

# REPORT

*Regarding the Feasibility of Creating a*

## REGIONAL POLICE DEPARTMENT

*For the Towns of Bath, Lisbon and Lyman, New Hampshire*

Delivered To

The Board of Selectmen  
for  
Bath, Lisbon, and Lyman,  
New Hampshire

Prepared By The

*Regional Police Department Feasibility Study  
for Bath, Lisbon and Lyman, New Hampshire Committee*

December 21, 2023

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# 1. Executive Summary

Law enforcement is being subjected to many challenges.

National news reports indicate increased lawlessness throughout the country. Police departments lack resources. In many jurisdictions, police officers are distrusted by their communities and are being exposed to personal liability for actions that are generally considered to be normal police officer activity. Even in communities where police officers are well respected, changes in laws that prosecute criminals are adversely affecting law enforcement effectiveness.

The result of all this is that police officers are leaving their careers in huge numbers. Based on the law of supply and demand, this places tremendous pressure on small departments to recruit and retain qualified officers.

Law enforcement in New Hampshire is not immune from these pressures. According to the New Hampshire Troopers Association the New Hampshire State Police force is about 20% understaffed<sup>1</sup>.

Small towns in New Hampshire are also challenged to recruit and retain police officers. Police departments in New Hampshire are almost fully funded by property tax dollars. Small towns, need to balance their limited revenue to provide essential services to residents. In most towns, this means that the police department budget is inadequate. The Concord Monitor published a series of articles titled, "Counting Cops" which stated that small towns are increasingly closing their police departments because they cannot afford to pay for law enforcement.

The New Hampshire State Police has a responsibility to respond to towns with fewer than 3,000 people but troopers warn that they cannot be a substitute for a full-time police force. Considering that the New Hampshire State Police is significantly understaffed, makes this observation even more acute.

Based on these realities, the police chiefs of Bath and Lisbon sought solutions to improve the law enforcement services they are delivering to their respective towns. The solution they came up with is regionalization. The open question was; is regionalizing law enforcement feasible in New Hampshire and, if so, would doing so prove to be a fiscally responsible way to provide 24-hour law enforcement coverage to participating communities. The result of their efforts was the formation of this Regional Police Department Feasibility Study for Bath, Lisbon and Lyman, New Hampshire Committee.

As you will read in the study, regionalizing law enforcement is a viable option. There is a successful example of regionalizing a police department in New Hampshire and the New Hampshire Revised Statutes Annotated (RSAs) provide a legal structure to create such a police department.

That said, the purpose of this study was to determine the feasibility of creating a regional police department; to determine the necessary composition of such a regional police department to meet the needs of Bath, Lisbon, and Lyman; and, to determine the cost to do so.

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<sup>1</sup> Report by Adam Sexton published on WMUR, August 17, 2023.

One of the benefits of combining existing police departments into a regional department is cost savings. For example, a regional police department eliminates multiple managers and administrators. Eliminating duplicate functions can be used to reduce total cost, or the money saved can be used for additional resources, such as additional patrol officers, or to both reduce cost and add resources.

In the case of the regional police department contemplated in this feasibility study, the consolidation does not reduce costs for any of the participating towns. This study was based on providing 24-hour per day, 7-day per week coverage, community policing, and investigation services to the participating towns. This full-service approach means that Bath and Lisbon will incur additional cost but will also benefit from enhanced law enforcement services. Lyman does not currently have a police department so its residents would receive law enforcement service from a full-time police force but would incur a large increase in property tax to obtain such service.

If your sole interest in reading this report is to see the bottom line, please look at *Table 10.8 – Effect of Regional Police Department on the Property Tax Rate to Each Town*, on page 33. That said, the Committee’s work documented in this report provides information that is useful to understand the value of law enforcement services and the cost to do so. Please consider reading the entire report; it will be time well spent.

## 2. Introduction

### Statement of Intent

The goal of the regional police department feasibility study is to assess the law enforcement needs for the New Hampshire towns of Bath, Lisbon, and Lyman. To further determine if;

- i) These assessed needs can be met by creation of a regional police department;
- ii) To examine the structure, staff, equipment, and legal requirements needed to create such a regional police department;
- iii) To determine the costs to create and operate such a regional police department;
- iv) To propose allocation of such costs to each participating town;
- v) To provide the results of this feasibility study to each participating town by March 2024.

### History

This project started early in 2022. Bath Police Chief Todd Eck and Lisbon Police Chief Ben Bailey, recognized that their police departments faced increasingly difficult challenges to provide law enforcement services to their individual communities.

They determined that the primary challenge they faced is **sustainability** and the best single word for the solution is, **resources**.

Financially, New Hampshire towns are primarily resourced by collecting property tax. Small towns, with limited land valuation and a small number of taxpayers, are challenged to pay for the services required to operate their town, pay their share of the local school budget, and pay the county tax assessment from finite tax income. When it comes to funding the police department, towns allocate what they can afford; not necessarily what it costs to operate a police department. These funding decisions are always challenging in New Hampshire and are becoming increasingly difficult.

The Chief's looked at how other law enforcement organizations were resolving similar challenges elsewhere in the country. While doing this research they learned about regionalizing police departments. A primary benefit of regionalizing a police department is that it combines overhead costs, such as management (police chiefs) and facilities (police department building and building maintenance costs). The money thus saved can be used for other purposes, such as to employ additional police officers. Conceptually, towns participating in a regional police department would be afforded better (perhaps significantly better) police department coverage for the same tax dollar expenditure.

After drafting a conceptual plan to create a regional police department in northern Grafton County, the Chief's presented their proposal to Boards of Selectmen of potential participating towns. As a result, the Towns of Bath, Landaff, Lisbon, Lyman and Monroe presented a Warrant Article to the residents of their respective towns during their 2023 Town Meeting. The Warrant Article in each town read substantially the same as the following:

Article [Number]. To see if the Town of [Name] should conduct, with surrounding towns, a feasibility study with interested towns for a Regional Police Department. Each Town will provide a Board member or their designee and other members by Board appointment to conduct monthly meeting(s). No monies to be expended and results of study to be available by March 2024. (Majority vote required)

Residents in Bath, Lisbon and Lyman approved the Warrant Article; the Warrant Article was defeated in Landaff and Monroe.

On June 22, 2023, the Regional Police Department Feasibility Study for Bath, Lisbon and Lyman, New Hampshire Committee, was established.

*Members from Bath:*

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Greg Jellison	Designee
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*Members from Lisbon:*

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Arthur Boutin <sup>2</sup>	Selectman
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*Members from Lyman:*

Bruce Beane	Selectman
Greg Harville <sup>1</sup>	Designee

1. *Committee Chairman*
2. *Structure / Staff Sub-Committee Chairman*
3. *Legal Issues Sub-Committee Chairman*
4. *Non-voting member.*

### 3. Demographics of the Participating Towns

Table 3.1 and 3.2 provide demographic data on each town. The three towns have a total combined population of 3,283 persons, residing in an area of approximately 94 square miles. This equates to an average population density of 34.9 persons per square mile. However, the population densities in these towns range from a high of 60.7 persons per square mile in Lisbon to a low of 20.4 persons per square mile in Lyman. There is a total of 1,697 housing units in the three towns. These range from a high of 779 units in Lisbon to a low of 358 units in Lyman. The three towns have a combined road mileage of 185.4 miles.

All three municipalities in this study are Towns incorporated in the state of New Hampshire. All three towns are rural in nature.

	Population	Population %	Area (square miles)	Area %
Bath	1,077	32.8%	38.6	41.1%
Lisbon	1,621	49.4%	26.7	28.4%
Lyman	585	17.8%	28.7	30.5%
Total	3,283	100%	94.0	100%

*Table 3.1 - Population / Area (square miles) of each Town*

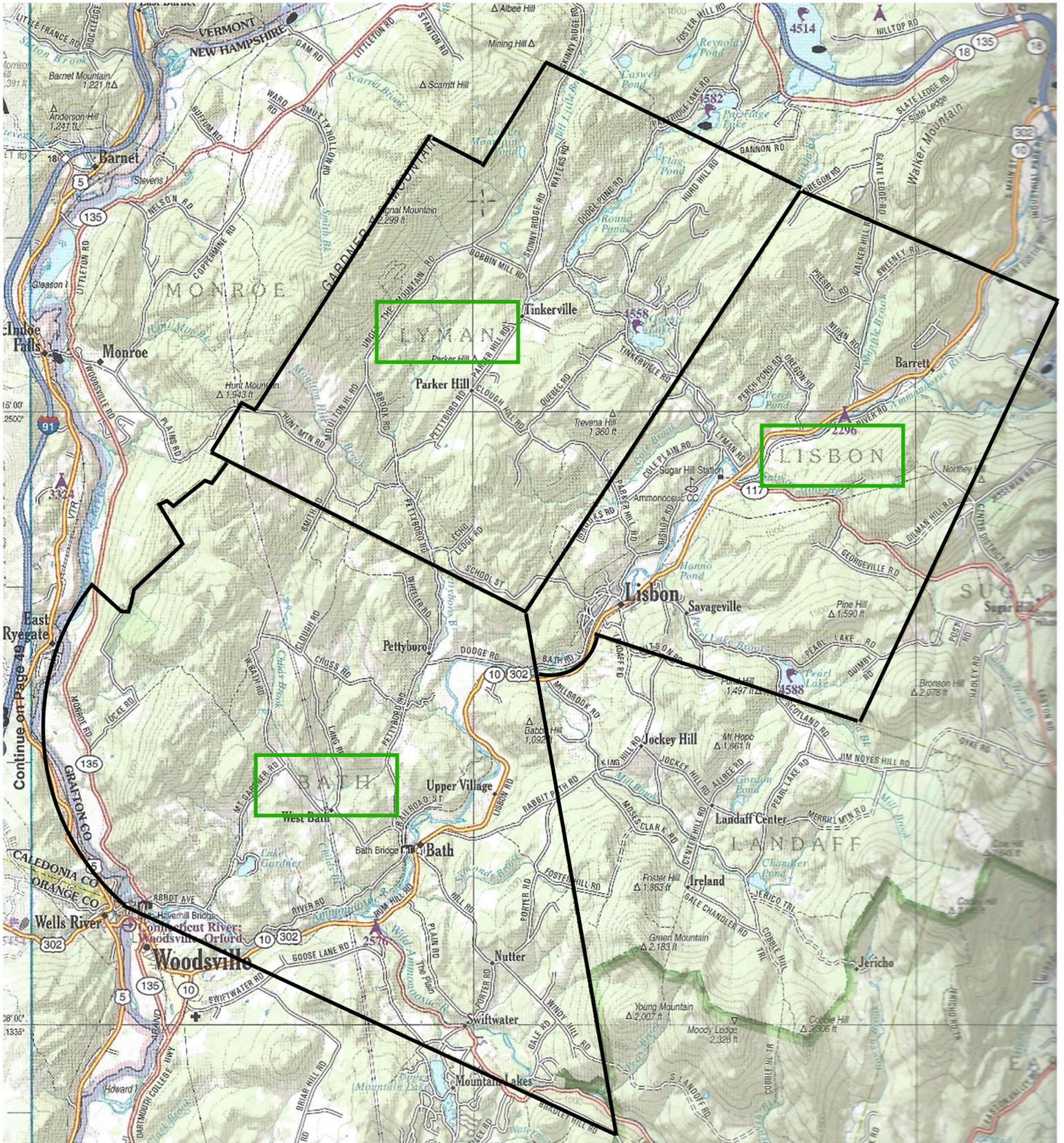
	Road Miles	Road Miles %	Population per Square Mile	Housing Units
Bath	62.2	33.5%	27.9	560
Lisbon	81.2	43.8%	60.7	779
Lyman	42.0	22.7%	20.4	358
Total	185.4	100%	34.9	1,697

*Table 3.2 - Road Miles / Population per Square Mile / Housing Units*

	Property Valuation (NH MS-1: 2023)	Each Town's Share Of Total Property Valuation	Property Tax Rate (2023)
Bath	\$149,974,412	43.1%	\$23.00
Lisbon	\$120,881,485	34.7%	\$34.26
Lyman	\$77,046,670	22.2%	\$21.60
Total	\$347,902,567	100%	

*Table 3.3 - Property Valuation and Tax Rates*

# Regional Police Department Coverage Map



## 4. Status of Law Enforcement in the Participating Towns

Table 4.1 and 4.2 provide current information about the police department budgets and law enforcement activity in the participating towns.

Town	2023 Budget
Bath	\$194,707
Lisbon	\$422,615
Lyman	\$0
Total	\$617,322

*Table 4.1 - Current Police Department Budgets - 2023*

Town	2020	2021	2022	Average Calls for Service Per 1,000 residents <i>(Used for Cost Allocation Models)</i>
Bath	Inconsistent Data	514	616	~525
Lisbon	Inconsistent Data	2,749	3,671	~1,980
Lyman	120	115	87	~183
<i>Formula: (average # of calls for service ÷ population) x 1,000</i>				

*Table 4.2 - Calls For Service (2020 - 2022)*

The town of Lyman's law enforcement services are provided by the New Hampshire State Police.

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## 5. Authority to Form and Operate a Regional Police Department in New Hampshire

New Hampshire Revised Statutes Annotated (RSAs) are the codified laws of the State of New Hampshire. New Hampshire RSAs contain provisions that permit establishing, among other things, agreements between municipalities for the provision and performing of police functions and services that each municipality is authorized to perform, exercise, or render.

The employment of police officers and the provision of police services to the residents of a community is one of the municipal functions that the legislature of the State of New Hampshire contemplated as an appropriate subject for a cooperative inter-municipal agreement when it authorized municipalities to engage in such agreements pursuant to RSA 53-A.

The following RSAs describe the legal authority to enter into agreement(s) to create a regional police force in New Hampshire.

RSA 31	Powers and Duties of Towns
RSA 32	Municipal Budget Law
RSA 53-A	Agreements Between Government Units
RSA 91-A	Access to Government Records and Meetings
RSA 105	Police Officers and Watchmen
RSA 105-C	Police Commissions

In New Hampshire, consolidation of police services does not require the abolishment of political subdivision boundaries.

The process requires that participating communities enter into an inter-municipal agreement that provides for emergency and traditional police services to all party communities in a manner that fully empowers the police officers operating pursuant to the agreement to perform and discharge their responsibilities in each community as completely and fully as if they were solely employed therein. The agreement also provides for the sharing of cost and management of such services in a fashion that is efficient and beneficial to the residents of all participating communities.

The regional police department's budget is set by a cooperative board ("Joint Police Board"). The Joint Police Board is created by the agreement and consists of two (2) members from each of the Boards of Selectmen in the respective participating towns.

Terms and conditions relating to personnel matters, appointment of the chief and officers, budget, cost allocation, administration of financial matters, mechanisms for payment and termination and dissolution of the regional police department are negotiated between the party communities and made part of the agreement.

It is important to note that the Joint Police Board has no power to borrow funds, issue bonds nor notes and may not make any decision that subjects either the entity created in the agreement or its member towns to any expenditure that would be considered long term debt (that is, intended

to incur obligation to pay beyond the end of the current budget year). The residents of participating towns remain legally empowered to cast a vote prohibiting the expenditure of money for certain items. If the town meeting of any participating town elects to zero out or fails to appropriate their share of funds for the continued operation of this joint venture, the agreement shall terminate thirty (30) days after the adjournment of the meeting as which such vote is taken.

