

Management Assessment
Montpelier, Vermont

FINAL REPORT



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1. INTRODUCTION AND EXECUTIVE SUMMARY

The Matrix Consulting Group was retained by the City of Montpelier to conduct a Management Assessment for all municipal operations. The report, which follows, presents the initial results of the study. This study was designed to provide an overall assessment of the efficiency and effectiveness of City operations, identifying strengths and improvement opportunities relating to organization, staffing and management.

At this concluding point in the study, the project team has assembled this final report, which summarizes our findings, conclusions and recommendations.

1. STUDY METHODOLOGY

In this Management Assessment for the City of Montpelier, the Matrix Consulting Group project team utilized a wide variety of data collection and analytical techniques. The project team conducted the following data collection and analytical activities:

- At the outset of the project, the study team interviewed the City Manager and the City Council. The purpose of these interviews was to develop an initial understanding of the issues and background which led to this study.
- The project team conducted an intensive process of interviewing staff in every department in the City. Members of the project team interviewed a significant portion of City staff in individual or group interviews. These interviews included staff at every level in the organization -- managers, supervisors and line staff.
- In order to maximize the employee input into this study, the project team distributed a confidential employee survey which every employee in the City had the opportunity to fill-out and return to the project team.
- While on site, the project team collected a wide variety of data designed to document workloads, costs, service levels and operating practices.

- The project team developed descriptive summaries, or profiles, of each department in the City – reflecting organizational structure, staffing, workloads, service levels and programmatic objectives.
- In order to make the assessments of operational strengths and improvement opportunities, the project team developed a set of performance measures, called “best management practices” against which to evaluate current services, workloads and service levels in the City of Montpelier.

The best management practices analysis was a critical task in our approach – organizational strengths were identified in that document as well as improvement opportunities. This report focuses on the most significant organization, staffing and management issues facing the City of Montpelier.

2. STRENGTHS OF THE CITY OF MONTPELIER’S OPERATIONS.

It is important to place any evaluation and analysis such as this Management Assessment into context. A study such as this one, necessarily focuses much of its attention on improvement opportunities which need to be addressed to improve services, address deficiencies or enhance customer service. However, this study process has also identified many positive characteristics for the City of Montpelier. These positive attributes were identified through our:

- Interaction and input from staff through personal interviews, and the employee survey.
- Conduct of a ‘best practices’ assessment process that identified specific areas of strength within the organization.

The project team feels that it is important in this Executive Summary to highlight at least some of the positive attributes of the City of Montpelier

operations. The table, below, summarizes just a few of these positive attributes for each operating Department:

ASSESSOR
The Assessor's Office has made extensive use of the website to educate the public regarding the assessment process, to distribute relevant information, and make available parcel maps to the public.
The Office has implemented a comprehensive assessing program to facilitate operations.
CEMETERY
The Department's use of Department of Corrections laborers is a cost-effective method of receiving low-skilled maintenance at the cemeteries.
The use of the Cemetery's full-time employees for snow removal and green space maintenance is also cost-effective and lowers the effective cost of operating the Cemetery.
Although the project team recommends the migration to automated records, the manual system in place currently appears to be accurate and the files are in logical order.
CITY CLERK / CITY TREASURER
The City Clerk's Office has a comprehensive index of all legal records and extensive electronic files (all records after 1993) to provide easy access of records to the public. The City has implemented an effective document imaging program for all recorded documents.
The City is transitioning to action minutes for Council meetings.
The City has implemented appropriate segregation of duties on financial transactions.
The City has implemented procedures for timely cash reconciliation and deposit. Billing and collection for non-payment of utility bills are conducted in a timely manner.
CITY MANAGER
The City has employed a variety of social media tools (including Facebook and Twitter) to communicate with residents.
Has implemented, in conjunction with the City Council, a strategic planning effort that includes the establishment of goals and objectives to guide City operations and focus staff and financial resources on identified priorities.
Develops and distributes, including web distribution, a weekly report outlining key issues facing the community, upcoming meetings, and updates on city-wide and departmental issues.
COMMUNITY JUSTICE CENTER
The Center receives a large percentage of its operating costs through State grants, and thus lowers the effective cost to the City.

The Center Director conducts between 10 and 15 cases annually under the Mediation Program, thereby avoiding the cost of an external mediator.

Center staff deliver “Insights into Conflict” training sessions three times annually.

FINANCE

The annual budget outlines trends impacting city operations including key issues impacting expenditures and revenues.

The City develops a 5-year Capital Improvement Program and a 6-year equipment replacement program.

The Finance Director prepares a monthly report, presented to the City Council and available on the website, that details actual to project expenditures and revenues.

The City has implemented a fixed asset program.

The City has implemented a cost allocation program allocating administrative costs to all enterprise funds.

FIRE

The development of a regional response system for major incidents is of value to the City and Washington County as a whole.

The Department is multi-functional, responsible for fire and emergency medical (including transport), fire prevention (including building inspection) and health issues.

The retention of part-time fire fighters and volunteers to augment full-time paid resources.

The use of day shift Lieutenants to assist with the management and administration of the Department.

PARKS AND TREES

The Department’s use of volunteers is exemplary, and lowers the effective cost of Department operations. The Department receives over 5,000 hours of volunteer service each year.

The Department has initiated a tree inventory plan, which the project team endorses and recommends expanding.

PLANNING

The Planning Department serves as the lead entity for the review of all discretionary permits and has established, within the ordinance, review times and procedures for handling applications.

The City has delegated authority to the Planning Director, or designee, to administratively review “minor” permits to streamline the review and approval process.

The City provides an opportunity for applicants to meet with representatives from all reviewing departments (at a Technical Review Committee meeting) to discuss plans, concerns or issues, and address site specific issues.

The City has recently (September 2010) adopted an updated Master Plan for the City of Montpelier. The Zoning ordinance is updated on an on-going basis as issues are identified with a planned comprehensive update to implement overlay districts.
The City's Planning Department has undertaken a variety of special projects that position the City at the forefront of many community planning efforts and initiatives.
POLICE
Very high levels of proactive time are used to address community problems.
The flat nature of the Department's organizational structure pushes responsibility down into the organization.
Patrol personnel are involved in the follow-up investigation of many crimes.
The Department is involved with the community in many ways, either formal linkages (such as with the Community Justice Center) or informally (e.g., community policing techniques).
The Department's School Resources Officer is a widely respected person who has developed many youth oriented programs internally and externally; joint funding for these programs with the City's schools.
PUBLIC WORKS
The Department has instituted a pavement condition assessment program that is administered by a former State Highway Department employee at no cost to the City.
The Equipment Maintenance Division has instituted a computerized maintenance management system that the project team recommends expanding into other divisions of Public Works.
The Department has initiated the conversion of certain Category 3 roads to gravel on a case-by-case basis, based on traffic volumes, cost of repairs and resurfacing and other factors.
Cross-utilization of personnel in the Equipment Maintenance, Streets and Water & Sewer Divisions is exemplary.

These strengths provide a strong base on which to make future changes and implement recommendations identified within the report.

3. SUMMARY OF RECOMMENDATIONS

The extended exhibit, which follows, provides a list of the principal recommendations made in this report. It also provides, for each recommendation, a suggested priority, timing for implementation, responsibility for implementing, and estimated cost / cost savings. This will provide the City

with a comprehensive “implementation plan” that can be utilized for future efforts. In terms of timeframe for implementation, short term generally refers to action that can be accomplished in the next twelve to eighteen months, and long term are those that would require more than eighteen months to implement.

The following recommendations are listed, by department, in the order they appear in the individual chapters on each department.

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SECTION	RECOMMENDATION	ENTITY / INDIVIDUAL RESPONSIBLE TO IMPLEMENT	PRIORITY	TIMEFRAME	COST / (SAVINGS)
ASSESSOR					
2.1	With the implementation of an on-going reassessment process conducted by City staff, the City Assessor position should be converted to a full-time position.	City Council / City Manager	High	Short Term	\$25,000 - \$30,000 annually
2.2 (1)	The City of Montpelier should consider modifying the assessment process to annually reassess one-fifth of properties within the Community.	City Manager / City Council	High	Short Term	Est. (\$25,000 annually)
2.2 (2)	The Assessor should continue to expand the amount of information available on the website to educate and inform the public regarding assessment policies and processes and to provide general information.	Assessor	Medium	Short Term	N/A
2.2 (3)	The City should explore the further integration of Building Permitting data and Assessing data through the use of a single system. If this is not feasible, the City should develop a method of electronically transferring relevant building permitting data to the Assessor's software system.	Assessor	Medium	Short Term	Unknown. Dependent on solution selected.
CEMETERY					
3.1	Consolidate the Cemetery Department under the Public Works Department to capitalize on opportunities to share equipment and personnel resources.	City Council / Cemetery Commission	Low	Short Term	NA
3.2	The Cemetery should automate the records of burials and plot ownership. Initially, this could be achieved through the use of an electronic spreadsheet; however, it is recommended that the Cemetery link these data to spatial data in a GIS at a later point.	Cemetery Director / Public Works Engineering	Medium	Short Term	None

SECTION	RECOMMENDATION	ENTITY / INDIVIDUAL RESPONSIBLE TO IMPLEMENT	PRIORITY	TIMEFRAME	COST / (SAVINGS)
CITY CLERK / CITY TREASURER					
4.1	Staffing level totals should remain as currently allocated at 4.5 positions.	N/A	Immediate	N/A	N/A
4.1	With the implementation of the split between the City Clerk and City Treasurer function, staffing should be allocated as follows: 2.5 positions to City Clerk function, and 2.0 positions to Treasurer functions.	City Manager	High	Short Term	N/A
4.2 (1)	The City should explore the provision of on-line access to land and vital records currently maintained in electronic format.	City Clerk	High	Long Term	Dependant on solution selected
4.2 (2)	The City should further implement action minutes for Council Meetings recording only the motions, action taken, and a short summary of discussion topics.	City Council / City Clerk	High	Immediate	N/A
4.2 (3)	The City should either eliminate the use of NEMRC for cash receipting (if BudgetSense can be configured to provide this feature) or implement an automatic batch transfer of required financial data on a monthly basis.	City Clerk / Treasurer / Finance Director	High	Short Term	Dependent on solution selected)
4.2 (4)	The City should place a high priority on the implementation of credit card payment options within the City organization.	City Clerk / Treasurer	High	Immediate	N/A
4.2 (4)	The City should implement an administrative / processing fee, where feasible, in order to limit the loss of revenue associated with credit card processing fees.	City Clerk / Treasurer	High	Immediate	N/A
4.2 (5)	The City should implement individual cash drawers for all staff routinely responsible for handling cash payments in the Clerk / Treasurer's Office.	City Clerk / Treasurer	Medium	Short Term	N/A

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SECTION	RECOMMENDATION	ENTITY / INDIVIDUAL RESPONSIBLE TO IMPLEMENT	PRIORITY	TIMEFRAME	COST / (SAVINGS)
CITY MANAGER					
5.1 (1)	The duties allocated to the Assistant City Manager should be modified in the future to provide a greater focus on conducting analysis, report writing, and general management assistance to the City Manager. Additionally, this position can be utilized to provide direct oversight of some functions to limit the number of direct reports to the City Manager.	City Manager	High	Long Term	N/A
5.1 (2)	Consolidate the Montpelier Senior Activity Center and the Recreation Department (currently under the School Board) into a Community Services Department reporting to the Assistant City Manager.	City Manager	High	Short Term	N/A
COMMUNITY JUSTICE CENTER					
6.1	The CJC should report to the Assistant City Manager as part of the organizational realignment and creation of the Community Services Department.	City Manager	Low	Short Term	None
6.1 (1)	Retain the Community Justice Center in the City organization. Should State funding be eliminated, or significantly reduced, the City should re-evaluate the CJC at that time. Regionalization of the CJC services should also be explored.	City Manager	Low	Immediate	None
FINANCE					
7.1 (1)	The Treasurer's functions should be reallocated to the Finance Department as the charter change is implemented.	City Manager	High	Short Term	N/A

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SECTION	RECOMMENDATION	ENTITY / INDIVIDUAL RESPONSIBLE TO IMPLEMENT	PRIORITY	TIMEFRAME	COST / (SAVINGS)
7.1 (1)	The duties associated with the collection of delinquent accounts should be performed by staff performing treasurer functions.	City Manager / Finance Director	High	Short Term	N/A
7.1 (2)	Staffing levels allocated to the Information Technology function are appropriate at current levels.	City Manager	N/A	N/A	N/A
7.1 (2)	The functions of GIS / Webmaster currently performed in the Planning Department, along with the part-time staff members, should be reallocated to the Information Technology unit in the Finance Department.	City Manager	High	Short Term	N/A
7.1 (3)	Over time, the City of Montpelier should expand the duties of the HR / Payroll Manager position to enable the provision of a more comprehensive and centralized Human Resources program.	City Manager	High	As opportunity arises.	\$20,000
7.2 (1)	The Finance Staff should develop a comprehensive five-year financial plan outlining and projecting major revenue and expenditures to guide policy decisions regarding service levels, staffing allocations, and major revenue and expenditure decisions.	Finance Director	Medium	Short Term	N/A
7.2 (2)	The City should implement the reporting of performance indicators within each Department Budget section and focus on those “key” measures / indicators that are most applicable to evaluating performance.	City Manager / Finance Director	High	Short / Long	N/A
7.2 (3)	The City should more clearly delineate the specific funding sources for each capital project.	Finance Director	Medium	Short Term	N/A

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SECTION	RECOMMENDATION	ENTITY / INDIVIDUAL RESPONSIBLE TO IMPLEMENT	PRIORITY	TIMEFRAME	COST / (SAVINGS)
7.2 (3)	The City should provide data demonstrating the impact of capital expenditures for the adopted CIP and Equipment Replacement Program on the operating budget.	Finance Director	Medium	Long Term	N/A
7.2 (4)	The City should adopt a formal cost recovery policy outlining the targeted level of revenues for selected municipal functions that will be covered by fees.	Finance Director / City Manager	Medium	Short Term	N/A
7.2 (5)	The Finance Director should continue to monitor fund reserve balances and work with the City Council to develop a plan to increase unallocated fund reserves to at least the 10% level.	Finance Director	High	On-going	N/A
7.2 (6)	The implementation of electronic timesheets for the City of Montpelier employees should be a high priority.	Finance Director	High	Short Term	Unk.
7.2 (7)	The Finance Staff should develop a plan for full implementation of the electronic document functions of the BudgetSense software related to payables.	Finance Director	Medium	Short Term	N/A
7.2 (8)	Over time, the City should implement a more centralized Human Resources Program.	City Manager	High	As opportunity arises	\$20,000
7.2 (9)	The City should acquire a more suitable location for the storage of computer backup files.	Finance Director	High	Immediately	N/A
7.2 (9)	The City should develop a plan for maintaining all City PC software (specifically Microsoft Office Suite) on a consistent version for all staff.	Finance Director / IT Manager	Medium	Short / Ongoing	N/A

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SECTION	RECOMMENDATION	ENTITY / INDIVIDUAL RESPONSIBLE TO IMPLEMENT	PRIORITY	TIMEFRAME	COST / (SAVINGS)
FIRE					
8.1 (2)	The City of Montpelier and the Montpelier Fire Department need to develop standards of service for fire and emergency medical services.	Fire Chief	Medium	Short Term	N/A
8.1 (4)	Evaluate the use of part-time firefighters and qualified, available and interested City and regional volunteers for shift coverage.	Fire Chief	High	Short Term	Conversion of overtime
8.1 (5)	The Fire Department's organizational structure should remain unchanged for now. However, on a relevant position vacancy upgrade the Department Secretary position to an Administrative Assistant and eliminate one of the Special Projects Lieutenants positions and use of these funds to create a new firefighter position.	City Council / City Manager	High	With position turnover	(\$10,000)
8.2 (1)	The MFD and the City of Montpelier should consider implementing a company inspection program to improve fire prevention and education efforts within the City.	Fire Chief / Lieutenants	High	Short Term	N/A
8.2 (2)	The jurisdictions in Washington County should, in the long term, consider sharing services in one or more of the methods shown above for service functions that lend themselves to consideration and openness in the region.	City Council / City Manager	Medium	Ongoing	N/A
PARKS AND TREES					
9.1	Consolidate the Parks and Trees Department under the Public Works Department to capitalize on the opportunity to share equipment and personnel resources.	City Council and Cemetery Commission	Low	Short Term	None

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SECTION	RECOMMENDATION	ENTITY / INDIVIDUAL RESPONSIBLE TO IMPLEMENT	PRIORITY	TIMEFRAME	COST / (SAVINGS)
9.2 (1)	Continue the current effort to develop a Tree Master Plan, including a tree inventory.	Parks and Trees Superintendent	Low	Short Terms	None
PLANNING					
10.1 (1)	The GIS / Webmaster position should be transferred to the Information Technology unit of the Finance Department.	City Manager	High	Immediate	N/A
10.1 (2)	The City should reallocate the Building Permitting and Inspection functions from the Fire Department to the Planning and Community Development Department.	City Manager	Medium	Short Term	N/A
10.2 (1)	The Planning Director, in conjunction with the Finance Director, should review the fees charges for services provided to ensure they are established at a level sufficient to cover actual processing costs.	Planning Director / Finance Director	Medium	Short Term	N/A
10.2 (2)	The Planning Department should acquire and install an automated permitting system.	Planning Director	High	Long Term	Dependent on selection made.
10.2 (3)	The City Manager, Planning Director and City Council should hold a workshop to review services performed by the Planning Department, establish priorities, and allocate resources necessary to accomplish assigned duties.	City Manager	High	Short Term	N/A
10.2 (3)	Following the work session, the Planning Director should develop an annual work-plan outlining core planning functions and special projects with identified resources allocated to each.	Planning Director	High	Short Term	N/A

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SECTION	RECOMMENDATION	ENTITY / INDIVIDUAL RESPONSIBLE TO IMPLEMENT	PRIORITY	TIMEFRAME	COST / (SAVINGS)
10.2 (4)	Post common plan check corrections on the City's website to provide guidance to architects and design professionals on the development requirements in the City of Montpelier.	Planning Director	Medium	Short Term	N/A
10.2 (4)	The conditions of approval utilized by all of the divisions and departments in the review of discretionary and administrative permits should be documented and posted to the Planning Department's website.	Planning Director	Medium	Short Term	N/A
10.2 (4)	The Planning Department should take lead responsibility in facilitating the development of these written conditions of approval by all of the divisions and departments.	Planning Director	Medium	Short Term	N/A
10.2 (5)	The Planning Department should document interpretations of the zoning code and subdivision regulations and internal policies and procedures and make these available to the public on the City's website.	Planning Director	Medium	Short Term	N/A
10.2 (6)	The City should provide the ability for residents to provide complaints regarding zoning compliance through the City's website.	Planning Director	Medium	Long Term	N/A
10.2 (6)	The City should develop a plan for the implementation of proactive zoning enforcement, at least on a limited basis.	City Manager / Planning Director	Medium	Short / Long	N/A
POLICE					
11.1 (1)	The Montpelier Police Department should retain existing staffing levels in patrol.	N/A	N/A	N/A	N/A

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SECTION	RECOMMENDATION	ENTITY / INDIVIDUAL RESPONSIBLE TO IMPLEMENT	PRIORITY	TIMEFRAME	COST / (SAVINGS)
11.1 (1)	The Montpelier Police Department should transfer one patrol position from the swing shift to the day shift.	Police Chief	High	Short Term	N/A
11.1 (1)	The Police Department should regularly evaluate the amount a and use of proactive time in patrol.	Police Chief and Sergeants	High	Short Term	N/A
11.1 (2)	The MPD is staffed appropriately with one (1) Detective but this staff person has opportunities to expand his use to support the Department. Crime analysis would be an important collateral duty to assign to the Detective.	Police Chief and Detective	High	Short Term	N/A
11.1 (3)	Continue current approaches to providing emergency communications services in the City and the region.	N/A	N/A	N/A	N/A
11.1 (4)	As long as there is a continued financial assistance from Montpelier Schools, continue current approaches to providing school resources officer programming.	N/A	N/A	N/A	N/A
11.1 (5)	Continue current approaches to administrative management.	N/A	N/A	N/A	N/A
11.1 (6)	The Police Department's organizational structure should remain unchanged for now. However, with revenue growth the City should convert one sergeant's position to a Lieutenant or Captain.	City Council / City Manager	Medium	Depends on revenue growth	\$10,000
11.2 (1)	Implement the utilization of patrol officer plans as a tool for sergeants to better monitor activity and manage / measure the effectiveness of officer proactive time.	Police Chief / Sergeants	High	Short Term	N/A
11.2 (1)	The Montpelier Police Department should consider steps to improve its community-policing strategy.	Police Chief / Sergeants	High	Short Term	N/A

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SECTION	RECOMMENDATION	ENTITY / INDIVIDUAL RESPONSIBLE TO IMPLEMENT	PRIORITY	TIMEFRAME	COST / (SAVINGS)
11.2 (2)	The Department should develop a more formal management approach to investigations to make it more consistent and better coordinated.	Police Chief / Sergeants and Detective	High	Short Term	N/A
11.2 (3)	Begin an internal process with the assistance of the City's Information technology staff to evaluate alternatives to CrimeTrack.	City Manager / Police Chief / IT staff	High	Short Term	N/A
PUBLIC WORKS					
12.1 (1)	Investigate the feasibility of consolidating the facilities maintenance function of the City with the similar function performed in the School System. This may result in full consolidation, or a more limited initiative, such as sharing the cost of a Facilities Maintenance Manager to share costs.	Public Works Director	Medium	Immediate	Dependent on approach taken.
12.1 (2)	The project team concurs with the decision to hire a Wastewater Treatment Plant Operator and eliminate a Plant Operator position.	Public Works Director	Medium	Short Term	N/A – already implemented.
12.1 (3)	The Department should utilize multiple means and resources to more effectively report its work activity, with the objective of ensuring the accountability for the use of its resources.	Public Works Director, Assistant Director and Superintendents	Medium	Short Term	None
12.1 (4)	Develop an overall asset management plan for the management of the infrastructure and assets for which the Department has been given responsibility.	Public Works Director, Assistant Director and Superintendents	High	Long Term	None

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SECTION	RECOMMENDATION	ENTITY / INDIVIDUAL RESPONSIBLE TO IMPLEMENT	PRIORITY	TIMEFRAME	COST / (SAVINGS)
12.1 (5)	Develop an asset inventory of the infrastructure and assets for which the Department has responsibility. This should include a definition of the assets to be collected, assignment for collecting data, and a schedule for the collection of data.	Public Works Director and Assistant Director	High	Long Term	None
12.1 (6)	The Department should leverage its investment in the Manager Plus computerized maintenance management system, currently in use primarily in the Vehicle Maintenance Division to develop an annual work program and scheduling plan. This CMMS should also be the primary vehicle by which the Department reports on its work activity and the productivity of the resources utilized in the accomplishment of work in accordance with the work plan.	Public Works Director, Assistant Director and Superintendents	High	Short Term	None
12.1 (7)	Develop a comprehensive set of work activities performed by each division in the Department.	Public Works Superintendents	Medium	Short Term	None
12.1 (8)	The Department should define the service levels that are appropriate to be accomplished.	Public Works Director	High	Short Term	None
12.1 (9)	Once all activities have been defined, performance standards should be defined, which outline, for each major activity, the methods of accomplishment, crew sizes, levels of service, the probable materials needed, and the expected average daily production levels to be achieved. A sample of such a performance standard has been provided.	Public Works Director, Assistant Director and Superintendents	High	Short Term	None
12.1 (10)	The Department of Public Works should develop a formal work planning and scheduling system.	Public Works Director, Assistant Director and Superintendents	High	Short Term	None

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12.1 (11)	The Department should generate a monthly performance report comparing planned versus actual performance and costs. The intent of the monthly performance report is to report actual accomplishments against the annual work plan. This report should provide the basis for the Director's monthly performance report to the City Manager.	Public Works Director	Medium	Short Term	None
12.1 (12)	The Public Works Department should have regularly scheduled staff meetings to discuss issues of common interest and concern.	Public Works Director	Low	Immediate	None
12.2 (1)	The Department Director should relocate to the Dog River complex in order to facilitate communications with staff.	Public Works Director	Low	Short Term	None
12.2 (2)	The Department should design standards for identifying sections of sidewalk that need repair. The Department should either design its own standards or adopt some modification of those presented in this section. Further, it should relate these to the sidewalk stewards group. All City sidewalks should be inspected on a maximum of a three-year cycle.	Public Works Director, Assistant Director and Streets Superintendent	Low	Long Term	None
12.2 (3)	Convert the vacant, unfilled Truck Driver position in the Streets Division to a seasonal position.	Public Works Director	Medium	Immediate	(\$20,400)

SECTION	RECOMMENDATION	ENTITY / INDIVIDUAL RESPONSIBLE TO IMPLEMENT	PRIORITY	TIMEFRAME	COST / (SAVINGS)
12.2 (4)	Increase the number of miles of street overlays and slurry seals over a five-year period.	City Council, Public Works Director	High	Long Term	Additional \$187,000 to \$387,000 annually for 5 years (assumes maintenance of current \$213,000 annually).
12.2 (5)	The Engineering Division should develop a standard filing system for all capital projects that captures the same set of documentation for each project. Further, the Division should incorporate a "Project Plan" document that requires the project manager to provide the elements of the project, as stated above.	Assistant Director, Projects Engineer	Low	Short Term	None
12.2 (6)	The City should adopt a snow and ice removal ordinance that places responsibility for removal on owners of property adjacent to public sidewalks.	City Council / City Manager	High	Long Term	Dependent on approach implemented.

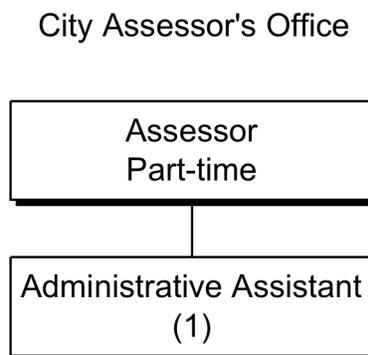
More detailed discussion regarding each recommendation is contained in the appropriate chapter for each department.

2. ASSESSOR

This chapter of the report provides the project team's evaluation of the overall organization, staffing, and operations / management of the City Assessor's Office. This office is generally responsible for the assessment and tax levy for all real estate and personal property owned within the City of Montpelier in accordance with State regulations. Additionally, staff is responsible for the maintenance of all property records, sales information, and tax maps for the City of Montpelier.

1. ANALYSIS AND RECOMMENDATIONS OF ORGANIZATIONAL AND STAFFING ISSUES.

The structure and allocation of personnel for the City Assessor's Office is illustrated below:



The City Assessor is a part-time position that is scheduled to work three days, on average, year round with work hours fluctuating based upon workload and required assessment functions. The Administrative Assistant position is a full-time year round position that supports the efforts of the Assessor's Office and the Assessor and provides assistance to other departments as needed.

The City operates a traditional Assessing function similar in scope and duties to those performed by Assessing Departments throughout the State of Vermont. Currently, the City utilizes contractual support to conduct required re-assessment functions for both real estate and personal property assessment functions. As noted later in this chapter, the project team recommends that the City consider implementing an on-going reassessment process utilizing Assessing Staff rather than a full-assessment conducted by external contractual resources.

To accomplish this, the City would need to convert the Assessor position from part-time to a full-time position. It is anticipated that the total cost of this conversion, including wages and estimated benefits would be in the range of \$25,00- to \$30,000. The increased costs would be offset by reductions in the need for external resources – as contractual reassessment services could be reduced from the approximately \$225,000 required every five years to a much lower amount. Of this amount, the State provides an \$8.00 per parcel amount annually to offset reappraisal costs.

Other than this potential personnel change, the project team does not recommend other staffing changes at this point in time.

Recommendation: With the implementation of an on-going reassessment process conducted by City staff, the City Assessor position should be converted to a full-time position.

2. ANALYSIS AND RECOMMENDATIONS ON OPERATIONAL ISSUES.

The following sections, outline the specific recommendations related to the operations of the Assessor's Office, and includes the rationale and benefits associated with each recommendation.

(1) The Department Should Consider Implementation of an On-going Reassessment Program that Revalues 20% of Properties Annually.

