



MAINE MUNICIPAL  
ASSOCIATION SINCE 1936

## STRATEGIC BUSINESS PLAN



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**MAINE MUNICIPAL  
ASSOCIATION SINCE 1936**

The Maine Municipal Association's Executive Committee and staff are committed to providing valued services to its municipal members and to advocate for the needs of local government.

Maine towns and cities are the backbone of each community providing the comfort and reassurance necessary to make residents feel safe and secure within their communities, particularly during challenging or difficult times. Municipalities are frequently called upon to balance local tax dollars with state and federal mandates, investment in infrastructure, recreational opportunities, affordable housing, public health, and safety, all while trying to maintain affordability in their communities. MMA is committed to delivering high quality services that meet the evolving needs of our members and to work within our power to control the costs of our services and to deliver them in innovative ways.

As we begin 2024, MMA will continue to explore and implement new ways to connect and interact with our members through changing technology and targeted outreach efforts. Specifically, MMA will continue upgrades to our website; seek ways to streamline operations to ensure municipalities are receiving the best service at the lowest cost; continue to develop more comprehensive training offerings tailored toward excellence in local government; implement new ways to ensure that the municipal workforce remains physically and mentally healthy; and offer technical and legal guidance in emerging areas of interest such as housing, tax foreclosure process, legislative mandates and cyber security; and we will continue to advocate and protect core municipal funding.

We thank our members for their support and their many contributions to the Maine Municipal Association.

## **SECTION I: ORGANIZATIONAL FRAMEWORK**

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### **A. Overview of the Maine Municipal Association**

The Maine Municipal Association (MMA) is a voluntary membership organization offering an array of professional services to municipalities and other local governmental entities in Maine. MMA is a non-profit, non-partisan organization governed by an Executive Committee elected from its member municipalities. Founded in 1936, MMA is one of 49 similar state municipal leagues which, together with the National League of Cities, are recognized at all governmental levels for providing valuable services and advocating for collective municipal interests.

MMA is involved in a wide array of activities and enterprises with one common denominator – service. MMA's membership consists of Municipal members entitled to all services and eligible to participate in MMA voting and policy processes; and Associate members as identified in the MMA Bylaws, entitled to limited services. MMA's constituency consists of thousands of elected and appointed municipal officials, volunteer municipal board and committee members, municipal employees, affiliate groups of various municipal officials (e.g., Maine Town and City Clerks Association, etc.), representatives of MMA Associate members, and officials serving on various MMA boards and committees.



### **B. MMA's Governance & Management Structure**

The Executive Committee is established in the MMA Bylaws as the overall governing body of the Maine Municipal Association. To provide opportunities for board member participation and to comply with various statutory and regulatory requirements, the Association has established various committees, such as the Legislative Policy Committee, and separate governing boards for the self-insured programs. Appendix E provides a detailed outline of MMA's governance structure.

The Executive Director serves as the chief executive officer responsible for the day-to-day operations and management of the Association.

### **C. Purpose of the MMA Strategic & Business Plan**

MMA's Strategic & Business Plan is updated annually to coincide with MMA's fiscal year calendar (January – December). Through integration with MMA's ongoing governance and management structures, the Strategic & Business Plan:

- Focus – Identifies the most important things the Maine Municipal Association can and should do. The Plan enables MMA to maintain a sharp focus both for the coming year as well as to position the Association for the next three to five years and beyond.
- Fiscal and Programmatic Link – Links strategic planning and financial and programmatic decisions to ensure MMA has the necessary resources and establishes clear priorities tied to our strategic direction.
- Guidelines for Evaluation – Establishes criteria and provides a framework by which the Executive Committee, management staff, and the membership can evaluate how we are doing as an organization.

## **SECTION II: GOALS, ONGOING COMMITMENTS, AND AREAS OF FOCUS & EMERGING ISSUES**

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This section of the Strategic & Business Plan provides the following framework for the Executive Committee and management staff to maintain MMA's focus on core services and programs, as well as to identify strategic and emerging issues:

- The "Goals" encompass the principal components of MMA's mission, and do not generally change from one year to the next.
- The "Ongoing Commitments" are the core elements of our operation and receive our primary attention on a day-in, day-out basis.
- The "Areas of Focus & Emerging Issues" are particular areas warranting attention over the next five years to ensure MMA is looking ahead and preparing for issues and challenges facing our members and the organization.

### **Goal 1. To Maintain and Enhance MMA's Direct Member Services and Member Relations.**

#### **Ongoing Commitments**

- **Training and Educational Services.** Provide training and professional development; oversee affiliate group services; and organize the annual convention and conferences. Building on the 2021 Berry Dunn Gap Analysis, MMA will work with affiliate groups, educational institutions, and others to expand existing training opportunities and develop new training programs and products to meet the changing municipal workforce needs.
- **Advocacy Services.** Continue to advocate for municipal needs and interests at the state and federal levels.
- **Communications and Information Access.** Provide communication support to all areas of MMA operations and develop and maintain effective communication vehicles to disseminate information to its members on topics of interest as

well as to promote MMA policy priorities and an understanding of the importance and value of municipal government to the public.

