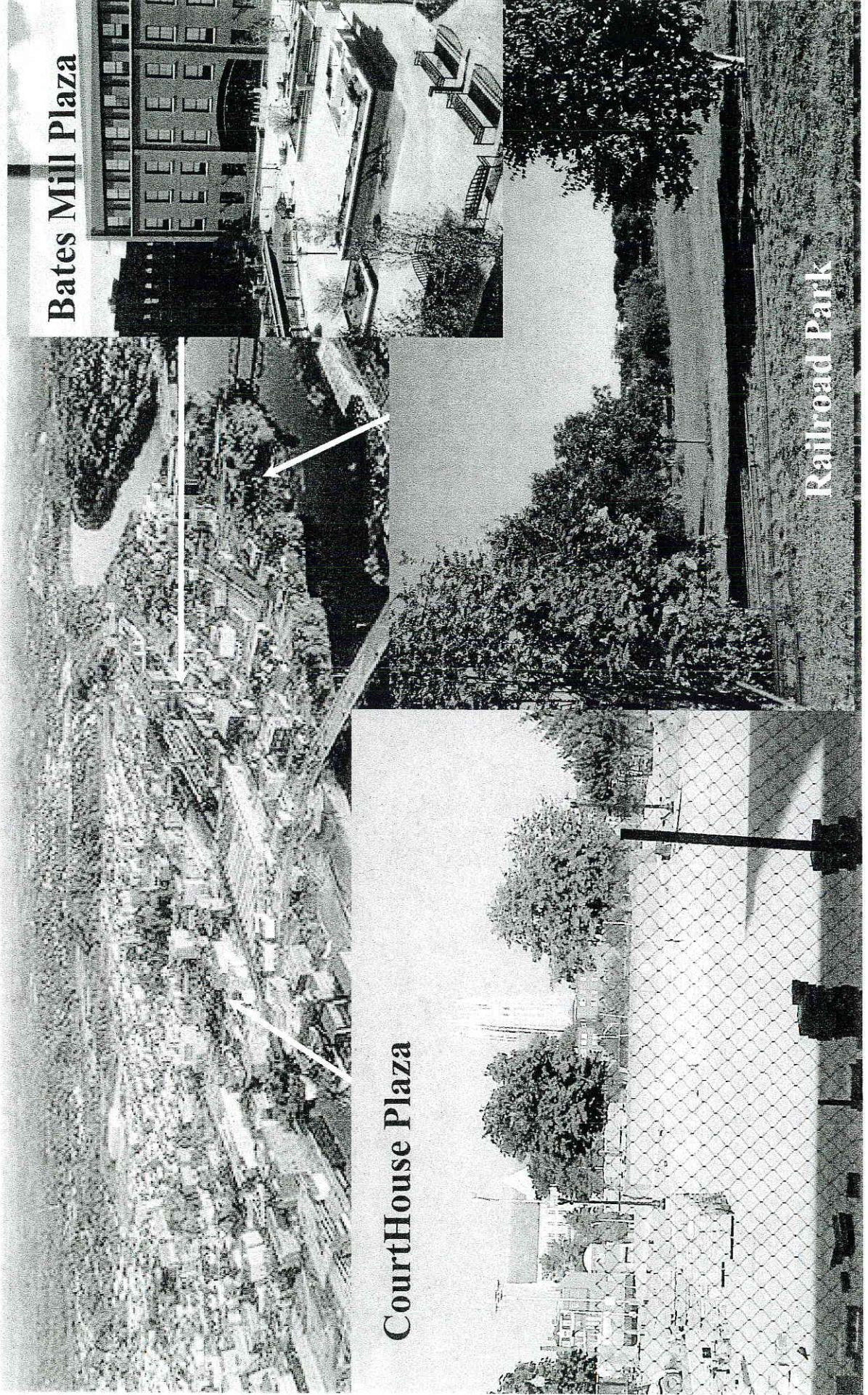
Riverwalk

\$750,000 – Downtowns Pedestrian Way





New Public Parks



Bates Mill Plaza

CourtHouse Plaza

Railroad Park



The Footbridge