While current staffing levels and approaches do not allow for an on-going reassessment of properties on an annual basis, the project team recommends that the City consider converting to this approach rather than the current mass appraisal conducted every five years. This approach has several benefits to the community including:

- **Assessment completed by Single Individual:** All assessment functions would be completed by City staff utilizing a broader knowledge base of the community and greater understanding of the local conditions.
- **Reduced Cost:** Rather than paying a contractor for a full-parcel assessment approximately every five years, the assessments would be completed on an on-going basis at a reduced cost. Current projections estimate that the mass appraisal has a cost of approximately \$225,000. While some external resources may be necessary periodically to maintain assessments, this amount should be greatly reduced in excess of the costs associated with the increase in salary and benefits for converting the Assessor position to full-time (estimated at \$25,000 to \$30,000).
- **Reduced Assessment Fluctuations:** While individual properties may still only be fully reassessed once every five year period, the conduct of assessments annually of 20% of properties within the Community typically provides for less drastic changes in overall assessment values.
- **Provide a More Level Workload:** The workload associated with maintaining the assessments of property within the City of Montpelier will be more manageable with approximately 20% of properties assessed annually. This is a much easier process to administer than a mass appraisal conducted every five years where all properties are being addressed and reassessed.

Many communities utilize the on-going (cyclical) assessment process similar to what is being recommended. In those communities, it is common for approximately 20% of properties to be reassessed each year. With approximately 3,000 parcels within the community; this would represent an annual reassessment of 600 parcels annually. IAAO guidelines recommend in the range of 18 homes/apartments or 7

commercial / industrial reassessments can be conducted per day when fully allocated to reassessments. Utilizing these guidelines, the annual reassessment workload would represent somewhere between 33 and 85 days allocated solely to reassessment duties. With conversion of the Assessor position to full-time, existing staff resources would be sufficient to accomplish this.

Recommendation: The City of Montpelier should consider modifying the assessment process to annually reassess one-fifth of properties within the Community.

(2) The Department Should Continue to Expand the Information Available on the Website.

The City of Montpelier Assessing Department has made good use of the website to disseminate information regarding the assessment function. Currently, the City makes available the following information:

- Final Grand List (2009);
- 2010 Preliminary and Official Grand List;
- Property record cards;
- Parcel Maps (pdf);
- Property Sales (since April 2007 to present);
- Tax Appeal Handbook;
- Publication entitled “How to Appeal your Assessment”.

Items that could be added to increase the information available and support to residents could include:

- List of Frequently Asked Questions regarding Assessment;
- Availability of online parcel maps and GIS data;

The following is a suggested list of FAQ’s to place on the Department’s web site:

- What is a parcel map?
- How can I get a copy of a map?
- How much will I pay for a copy of a map?
- Where can I get information on parcel splits and/or combinations, and why would someone desire to do this?
- What is a revaluation and why is it done?
- Will my assessment change even if I didn't do anything to my property?
- Will someone inspect my property if I buy or sell a home?
- Can I refuse to let an Inspector in to inspect? What happens if I do?
- What is business personal property?
- Why did I receive a personal property statement?
- Do I have to do anything with it if the property listed on the statement is still in my possession?
- Can I amend the return after I file it?
- Does the Assessor prorate taxes between the buyer and seller in the event that the business is sold?
- How does the Assessor arrive at the taxable value of my personal property?
- I have a second home that I rent out when I'm not there. Do I have to pay personal property taxes on the contents of the home?
- What happens if I don't pay my taxes?

The goal is to provide as much information and transparency to the Assessment process as possible to keep lines of communication open with the public.

Recommendation: The Assessor should continue to expand the amount of information available on the website to educate and inform the public regarding assessment policies and processes and to provide general information.

(3) The Level of Integration of Data Between the Building Inspection Function and the Assessor's Office Should be Increased and If Possible a Single System Should be Utilized.

At the present time, the sharing of information between the Building Inspector and the City Assessor is occurring in a manner sufficient to ensure that the Assessor is aware of on-going construction activity that would be necessitate revaluation / re-assessment. However, this sharing of information is generally conducted in a manual process as the Assessor and the Building Inspector utilize different software systems that are not integrated. The Assessor's software program has the capability of handling some building permitting functions. The Building Inspector should evaluate this system to determine if it would meet his needs for handling building permitting and inspection functions. Ideally, both entities would be on a single system that enables the electronic sharing of data.

If this is not feasible (or the system does not provide the functionality required by the Building Inspector), the City should explore the implementation of a electronic transfer of data on a daily / weekly basis from the Building system to the Assessor's software to eliminate the manual processes and ensure full transfer and availability of building permit information to the Assessor.

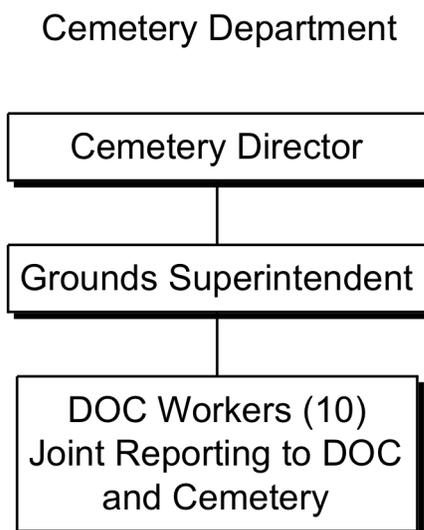
Recommendation: The City should explore the further integration of Building Permitting data and Assessing data through the use of a single system. If this is not feasible, the City should develop a method of electronically transferring relevant building permitting data to the Assessor's software system.

3. CEMETERY

This chapter provides the project team's assessment of the City of Montpelier's Cemetery Department and includes the key findings and recommendations regarding general organizational structure, staffing changes and operations.

1. ANALYSIS AND RECOMMENDATIONS OF ORGANIZATIONAL AND MANAGEMENT ISSUES.

Reporting to the City Manager and five elected Board of Commissioners, the Cemetery Director supervises a Grounds Superintendent and 10 Department of Corrections workers during the 26 to 28-week period from mid-April through mid-November each year. The crew maintains the 45-acre Green Mount Cemetery and a one-acre Cemetery at Elm Street. During the winter, the Director also plows the parking lot at City Hall to remove snow. The organizational structure of the Department is presented below.



The Cemetery's operations are similar to those of other organizations within the City structure in that the primary activities are mowing, beautification, lot clearing, etc.

These are similar in nature to the functions and activities of the Parks and Trees Department, and the Streets Division of Public Works. The Parks and Trees chapter of this report provides a more thorough analysis of these similarities, however, in short, the Cemetery operations utilize similar equipment, and have similar work activities, which make the Department a candidate for consolidation with a larger organization such as Public Works, in order to capitalize on the potential to share equipment and personnel resources. Further, the Cemetery has only two full-time employees, and is a direct report to the City Manager. The consolidation of the Cemetery under the Public Works organization eliminates one “indirect” report to the Manager, who currently has a relatively broad span of control. While the Cemetery Superintendent reports directly to the Cemetery Commission, this position does participate in City Department Head meetings and coordination of some efforts with other City staff.

Recommendation: Consolidate the Cemetery Department under the Public Works Department to capitalize on opportunities to share equipment and personnel resources.

2. ANALYSIS AND RECOMMENDATIONS ON OPERATIONAL ISSUES.

The Cemetery’s method of recording plot ownership and records of burials is completely manual. The Director maintains a set of file cabinets in the office adjacent to the chapel at the front entrance to Green Mount Cemetery. These files contain orange cards with information regarding the deceased in each grave. The information on these cards is not, in all cases, completely filled out. The data on these cards relates to the name, residence, place and date of death, age at death, occupation (if known), parents’ names, spouse’s name, and date of interment. The lot number of the location of the deceased’s grave is noted at the top of the card.

There is another card that is kept in a separate cabinet that relates to the purchaser of the lot, and contains information related to his or her address, and successor. It also contains information related to the lot number, deed number, and contractual data related to perpetual care, annual care, special services, and a space for remarks. The back of this card contains information on the deceased.

The data on the cards in the office are in some cases becoming illegible, and in all cases, the information is manual, and in most cases, hand-written. Further, these cards are the only record of burials in the City, and if lost or destroyed, would result in potential complete loss of information related to occupants of graves.

The layout of gravesites and the numbering of lots is also completely manual. While making a visit to the Green Mount Cemetery, the project team randomly selected several lot cards in the office in order to determine if the locations of graves could be discerned from the card. In fact, all cards did successfully cross-reference to the map indicating the location of the selected grave, however, the only map of the site is on the wall in the chapel. Again, the map's numbering is hand-written, and is becoming difficult to read in some cases. Additionally, since the numbering of the lots is not entirely sequential, locating any particular grave on the map can become challenging and time-consuming.

The manual record keeping at the Cemetery, combined with the lack of a parallel set of records, exposes the Cemetery to potential losses of important data. Further, the presence of only a single map that cross-references lot and burial data to the grave site at the Cemetery is an additional exposure that could be eliminated through the use of automated systems.

The project team strongly recommends that the Cemetery records be automated. As an initial step, this may be accomplished by simply entering lot ownership and burial data into an Excel spreadsheet. However, a developing best practice in the industry is for positional data related to the layout of the Cemetery to be recorded in a geographical information system (GIS), with land information such as is currently captured on the lot and burial cards in the office linked to the graphical layer of the GIS. This “linking” of graphics and data would essentially eliminate the Cemetery’s exposure to loss of manual data, and would greatly facilitate record searches. The linking of the graphical files to the data files could be assisted by personnel in the Public Works Department, and is a further benefit of consolidating the Cemetery with Public Works.

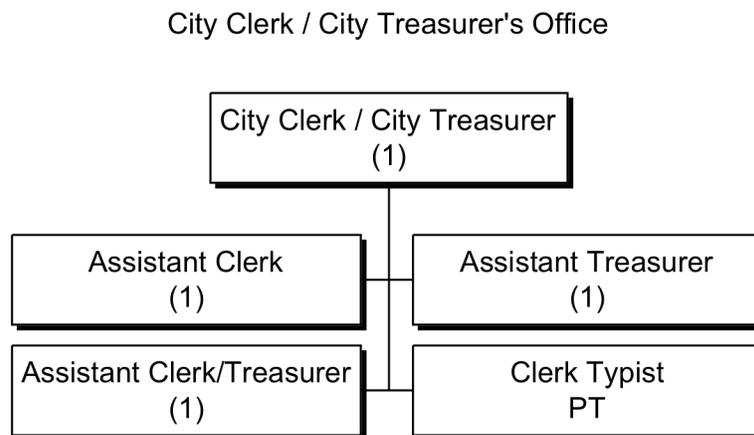
Recommendation: The Cemetery should automate the records of burials and plot ownership. Initially, this could be achieved through the use of an electronic spreadsheet; however, it is recommended that the Cemetery link these data to spatial data in a GIS at a later point.

4. CITY CLERK / CITY TREASURER

This chapter of the report provides the project team's evaluation of the overall organization, staffing, and operations / management of the City Clerk / City Treasurer's Office. This office is generally responsible for the maintenance of all essential records of the City of Montpelier, vital records, recording of land documents, and collection of various payments including tax payments, licensing payments, water and sewer payments, parking tickets, and other municipal charges. In addition, the City processes fishing and hunting licenses on behalf of the State. The office is also responsible for the administration of elections.

1. ANALYSIS AND RECOMMENDATIONS OF ORGANIZATIONAL AND STAFFING ISSUES.

The structure and allocation of personnel for the City Clerk / City Treasurer's Office is illustrated below:



The City Clerk / City Treasurer's Office is allocated a total of four full-time position, including the elected City Clerk / City Treasurer and one part-time position to handle the assigned duties of the office.

At the present time, the staffing allocated to the City Clerk / City Treasurer's Office is appropriate given the allocated duties. The staffing allocations for functions are similar to those present in comparable sized communities (with similar duties) that the project team was worked with and based upon an assessment of other Vermont jurisdictions. In discussions with staff, no duties were noted that were not being completed due to lack of resources; though, as with many functions, some items may not be completed as timely as individuals would desire.

The greatest challenge / change for this Office related to staffing and organizational structure is the pending charter change that will segregate the duties of the City Treasurer and make this an appointed position within the overall Finance function of the City of Montpelier. In implementing this change, it will have an impact on the current staffing approach utilized within the Office – where staff are cross-trained and utilized to perform a variety of functions – related both to City Clerk functions and City Treasurer functions.

The project team reviewed current allocation of duties, comparable staffing levels for the individual City Clerk and City Treasurer functions, to determine a recommended staffing approach that can be utilized by the City of Montpelier as the charter change is implemented.

The project team would recommend that in implementing the change in organizational structure for this office, that the City should initially allocate staff between the two functions as outlined in the following table:

Position	Current Allocation	Proposed Allocation	
		City Clerk	Treasurer
City Clerk / City Treasurer	1.0 Elected Position	1.0 Elected	1.0 Appointed
Assistant City Clerk	1.0	1.0	
Assistant City Treasurer	1.0		1.0
Assistant City Clerk / Treasurer	1.0		
Clerk / Typist	.5	.5	
TOTAL	4.5	2.5	2.0

The implementation of the split between the City Clerk and City Treasurer functions should result in the allocation of 2.5 positions to the City Clerk function and 2.0 positions to Treasurer functions. It is anticipated that the 2.0 positions related to the City Treasurer function would be reallocated to the Finance Department. The actual staffing levels associated with the Treasurer functions should be reevaluated a year after implementation of the split, to ensure that adequate staffing resources have been allocated to the performance of these duties.

To maintain a high level of customer service, and enable continue utilization of the cross-functionality of staff serving at the counter, the City should continue having these functions co-located at the present location and providing backup to each other. While staff will continue to work cooperatively in providing public service, the staff principally allocated to Treasurer functions will report to the Finance Director.

Recommendation: Staffing level totals should remain as currently allocated at 4.5 positions.

Recommendation: With the implementation of the split between the City Clerk and City Treasurer function, staffing should be allocated as follows: 2.5 positions to City Clerk function, and 2.0 positions to Treasurer functions.

2. ANALYSIS AND RECOMMENDATIONS ON OPERATIONAL ISSUES.

The following sections, outline the specific recommendations related to the operations of the City Clerk / City Treasurer's Office and includes the rationale and benefits associated with each recommendation.

(1) The City Should Explore the Provision of On-Line Access to Available Public Records.

At the present time, the City of Montpelier City Clerk's Office provides access to the public to vital records, land records, and other municipal records maintained by the office. For land records, a dedicated PC has been allocated that can be utilized by the public for searching documents and printing desired records. The City should explore with the current vendor the feasibility of making available on-line access to selected records via a pay for access program. This approach would increase access to public records and eliminate the needs for customers to physically come to City Hall to search and retrieve records. Since records are currently maintained in an electronic format (for more current records), the needed change is for an interface to allow web search and printing with appropriate security and payment provisions.

Recommendation: The City should explore the provision of on-line access to land and vital records currently maintained in electronic format.

(2) The City Should Further Implement the Conversion from Detail to Action Minutes.

The City Clerk has been working to implement a change from detailed minutes of meetings to more "action" minutes that detail only a general summary of the discussion of the item and the final vote taken on each item. Under the current process for developing minutes, all meetings are tape recorded in addition to being video recorded. The taped recordings are then reviewed / listened to by the Clerk Typist following the

meeting for the development of the actual minutes. Many communities that have implemented action minutes are able to have all necessary information recorded by the staff members present at the meeting and convert these notes to minutes within the next day or two. The benefit to this approach is more timely minutes (though with less information available on the discussion that occurred) and the need for fewer staff resources to accomplish this task. This approach should also be considered for other commissions and committees where meeting minutes are prepared and where a more detailed history of the context of the discussion is not needed to be included within the minutes.

The City, if desiring to fully adopt only action minutes, should modify procedures to have staff present at the meetings record necessary details regarding the action and votes taken, and develop the minutes from these notes. The time required for creating action minutes should be reduced to only a couple hours per meeting utilizing this approach.

Recommendation: The City should further implement action minutes for Council Meetings recording only the motions, action taken, and a short summary of discussion topics.

(3) The City Treasurer Should Work with IT and the Current Vendors to Transition Cash Receipting from NEMRC to BudgetSense.

The current approach utilized by the City of Montpelier to handle cash receipting through NEMRC is causing some difficulties related to the timely reconciliation of accounts on a monthly basis, and more critically for closing financial periods. The situation is a result of the following:

- **Lack of Software Integration:** NEMRC and BudgetSense are not electronically integrated. This requires that all cash receipting done in NEMRC be manually entered into BudgetSense at the end of each month / financial period.

- **All Entries are done only by the City Treasurer:** The entry of cash receipting totals into BudgetSense is currently only performed by the City Treasurer. Given the demands and priorities placed on this position, these entries are not always completed in a timely fashion.

The value of having an integrated financial system is to limit the amount of duplicate entry and “rework” that is associated with having a variety of software systems / solutions. As currently operating, the City’s financial staff are not able to proceed with financial reconciliations in a timely manner because required information regarding cash receipting, specifically the revenue account totals, is not timely entered into the BudgetSense system. Notwithstanding the satisfaction levels that staff have with the NEMRC system, the City should pursue implementation of cash receipting in an integrated fashion with BudgetSense either through direct cash receipting in this system or through the development of an automatic batch updating feature to automatically transfer required information from NEMRC to BudgetSense eliminating the need for manual entry.

Recommendation: The City should either eliminate the use of NEMRC for cash receipting (if BudgetSense can be configured to provide this feature) or implement an automatic batch transfer of required financial data on a monthly basis.

(4) The City Treasurer Should Continue the Efforts to Implement Credit Card Payments.

The City is well aware of the need of and value to implementing credit card payments throughout the City organization. The provision of credit card payment options, both in-person and on-line, has become a standard service provided to municipal customers and the City should aggressively pursue implementation of this option. There are hundreds of communities within the region (and dozens within

Vermont) that can be utilized as a model for accomplishing this. The current plan is for this service to be provided during the summer of 2011.

The City should place a high priority on ensuring that this target is met and that this payment option is available to customer and residents. The only major policy issue that the City must address in the provision of this service is the associated processing fees charged for processing credit card payments. The City should develop a policy that makes this payment option cost-neutral to the City either through the implementation of a convenience / processing fee or through the adjustment of overall fees to recognize the small potential for lost revenues. Many vendors of these services have implemented a “rebate” program for municipalities that provide for a rebate to the community based upon the total amount processed through credit card payments. If this option is available to the City of Montpelier, this may negate or reduce the need for imposing an administrative / processing fee.

Recommendation: The City should place a high priority on the implementation of credit card payment options within the City organization.

Recommendation: The City should implement an administrative / processing fee, where feasible, in order to limit the loss of revenue associated with credit card processing fees.

(5) The City Clerk / City Treasurer Should Consider the Implementation of Separate Cash Drawers for Each Position Staffing the Front Counter.

While no prior issues were noted, nor are they implied, regarding issues related to cash handling within the Office, the project noted that the office operates with only two cash drawers – one allocated for parking ticket payments and one for all other payments. Best practices in cash management recommend that all individuals taking cash payments should have a dedicated cash drawer for their use. This increases the

integrity of the cash collection procedures, and ensures that each individual is held responsible for daily and on-going cash balancing. While a minor issue, the City should provide individual cash drawers for each individual staffing the front counter and taking payments.

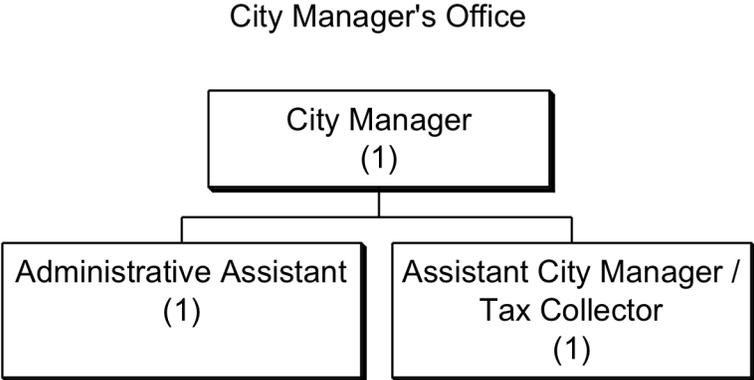
Recommendation: The City should implement individual cash drawers for all staff routinely responsible for handling cash payments in the Clerk/Treasurer's Office.

5. CITY MANAGER

This chapter of the report provides the project team’s evaluation of the overall organization, staffing, and operations / management of the City Manager’s Office. This office is generally responsible for the overall administration and management of the City of Montpelier under the policy direction and guidance of the City Council.

1. ANALYSIS AND RECOMMENDATIONS OF ORGANIZATIONAL AND STAFFING ISSUES.

The structure and allocation of personnel for the City Manager’s Office is illustrated below:



As shown in the organization chart, the City Manager’s Office is allocated three staff members as follows: City Manager, Assistant City Manager / Tax Collector; and Administrative Assistant.

(1) The Duties of the Assistant City Manager / Tax Collector Should be Modified.

At a point in the future when the City has the opportunity to change to the duties of the Assistant City Manager position, the City Manager should allocate a new set of duties to this position. At the present time, this position provides general support to the

City Manager, Tax Collector duties, and general oversight of ancillary services such as the Senior Center.

As will be detailed in greater detail in the Finance Chapter, the project team recommends that the tax collection duties and responsibilities related to collection of delinquent accounts should be transferred to the Treasurer's staff. While this function is being performed extremely well by the current incumbent, these are not typical duties that should be allocated to the Assistant City Manager. The position should be allocated to provide services as follows: (1) High-level research, administrative analysis and reporting, and general support to the City Manager; and (2) direct oversight of allocated functions (to reduce number of direct reports to the City Manager). The specific split of time between these two duties may vary but it would be expected that the most significant amount of time should be allocated to the duties outlined in first point above.

Recommendation: The duties allocated to the Assistant City Manager should be modified in the future to provide a greater focus on conducting analysis, report writing, and general management assistance to the City Manager. Additionally, this position can be utilized to provide direct oversight of some functions to limit the number of direct reports to the City Manager.

(2) The City Should Consolidate the Recreation Department and the Montpelier Senior Activity Center into a Community Services Department reporting to the Assistant City Manager.

Recreational services in the City of Montpelier are provided by the Recreation Department, which currently is organized under the School Board. It is comprised of a Director, a Program Coordinator/Pool Director, an Administrative Secretary, an Office Assistant, a Capital Kids Day Camp Director, a Maintenance Foreman, Maintenance Worker and varying numbers of part-time and seasonal workers, as well as instructors.

The proposed FY12 budget for the Recreation Department is \$838,061, of which \$605,230 comes from a \$0.07 property tax.

The Montpelier Senior Activity Center (MSAC) provides services to seniors in Montpelier as well as some nearby towns. These services include classes, field trips, tax assistance, billiards, card games and many other leisure and instructional activities. The full-time staff at the Center consists of a full-time Program Director and two part-time Secretary positions. This staff is supplemented by a significant number of volunteers who, last year, provided over 4,000 hours of service time. The MSAC budget in FY12 is \$273,957, of which \$125,707 is an appropriation from the City. MSAC currently reports to the Assistant City Administrator.

The City's expenditures in these two functions have historically been made with little control, input or requirement for justification or attainment of specific levels of service. The project team recommends that the Recreation Department and MSAC be placed under the direction of the Assistant City Manager in a new Community Services Department. These two currently separate departments provide leisure services to their constituents and charge fees for services and activities, which make them logical candidates for consolidation. Further, there are certain senior programs and activities offered by the Recreation Department, such as Family and General Swim, Scottish Country Dance, Yoga, Ice Skating at Pool and at Civic Center, Ballroom Dancing and Water Colors.

The consolidated Department should also be charged with the attainment of specific qualitative and quantitative performance objectives. These performance measures may relate to such objectives as:

- **Increasing membership and participation.** Currently, there are 620 paying members, which is down from 919 in 2008. The City, working with MSAC should develop quantitative goals for increasing this membership by an agreed-upon percentage, or absolute number, each year. The fact that MSAC is in a temporary location with no ability to cook or provide meals, has undoubtedly had an effect on the membership and attendance in recent months, however, once the facility at 58 Barre Street is ready for occupancy, the Center should be required to attain certain increases in membership and class participation levels.

Similarly, the Recreation Department should be accountable for increasing class and program participation. The project team does not possess data relating to these current levels, however the Department and the City should work together to establish a baseline and to develop reasonable levels of increases in these participation levels.

- **Outreach.** MSAC should develop methods for outreach to seniors, such as on the web site, brochures distributed at doctor offices, churches, and other locations in order to provide information on services and the benefits of membership. The MSAC web site contains several links to useful information such as an activity calendar, trip flyers, newsletters, etc., it does not provide casual visitors or those who may be interested in membership with a general statement of its values, mission, or benefits of membership. The Recreation Department should similarly be accountable for innovative ways to reach new participants, and to keep current participants informed of programs, services and events.
- **Member Satisfaction.** MSAC and the Recreation Department should continually formally survey its membership and program participants to establish a baseline of satisfaction, and should be accountable for the maintenance and/or improvement upon this baseline each reporting period.
- **Financial accountability.** Currently, MSAC covers \$82,100 of its \$273,957 total budget in fees and charges for service. This equates to 30%. The City, working with the Center, should establish reasonable levels of self-sufficiency in terms of fees, charges for service and other revenue sources that should be phased over time to attain these levels. These may include increased fee levels, grant acquisitions, additional programs and services, or other methods.

The Recreation Department covers \$207,575 of its \$838,061 FY12 budget in fees and charges for service, or about 25%. There are certain populations to which the Department provides services that the City and the Department will make conscious decisions to subsidize fees. However, there are other programs that the Department should be required to attain certain levels of self-sufficiency approaching 100% for some of these.

The placement of these two functions under the Assistant City Manager in a Community Services Department will result in a greater degree of accountability for the attainment of specific, and agreed-upon, results, and will provide an organizational mechanism to better coordinate the services provided to the populations served. In addition to these functions, the project team recommends that the Assistant City Manager position also supervise the Community Justice Center. More detailed discussion regarding the Community Justice Center is covered in the next Chapter.

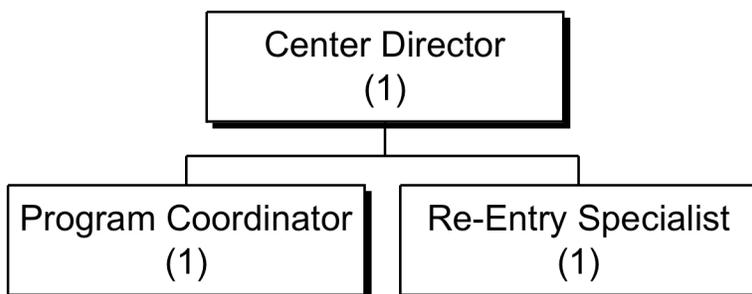
Recommendation: Consolidate the Montpelier Senior Activity Center and the Recreation Department, currently under the School Board, into a new Community Services Department reporting to the Assistant City Manager.

6. COMMUNITY JUSTICE CENTER

This chapter provides the project team’s assessment of the City of Montpelier’s Community Justice Center and includes the key findings and recommendations regarding its general organizational structure.

1. ANALYSIS AND RECOMMENDATIONS OF ORGANIZATIONAL AND MANAGEMENT ISSUES.

Reporting to the City Manager, the Community Justice Center (CJC) provides restorative responses to criminal acts and assistance for people in community-based conflicts. The organizational structure of the CJC is presented below.



The CJC’s Operations are focused on providing services to the residents of the community on a personal level in order to ensure the safety and well being of both the service recipients, as well as the community at large. Elsewhere in this report, the project team has recommended the formation of a new Community Services Department, reporting to the Assistant City Manager. The Department contains the Montpelier Senior Activity Center and the Recreation Department.

The project team recommends that the CJC also report to the Assistant City Manager as part of this reorganization. This change places a group of smaller operations, while having different missions, under the supervision of one individual who

would oversee and foster cross functional ideas, coordination and planning across a wide variety of social, cultural, recreational and support services to the community. Further, it has the advantage of removing a relatively small departmental function from the direct span of control of the City Manager.

Recommendation: The CJC should report to the Assistant City Manager as part of the organizational realignment and creation of the Community Services Department.

(1) The Community Services Center Provides Value to the Community Beyond the Relatively Small Outlays of Cost on the City's Part.