- **Health and Employee Benefit Plan Management and Administration.** Administer all aspects of employee benefit plans, including customer service; consumer awareness; strategic planning; financial management; third-party administrative oversight; and day-to-day operations. Develop, promote, and deliver programs and services aimed at improving health status.
- **IT Services.** Offer training; cybersecurity education and awareness programs; assistance with IT based policies and procedures development, including acceptable use policies; assistance with specifications and purchasing.
- **Legal Services.** Provide legal advice and guidance to municipal members; develop and deliver training programs; produce and maintain manuals and other publications; judicial advocacy.
- **Membership Relations & Outreach.** Make a concerted and coordinated effort to visit members; speak to groups of municipal officials throughout the state; ensure MMA field staff have up-to-date information on MMA services and programs to share with members.
- **Personnel and Labor Relations Services.** Provide collective bargaining; mediation; grievance arbitration; executive searches and recruitment; on-site training; general advisory service.
- **Risk Management Services.** Manage and administer all activities relating to the MMA Workers' Compensation Fund; MMA Property & Casualty Pool; MMA Unemployment Compensation Fund; provide direct underwriting, marketing, claims and loss control services to participants.



## Goal 1 – 2024 Areas of Focus and Emerging Issues

1. Evaluate opportunities for partnerships with educational institutions, trade organizations, and members to enhance and expand targeted training and leadership development.
2. Implement the recommendations of the newly formed Training & Education Municipal Advisory Council, based on the Berry Dunn report.
3. Continue to enhance on-line training opportunities to ensure that all members have access to quality training and development regardless of geography or budget.
4. Identify opportunities to assist municipalities in addressing workforce shortfalls through education, communication, recruitment, and retention.
5. Implement a more focused intern program that concentrates MMA efforts and resources towards developing students with a specific interest in local government service.
6. Expand access to the Douglas M. Eugley Memorial Scholarship by providing five \$1,500 competitive scholarships to high school seniors entering post-secondary education to pursue a career in municipal government or public service.
7. Continue to provide municipalities with legal advice, training, guidance, and technical assistance while monitoring emerging member issues and exploring potential new services.
8. Continue to improve dissemination of information through an enhanced website, social media, and publications.
9. Continue to enhance on-line business opportunities, including modernization of the Health Trust website and begin to work with affiliate organizations to migrate websites to a single web platform.
10. Work collaboratively within the association and its members to design health programs that promote the wellbeing of our members including the implementation of on-line wellness programs for members of the Health Trust.
11. Work collaboratively within the association and with members to develop mental health resources for public safety personnel. Implement the Serve Strong website and develop resources that assist first responders.
12. Implement a strategic member engagement plan that offers members the opportunity to meaningfully engage with MMA management and programs.
13. Review and streamline MMA communications and notification procedures to improve member interactions and avoid information fatigue.

## **Goal 2. To Advocate for a Strong and Effective Municipal Role in the Intergovernmental System.**

### **Ongoing Commitments**

- **Legislative Policy Committee (LPC) Process.** Staff all LPC meetings and policy member outreach efforts.
- **State Advocacy.** Represent municipal interests before the Maine State Legislature via lobbying efforts, weekly publication of the Legislative Bulletin, and contributions to task forces and working groups.
- **Federal Advocacy.** Prepare the Federal Issues Paper, participate in meetings with Maine Congressional delegation during the National League of Cities' (NLC) Congressional Cities Conference, and maintain contact with the NLC on federal legislative issues of concern to municipalities.
- **Promote State/Municipal Partnerships.** Foster positive working relationship between members of the Legislature, the Mills Administration, and state agency representatives, as well as prepare for annual meetings between the Governor and the Executive Committee.
- **Judicial Advocacy.** Prepare amicus briefs and provide support and assistance to local counsel.





## Goal 2 – 2024 Areas of Focus & Emerging Issues

1. Continue to promote the LPC's 2023-2024 legislative platform and work with the incoming LPC, to be elected in June 2024, to develop the Association's 2025-2026 legislative platform.
2. Publish the Federal Issues and State Issues Papers to help facilitate Executive Committee discussions between members of Maine's Congressional Delegation and the Mills Administration.
3. Continue to strengthen and evolve state/municipal partnerships through the development of programs and webinars focused on the implementation of mutually beneficial outcomes, such as development of affordable and workforce housing, investment in transportation infrastructure, and statewide deployment of reliable broadband service.
4. Continue to build on efforts to modernize the provision of advocacy and public education services through the publication of weekly podcasts and the use of other social media platforms focused on delivery of municipal programs and services.
5. Support MMA's citizen education efforts via YouTube to disseminate information about municipal government programs and services, state partnerships, and resources to broader audiences.
6. Work with interested state elected officials in implementing a Municipal Caucus encouraging members of the 132nd Maine State Legislature (2025-2026) to convene bimonthly to discuss legislation of municipal impact and interest.
7. Work with the LPC to implement a late November/early December 2024 Municipal Summit providing an opportunity for members of the 132nd Maine State Legislature to convene and discuss issues of municipal interests, MMA's advocacy program, and the role of local government within the intergovernmental system, including a focus on strengths and limitations of local governments and the importance of Home Rule authority.
8. Draft a 2024 Municipal Issues White Paper focused on the functions and funding of municipal governments to help advance the goals outlined in item 6 and 7.
9. Work with the Executive Committee to select a date in 2024 to meet with Governor Janet Mills and the subjects to be discussed during that meeting.
10. Continue to support legal challenges to member municipalities, through Amicus briefs, when legal challenges to municipal charters and ordinances have a broader impact on all municipalities.