The New Hampshire towns of Greenville and Temple have successfully established and entered into such an inter-municipal agreement. A copy of that agreement is included in Section 12.

## **6. Advantages of Regional Police Services**

Advantages of creating a regional police department are described below.

### **Reduced Costs**

When properly implemented, regionalization of local government service may result in decreased cost to the participating municipalities.

The costs to provide police department services to an individual municipality includes:

- Administrative costs,
- Personnel costs,
- Operational costs,
- Equipment maintenance and replacement costs, and other such costs.

A regional police department eliminates the duplication of certain costs by consolidation. For example, instead of each municipality having a police chief, the regional police department would be supervised by a single chief. Similar consolidation is possible with the administrative staff and the operation of the police department building(s) and other such infrastructure costs.

An important caveat is that to realize a cost reduction, all the participating municipalities must already be providing a comparable service in their respective municipality.

### **Improvement in the Uniformity and Consistency of Law Enforcement**

Implementing a regional police department requires the establishment of uniform policies, practices, and regulations. Typically, the resulting standardization of law enforcement improves resident satisfaction in participating municipalities.

### **Improvement in the Coordination of Law Enforcement Services**

Oftentimes, law enforcement activities and criminal investigations are limited by jurisdictional boundaries. In a regional police department, geographic boundaries are extended, permitting police officers to focus activity on the source of the disorder, rather than simply addressing the symptoms. Under central leadership and direction, and with uniformity of purpose, a regional police department eliminates duplication of services provided by individual municipal police departments. This results in a more cost effective and efficient use of limited public funds.

### **Improvement in the Recruitment and Retention of Police Officers**

Ideally, police departments are resourced to provide the law enforcement services required to safeguard the residents of the municipality it serves. Because of the challenges that all

municipalities face to balance costs and revenue, police departments in small towns may not have the resources to maintain optimal police department staff.

Small police departments often have limited ability to offer competitive compensation. This creates a disadvantage that makes it challenging to recruit and retain high quality police officers. Consolidation of services across a broader tax base often results in improved recruitment ability.

By using the money saved by creating a regional police department, municipalities may be able to offer their residents an increase in police department services (in some cases a substantial increase in service) for the same tax dollar expenditure.

### **Improved Management and Supervision**

In many small police departments, the supervisory police officers also serve in the capacity of a patrol officer. This can adversely affect police department administration and supervision.

Ideally, a regional police department will have the resources to allow the Chief of Police to be a full-time manager. Doing so generally improves the efficiency of police department activities for all participating municipalities.

### **Improvement in Training and Personnel Efficiency**

The quality of service provided by a police department is directly affected by the quality of the training it provides to its police officers.

It is difficult for small police departments to train its police officers without adversely affecting police department service to its municipality. Sending an officer for training often means not having a police officer available to respond to a call for service. Or, it could mean that the police department's operating costs are increased by the necessity to pay overtime wages.

Again, by using the money saved by creating a regional police department, municipalities may be able to offer their residents an increase in police department services for the same tax dollar expenditure.

## **7. Disadvantage of Regional Police Services**

Disadvantages of creating a regional police department are described below.

### **Loss of Local Law Enforcement Services**

This concern pertains to the possible reduction of tasks that are typically provided by a police department to its municipality; tasks that are not directly related to law enforcement.

Police officers routinely perform many duties which are not typically considered to be a law enforcement activity. These miscellaneous duties include, for example, running errands for municipal administrators, parking enforcement, school crossing guards, escorts for funerals and other such tasks. Oftentimes some of these tasks are no longer provided by police officers when a regional police department is created.

### **Loss of Local Control**

This concern pertains to the possible reduction in control over police department activities by each individual municipality.

When a municipality creates and maintains its own police department, the entire governing body is often directly involved in the operations and oversight of law enforcement activities.

In New Hampshire, a regional police department is governed by a cooperative board (“Joint Police Board”). The Joint Police Board normally consists of two members from each of the Boards of Selectmen in the respective participating towns. This means that each municipality’s control over the regional police department is diluted by the number of participating communities.

### **Loss of Resident Contact**

This concern pertains to the possibility that residents will lose their close personal relationships with individual police officers.

Occasionally there is a concern that the residents of a participating community will not have as close a relationship with the members of a regional police department as they do with their “own” officers.

If such a situation develops, it is usually temporary and is resolved as the police officers in the newly created regional police department become acquainted with all residents of the participating municipalities.

### **Loss of Position**

This concern pertains to the possibility that employees of the municipal police departments that will be merged into the regional police department will lose employment or be demoted.

One of the purposes of creating a regional police department is consolidation. The inevitable result is a reshuffling of job titles, responsibility, and compensation.

Having acknowledged that loss of position is a reasonable concern, the Committee has determined that such a concern is not applicable to creating the regional police department contemplated in this study.

## 8. Staff of Regional Police Department

Many factors must be considered when deciding how many police officers are required to properly staff a police department. Factors such as population, population density, traffic, calls for service, crime rates, the effects of factors in neighboring communities and budgetary limitations are all important considerations. Also, the service level desired by the community is a major factor that must be considered when determining staffing levels. Many formulas are available for recommending police department staffing levels. Some are as simple as the population to officer ratio, while others are more complicated and require data oftentimes not available from normal record keeping functions.

Proper staffing levels affect the efficiency and effectiveness of the police department as well as the safety of the public. Municipalities must remember that, not only do police departments rely on quantifiable data, such as crime rates and arrests to measure effectiveness, but also must consider preventative patrol activities, such as traffic enforcement details, directed patrols and varied patrol techniques to detect and prevent such crimes from occurring.

While not engaged in handling calls for service (“calls”), police officers proactively engage in other important law enforcement activities such as traffic enforcement, business checks and dedicated patrols in areas where residents feel there are concerns. Additionally, whether it be conducting “crisis drills” at schools, conducting seat belt/child seat checks, talking to a local boy scout troop, or taking a pre-school class through the police station, police officers represent not only the police department, but act as a conduit and representative of each municipality and add to the quality of life in the community. While not engaged in those activities, police officers should undergo in-house and specialized training. Additionally, police officers are obligated to review policy and procedures of the department and participate in State mandated training both in person and on-line.

The Committee considered two methods to calculate police officer staffing level; the Comparative Method (the ratio of patrol officers to 1,000 residents), and a combination of the Workload and Functional Methods using a formula developed by the International Association of Chiefs of Police (“IACP”).

### Comparative Method

The simplest method to estimate how many police officers a municipality requires is to compare the ratio of police officers to 1,000 in population in other cities and towns. It does not consider workload, service area or non-crime related functions and activities mandated by the jurisdiction, so it is the least accurate of all methods. This comparison should be used only as reference and not as a basis for final staffing decisions. Proper staffing requires insight into a series of statistics, a variety of facts and current data to obtain the proper operational level of the police department.

The average number of police officers per 1,000 population varies throughout the United States. As an example, utilizing the nationwide average of 1.6 officers per 1,000 residents a Bath, Lisbon and Lyman regional police department would employ 6 police officers. However, the “average” number of police officers per 1,000 population varies by region of the United States. In the northeast, there is an average of 2.6 police officers per 1,000 residents. For jurisdictions with a population under 10,000 population the average is 4.2 police officers per 1,000 residents. For police departments in New Hampshire, the average police officer to population ratio is 2.256

police officers for each 1,000 residents. Using this figure, a Bath, Lisbon, and Lyman regional police department would be staffed at 8 police officers. Please refer to Table 8.1 below.

	Police Officers per 1,000 Population	Combined Population of Bath, Lisbon & Lyman	Calculated Number of Police Officers (Rounded Up)
Nationwide Average	1.6	3,283	6.0
Northeast Region	2.6	3,283	9.0
Population Under 10,000	4.2	3,283	14.0
Police Departments in New Hampshire	2.3	3,283	8.0

*Table 8.1 - Police Officers per 1,000 Residents*

### **A. Workload and Functional Method**

The IACP created a formula to calculate the number of police offers needed to staff a police department based on police officer workload. This formula is generally considered to be reliable but it does not consider unique circumstances that exist in individual communities.

One of the assumptions of the IACP method is that 45 minutes is the average time necessary to handle the average police call. Serious crimes, especially those involving an arrest or prolonged investigation take considerably longer and minor incidents may take much less time to resolve; but 45 minutes has been found to be a reliable average. IACP also recommends that only one third of a police officer’s duty time be taken up with the response to calls.

A police office also needs time to handle equipment service, court appearances, and administrative duties as well as conduct his or her preventative patrols to help ensure the safety and well-being of the community. The IACP formula adds a buffer factor to account for these needs. It should be noted that a police officer in a small police department often needs more administrative time since they are usually responsible for more record-keeping tasks than their counterparts in a larger department who have more support staff.

Full-time police officers receive benefits, including vacation time off, personal time off, sick time off and other leave time that may be agreed to by contract. The “available time” used by the IACP formula assumes certain paid time off being offered in the police officer’s compensation package. For illustrative purposes, each police officer is available for duty only 1,808 hours per year when regular days off, vacations, holidays, sick leave, training time, and court time are all considered. When applied, the calculations derived from the IACP formula only determines the number of officers needed for patrol duties and to respond to calls for service and other incidents. It does not include administrators, supervisors, detectives, or other required specialists in the department.

Following is a step-by-step calculation of police officer staff level for a Bath, Lisbon and Lyman regional police department using the IACP formula.

## Step 1

Determine Calls per Year. This is the number of complaints or incidents received and responded to by the police department(s). Complaints or incidents include all forms of police activity that a police officer responded and/or took official action. Calls do not include situations where advice was given over the telephone, delivering messages, handling internal police matters, etc. In most cases a report will be written, coded, assigned an incident number, and then entered in a records management system by a police officer or administrative assistant after an incident is completed, reviewed, and approved.

To correctly determine the proper staff level of a police department it is important to accurately estimate the number of calls for service that the police department will receive each year. Considering inconsistent data (as shown in Table 4.2) it is difficult to accurately estimate annual calls for service in the participating towns. IACP has determined that on average community's experience 550 police incidents for every 1,000 residents and recommend using this ratio when the actual calls for service cannot be accurately determined. For the study, the Committee agreed to follow the IACP's recommendation.

	Bath, Lisbon & Lyman
Total Population	3283
Multiplier (550 calls for service / 1000 residents)	0.55
Estimated Calls per Year	1,806

*Table 8.2 - Estimated Calls Per Year*

## Step 2

Determine Police Officer Hours Required to Handle Estimated Calls. To do so, multiply the total number of Estimated Calls Per Year by .75 (45 minutes). As noted above, the IACP method assumes that 45 minutes is the average time required to handle a call.

	Bath, Lisbon & Lyman
Estimated Calls per Year	1,806
Multiplier (Average time to handle a call)	0.75
Police Officer Hours Required to Handle Estimated Calls	1,355

*Table 8.3 - Police Officer Hours Required*

### Step 3

Determine Police Officer Hours Required to Handle All Duties. To do so multiply the number of Police Officer Hours Required to Handle Estimated Calls by 3 to add a buffer factor. The IACP method assumes that about one third of a police officer's time should be spent on handling calls. Other requirements include servicing police vehicles and equipment, personal relief, eating, and administrative duties must be taken into consideration. Time must also be allotted for preventative patrol.

	Bath, Lisbon & Lyman
Police Officer Hours Required to Handle Estimated Calls	1,355
Multiplier (Buffer Factor)	3.0
Police Officer Hours Required to Handle All Duties.	4,065

*Table 8.4 - Police Officer Hours to Handle All Duties*

### Step 4

Determine Number of Required Police Officer Patrol Units. To do so divide the Number of Police Officer Hours Required to Handle All Duties by 2,920 (this is the total number of hours necessary to staff one Police Officer Patrol Unit for one year (365 X 8 hours = 2,920)). The result of applying the IACP formula establishes the number of Police Officer Patrol units necessary to police the community (not the number of police officers, but the number of Police Office Patrol Units).

	Bath, Lisbon & Lyman
Number of Police Officer Hours Required to Handle All Duties	4,065
Divisor (One Police Unit)	2,920
Police Officer Patrol Units	1.39

*Table 8.5 - Police Officer Patrol Units*

## Step 5

Determine The Availability Factor. To determine the number of police officers required to staff each Police Officer Patrol Unit, the availability factor must be calculated. This is accomplished by subtracting the amount of time that a police officer is not available to perform patrol duty from a Police Officer Patrol Unit.

	Annual Hours
One Police Officer Patrol Unit (365 days per year X 8 hours per day)	2,920
Time Not Available To Function as a Police Officer	
- Regular Days Off (2 days each week)	832
- Vacation Days Off (10 days per year)	80
- Holidays/Personal Days Off (10 days per year)	80
- Court Days (5 days per year)	40
- Training Days (5 days per year)	40
- Sick Days (3 days per year)	24
- Miscellaneous Leave Days (2 days per year)	16
Sub Total Unavailable Police Officer Hours	1,112
Total Available Police Officer Hours (2,920 - 1,112)	1,808
Availability Factor (2,920 / 1,808)	1.6

*Table 8.6 - Availability Factor*

Based on the table above, it takes 1.6 police officers to staff each police officer patrol unit necessary to police the community.

## Step 6

Determine Number of Police Officers. Data derived in steps 4 and 5 are used to calculate the number of required police officers. This is accomplished by multiplying Required Police Officer Patrol Units by the Availability Factor.

	Bath, Lisbon & Lyman
Required Police Officer Patrol Units	1.39
Multiplier (Availability Factor)	1.61
Calculated Number of Police Officers (rounded up)	3

*Table 8.7 - Number of Required Police Officers*

Utilizing this formula, 3 police officers would be required based on calls for service alone.

This staffing level does not consider the need for supervisory, investigation and administrative staff.

Please note that a police officer patrol unit provides 1 x 8-hour shift per day. So, 3 police officer patrol units are required to provide 24-hour police coverage. Applying the availability factor (3 police officer patrol units x 1.6 availability factor) means that a minimum of 5 police officers are required for a municipality to provide 24-hour police officer coverage to its residents.

## B. Comparison of Methods

The following table compares the results of the Comparative Method and Workload and Functional Methods.

Formula	Required Number of Police Officers (calculated)	Police Officers per 1,000 Residents in Bath, Lisbon & Lyman
Comparative Method (Using Police Departments in New Hampshire)	8.0	~2.4
Workload and Functional Method	3.0	~0.9

*Chart 8.8 - Comparison of Methods*

## C. Current Police Coverage in Bath, Lisbon, and Lyman

It is reasonable to compare the number of police officer coverage (in total coverage hours) to the number of police officers required, as calculated in the foregoing methods,

Currently, Bath and Lisbon have their own police departments. While Bath and Lisbon have police departments, neither town has 24-hour coverage and rely on New Hampshire State Police during the time when each town's police department is closed. Lyman's police coverage is provided by the New Hampshire State Police. Please refer to Table 8.9 below.