The CJC provides a relatively wide array of services to the community. These include restorative and reparative justice and restorative justice alternatives, as well as facilitated re-entry services to criminal offenders who meet certain criteria. In FY 2010, the CJC processed 70 cases involving restorative probation, 22 restorative justice alternative cases, 21 civil/conflict assistance cases, and assisted five re-entry clients. The revenues and expenses for the CJC in providing these services are included in the table below for FY 2011.

Item	FY 2011 Budget
Expenses	\$137,547
Revenues:	
State Grant	\$82,500
Fees	\$1,500
Contract Service Re-Entry	\$22,301
Total Revenues	\$106,301
Net City Cost	\$31,246

As can be seen from the table above, the City's net total outlay for the services provided by CJC is \$31,246, which is a relatively small amount for the services rendered by the Center. Clearly, the majority of the revenue for the CJC currently comes from a State Grant of \$82,500, which is also the amount projected for FY 2012. Should this source of funding be eliminated, or even significantly reduced, the City

should revisit the viability of the CJC as a City organization. The City should also explore opportunities for providing the services of the CJC on a regional basis with other communities to maintain services and further reduce local costs. However, with the large majority of the services being funded by the State, the project team recommends the retention of the CJC in the overall City organization at this point in time.

Recommendation: Retain the Community Justice Center in the City organization. Should State funding be eliminated, or significantly reduced, the City should re-evaluate the CJC at that time. Regionalization of the CJC services should also be explored.

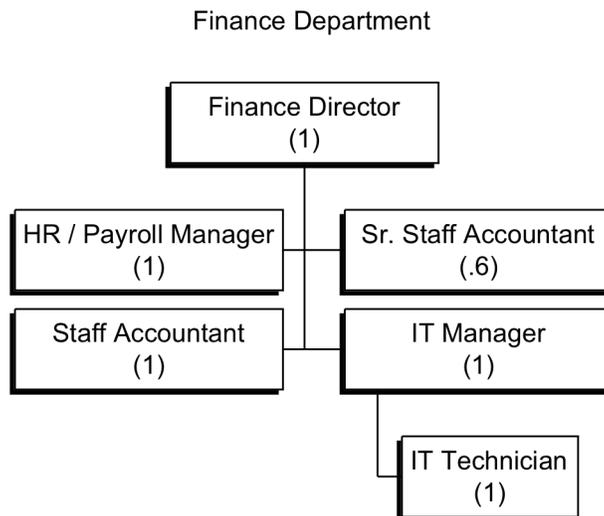
7. FINANCE

This chapter of the report provides the project team’s evaluation of the overall organization, staffing, and operations / management of the Finance Department. This department is generally responsible for all financial functions of the City including: financial records, accounting, payroll, payables, insurance, billing program and audit preparation / coordination. The Finance Department also leads the development of the annual budget, capital improvement plan, and equipment replacement program. The Finance Department provides grant oversight for the entire City operations.

The Finance Department works closely with the City Treasurer on many duties and functions including ensuring adequate financial reporting of all receipts, and the monthly reconciliations of accounts.

1. ANALYSIS AND RECOMMENDATIONS OF ORGANIZATIONAL AND STAFFING ISSUES.

The structure and allocation of personnel for the Finance Department is illustrated below:



The Finance Department is operating with a small personnel allocation of staff to handle the various internal financial functions allocated to the Department. In addition to the Finance Director, there are only 1.6 FTEs allocated for handling all financial transaction and reconciliations; 1 FTE for assigned human resources / payroll duties; and 2 FTEs allocated to Information Technology.

(1) As the Charter Change Related to the Treasurer function is Implemented, this Function Should be Incorporated into the Finance Department as a Separate Division.

As the City moves forward with implementation of the charter change related to the Treasurer functions, the current functions performed by Treasurer staff should be integrated into the overall Finance Department operations with the City Finance Director assuming supervisory control over these functions. As noted in the Chapter on the City Treasurer function, the project team recommends a reevaluation of staffing levels in this unit a year after the change is implemented, to ensure that appropriate resources are allocated to the Treasurer function. In essence, the current staff and duties will remain allocated to the existing staff; however, reporting relationships and daily supervision will transfer from the City Clerk / City Treasurer to the Finance Director. To ensure appropriate segregation of duties, the City should be cautious among cross-utilizing staff assigned to traditional treasurer functions in performing other accounting / finance duties.

Associated with this change, should be a greater centralization of the responsibility of the collection of delinquent accounts currently performed by the Assistant City Manager. The duties associated with delinquent collections should be incorporated in the normal work activities of the employees assigned to the treasurer

functions. This change will also facilitate a change in focus for the Assistant City Manager position that is outlined in the City Manager chapter of this report.

Recommendation: The Treasurer's functions should be reallocated to the Finance Department as the charter change is implemented.

Recommendation: The duties associated with the collection of delinquent accounts should be performed by staff performing treasurer functions.

(2) The Various Information Technology Functions Should Be Centralized within the Finance Department.

Presently, the Finance Department has two staff dedicated to providing the majority of information technology services and support to the City of Montpelier organization. The principal areas of information technology not directly overseen by this unit include: GIS services and webmaster services. Both of these functions are currently performed by a part-time staff member in the Planning Department.

The project team would recommend that this position be transferred to the Information Technology unit in Finance to have all major information technology services overseen and managed by the same individuals. Overall staffing levels for Information Technology staff in the City of Montpelier are currently at an appropriate level based upon services provided and typical benchmark levels (IT staff of 2% to 3% of overall staffing levels). With an employee base of around 110 employees, it would be expected that the City would have between 2 and 3 staff members allocated to these functions. This assumes, as is the case in Montpelier, that staff are responsible for IT equipment installation, replacement, maintenance and support.

Recommendation: Staffing levels allocated to the Information Technology function are appropriate at current levels.

Recommendation: The functions of GIS / Webmaster currently performed in the Planning Department, along with the part-time staff member, should be reallocated to the Information Technology unit in the Finance Department.

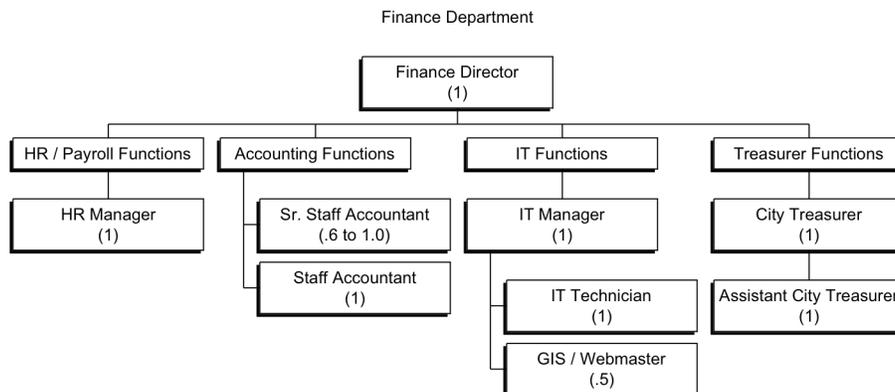
(3) The Role of the HR / Payroll Manager Should be Expanded.

As discussed in more detail later in this chapter, the project team is recommending, over time, that the City develop a more comprehensive human resources program. This program will provide for some level of centralization of human resources services, to increase consistency and provide a higher level of service to operating departments. To accomplish this, it will be necessary to expand the duties of the current HR / Payroll Manager position from the current focus on benefits administration and payroll processing to a more technical human resources services program. In the short term, this position would remain responsible for payroll processing; however, the City may wish to consider transferring that function to another staff member within the Finance Department. If the current part-time accountant position were to become full-time, this would be the logical location of these duties.

Recommendation: Over time, the City of Montpelier should expand the duties of the HR / Payroll Manager position to enable the provision of a more comprehensive and centralized Human Resources program.

(4) The Proposed Future Organizational Structure of the Finance Department.

Based upon the foregoing recommendations regarding personnel allocations and assignment of duties, the following organizational chart represents the impact on the Finance Department organizational structure upon full implementation



2. ANALYSIS AND RECOMMENDATIONS ON OPERATIONAL ISSUES.

The following sections, outline the specific recommendations related to the operations of the Finance Department and includes the rationale and benefits associated with each recommendation.

(1) The City of Montpelier Should Develop a Multi-Year Financial Plan.

To better manage, project and evaluate trends, the City of Montpelier should develop a multi-year financial plan that details revenue and expenditure trends and projections for a five-year period. As many communities have realized during the last several years, the failure to dedicate time and evaluation of projected future revenues and expenditures has placed them in a position of having to make larger organizational changes to address revenue reductions rather than the ability to manage on a more incremental basis.

Elected officials should be encouraged to spend time looking at a time horizon of three to five years when making major decisions regarding revenue and expenditure policy decisions. The only way that this can be done effectively is if the City staff has developed a comprehensive financial plan that provides projects on anticipated / estimated revenues and expenditures based upon existing service levels, revenue

sources, and staffing allocations. The City has a strong base for the development of this document, as it currently developed a five-year capital improvement plan and a six-year equipment replacement program; in addition, to internal documents during the budget process that trend various revenue and expenditures.

The Finance Department should develop a five-year plan outlining projected revenue and expenditures to identify whether larger policy decisions may be needed to maintain a strong financial basis for the City.

Recommendation: The Finance Staff should develop a comprehensive five-year financial plan outlining and projecting major revenue and expenditures to guide policy decisions regarding service levels, staffing allocations, and major revenue and expenditure decisions.

(2) The City Should Make Minor Modification in the Budget Document to Improve the Understanding of the Information Provided.

The City of Montpelier should modify its budget document to provide greater information and focus regarding staffing allocations (by department) and adopted service levels / performance targets. The project team would recommend that the City include either within each operating department or as an appendix to the budget document a schedule that provides the detail on all performance workload and measures by department.

The individual department pages would include those key measures and performance indicators that are most applicable to the evaluation of the services provided and that should be focused on by the reader (and policy makers) in understanding the level of performance being achieved by the department.

Recommendation: The City should implement the reporting of performance indicators within each Department Budget section and focus on those “key” measures / indicators that are most applicable to evaluating performance.

(3) The City Should Modify the Current CIP and Equipment Replacement Program to Provide Additional Detail and Information.

At the present time, the City of Montpelier develops both a Capital Improvement Program (detailing six year projections / estimates of project costs) and a five-year equipment replacement program. These documents are adopted as part of the annual budget process. Both of these documents are recommended practices for municipal finance and the City is in compliance with this best practice. The City provides adequate detail regarding projected future costs that will be addressed in completing approved capital projects and maintaining equipment / fleets. Greater detail should be provided regarding the specific funding source for each capital program. Currently, the CIP summarized the costs only into two categories: "City Cost" and "Other Funding". The other funding category include sources such as outside, CDA, Fund Balance, etc. The usefulness of the document would be enhanced with more detail regarding specific funding sources for each project.

However, it would be beneficial for both the CIP and the equipment replacement program documents to indicate the impact on the operating fund due to these investments in capital items and/or equipment replacement. These capital items often have an impact on either reducing (or preventing increases in) operating costs. This amount should be shown associated with each capital project so that policy-makers and the public recognize the value received (reduced or avoided maintenance / repair costs for example) from these capital investments. While not all capital expenditures have an associated impact on the operating budget, where one exists and it can be reasonable

estimated, this provides valuable information to demonstrate the prudent expenditure of capital funds.

Recommendation: The City should more clearly delineate the specific funding sources for each capital project.

Recommendation: The City should provide data demonstrating the impact of capital expenditures for the adopted CIP and Equipment Replacement Program on the operating budget.

(4) The City Should Implement a Cost Recovery Policy

The City should adopt a formal cost recovery policy outlining the percentage of costs that will be covered by fees for selected services; specifically the development review functions (building permitting and land development processing). Most communities have adopted a target of 100% cost recovery (including applicable administrative costs for general City services) for these functions. While the City developed the building permitting function with a “goal” of cost recovery, it is our understanding that neither a formal policy nor on-going monitoring or evaluation of this is occurring. The City could adopt a lesser target (i.e. – 80% cost recovery) if there are competitive reasons to do so. For example, if the fees necessary to generate 100% cost recovery would put it at a competitive disadvantage with its neighboring communities this would be a legitimate policy reason for subsidizing with general funds the provision of these services.

In the project team’s experience across the nation, the standard prevailing practice is that fees are utilized to support the development review function and the general fund does not subsidize this service. The establishment of a formal policy is necessary so that fees can be established at the appropriate level to cover processing costs.

Recommendation: The City should adopt a formal cost recovery policy outlining the targeted level of revenues for selected municipal functions that will be covered by fees.

(5) The Finance Director Should Review the Reserve Fund Policy with the City Council.

The City of Montpelier has operated under a policy of maintaining an undesignated fund balance reserve between 10% to 15%. This target is in accordance with recognized best practices for municipal finance. However, recent budgets have seen fund reserves around 8% which is slightly below the City's targeted range. The City should continually monitor fund reserve balances and policies, and implement practices to increase the unallocated fund reserve to at least the 10% level identified in the policy.

While the project team is not recommending that the City adjust the current reserve percentage, we are noting that further declines in the unallocated fund reserve would place the City not only below their targeted fund reserve but below levels recommended for municipal operations.

Recommendation: The Finance Director should continue to monitor fund reserve balances and work with the City Council to develop a plan to increase unallocated fund reserves to at least the 10% level.

(6) The City Should Implement, as soon as practical, the use of electronic timesheets.

The City of Montpelier should implement electronic timesheets for all employees. This project should be given a high-priority for implementation due to the increase in efficiency and reduction in the manual processes that it will represent for staff, the improvement in accuracy, and the ability to automate leave accrual balance monitoring. Additionally, the utilization of electronic timekeeping for all employees should be

coordinated with the implementation of additional features including the electronic tracking of leave balances. This will eliminate the need for on-going and annual leave hour reconciliations that are conducted by staff. Currently, leave time is entered into payroll only based on total hours worked rather than by type of hours worked

While the use of electronic timekeeping will not have an impact on the staffing required for the payroll function, it will enable this position to spend time on higher priority items rather than the entry of employee timesheets. Most communities find that the use of electronic timekeeping also increases the accuracy of the initial payroll generated and reduces the number of corrections that are necessary after the fact.

Recommendation: The implementation of electronic timesheets for the City of Montpelier employees should be a high priority.

(7) The City Should Implement the Electronic Processing of Payables.

The current BudgetSense software utilized for the processing of accounts payables, provides for the ability for documents to be scanned and attached to records to maintain electronic files associated with each payable. This features eliminates the manual transfer of documents between departments and can reduce the number of paper copies / files that must be maintained. Additionally, it provides immediate access to documents related to historical transactions.

While the capability exists within the system, this is not currently being utilized throughout the operations except for one or two individuals. Finance Staff should work with departments to provide necessary training, assistance, and guidance on utilizing this feature. The City should target for all departments to be utilizing this feature within the next year.

Recommendation: The Finance Staff should develop a plan for full implementation of the electronic document functions of the BudgetSense software related to payables.

(8) The City Should Implement a More Centralized Human Resources Function.

At the present time, the provision of Human Resources services is fairly decentralized within the municipal organization. Individual departments are responsible for making hiring and firing decisions including preparation of all documentation associated with these. There is one position within the Finance Department, the HR & Payroll Manager, that is responsible for coordination of the City's HR efforts but this is generally limited to benefit program administration, payroll functions, and personnel file maintenance. There is no one with a background in human resources management overseeing the various personnel policies and actions of the City.

While the City of Montpelier is not at an organizational size that would warrant a dedicated and separate Human Resources Department, there should be a more coordinated and centralized approach to the provision of basic human resources services. The project team would recommend, that as staffing reallocations or personnel changes allow, that the City implement a professional level Human Resources Manager position that is responsible for providing not only the current services (benefits administration, payroll oversight) but additional functions such as:

- Recruitment and Selection assistance and coordination for Departments;
- Coordinated training programs for City staff;
- Employee relations;
- Light duty program development / administration;
- Worker's Compensation program oversight and administration;
- Discipline coordination / consistency; and
- Federal and state personnel and leave compliance; etc.

The position would still be responsible for overseeing the payroll function (though the time required for this should be greatly reduced with the implementation of electronic timekeeping) and benefits administration. It is estimated that the implementation of this recommendation would have an annual cost not exceeding \$20,000 including salary and benefits.

Recommendation: Over time, the City should implement a more centralized Human Resources Program.

(9) The City Should Make Minor Revisions to Operating Practices Relative to the Provision of IT Services.

The City of Montpelier has put in place a good information technology program for a community of its size and scope of services. Two dedicated IT staff are responsible for all PC, server, telephone and related IT equipment installation, maintenance, and operation. A review of best practices for IT noted that the majority of operating practices are in accordance with expected and recommended practices for smaller municipal organizations.

However, there are several areas where the project team recommends changes to existing operating practices as outlined in the following points:

- **Backup Storage:** The City has an appropriate and effective server backup program in place. However, backup tapes are currently stored offsite at the personal residence of an IT employee. Offsite storage is in accordance with best practices, however, the tapes should be stored in a more secure location --- such as safety deposit box, vault, or other fire safe location.
- **Software Updates:** Due to cost constraints, the City has typically updated basic software installed in PCs (namely Microsoft office suite) as the PCs are replaced. While this is the most cost-effective manner in which to proceed, some concerns were noted regarding incompatibility of files and / or inability of some staff (especially administrative staff that cover in various departments) to effectively utilize software of various versions. Additionally, this would provide easier training of City staff on software utilization.

IT staff should develop plans to acquire a more suitable storage facility / location for critical system backup files. Additionally, a software version management program should be developed targeting having all City PCs maintained with the same version of the Microsoft Office Suite. Many communities have approached this issue by updating to only every other version to manage costs while maintaining consistency among users.

Recommendation: The City should acquire a more suitable location for the storage of computer backup files.

Recommendation: The City should develop a plan for maintaining all City PC software (specifically Microsoft Office Suite) on a consistent version for all staff.

8. FIRE

This chapter examines the Montpelier Fire / Ambulance Department's operations including deployment, response times, regional response capabilities, organizational and other issues.

1. ANALYSIS AND RECOMMENDATIONS OF ORGANIZATIONAL AND STAFFING ISSUES.

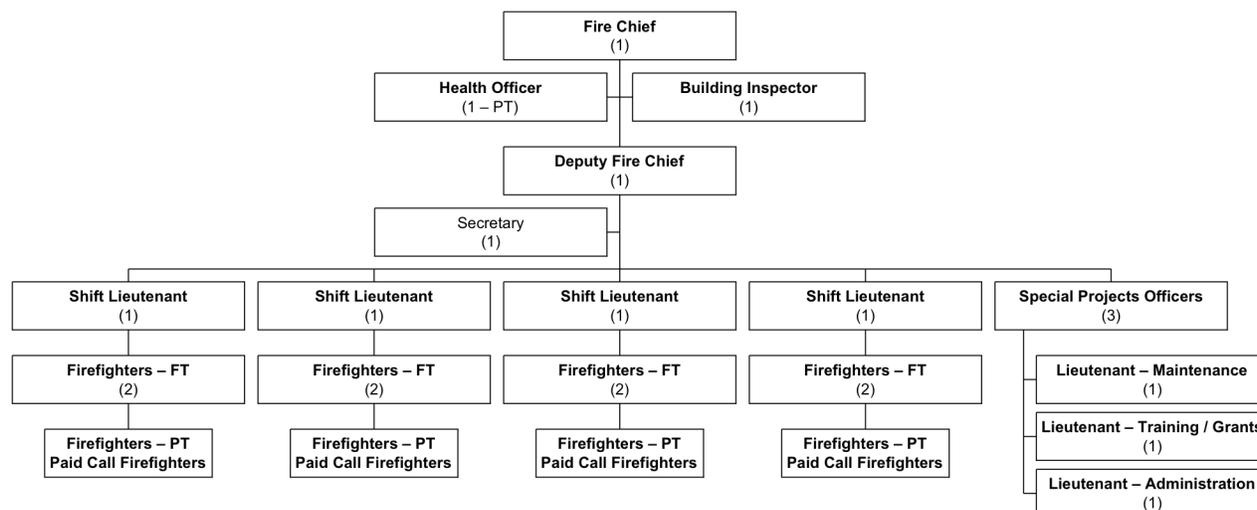
The Fire / Ambulance Department is responsible for responding to all emergencies in the City, including fires, emergency medical incidents, rescues and other emergencies. Department staff are also involved in training and provide fire prevention / public education to the community. The Fire Department operates from a single fire station adjacent to Montpelier City Hall, with a current complement 17 full-time professional staff, 2 part-time firefighters and 5 paid call firefighters. The City has an ISO rating of 3 in areas with water supply and 9 where there is no supply.

In the Emergency Medical area, the Department is not only responsible for emergency medical response but also transport.

The Fire / Ambulance Department is also responsible for building plan checks and inspections and shares a staff person with the Planning Department for these purposes. In addition, the Fire / Ambulance Department has municipal responsibility for emergency management and the Fire Chief fulfills these duties personally. Finally, the Department has a part-time Health Officer who is responsible for inspections and public information relating to establishments which serve food.

The Montpelier Fire Department is staffed as shown by the organization chart below:

Current Organization of the Montpelier Fire Department



In the following sections of the report is provided an assessment of the fire protection and emergency medical response system in Montpelier as well as its line and management staffing.

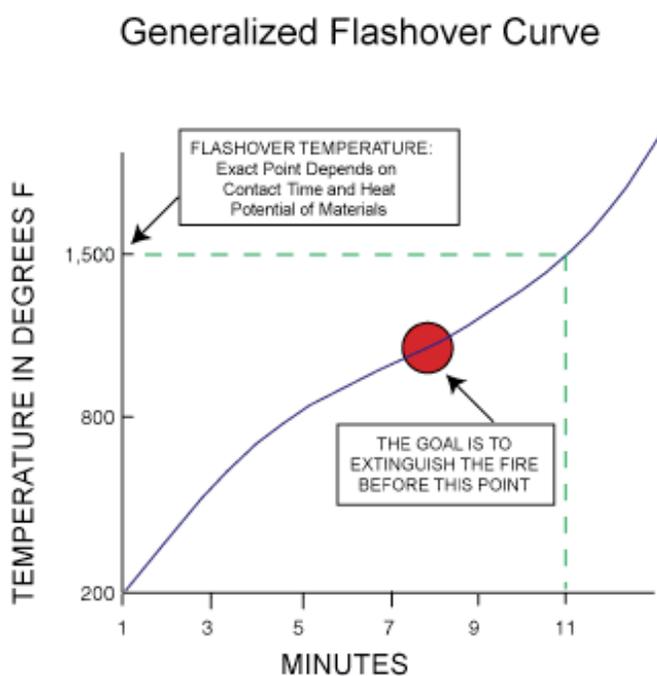
(1) Establishing Response Time Standards is a Critical First Step in Evaluating Response Capabilities.

One of the most important policy decisions that can be made by the City’s policy makers relating to the delivery of fire and EMS services is to determine what the appropriate “service level standards” are for the community. This has been a topic of intense national debate in recent years, with efforts focused on providing a “consensus” standard and other efforts focused on developing methodologies for setting appropriate response time targets locally.

The objectives promoted for fire rescue and EMS have their basis in research that has been conducted into two critical issues:

- What is the critical point in a fire’s “life” for gaining control of the blaze while minimizing the impact on the structure of origin and on those structures around it.
- What is the impact of the passage of time on survivability for victims of cardiac arrest?

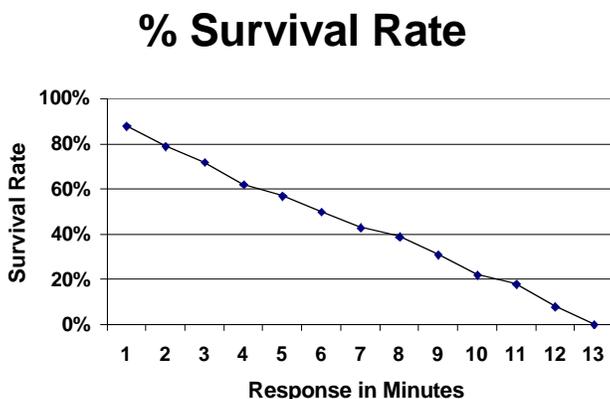
The chart, that follows, shows a typical “flashover” curve for interior structure fires. The point in time represented by the occurrence of “flashover” is critical because it defines when all of the contents of a room become involved in the fire. This is also the point at which a fire typically shifts from “room and contents” to a “structure” fire – involving a wider area of the building and posing a potential risk to the structures surrounding the original location of the fire.



Note that this chart depicts a fire from the moment of inception – not from the moment that a fire is detected or reported. This demonstrates the criticality of early detection and fast reporting as well as rapid dispatch of responding units. This also shows the critical need for a rapid (and sufficiently staffed) initial response – by quickly initiating the attack on a fire, “flashover” can be averted.

The second issue to consider is the delivery of emergency medical services. One of the primary factors in the design of emergency medical systems is the ability to

deliver basic CPR and defibrillation to the victims of cardiac arrest. The chart, below, demonstrates the survivability of cardiac patients as related to time from onset:



This chart illustrates that the chances of survival of cardiac arrest diminishes approximately 10% for each minute that passes before the initiation of CPR and/or defibrillation and is the result of extensive studies of the survivability of patients suffering from cardiac arrest. While the demand for services in EMS is wide ranging, the survival rates for full-arrests are often utilized as benchmarks for response time standards as they are more readily evaluated because of the ease in defining patient outcomes (a patient either survives or does not). This research results in the recommended objective of provision of basic life support (BLS) within 4-minutes of notification (or six minutes including detection time) and the provision of advanced life support (ALS) within 8 minutes of notification (or ten minutes including detection time). This is often used as the foundation for a two-tier system where fire resources function as first responders with additional (ALS) assistance provided by responding ambulance units and personnel.

There are now three major sources of information to which responders and local policy makers can refer when determining the most appropriate response objectives for their community:

- The Insurance Services Office (ISO) provides basic information regarding distances between fire stations. However, this “objective” does little to recognize the unique nature of every community’s road network, population, calls for service, call density, etc.
- The National Fire Protection Association (NFPA) promulgated a document entitled: “NFPA 1710: Objective for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments.” This document (NFPA 1710) was published in 2001 and generated a great deal of dialogue and debate – which is still on-going.
- The Commission on Fire Accreditation International (CFAI) in its “Objectives of Coverage” manual places the responsibility for identifying “appropriate” response objectives on the locality. These objectives should be developed following a comprehensive exercise in which the risks and hazards in the community are compared to the likelihood of their occurrence.

While each of these efforts provides a reference point for communities to follow, only NFPA 1710 offers any specificity. It is important to note that the performance objectives (in terms of response times) provided in the NFPA 1710 document are derived from the basic research previously described. These include the following (all are taken from section 4.1.2.1.1 of NFPA 1710):

- One minute (60 seconds) for the processing of an incoming emergency phone call, including the completion of the dispatching of fire response units.
- “One minute and twenty seconds (80 seconds) for turnout time.” This is also called reflex time, reaction time, “out-the-chute” time, etc. This is the time that elapses between dispatch and when the units are actively responding. It should be noted that turnout time targets have recently been revised upward from 60 seconds.
- “Four minutes (240 seconds) or less for the arrival of the first arriving engine company at a fire suppression incident and / or 8 minutes (480 seconds) or less for the deployment of a full first-alarm assignment at a fire suppression incident.”

- “Four minutes (240 seconds) or less for the arrival of a unit with first responder or higher level capability at an emergency medical incident.”
- “Eight minutes (480 seconds) or less for the arrival of an advanced life support unit at an emergency medical incident, where this service is provided by the fire department.”
- In section 4.1.2.1.2, NFPA 1710 goes on to state: “The fire department shall establish a performance objective of not less than 90% for the achievement of each response time objective specified in 4.1.2.1.1”

It is important to note the “and / or” found in the initial fire response objective statement. This indicates that a system would meet the intent of the standard if it can reasonably plan to deliver either the single unit, 4-minute travel time standard, the first alarm, 8-minute travel time standard, or both.