### **Goal 3. To Maintain a Sound, Transparent Organizational and Financial Structure, Technological and Support Services, and a Facility to Meet the Current and Future Needs of MMA's Members.**

#### **Ongoing Commitments**

- **Executive Management and Human Resources Management.** Provide overall organizational and service program management; strategic planning and direction; governance functions; oversight of member relations activities; employee benefit management; administration of personnel policies; employee recruitment; compliance procedures and training; pay classification plan; performance evaluation procedures.
- **Financial Management.** Provide financial planning; reporting and services for all programs including budgets/funding models; internal, formal and analytical reports; manage independent audits; in-house management of investment portfolios; accounts payable; accounts receivable; payroll; financial reporting and services for contracted Affiliate Groups and the Maine Service Center Coalition.
- **IT Infrastructure Security and Management.** Maintain stable, secure IT environment for internal use as well as remote access for staff and web access for membership; maintain accurate up-to-date membership database; web development and programming support; application support; network management; database development and support.
- **Physical Plant, Telecommunications.** Oversee security; telecommunications; heating; ventilation; air conditioning system; adequate space.
- **Central Support Services, Purchasing and Records Retention.** Oversee purchasing services and provide mail services, reception, publications, and clerical support.
- **Succession Planning.** Plan for and address MMA staff turnover due to retirements; identifying and developing new staff leaders; knowledge retention.

### **Goal 3 – 2024 Areas of Focus & Emerging Issues**

1. Continue to monitor the implementation of the new Health Trust Billing & Enrollment system and Personify Upgrade (e-Business expansion).
2. Review MMA dues formula with a focus on the impacts caused by extreme valuation increases.
3. Ensure that MMA utilizes best practices in building operations through implementation of engineering recommendations on the HVAC controls, geothermal, roof replacement, generator installation, and other building systems as needed.
4. Implement best practices for cybersecurity that ensure protection of MMA and member data for all departments and self-funded and pooled insurance programs.
5. Develop internal capacity to address member needs for greater on-line access to MMA services through the website.
6. Continue to seek advertising options to reduce costs for on-line publications, training, and the website.
7. Complete system upgrades to the RMS claims system implementation of DOMO – and a new analytic tool for Ventiv and evaluate options for software upgrades and changes to be implemented in 2027.
8. Ensure staff attraction and retention through targeted training and compensation policies including hybrid work options, vacation and pay.
9. Commit to identifying and eliminating barriers that limit diversity, equity, and inclusion at MMA through facilitated training and intentional review of internal policies and procedures.

## **SECTION III: GUIDING PRINCIPLES & BENCHMARKS**

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### **A. Organizational Values & Success Factors**

MMA's good name is our most important credential. We have worked diligently over the years to provide high quality services to our members and to establish a reputation as an organization with credibility, integrity, and value. Although we have changed and grown considerably since our founding in 1936, the Executive Committee, Executive Director and senior management have taken their stewardship responsibilities seriously. They have sought to guide the Association to meet the changing needs of our members, while respecting and maintaining our core values.

Every person involved with the Maine Municipal Association, whether as a board member or as a member of the staff, has a stake in our success as an organization. Every endeavor that MMA undertakes, whether it is a major project or a routine daily task, reflects on MMA's reputation and standing. Within this context, the Executive Committee and management have identified the following as key factors and values in MMA's success as an organization:

- 1. High Quality Membership Service** – We will maintain a commitment to high quality products and services and a dedication to be helpful – to serve our members and have them genuinely feel that MMA is their organization.
- 2. Personal Touch** – We will be vigilant to maintain a personal touch, while taking advantage of technology, to make our members feel welcome and at ease. We will make a concerted effort to interact with our members on an ongoing basis.
- 3. Maintain Sharp Focus** – We will strive not to over-commit; we will focus on those things which MMA is most uniquely positioned to do and which provide the most value/benefit to our members.
- 4. Financial Strength** – We will ensure sound funding of MMA programs and operations and adhere to strong financial management practices and policies.
- 5. Cohesive Approach to Service Program Delivery** – We will maintain programs under the organizational umbrella of MMA and will ensure internal collaboration/coordination.

- 6. Governance and Management** – We will foster teamwork, mutual respect, innovation, excellence, and commitment to quality service. We will pursue a clear organizational vision shared by staff and policy boards, adherence to core values, sound management and governance practices, and an effective and efficient organizational structure.
- 7. Talented and Experienced Staff** – We recognize that our number one asset and most important resource is our staff. We are committed to attract, retain, and motivate qualified staff members through our compensation strategy and policies, a positive working atmosphere, staff development opportunities, and effective human resource management policies and procedures.
- 8. Succession Planning** – We are committed to ensuring the availability of experienced and capable staff members who are prepared to take over and provide continuity of services when current senior staff or key people leave.
- 9. Safety and Security** – We strive to ensure the safety of our staff, municipal officials and visitors with effective safety and security enhancements to the MMA building. We are vigilant to protect Association and member data and information by deploying cybersecurity monitoring and applications.

### **B. Criteria to Gauge MMA's Success**

MMA's mission is clear – "to foster excellence in Maine's local governments through the provision of essential services and by advocating for their common interests at the state and national levels."

How are we doing? How will we gauge our success? For a private enterprise, measuring success can often be tied directly to the bottom line. Benchmarks can be established to gauge performance in relation to competitors. In contrast, measuring success for mission-driven, non-profit organizations such as the Maine Municipal Association is in many ways far more challenging.

