L-A Collaboration
A Strategy for Success

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Our Agenda

- Introduction to Lewiston-Auburn
- History of Collaboration
- Two Case Studies
  - Economic Development/Tax Sharing Agreement
  - 911 Dispatch Center
- Lewiston-Auburn Commission on Joint Services
- Benefits
- Open Discussion/Questions
Lewiston/Auburn
Historical Roots

• River powered industry, received pollutants
• Good infrastructure
  – Canals
  – Rail
  – Hydroelectric
• Textiles primary industry – began in 1846
  – Bates Manufacturing largest private employer in state in 1950's
  – Employed 5,000 people
• Immigrant labor force
• Early service center
  – 2 hospitals
  – Bates College
  – Vibrant downtown – strong independent, destination retail
• Dense urban core
  – Walkable scale
  – Blocks of tenement housing – 5,000 people per square mile
From 1860 to 1950 L/A was one of Maine's crown jewels . . .

- Bates Mill largest private employer in the state
- One of the largest producer of shoes in Northeast
- Thriving retail center
- Destination for entertainment and cultural offerings
- Bates College one of top 20 liberal arts colleges in U.S.
- Growing population

Decline began in the 1960's

- Textile industry moved south
- Suburbanization
- Mills
- Aging infrastructure
- Poverty
- High Taxes
- Old Housing Stock

Androscoggin River

- 1970 – One of ten most polluted rivers in the U.S
- River perceived as a liability, not an asset
Today L/A is...

- Lewiston is 2nd largest community
  - 38,000 citizens
  - $2,200,000 in value
  - Increasing in population
- Auburn is 4th largest community
  - 23,000 citizens
  - $2,000,000 in value
  - Increasing in population
  - Largest municipality in land area
- Together...
  - nearly the size of Portland

Long History

- L/A Railroad
  - Established 1872
- Auburn-Lewiston Municipal Airport (1936/1981)

L-A Joint Efforts

Economic Development

- Auburn-Lewiston Municipal Airport (1936/1981)
- Airport Industrial Park 1981
- Lewiston-Auburn Economic Growth Council (LAEGC) 1980
- Tax Sharing Agreement 1961
- Hydro Project 1984
- Intermodal Facility 1995
- Economic Development Protocol 1998
- Tax Increment Finance (TIF) Policy 1998
L-A Joint Efforts
Environmental/Resource Projects
- Pollution Control
- Compost Plant
- Lake Auburn Watershed
- Solid Waste/Recycling

L-A Joint Efforts
Public Safety
- 911 Communications Center
- Emergency Management Agency
- Auto/Boat/RV Safety
- Joint Training

Other Joint Efforts
Development Collaboration

- Joint Tax Increment Financing Policy
- Joint Economic Development Protocol
- Lewiston-Auburn Economic Growth Council
- Foreign Trade Zone

In fact...
Lewiston-Auburn have adopted 26 policies and protocols to work together.

Other Recent Joint LA Activities

- Pine Tree Zones
- Downtown Turnpike Connector
- Joint Downtown Traffic Study
- Airport Master Plan
- LA Joint Services Commission
- 'It's Happening Here'
- LA Excels
- Oxford Networks Agreement
  - Complete fiber optics wiring of cities in 5 years

Joint Promotion
Joint Economic Development

- City Development Departments
- Development Corporations
- LA Collaboration
- Lewiston Auburn Economic Growth Council
- Androscoggin Valley COG
- Other State & Regionals
  - Chamber of Commerce
  - Coastal Enterprises Inc.
  - Maine and Company
  - Maine International Trade Center
  - DECD
City Staff Responsibilities

- Retention and expansion
- Planning
- Proactively engage public
- Zoning
- Development review
  - Planned and attained delegated review authority
- Public Infrastructure
- Locally administered MDOT projects
- Small business lending
- Incentives

Lewiston Auburn Economic Growth Council

- Handles external requests
- Independent economic development quasi-municipal agency
- Board of Directors includes representatives of both Cities and private sector
- Highly dependent on municipal funding
- Joint policies eliminates the competition factor
- Acts as referee if needed between the communities

LAECG

- Business attraction
- Primary point of contact for out of town prospects
- Coordinates recruitment efforts
- Marketing/public relations
- Staff for development corporations
- Commercial lending
- Foreign Trade Zone
Tax Sharing Agreement

Airport industrial park
  - 1981
  - Airport in auburn, shared in construction cost and tax revenue
  - Equal share of cost
  - Equal share of tax revenue after actual costs of service delivery
    - Public safety
    - Road maintenance, etc.

Hydro Tax Sharing

- Hydro-electric facility
  - Lewiston side of river
  - Privately built in 1987
  - Based on water rights debate and eventual agreement
  - Revenue shared similar formula as airport agreement

Emergency Dispatch Operations

- Four separate dispatch operations
  - One each for
    - Lewiston Police
    - Auburn Police
    - Lewiston Fire
    - Auburn Fire
  - All needed major capital upgrades and investment
  - 5 dispatchers working per shift, plus supplemented during peak times
Governance

- 9 Person Board
  - L-A Police Chiefs (2)
  - L-A Fire Chiefs (2)
- 2 citizens or staff of Lewiston
- 2 citizens or staff of Auburn

The committee selects the ninth member - a citizen who must alternate between the Cities: a Lewiston resident, followed by an Auburn resident.

New Consolidated Facility

- Opened in 1994
- Fulltime dispatch working per shift

Budget/Finance

- The 9-1-1 Center is funded equally
- Does not take into account call volume, population, etc

Mayors' Commission on Joint Services

- 10 Member Citizens Commission
- Comprehensive Process
- 16 Month Process
The Mayors' Charge

To identify municipal services and operations where new or enhanced cooperative or collaborative efforts will provide:
- improved services
- reduced costs
- productivity efficiencies and effectiveness

The Basic Conclusion

*There are few activities done by Lewiston and Auburn that would not benefit from being done jointly and in an integrated approach to service delivery.*

5 Reasons Why

1. Past experience shows value of cooperation
2. Past failures at cooperation may have made the cost of City services higher
3. Our analysis of selected service areas shows financial and quality benefits
4. Future "e-government" will come more efficiently with joint investment, and will do more for our competitive position
5. Citizens of L-A support more cooperation
What Can We Combine?

1) Services that are easy to bring together, and offer visible benefits
2) Services that are less visible, but provide back office support to all city operations
3) Core municipal services: Police, Fire, Public Works

3 Recommendations

1. City Councils adopt goals and timetable
   *Nothing happens without Council setting clear expectations for performance*
2. Citizens Commission
   *Create public accountability for and interest in progress*
3. Create Joint Services Coordinator
   *Fresh perspective-results oriented to gain momentum*

Results

- Over $500 million in new investment (since 2000)
- Over 4,500 new jobs created or retained
- Over 3,000,000 sq ft of new or rehab space
Lessons Learned

- Communications — never can have too much
- Involve the staff who will be effected
- Involve independent person or entity who can state the “obvious” and who can provide “cover”
- Stay with it; revisit issues that were taboo
- Revisit services that have been joined: are they achieving goals?
- Start with low hanging fruit
- Select functions or services, rather than entire departments or communities
Lessons Learned

- Know why you are collaborating; Have the right motivation (don't do it for the sake of saying you have consolidated or regionalized; it has to make sense from a service delivery, cost effectiveness or enhanced service perspective.

- "Culture shock" – Prospective partners are different than "us" – or we perceive that they are(!)