A second element of the NFPA 1710 performance objectives addresses unit and total response staffing. These objectives are described in NFPA 1710 as follows:

- Engine and truck companies should be staffed with a minimum of four personnel (sections 5.2.2.1.1 and 5.2.2.2).
- Section A.3.3.8 defines a company as either a single unit or multiple units which operate together once they arrive on the fire ground.
- A total initial response is defined (in section 5.2.3.2.2) as having a total of 15 people (if the aerial device is utilized) for 90% of calls. This is broken down as follows:
 - One (1) incident commander.
 - One (1) on the primary supply line and hydrant.
 - Four (4) to handle the primary and backup attack lines.
 - Two (2) operating in support of the attack lines, performing forced entry.
 - Two (2) assigned to victim search and rescue.
 - Two (2) assigned to ventilation.
 - One (1) assigned to operate the aerial device.
 - Two (2) to establish an initial rapid intervention team.

- If an incident is determined to require additional resources, the fire department should have as an objective the ability to respond with:
 - Additional units as needed (through its own resources or via automatic and mutual aid).
 - Assignment of two (2) additional personnel to the rapid intervention team.
 - Assignment of one (1) as an incident safety officer.

The project team utilized the following performance objectives for our analysis of fire station locations and operations in the City of Montpelier:

- 60 seconds or less for dispatch processing time – from call answer to dispatch of initial units. This is evaluated at a 90% fractile.
- 80 seconds or less for reflex time – from dispatch notification to the units going en-route. This is also evaluated at a 90% fractile.
- Four minutes (240 seconds) or less of drive time – from a unit going en-route to arriving on scene. This is also evaluated at the 90% fractile.
- Ability to handle two concurrent EMS calls for service within an eight minute response time objective.

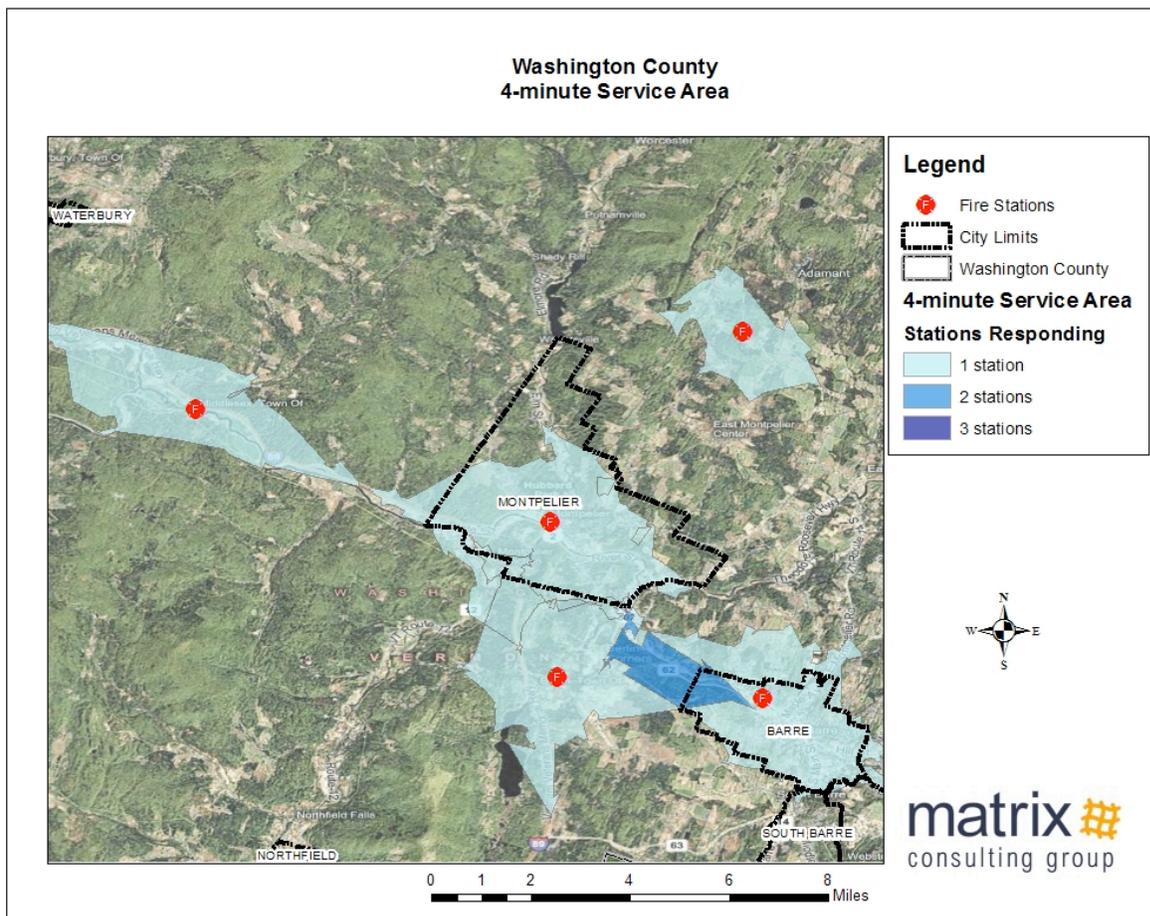
These standards are utilized by the Matrix Consulting Group in the absence of other, locally defined, performance objectives. The following sections show the analysis of current performance in Montpelier against these standards.

(2) Evaluation of the City’s Response Capabilities in Its Regional Service Delivery Environment Shows that the City is Well Positioned to Receive a High Level of Service.

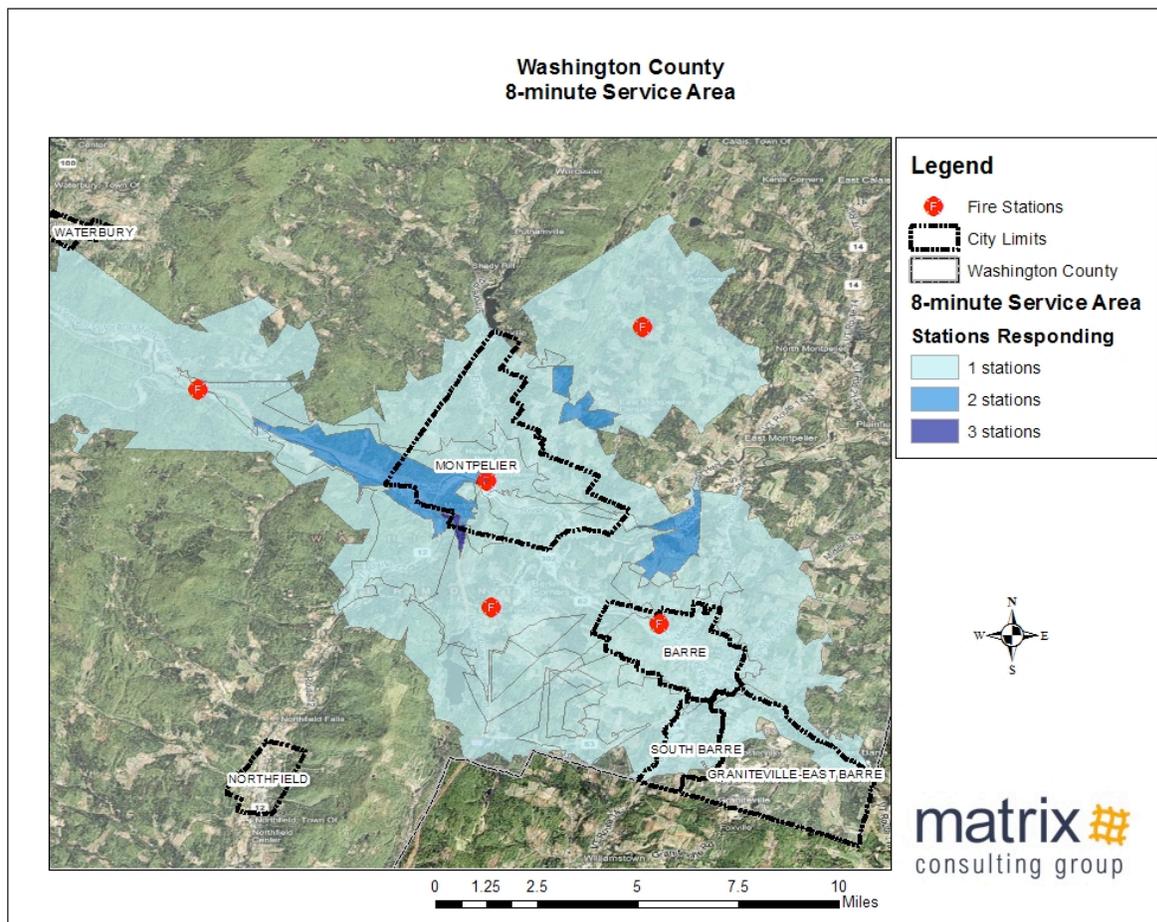
The Matrix Consulting Group utilizes state of the art GIS technology to evaluate response capabilities based on station locations, staff deployment, and other factors. This approach incorporates a variety of information on calls for service including location, response times, type of call, and other information. However, due to the limitations of the City’s computer aided dispatch system, detailed call for service data was not utilized in this analysis. However, the project team did evaluate the number of

roads miles potentially reachable by the Department and its regional partners based on the current station location. The maps that follow show the potential response capability of the current system at four minutes and eight minutes of drive time. The assumptions utilized in the GIS analysis is that a response could be reasonably expected with, unit availability, from Montpelier, Barre, East Montpelier, Berlin and Middlesex. Each of these stations are shown as red dots on the maps.

- In the first graphic, below, is shown the initial response capability, at the four minute response standard. It should be noted that the response capability of East Montpelier, Berlin and Middlesex is overstated in the map because they are unlikely to deliver a four minute response without full-time staffing. The analysis shows that most of the City of Montpelier is covered at the four minute initial response target, with the northern “panhandle” area and some fringe area in the east. Between the two fully staffed units in Montpelier and Barre City two units can reach a call within a four minute response parameter.



- In the second graphic, below, is shown the full incident response capability at the eight minute response standard. The response capability of East Montpelier, Berlin and Middlesex is overstated in this map, too, because they are unlikely to deliver an eight minute response without full-time staffing. The analysis shows that none of the region can meet the eight minute 'full incident response target'.



As shown above, the Department is capable of reaching a significant portion of the City within four minutes of drive time. Analysis of response coverage shows that approximately 90% of road miles can be reached within four minutes. The eight minute map shows that none of the area can be reached within eight minutes.

The following points summarize the operational issues identified in the above analysis:

- The Fire Department is capable of providing an initial response to emergency incidents within the City within the targeted response objectives identified in NFPA 1710. The analysis above shows that the City's Fire Station is well sited to provide a high level of service.
- On the other hand, the Department, neither alone nor with its regional partners can respond with a full fire response in City within eight minutes of drive time.

Overall, the Department is well positioned to provide a high level of service, especially given the relative rarity of fully involved structure fires. It is critical to note in this analysis that NFPA has not developed prescriptive standards for response, only guidelines. The over-riding principle for NFPA is that each community needs to develop response standards on its own recognizing *its risks, its needs and its resources*.

Recommendation: The City of Montpelier and the Montpelier Fire Department need to develop standards of service for fire and emergency medical services.

(3) Actual Response Performance Matches Potential Response Capabilities.

The project team next analyzed the Department's actual response performance over the three years. Again, due to the lack of detailed call data, we were not able to evaluate performance against a full range of typical response targets (dispatch processing, reaction, travel time, etc.), nor by type of call or priority. The only response element which could be assessed was total initial response time. The analysis of 3,866 calls for service within the City of Montpelier for this period is 3.31 minutes of total response.

(4) The Department Has Sufficient Line Resources to Field Three Personnel at All Times, Augmented by Other Personnel in the Organization.

The Montpelier Fire Department schedules its suppression staff in a 24 on / 72 hour off shift schedule operating in a 42 hour workweek. At approximately 80%

availability, confirmed through Department records, a minimum three (3) person crew can be fielded at all times.

In addition to scheduled shift resources, the Department has other resources available for response or fill in, as necessary. These resources include;

- Special Projects Lieutenants.
- Other management staff (the Chief and Deputy Chief).
- Off-duty personnel.
- Part-time fire fighters.
- Regional resources.

There are times, because of turnover or seasonal factors, when scheduled and augmented resources could be insufficient for targeted coverage. Many departments in the northeast and elsewhere in the country will schedule qualified, available and interested agency and regional volunteers for coverage. The Montpelier Fire Department should investigate this opportunity.

Recommendation: Evaluate the use of part-time firefighters and qualified, available and interested City and regional volunteers for shift coverage.

(5) The Current Organizational Structure Is Top Heavy for a Fire Department of This Size.

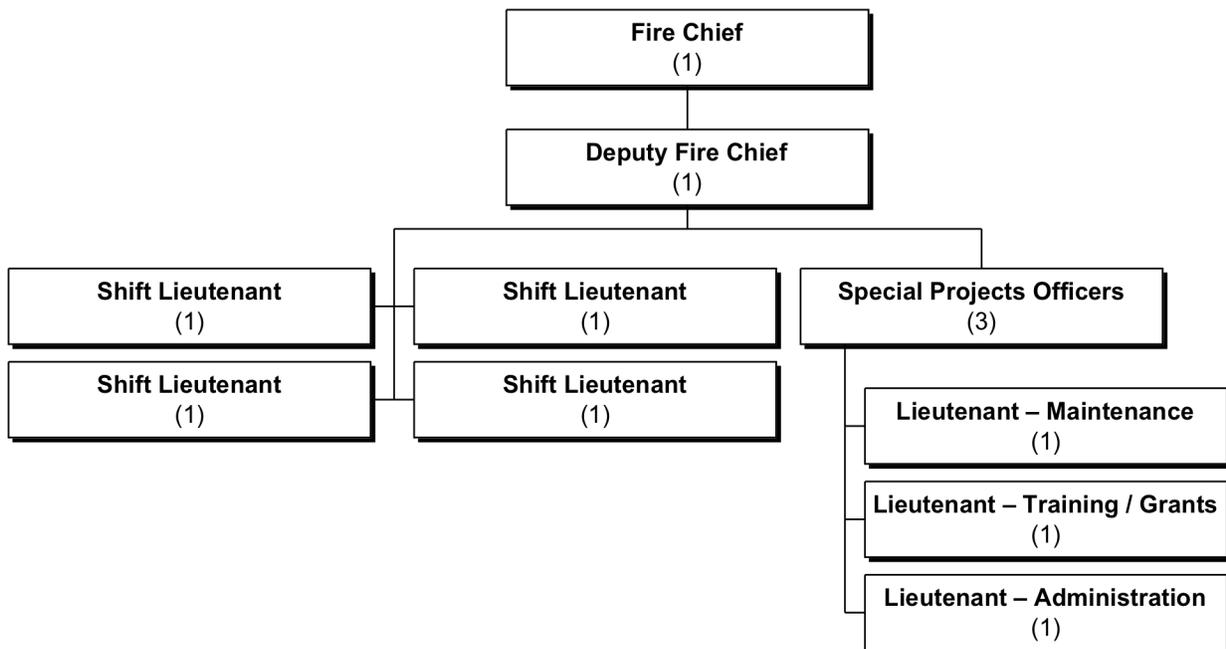
In order to evaluate the organizational structure of any public safety oriented department, the project team first had to identify the criteria by which the organizational structure would be judged. The paragraphs, that follow, describe those criteria as well as describe what is meant by each of them:

- **Accountability and responsibility is clearly identified:** The organizational structure must be consistent with the concept that clear lines of authority and decision making are essential for any organization to achieve excellence. Areas of responsibility are clearly delineated and points of accountability are readily

identifiable. In a fire department clear lines of authority need to exist relating to operations, training, fire prevention and support services.

- **Span of control or communication is optimal:** Effective organizations are structured so that lines of communication are identifiable and where there are multiple reporting relationships, responsibility for communication and control are clearly identified and understood. One-over-one reporting relationships should be minimized as should managers without direct reports.
- **Similar titled positions have similar responsibilities and levels of accountability:** The organization should be structured so that decision making authority and the ability of decisions to impact the organization in a strategic way are all found at similar levels of the hierarchy.
- **Support functions are integrated into operational areas in small organizations to increase efficiency:** Many organizational structures actually support the development of functional “silos” wherein function specialty areas, such as purchasing, personnel or finance, become their own bureaucracies. The existence of such silos indicates that the real needs of the operating units closest to the citizen/customer are not being met.

The chart, below, reflects the current organizational structure of management / “supervisory” staffing in the Montpelier Fire Department:



The roles of these staff can be briefly summarized, as follows:

- The Deputy Fire Chief directly oversees day-to-day operations and training. He also responds to most serious calls in the City. The Deputy Chief also fills in for the Chief as necessary. The Deputy Chief also has lead responsibility for many administrative functions in the Department, including budget management and human resources.
- Four (4) shift Lieutenants are responsible as shift supervisors, organizing daily schedules, training, reviewing performance and responses.
- There are three (3) Special Project Lieutenants responsible for programs and services which cannot easily be accommodated from firefighter shift schedules. Their roles include:
 - One Special Project's Officer is responsible for administration – including run report reviews and entry into Firehouse, submission of monthly reports to FEMA, oversight of EMS billings, review of payroll, website maintenance, special reports for the Chief and City as needed, and staff training of administrative issues.
 - A second Special Projects Officer is responsible for training – including for Wednesday shift training, continuing education / recertification for EMTi training (the State is responsible for initial certification), coordination of multi-company and multi-agency drills, seasonal and topical training, PCF training, and grants management.
 - A third Special Projects Officer is responsible for the maintenance of equipment and facilities – including tracking and contracting for vehicle and apparatus maintenance and repairs, equipment replacement planning, facility maintenance coordination (with contractors and station personnel). He also functions as the Department's Public Information Officer and back-up for the Building Inspector.

All Special Project's Officers will cover one scheduled 24 hours shift per week. Other than their 24 hour shift each covers 2 – 3 business day 9 hour shifts to accomplish assigned special project duties, as described above. All Special projects Officers will respond to serious calls.

There are several clear positive attributes with the organization of management staffing in the Montpelier Fire Department, including:

- The assignment of senior personnel (Special Project Lieutenants) to important support duties without the interruptions that shifts present with communicating with the outside world.

- There is a clear #2 in the Department for emergency management and leadership purposes.
- Special Project Lieutenants are available for shift cover and for significant calls for service.

At the same time, there are several issues with the organization of management staffing in the Montpelier Fire Department.

- Almost one half of the personnel in the Department are management and supervisory in nature.
- There are several staff in the organization responsible for administrative matters (e.g., human resources, purchasing, communications, etc.) – the Fire Chief, the Deputy Chief, one of the Special Projects Lieutenants as well as the Department Secretary.
- Positions of the same rank are performing radically different duties.

The project team identified an organizational alternative which reorganizes the way in which ‘administrative services’ are provided in the Department. The elements of this alternative include:

- The elimination of one of the Special Projects Lieutenants positions, the one responsible for administration.
- Use of the eliminated Lieutenant’s budget allocation to create a new Firefighter position to assist in the coverage on the line and reduce overtime allocation.
- The creation of an Administrative Assistant who performs current support functions as well as assists in purchasing, human resources activities, information processing and other administrative support roles.
- It may be necessary to redistribute selected duties collaterally among shift and other Special Project Lieutenants.

Recommendation: The Fire Department’s organizational structure should remain unchanged for now. However, on a relevant position vacancy upgrade the Department Secretary position to an Administrative Assistant and eliminate one of the Special Projects Lieutenants positions and use of these funds to create a new firefighter position.

2. ANALYSIS AND RECOMMENDATIONS OF OPERATIONAL ISSUES.

This section provides the project team's assessment of other issues relating to the City's fire suppression, emergency medical capabilities and other characteristics.

(1) The Montpelier Fire Department Should Enhance Its Company Based Inspection / Pre-Fire Planning Program.

It is common in Fire Departments throughout the United States for emergency response crews to provide basis fire and life safety inspections for business occupancies and increasingly, on a voluntary basis, for residences. These programs provide an additional tool to reduce the long-term incidence of fire and provide public outreach about fire and life safety issues.

The Montpelier Fire Department has a program of 'pre-fire planning' in which fire crews visit business occupancies in the City, especially higher risk occupancies. These inspections are very important in the fire service so that fire crews are familiar with dangerous environments to which they respond in the future. In 2010, there were 241 such inspections, or roughly one per business day. A best practice observed by the project team is that all target hazards are pre-planned annually.

Having crews be trained in and observant to potential life and safety violations is also important and a valuable adjunct to an effective fire prevention program. Given the relatively low emergency response workloads, as shown in previous sections, utilizing line personnel for additional inspections and pre-fire plan activities would be reasonable and effective.

Recommendation: The MFD and the City of Montpelier should consider implementing a company inspection program to improve fire prevention and education efforts within the City.

(2) The City of Montpelier’s Fire and Emergency Services Operate with a Regional System Which Should Have a Long Range Goal of Closer Integration.

As noted earlier, the Montpelier Fire Department is involved in a mutual aid / response situation with all of the regional entities in Washington County. As one of only two fully paid departments in the region, the Montpelier Fire Department is an integral partner. The table, below, portrays the number of responses by and to Montpelier as well as the response time to those incidents. However, fully paid as well as all volunteer departments have benefited from this commitment to regional response.

Response Into	# of 2010 Calls In	# of 2010 Calls Out	Avg. Resp. Time
Berlin	3	4	07:26
East Montpelier	1	9	10:06
Middlesex	4	10	07:26
Barre (Fire & Ambulance)	16	14	05:45
Barre Town (EMS)	9	4	06:26
Northfield (Ambulance)	1	9	17:24
Waterbury (Ambulance)	0	1	21:00
Total	30	51	

The table shows that a significant number of responses are made through mutual aid either in or out of Montpelier. At 81, this rate is almost twice per week. Mutual aid responses are frequent both for fire and emergency medical calls for service. This linkage in response is positive and an obvious outcome of the fact that all of the jurisdictions are small with few having the ability to retain full-time fire or emergency medical resources.

While there is evidence of a linked service delivery environment from the perspective of personnel there is little linkage in other functional fire and emergency service areas, including:

- Regional training drills are rare in the region though the number of responses indicates their importance.

- Emergency planning for floods and other natural disasters.
- Fire prevention assistance relating to plan checking and development review.
- Computers and other equipment.
- Maintenance of apparatus and equipment.

There are several approaches to sharing services in public safety. These include the following:

- **Inter-local agreement** to share all or selected services either on compensated or non-compensated basis. The region's mutual aid agreement is one such approach to this. Agreeing to share training resources or programs would be another. Departments can also operate on quasi-merged basis through this approach agreeing to a cost sharing based on relative risk and / or use of shared resources. Expanding shared services in the region programmatically in training, purchasing and emergency management areas would be a natural evolution for the agencies in Washington County, Vermont.
- **Contracts for service** in which all or selected services are provided under certain terms (in the public sector usually relating to levels of service) for a certain cost. Examples in the fire service around the country today include ambulance, maintenance and increasingly management and administration. The City of Montpelier, as one of the few fully staffed departments in the region is well placed to offer other jurisdictions capacity and resources in all of these areas.
- **Consolidation** is also increasingly seen in the fire service today around the country. Recently, this increase is the direct result of shrinking resources in this long term recession and the realization that fire and emergency medical services should be viewed as a *regional* service. The jurisdictions in Washington County have already demonstrated the importance of regional linkages in the fire service. In the longer term this idea should be on the table for discussion to realize economies of scale in at least the management and administration of the fire service as well as its rationality from a service delivery perspective.

The City is currently engaged in a process with other communities at looking at the opportunities for further sharing / consolidation of services. This committee is looking not only at fire but a variety of municipal services. This effort should continue as it provides an avenue for the identification of service delivery approach changes that

can benefit not only the residents of Montpelier but those in the entire region through increased service levels at the same or potentially lower costs.

Recommendation: The jurisdictions in Washington County should, in the long term, consider sharing services in one or more of the methods shown above for service functions that lend themselves to consideration and openness in the region.

9. PARKS AND TREES

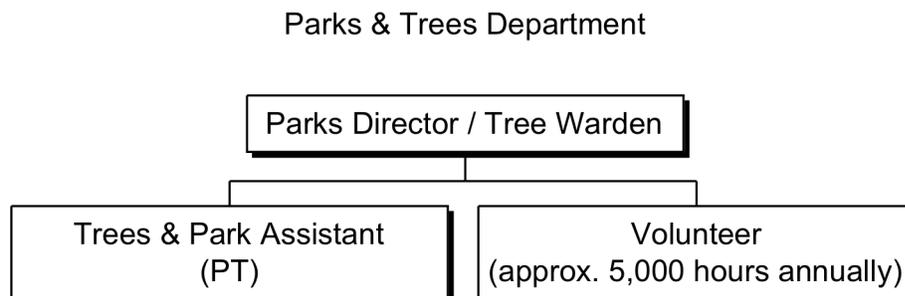
This chapter provides the project team's assessment of the City of Montpelier's Parks and Trees Department and includes the key findings and recommendations regarding general organizational structure, staffing changes and operations.

1. ANALYSIS AND RECOMMENDATIONS OF ORGANIZATIONAL AND MANAGEMENT ISSUES.

The Parks and Trees Department is responsible for the maintenance and beautification of Hubbard Park, North Branch River Park, Blanchard Park, Peace Park, Summer Street Park, Mill Pond Park, Turntable Park and Gateway Park, as well as approximately 15 to 18 linear miles of trails in the City, some of which is on State-owned land. Hubbard Park is the centerpiece of the parks inventory, and is comprised of about 190 acres. Under the terms of the will by which the parks was given to the City in 1899, Hubbard Park is to remain a passive park, and is not to be subdivided. North Branch Park encompasses about 193 acres, and is located along the River. The other parks are relatively small, and comprise about 4 to 5 acres in total. The Department is also responsible for the maintenance of about 6,000 trees in the City rights of way.

The parks and trees are maintained by a Parks Director/Tree Warden, a part-time Trees and Parks Assistant, and a significant number of volunteers. The Department Director reports directly to the City Manager, and also to a Parks Commission, comprised of five elected members. Additionally, a volunteer Tree Board, currently comprised of six members, provides guidance and input to the Department

regarding tree planting, pruning and maintenance. The organization of the Parks and Trees Department is presented in the chart below.



In analyzing the work activities of the Parks and Trees Department, there are several similarities to the work performed by the Public Works Department and Cemeteries. Further, the work locations and equipment are similar as well. The following points describe some of the similarities and differences of the Parks and Trees Department with those of the Public Works Department and Cemetery Department.

- **Work Activities.** The Parks and Trees Department performs a significant amount of mowing of developed as well as undeveloped park land. The Cemetery Department and Streets Division of Public Works also perform mowing operations at cemeteries and in public rights of way, and at City-owned properties.
- **Work Locations.** Although the primary parks for which the Parks and Trees Department is responsible are not located in public rights of way, some of the smaller parks are contiguous to areas for which the Streets Division is responsible. Additionally, as Tree Warden, the Department Director and Assistant are in the public rights of way for many of their work activities, which is the primary location of the work performed by the Streets Division.
- **Equipment.** The Parks and Trees Department, the Streets Division and the Cemeteries each utilize mowing equipment, including trim mowers and bush hogs. Further, the Parks and Trees Department borrows the Public Works Department bucket truck for tree trimming and pruning.

In addition to the similarities in work activities, locations and equipment, an added benefit of a potential consolidation of the Parks and Trees Department with the

Public Works Department is that the work activities related to tree maintenance and pruning occur throughout the year, allowing for the potential to cross-utilize Streets Division workers and equipment operators during time periods during which the core activities of that Division are at a low cycle.

Recommendation: Consolidate the Parks and Trees Department under the Public Works Department to capitalize on the opportunity to share equipment and personnel resources.

2. ANALYSIS AND RECOMMENDATIONS ON OPERATIONAL ISSUES.

This section provides the project team's analysis of the opportunities for improvement in the operations and staffing levels in the Montpelier Parks and Trees Department.

(1) The Department Should Continue Its Efforts in the Development of a Comprehensive Tree Master Plan.

Although the Department, in concert with the Tree Board, has begun the development and updating of the Tree Master Plan, this has not yet been completed, and the last such Plan was developed in 1999. There are several reasons to develop and maintain a tree master plan. These include the following:

- To minimize the risk and cost associated with tree branch failures.
- To provide for greater energy savings and pollution reduction through maintaining a healthy urban forest. A University of Utah study indicated that shaded surfaces can be as much as 9 degrees cooler than non-shaded surfaces.
- To increase storm water recharge and reduce the need for constructing more storm drainage infrastructure.
- To purify the air. Trees absorb gaseous pollutants like carbon monoxide, nitrous oxide and sulfur dioxide, as well as dust, smoke and ash.
- To beautify the landscape.