Based on discussions between the MMA Strategic &

Finance Committee and management staff, the MMA Executive Committee has established the following framework for gauging MMA's success in accomplishing our mission:

## **1. Membership Levels and Participation**

### **Measurement Tools**

- Number of active Municipal members as a percentage of total eligible towns, cities, plantations, and tribal nations.
- Year-to-year change in the number of Associate members.
- Year-to-year change in participation levels in MMA Risk Management Services and Health Trust programs.

## **2. Quality and Effectiveness of Ongoing Services and Programs**

### **Measurement Tools**

- Review of survey responses designed to solicit feedback from members on all MMA services and programs, and the results from the 2024 membership satisfaction survey will be used to develop potential new measurements for the future.
- Continue to solicit informal member feedback.
- Review organizational accomplishments including member feedback and participation in training, legal services, LPC, grant and scholarship requests, and member retention, among others.
- Review of the Strategic & Business Plan, including the previous year's goals, ongoing commitments, and areas of focus and emerging issues, as a framework in its annual performance evaluation of the MMA Executive Director.

## **3. Financial Strength & Stability**

### **Measurement Tools**

- Annual operating results and fund balance positions of all funds administered by MMA.
- Achievement of specific financial objectives established through the MMA Strategic & Business Plan.
- Independent auditor comments and recommendations in annual Letters to Management.

## APPENDIX A

This section sets forth MMA's ongoing core service programs and the internal systems and services to support these activities. These programs comprise MMA's business focus – with an emphasis on high quality service to our members.

### MMA SERVICE PROGRAMS

**Advocacy & Communications** – MMA's Advocacy & Communications Department provides services ensuring that the municipal perspective is considered when state laws are enacted, and agency rules are adopted. MMA's 70-member Legislative Policy Committee (LPC), represented by two municipal officials elected by the select boards and councils in each of Maine's 35 Senate Districts, guides the Association's advocacy efforts. The department also advocates at the federal level, on as needed basis, and participates in meetings with members of Maine's Congressional Delegation held annually in March in Washington, D.C. Additionally, the department is responsible for developing and maintaining avenues for effective communications with members, promoting MMA policy priorities, and helping the public better understand the importance and value of municipal government.

**Legal Services** – MMA's Legal Services staff provides verbal and written advisory opinions regarding legal issues facing member municipalities. The legal staff responds to a high volume of inquiries on a wide range of issues. Legal Services is also actively involved in training programs, preparation and updates for a range of manuals, handbooks and other legal resources in print and on the MMA website, technical support for MMA's legislative advocacy efforts, and preparation of amicus curiae (friend of the court) briefs in cases involving municipal issues of statewide significance.

**Personnel & Labor Relations Services** – The Personnel & Labor Relations staff provides a general advisory service to member municipalities and a range of fee-based work to individual municipalities, including collective bargaining, mediation, grievance arbitration, executive search and recruitment, and on-site training. MMA has first-hand knowledge and experience in human resource management and labor relations. MMA's Executive Search program provides valuable assistance to elected boards during important periods of transition. This program area also allows MMA to develop positive working relationships with new

town and city managers. MMA seeks to maintain a strong in-house staff capacity in the personnel and labor relations arena, with the possibility of collaborative arrangements with other practitioners (e.g., private consultants, public sector professionals, etc.) to enable MMA to be responsive to member requests during peak periods.

**Educational Services** – The department is responsible for overseeing MMA's training and professional development efforts to assist members in keeping abreast of their responsibilities and dealing with the ongoing challenges facing municipal governments. Activities and functions encompassed within the Educational Services Department include lead responsibility in developing and organizing MMA training programs, including the MMA Annual Convention, Technology Conference, Human Resources & Management Conference, Elected Officials Workshops, and 30+ other training events throughout each year. In addition, this department has lead responsibility for the support services, training programs and annual conferences put on by MMA Affiliate Groups that have administrative services contracts with MMA. In 2021, MMA completed a gap analysis for training needs for municipal employees in the State of Maine. For 2024, the department will continue implementation of the Berry Dunn study with the installation of a permanent training advisory council, rollout of a new website, and development of partnerships that will support new education and training programs. Additionally, working across the organization, Educational Services is taking responsibility for the implementation of a new plan to enhance member engagement across the organization.

**Health and Employee Benefit Plan Management and Administration** – The Maine Municipal Association serves as the Plan Administrator of the group, self-funded Maine Municipal Employees Health Trust. The Health Trust provides an array of programs to assist local government employers and their employees, retirees, and dependents by providing cost effective, quality employee benefit programs and superior service. These programs enable MMA members to aggregate their purchasing power, take advantage of self-insurance as a financial tool, and benefit from professional management and a commitment to quality service.

MMA manages the Trust's day-to-day operations such as billing and enrollment, customer service, third party administrator oversight, and communications for

the Trust's array of health plans, dental plan, income protection (short term disability) plan, sponsored long term disability plan, vision plan, and life insurance plans. MMA provides financial management services, investment oversight, strategic planning, and other professional management and administrative services to the Health Trust. In addition, MMA performs the Trust's marketing, communications, and health education and promotion functions. MMA also coordinates and manages the services provided by the Trust's benefits advisor, actuary, legal counsel, reinsurance broker, and auditors. In its capacity as Trust Plan Administrator, MMA represents the Health Trust in a number of organizations and coalitions working on the issues of health care cost containment, improving health care quality and patient safety, and group purchasing of health care services. Since the Trust is a Multiple Employer Welfare Arrangement (MEWA) regulated under Maine law, MMA serves as the Trust's liaison with the state Bureau of Insurance. The MMA Executive Committee is committed to providing high quality services to the Health Trust and meeting the Trust's current and future needs for professional management services.