	Full Time Police Officers	Part Time Police Officers	Total Police Coverage (Hours/Year)	Total Coverage (Hours/Week)	Police Officers per 1,000 Residents
Bath	1	1	~3,254	~62.6	~1.7
Lisbon	4	2	~9,040	~173.8	~3.1
Lyman	0	0	0	0.0	0.0

*Table 8.9 - Current Hours of Police Coverage*

Police department staff shown in Table 8.9 above includes the entire department, that is, the police chief and patrol officer(s).

**D. Recommended Staffing of Bath, Lisbon & Lyman Regional Police Department:**

After considering the methods described above and considering:

- Staff level for supervision and investigation,
- The desire to provide police coverage 24-hour per day and 7 days per week, with enhanced police coverage such as community policing and investigation services, and
- The circumstances of the towns of Bath, Lisbon, and Lyman, including the dimensional size of each town, the population of each town, the number of road miles that need to be traveled to provide police officer service to each town.

The Committee determined that the minimum staff level for a Bath, Lisbon and Lyman Regional Police Department is:

Position	Full Time	Part Time	Total
Chief of Police	0	1	1
Captain	1	0	1
Sergeant	1	0	1
Detective	1	0	1
Patrol Officers	4	0	4
Administrative Staff	1	0	1
Total	8	1	9

*Table 8.10 - Recommended Staff Level for Bath, Lisbon, Lyman Regional Police Department*

The recommended police department composition listed in Table 8.10 is used to calculate the proposed operating budget in Section 9.

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## **9. Cost Assessment and Operational Budget**

Having established the staff level for a regional police department for Bath, Lisbon and Lyman, the next step is to determine the total cost to provide such service.

### **Proposed Operating Budget**

To create the operating budget for the regional police department the Committee started by creating a pro forma budget to identify the costs. Such costs include the broad categories of administrative expense, personnel expenses, operational expense, and reserve accounts. The Committee also considered the one-time costs that would be incurred to combine the existing police departments into a regional police department.

The proposed budget does not include any cost reductions that may be realized through fines, administrative fees, private or intergovernmental grants. If awarded, any such Federal, State, or local grants would offset some of the identified costs and would reduce the cost to each town proportionally.

### **Personnel Expenses**

Personnel expenses are the salaries, payroll costs and related benefits for all department employees. Generally, personnel costs are the highest category in all police department budgets and typically range from 65% to 90% of the total budget.

### **Non-Personnel Expenses**

These categories include the costs associated with administration, facilities and utilities, training, maintenance, and the police departments operational activities. The costs to purchase, operate, insure, and maintain the police department's vehicles and police officer equipment are also included.

**Operating Budget:****Administrative Expenses**

Accounting and payroll services	\$ 2,560
Dispatch	\$ 48,680
Internet	\$ 1,548
IT Service & Computers	\$ 2,400
Office Supplies	\$ 3,000
Postage	\$ 1,000
Professional Services	\$ 17,500
Telephone	<u>\$ 7,200</u>
<i>Sub Total Administrative Expenses</i>	\$ 83,888

**Personnel Expenses**

Salary - Chief	\$ 74,880
Salary - Captain	\$ 87,360
Salary - Sergeant	\$ 68,640
Salary - Detective	\$ 68,640
Salary - Patrol Officers (4)	\$ 243,360
Salary - Administrative Staff	\$ 62,400
Holiday Pay	\$ 15,312
Overtime	\$ 12,500
PD Events	\$ 7,000
Payroll Taxes - FICA	\$ 8,511
Payroll Taxes - Medicare	\$ 9,281
Payroll Taxes - SUTA	\$ 680
Employee Benefits, Insurance - Health	\$ 256,000
Employee Benefits, Insurance - Officer Liability	\$ 43,435
Employee Benefits, Insurance - Workers Compensation	\$ 17,428
Employee Benefits, Retirement Contribution Class I Employees	\$ 8,443
Employee Benefits, Retirement Contribution, Class II Employees	\$ 148,580
Hiring Expense	\$ 1,000
Training Expense	<u>\$ 10,000</u>
<i>Sub Total Personnel Expenses</i>	\$1,143,450

**Operational Costs**

Rent	\$ 10,000
Building Costs, Utilities	\$ 6,000
Building Costs, PD Building Maintenance	\$ 2,000
Building Costs, Janitorial	\$ 1,500
Dues & Subscriptions	\$ 9,000
Investigation Expense	\$ 5,000
Prosecutor Expense	\$ 27,500
Consumable Supplies	\$ 68,000
Uniform Expense	\$ 9,000
Vehicle Fuel	\$ 32,000
Vehicle Maintenance	<u>\$ 24,000</u>
<i>Sub Total Operational Expenses</i>	\$ 194,000

**Reserve Accounts**

Police Officer Equipment Reserve	\$ 19,050
Cruiser Replacement Reserve Account	<u>\$ 130,000</u>
	\$ 149,050

**Regional Police Department Setup Costs** \$ 31,000

**Summary**

Sub Total - Administrative Expenses	\$ 83,888
Sub Total - Personnel Expenses	\$1,143,450
Sub Total - Operational Expenses	\$ 194,000
Sub Total - Reserve Accounts	\$ 149,050
Sub Total - Police Department Setup Costs	<u>\$ 31,000</u>
<i>Total Police Department Budget – Year 1</i>	\$1,601,388

*Table 9.1 - Proposed Operating Budget*

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## 10. Cost Allocation Models

After developing the budget, the next issue was how to fairly allocate the total cost between the participating towns. Some of the more common factors which may be used in developing cost allocation include:

### Population

Population is often used as the sole factor for cost allocation. The primary responsibility of any police department is to protect and render efficient and effective service. Population is generally considered to be a reliable factor. It is important that the source for population figures used to determine cost allocation be accurate. For this report, the Committee relied on data reported in the 2020 Decennial Census.

### Land Area and Road Mileage

Population, when combined with land area and/or road mileage adds another dimension to the impact of people on police services and law enforcement. The distribution of population over an area (density factor) can also affect the policing needs of that area. The miles of road that must be patrolled or traveled to serve the residents directly impacts the department's cost.

### Property Value

Assessed valuation of real property can be used in conjunction with population as a formula for cost allocation. This combination links two law enforcement goals, that is to protect, "life" and "property."

### Calls for Service

The percentage of calls for service can be used to assess the workload on the regional police department that it provides to each town. Using the "cost per call" metric means that towns that require more service from the regional police department pay a proportionally larger share of the total operating costs.

### Police Protective Unit

Purchasing Police Protection Units (PPU) is another method for cost allocation. A PPU is defined as, "ten hours of police officer service per week." Towns control their cost of participation in the regional police department by purchasing the number of PPU's required to serve its residents and commits to purchasing these PPU's for each budget year. Considering that i) the police department must be fully funded each budget year and ii) the inefficiency of changing force structure on an annual basis, the cost of each PPU will change annually. It is reasonable to assume that there could be significant changes in PPU price each budget year. Since each town still needs to contribute a proportional share of the total cost to operate the regional police department, the Committee decided that the PPU cost allocation method adds unnecessary complexity and did not include such a cost allocation model in the study.

The cost allocation strategies can be used alone (such as population) or in combination (such as population and calls for service). Following are 4 examples of possible cost allocation methods. Each such strategy includes data to show how that strategy would impact each of the participating towns.

Model A

Population 100%

Town	Population	Percentage	Cost Allocation	Cost Per Town <sup>1</sup>
Bath	1,077	32.8%	32.8%	\$525,255
Lisbon	1,621	49.4%	49.4%	\$791,086
Lyman	585	17.8%	17.8%	\$285,047
<b>Total</b>	<b>3,283</b>	<b>100.0%</b>	<b>100.0%</b>	<b>\$1,601,388</b>

Table 10.1 - Cost Allocation Model A

Model B

Population 60%  
Road Miles 40%

Town	Population	Population @60%	Road Miles	Road Miles @ 40%	Cost Allocation	Cost Per Town <sup>1</sup>
Bath	1,077	19.7%	62.2	13.4%	33.1%	\$530,059
Lisbon	1,621	29.6%	81.2	17.5%	47.1%	\$754,254
Lyman	585	10.7%	42.0	9.1%	19.8%	\$317,075
<b>Total</b>	<b>3283</b>	<b>60.0%</b>	<b>185.4</b>	<b>40.0%</b>	<b>100.0%</b>	<b>\$1,601,388</b>

Table 10.2 - Cost Allocation Model B

Model C

Population 40%  
 Calls for service 40%  
 Road mileage 20%

Town	Pop	Pop @40%	Avg. Calls for Service	Calls for Service @ 40%	Road Mileage	Road Mileage @ 20%	Cost Allocation	Cost Per Town <sup>1</sup>
Bath	1,077	13.1%	525	7.8%	62.2	6.7%	27.6%	\$441,983
Lisbon	1,621	19.8%	1,980	29.5%	81.2	8.8%	58.1%	\$930,406
Lyman	585	7.1%	183	2.7%	42.0	4.5%	14.3%	\$228,999
<b>Total</b>	<b>3283</b>	<b>40.0%</b>		<b>40.0%</b>	<b>185.4</b>	<b>20.0%</b>	<b>100.0%</b>	<b>\$1,601,388</b>

Table 10.3 - Cost Allocation Model C

Model D

Population 20%  
 Calls for service 50%  
 Road mileage 10%  
 Assessed property tax valuation 20%

Town	Pop	Pop @20%	Avg Calls for Svc	Calls for Svc @ 50%	Road Miles	Road Miles @ 10%	Tax Value (\$ Mil)	Tax Value @ 20%	Cost Alloc	Cost Per Town <sup>1</sup> (\$ Mil)
Bath	1,077	6.6%	525	9.8%	62.2	3.3%	\$150	8.6%	28.3%	\$0.45
Lison	1,621	9.8%	1,980	36.8%	81.2	4.4%	\$121	6.9%	57.9%	\$0.93
Lyman	585	3.6%	183	3.4%	42.0	2.3%	\$77	4.5%	13.8%	\$0.22
<b>Total</b>	<b>3283</b>	<b>20.0%</b>		<b>50.0%</b>	<b>185.4</b>	<b>10.0%</b>	<b>\$348</b>	<b>20.0%</b>	<b>100%</b>	<b>\$1.60</b>

Table 10.4 - Cost Allocation Model D

<sup>1</sup> The Cost Per Town column in the allocation models used the budget calculated in Table 9.1.

## Cost Allocation Comparison

Municipality	Model A	Model B	Model C	Model D
Bath	\$525,255	\$530,059	\$441,983	\$453,193
Lisbon	\$791,086	\$754,254	\$930,406	\$927,204
Lyman	\$285,047	\$317,075	\$228,999	\$220,991
Total	\$1,601,388	\$1,601,388	\$1,601,388	\$1,601,388

Table 10.5 - Comparison of Cost Allocation Models

Using the total operating budget figure (Table 9.1) and looking at the cost allocation comparison from Table 10.5, the following table shows the minimum and maximum increase (decrease) in the police department budgets for each participating town.

Municipality	Current Budget (2023)	Minimum Increase (Decrease) in Cost to Town	Maximum Increase (Decrease) in Cost to Town
Bath	\$194,707	\$247,276	\$335,352
Lisbon	\$422,615	\$331,639	\$507,791
Lyman	\$0	\$220,991	\$317,075

Table 10.6 - Comparison - Current Police Department Costs Versus Cost to Participate in Regional Police Department

## Committee Cost Allocation Recommendation

After reviewing the four models described above, the Committee recommends that Model B (population @ 60% and road miles @ 40%) be used upon establishment of the Regional Police Department. After three years of operation, the cost allocation would change to Model C (population @40%, calls for service @ 40%, and road miles @ 20%). The three-year period would allow the police chief to establish and collect objective data needed to allocate calls for service between the participating towns.

The 3 data points used for cost allocation would be revised using the following schedule:

Population - when published by the US Census Bureau (decennially),

Calls for Service - After the 3rd year of operation of the Regional Police Department, calls for service shall be allocated to each participating town based on the actual calls for service recorded in the calendar year immediately preceding the current budget year.

Road Miles - After the 1st year of operation of the Regional Police Department, road miles shall be allocated to each participating town based on the number of miles of roads in each town on the last day of the calendar year immediately preceding the current budget year. For allocating cost to the Regional Police Department, "Road Miles" is defined as, Class 5 and above roads owned by each participating town, plus State roads and highways in each participating towns,

plus private roads in each town that in the opinion of the chief of police will be patrolled by regional police department police officers.

### Allocation of Cost to Each Participating Town

Based on the Committee’s recommendation; upon establishing a regional police department for Bath, Lisbon and Lyman, each participating town would incur the following cost.

Municipality	Allocated Cost (Table 10.5 Model B)	Current Police Department Budget (2023)	Increase (Decrease) in Town Budget to Participate in Regional Police Department
Bath	\$530,059	\$194,707	\$335,352
Lisbon	\$754,254	\$422,615	\$331,639
Lyman	\$317,075	\$0	\$317,075
Total	\$1,601,388	\$617,322	\$984,066

Table 10.7 - Allocation of Regional Police Department Cost to Each Municipality

The following table shows the effect of establishing a regional police department to the property tax rate of participating towns.

Municipality	Current Property Tax Rate (2023)	Increase (Decrease) in Property Tax Rate	Property Tax Rate with Regional Police Department (See Note Below)
Bath	\$23.00	\$2.24	\$25.24
Lisbon	\$34.26	\$2.75	\$37.01
Lyman	\$21.60	\$4.12	\$25.72

Table 10.8 – Effect of Regional Police Department on the Property Tax Rate to Each Town

Important Note: The Property Tax Rate with Regional Police Department shown in Table 10.8 is for comparisons purposes only. The Committee has no control over, and cannot predict, what the residents of each participating town will approve as their town’s operating budget during the Annual Meeting in which they may also consider joining the regional police department. The actual property tax rate for each participating town may be higher or lower than shown in the table.