- To reduce road maintenance costs. Shade from trees can protect streets from weathering as quickly as would be the case otherwise, as without shade, the oil in the pavement heats up and leaves the aggregate unprotected. Heavy shade can defer street overlays or slurry seal cycles by as much as 10 years.

The Tree Warden should work with the Tree Board to provide input to the Master Plan, as well as guidance in developing its initiatives, policy and most important elements. This should involve the development of a tree ordinance, which establishes the official policy for the City as it regards its trees, and provides a basis for dealing with the public. The Department should develop an ordinance which covers street trees, which relate to the planning and removal of trees. The ordinance should also ensure that it covers tree protection, which protects trees with historical significance, and should ensure that it contains a basis for resolving conflicts between property owners who may have issues related to blockage of sunlight, or even site distances.

One important element of the Master Plan is the development of a tree inventory, and the Warden has made some progress on this, however it is far from complete. There are several reasons to accomplish this task, which should be accomplished either by the Tree Warden, personally, or by volunteers under the direct supervision of the Warden. These include the following:

- To determine the elements and composition of the City's forestry program. If, for example, the inventory indicates that there are diseased trees, or areas in which there is a lack of trees, this suggests that tree planning may need to be the primary thrust of the program.
- To prioritize the work schedules of workers involved in removing dead and diseased trees in order to minimize the hazards these trees present.
- To provide education to residents and businesses regarding the benefits of a healthy tree inventory. This also includes educating the public about the types of trees that are best, and worst, suited to the area.

The Department should ensure that only information that is going to be used is collected in the process of developing the tree inventory, and given the limited resources to which the Department has access, it should begin at a very basic level that includes:

- Tree species. This should use scientific names, not common names.
- Tree diameter. This should be taken at a standard height for all trees. A common height is 4.5 feet, or, diameter at breast height.
- Tree condition. Record any maintenance needed, including removal. This should include any diseases or damage that is apparent, and a recommended treatment.
- Site condition. This should include an estimate of the probable space available for the root system, as well as the general soil condition. Also, how close are power lines, and will trees cause impairments to traffic site distances?
- Locations of historic or distinctive trees.

The tree inventory should, optimally, be conducted in the winter so that hazardous limbs and dead wood can be more easily observed. However, again, with limited resources, the Department should take any available opportunity and access to resources regardless of the season.

The inventory, once it is completed, should not exist in manual form, but should be entered into an electronic database. There are software programs available to facilitate the entry and storage of the data, however, the data may also be easily stored in an Excel spreadsheet, as the intent of electronic storage is to facilitate statistical analysis, charts, graphs, etc.

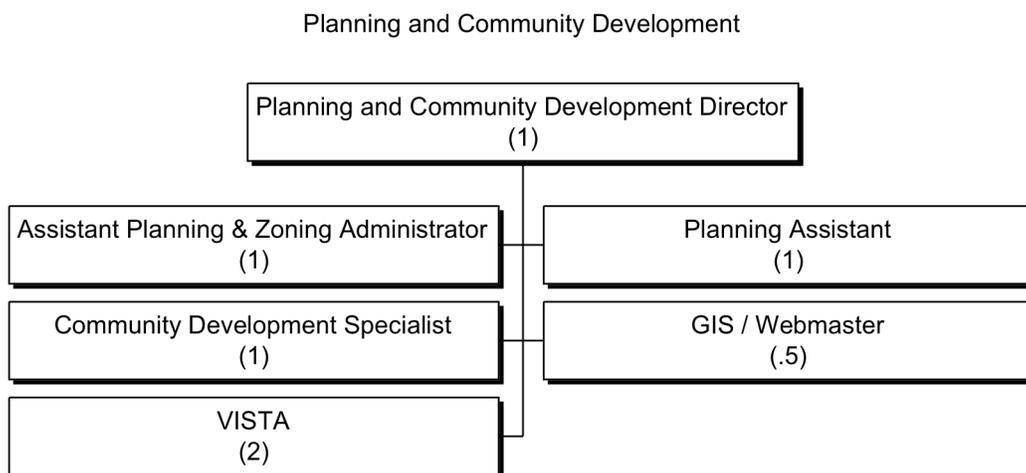
Recommendation: Continue the current effort to develop a Tree Master Plan, including a tree inventory.

10. PLANNING

This chapter of the report provides the project team’s evaluation of the overall organization, staffing, and operations / management of the Planning Department. This office is generally responsible for the planning and implementation related to community planning, zoning, and community development activities. The Department is responsible for all land development regulatory processes including zoning, subdivision, and design review and staffing and supporting several commissions (Planning Commission, Design Review Committee, Development Review Board, and Historic Preservation Commission). In addition to these core functions, the Department is also actively involved in many special projects. Some of the more notable and time intensive projects include the enVision Montpelier, District Energy project, Multimodal Transit project, Food Systems Council, and various other efforts.

1. ANALYSIS AND RECOMMENDATIONS OF ORGANIZATIONAL AND STAFFING ISSUES.

The structure and allocation of personnel for the Planning Department is illustrated below:



The current organizational structure of the Planning and Community Development Department in the City of Montpelier is typical of that normally seen and recommended by the project team with a couple of exceptions, as outlined in the following sections.

(1) The Position Handling GIS / Webmaster Functions Should be Reallocated to the Information Technology Unit of the Finance Department.

As previously outlined in more detail in the Finance Chapter, the project team recommends that the part-time position in the Planning Department be transferred to the Information Technology unit of the Finance Department. In addition to centralizing core Information Technology services in a single entity, this also enables Planning staff to focus on their core functions. This “core function focus” is an issue that is addressed in more detail in the operational analysis section of this chapter.

Recommendation: The GIS / Webmaster position should be transferred to the Information Technology unit of the Finance Department.

(2) The Building Permitting and Inspection function Should Be Incorporated into the Planning and Community Development Department.

In taking a broad organizational review of the permitting functions in the City of Montpelier, the project team believes that there are benefits to having the entire land development and building permitting functions operating within the same organizational structure. The processes beginning with land development actions through the final issuance of a certificate of occupancy are interrelated and require close coordination between staff performing these two functions. Additionally, from a public service perspective, it is more beneficial to have a single permitting center where staff assist individuals with all questions regarding development activity including both the land entitlement components and the building permitting and inspection functions.

Finally, it is a more common organizational practice to have building permitting functions located within a comprehensive Planning and Development Department than operating within a Fire Department organizational structure. In the short term, it may be more feasible to immediately co-locate the Building Inspector within the Planning Department area with changing the reporting relationship until the point in time that management staff can provide the building code expertise to provide direct technical oversight and handle appeals of the building inspector's determinations.

Recommendation: The City should reallocate the Building Permitting and Inspection functions from the Fire Department to the Planning and Community Development Department.

2. ANALYSIS AND RECOMMENDATIONS ON OPERATIONAL ISSUES.

The following sections, outline the specific recommendations related to the operations of the Planning Department and includes the rationale and benefits associated with each recommendation.

(1) The Fees Charged by the Planning Department for Processing of Current Planning Applications and Building Permits Should be Reviewed.

In conjunction with the Finance Department, the Planning Director should undertake an assessment of the sufficiency of the current fees charged for processing planning applications (and building permit applications) to ensure that the City is achieving full cost recovery for the processing of land development and building permits. Best practices indicate that these functions should be self-sufficient, based upon fees paid for services, and not require a subsidy by the general fund.

Recommendation: The Planning Director, in conjunction with the Finance Director, should review the fees charges for services provided to ensure they are established at a level sufficient to cover actual processing costs.

(2) The Planning Department Should Acquire and Install an Automated Permitting System.

Currently, the Planning Department does not have access to an automated permitting system. All land development applications and processing are tracked and managed utilizing an access database. While the Building Inspector utilizes a permitting system, it is not utilized for any land development applications. The City should acquire a permitting system capable of handling all development activities from initial land development activities through the building permitting, inspection, and issuance of a certificate of occupancy.

The goals of the acquiring the automated permit information system should be simply stated in broad terms. Important goals that should be considered by the City of Montpelier include:

- Reduce paper to the greatest extent possible;
- Streamline and automate processes so that the process is more efficient for residents, planners, and other City staff so they achieve approvals without sacrificing quality or safety;
- Increase the available range of information that customers and the public can access electronically, any time of day, and at the customer's convenience by using cost-effective, Internet-based technologies to accommodate as many applicants as possible;
- Eliminate the necessity for customers to come to City Hall by creating a "virtual City Hall;"
- Reduce the time required for the current planning process;
- Create intuitive, simple, and effective tools that require minimal training and technical knowledge to operate.
- Integrate data management tools with Web technologies and document management;
- Improve communication between all parties involved;

- Facilitate collaboration, integration, and cooperation among officials, businesses, designers, and contractors; and
- Provide 24/7 access to up-to-date information.

The automated permit information system should be designed to serve all of the Town's staff and outside agencies involved in the Town's permitting process. The system should serve a number of purposes including the following:

- Tracking of the process for issuance of current planning permits including description, application type, dates, etc.;
- Tracking permit application and issuance;
- Automatically calculate and track fees and cashiering;
- Scheduling of applications for consideration by the various commissions and committees;
- Land (parcel), building, and occupancy tracking;
- Zoning enforcement and complaint tracking.

If possible, the Planning Department should utilize either the system currently in use by the Building Inspector (or alternatively the Assessor) if these systems are capable of handling land development applications, as this will be the most cost effective approach since there would be no software acquisition costs. If these systems are not capable of handling a comprehensive permitting program including land development, the Planning Department, should work with the Building Inspector and Assessor, to identify alternatives that can serve the needs of all three parties. This will require the budgeting of funds for acquisition of a system.

Recommendation: The Planning Department should acquire and install an automated permitting system.

(3) The Planning Department Should Undertake a Work Session with the City Manager and the City Council to Prioritize Work Activities Allocated to the Planning Department.

The review conducted by the project team related to the handling of core planning functions (i.e. – land development application processing, zoning enforcement, and community development functions) generally indicated that staff were operating in an efficient and effective manner and were employing many best practices related to land development and community planning. Additionally, in many ways, the Planning Department is operating a very progressive planning effort including incorporation of sustainability in the comprehensive plan not seen in many other communities. This is something that the City should be proud of as an accomplishment.

However, in this Department, more than any other in the City, there have been many “special projects” and efforts assigned to (or assumed by) staff that fall outside what would typically be found in a municipal Planning Department for a community the size of Montpelier. This special project all have value and importance to the community, but the project team has noted that they divert significant resources and focus away from the core services provided – with a noticeable impact on both staff and the attention given to these services. The long-term focus of the department cannot continue, if the City wishes to provide a high level of services on “core planning functions” without either a reduction in the number and time spent on special projects or an increase in staff.

The project team would recommend, prior to making any increases in staffing levels, that the City Manager and Planning Director undertake a Planning work session with the City Council to discuss the level of effort and time resources allocated to these

special projects. The Council should be responsible for establishing the commitment of the City to conduct these special projects / efforts, establishing the relative priority of these activities, and setting parameters for staff time and resources to be dedicated to them. From this effort, the City Planning Director should develop an annual work plan setting forth the core services to be provided and the identification of special projects (and associated resources – staff or external) that will be supported by the Planning Department.

Recommendation: The City Manager, Planning Director and City Council should hold a workshop to review services performed by the Planning Department, establish priorities, and allocate resources necessary to accomplish assigned duties.

Recommendation: Following the work session, the Planning Director should develop an annual work-plan outlining core planning functions and special projects with identified resources allocated to each.

(4) Additional Resources Should be Made Available on the City’s Website.

Each of the Departments involved in plan review should develop and publish on the City’s website a listing of common comments and corrections noted during the plan review check process. Separate documents should be developed for each function (Planning, Building, Fire) that list the most common ten or twelve comments noted by staff on applications reviewed. These corrections should be analyzed, with the most common comments for each application type (subdivision, residential permit, commercial permit, etc.) posted on the City’s website.

As an example, the type of corrections noted for the Building Permit function could include the following topics.

Fire protection	Mechanical, electrical, plumbing
Room sizes, lighting, ventilation	Noise insulation

Exits, stairways, railings	Energy conservation
Roofing	Foundation requirements
Masonry	Framing
Garages	Plot plans
Elevations	Floor plans

Similar categories should be covered on the land development applications. The purpose is to provide guidance to applicants who are not familiar with the City's codes and ordinances by providing easy to understand information and clear delineation of City requirements.

The posting of the correction library will provide guidance to applicants in understanding the requirements for construction in the City of Montpelier, and should include the requirements of all divisions and agencies involved in the review process in the City. It will identify those corrections most commonly noted during the review process and provide a "check list" for applicants to utilize in checking plans prior to submission. Many examples exist from other communities of these type of documents to serve as a guide for staff in developing a comparable document for the City of Montpelier.

Similarly the formalization and publication of the Department's policies and procedures will provide a more consistent and customer-focused service level. The development of these includes a number of distinct elements, including the following:

- The documentation of the conditions of approval utilized by all of the divisions and departments in the review of discretionary and administrative permits;
- The development of a policies and procedures manual by the Planning Department; and

- The use and application of checklists for the review of applications submitted to the Planning Department.

In the consulting team's experience, one of the primary methods for assuring consistency in the completion of plan check activities, whether it is a building permit plan check, subdivision plan review, or conditional use plan check, or any other type of application review, is to document and publicize in writing the standard conditions of approval. The Planning Department should take the lead in the development of this effort.

Other divisions and departments involved in the development review activities should follow suit and develop, in writing, their own standard conditions of approval. This would include Public Works, Engineering, Fire, and Building. These standard conditions of approval (related to land development applications) should be posted on the Planning Department's website for use by the general public and the development community in knowing what will be expected from them when applying for permits. The work done by this group should be utilized as a base for implementing these recommendations.

The Planning Department should take lead responsibility in facilitating and publicizing the development of these standard conditions of approval by all of the divisions and departments.

Recommendation: Post common plan check corrections on the City's website to provide guidance to architects and design professionals on the development requirements in the City of Montpelier.

Recommendation: The conditions of approval utilized by all of the divisions and departments in the review of discretionary and administrative permits should be documented and posted to the Planning Department's website.

Recommendation: The Planning Department should take lead responsibility in facilitating the development of these written conditions of approval by all of the divisions and departments.

(5) Code Interpretations Should Be Published on the Planning Department's Website.

Similar to the prior recommendation, the Planning Department should develop an interpretation log that records how various provisions of the zoning ordinance are interpreted in cases where the application of certain regulations is not entirely clear. Those interpretations that have applicability beyond a single case – meaning those that are not entirely site specific – should be formalized and published to the City's website. The use of the interpretation log is especially important given that revisions to the Zoning Code and Subdivision Regulations are typically made infrequently, and to provide consistency in application review.

A review of any and all existing Zoning and Subdivision Codes, Regulations and policy interpretations should be undertaken to ensure that they are still accurate and valid. Once completed, these interpretations should be compiled into a document that is posted to the Department's website. The interpretations should be developed in a consistent format that provides, at a minimum, the following information:

- Effective date of interpretation.
- Section of the Code / Regulation referenced.
- Description of the interpretation.
- Legal basis for the interpretation (if applicable).
- Applicability of the interpretation – outline of the circumstances under which the interpretation is applicable and not applicable.

This type of sharing of information will increase the ability of applicants to prepare submissions that are in line with the policies and procedures being enforced by staff and may eliminate the need for revisions to be made in applications. Only those interpretations that have been fully reviewed and that are intended to be utilized for all future applications should be included in this manual.

Recommendation: The Planning Department should document interpretations of the zoning code and subdivision regulations and internal policies and procedures and make these available to the public on the City's website.

(6) The City Should Conduct Zoning Enforcement on a More Proactive Basis.

At the present time, the City of Montpelier has primarily a complaint-driven process related to zoning enforcement activities. During period of limited staffing and high development workloads, this approach provides the ability to maintain land development review activities without increasing staff levels or impacting review times. However, a generally complaint driven zoning enforcement approach typically results in inconsistent enforcement of zoning codes – since only those generating a complaint to the City are pursued.

The City of Montpelier should implement two minor changes in zoning enforcement practice to enhance the current approach:

- **On-line Complaint Receipt:** The provision of the ability to submit a complaint on-line may result initially in more zoning compliance received, than under the current approach, but also over time generally results in a more comprehensive ability to track and manage zoning complaints. Additionally, it enables the community to submit them 24 / 7 and reduces the amount of time staff must spend taking complaints. The City should make a policy decision regarding the acceptability of anonymous complaints.
- **Pro-active Zoning Enforcement:** The City should allocate at least four hour weekly to conducting a proactive zoning enforcement program. This can be tailored to addressing the most common zoning violations, targeted to specific

zoning compliance issues (i.e. – signs), or to specific areas of the community (i.e., downtown, targeted neighborhoods) on a rotational basis.

The City of Montpelier should develop an approach to providing some level of proactive zoning enforcement.

Recommendation: The City should provide the ability for residents to provide complaints regarding zoning compliance through the City’s website.

Recommendation: The City should develop a plan for the implementation of proactive zoning enforcement, at least on a limited basis.

11. POLICE

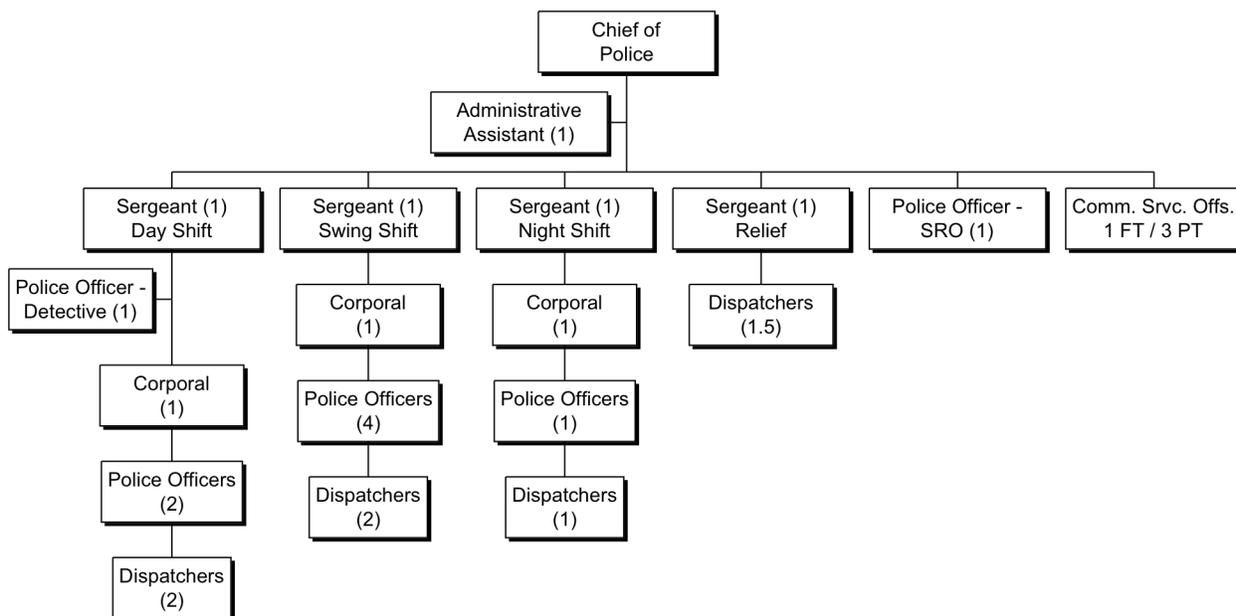
This chapter provides the project team's assessment of the City of Montpelier's Police Department (MPD), and includes the key findings and recommendations regarding general organizational structure, staffing levels and operations.

1. ANALYSIS AND RECOMMENDATIONS OF ORGANIZATIONAL AND STAFFING ISSUES.

The Montpelier Police Department and its staff are responsible for the protection of life and property, prevention of crime, preservation of the public peace, enforcement of all applicable criminal, traffic, municipal and other laws and ordinances, and the arrest of violators. The primary functions of the Police Department is responding to calls for service, involvement in community policing activities, investigations of crimes. The Department has an in house dispatch function which also dispatches for regional fire agencies, including Montpelier's. There are also parking enforcement personnel organized in the Police Department. Finally, the MPD is involved in several regional task forces.

The following chart provides the basic organization and actual staffing of the Montpelier Police Department:

Current Organization of the Montpelier Police Department



In the following sections of the report is provided an assessment of the Police Department in Montpelier as well as its line and management staffing.

(1) Analysis of Patrol Operations

The table below lists the basic elements of an effective police department's operational strategy in providing services to the community. It provides a description of requirements of reactive patrol services (i.e., responding to calls for service) and proactive patrol services (problem identification, targeted enforcement and community policing). This table represents the basic approach of the Matrix Consulting Group to evaluate patrol utilization and staffing needs.

Effective Policing Elements	Comments and Characteristics
<p>Reactive Patrol Services</p>	<ul style="list-style-type: none"> • The primary mission of any law enforcement field patrol force. Responding to citizen requests (or calls) for service is the most critical element of successful patrol services. • As staffing allows, the Department should have clearly defined responsibilities for proactive enforcement. • The City and the Department should have clearly defined response policies in place; including prioritization of calls, response time targets for each priority and supervisor on scene policies. • This reactive workload should make up between 50% and 60% of each Officer's net available time per shift (on average). This includes the time to write reports, transport arrestees and book prisoners.
<p>Proactive Patrol Services</p>	<ul style="list-style-type: none"> • Proactive enforcement addresses all other workloads which are not in response to a citizen generated complaint, such as traffic enforcement, proactive or directed patrol, bike and foot patrol. • The Department should have clearly defined uses for available time – i.e. Officers should know what they are expected to do with their time when not responding to calls for service – this may include targeted preventive patrol for general visibility, traffic enforcement, developing relationships with members of the community, visiting schools or parks. • The proactive element of field patrol should make up between 40% and 50% of an Officer's day (on average). • Research and experience has shown the 40% – 50% range to be appropriate bounds for proactive time for several reasons: <ul style="list-style-type: none"> - Less than 35% net proactive time available to Officers results in inefficient bundling of available time – i.e. available time comes in intervals too short to be effectively utilized in productive activities to address a neighborhood problem or provide targeted enforcement. - Proactive time of more than 50% results in less than efficient use of community resources – it is difficult to effectively manage and supervise law enforcement personnel whose time is so heavily weighted toward proactive activities. • A target of a minimum of 50% is appropriate for the City of Montpelier that traditionally provides high levels of service and whose goal includes the enhancement of community policing activities (thus requiring adequate amounts of proactive time).

Effective Policing Elements	Comments and Characteristics
Management of Patrol Resources	<ul style="list-style-type: none"> • Effective proactive patrol for municipal law enforcement requires the rapid identification of problems and issues, the development of plans to address crime or community issues as they arise, implementation of the potential solution and then an after-action evaluation to determine whether the approach successfully addressed the issue. • The effective use of proactive time is the goal, not just achieving a percentage level of total time. Proactive time needs to be used to generate officer-initiated activities. • This requires the use of both formal and informal mechanisms for capturing and evaluating information by managers and supervisors.

The matrix above provides a compilation of the basic elements of an effective and modern patrol service in a community. The points below summarize the key points from this matrix:

- Effective municipal law enforcement requires a field patrol force which is designed and managed to be flexible in providing both reactive and proactive response to law enforcement issues in the community.
- This requires that the MPD balance personnel, resources and time to handle both of these types of law enforcement. Between 50% and 60%, on average, of a Patrol Officer's work hours should be spent handling all of the elements of reactive patrol. The remaining 40% to 50% should be spent providing the proactive patrol or "community policing."
- An officer's proactive patrol time should be structured and not be approached in a random or unstructured way. Random police patrol is not effective in addressing issues facing communities – police patrol should include efforts to address specific problems in pre-determined ways. The point of proactive time, then, is to *use it* in a way which contributes to community safety and, in the long run, reducing calls for service and crime.
- Any effective proactive approach to police patrol requires that information be managed formally and that a formal effort be put into evaluating that information. This evaluation should lead to specific approaches to address issues/problems in a community. In addition, attempts to address problems should be evaluated formally to determine if the efforts made have been effective.

These basic elements represent the essential ingredients of effective and efficient municipal field law enforcement in the United States in the 21st century.

Establishing a patrol proactivity target is important for effective management and planning of a patrol operations force. This also provides insights to the City of Montpelier as it develops its community-policing strategies.

The Montpelier Police Department has currently allocated a total of 14 sworn positions for patrol services, including 4 Sergeants and 10 Police Officers and Corporals. These officers work an 8 hour / 5 day schedule. The daily shifts are organized as follows:

- Day Shift (0800 to 1600) – 2 assigned Police Officers, 1 Corporal and 1 Sergeant; minimum staffing is 1 Sergeant and 2 Police Officers or a Corporal.
- Swing Shift (1600 to 0000) – 4 assigned Police Officers, 1 Corporal and 1 Sergeant; minimum staffing is 1 Sergeant and 2 Police Officers or a Corporal.
- Midnight Shift (0000 to 0800) – 1 assigned Police Officer, 1 Corporal and 1 Sergeant; minimum staffing is 1 Sergeant and 1 Police Officer or a Corporal.

It should be noted that the Department also utilizes three (3) part-time fully certified Police Officers for purposes of relief and fill-in.

The project team collected information regarding MPD workload activities relating to field patrol personnel (i.e., Police Officers, Corporals and Sergeants). While the City's CAD / RMS system has significant limitations in its ability to be utilized analytically, print outs of data that captured reactive calls for service and proactive officer initiated activities for 2010. It included the following information:

- Date and Time of Call
- Type of Call
- Number of Units Dispatched

Unfortunately, unit arrival and clear times were not obtained in the analysis making it impossible to determine call response and handling times.

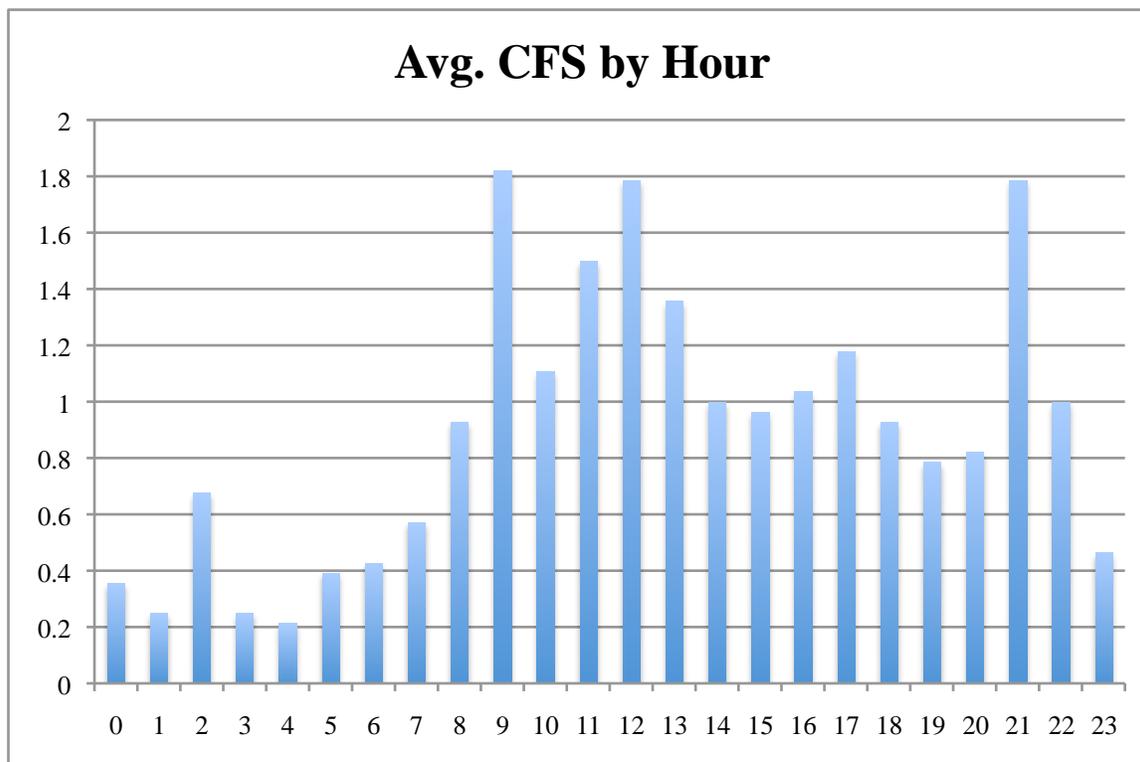
This information served as the context for analyzing patrol's current utilization, including handling community-generated calls for service as well as officer initiated activity. Of importance is the ability to utilize this data to determine the difference between *reactive* community generated workload and *proactive* police patrol. Again, unfortunately unlike many CAD / RMS systems Montpelier's could not easily identify the difference between these two types of activity. As a result, the project team utilized call type to assist in this. This approach, however, will inevitably result in more calls than officer initiated activities.