**Risk Management Services** – Municipal members of the Maine Municipal Association are eligible to participate in three self-funded insurance programs tailored to meet the needs of local governments. The three programs are: The Workers Compensation Fund (est. 1978); the Property & Casualty Pool (est. 1987); and the Unemployment Compensation Fund (est. 1978). Separate governing boards composed of elected and appointed public officials oversee the programs. These programs allow members to take advantage of the efficiencies of group plans, which are administered by insurance professionals and financially supported by highly qualified reinsurers. In addition, Associate members of the association may be eligible to participate in one or more of the programs.

MMA's Risk Management Services (RMS) Department offers a full range of risk management services for program participants. Risk Management staff provides all member services including underwriting, claims management and loss control services. All programs make use of an integrated computer processing system for a high level of efficiency and effectiveness. The State of Maine fully licensed MMA to act as a third-party administrator (TPA) for all lines of business. Risk Management Services provides TPA services to two individually self-insured municipalities. The Executive Committee recognizes the mem-

ber benefits provided by offering high quality Risk Management Services programs to program participants and to MMA members.

## INTERNAL MANAGEMENT & SUPPORT SERVICES

**Executive Office** – The MMA Executive Office provides overall leadership and direction, working closely with the MMA Executive Committee and other program governance boards and members of senior management. The Executive Office is responsible for managing organizational day-to-day activities and working with the MMA governing boards (MMA Executive Committee, MMA Workers' Compensation Fund Board of Trustees, MMA Property & Casualty Pool Board of Directors) and the Maine Municipal Employees Health Trust Board of Trustees to provide strategic direction and guidance. The Executive Office takes a lead role in representing MMA and interacting with other organizations that have an interest in and impact on issues affecting Maine cities and towns.

**Member Engagement** – Member engagement has been traditionally overseen by the Executive Office, however, in 2024, an interdepartmental Member Engagement team was formed and is chaired by Peter Osborn. As of now, a new member survey and measurements are being developed. In 2024, we will work with the Strategic & Finance Committee to review potentially new metrics that ensure we are accurately measuring our success as an organization.

**Human Resources** – The Executive Office is also responsible for internal human resources management, which is overseen by the Director of Personnel & Labor Relations. As an organization providing an array of professional services, the Maine Municipal Association's number one asset and most important resource is its staff. MMA's ability to attract, retain, and motivate qualified staff members is based on a combination of components including compensation, positive working atmosphere, staff development opportunities, and effective human resource management policies and procedures. Functions include employee benefit management, administration of personnel policies, employee recruitment, compliance procedures and training, pay classification plan, and performance evaluation procedures. MMA HR staff consists of two full-time and one part-time employees. (Note: Selected staff members in the Executive Office are also responsible for providing the external

Personnel and Labor Relations program services discussed in the MMA Service Programs area.)

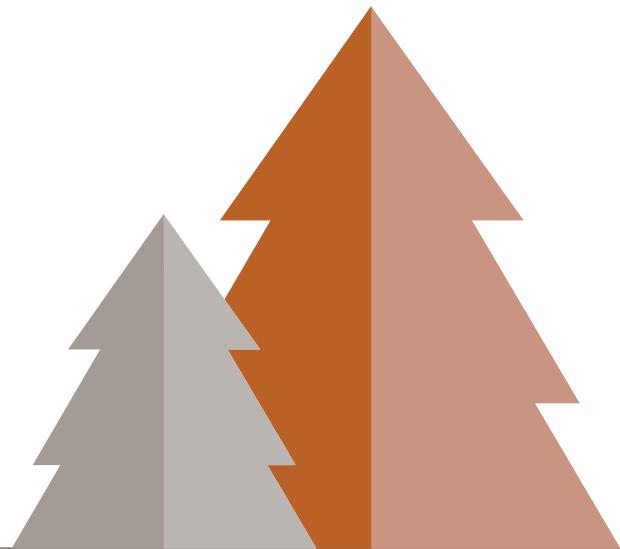
**Financial Management** – MMA is a relatively large and complex financial enterprise, with annual operating revenues and investments under in-house management each more than \$200 million. In addition to the financial management of MMA General and Designated funds, financial services are provided for the independent insurance programs: MMA Property & Casualty Fund; MMA Workers Compensation Fund; MMA Unemployment Compensation Fund and Maine Municipal Employees Health Trust. The Finance Department handles the finances of nine Affiliate Groups plus the Service Center Coalition. Our Finance staff provides a full range of financial management for all programs administered by the Association, including accounting and reporting; accounts payable; accounts receivable; budgets/funding models; cash and investment management; and payroll.