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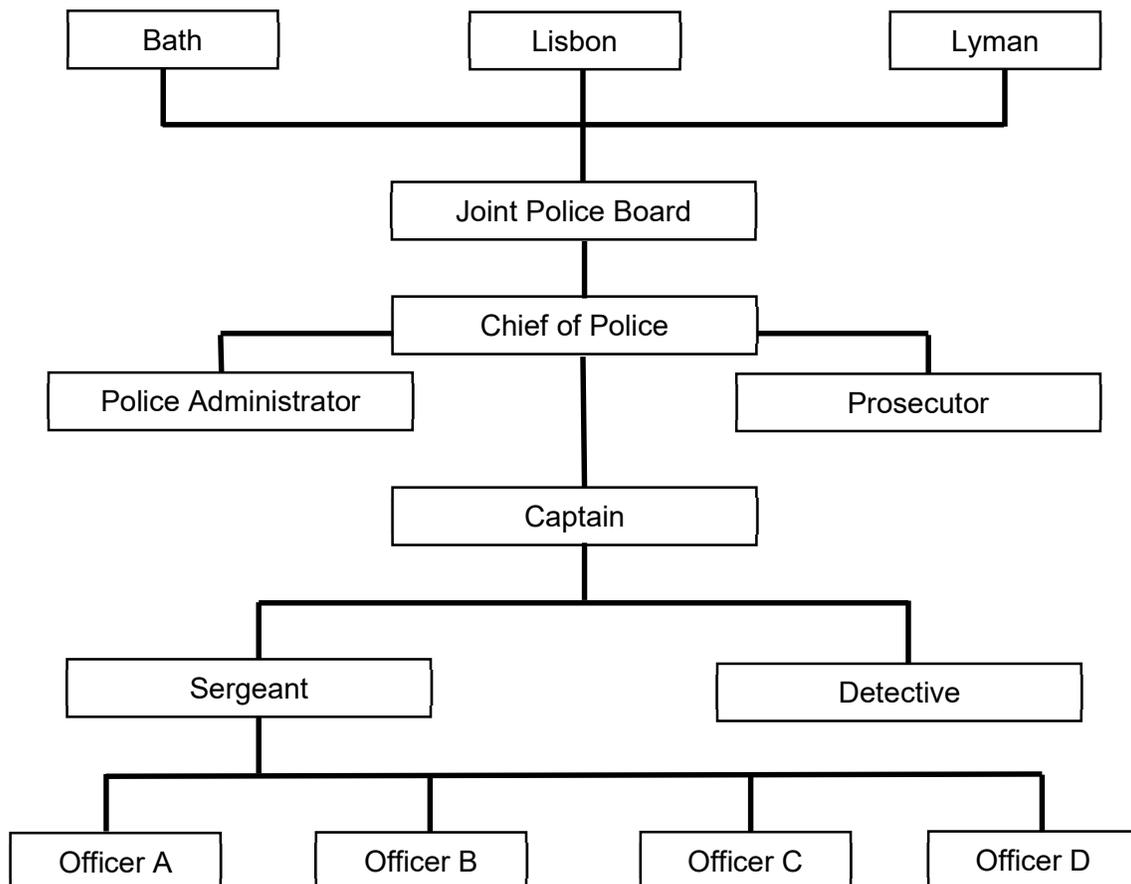
# 11. Structure of a Bath, Lisbon, and Lyman Regional Police Department

**Mission Statement:** To efficiently safeguard the lives and property of our residents, to reduce the fear and incidence of crime, to promote a safe environment through a police-resident partnership. We will do so with mutual trust and integrity, while always holding ourselves to the highest ethical and moral standards to maintain public confidence. We undertake our duty fairly and professionally, serving as guardians to our communities without fear or favor. We will perform our mission while always being mindful that the Regional Police Department is funded by the taxpayers in the participating towns and we promise to safeguard all funds allocated by our taxpayers.

**Governance:** The Regional Police Department will be governed by the laws of the State of New Hampshire.

**Location:** The primary headquarter for the Regional Police Department will be in Lisbon at the current location of the Lisbon Police Department. Bath and Lyman will provide office space that will be used by the Regional Police Department.

## Organization of the Regional Police Department.



## **Job Descriptions for Positions within the Regional Police Department:**

### Chief of Police

The primary administrative officer of the department. Performs highly responsible supervisory and administrative work in planning, organizing, and directing the essential duties of the regional police department. Activities are conducted with considerable operational independence and personal judgement. Reports budgeting concerns to the Joint Police Board.

### Captain

The primary operational officer of the department. Responsibilities include: ensure that patrol officers are performing to the standards set by the department; hiring and onboarding new patrol officers; supervising training for new officers and recurrent annual training for all officers, coordinating the department's response to emergency situations; works with the Chief of Police to create and maintain the department's budget; building a positive relationship with the community; represent the department during meetings with leadership, government officials and community organizations, and is the primary spokesperson to speak to the media on the department's behalf. Reports to and follows the administrative direction of the Chief of Police.

### Sergeant

The Sergeant performs highly responsible supervisory and administrative work in organizing and directing essential duties of patrol officers. Is responsible for the 1<sup>st</sup> level of supervision in the department and occupies a position of supervision frequently involving the exercise of significant discretion. His/her primary responsibility is exacting the proper performance of police duty from employees assigned to duty within the area of his/her supervision or to perform a highly responsible function as specifically assigned. He/she will usually be assigned as a supervisor to patrol officers but may be assigned to other highly specialized or responsible duties within the agency. Reports to and follows the direction of the captain.

### Detective

The Detective conducts interviews, examines records, monitors suspects, and participates in raids and arrests. Detectives lead investigations of serious crimes, such as assaults, robberies, and homicides. Will attend, at the direction of the chief of police or captain, joint task force operations meetings. When not performing detective duties, performs patrol officer duties. Reports to and follows the direction of the captain.

### Patrol Officer

Patrol Officers are tasked with general law enforcement duty and investigatory police work. Patrol Officers may be assigned ancillary duties to include but not limited to field training officer, fire arms instructor, taser instructor, evidence technician, use of force instructor, community engagement and public relations duties, etc. Reports to and follows the direction of the Sergeant.

### Police Administrator

The Police Administrator provides administrative support for the Regional Police Department. Administrative support includes managing the department's office, word processing and typing, entering data into various computer systems, faxing, filing, report preparation, grant writing, and

other such office support services. The Police Administrator directly assists the Chief of Police by managing the department's funds and advises the department in the responsible execution of the department budget established by the Joint Police Board. Reports to and follows the administrative direction of the Chief of Police.

### Prosecutor

Throughout the criminal justice process, the Prosecutor works with the Regional Police Department to investigate crimes, determine whether charges should be filed, assist in the preparation of complaints and charging documents, and prosecute cases in court. As provided by the Rules of Professional Responsibility, the Prosecutor; i) will attend and represent the department at all regularly scheduled trial dates and arraignments; ii) may appear on behalf of the department at scheduled or emergency court hearings for such things as bail hearings, detention hearings, and arraignment; and, iii) will represent the department at administrative hearings conducted by the NH Department of Motor Vehicles. The prosecutor will provide periodic updates on changes to both statutory and common law to keep the department apprised of legal developments. Reports to and follows the administrative direction of the Chief of Police.

### **Number of vehicles:**

Based on the number of patrol officers and the geographic size of regional police department's patrol area, the Committee determined that the regional police department will need six (6) police vehicles. If created, the Regional Police Department will initially have four (4) police vehicles. Two new vehicles will be added in the first year. The service life of police vehicles is expected to be six (6) years and police vehicles will be replaced upon reaching the end of its service life.

**Duty Schedule:**

Shifts	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
0000	Sergeant Officer C	Sergeant Officer C	Sergeant Officer D	Sergeant Officer A Officer D	Officer A Officer D	Officer A Officer C Officer D	Officer A Officer C
0200	Officer C	Officer C	Officer D	Officer D	Officer D	Officer C Officer D	Officer C
0400	Officer C	Officer C	Officer D	Officer D	Officer D	Officer C Officer D	Officer C
0600	Officer B	Officer B	Officer B	Captain	Captain	Captain	Captain Officer B
0800	Officer B	Chief Detective Officer B	Chief Detective Officer B	Chief Captain Detective	Captain	Captain	Captain Officer B
1000	Officer B	Chief Detective Officer B	Chief Detective Officer B	Chief Captain Detective	Captain Detective	Captain Detective	Captain Officer B
1200	Officer B	Chief Detective Officer B	Chief Detective Officer B	Chief Captain Detective	Captain Detective	Captain Detective	Captain Officer B
1400	Officer B	Chief Detective Officer B	Chief Detective Officer B	Chief Captain Detective	Captain Detective	Captain Detective	Captain Officer B
1600	Sergeant	Chief Sergeant	Chief Sergeant	Chief Sergeant Officer A	Officer A Detective	Officer A Detective	Officer A
1800	Sergeant	Sergeant	Sergeant	Sergeant Officer A	Officer A	Officer A	Officer A
2000	Sergeant Officer C	Sergeant Officer C	Sergeant Officer D	Sergeant Officer A Officer D	Officer A Officer D	Officer A Officer C Officer D	Officer A Officer C
2200	Sergeant Officer C	Sergeant Officer C	Sergeant Officer D	Sergeant Officer A Officer D	Officer A Officer D	Officer A Officer C Officer D	Officer A Officer C
Hours/Day	30	48	48	58	38	48	40
Day (06-18)	12	30	30	32	20	20	22
Night (18-00)	18	18	18	26	18	28	18

*Table 11.1 – Proposed Work Schedule for 24-Hour Coverage*

	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Chief	O	8a-6p	8a-6p	8a-6p	O	O	O
Captain	O	O	O	6a-4p	6a-4p	6a-4p	6a-4p
Patrol Officer	O	O	O	4p-2a	4p-2a	4p-2a	4p-2a
Patrol Officer	6a-4p	6a-4p	6a-4p	O	O	O	6a-4p
Sergeant	4p-2a	4p-2a	4p-2a	4p-2a	O	O	O
Patrol Officer	8p-6a	8p-6a	O	O	O	8p-6a	8p-6a
Detective	O	8a-4p	8a-4p	8a-4p	10a-6p	10a-6p	O
Patrol Officer	O	O	8p-6a	8p-6a	8p-6a	8p-6a	O
	<b>Days:</b>						
	<b>1</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>2</b>
	<b>Nights:</b>						
	<b>2</b>	<b>2</b>	<b>2</b>	<b>3</b>	<b>2</b>	<b>3</b>	<b>2</b>

Table 11.2 –Alternate Presentation of Proposed Work Schedule for 24-Hour Coverage

The Detective will typically perform detective duties on Monday, Tuesday, and Wednesday. To ensure adequate law enforcement coverage, the Chief of Police and Detective will perform patrol functions when necessary due to planned absences, such as for vacation and training, and unplanned absences, such as sick time.

**Regional Police Department Interface with neighboring law enforcement community:**

1. The regional police department will be the primary law enforcement provider for the participating towns.
2. Major crimes in which the New Hampshire State Police and the Attorney General’s office will take over the investigation in its entirety include:
  - a. Homicide.
  - b. Police Chief Misconduct.
  - c. Officer Involved Shootings.
3. The Sheriff’s office may be utilized for any of the following:
  - a. Police Chief misconduct.
  - b. Officer misconduct.
  - c. Large incidents or events requiring the use of the mobile command trailer.
  - d. Detail officers/deputies for additional resources.
  - e. Any credible active threat.

4. Local surrounding law enforcement agencies may be utilized for any of the following:
  - a. Detail officers/deputies for additional resources.
  - b. Any credible active threat until additional officer from the Regional Police Department can report to duty and respond to the situation.
  - c. Mutual aid assistance for calls for service requiring officer safety.
  - d. Large incidents or events.
  
5. Prosecution.
  - a. Until such time that the Joint Police Board motions the State to include all jurisdictions within the same court system, the prosecution process will be as follows:
    - i. A Regional Prosecutor will be appointed by each town to provide prosecutorial services to the Regional Police Department.
    - ii. Incidents which result in a chargeable offense or arrest which occur in the Town of Bath, will be prosecuted out of the Haverhill District Court System, whereas; the Towns of Lisbon and Lyman will prosecute their chargeable offenses out of the Littleton District Court.
    - iii. The court systems hold arraignments on separate days of the week, so there should not be any scheduling conflicts pertaining to arraignments on days of the week.
    - iv. All felony level offenses are currently handled by the Grafton County Attorney's Office. Should felony level offenses be heard at the district court level, the same process as indicated above shall be instituted. Once the Grafton County Attorney's Office has accepted the case the prosecution will be handled by that office.
  - b. After the State agrees to include all jurisdictions within the same court system, the prosecution process will be as follows:
    - i. Incidents which result in a chargeable offense or arrest which occur in the towns of Bath, Lisbon, and/or Lyman will prosecute their chargeable offenses out of the Haverhill District Court.
  - c. In the event of prosecutorial conflict of interest (such as the prosecutor being related to a defendant or suspect, or having previously represented them, etc.) then the Captain of the Regional Police Department, or his/her designee will handle the arraignment and prosecution of misdemeanor level offenses.

The information in this section of the report including the mission statement, governance, location, organization chart, job descriptions, number of vehicles, work schedules and interfacing with neighboring law enforcement community were included to demonstrate how the Committee derived the resources needed to provide regional law enforcement service to the participating towns. Nothing herein shall limit the authority of the Chief of Police to manage the operation of the regional police department or its mission.

## **12. Legal Issues**

As described in Section 5, New Hampshire RSAs provide the authority necessary to form and operate a regional police department. The municipalities of Greenville and Temple, New Hampshire have entered into such an agreement. Their agreement has been approved by the Attorney General for the State of New Hampshire and the Agreement has been in effect for many years.

Following is a copy of the Greenville / Temple Inter-Municipal Agreement in its entirety.

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**INTERMUNICIPAL AGREEMENT**  
**FOR PROVISION OF POLICE SERVICES PURSUANT TO RSA 53-A**

This Agreement made and entered into between the Town of Greenville (hereafter “**Greenville**”), a New Hampshire municipality, organized and existing by virtue of the laws of the State of New Hampshire, by its duly elected Board of Selectmen, having a place of business in Greenville, County of Hillsborough and State of New Hampshire, and the Town of Temple (hereinafter “**Temple**”), also a New Hampshire municipality, organized and existing by virtue of the laws of the State of New Hampshire, by its duly elected Board of Selectmen, having a place of business in Temple, County of Hillsborough and State of New Hampshire and the Chief of Police of the Temple-Greenville Police Department.

**Recitals**

WHEREAS, **RSA 105:13** authorizes two municipalities to enter into agreements with each other for the provision of and performing of police functions and services that either municipality is authorized to perform, exercise or render, and;

WHEREAS, **Temple** and **Greenville** are both communities which are authorized to provide and perform such services, and;

WHEREAS, The employment of police officers and the provision of police services to the citizens of a community is one of the municipal functions that the legislature of the State of New Hampshire contemplated as an appropriate subject for a cooperative inter-municipal agreement when it authorized municipalities to engage in such agreements pursuant to **RSA 53-A**, and;

WHEREAS, The towns of **Temple** and **Greenville** currently have an active, staffed and qualified joint police department, and;

WHEREAS, It is the desire of the Governing Boards of both **Greenville** and **Temple**, as well as the Chief of Police of the Temple-Greenville Police Department (who is the chief law enforcement officer of the towns of **Temple** and **Greenville**) to continue the agreement whereby the town of **Temple** and **Greenville** will provide for and perform police functions and services within the limits of both communities, pursuant to the conditions and limitations more particularly specified herein.