In total, Montpelier Police Department patrol officers responded to approximately 7,900 community-generated calls for service in 2010, as identified in the following table:

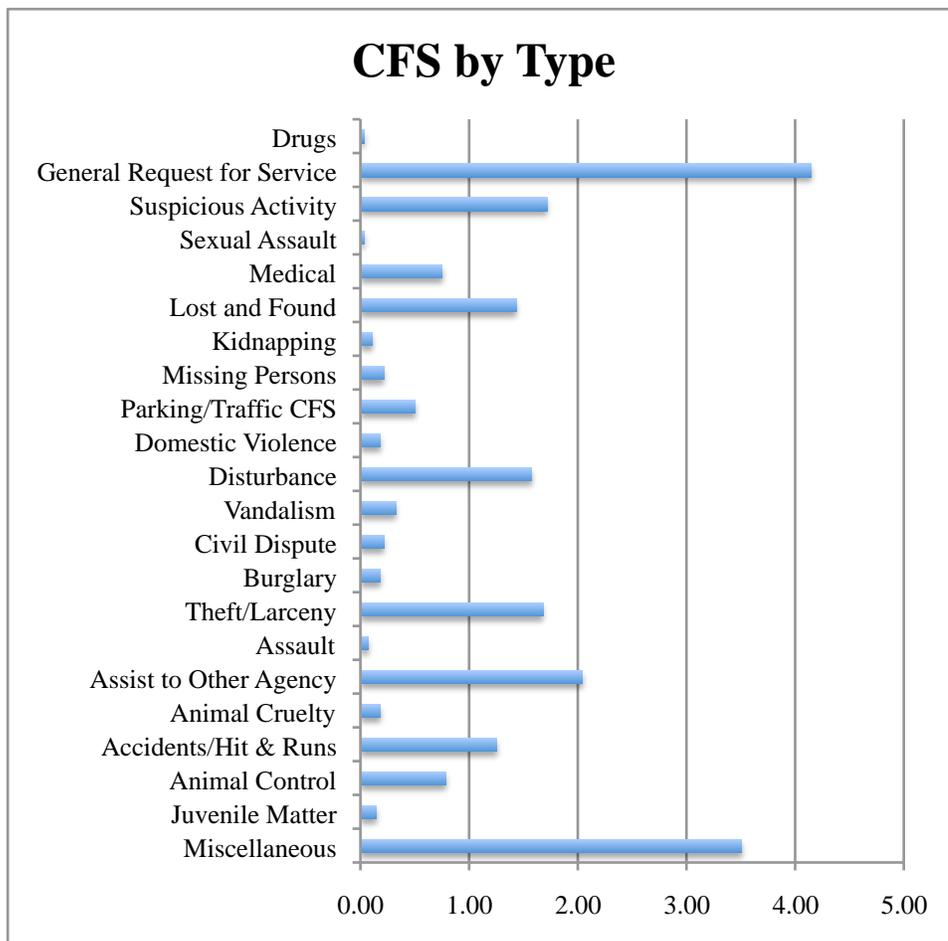
Community-Generated Calls for Service Distribution – 2010

Hour	Count	Daily Avg.	Est. Annual
0	10	0.36	130.4
1	7	0.25	91.3
2	19	0.68	247.7
3	7	0.25	91.3
4	6	0.21	78.2
5	11	0.39	143.4
6	12	0.43	156.4
7	16	0.57	208.6
8	26	0.93	338.9
9	51	1.82	664.8
10	31	1.11	404.1
11	42	1.50	547.5
12	50	1.79	651.8
13	38	1.36	495.4
14	28	1.00	365.0
15	27	0.96	352.0
16	29	1.04	378.0
17	33	1.18	430.2
18	26	0.93	338.9
19	22	0.79	286.8
20	23	0.82	299.8
21	50	1.79	651.8
22	28	1.00	365.0
23	13	0.46	169.5
Total	605	21.61	7886.6

These data can also be shown graphically, below:



As shown above, the MPD experiences approximately 22 calls for service per day, or an average of less than 1 per hour, ranging from higher numbers of calls between 0900 and 1700, and the lowest number of calls between 2300 and 0700. Unlike many communities, then, Montpelier is a 'business town' in which the vast majority of activity occurs during business hours. There is no crime peak in the evening hours. Call type distribution displayed on an average daily basis is shown in the graph below:



To calculate the amount of overall utilization of patrol time available for patrol officers, the project team utilized a number of assumptions and actual data points, summarized in the following table:

Summary of Patrol Workload Elements

Reactive Factor in Calculation of Proactive Time	Summary Discussion
Calls for Service	Actual call data obtained from the Communication Center's CAD system allowed the project team to determine the number of community-generated calls for service (reactive time of Patrol Officers). The project team used a sample of the first week of every other month of call data.

Reactive Factor in Calculation of Proactive Time	Summary Discussion
Call Handling Time	Most departments MCG works with experiences an average handling time of 30 – 40 minutes to effectively handle a community generated call for service. A handling time that is significantly higher than 40 minutes indicates patrol Officers may not be timely in processing calls for service or other work is being done while in an “at scene” status. A handling time lower than 30 minutes indicates Patrol Officers may not be providing an appropriate amount of attention to calls for service. Not being measurable from the data base, the project team used the top end of the range as an assumption.
Back-Up Frequency / Number of Units per Call	In the experience of MCG an average of 1.5 patrol unit responses per community generated call for service is expected and utilized in this analysis.
Duration of Time On-Scene by Back-Up Officer(s)	Not being measurable in Montpelier, an average of 75% of the initial handling unit’s handling time was utilized
Number of Reports	The number of substantive incident report issued was estimated. For the MPD this equals 2,970 reports written, or approximately 33% of calls for service requiring a substantive report.
Time to Complete a Report	Not being known from the data, the project team used an average of 45 minutes for completing incident reports resulting from a call for service. This is consistent with agencies for which this value is known.
Number of Arrests/Bookings	The number of total arrests in 2010 was 339, including those resulting from calls for service and officer self initiated actions. Not being known, an estimated average of 60 minutes for a patrol officer to process an arrest after clearing the scene. It should be noted that our analysis assumes that all of the arrest time is allocated to calls because we could not discern the difference.
Available Time of Officers / Officers on Duty	This is based on data and estimates of vacation, sick, training, and other leave times which determine the actual available time a patrol officer can work.

Using this data, estimates and targets, the project team then performed a calculation of the current proactive time available to staff assigned to patrol. The basic calculation that is performed to determine proactive time is as follows:

$$\text{Proactive Time \%} = \frac{\text{Total Available Time} - (\text{Reactive Workload Time} + \text{Admin. Time})}{\text{Total Available Time}}$$

The following points summarize the formula above:

- “Total Available Time” is defined as the number of officers actually available in a given hour, times 60 minutes.
- “Reactive Workload Time” is defined as the average total committed time per call for service, multiplied by the number of calls for service.

This approach provides managers and policy makers with an easily understood (and easy to calculate) measure of the capability of the patrol services workforce to provide proactive law enforcement (it is the time left over once calls for service and the related tasks have been handled).

Utilizing the factors described above related to community-generated calls for service workloads, resource deployments and personnel availability, the following table summarizes the proactive time calculations for the Montpelier Police Department by shift:

Overall Police Officer Proactive Time – 2010

Time-Block	2010 CFS	Time on CFS in Hours	Other Reactive Time in Hours	Total Reactive Time	Officers Available 2010	Shift Hours Lost	Total Available Hours	% Total Proactive Time
00-0800	1,600.0	1,066.7	300.7	1,367.3	3.0	1,479.0	7,281.0	81.2%
08-1600	2,400.0	1,600.0	2,957.7	4,557.7	4.0	1,972.0	9,708.0	53.1%
16-0000	4,000.0	2,666.7	523.8	3,190.4	6.0	2,958.0	14,562.0	78.1%
Ttl./Avg.	8,000.0	5,333.3	3,782.1	9,115.5	13.0	8,545.9	31,551.0	71.1%

As shown above, the overall proactive time is approximately 71% for Montpelier patrol officers with no shift is under 53%. This assessment shows that there is an adequate *amount* of time available for proactivity overall. However, the data also suggests that proactive time is not consistently allocated among shifts. The following should be noted:

- The midnight shift has the highest allocation of proactive time at 81%. This shift is minimally staffed for officer safety and call coverage demands.
- The swing shift, however, has proactive capabilities almost as high as the midnight shift.

- The day shift, at 53%, has the lowest amount of proactive time, a shift with the greatest call load and proactive use opportunities when people are in the City.

The allocation of staff and proactive time suggests that there is an opportunity to redistribute staff to better equalize the relationship of proactive and reactive capabilities among staff across shifts.

The table below summarizes the patrol staffing analysis, which provides the calculation of the number of patrol officers required at a 50% proactive time target and utilizing the data elements and assumptions described above:

1. COMMUNITY GENERATED WORKLOADS

Calls for Service	7,887.00
Est. Handling Time (hours)	5,345.63
Est. Back up Rate	0.50
Handling Time for Back Up Units (in hours, estimated, based on 75% of initial units)	0.38
Total Time for Back Up Unit CFS Handling	1,478.81
Est. Number of Reports	2,602.71
Est. Total Time for Report Writing (45 Minute Average)	1,952.03
Number of Arrests / Bookings	339.00
Time to Process CFS Arrests / Bookings (Estimated)	1.00
Total Time for CFS Arrests / Bookings	339.00
TOTAL TIME TO HANDLE COMMUNITY GENERATED WORKLOADS	<u>9,115.48</u>

2. TIME FOR PREVENTIVE PATROL AND 50% OFFICER INITIATED ACTIVITY **9,115.48**

3. TOTAL TIME REQUIRED FOR REACTIVE AND PROACTIVE ACTIVITIES **18,230.96**

4. PER OFFICER AVAILABILITY

Gross Work Hours	2,080.00
Net hours worked @ 85%	1,768.00
Avg. In-Service / Away Training	56.00
Net hours lost on shift (Briefings, vehicle checks, etc.)	125.00
Net hours worked each year	<u>1,587.00</u>

5. OFFICERS REQUIRED TO HANDLE WORKLOADS **11.49**

6. ADJUSTMENT FOR TURNOVER @ 10% **12.64**

As shown above, based on actual workload data, assumptions, and best practice targets, the Montpelier Police Department requires approximately 13 patrol officers, corporals and sergeants (assuming their combined use as supervisors and field personnel) to meet at least a 50% proactive time target. This is one position lower than current allocations in patrol in Montpelier, however:

- Proactive time is actually higher than 50% in Montpelier.
- Sergeants have uses in the field and to assist with administrative tasks.

Recommendation: The Montpelier Police Department should retain existing staffing levels in patrol.

Recommendation: The Montpelier Police Department should transfer one patrol position from the swing shift to the day shift.

The next question is how patrol personnel utilize their proactive time to be engaged in self-initiated activities. In the data base developed by the project team in this study, there was an average of 13.21 *counted* officer generated activities per day, about one every other hour. On an annualized basis, this equates to about 4,823 *counted* officer initiated activities. While many proactive activities are not counted (e.g., citizen contacts, business checks, downtown foot patrols, etc.), this suggests that proactive utilization should be examined by patrol supervisors for use and productiveness.

Recommendation: The Police Department should regularly evaluate the amount and use of proactive time in patrol.

(2) Analysis of the Detective Caseload.

The Police Department has one generalist Detective, meaning that he is assigned property crimes as well as crimes against persons, or, cases not retained for follow-up by patrol. This is a common approach in small law enforcement agencies.

Data which profiles the total number of cases handled by the Detective, as well as clearance rates, were not obtainable during this study or through the CrimeTrack. However, even in smaller jurisdictions, the project team has found that the distribution of investigative caseloads is relatively consistent. So, the project team conducted a 'desk audit' with the Detective to assess the level of active cases (those worked in the past 30 days) compared to open cases (which may include cases that have not been actively worked recently). Before presenting the data, there are a few issues which should be noted:

- Case characteristics have been generalized for privacy considerations.
- Case activities since assignment were documented and generalized in the table.
- In interviewing the Detective, judgments were made by the interviewee, not the project team regarding case solvability potential.

The results of this desk audit is shown below:

INVESTIGATOR CASELOAD AUDIT					
March 17, 2011					
Case #	General Case Type	Date Ass.	Summary of Activities	Activity in 30 Days?	Prospects
399486	Person Crime	3/9/11	Interviewed victim Involved State Attorney's office	Yes	Unknown. Must wait for the State Attorney.
396993	Person Crime	2/9/11	Interviewed victim, etc. Interviewed health officials Identified two suspects Subpoenaed medical records of both suspects	Yes	Unknown
398297	Property Crime	Reported to Patrol on 2/14/11. Assigned to Detective 3/7/11	Interviewed victim Got photos of missing jewelry and sent to jewelry stores	Yes	Poor
393007	Person Crime	11/8/10	Executed warrant. Interviewed victim Interviewed suspect Interviewed others.	Yes	Poor

INVESTIGATOR CASELOAD AUDIT					
March 17, 2011					
Case #	General Case Type	Date Ass.	Summary of Activities	Activity in 30 Days?	Prospects
390335	Property Crime	9/24/10	Detective went on original call and took case Collected evidence and processed fingerprints Checked NESPIN Neighborhood canvass Met with Berlin PD	No	Poor
393354	Person Crime	3/7/11	Came from Barre PD Interviewed suspect	Yes	Poor
399207	Property Crime	3/3/11	Contacted victim and waiting to hear back	Yes	Poor
394875	Other Crime	12/11/10	Went to office where suspect's car was seen. Went through videos from local business camera. Made still photos.	No	Poor

The caseload of the Department's Detective at the time of the caseload audit can be characterized by the following:

- There were 8 active cases held by the Detective at the time.
- Four (4) cases were 'person crimes'; three (3) were 'property crimes'. There was one (1) crime categorized as 'other'.
- Only six (6) of the cases were 'active' in the sense that they had been worked at all in the preceding month.
- None of the cases had exceptional solvability prospects in the judgment of the Detective.

The findings of the project team with respect to the caseload and utilization of the Detective are typified by the following:

- As is the case with many small communities, specialty Detective caseloads are "low". At six active cases, the Detective's caseload is less than half of that which would be seen in a larger agency for a generalist detective.
- As is the case with many small communities, many of the cases assigned to the Detective would be viewed as 'minor' in a larger agency.

- As is the case with many small communities, and appropriately, the MPD does retain many cases in patrol for follow-up when the case is minor, has been closed by arrest, etc.
- During the desk audits it became clear that the case-management system in CrimeTrack was not being used consistently between the Detective and patrol or to its full advantage by the Detectives or the supervisors in the unit. This will be discussed further in a later section in this chapter.

The project team views a Detective caseload of 6 - 8 active cases as indicative of low utilization. The Detective has opportunities to expand his use into other activities in the support of the Department. The project team believes that in the absence of a dedicated crime analyst, the Detective should function in this capacity.

Recommendation: The MPD is staffed appropriately with one (1) Detective but this staff person has opportunities to expand his use to support the Department. Crime analysis would be an important collateral duty to assign to the Detective.

(3) The Communications Center Provides Dispatch Services Not Only to Montpelier (for Police) but to the Region (for Fire and Ambulance).

The Communications Section of the Department is staffed with six (6) full-time Dispatchers and one (1) part-time Dispatcher. One of the Dispatchers is informally designated as the “senior” dispatcher. Depending on the hour, between one and two dispatchers are on duty. Reporting to the Patrol Sergeant on duty, these Operators answer 911 emergency calls for service and communicate with Police Officers in the field, but also answer incoming administrative 10-digit lines, handle public traffic at the front desk, enter stolen property and missing persons information into NCIC, run criminal histories, manage records, as well as other duties. Dispatchers handle law enforcement calls in Montpelier as well as regional fire and ambulance calls for service including 16 (mostly volunteer) agencies in the Capital West Region plus the Capital

Police at the State House. Contract dispatching has generated over \$153,000 in revenue to the City each year.

There are several approaches which can be used to assess the staffing needs of a public safety communications center serving local or regional areas. These approaches include the following:

- Methods which are based on comparisons with other agencies. These methods are inconsistent because the workload, technology and service level requirements vary tremendously among agencies.
- Approaches which are based on staffing a targeted number of “fixed posts” allocated on a functional basis (e.g. call taker, law enforcement radio, etc.). These approaches are unsound because they do not tie staffing to actual workload.

The Matrix Consulting Group used a quantitative process for assessing communications staffing needs based on actual workloads in the Montpelier communications center. The paragraphs below summarize this approach, its assumptions and the time standards used.

- There are tasks performed by communications centers that are relatively constant from one agency to another. These tasks include:
 - Telephone calls received in a communications center expressed on a "per call for service" basis.
 - Radio transmissions handled in a communications center expressed on a "per call for service" basis.
 - Other tasks handled and expressed on a "per call for service" basis.
- Since most agencies do not track individual work elements of a communications center, such as the number of transmissions, and since virtually no agency consistently measures the time taken for each task, standards are borrowed from other agencies and verified, where data exists, against workloads handled in the dispatch centers.
- These standards were developed by the project team and others using detailed time and motion studies of communications centers nationwide for both law enforcement and fire / rescue agencies.

- Since police and fire calls for service are typically counted consistently by most agencies, these communications standards are converted on the basis of total minutes of workload per call for service.
- More specifically, estimates of total communications center police and fire workloads (including not only calls for service related workloads, but also workloads associated with self-initiated and administrative activities) are expressed as a ratio of time per call for service. These time standards include:
 - For each law enforcement call for service, an average of 8.9 minutes of call, self-initiated and administrative related communications workloads are allocated. This includes time estimates of radio, telephone, record check and administrative tasks. The 8.9 minutes is comprised of the following elements:
 - 130 seconds are allocated to process a service request (citizen generated call for service) and transfer to a radio dispatcher. This standard incorporates the fact that multiple calls can be generated by the same incident and that administrative / business calls are handled by staff in the communications center.
 - 327 seconds of total radio transmissions related activity expressed on a “per call for service” basis – including call-related and officer initiated field workloads and administrative transmissions.
 - 13 seconds allocated for computerized records / registration checks.
 - 64 seconds allocated for other tasks associated with the dispatch center (administrative, record-keeping, other activities).
- These time standards are then applied against known or estimated call for service workloads handled by the dispatch center. Call for service counts are distributed on a time of day basis and multiplied by the time standards described above (i.e., 8.9 minutes per call for law enforcement). This calculation yields total average communications workloads on a time of day and day of week basis.
- Finally, to arrive at the number of dispatch center staff required to handle these workloads, a critical assumption needs to be made regarding the levels of productivity desired. An allowance needs to be made regarding the proportion of time which is desirable to have a dispatcher actually involved in call handling, radio transmission and related workloads. There are several reasons why direct task allocation should not be 100% of available time, including:

- Dispatch centers which have relatively high utilization levels tend to burn out staff leading to high turnover and use of sick leave, disability, etc.
- Communications centers which have relatively high utilization levels experience queuing problems in which responses to incoming calls are delayed because of the number of calls or field units handled.
- Quality begins to suffer because dispatchers are cutting calls and radio transmissions short. This impacts service to field units and the public.

The project team used a task-loading factor of 30 minutes of actual call / radio activity per dispatch personnel per hour. The basis of this assumption is that one-half of every working hour should be used for direct communications workloads. Remaining minutes per hour can be dedicated to administrative or other duties. This 30-minute factor is divided into the hourly workload amount in the communications center. In addition to dispatching duties, Montpelier PD dispatchers also perform records and public support functions. These additional workloads need to be factored into the analysis.

The Montpelier dispatch center a total of 7,887 City police-related calls for service and 5,538 regional fire and ambulance-related calls for service in 2010 for a total of 13,425 unique calls for service for the City and the region (for fire and ambulance). Based on this number of community generated calls for service and an estimated time requirement of 8.9 minutes per call, and a 50% per personnel utilization, the following table shows the average hourly staffing requirement to handle the call for service workloads.

Communications Center Workload and Staff Analysis

Hour	Police Total	Fire / Amb. Total	Total CFS 2010	Average Per Hour	Est. # of Minutes	Est. Staffing @ 50%
0	130.4	93	223	0.6	5.4	0.2
1	91.3	65	156	0.4	3.8	0.1
2	247.7	176	424	1.2	10.3	0.3
3	91.3	65	156	0.4	3.8	0.1
4	78.2	56	134	0.4	3.3	0.1
5	143.4	102	245	0.7	6.0	0.2
6	156.4	111	268	0.7	6.5	0.2
7	208.6	148	357	1.0	8.7	0.3
8	338.9	241	580	1.6	14.1	0.5
9	664.8	473	1138	3.1	27.7	0.9
10	404.1	287	692	1.9	16.9	0.6
11	547.5	389	937	2.6	22.8	0.8
12	651.8	464	1115	3.1	27.2	0.9
13	495.4	352	848	2.3	20.7	0.7
14	365.0	260	625	1.7	15.2	0.5
15	352.0	250	602	1.7	14.7	0.5
16	378.0	269	647	1.8	15.8	0.5
17	430.2	306	736	2.0	17.9	0.6
18	338.9	241	580	1.6	14.1	0.5
19	286.8	204	491	1.3	12.0	0.4
20	299.8	213	513	1.4	12.5	0.4
21	651.8	464	1115	3.1	27.2	0.9
22	365.0	260	625	1.7	15.2	0.5
23	169.5	121	290	0.8	7.1	0.2
Totals	7887	5538	13495	1.5	13.7	0.5

As shown above, to handle the hourly average call workload associated with the dispatching of police units requires less than one full-time position per hour utilized at 50%. The following points are taken from the graph above:

- Dispatch handles 13,425 community generated calls for service. The average number of calls for service per hour ranges from approximately 1 call per hour or less (nine hours of the day) to over 2 calls per hour (approximately 10 hours of the day).
- Average dispatch related workload per hour is approximately 14 minutes.
- This level of workload generates the need, on average over a 24-hour day, of less than one Dispatcher per hour.

- There is adequate capacity at these dispatch levels to handle record and public assistance duties.

The minimum staffing per shift for the higher activity hours is usually two positions for the following reasons:

- To ensure that concurrent incidents could be handled.
- To ensure that a single position could be dedicated to a high priority call without eliminating the ability of the center to handle routine business.
- To provide dispatchers with on-duty relief without having to call in field personnel to cover the position or excessive dispatcher overtime.
- To continue to answer the business phone lines while provide dispatching services.
- To provide intra-shift relief and breaks.
- To reduce dispatcher burnout.

Current staffing levels enable the Department to meet these workload and coverage requirements during peak activity hours, though they require dispatcher overtime and occasional coverage by other staff.

Recommendation: Continue current approaches to providing emergency communications services in the City and the region.

(4) The Department and the City Has a Unique Resource in Its School Resources Officer.

The Montpelier has dedicated a Police Officer to functioning as a 'school resources officer' (SRO). His responsibilities are briefly summarized, as follows:

- The SRO supports three schools in the City, including the high school.
- He delivers several programs in a class setting (e.g., DARE).
- He works with students, parents, teachers and school administrators on a wide variety of issues.

- He functions as the juvenile officer, following-up on incidents occurring on or off school grounds, as necessary.
- During the summer the SRO backs-up patrol.

Montpelier Schools reimburses the City's general fund budget for one-half of the cost of this position. The City's School Resources Officer is uniquely qualified to handle these programs and duties. His abilities have been externally recognized and have resulted in his use in international 'goodwill' programs (e.g., recently in Tbilisi, Republic of Georgia).

Recommendation: As long as there is a continued financial assistance from Montpelier Schools, continue current approaches to providing school resources officer programming.

(5) The Department's Approach to Management and Administration Is Appropriate.

The Department's approach to records management and administration can be summarized, as follows:

- As noted in a previous section, dispatchers assist in records processing and public assistance.
- An Administrative Assistant is responsible for a wide range of duties, including:
 - Administrative assistant to the Chief and staff.
 - Prepares budget and other reports.
 - Maintains payroll.
 - Processes accounts payable and receivable.
 - Maintains personnel records and assists with the coordination of training.
 - Oversees the custodian.
 - Maintains petty cash.
 - Acts as records manager, coordinating with dispatchers, purging, etc.
 - Processes parade and fireworks permits.
 - ADA coordinator for the Department.

- Link between the Department and external entities, including the Community Justice Center. Can, in the absence of the Chief, represent the Department on the CJC's re-entry Assistance Panel.

The Department has a valuable resource in its Administrative Assistant based on her administrative management experience and her prior experience with the State's Corrections Department.

Recommendation: Continue current approaches to administrative management.

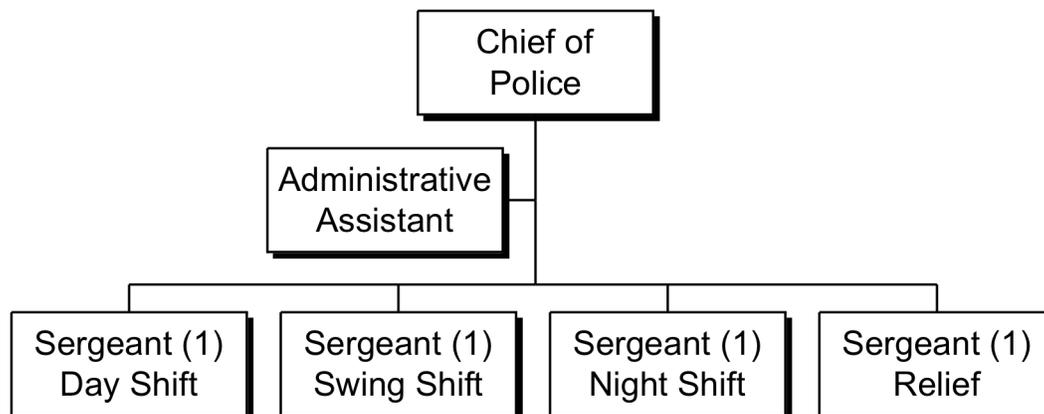
(6) There Is a Continuity of Coverage and Chain of Command Issue in the Police Department Which the City Should Address in the Long Term.

In order to evaluate the organizational structure of any public safety department, the project team first had to identify the criteria by which the organizational structure of the Police Department would be judged. The paragraphs, that follow, describe those criteria as well as describe what is meant by each of them:

- **Accountability and responsibility is clearly identified:** The organizational structure must be consistent with the concept that clear lines of authority and decision making are essential for any organization to achieve excellence. Areas of responsibility are clearly delineated and points of accountability are readily identifiable. In a police department clear lines of authority need to exist relating to operations, investigations and support services.
- **Span of control or communication is optimal:** Effective organizations are structured so that lines of communication are identifiable and where there are multiple reporting relationships, responsibility for communication and control are clearly identified and understood. One-over-one reporting relationships should be minimized as should managers without direct reports; but overly flat structures need to be avoided as well because of the impacts on decision making and authority.
- **Similar titled positions have similar responsibilities and levels of accountability:** The organization should be structured so that decision making authority and the ability of decisions to impact the organization in a strategic way are all found at similar levels of the hierarchy.
- **Support functions are integrated into operational areas in small organizations to increase efficiency:** Many organizational structures actually support the development of functional "silos" wherein function specialty areas,

such as purchasing, personnel or finance, become their own bureaucracies. The existence of such silos indicates that the real needs of the operating units closest to the citizen/customer are not being met. In a small police department this generalist approach to law enforcement is essential.

The chart, below, reflects the current organizational structure of management staffing in the Montpelier Police Department:



The roles of these staff can be briefly summarized, as follows:

- The Police Chief is the sole manager in the Department responsible for overall management, operations, services, internal and external relations in the community as well as in law enforcement in the region.
- Four (4) shift supervisors (Sergeants) are responsible as shift supervisors, organizing daily schedules, training, reviewing performance and responses. They also respond to calls and work in the field. While all sergeants have collateral duties to assist with the administration of the Department the day shift Sergeant has more of these duties because of his access to the City and business world on this shift.
- As noted in the previous section, the Department has an Administrative Assistant position to assist with administrative management.