**Information Technology (IT)** – MMA's IT staff continues looking more at cloud-based deployments to reduce our physical footprint, lower costs and simplify the management of our infrastructure. The increased need to monitor usage and put security policies in place to meet HIPAA and other regulations puts a strain on staff resources and adds an increased cost to doing business. This has remained a significant challenge given that a significant number of the MMA staff telework up to two days a week. We continue to update existing legacy systems and provide project management services to the operating departments utilizing major applications. The increased usage of

the website, webinars, and video conferencing as well as the use of social media accounts to communicate with the members and citizenry adds another dimension to the IT infrastructure. As an outward facing system, these require a concerted effort by the entire organization to keep the information fresh, correct, and responsive to our member's needs. The IT staff remains vigilant in protecting MMA's information assets from ever present malware, viruses, email scams, etc.

**Physical Plant and Telecommunications** – In the early 1990s, the MMA Executive Committee negotiated with the University of Maine at Augusta to purchase sufficient land behind the Augusta Civic Center to serve as the permanent home of the Maine Municipal Association in the State Capital. The MMA Executive Committee authorized an expansion to the current building in the fall of 2008 to regain conference room space and the ability to house larger meetings for our members. Construction began in the spring of 2009 on the new building addition with a geothermal mechanical system and upgrades to the current building's HVAC system – all of which were completed by mid-December 2009. The new building addition provides a state-of-the art meeting facility for our members, housing the MMA Educational Services department and the Finance department, as well as providing the ability for MMA to bring its off-site records storage on-site. Our conference facilities have state of the art audio/visual equipment that provides MMA and Affiliate Groups video conferencing abilities and was instrumental in our ability to quickly provide much needed training and meeting opportunities virtually.

**Central Support Services** – As an organization serving hundreds of members, MMA's ongoing work products and activities require a great deal of administrative and staff support. MMA utilizes a "Central Services" approach to provide key support services for the entire organization. This includes such things as purchasing; handling incoming and outgoing mail; reproduction and assembling of materials; accounts receivable processing for Affiliate Groups, data input, word processing and desktop publishing; publication distribution; building security; records management, label and mailing list generation; administrative support for all training events as well as the MMA convention; and receptionist services for directing incoming telephone calls and receiving visitors to the building. These are key support services, which are essential to MMA's ongoing operations.



## APPENDIX B

### A BRIEF HISTORY OF THE MAINE MUNICIPAL ASSOCIATION

The formation of state municipal leagues, or associations, began in the late 1890s, with the successful establishment of formal organizations in California, Iowa, and Wisconsin. Leagues were often formed as the result of efforts on the part of local government leaders, sometimes in response to a statewide issue or crisis involving several municipalities and sometimes they were organized because local leaders wanted forums to exchange information and ideas on improving their communities.

By the end of the 20th Century, state municipal leagues were functioning in 49 of the 50 states (all except Hawaii, where a different local government structure precludes the need for such an association). State municipal leagues have become a firmly established feature of the system of American local government and are recognized by governments at all levels as important institutions providing valuable services to municipal governments. They are acknowledged as advocates for collective municipal government interests in policy debates and program implementation at all levels of government – federal, state, and local.

On November 8, 1936, Maine became the first state in New England to organize a league of municipalities that has continuously operated to the present day. The new organization grew out of two earlier associations of individual officials – the Maine Assessors Association (1916) and the Maine Municipal Officers Association (1931). In 1939, the Association replaced its monthly newsletter with a new magazine, *New England Townsman*, which the league said would cover events of municipal interest throughout New England. (Note: the above history was provided courtesy of National League of Cities – State Municipal Leagues: The First Hundred Years.)

Like its counterparts in other states, the Maine Municipal Association has had a tradition of service since its founding as a voluntary membership organization in 1936. Today, the Maine Municipal Association offers one of the most comprehensive professional services programs of any state municipal league in the country.

MMA's evolution from a relatively small organization in the 1960s, concentrating primarily on advocacy and communication services, to the present-day service program has been the result of deliberative decisions

by the MMA Executive Committee, with the support of the MMA membership over the years.

One of the major distinctions between Maine and many other states (particularly outside New England) is that municipal governments in Maine have a much broader array of responsibilities than in many other parts of the country where county governments, for example, might have a larger role (e.g., general assistance, assessing, elections, broad land use regulation, environmental protection, economic development, education, etc.). This has a major effect on the volume and complexity of issues on which MMA is expected to be involved legislatively, as well as requests for legal and technical assistance.

MMA's members have also recognized the benefits of "pooling" their resources through MMA. As an example, MMA's Legal Services Program provides knowledgeable, readily accessible legal advice to thousands of municipal officials each year. The Legal Staff is also available to offer training programs and to prepare manuals and other materials to assist municipal officials. Likewise, MMA and the Maine Municipal Employees Health Trust have taken a leadership role in helping MMA members meet their workers' compensation, unemployment compensation, property and casualty, and health insurance and other employee benefit program needs. These programs have allowed MMA municipal and associate members to take advantage of self-insurance and group purchasing, resulting in significant cost savings as well as quality coverage and loss control services tailored to municipal needs.

The MMA Executive Committee has made a conscious decision to retain all the Association's programs under one "organizational umbrella."

In the interest of promoting efficiency and overall organizational effectiveness, MMA utilizes shared facilities and support services (e.g., financial management, technology, and information management, etc.) for all of its operating departments and programs. This approach has enhanced MMA's overall capacity and facilitated key organizational decisions, such as bringing in-house a number of services (e.g., claims management, underwriting, and loss control) previously contracted out.