NOW THEREFORE, the parties, each in consideration of the mutual promises and obligations assumed by the other, agree as follows:

1. **Attorney General Approval Contingency** – Notwithstanding any provision herein, it is clearly understood and agreed that the within agreement shall have no binding effect and shall not be operative unless and until the same has received the written approval of the Attorney General, as required by the provisions of **RSA 53-A:3, (V)**.
2. **Town Meeting (Legislative Body) Approval Contingency** – The Selectmen of **Temple** and **Greenville**, and Chief of Police of the Temple-Greenville Police Department represent that they have presented a warrant article seeking approval of this Agreement to their legislative body at the annual town meeting in March of 2022.
3. **Duration** – The term of this Agreement, (subject to the mutual termination clause set forth in Paragraph 4 below), shall be three (3) years, commencing on April 1, 2022 and terminating on March 31, 2025. Such termination date may be extended for thirty (30) days if agreed to by the Joint Police Board.
4. **Mutual Right of Termination** – Either party to this Agreement, acting through their respective Board of Selectmen, may without cause and in its own discretion, cause this Agreement to be terminated at the end of the fiscal year, provided notice of such decision to terminate is sent by the terminating party to the other at least six (6) months prior to the end of the fiscal year. Upon such notice, the terms hereof shall continue to be in place during such notice period and the rights of the parties shall be established, on termination, in the manner provided below for termination and/or dissolution.
5. **Purpose** – The purpose of this Inter-Municipal Agreement is to provide for emergency and traditional police services to both of the party communities in a manner that will fully empower the police officers operating pursuant to this Agreement to perform and discharge their responsibilities in each community as completely and fully as if they were solely employed therein and to provide for the sharing of the cost and management of such services in a fashion that is efficient and beneficial to the citizens of both party communities.
6. **Organization, Representation and Administration**
  - A. **Cooperative Board** – There is created herein, a board (hereafter the “**Joint Police Board**”) consisting of four (4) members, selected in the manner specified below, which shall, subject to the limitations relative to personnel decisions specified below, be responsible for the orderly and routine management of the department. The board shall be presided over by a chairman, chosen by the **Joint Police Board** at the first regular meeting following the election of selectmen of the respective party towns. The Chairmanship shall rotate annually between the two towns.

B. **Membership of Cooperative Board** – The **Joint Police Board** shall consist of two (2) members from each of the Boards of Selectmen in the respective party towns, which shall be selected by each of the respective select boards. The selectmen of the party towns shall NOT be entitled to delegate or appoint any non-selectmen to serve in their stead on the **Joint Police Board**.

C. **Quorum** – A quorum of the **Joint Police Board** shall consist of three (3) members and the affirmative votes of at least three (3) members of the **Joint Police Board** acting at any properly called meeting of the **Joint Police Board** shall be required to approve any resolution or action by the **Joint Police Board**, except as specified below.

D. **Meetings** – The **Joint Police Board** shall ordinarily meet once per month at their discretion. Special Meetings of the **Joint Police Board** may be held at the call of the chairman on no less than 24 hours public notice. All meetings shall be subject to and comply with **RSA 91-A**, the so-called ‘right to know’ law.

E. **Personnel Matters, Appointment and Discipline of Officers and Chief**  
The parties hereto acknowledge that they have been advised that New Hampshire law, as currently written, does not appear to allow the selectmen to delegate their duties and responsibilities with regard to the appointment and supervision of a chief of police, police officers and the disciplining of the same to a third party or board, other than through the creation, by the municipality of a police commission. It is expressly acknowledged herein that the parties hereto do NOT intend that this Agreement create, establish or maintain a police commission, as that function is addressed in **RSA 105-C**. Thus, it is established hereby that the **Joint Police Board** established herein, whenever it renders a decision or takes an action that deals with the appointment, termination or disciplining of a chief of police or police officer (whether part-time or full-time), as well as the making of any decision regarding an employment policy or procedure that would normally be considered a ‘personnel’ or employment related decision, shall be required to approve such decision unanimously. The intent of this section is to insure, thereby, that any such decision shall also constitute, by inference, a consensus of a majority of each of the Board of Selectmen of the party towns. If the **Joint Police Board** is not unanimous in its decision on such matters, then the issue shall be considered by the full Board of Selectmen for each municipality. A majority of each Board shall be required to implement any such decision.

7. **Financing of the Cooperative Undertaking** – The parties agree that the following shall govern the financial operation of the entity created hereby.

A. **Borrowing and Debt** – it is expressly understood and agreed that the **Joint Police Board** has no power to borrow funds, issue bonds nor notes and may not make any decision that subjects either the entity created hereby or its member towns to any expenditure that would be considered long term debt (i.e. intended to incur obligation to pay beyond the end of the current budget year).

B. **Budget Year** – It is acknowledged that each of the towns that are party to this instrument operate on a calendar year budget cycle and, therefore, it is expressly understood and agreed that the within cooperative entity shall also be governed by a calendar year budget cycle.

C. **Budget Preparation** – The parties to this Agreement hereby acknowledge that each of their respective communities operates on a traditional town meeting protocol and that neither of them utilizes an ‘official’ budget committee (as contemplated in **RSA 32**), or operates under the co-called ‘official ballot law’ (known as **SB2**), and that if either party town should adopt either or both of those forms of government that the within section will have to be re-negotiated in order to conform the within process to any changes that either of those provisions would entail. The budget process for the within Agreement shall conform to the following:

- (i) The chief shall prepare an annual expense budget and make it available to the **Joint Police Board** no later than the Monday preceding the November Meeting of any given year. The **Joint Police Board** shall provide a preliminary budget to the towns by December 31<sup>st</sup>. A final budget shall be approved at a meeting on the second Monday in January of the **Joint Police Board**, at which time they shall forward the budget amount attributable to each of the member towns to the respective Boards of Selectmen for inclusion in their respective warrants. The parties agree that neither Board of Selectmen, in considering said share of said budget shall modify the amounts to be raised from the joint undertaking.
- (ii) A Capital Improvements Plan (CIP) shall be maintained by the **Joint Police Board** and shall include all anticipated expenditures of a capital nature. The plan should include at least ten (10) years going forward.
- (iii) It is expressly understood that the proportionate amounts referenced herein shall be inserted into the respective budgets being presented by the Boards of Selectmen of the member towns as part of their operating budgets. It is acknowledged by all the parties hereto that a New Hampshire annual town meeting is legally empowered, pursuant to RSA 32:10 (I)(e) to cast a vote prohibiting the expenditure of money for a certain item. In the event that the town meeting of either member town elects to ‘zero out’ or fail to appropriate their share of funds for the continued operation of this joint venture in this fashion, this Agreement shall terminate thirty (30) days after the adjournment of the meeting at which such vote is taken. Nothing herein shall absolve either party town of the responsibility for their fair share of expenses incurred up to the point of termination.

- (iv) To the extent required by law, all requirements for the preparation of budgets and compliance with applicable state regulations governing the same shall continue to be met.
- D. **Administration of Financial Matters** – The parties agree that the **Town of Greenville** will utilize its staff and facilities to conduct certain clerical, payroll and other administrative functions associated with the joint police function created hereby. No additional fee will be charged by **Greenville** for the provision of these services because fees collected under Paragraph 9 below shall compensate **Greenville** for these services.
- E. **Calculation of the Proportionate Operational Cost** – The budget cycle will follow the annual calendar year cycle and if the Agreement is terminated as a result of the budget vote at an annual town meeting, the party town so terminating shall remain responsible for any and all proportionate costs up to the actual termination date as set forth in §7-C (iii) above. Alternatively, if the Agreement is terminated as a result of the vote of a Board of Selectmen of either member town pursuant to §4 of this Agreement, then the termination date shall be the end of the fiscal year following the notice required in §4. The parties acknowledge that they have determined an appropriate formula for sharing the cost of the operation of this entity for the entire three (3) year term of this Agreement. Said formula is hereby established as *60% for the **Greenville** share and 40% for the **Temple** share.*

The parties agree that the proportion set forth above shall be reconsidered at the conclusion of each three year term of this Agreement. Nothing shall prevent the member towns from renegotiating this proportion during the term but barring such renegotiation, it is anticipated that the above formula will govern each member town's contribution and responsibility for financing the joint undertaking.

- F. **Mechanism for Payment** – Since **Greenville** is the member town that will administer the financial affairs of the entity, **Temple** will pay to **Greenville** its proportionate share for the services provided for hereunder in the following manner: Payment shall be made monthly in installments of 1/12 of the **Temple** proportionate share within 15 days of the receipt of a monthly bill from **Greenville**.
- G. **Disposition of Fund Balance** – **Greenville** shall maintain accurate separate records reflecting all income and expenses related to the joint police function set forth herein, which shall be subject to annual audit by the auditors for **Greenville** and open to be audited by **Temple** at **Temple's** request. In the event that the records reflect a fund balance (surplus) or deficit at the conclusion of the budget cycle, said fund balance or deficit shall be treated as a fund balance or deficit for the **Town of Greenville**.

However, the proportionate share of said balance or deficit that is represented by **Temple's** share of the same shall constitute a credit or debit toward the amount of **Temple's** payment obligation in the ensuing year.

8. **Authority of Officers** – Officers employed by the joint undertaking shall be hired by the Selectmen in both member towns and sworn to their duties by the Town Clerks of both towns. It is understood that any officer performing law enforcement functions and services pursuant to this Agreement shall have the same authority and exercise the same powers in both towns and their continued employment shall be deemed to constitute the authorization of the Selectmen of either town to provide police services and perform any and all acts normally incident to the function of a police officer.
  
9. **Ordinances and Fees**
  - A. Any ordinances prevailing in either town shall be enforced by the police retained hereunder. Fees and other charges collected as a consequence of any ordinance or process typically in place in either town, with the exception of detail fees, shall be paid to **Greenville**. **Greenville** may include such funds as part of their general fund balance or take such measures to create a special revenue fund, pursuant to **RSA 31:95-c** or any other applicable statute as **Greenville** deems appropriate. The decision by **Greenville** as to how to dispose of these funds shall not require any approval from **Temple**.
  
  - B. **Greenville** has established a Detail Fund which shall be credited with all fees related to detail work and pay all detail related expenses. Any balance in such Detail Fund shall be used for police related expenses at the discretion of the **Joint Police Board**.
  
10. **Liability and Worker's Compensation Coverage** – It is understood that **Greenville** will maintain liability coverage and **Greenville** will provide worker's compensation and liability coverage sufficient to insure that there are no gaps in coverage and that all required coverage is provided. Such costs shall be shared as a party of this Agreement. If, in the process of addressing risk management it is necessary to adjust this Agreement to accomplish that goal, the parties shall cooperate to do so. Similarly, **Greenville** shall see to it that they continue to provide indemnification of officers pursuant to **RSA 31:105** and shall be required to provide the mandatory indemnification identified in **RSA 31:106** in the same proportions established above.
  
11. **Equipment and Property** – The parties shall maintain a complete and comprehensive inventory of all equipment and premises that were contributed by either member town to the joint undertaking as of the date of the inception of the original agreement. A copy of said inventory shall be attached to this Agreement

when signed. Any equipment or property acquired after the inception of the Agreement with a value of more than \$500.00 shall be inventoried.

12. **Termination and Dissolution**

A. Upon the termination of this Agreement for any of the reasons set forth herein, the property and equipment of the joint undertaking that was pre-owned and contributed shall be returned to the member town contributing the same to the extent that is possible using the inventory created pursuant to the previous section. There will be no financial adjustments due either party for those items.

B. Any jointly acquired property listed in accordance with the previous section shall be disposed of in one of the following methods:

- (i) The property sold at public auction and the net proceeds distributed to the member towns in accordance with their proportionate share at the time; or
- (ii) The property may become the property of either town in return for the payment to the other town of an amount constituting the then proportionate share of the market value of the same. If in dispute, the property will be sold at public auction.

C. After payment of all expenses appropriately assigned to the detail fund, the remainder shall be distributed to the two towns in the same proportion as their current share of operational costs.

13. **Status of Police Personnel and Chief on Termination of Agreement** – The parties agree that in the event of termination of this Agreement, any police officer employed at the time of termination of this Agreement may elect to be employed by either town, as they deem appropriate. However, as to any such police officer, any choice is subject to the approval of the Board of Selectmen of the selected town and the language of this section shall not be interpreted to provide any guarantee by the town of continued employment or any guarantee by any such police officer that they will remain in the employ of either town.

However, as to the Chief of Police employed at the time of terminate, it is agreed that the Chief, likewise, may elect to be employed in either town subject to employment for a Chief being available in both towns. If employment is not available in both towns, the **Town of Temple** shall, in recognition of the statutory conditions of employment with Chiefs of Police enjoy pursuant to **RSA 105:2-a**, permit the Chief to be reinstated on any terms or conditions that were in place at the time of his previous sole employment by the **Town of Temple**.

Dated at \_\_\_\_\_ this \_\_\_\_ day of \_\_\_\_\_, 2022.

**Town of Temple Board of Selectmen**

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**Town of Greenville Board of Selectmen**

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## 13. Grant Assistance Programs

In New Hampshire, local police departments receive funding from a variety of revenue streams including local public funds, fines and fees, forfeitures, private donations, and grants. The largest payer for police department services is local public funds and these funds come from property tax assessments.

Grants can be an important source of funding for police departments and are typically provided by the federal government, state governments, or private organizations, and can be used for many purposes such as:

- To purchase a wide range of equipment, including vehicles, weapons, body cameras, and other technology.
- Community policing programs, which involve officers working closely with residents to identify and solve local crime and safety issues.
- Youth programs, such as mentoring or after-school activities, that aim to prevent delinquency and reduce crime among young people.
- Crime prevention initiatives, such as neighborhood watch groups or installing security cameras in high-crime areas.
- Technology upgrades, such as body cameras for officers, license plate readers, and other equipment that can help improve public safety and accountability.
- Training for officers in areas such as de-escalation, crisis intervention, and implicit bias.

Two of the largest federal grant programs for local policing are the Community Oriented Policing Services program (COPS) and the Justice Assistance Grant program, administered by the Department of Justice.

### **The good news about grants:**

Grants can provide a funding source to acquire a wide range of resources and equipment needed for police departments to effectively serve their communities.

Many grants fully fund the resource or equipment that is awarded to the grantee. In such case, the municipality does not incur any cost for the improvement to the police department and the services it provides.

### **The bad news about grants:**

Grants are very competitive. There is no guarantee that a grant will be awarded simply by making application.

The grant writing is complex. Grant applications request detailed information about the police department, its operation and how the grant, if awarded, will enhance the department's

performance. The grantor uses this information as part of the decision-making process to determine which applicants will share in what is usually limited grant funds. Police departments that have the best success in being awarded grants have learned that they need dedicated grant writers. Grant writers can be in-house staff or consultants but in either case, grant writers know how to search for grants that are relevant to the department's needs and have the training and skill necessary to complete the grant application process.

In some cases, grants require matching funds from the municipality. Other grants such as grants that promote hiring police officers have a limited funding life, that is, after the grant funding period the municipality will be required to fully fund the officer's salary.

### **Committee Recommendation:**

After carefully considering the foregoing, the Committee has concluded that it is inappropriate to adjust (reduce) the regional police department's budget by assuming that any of the cost to operate the police department will be paid by grant funding. This is a conservative course of action to ensure that the participating municipalities will be prepared to properly fund the regional police department budget using funds collected by property taxes. The Committee recommends that the Joint Police Board consider all grant applications and that the Board carefully consider the net effect on each participating town's annual budget when doing so.

*Following is a list of some of the grants and grant sources that may be available to fund improvements to the regional police department.*

### **U.S. Department of Justice (DOJ):**

Offers funding for training, technical assistance, research, assisting victims of crime, and programs that improve the criminal, civil, and juvenile justice systems primarily through three grant-making components:

#### **1. Office of Community Oriented Policing Services Office (COPS):**

Solicits applications in the areas of hiring officers and developing and testing innovative policing strategies, as well for providing training and technical assistance to community members, local government, and all levels of law enforcement. The COPS Office awards grants in the following programs.