There are two clear positive attributes with the organization of management staffing in the Montpelier Police Department, including:

- It is a lean and flat organization.
- It places responsibility for many administrative functions down in the organization.

At the same time, there are several issues with the organization of management staffing in the Montpelier Police Department.

- It is a lean and flat organization. While this study has concluded that the Fire Department's organizational structure is too 'top heavy', the organizational structure of the Police Department is too weak.
- There is no #2 in the Department which impacts command and control after hours or when the Chief is not in the City. It also impacts labor relations.
- While the most senior sergeant has 'standing' in the Department with respect to other shift supervisors this standing is informal and carries no real authority.
- Other smaller police departments in the State (e.g., Brattleboro) are organized with a second management position.

The project team believes that in the long term the Department needs to establish a clear line of authority. A new position should not be created. Rather, one of the sergeants positions should be converted to a Lieutenant or Captain position. While the economic impacts of this would not be great (around \$10,000 per year), conversion should occur with growth in funding.

Recommendation: The Police Department's organizational structure should remain unchanged for now. However, with revenue growth the City should convert one sergeant's position to a Lieutenant or Captain.

2. ANALYSIS AND RECOMMENDATIONS ON OPERATIONAL ISSUES.

The following sections, outline the additional recommendations related to the operations, services and management of the Montpelier Police Department.

(1) The Montpelier Police Department Should Develop a More Formal and Consistent Approach to "Community Policing".

With the level of proactive time available to patrol officers, the MPD should develop programs and policies to provide analytical management of this proactive time,

and provide a tool to measure activity. One tool is the utilization of informal plans which are developed by patrol officers and sergeants and include the following elements:

- 1) A particular problem / issue that should be addressed in the City
- 2) The patrol officer's plan to mitigate / reduce the problem / issue
- 3) How success will be monitored and measured
- 4) Reviewed and approved by officer and supervisor (sergeant)
- 5) Regular review of plans during briefings

The project team finds that these informal plans could be an effective approach for the City of Montpelier, if they are consistently developed and utilized to address problems in the City, to enhance patrol performance and accountability.

Recommendation: Implement the utilization of patrol officer plans as a tool for sergeants to better monitor activity and manage / measure the effectiveness of officer proactive time.

The use of patrol plans and analysis will provide the MPD with an approach to improving the effectiveness of its community-policing strategy. It may contain the following general steps:

- Develop a "profile" understanding of each area and problem of the City.
- Identification of community resources to assist and leverage in community policing.
- Identification of what other services the City of Montpelier provides in these particular areas, as well as identification of particular issues or problems (e.g., from community development, code enforcement, Community Justice Center, fire department, etc.)
- Allocation and assignment of patrol units and sergeant to essentially serve as the coordinator of each problem or activity.
- Identification of the calls for service trends and activities in order to direct resources accordingly.

- Crime analysis to identify patterns and issues, including the ability to measure the performance of MPD activities and resources. Without a departmental ‘crime analyst’, this could be made a collateral duty of the Detective.

The following table provides a sample of common community policing strategies (from Community Policing for Mayors: A Municipal Service Model for Policing and Beyond):

Community Policing Strategies

Community Partnership	Organizational Change	Problem-Solving
Post crime information on police web sites	Assign officers to specific geographic locations for extended periods	Conduct community surveys to identify problems and evaluate performance
Hold regular meetings with local businesses	Build principles into recruitment activities and selection decisions	Systematically identify problems at all levels (block, beat, neighborhood, and city)
Attend and present at community meetings	Incorporate community policing into performance evaluations and reward systems	Use problem analysis / crime analysis to better understand problems / issues
Build working relationships with the media	Develop technology and data systems that make information more accessible to officers and the community	Examine and incorporate best practices from other agencies
Inform citizens about major police initiatives	Train all staff in community policing principles	Seek input from members of the community to identify and prioritize problems
Use citizen volunteers	Increase officer discretion and accountability for solving problems at their level	Encourage and enable officers to think about problem-solving when responding to calls for service
Operate a citizen police academy	Encourage officers to propose innovative solutions to long-standing problems	Evaluate the effectiveness of crime and problem reduction efforts
Develop working partnerships with other local government departments	Reduce hierarchical structures	Examine the cases for crime hot spots and develop appropriate responses based on underlying conditions
Get feedback from partners about the nature and priority of community problems	Increase agency transparency for activities and decision-making	Analyze factors and characteristics of repeat victims to support targeted interventions

Community Partnership	Organizational Change	Problem-Solving
Brainstorm new solutions with stakeholders	Incorporate community policing into field officer training	Gather information about repeat offenders to make future offending more difficult
Involve community partners and service providers in problem-solving processes	Give officers latitude in developing innovative responses to problems	Conduct surveys of the physical environment of problem locations to make places less susceptible to crime
Use foot patrol / bike patrol	Develop technology systems that support problem analysis and evaluation	Develop formal response plans
User partners to help implement responses to problems	Build community policing into mission / vision / strategic plans	Systematically document problems solving efforts in a database

The Montpelier Police Department utilizes many of these tools to a greater or lesser extent. A comprehensive and formal strategy to utilize these tools and the information and recommendations in this report, the MPD could improve upon its community-policing strategy.

Recommendation: The Montpelier Police Department should consider steps to improve its community-policing strategy.

(2) Modifications to the Current Approach to Case Management Would Enhance Accountability for Follow-Up Investigations and Coordination Between Patrol and Investigative Functions.

The project team’s analysis of the detective shows that the staffing is appropriate at one (1) given the service delivery approaches of the Police Department and the needs of the City for specialized follow-up investigations. A decision to change the mix of follow-up between patrol and the Detective would require the Department to revisit these approaches. However, our earlier analysis determined that for a City the size and crime composition of Montpelier, a mix of patrol and Detective follow-up was necessary and appropriate.

A larger issue for the follow-up investigations is the level of informality in case management. The project team's findings include the following:

- Cases are screened by patrol supervisors. Based on that review the follow-up, if necessary, is kept in patrol or referred to the Detective.
- The project team found that the Detective infrequently attend patrol briefings as a way of sharing information and as a way to learn about trends in the community.
- The project team also found that the Detectives is often referred cases well after the event, perhaps after patrol exhausted its capabilities. When assigned in this circumstance it may be the first time the Detective learned of the case.
- Patrol cases are managed in a 'silo', with little interchange with the Detective. This potentially impacts case consistency as well as the pursuit of common leads, MO's and the like.
- The project team found that the Detective is largely self-managing his caseload. There was little input from sergeants or the Chief.

The project team recommends that the MPD develop a better defined and coordinated approach to follow-up investigations. This approach should consist of the following elements:

- The Department should use this opportunity to review its policies relating to which cases are followed-up by either patrol or detective resources. Policies relating to case inactivation and citizen contact expectations should also be reviewed.
- Field sergeants should continue to determine which cases are retained in patrol and which should be handled by the Detective.
- Once assigned, case details need to be entered into CrimeTrack or other case management system.
- Once assigned *one person* should have the responsibility for review, supervision or advice about next steps on *all* cases, whether assigned to patrol or the Detective. This could be one sergeant.
- Case activities and prospects need to be regularly monitored by the supervisor of investigative functions.

These approaches are actually supported by current departmental policy.

Recommendation: The Department should develop a more formal management approach to investigations to make it more consistent and better coordinated.

(3) The City and the Police Department Should Begin to Consider the Replacement of Its CrimeTrack Information System.

The Department utilizes a CAD / RMS, CrimeTrack, system which does not have much representation in law enforcement, although it is in use in Burlington and a couple of other agencies in the region. As this study discovered, CrimeTrack's utilization as *both* an operational tool *and* a management tool is extremely weak. For example:

- Data for use in managing patrol operations are extremely weak, not allowing differentiation of critical informational elements.
- Its use by supervisors and managers to assess field services and service levels, staff productivity, etc. is poor without useful report generators.
- Its use as a case management system is also very poor.

Essentially, the CAD / RMS system in use is an inventory and log system, not a modern police management tool.

The Department should begin a process to evaluate the replacement of this system. Much of the State's local law enforcement agencies utilize a different CAD / RMS system, Spillman. However, there are other effective CAD / RMS systems on the market.

Recommendation: Begin an internal process with the assistance of the City's Information technology staff to evaluate alternatives to CrimeTrack.

12. PUBLIC WORKS

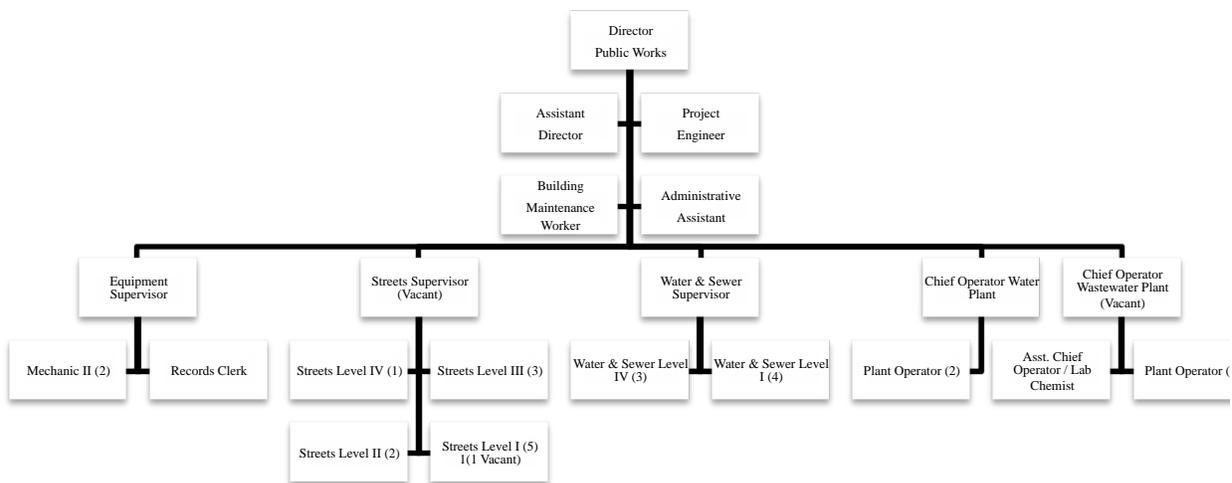
This chapter provides the project team's assessment of the City of Montpelier's Public Works Department and includes the key findings and recommendations regarding general organizational structure, staffing changes and operations. Each of the specific recommendations is outlined below with a description of the rationale and support for the change.

1. ANALYSIS AND RECOMMENDATIONS OF ORGANIZATIONAL AND MANAGEMENT ISSUES.

The Public Works Department is responsible for the following functions and activities:

- Water Treatment, Production and Plant Operations
- Wastewater Treatment and Plant Operations
- Vehicle Maintenance
- Street Maintenance
- Water and Wastewater systems maintenance
- Engineering and capital projects management
- Facilities maintenance

The organizational structure of the Department is provided in the chart below.



When evaluating any organizational structure, the purpose is to address questions regarding lines of authority, responsibility and accountability. Well-managed organizations are designed to deliver services to customers and to maximize management control over service delivery. The following basic tenets should be taken into account when evaluating any organizational structure:

- **A Department should be organized on a form follows function basis with a clear, distinct and comprehensive sense of purpose or mission for each division.** Functions are grouped consistent with their periodic interaction, management systems, delivery of services, and are linked in some way, resulting in functional cohesion.
- **The organizational structure should foster accountability.** The organizational structure fosters accountability among management, supervisory and line staff.
- **The plan of organization should enhance communication and coordination.** The number of handoffs/exchanges required among different divisions providing service to the public is minimized. The structure enhances shared knowledge and understanding among divisions with similar mission goals and objectives. The channels of communication are clear and consistent.
- **Staff resources should be utilized efficiently.** The plan of organization

minimizes administrative overhead. Workload can be distributed/shared to maximize the productivity of staff through peaks and valleys and offer cross-utilization capabilities. Processes can be fully standardized to enhance the efficiency and customer responsiveness of services (e.g., the provision of estimating, design, and inspection services).

- **The services provided to customers should be responsive.** The plan of organization enables staff to provide better and transparent service to the public. Customers are the hub – with the Department designed around them.
- **Each operating division/section should be placed at a level in accordance with its importance in achieving departmental goals.** Divisions have not been placed too high in the departmental structure or too low relative to their importance.
- **The span of control for any manager or supervisor should not exceed the number which can be feasibly and effectively supervised.** The trend is to widen span of control.

The Public Works Department is generally organized around logical functions that group skill sets that do not lend themselves to cross-divisional sharing. Exceptions to this general statement are the equipment operators and laborers in the Streets and Water and Sewer divisions who do, even currently, fill in for one another and assist each other during peak workloads. However, the merger of these two divisions would violate a primary tenet of organizational structure considerations, which is that spans of control should be reasonable. The merger of these two divisions would create a span of control for a single Division Superintendent of 18, which is far beyond any other in the Department.

As has been discussed elsewhere in this report, the project team has recommended that the Cemetery and Parks and Trees functions be transferred to the Department of Public Works. These two functions should be merged into a single division, as the work performed is relatively similar. Further, the equipment operators

and laborers in the Public Works Department may be directed to assist in these functional areas as workloads require.

(1) The Department Should Investigate the Feasibility of Consolidating Facilities Maintenance and Management with the School System.

The Public Works Department accomplishes facilities maintenance through the efforts of a single Building Maintenance Worker who is responsible for approximately 40,275 square feet of space at City Hall and the Police Department. The position primarily provides custodial support, but also performs minor electrical and plumbing maintenance, as well as some carpentry and painting. All major work is provided by contractors, including all HVAC work. Further, although the Fire Department is in the same complex as City Hall and the Police Department, that Department outsources all of its maintenance and hires its own contractors for service.

Clearly, the facilities maintenance function is fragmented even within the City's organizational structure, and no computerized maintenance management system exists to document maintenance and repair activities, and no comprehensive inventory of major mechanical systems exists that shows the preventive maintenance cycles recommended by manufacturers.

The project team determined that the Public Works Department expended \$20,747 in contracted facilities maintenance and repairs in FY 2010, and approximately \$18,000 the previous fiscal year. This equates to approximately 0.5 FTE, which does not warrant the hiring of a full-time City employee. Although the project team did not analyze the methods by which facilities maintenance is performed in the Schools, we are aware that the Schools have eliminated two maintenance positions recently. However, even with these position eliminations, the project team recommends that the

City approach the School system to determine whether the facilities maintenance and management functions could be consolidated. This initiative may start with a limited objective such as sharing the cost of a single Facilities Maintenance Manager. With the City's recent undertaking of having a comprehensive Facilities Needs Assessment completed, this is an opportune time to discuss how to utilize this information for the future to maintain City facilities. At a minimum, it is probable that the City could avoid at least a portion of its outsourced expenditures by jointly contracting for trades services (plumbing, electrical, HVAC, etc. with the Schools.

Recommendation: Investigate the feasibility of consolidating the facilities maintenance function of the City with the similar function performed in the School System. This may result in full consolidation, or a more limited initiative, such as sharing the cost of a Facilities Maintenance Manager to share costs.

(2) The Project Team Concurs with the Hiring of a Wastewater Treatment Plant Chief Operator and the Elimination of One Plant Operator Position.

The Wastewater Treatment Plant has operated with the Assistant Chief Operator/Chemist functioning as the Chief Operator for several months as of the time of the project team's on site activities. Assisting the Assistant Chief Operator/Chemist were three Plant Operators. One of these positions effectively runs the lab, one is the primary maintenance and repair mechanic, and the third primary operator of the sludge press. All Operators perform yard maintenance and snow plowing as needed.

The Public Works Department recently filled the position of Chief Operator, and eliminated a Plant Operator position. The project team concurs with this organizational move. The elimination of a Plant Operator position saves the Plant approximately \$66,200 including salary, at \$22.73 per hour, and 40% benefits.

Recommendation: The project team concurs with the decision to hire a Wastewater Plant Chief Operator and eliminate a Plant Operator position.

(3) The Department Should Enhance Management Accountability through a More Concerted Effort to Document, Analyze and Report Its Work Activities.

A key element of a high performing organization is clear management accountability and the management systems that enhance its effectiveness. The Public Works Department in Montpelier is typical of most small departments providing similar services in that it is clear that work is being accomplished, however it is not as clear that it is being accomplished in accordance with an overall plan. Further, the Department has not established accountability mechanisms that apprise City management of the accomplishment of work and the efficiency of the use of the resources that went into the activities that comprised it.

City Ordinance Article I, Section 3.3, "Monthly Work Reports" requires the DPW Director to submit monthly reports. Specifically, this section states, "The director of public works shall prepare and submit a monthly report to the city manager of all expenditures and work done by each division of the public works department." Discussions with the Department indicate that this is not accomplished each month, however managers and supervisors have little information with which to make key service delivery and budgetary decisions to enable them to provide this type of report.

The Department faces a number of challenges in utilizing its resources more efficiently and effectively, and more importantly, to ensure that resources are effectively invested in maintenance and preservation of the City's assets. The management systems in the Department need to be enhanced to address these challenges. To enhance the management systems, the Department needs to take a number of actions. These actions are outlined below.

- Clearly articulate the Department's goals, objectives, performance measures and reporting systems for each unit within the Department (i.e., water and sewer infrastructure maintenance, facilities repair and maintenance, street sweeping, snow removal, street repair, vehicle maintenance, water production, wastewater collection, lab analysis, etc.). The goals, objectives, performance measures and reporting systems should be utilized to establish accountability in the Department, and to City management.
- Utilize the "Manager Plus" computerized maintenance management system (CMMS) in all field operations divisions of the Department. The project team recommends the use of this program in the immediate term, however, the Department should investigate whether this program is robust enough to be used for water and wastewater plant maintenance, as well as Cemetery and Parks and Trees functions. The project team is familiar with many CMMS, however not specifically with Manager Plus. As this is currently being used relatively extensively in Fleet Maintenance currently, and as such, represents no additional cost, this should be the first option to enable the Department to establish a more comprehensive reporting mechanism for its activities outside of fleet maintenance.
- Develop formal work planning and scheduling systems in all of the field operations divisions of the Department.

The Department should employ these management systems to center the Department's performance on goals, objectives, and performance measures that serve to drive its operations.

Recommendation: The Department should utilize multiple means and resources to more effectively report its work activity, with the objective of ensuring the accountability for the use of its resources.

(4) The Public Works Department Should Develop an Asset Management Plan to Ensure That Limited Resources Are Focused on Maintaining the Infrastructure of the City in the Most Efficient and Effective Manner.

Like many cities across the country, the City of Montpelier is experiencing downturns in revenues that have forced it to curtail services, and invest less in the maintenance of infrastructure. The Department of Public Works has been affected by this trend, along with other departments in the City. This is evidenced by:

- The resurfacing of only about 1.8% of the 52 miles of paved surfaces per year for the past three years. This compares to industry standards of between 5% to 8% of paved surfaces.
- Essentially no replacement of the City's wastewater collection system in the past four years. Although the Department plans to replace about 1,500 linear feet of pipe this year, this has become necessary as premature failure has occurred due to acidic gas concentrations.
- Many galvanized culverts in the City that are rusting out, nearing the point of failure.
- An aging Public Works fleet. The City's replacement budget indicates that approximately \$183,000 will be expended on replacing Public Works vehicles and equipment in FY 2012, a small fraction of the total value of the fleet.

Clearly, investments are needed to repair and rehabilitate the City's infrastructure and to enhance essential services. However, because of the current financial situation, the City is unable to invest the resources that were available in prior years. Therefore, the Department of Public Works has three broadly-defined ways to confront this situation in the short-term:

- Impose new fees or increase existing fees.
- Scale back the range of services that the Department provides and/or reduce the level of services provided.
- Enhance the efficiency and effectiveness of existing operations.

There is little development occurring in the City currently. Therefore, the imposition of new fees, or increasing existing fees cannot be viewed as significant alternatives to fill the funding gaps. The Department already charges fees for issuing Construction and Access permits, Excavation and Fill permits, New Water and Sewer Connection permits, and Fire Flow Testing application permits. Additionally, the City instituted a relatively significant water fee increase in 2006, and a further increase is not feasible at this time.

Similarly, the Department provides only basic services, and scaling back these services cannot be accomplished without a risk to the infrastructure itself. The Department does, however, expend a significant amount of crew time in the clearing of snow and ice from City sidewalks, which is a function that it should consider transferring to private business and residents, as is discussed in more detail in a later section.

The primary alternative, then, that the Department should consider is the enhancement of the efficiency and effectiveness of existing operations, including the improvement of activity reporting and data accumulation, and the establishment of an asset management plan and performance measures that will define and report the progress, and improvement, of crews against definable objectives.

Asset management focuses on the facts about the City's infrastructure assets, their performance, their preservation, and their anticipated longevity. Effective asset management is important for a number of reasons including:

- The City's aging infrastructure, and associated risks and liabilities;
- Insufficient funding for asset renewal and rehabilitation, as described above;
- The increasing challenge of maintaining the safety and serviceability of the assets entrusted to the Department.

Effective asset management relies upon accurate asset information to facilitate decision-making regarding the condition and performance of those assets with a long-term view of their preservation and renewal.

Given the significant replacement cost of these assets, it is imperative that the Department maximize the useful life of the assets. The actions that should be taken by the Department are presented below.

- Update the long-term plan for the sewer collection system. The City should be replacing or rehabilitating an average of 1% to 2% of its sanitary sewer mains each year. The City has not met this benchmark in at least the past four fiscal years, as there has been no rehabilitation funding in these years.
- Develop a long-term rehabilitation and replacement plan for the street system. Although most of the capital improvement funding allocated by the City goes toward some form of street rehabilitation, this has been sufficient to replace only about 1.8% of the paved surfaces annually for the past three years, compared to a benchmark of between 5% to 8% on an annual basis.
- Prepare a five-year replacement plan to address deferred replacement requirements of the City's vehicles and equipment. The Public Works Department has developed a list of vehicle and equipment replacement requirements, however it is clear from the age of the fleet that there has been a significant deferral of expenditures on this important element of operations.
- Develop a long-term plan for the renewal and replacement of sidewalks that are in need of repair.

The Department needs to address these challenges in the rehabilitation and replacement of the City's assets, and can address the challenge of asset renewal and rehabilitation, in part, by enhancing the effective deployment of its staff, and not relying solely on capital improvement program funding.

The framework for an asset management plan can be described in terms of seven questions.

- What do we have and where is it? (Inventory)
- What is it worth? (Costs/replacement rates)
- What is its condition and expected remaining service life? (Condition and capability analysis)
- What is the level of service expectation, and what needs to be done? (Capital and operating plans)
- When do we need to do it? (Capital and operating plans)
- How much will it cost and what is the acceptable level of risk(s)? (Short- and long-term financial plan)

- How do we ensure long-term affordability? (Short- and long-term financial plan).

The asset management policy is the starting point for unifying asset management practices across the Department. Without this, alignment and consistent management control is not possible.

The Department should develop a formal, written policy and procedure regarding asset management that is related to clear goals, objectives, and measures of performance. The policy should define organizational roles and responsibilities in the implementation of the asset management policy and procedure. The specific aspects of this policy and procedure are presented below.

- Goals and objectives reflect a comprehensive, long-term view of asset management.
- Policy goals and objectives are comprehensive, and integrated with other City policy objectives, and supported by quantitative and measurable performance measures or criteria.
- Principles of good asset management are articulated in the policy and procedure and clearly recognized as the driving force for resource allocation and utilization.
- The goals and objectives support the preservation of existing infrastructure assets.
- Goals and objectives embody the perspective of life-cycle economic analyses of asset performance and cost, and encourage strategies with long-term benefits.
- The goals and objectives recognize the importance of reliable information on asset inventory and condition.
- The policy should encourage the development and updating of long-range asset management plans (e.g., water and sewer master plans) to provide clear and specific guidance for the capital program development process.
- The policy includes criteria for allocating resources, setting program priorities, and selecting projects consistent with stated policy goals and objectives and defined performance measures.

- The policy should require the regular, ongoing collection of information on the condition of assets.
- The policy should require the use of information on changes in asset condition over time to develop and improve forecasts of asset life and deterioration.

The Department's asset management policies and goals will define its most important priorities with regards to allocation of scarce financial resources. In summary, the project team recommends that the Department develop an asset management policy and procedure for the consideration of the City Manager and City Council.

Recommendation: Develop an overall asset management plan for the management of the infrastructure and assets for which the Department has been given responsibility.

(5) The Department Should Develop Asset Inventories for the Assets Assigned to the Department for Maintenance and Repair.

The Department should develop a comprehensive inventory of its assets. To develop this comprehensive inventory, the Department should take the following steps:

- **Identify the objectives of the computer maintenance management system, including how the asset inventory data will be utilized to maintain and repair these assets.** Understanding how the asset inventory data will be utilized is necessary to identify the data to collect. Data could initially be utilized to establish a preventive and corrective maintenance program. In the longer term, data could be utilized to document the asset maintenance, repair, rehabilitation, and renewal expenditures as a percentage of current replacement value. Not all data needs to be collected initially. Some may be essential to the initial phase of the deployment of the CMMS, while others, such as current replacement value, can be collected during later phases. It is unrealistic to expect that all objectives of the CMMS will be achieved at once. The Department should start with the most important and expand the data within the system over time.
- **Identify sources of pertinent data.** Once the required data for the CMMS is defined, the Department must determine how to obtain the data and how it will be entered. Necessary data is currently in paper and electronic records or must be documented and collected.
- **Determine who will collect and enter the initial asset inventory.** The collection of data is time intensive and costly, and will not be accomplished by dedicated personnel. Rather, given the current economic climate, this will be an

effort that takes months to accomplish, and must be conducted by multiple personnel in each of the component divisions of the Department.

- **Assign responsibility for updating the asset inventory data.** The time and expense of collecting this asset inventory data will be wasted unless the inventory is kept current. The responsibility for updating this asset inventory needs to be clearly assigned.
- **Consider how the information will be collected and transferred to the CMMS.** Consider if new forms should be created or if the information could be collected using handheld electronic devices.
- **Document specific asset inventory data to be collected as well as the quality control procedures.** In addition to identifying the data entry and collection staff, determine how the data will be quality controlled. Data validation must ensure accuracy, and identify inconsistencies and potential problems, particularly during the early stages of the data collection.
- **Establish a timeline for data collection and a project manager responsible for managing data collection on a citywide basis.** The Department should develop a schedule for data collection and clearly assign responsibility for managing this process.
- **Before beginning the initial asset inventory, install and familiarize all data collection personnel with software and hardware tools, the required data and data collection and entry procedures.** Training could be provided to all team members. Since the initial inventory will involve manual data collection, the Department could develop electronic forms to gather the information in the field.
- **Conduct a pilot program.** Completing a pilot program is an important part of making sure the asset inventory data collection meets needs and expectations. The assets selected for the pilot program should be limited in size. Once pilot program data are in the system, both the data and the process could be reviewed and quality controlled. Based upon the findings of the pilot project, the Department could revisit the timeframe for collecting the asset inventory data.

Collecting asset inventory data doesn't necessarily require a large up-front investment of time and money. Instead of collecting all asset inventory data from the beginning, a phased approach would allow the Department to start small and gradually grow the inventory. A phased approach would allow the adoption of a system and set of

procedures that are affordable and effectively meet immediate goals, but also flexible enough to grow with the changing needs of the Department.

Recommendation: Develop an asset inventory of the infrastructure and assets for which the Department has responsibility. This should include a definition of the assets to be collected, assignment for collecting data, and a schedule for the collection of data.

(6) The Department Should Leverage Its Investment in the Manager Plus Computerized Maintenance Management System.

It was noted above that a primary means by which the Department can confront the recent decrease in available funding to invest in infrastructure renewal is through enhancing the productivity of the workforce. This is one of the main functions of a CMMS. However, another, less-obvious benefit of a well-functioning CMMS is in assisting managers in controlling service levels.

The Department of Public Works has purchased the Manager Plus software system that is functioning as the CMMS in the Vehicle Maintenance Division currently. The project team recommends that this system be evaluated for applicability to other divisions as well. However, regardless of the CMMS selected, the system should have two primary goals: increased productivity and control of levels of service.