Since the mid-1990s, MMA has utilized an ongoing Strategic & Business planning process to ensure it is well positioned to successfully meet its critical mission.

## APPENDIX C

### MMA STRATEGIC & BUSINESS PLAN ANNUAL PLANNING TIMETABLE AND PROCESS

<b>February - June</b>	The Strategic & Finance Committee meets monthly to review annual processes and major work plans items and consider any budgetary implications. The Strategic & Finance Committee reports and brings recommendations to the MMA Executive Committee at their next scheduled meetings.
<b>June</b>	<p>The Strategic &amp; Finance Committee provides input on the proposed agenda for the fall strategic planning meeting of the MMA Executive Committee.</p> <p>The Executive Director provides the Executive Committee with a mid-year status report on the Areas of Focus &amp; Emerging Issues identified in the current year's MMA Strategic &amp; Business Plan.</p>
<b>June-August</b>	The Executive Committee evaluates the performance of the Executive Director based on the finalized status report on the Goals, Ongoing Commitments, and Areas of Focus & Emerging Issues identified in the Strategic & Business Plan for the previous year.
<b>July - August</b>	<p>This is the commencement period for the calendar fiscal year and MMA's annual budget process.</p> <p>Management Team develops departmental work programs, emerging issues and goals for the coming year which are presented to the Executive Committee in September.</p>
<b>September</b>	At the 2-day Executive Committee's fall meeting, a significant portion of the agenda is devoted to assessing key issues and challenges facing MMA and our members, with a particular focus on issues which might have program and budget implications and providing strategic direction.
<b>October</b>	<p>Management Team begins the annual MMA Year in Review report to be presented to the Executive Committee and municipal members with the membership dues notices.</p> <p>MMA Strategic &amp; Finance Committee identifies key areas for review during the budget process and determines if other meeting dates are necessary.</p>
<b>Late Fall - December</b>	<p>Preparation of next year's annual operating budget reflects guidance provided by the MMA Executive Committee, through the Strategic &amp; Finance Committee, and the goals and objectives identified for the coming year.</p> <p>MMA Executive Director incorporates Executive Committee's strategic direction guidance and management's proposed areas of focus for the coming year and presents updated draft of the MMA Strategic &amp; Business Plan. Executive Committee adopts the annual MMA Strategic &amp; Business Plan.</p>

## APPENDIX D

### MEMBERSHIP ROSTER

January 1, 2023      January 1, 2024

<b>Municipal Members:</b>	<b>483</b>	<b>482</b>
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Municipal membership is open to any town, city, plantation, and Indian township granted municipal authority in the State of Maine. There are currently 486 municipalities in Maine (483 municipalities and three Indian townships). As of January 2024, two municipalities, Raymond and Dennistown Plantation and two Indian nations, Indian Township and Penobscot Nation are not current members of the Maine Municipal Association. Drew Plantation has submitted legislation in 2023 to seek approval for de-organization in 2024.

<b>Associate Members:</b>	<b>272</b>	<b>273</b>
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Associate membership is open to any county, quasi-municipal corporation, school unit, regional planning commission, or council of governments in the State of Maine, and to any other entity that meets the definition of a "political subdivision" as defined in 14 M.R.S. §8102(3) or the definition of "State" as defined in 14 M.R.S. §8102(4). Membership is also open to any Maine non-profit corporation which is organized and operated solely to provide essential governmental functions or services that lessen the burden of government. The primary incentive for an entity to seek membership is to participate in our group insurance and self-funded programs.

<b>Affiliate Status:</b>		
Maine County/Regional Municipal Associations	4	8
Maine Municipal Professional Associations	27	20
Affiliate Groups under contract with MMA for Administrative Services	12	12

<b>Supporting Membership Status:</b>		
Individual	6	9
Standard	26	24
Premier	26	26

#### Participating Entities in our Group Insurance & Self-Funded Programs:

Maine Municipal Employees Health Trust:		
Municipal Members	334	334
Associate Members	227	227
MMA Property & Casualty Pool:		
Municipal Members	374	377
Associate Members	99	103
MMA Unemployment Compensation Fund:		
Municipal Members	198	196
Associate Members	48	52
MMA Workers' Compensation Fund:		
Municipal Members	421	427
Associate Members	160	158

## APPENDIX E

### MMA GOVERNANCE STRUCTURE

**MMA Executive Committee** – The Executive Committee is established in the MMA Bylaws as the governing body of the Maine Municipal Association. The Committee is composed of twelve elected or appointed municipal officials including a President, Immediate Past President, Vice President, and nine Executive Committee members (three 3-year staggered terms). Executive Committee members are elected by the membership by mail ballot in advance of the MMA Annual Business meeting. Officers serve one-year terms in their respective positions. The MMA Executive Committee generally meets on a monthly basis. The broad responsibilities of the Executive Committee include overall governance, establishing the mission and long-range planning, financial responsibility for the General Fund, Designated Funds and the Unemployment Compensation Group Fund, policy development, and representation of the organization with state/ federal governments and business organizations. The Executive Committee is responsible for hiring and evaluating the Executive Director, who serves as the chief executive officer of the Maine Municipal Association.