- Coordinated Tribal Assistance Solicitation (CTAS) Program
- Community Policing Development (CPD) Program
- Community Policing Development (CPD) Microgrants
- Preparing for Active Shooter Situations (PASS) Program
- Law Enforcement Mental Health and Wellness Act (LEMHWA) Program
- COPS Anti-Methamphetamine Program (CAMP)

- COPS Anti-Heroin Task Force (AHTF) Program
- School Violence Prevention Program (SVPP)
- The COPS Hiring Program (CHP)

#### Office of Violence Against Women (OVW)

Administers 19 grant programs designed to help reduce domestic and dating violence, sexual assault, and stalking. OVW also administers a Technical Assistance Program to provide grantees with training, expertise, and problem-solving strategies.

#### 1. Office of Justice Programs (OJP):

Offers grant assistance to support law enforcement equipment purchases, including most special operations gear, as well as the Edward Byrne Memorial Justice Assistance Grant Program (JAG), which awards funds for a variety of public and law enforcement safety purposes. The OJP Grant Application Resource Guide provides information for these and the following OJP programs:

- The Office for Victims of Crime (OVC) supports communities responding to terrorist attacks and mass violence as well as providing relief for immediate and ongoing victim assistance services.
- The Bureau of Justice Statistics (BJS) provides financial and technical support to states in improving the accuracy, utility, and interstate accessibility of criminal history records.
- The Bureau of Justice Assistance (BJA) provides information, training, and technical assistance to state and local officials responding to school shootings or mass violence. Its Project Safe Neighborhood (PSN) offers funding for crime reduction efforts to local, state, tribal, and federal law enforcement agencies
- The National Institute of Justice (NIJ) awards funds for crime research, development, testing, training, and technical assistance projects.
- The Office of Juvenile Justice and Delinquency Prevention (OJJDP) awards grants to support programs, research, training and technical assistance, and information dissemination activities.

#### The U.S. Department of Agriculture (USDA):

Offers grants and low-interest loans to support public safety services such as police stations, vehicles, and prisons in communities with populations of 20,000 or less through their Rural Development Community Facilities Direct Loan and Grant Program.

#### U.S. Department of Health and Human Services (HHS):

Offers grants for communities fighting the opioid crisis. These include the Health Resources and Services Administrations (HRSA) Rural Communities Opioid Response Program and the Substance Abuse and Mental Health Services Administration's (SAMHSA) Tribal Opioid Response Grant.

#### U.S. Department of Homeland Security (DHS) Homeland Security Grant Program (HSGP):

Funds training and programs, including fusion centers, for response to domestic or international terrorism. Most of these federal grants are received through state homeland security or emergency management agencies.

- Through its Federal Emergency Management Agency (FEMA) Emergency Management Performance Grant (EMPG), DHS assists state, local, tribal, territorial governments in enhancing and sustaining all-hazards emergency management capabilities.
- Its Operation Stonegarden program (OPSG) supports cooperation and coordination among Customs and Border Protection (CBP), United States Border Patrol (USBP), and local, tribal, territorial, state, and Federal law enforcement agencies along routes of ingress from international borders.

#### U.S. Department of Transportation (DOT):

Provides free drug interdiction training courses directly to law enforcement through the Federal Motor Carrier Safety Administration's Drug Interdiction Assistance Program (DIAP).

- Through its National Highway Transportation Safety Administration (NHTSA) program, Section 402 grant funds for highway safety are available to states, which distribute them to local law enforcement.

#### State Funding Opportunities:

Many states provide grant funding for law enforcement activities. State criminal justice agencies are the most common funders, but offices that focus on health, housing, education, and urban and rural development may also offer funding to local law enforcement.

The National Association of State Agencies for Surplus Property provides a directory of every state's agency for acquiring surplus vehicles and other supplies free of charge.

Travel and tourism offices in some states also provide funding for the equipment and vehicles needed to provide security for large events, fairs, or concerts. Money may also be available through state education departments or departments of labor/workforce development, which receive federal pass-through funding to increase workforce skills.

Each state and U.S. territory also receives an annual Justice Assistance Grant (JAG) from the U.S. Department of Justice's Bureau of Justice Assistance, which is available to local and state agencies.

### Corporate, Association, and Foundation Funding:

Many corporations and utilities have grant programs to fund security operations, safety equipment, and other law enforcement needs.

Chain stores such as Target, Kroger, Aldi, and Safeway have awarded grants to police, as have corporations such as Lockheed Martin and insurance companies such as Metlife. Freight railroad companies such as CSX and Union Pacific also award grants to keep their areas of operation safe, as do Dominion Energy, Columbia Gas, and other utilities.

Various foundations and associations also provide funds through grants programs. The American Police and Sheriff's Association Equipment Grants provide safety equipment, communication devices, and duty gear. The Spirit of Blue Foundation Safety Grants help raise funds for equipment, training and other resources, which agencies purchase through participating sponsors.

The Ben Roethlisberger Foundation, founded by the Pittsburgh Steelers quarterback, offers grants to help police K-9 units purchase dogs and dog safety vests and provide for other K-9 needs.

The National Tactical Officers Association (NTOA) awards funds for vehicles and equipment to SWAT teams that are members of the association. The non-profit St. Michael's Shield Project provides free body armor through Vest for Life. Other sources can be found on the Foundation Center.

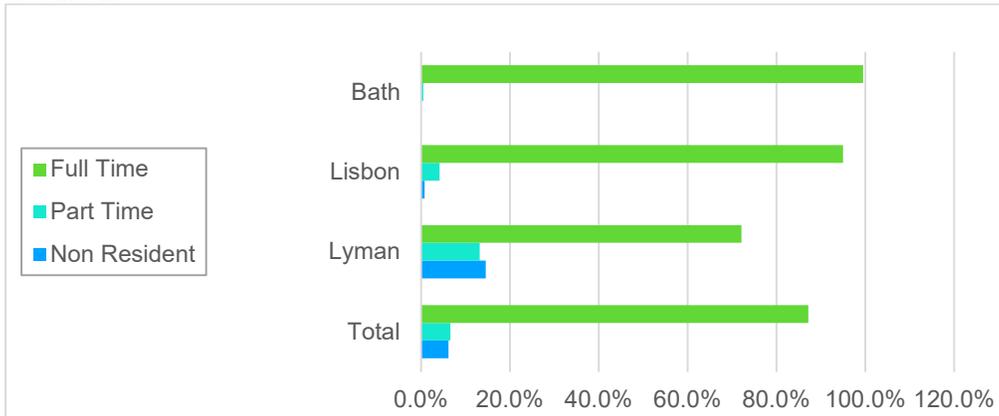
While a long list, this is not all inclusive. There are other grant opportunities that should be fully explored by the Regional Police Department and the Joint Police Board.

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# 14. Resident Survey

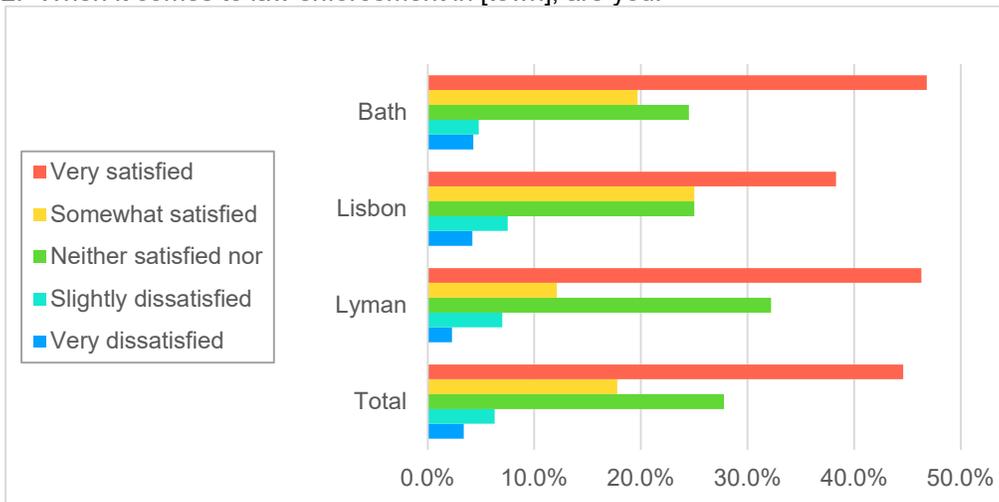
One of the Committee’s goals was to assess the law enforcement needs of the participating towns and to further determine if these needs can be met by creating a regional police department. Following is the survey that was created to do so along with resident feedback.

Question 1: I am a:



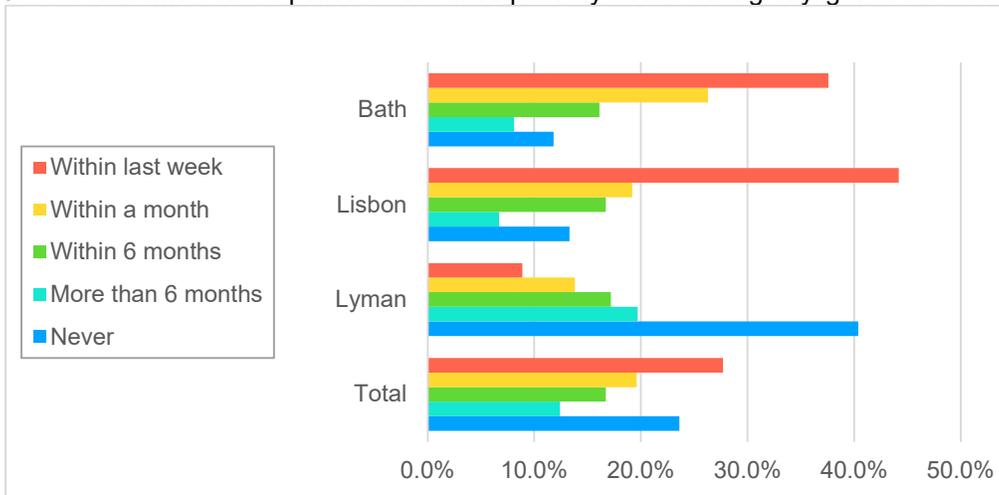
ANSWER CHOICES	RESPONSES			
	Bath	Lisbon	Lyman	
Full Time Resident	99.5%	95.0%	72.1%	465
Seasonal (or part-time) resident.	0.5%	4.2%	13.2%	35
Nonresident landowner.	0%	0.8%	14.6%	33
Total responses (Skip=0)				533

Question 2: When it comes to law enforcement in [town], are you:



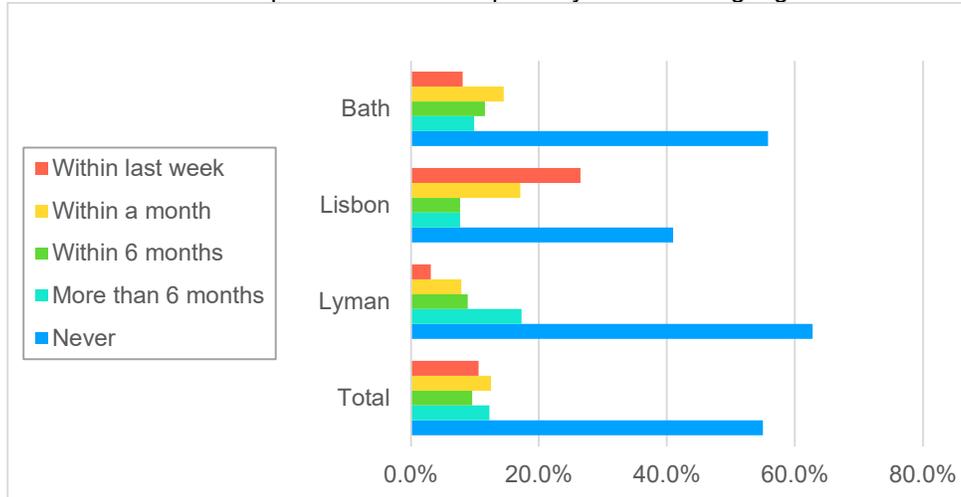
ANSWER CHOICES	RESPONSES			
	Bath	Lisbon	Lyman	
Very satisfied.	46.8%	38.3%	46.3%	233
Somewhat satisfied.	19.7%	25.0%	12.1%	93
Neither satisfied nor dissatisfied.	24.5%	25.0%	32.2%	145
Slightly dissatisfied.	4.8%	7.5%	7.0%	33
Very dissatisfied.	4.3%	4.2%	2.3%	18
Total responses (Skip=11)				522

Question 3: The last time I saw a police officer drive past my house during daylight hours was:



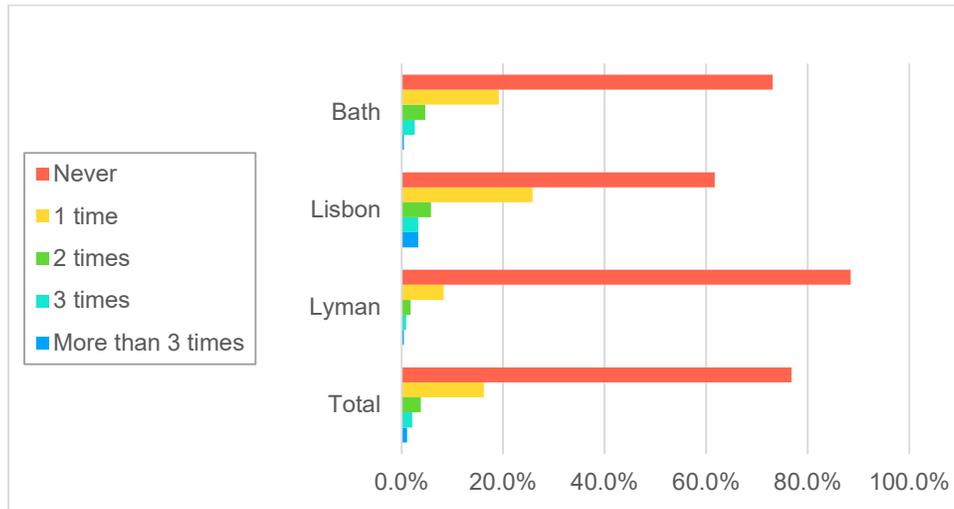
ANSWER CHOICES	RESPONSES			
	Bath	Lisbon	Lyman	
Within the last week.	37.6	44.2%	8.9%	141
Within the last month.	26.3	19.2%	13.8%	100
Within the last 6 months.	16.1	16.7%	17.2%	85
More than 6 months.	8.1	6.7%	19.7%	63
I have never seen a police officer drive past my house during daylight hours.	11.8	13.3%	40.4%	120
Total responses (Skip=24)				509

Question 4: The last time I saw a police officer drive past my house during night time hours was:



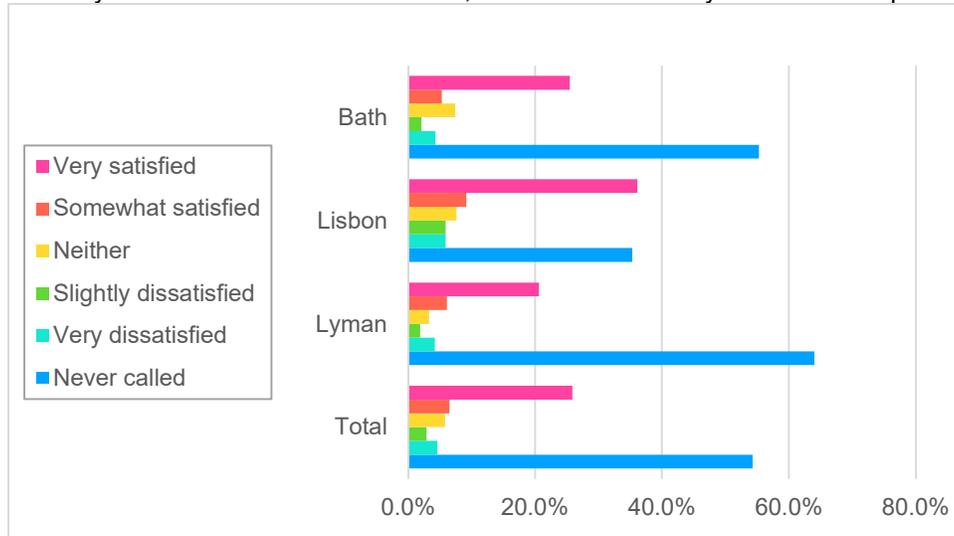
ANSWER CHOICES	RESPONSES			
	Bath	Lisbon	Lyman	
Within the last week.	8.1%	26.5%	3.1%	51
Within the last month.	14.5%	17.1%	7.9%	60
Within the last 6 months.	11.6%	7.7%	8.9%	46
More than 6 months.	9.9%	7.7%	17.3%	59
I have never seen a police officer drive past my house during night time hours.	55.8%	41.0%	62.8%	264
Total responses (Skip=53)				480

Question 5: In the past year, how many times have you contacted law enforcement seeking their assistance?



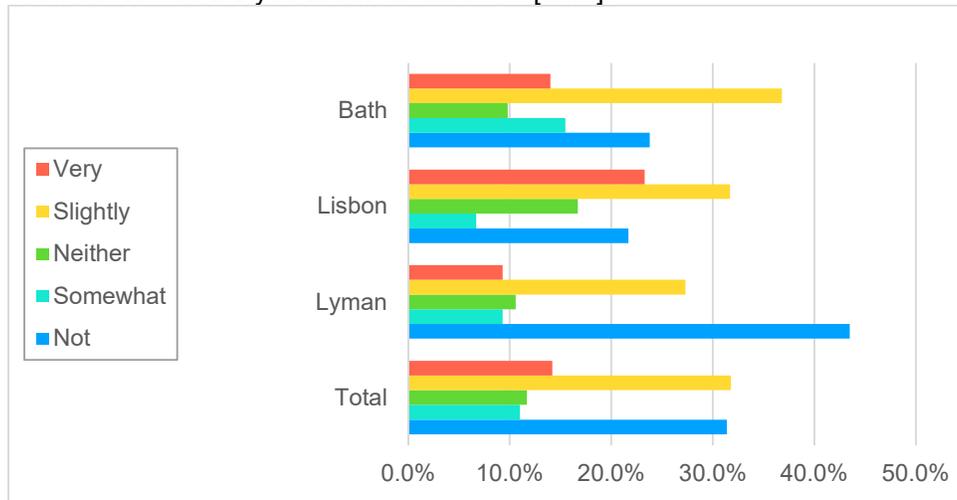
ANSWER CHOICES	RESPONSES			
	Bath	Lisbon	Lyman	
Never.	73.1%	61.7%	88.5%	408
1 time.	19.2%	25.8%	8.3%	86
2 times.	4.7%	5.8%	1.8%	20
3 times.	2.6%	3.3%	0.9%	11
More than 3 times.	0.5%	3.3%	0.5%	6
Total responses (Skip=2)				531

Question 6: When you last called law enforcement, how satisfied were you with the response?



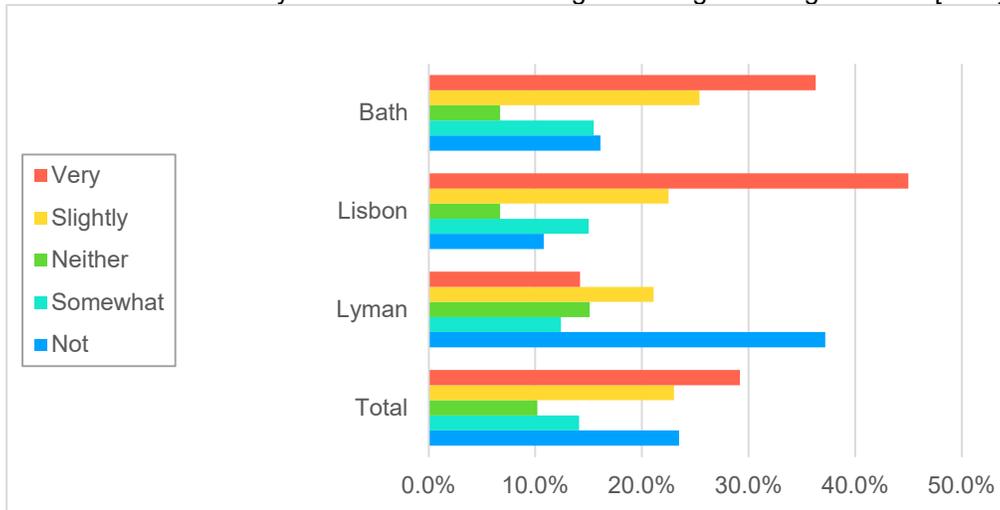
ANSWER CHOICES	RESPONSES			
	Bath	Lisbon	Lyman	
Very satisfied.	25.5%	36.1%	20.6%	135
Somewhat satisfied.	5.3%	9.2%	6.1%	34
Neither satisfied nor dissatisfied.	7.4%	7.6%	3.3%	30
Slightly dissatisfied.	2.1%	5.9%	1.9%	15
Very dissatisfied.	4.3%	5.9%	4.2%	24
I have never called law enforcement.	55.3%	35.3%	64.0%	283
Total responses (Skip=12)				521

Question 7: How concerned are you about vandalism in [town]?



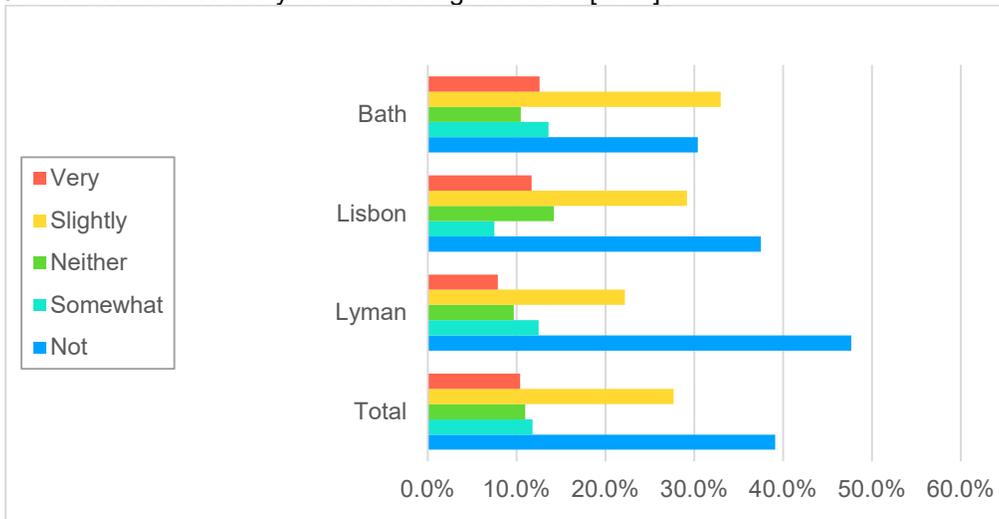
ANSWER CHOICES	RESPONSES			
	Bath	Lisbon	Lyman	
Very concerned.	14.0%	23.3%	9.3%	75
Slightly concerned.	36.8%	31.7%	27.3%	168
Neither concerned nor unconcerned.	9.8%	16.7%	10.6%	62
Somewhat unconcerned.	15.5%	6.7%	9.3%	58
Not concerned.	23.8%	21.7%	43.5%	166
Total responses (Skip=4)				529

Question 8: How concerned are you about crimes resulting from drug and drug abuse in [town]?



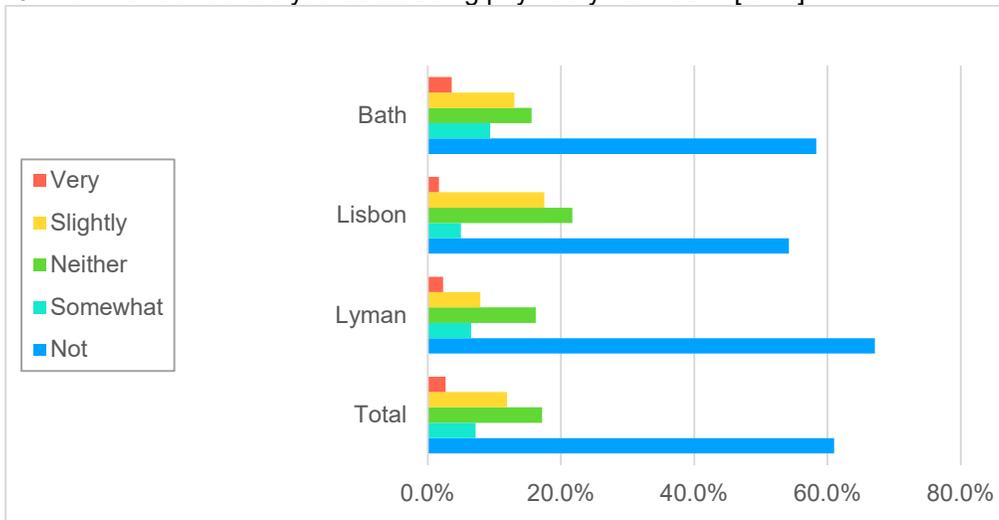
ANSWER CHOICES	RESPONSES			
	Bath	Lisbon	Lyman	
Very concerned.	36.3%	45.0%	14.2%	155
Slightly concerned.	25.4%	22.5%	21.0%	122
Neither concerned nor unconcerned.	6.7%	6.7%	15.1%	54
Somewhat unconcerned.	15.5%	15.0%	12.4%	75
Not concerned.	16.1%	10.8%	37.2%	125
Total responses (Skip=2)				531

Question 9: How concerned are you about being robbed in [town]?



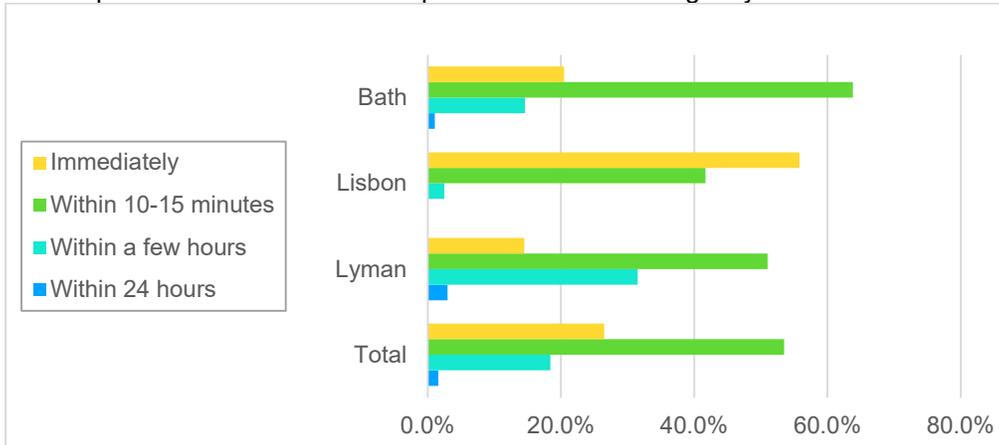
ANSWER CHOICES	RESPONSES			
	Bath	Lisbon	Lyman	
Very concerned.	12.6%	11.7%	7.9%	55
Slightly concerned.	33.0%	29.2%	22.2%	146
Neither concerned nor unconcerned.	10.5%	14.2%	9.7%	58
Somewhat unconcerned.	13.6%	7.5%	12.5%	62
Not concerned.	30.4%	37.5%	47.7%	206
Total responses (Skip=6)				527

Question 10: How concerned are you about being physically harmed in [town]?



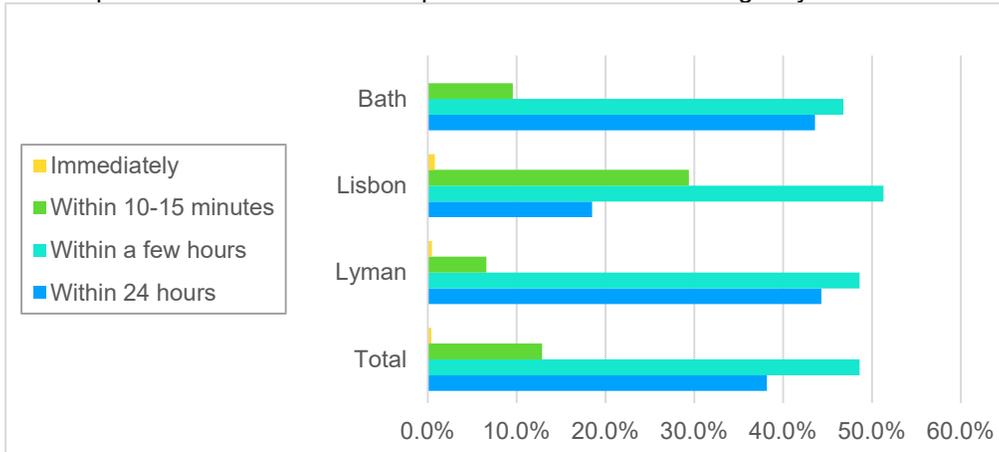
ANSWER CHOICES	RESPONSES			
	Bath	Lisbon	Lyman	
Very concerned.	3.6%	1.7%	2.3%	14
Slightly concerned.	13.0%	17.5%	7.9%	63
Neither concerned nor unconcerned.	15.6%	21.7%	16.2%	91
Somewhat unconcerned.	9.4%	5.0%	6.5%	38
Not concerned.	58.3%	54.2%	67.1%	322
Total responses (Skip=5)				528

Question 11: I expect law enforcement to respond to a call for emergency service:



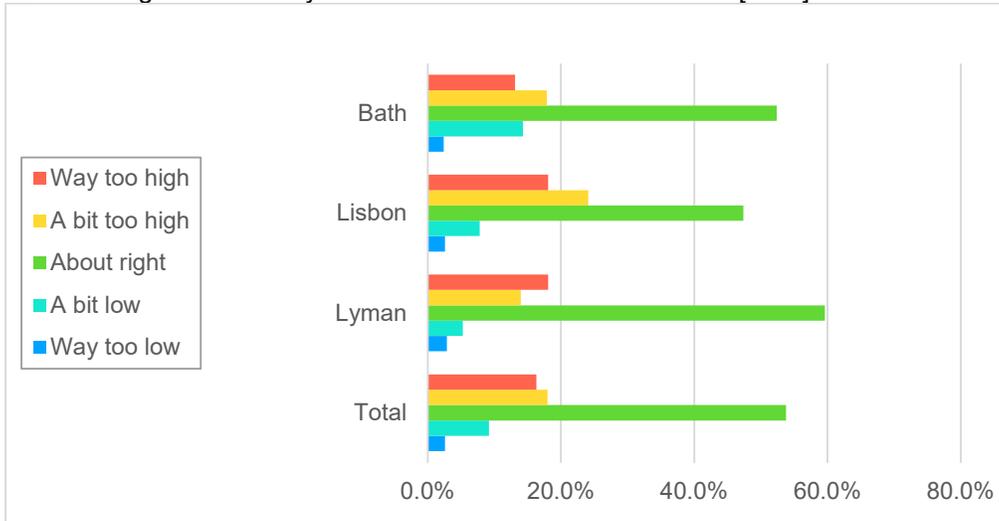
ANSWER CHOICES	RESPONSES			
	Bath	Lisbon	Lyman	
Immediately	20.5%	55.8%	14.5%	134
Within 10-15 minutes.	63.8%	41.7%	51.0%	270
Within a few hours.	14.6%	2.5%	31.5%	93
Within 24 hours.	1.1%	0.0%	3.0%	8
Total responses (Skip=28)				505

Question 12: I expect law enforcement to respond to a call for non-emergency service:



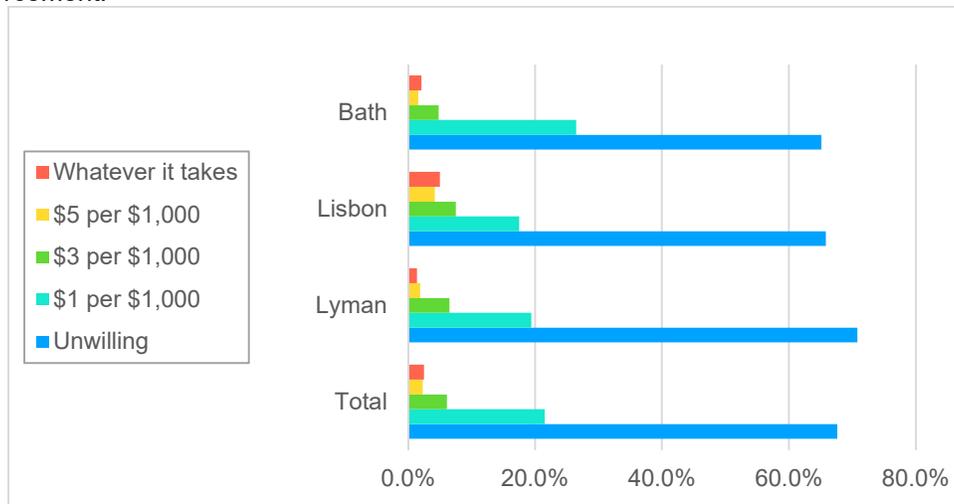
ANSWER CHOICES	RESPONSES			
	Bath	Lisbon	Lyman	
Immediately	0.0%	0.8%	0.5%	2
Within 10-15 minutes.	9.6%	29.4%	6.6%	67
Within a few hours.	46.8%	51.3%	48.6%	252
Within 24 hours.	43.6%	18.5%	44.3%	198
Total responses (Skip=14)				519

Question 13: Thinking about value you receive from law enforcement in [town].



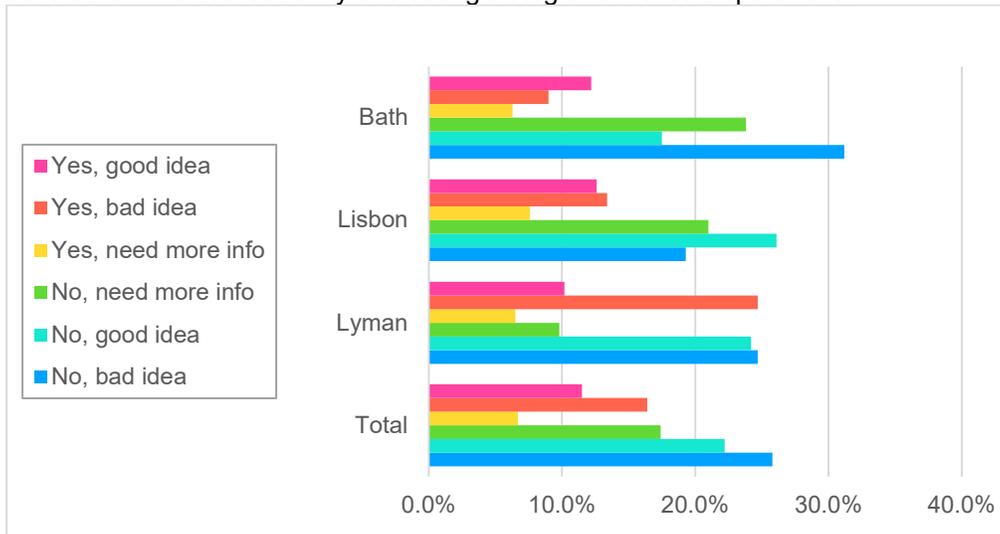
ANSWER CHOICES	RESPONSES			
	Bath	Lisbon	Lyman	
[Town's] budget is way too high.	13.1%	18.1%	18.1%	74
[Town's] budget is a bit too high.	17.9%	24.1%	14.0%	82
[Town's] budget is about right.	52.4%	47.4%	59.6%	245
[Town's] budget is a bit too low.	14.3%	7.8%	5.3%	42
[Town's] budget is way too low.	2.4%	2.6%	2.9%	12
Total responses (Skip=78)				455

Question 14: When it comes to property tax (tax rate per \$1,000 assessed value of your property) to pay for law enforcement:



ANSWER CHOICES	RESPONSES			
	Bath	Lisbon	Lyman	
I am WILLING to have my property tax increase as much as it takes.	2.1%	5.0%	1.4%	13
I am willing for my property tax rate to increase by as much as \$5 per \$1,000 assessed value.	1.6%	4.2%	1.9%	12
I am willing for my property tax rate to increase by as much as \$3 per \$1,000 assessed value.	4.8%	7.5%	6.5%	32
I am willing for my property tax rate to increase by as much as \$1 per \$1,000 assessed value.	26.5%	17.5%	19.4%	113
I am UNWILLING to have my property tax increase by any amount.	65.1%	65.8%	70.8%	355
Total responses (Skip=8)				525

Question 15: Before today, were you aware that the towns of Bath, Lisbon and Lyman have established a committee to determine the feasibility of creating a Regional Police Department?



ANSWER CHOICES	RESPONSES			
	Bath	Lisbon	Lyman	
Yes, and I think it's a good idea.	12.2%	12.6%	10.2%	60
Yes, and I think it's a bad idea.	9.0%	13.4%	24.7%	86
Yes, but I need more information to form an opinion.	6.3%	7.6%	6.5%	35
No, and I need more information to form an opinion.	23.8%	21.0%	9.8%	91
No, but it sounds like a good idea.	17.5%	26.1%	24.2%	116
No, but it sounds like a bad idea.	31.2%	19.3%	24.7%	135
Total responses (Skip=10)				523

Based on the resident's input the Committee offers the following comments:

Satisfaction:

Residents are generally satisfied with the law enforcement services currently provided in their respective towns. 62.4% are *Somewhat* or *Very Satisfied*. On the other hand, only 3.4% percent are *Very Dissatisfied*. (Question 2)

Need:

Residents seldom call seeking law enforcement assistance. 93% of respondents have called law enforcement 1 or fewer times in the past year while 7% have called law enforcement 2 or more times on the past year. (Question 5)

When it comes to crime, residents expressed a high concern with crimes resulting from drug and drug abuse, less concern about vandalism or being robbed and little concern about being physically harmed. (Questions 7, 8, 9, 10)

Cost:

When it comes to the cost of paying for law enforcement service, the survey shows that most residents think that their town's current budget for law enforcement is "about right." It is also very clear that residents are unwilling to have their property tax increase to pay for enhanced

law enforcement service. 62% of respondents are unwilling to have their property tax increase by any amount to pay for law enforcement. (Questions 13, 14)

The Committee thanks the anonymous donors whose generous contributions made it possible to deliver this survey to residents in the participating towns.

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## 15. Conclusion and Recommendations

The Committee determined that legal authority and precedent exists in New Hampshire that would allow the participating towns of Bath, Lisbon, and Lyman to create a regional police department if they choose to do so.

This study determined the resources needed to provide 24-hour law enforcement coverage to the participating towns along with enhanced community policing and investigation service, and the cost to do so.

The study also determined that, based on the cost to operate a regional police department, the cost for law enforcement service will increase in all three towns. Considering that Lyman does not currently have a police department and the police departments in Bath and Lisbon do not provide 24-hour coverage, this is not a surprise.

The Committee surveyed the residents of the participating towns. The resident survey shows that residents are generally satisfied with the law enforcement services as currently provided. It also shows that there is some concern about criminal activity. However, most residents do not think the risk of crime is high enough to warrant an increase in property tax to fund more law enforcement service than is already provided in their respective towns. Based on the results of the survey, it is reasonable to conclude that the residents of Bath, Lisbon, and Lyman would reject a proposal to create a regional police department at this time.

The Committee recommends that the Board of Selectmen in the participating towns review this study and share it with residents and taxpayers.

The Committee also recommends that each town's Board of Selectmen consider holding a public meeting to discuss regionalizing law enforcement. Such a public meeting will allow residents and taxpayers the opportunity to learn more about this concept, the pros, and cons of this idea, and to debate whether the value of entering into such an agreement is worth the cost of doing so.

Ultimately, the decision to create a regional police department is up to each town's taxpayers.

Respectfully,

*The Regional Police Department Feasibility Study for Bath, Lisbon and Lyman, New Hampshire Committee*

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## 16. References

Bath, New Hampshire *(Attached)*

Lisbon, New Hampshire *(Attached)*

Lyman, New Hampshire *(Attached)*

Lycoming County Regional Police Study, Commonwealth of Pennsylvania, PA Department of Community & Economic Development, August 2020. *(Reference not attached)*

US Census Bureau *(Reference not attached)*

2021 American Community Survey *(Reference not attached)*

Federal Bureau of Investigation *(Reference not attached)*

International Order of Police Chiefs *(Reference not attached)*

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## Bath, NH

Brief history. The Town of Bath, incorporated in 1761, was named for a prominent English statesman, William Pulteney, first Earl of Bath, who served as Secretary of War and was known as one of the best orators in Parliament. The original town charter set aside land in equal shares for 68 families, with a church and a school. The 2005 census showed a population of 944 residents within Bath's 38.6 square miles of area. The highest points in Bath are a trio of knobs on Gardner Mountain, all found near the northernmost point in town and all measuring slightly greater than 1,980 feet above sea level. The Connecticut River forms the western boundary of the town; the Ammonoosuc and Wild Ammonoosuc Rivers flow through the town. Bath has the distinction of having three covered bridges, the oldest of which was built in 1829. A fourth covered bridge, built in 1846, was destroyed by flooding in 1927.

Dimensional size of the town <sup>1</sup>	38.6 square miles
Miles of roads <sup>1</sup>	62.2
Tax valuation of the town <sup>2</sup>	\$149,974,412
Tax rate <sup>1</sup> (2023)	\$23.00
Population <sup>3</sup>	1,077
Total housing units <sup>3</sup>	560
Number of families <sup>3</sup>	309
Median income per household <sup>3</sup>	\$60,813
Educational Attainment <sup>4</sup> <i>Population 25 years and over</i>	
High School graduate or greater	35.4%
Bachelor's degree or greater	20.3%
Median age <sup>4</sup>	49.8 years
Median home value <sup>4</sup>	\$180,200
Current police budget <sup>1</sup> (2023)	\$194,707
Number of police events <sup>5</sup>	
2022	616
2021	514
2020	Inconsistent data

*Data Sources:*

1. *Town of Bath*
2. *New Hampshire Department of Revenue Service, 2023 Bath Report MS-1, Line 21E*
3. *2020 Decennial Census*
4. *2021 American Community Survey*
5. *Bath Police Department*

## Lisbon, NH

Brief history. Lisbon, Governor Benning Wentworth granted a charter in 1763 under the name of Concord, opening the township which became Lisbon. No settlement was made under that charter, and the 1768 another was made under the name of Gunthwaite. At town meeting in 1824, it was voted to name the town Lisbon after Lisbon, Portugal. In 1880 it had a population of 1807.

Dimensional size of the town <sup>1</sup>	26.7 square miles
Miles of roads <sup>4</sup>	81.2
Tax valuation of the town <sup>5</sup>	\$120,881,485
Tax rate <sup>1</sup> (2023)	\$34.26
Population <sup>6</sup>	1,621
Total housing units <sup>6</sup>	779
Number of families <sup>6</sup>	542
Median income per household <sup>6</sup>	\$58,092
Per Capita Income <sup>3</sup> :	\$28,940
Educational Attainment <sup>7</sup> <i>Population 25 years and over</i>	
High School graduate or greater	89.8%
Bachelor's degree or greater	24.8%
Median age <sup>7</sup>	45.4 years
Median home value <sup>7</sup>	\$147,300
Current police budget <sup>1</sup> (2023)	\$422,615 (without health insurance)
Number of police events <sup>8</sup>	
2023	~3,590 (estimated)
2022	4,250
2021* (half staffed)	3,500 (estimated)
2020	Inconsistent data

*Data Sources:*

1. *Town of Lisbon Annual Report*
2. *North Country INFOSHARE CSI*
3. *NH Employment Security.gov (Community Profile)*
4. *Town of Lisbon DPW*
5. *New Hampshire Department of Revenue Service, 2023 Lisbon Report MS-1, Line 21E*
6. *2020 Decennial Census*
7. *2021 American Community Survey*
8. *Lisbon Police Department*

## Lyman, NH

Brief history: Lyman, along with Grantham, Lisbon, and eleven Vermont towns, was granted as compensation to General Phineas Lyman, a commander in the French and Indian War. According to the county gazetteer, "It was granted to Daniel Lyman and sixty-three others, November 10, 1761, its name being derived from the fact that eleven of the grantees bore the name of Lyman. The grantees failed to comply with the requirements of their charter, and thus forfeited their grant, but an extension of time was granted them July 20, 1769." Lyman was incorporated in 1761. In 1880 it had a population of 665.

Dimensional size of the town <sup>1</sup>	28.7 square miles
Miles of roads <sup>1</sup>	42.0
Tax valuation of the town <sup>2</sup>	\$77,046,670
Tax rate <sup>1</sup> (2023)	\$21.6
Population <sup>3</sup>	585
Total housing units <sup>3</sup>	358
Number of families <sup>3</sup>	231
Median income per household <sup>3</sup>	\$79,688
Educational Attainment <sup>4</sup> <i>Population 25 years and over</i>	
High School graduate or greater	95.3%
Bachelor's degree or greater	43.8%
Median age <sup>4</sup>	50.2 years
Median home value <sup>4</sup>	\$157,300
Current police budget <sup>1</sup> (2023)	\$0
Number of police events <sup>5</sup>	
2022	87
2021	115
2020	120

### *Data Sources:*

1. *Town of Lyman*
2. *New Hampshire Department of Revenue Service, 2023 Lyman Report MS-1, Line 21E*
3. *2020 Decennial Census*
4. *2021 American Community Survey*
5. *NH State Police*

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