**MMA Strategic & Finance Committee** – The Strategic & Finance Committee was established in 1997 by action of the Executive Committee and is composed of five or more members of the Executive Committee appointed annually by the President of the Association. The Strategic & Finance Committee generally meets 7-8 times per year, most of the meetings held in conjunction with regularly scheduled meetings of the MMA Executive Committee. The major responsibilities of the Strategic & Finance Committee include reviewing and developing a recommended annual Association budget, including development of a capital expenditure budget, funding policies and staffing requirements, and reviewing various proposed elements of the Association's business plan, identifying strategic initiatives and developing recommendations consistent with the Association's budget and fiscal policies. The responsibilities and structure of the Strategic & Finance Committee may be changed unilaterally by action of the Executive Committee.

**MMA Legislative Policy Committee** – The Legislative Policy Committee (LPC) was established in the 1970s by action of the Executive Committee. It was created by the Executive Committee as a committee which would broadly represent municipal interests on a statewide basis in the development of the Association's positions on State legislation issues. The LPC is made up of two representatives elected from each of the State's senatorial districts by the municipal officials within each district. The Legislative Policy Committee meets on a monthly basis during the Legislative Session(s). Its primary purpose is to define and direct the priority municipal interests within the Association's legislative policy process and to establish positions and provide effective participation within the State legislative arena.

**MMA Nominating Committee** – The Nominating Committee is established by the MMA Bylaws as part of the annual election process. The Committee is appointed annually by the MMA Executive Committee and is composed of one past President, one elected municipal official, one city/town manager, one municipal official of an affiliate organization that may also be a staff/volunteer of town with support from the manager or council/selectboard, and one representative from a community-based organization representing an underrepresented group. The group is chaired by the immediate past president who votes in the event of a tie.

The Nominating Committee generally meets 2-3 times per year (typically in May and June). The Nominating Committee's sole purpose is to select a proposed slate of officers and members for service on the Executive Committee to be presented to the membership for election. The Executive Committee may guide the actions and criteria by which the Nominating Committee acts by adoption of annual guidelines and procedures; however, any formal change to structure or purpose would require an amendment to the MMA Bylaws.

#### **MMA Workers' Compensation Fund Board of Trustees**

– In 1978, the Association created a self-funded Workers' Compensation program. State law, both then, and now, requires that any fund established by employers for the purpose of meeting their obligations to provide Workers' Compensation benefits be established and operated as a trust. The Indemnity Agreement and Declaration of Trust, which together form a contract both among the members of the Fund and between

the members and the Board of Trustees, established and govern the Fund and named the Maine Municipal Association Executive Committee as the Board of Trustees. The Workers' Compensation Fund Board of Trustees generally meets 2-3 times per year and typically meets in conjunction with regular meetings of the MMA Executive Committee. As the declared Trustees of the Workers' Compensation Fund, the Executive Committee is empowered to exercise all powers and authorities necessary to manage and administer this Trust in accordance with the Indemnity Agreement, such as entering into contracts, incurring liabilities, holding and disposing of property, collecting contributions and assessments, investing proceeds, purchasing insurance and services, and adopting rules not inconsistent with the Fund Indemnity Agreement.

**MMA Property & Casualty Pool Board of Directors** – In 1987, the Association established a public self-funded property and casualty risk pool. Because of certain statutory requirements, the Executive Committee alone could not be named as the governing authority for the Risk Pool. State law requires that a majority of the members of a board of directors of a public pool be officials from participating pool members and, further, that there must be two public members who are not currently serving as elected or appointed officials. Thus, under the contract establishing the Pool, the Board of Directors is composed of the Executive Committee of the Maine Municipal Association as the nucleus of the board, as many additional municipal officials as are necessary to ensure that a majority of the Board members are representing currently participating members, and two public members appointed by the Board. The Property & Casualty Pool Board of Directors generally meets 2-3 times per year and typically meets in conjunction with regular meetings of the MMA Executive Committee. The powers and duties of the Board are prescribed by the Pool Contract Agreement and entail all the normal corporate and legal authorities necessary to manage and administer the Pool, similar to those exercised by the Workers' Compensation Board of Trustees.

**Maine Municipal Employees Health Trust** – The Maine Municipal Employees Health Trust (MMEHT) is a separate legal entity from the Maine Municipal Association and has an eleven-member Board of Trustees that oversees the services and programs offered by the Health Trust. The Maine Municipal Association serves as the Plan Administrator for the Health Trust.





# MISSION STATEMENT & CORE BELIEFS

The mission of the Maine Municipal Association is to support excellence in Maine's municipalities by providing important services and advocating for their common interests.



## OUR CORE BELIEFS

**LOCAL GOVERNANCE** – We believe that local government is the foundation of a strong democracy and is fundamental to the provision of essential services that promote the safety, health and wellbeing of residents and communities.

**LEADERSHIP** – We believe in the accessibility and accountability of municipal officials, with a commitment to honesty, civility, integrity, and the highest ethical standards. Municipal officials are entrusted to develop cohesiveness and build strong future-driven communities.

**COLLABORATION** – We value and support opportunities for collaboration and partnerships among municipalities, public organizations, and private entities.

**DIVERSITY, EQUITY, AND INCLUSION** – We respect the uniqueness of each municipality and the diversity within the community. We are dedicated to ensuring that all individuals are treated equally, respectfully, and fairly.

**FISCAL INTEGRITY** – We believe financial accountability, transparency, and responsible management of resources are essential for MMA and its member municipalities.

**EXCELLENCE IN SERVICE** – We believe in listening to and supporting member municipalities to ensure that their priorities, needs, and educational requirements are met through services and programs.