- The benefits of increased productivity are that the same work levels may be accomplished at less cost, or more work will be accomplished for the same cost, with work quality remaining constant.
- The benefits of effective service-level control are not so obvious. Maintenance managers typically think in terms of increased performance, about considering the impacts on the quantities of work accomplished. For example if productivity of pothole patching is doubled, should twice as much pothole patching be performed, or should the resources be released for some other kind of work? How much work should be performed – and what service levels should be attained – activity, by activity? The point is that increased productivity is less meaningful if no effort has been made to identify how much is to be performed and to control that level of service.

The Department should develop and install a maintenance management system to enable the identification of the services provided (e.g., sewer main flushing), the levels of service (e.g., sewer mains are cleaned once every three years), the outputs of each of these services (e.g., the linear feet of sewer mains cleaned), and the cost of those services in terms of the total cost and the cost per unit of output.

This maintenance management system should be utilized within each division of the Department that is responsible for maintaining the City's infrastructure. The components of a successful maintenance management system include the following:

- Document the number and type of maintenance features (physical assets) and the condition of these features. These are major factors in determining the types and amounts of work needed.
- Maintenance management is based upon work activities. Work activities should be defined for the significant maintenance work that is performed. Definitions should include an activity code, title, description, work unit and inventory unit. Such complete descriptions of activities are referred to as Activity Guidelines and provide standards of performance for individuals and crews by setting forth the quality and quantity of results anticipated from each activity.
- An annual work program and budget should be prepared. The activity-based work program and budget represent the products of the planning process and summarize the kinds and amounts of work planned, the productivity of the work force, and the costs of the planned work. It also provides the basis for managing the annual work effort.
- An annual work calendar should be prepared showing the monthly distribution of planned maintenance activities. Labor, equipment and material resource requirements needed to accomplish the planned workload are also identified.
- Work scheduling procedures should be developed. The preparation of annual, seasonal and short-term schedules, as well as daily plans, can provide guidance in achieving annual work program goals.
- Reports that will enable showing work accomplishment and cost data and a comparison of planned and actual work program accomplishment should be prepared. These should comprise a primary piece of the monthly work report provided by the Department Director to the City Manager.

- Linking a database and geographic information systems (GIS) provides more options to analyze asset information.
 - A GIS can display asset symbols on a map with links to their corresponding database records. The GIS provides the ability to analyze data based on geographic information, allowing patterns to emerge on a map that may not be as obvious in rows and columns of data.
 - Asset information can be shared in a visual format that is often better understood by others, including the City Council and the public.
 - Finding an asset's location is faster and easier with the help of a map.

The steps that need to be accomplished before the automated maintenance management system can be effectively utilized are described in the following sub-sections.

Recommendation: The Department should leverage its investment in the Manager Plus computerized maintenance management system, currently in use primarily in the Vehicle Maintenance Division to develop an annual work program and scheduling plan. This CMMS should be the primary vehicle by which the Department reports on work activity and the productivity of the resources utilized in accomplishing work in accordance with the work plan.

(7) A Complete Inventory of Work Activities Performed by the Department in the Maintenance of Infrastructure Assets Needs to be Defined.

The managers and division superintendents in the Department should define the work activities performed by their crews. The superintendents need only assure that all of the primary work activities (i.e., pothole patching, sidewalk repair, etc.) that consume the majority of staff work hours are defined. This would include all forms of leave. All 2,080 staff hours for each employee should be included within the system. The work activities need to be carefully defined to assure that the same terminology is used for the work performed by staff. Each of these work activities should define the unit of measure.

Examples of work activities and units of measure are provided below.

Work Activity	Unit of Measure
Pothole patching	Tons of asphalt
Base repair	Square yards
Skin patching	Square yards
Vehicle repair	Vehicles or vehicle equivalents

The Vehicle Maintenance Division, the Streets Division and the Water and Sewer Maintenance Division each currently record work activity codes onto manual Work Activity sheets, however the project team recommends going another set of steps even in these divisions to ensure that the work activities used are comprehensive and meaningful in terms of their usefulness in management decision-making. Further, the data collected on these manual sheets should be entered into the Manager Plus CMMS.

Neither the Water Treatment Plant nor the Wastewater Treatment Plant operators record their maintenance efforts into a CMMS. Nor has either Plant made an electronic record of the major equipment and systems, along with their preventive maintenance frequencies. The Wastewater Treatment Plant has made some limited strides in this regard, however the effort is incomplete, and the maintenance activities are not reliably entered into the system by the Plant Operator performing the maintenance.

The failure to accomplish this at both plants severely limits the ability to ensure that preventive maintenance is performed, as well as the ability to report these events and to assign a cost to them. Further, it prohibits any predictive maintenance necessary, as meant times between failures cannot be calculated unless done manually for each piece of equipment, which is a primary benefit of any CMMS.

Recommendation: Develop a comprehensive set of work activities performed by each division in the Department.

(8) Define the Levels of Service to Be Provided.

Levels of service should vary depending on the type of infrastructure and intensity of use. For the purposes of maintenance management, service levels must be specific. Examples of specific service-level standards are:

- Digout and rebase shall be performed when the asphalt surface becomes badly cracked and does not adhere to the base (surface failure) or where there is evidence of base failure (such as rolling, pumping, etc.); and
- Crack and joint sealing shall be performed whenever cracks in asphalt reach 1/4-inch to 2 inches in width.

Some judgment will be needed in applying these standards, however they do provide specific and useful guidelines – in terms of what maintenance should be performed and what maintenance can be deferred. These standards are useful in determining the amount of work needed to attain desired levels of service. In some cases, these standards will also need to be expressed as quantitative standards as well.

Recommendation: The Department should define the service levels that are appropriate to be accomplished.

(9) Performance Standards Need to Be Developed.

The next step in deploying a maintenance management system is to define the work to be done. The work must be identified in terms that are measurable and that can be related to resource requirements on a consistent basis. The work activities are identified by name (such as pothole patching). These specific work activities account for most of the annual workload – typically 85% to 90%. The remaining 10% to 15% of the workload is usually composed of relatively minor activities that can be grouped as “miscellaneous.”

A standard should be developed to define a level of service for a specific activity. That is, the standard is used to define the amount of work that needs to be done to provide the desired level of service. These are established largely on the basis of experience. Then that value can be used as a standard and may be adjusted upward or downward to raise or lower the level of service for, for example, pothole patching.

These standards are used to define the best way to accomplish each activity. The optimum crew and equipment complements are specified, along with the major materials needed and the preferred procedure for doing the work. Also, the expected amount of work to be accomplished each day is specified, based on using the standard over a period of time under average conditions. The City of Montpelier's Public Works Department is relatively small, and it is more the rule than the exception that the work of a specific crew is interrupted to respond to either an emergency or to an activity with a higher importance. Therefore, it may be more meaningful for the Department to express expected work outputs not on a daily basis, but on a half-day, or even hourly, basis. Whatever output basis is selected, each standard should include at least six components:

- A brief description of the specific work involved – the work that is to be performed by the crew;
- The frequency with which the work should be performed (or the level of service) and the criteria for scheduling the work;
- The crew size required for the job;
- The equipment, material, and tools needed;
- The performance expectations for each job or average daily productivity; and
- The recommended procedures for completing the job.

A sample performance standard for cleaning culverts and pipes is presented in the exhibit following this page.

Example of a Performance Standard
EXHIBIT

SAMPLE PERFORMANCE STANDARD FOR THE WATER & SEWER DIVISION

Activity No.: D-001	Activity Name: Cleaning Culverts and Pipes
Description and Purpose: Periodic inspection, cleaning and removal of debris as required from culverts and pipes, as well as adjacent ditches to ensure proper drainage. This includes, but is not limited to, driveways and entrance culverts.	
Schedule All culverts and pipes should be inspected and cleaned (if required) once annually. Typically, this will occur over the spring and fall, however, emergencies may occur throughout the year and should be corrected as emergency dictates, or as other routine, scheduled work allows.	
Authorized by: Division Superintendent	Level of Service: Ensure the free flow of water through pipes and culverts through the routine inspection and cleaning at least once annually.
Crew Sizes: 1 Equipment Operator II 1 Laborer II Equipment: 1 Dump truck 1 Backhoe	Work Method: 1. Place safety signs and devices at work site in accordance with MUTCD standards. 2. Remove debris and any other foreign substance which impeded the flow of water from inlet and outlet channels, restoring original grade. 3. Clean out silted materials from pipe. 4. Check for damage to structure. 5. Report damage and/or need for other scheduled maintenance and repair to Superintendent.
Material: Sod Ready mix concrete Sections of concrete pipe Other, as required	Average Daily Production 2 – 6 per day

Recommendation: Once all activities have been defined, performance standards should be defined, which outline, for each major activity, the methods of accomplishment, crew sizes, levels of service, the probable materials needed, and the expected average daily production levels to be achieved. A sample of such a performance standard has been provided.

(10) Develop a Formal Work Planning and Scheduling System.

This task would involve the development of a formal work scheduling system. The objective of this formal work scheduling system is to ensure that only the planned amount of work is done. After the annual work program is approved, superintendents must have a simple method of authorizing and scheduling work to ensure that the work program is carried out as planned. Usually monthly schedules are prepared, using the annual work calendar as a guide. To the extent possible, the planned work should be carried out and every effort should be made to stay on schedule.

If activities such as storm damage repairs and cleanup, snow removal, etc., are greater than planned, the work program will have to be adjusted or additional funds will be requested to complete the planned work. A sample work program is shown below:

**Sample Annual Work Program for
Water and Sewer Maintenance**

Work Activity	Labor Days		Amount of Work		Total Cost		Productivity	
	Plan	Actual	Plan	Actual	Plan	Actual	Plan	Actual
Storm Drain Cleaning	40	42	1,200 linear feet	1,764 linear feet	\$7,680	\$8,064	30 – 40 linear feet per day	42 linear feet per day
Hydrant Flushing	7	6	200 hydrants	180 hydrants	\$1,344	\$1,152	60 hydrants per day	54 hydrants per day

This exhibit is only an example and is not based on actual data from the Public Works Department.

The divisions of Vehicle Maintenance, Water and Sewer Maintenance and Street Maintenance currently utilize a “Work Activity” form that defines work activities for each of these divisions. For example, Activity Code 19 is “Main Line Repair and Maintenance”, Code 12 is “Hot Patching” in the Streets Division, and so on. These codes may represent all activities in these three divisions, but they should be re-examined to ensure that they capture the large majority of work efforts.

As crews complete work for the day, they manually enter the hours expended per activity, the materials and equipment used, and the appropriate budget code. (For example, budget code 6220 is for Water Distribution and Maintenance, 4402 is for parking lot snow and ice removal, and so on). However, with the exception of the Vehicle Maintenance Division, the data remain in manual form, and are not entered into the Manager Plus CMMS.

In no case, in any of the operating divisions, are the data being used to monitor activities in the context of planned and actual productivity and cost. Further, although the presence of even a manual work activity system such as is present in the Department currently is an excellent step, and one which is somewhat rare in a Department of the size of Montpelier’s Public Works Department, none of the data are being used to define the desired levels of service that *should* be provided.

Recommendation: The Department of Public Works should develop a formal work planning and scheduling system.

(11) A Monthly Performance Report Should be Generated Comparing Planned Versus Actual Performance and Costs.

This last step involves the development of a work reporting system. Daily Work Activity sheets are being used in Streets, Vehicle Maintenance and Water and Sewer to track labor, equipment, and materials used for maintenance activities. These sheets should be standardized and used in the Water and Wastewater Treatment Plants as well. The superintendents should promptly review these work reports to ensure that they were completed properly and to determine if the performance standards were substantially followed. Significant variations should be followed up to determine the cause and, if necessary, take corrective action.

A system should be developed to summarize the daily work reports on a monthly basis to produce performance evaluation reports. As noted earlier in the report, the Department Director is required to provide a monthly status report to the City Manager. This report should be more than a simple statement of the work that was accomplished. It should reflect not only this, but the efficiency and effectiveness of the resources utilized, the efficiency and effectiveness of the resources used, and the degree to which the actual performance met the objectives stated in the monthly plan. The performance measurement data generated by this report would include:

- A comparison of planned versus actual staff hours per work activity for the previous month and year-to-date for each work activity;
- A comparison of actual versus planned work output (miles of curbs swept by street sweepers) per month and year-to-date for each work activity;

- A unit cost analysis that compares the planned versus actual unit costs for each work activity per month and year-to-date; and
- A comparison of actual productivity (work output per staff hour) versus the expected productivity as stated in the performance standards.

Recommendation: The Department should generate a monthly performance report comparing planned versus actual performance and costs. The intent of the monthly performance report is to report actual accomplishments against the annual work plan. This report should provide the basis for the Director's monthly performance report to the City Manager.

(12) The Department of Public Works Should Have Formal, Scheduled Management Meetings.

Historically, the Department of Public Works has not had formal staff meetings in which the Department Director:

- Reviews internal financial and budget issues.
- Presents status reports on the various projects for which each division is responsible.
- Reviews information affecting the Department from external City departments and/or functions (e.g., finance, human resources, etc.)
- Reviews personnel matters involving Department staff.
- Reviews division performance, workload, etc.
- Reviews customer and / or citizen complaints.

The Department of Public Works should have formal, scheduled staff meetings to include at least the Assistant Director, Engineer and division superintendents, but at regular, less frequent, intervals, should include all Department staff, as the full contingent numbers only 37 positions. Key elements of the management meetings are:

- Should be standing meetings (e.g., every first and third Monday of the month at a set time);

- Be structured (e.g., the Director should take responsibility for establishing an agenda of key department-wide management issues, as well as provide an opportunity for each superintendent to present status updates on projects, operations and issues, etc.); and
- Provide a mechanism through which superintendents are held accountable for their operations by the Director.
- Promote inter-divisional planning, scheduling, resource utilization and sharing, etc.

The physical relocation of the management of the Department to the Dog River site at which most maintenance personnel report would enhance the informal communication of pertinent information to the mid-level management and staff. The establishment of regular staff meeting will provide an additional forum at which all staff have access to the same information, and can voice issues of common concern.

Recommendation: The Public Works Department should have regularly scheduled staff meetings to discuss issues of common interest and concern.

2. ANALYSIS AND RECOMMENDATIONS ON OPERATIONAL ISSUES.

This section provides the project team's analysis of the opportunities for improvement in the operations and staffing levels in the Montpelier Department of Public Works.

(1) The Public Works Department Management Should Physically Relocate to the Public Works Complex on Dog River Road.

The Public Works Department is comprised of multiple functions being performed at several locations. The Water and Wastewater Treatment Plants are, naturally, located at two dedicated, and separate, sites. The Streets, Equipment Services and Water/Sewer Maintenance Divisions are located in a

facility on Dog River Road, adjacent to the Wastewater Treatment Plant, with the Engineering Division and Department management located in the basement of City Hall.

Interviews and observations indicate that there is sometimes a “disconnect” in the communications, and, importantly, the understanding of the functions, activities and workload volumes handled by the field services crews at the Dog River site by Department management. It is true that in recent years, there has been a proliferation in the numbers of new communication technologies available to bridge physical distances, however, research has shown that, “collaboration at a distance remains substantially harder to accomplish than collaboration when members of a work group are collocated. For example, communication is typically less frequent, characterized by longer lags between messages, and more effortful.”¹ Further, the research also shows that the “real time nature of face-to-face conversation improves the prospects for repairing misunderstandings and other problems. Because speakers have moment-by-moment evidence of what addressees understand and accept, they can repair problems immediately, often in mid-utterance. The more quickly a problem is repaired, the less costly it is likely to be.”²

Interviews with Department management indicate that there are advantages to being in City Hall, as there are not-infrequent occasions to communicate with the City Manager as well as others in the facility, and for the

¹ Understanding Effects of Proximity on Collaboration: Implications for Technologies to Support Remote Collaborative Work. Robert E. Kraut, Susan R. Fussell, Susan E. Brennan, and Jane Siegel.

² Ibid

same reasons as have been noted above, the proximity of Public Works managers in City Hall to these employees is valuable as well.

The project team's observations indicate that the lack of any Departmental management at the Dog River complex not only is inhibiting communications and understanding of the work performed, but is resulting in certain cases in lack of leadership, and runs the risk of longer-term demoralization of the work crews. The Dog River complex does, in fact, currently have an open office area that could accommodate a Department manager. This office is reportedly used occasionally when the Director or Assistant Director make visits to the facility, and could easily accommodate a permanent presence. Further, the area outside the office could be configured to accommodate a clerical/administrative employee as well. This would have the additional advantage of providing back-up to the sole clerical employee in the building (the Stock Records Clerk in the Equipment Maintenance Division, who enters inventory and work activity data).

Recommendation: The Department Director should relocate to the Dog River complex in order to facilitate communications with staff.

(2) The Department Should Institute a Sidewalk Inspection and Repair Program to Mitigate Tripping and Other Safety Hazards.

The Department of Public Works does not currently have a sidewalk inspection program, instead relying upon a "sidewalk stewards" group that relays sidewalk repair needs to the Department. The institution of a routine sidewalk inspection program can, not only provide aesthetic qualities, but can result in the avoidance of injuries and potential resultant litigation.

The project team does not possess information regarding the precise number of linear miles of sidewalks in the City. However, it is known that there are approximately 36 curb miles in the City, most of which have adjacent sidewalks. The visual inspection of all City sidewalks on at least a three-year cycle would result in an adequate program to ensure that tripping hazards are mitigated.

Although the Department may wish to define its own standards for what constitutes a section of sidewalk that requires repair, the project team offers the following guidelines, as presented in the *APWA Reporter*, August, 2008:

- A sidewalk with $\frac{3}{4}$ " or more offset between slabs;
- A sidewalk that is severely cracked or spalding, or with pieces missing;
- A sidewalk that is cracked with unstable or rocking sections;
- A sidewalk that has a slope crossways of more than 1" in 12";
- A sidewalk that has a horizontal separation due to cracking or between adjacent panels of walks of more than 1", which is a bicycle and a high heel hazard;
- A sidewalk settlement that causes accumulation of water or ice; or
- A sidewalk in good condition, but with a raised valve or utility box in the sidewalk protruding more than $\frac{3}{4}$ ".

Although the Department may wish to continue receiving the input from the sidewalk stewards group, it should provide guidance to the group, as well as to the Street Division crew members, so that the standards are understood and applied in an objective manner throughout the City. It is generally recognized that the optimum time to inspect sidewalks is about a month after the snow and frost clear. This allows not only good visibility of the hazards, but ensures that

any previously unknown hazards are identified as quickly as possible, thereby mitigating any risk of injury.

Throughout the year, the Street Division should engage in certain activities to mitigate hazards. These activities should include the following:

- Provide temporary patching of displaced sidewalks and sidewalks schedule for repair with asphalt concrete.
- Grinding concrete sidewalks where displacements are one inch or less.
- Remove concrete that is raised above the right-of-way sidewalk and is a tripping hazard.
- Survey City sidewalks for defects requiring repair and placing these on a list.
- Install root control materials at sidewalks, curbs and gutters displaced by tree roots.
- Install special sidewalk paving materials as an alternative to concrete when beneficial to trees.

Recommendation: The Department should design standards for identifying sections of sidewalk that need repair. The Department should either design its own standards or adopt some modification of those presented in this section. Further, it should relate these to the sidewalk stewards group. All City sidewalks should be inspected on a maximum of a three-year cycle.

(3) The Department of Public Works Should Convert the Vacant, Unfilled Truck Driver Position in the Streets Division to a Seasonal Position.

The Streets Division of Public Works maintains 52 center line miles of paved surfaces with a contingent of 11 staff members that include five (5) Streets Level I employees, two (2) Streets Level II employees, three (3) Streets Level III employees, and one (1) Streets Level IV employee. This equates to 4.7 center line miles per employee, which is less than the typical range of between 10 and 12 center line miles typically experienced by the project team.

These staff are responsible for a myriad of tasks including pothole

patching, cleaning of catch basins and culverts, grading of unpaved roads, snow plowing, painting crosswalks, sign maintenance and replacement, etc. The project team uses a benchmark of 10 - 12 centerline miles of paved roads per equipment operator/laborer. This benchmark is based upon work the project team has performed with a variety of other local governments in New England. It should be recognized that this benchmark varies depending upon a number of factors including the following:

- **The adequacy of the preventive maintenance program for the paved streets.** In the case of Montpelier, it appears that many of the City's paved surfaces are in poor condition.
- **The extent to which a pavement management information system has been installed to assure that streets do not deteriorate to the point where excessive repairs such as pothole patching, skin patching, digout and rebase are required.** The Public Works Department uses a pavement management information system, however as has been noted earlier in this report, the overall pavement condition index of approximately 74 does not reflect the relatively poor conditions of the street segments that belong to the City. Rather, the bulk of the segments in good to very good condition are State roads which DPW staff maintain.
- **The extent to which staff allocated to street maintenance are diverted to functions other than street maintenance.** While common in most public works departments, it is unknown the extent to which this occurs in Montpelier, due to the lack of a CMMS.
- **The extent of unpaved roads maintained.** Unpaved roads require ongoing maintenance, such as grading. The Public Works Department provides a high level of service for unpaved roads and maintains an extensive network of unpaved streets. The department has fewer than 10 miles of unpaved surfaces, but is trending toward more, not less, of these. This must be factored into considerations of staffing requirements.
- **The extent to which construction work is contracted out or performed with in-house staff.** The Public Works Department contracts out almost all pavement construction work.

This level of staffing is designed to provide sufficient resources to

effectively respond to citizen requests for service and preventively maintain the street system.

Currently, the Streets Division is authorized a ratio of 4.7 centerline miles of paved and unpaved roads per equipment operator/laborer. This level of staffing is 25% higher than the level of staffing that the project team typically recommends. While the benchmark would suggest a need for between five (5) and six (6) staff (excluding the supervisor), the division is authorized 11 staff (excluding the supervisor).

The project team does not recommend a reduction of current personnel; rather the project team recommends the reduction of one of the unfilled Streets Level I positions, with the position filled in the near-term with a part-time employee. One of the challenges that the project team faced in this analysis was the lack of substantive data within the Streets Division that would describe on an ongoing basis the workload, the tasks performed, the crew sizes, the work output, the infrastructure inventory, etc. The Division does not have a complete inventory of the infrastructure that it maintains such as signs, culverts, mow-able rights of way, etc. However, the project team has presented, in the calculations below, the primary proactive and planned activities, the appropriate crew sizes, the assumed infrastructure maintained annually, and the expected level of effort associated with the activity.

- **Culvert cleaning.** There are an unknown number of culverts in the City that need to be cleaned. A two-person crew should accomplish the cleaning of an average of 20 culverts per day. If it is assumed that 1,000 such culverts are cleaned during the season, then this would require 50 calendar days, or 100 crew member days. This equates to about 0.5 FTE.

- **Mowing.** A single crew member should accomplish the mowing of approximately 3 shoulder miles per day. With 52 center line miles, this equates to 104 shoulder miles. If there are three mowing cycles in the season (typical for northern climates), then there are 312 shoulder miles which need to be mowed. At 3 shoulder miles per day, this equates to 104 crew member days, or about 0.5 FTE.
- **Catch basin cleaning.** There are approximately 1,250 catch basins in the City. These should be cleaned on a minimum cycle of once per two years, or 625 per year. A 4-person crew should accomplish the cleaning of 20 catch basins per day, which would take 31.25 calendar days, or 125 crew member days. This equates to slightly more than 1.0 FTE.
- **Street Sweeping.** There are 37 curb miles of streets that are swept, however, these are swept on varying frequencies. The DPW has one sweeper, which is operated relatively constantly from spring through October, or about six months of the year. This equates to about 0.5 FTE.
- **Crosswalk painting.** The numbers of crosswalks painted annually are unknown. Interviews with the Division indicate, however, that a two-person crew is occupied throughout the summer months completing this effort. This equates to about 0.5 FTE.
- **Pothole repair.** The numbers of potholes in a given year is dependent upon a variety of factors, including the initial condition of the road, the numbers of freeze-thaw cycles, and others. Although many pothole repairs are performed on a reactive, and even emergency, basis, the appearance of non-emergency pothole repair is expected, and the times for repair can be managed during specific periods. If it can be assumed that a 2-person crew expends 50 days during the spring and summer months repairing potholes, then this equates to about 100 crew member days, or about 0.5 FTE.

The total personnel commitment for the above activities is about 3.5 FTE.

However, as is the case in all public works organizations, most of the work performed is likely reactive in nature. If it can be assumed that 60% of the work is reactive, then there is a need for between 8.5 and 9.0 crew members, which would suggest that 2 positions could be eliminated. The project team does not recommend the elimination of two positions, as the Division does not yet have an accurate record of the inventory it maintains. Further, although work activities

are recorded on manual Activity Sheets, the data are not summarized to enable a definitive calculation of manpower requirements to maintain the infrastructure, and they also do not allow for the calculation of the amount of reactive time required to maintain it.

Additionally, as has been noted elsewhere in this report, the City's infrastructure, particularly its paved roadways, is in poor condition in many parts of the City, thereby increasing the need, temporarily, for maintenance staff over and above the levels the project team typically recommends. As the infrastructure, as well as culverts, bridges and sidewalks are restored to satisfactory conditions, either through replacement, resurfacing or more intensive maintenance, the Department should eliminate a position in the Division to conform more closely to typical staffing levels. In the interim period, the Department should convert the position to a seasonal position, with work primarily performed in the spring and summer months when the major road, bridge and culvert work is performed.

Recommendation: Convert the unfilled Truck Driver position in the Streets Division to a Seasonal Position.

(4) The City Should Substantively Increase the Number of Miles of Street Overlays and Slurry Seal on an Annual Basis.

The Public Works Department utilizes a pavement condition indexing system (RSMS) to assess the condition of its streets on about a three-year cycle. The Department is fortunate to have access to a former State Engineer who performs this service on a volunteer basis. The intent of any pavement condition indexing (PCI) system is to apply objective and standardized criteria in the

assessment of paved surface conditions for the purpose of identifying those street segments most in need of resurfacing or reconstruction. The rating system assigns a numeric value from 0 (the lowest possible score) to 100 (the highest). Although the most recent composite score was reportedly 74, indicating a very good overall condition, further analysis indicates that many of the highest-rated streets are maintained by the Public Works Department, but the funding for their resurfacing comes from the State. Many of the lowest-rated roads are City-owned roads, and are primarily Class 3 roads.

The following table reflects the amount of funding for street paving and rehabilitation in the last three fiscal years.

Project	FY 10	FY11	FY12
Street Paving	\$78,347	\$66,690	\$0
Street Reconstruction	\$0	\$0	\$203,000

The project team is aware of the fiscal constraints facing the City in recent years, and fiscal pressures may continue to limit the City's ability to adequately fund its paved surfaces for the foreseeable future. However, even a visual observation by the project team indicates that many road segments are at risk of failure that will require major rehabilitation at a significantly greater cost if not confronted soon. The following photographs of some representative road segments are shown below.



The above photograph was taken at Gidney Place and North Street, and shows severe damage to the paved surface as well as the sub-base.



The picture above was taken at North College and Towne Street, and shows severe alligator cracking and rutting.



The above picture was taken at North Franklin Street and Hillhead, and shows severe alligator cracking, with an eroded segment, and damage to the curb.

Bad pavement costs the average urban motorist \$413 per year in extra vehicle deterioration, maintenance and fuel consumption, according to a report by TRIP, a Washington, DC non-profit organization that promotes transportation policies that improve road conditions. And as the conditions of the roads deteriorate, the average motorist expense increases. Clearly, a road network that is not adequately maintained has potentially large visible as well as hidden costs to taxpayers and visitors alike.

The Department has recently begun to evaluate the potential of returning some roads back to unpaved surfaces on a case-by-case basis. The project team concurs with this initiative, as it will, over time, result in a smaller inventory of paved surfaces for which scarce resurfacing funding must be allocated. However, unpaved surfaces have maintenance costs associated with them as well, and these should be accounted for in the assessment. Although each road

is constructed differently and must be evaluated individually, experts generally agree that traffic volumes of 400 to 500 vehicles per day justify paved surfaces. Lower traffic volumes, though, should be evaluated for their suitability as gravel surfaces.

The project team's assessment is that many of the road segments in the City need significant repair, and deferring these repairs may not only simply delay the expenditure, but may cost the City even more in the future than would have been spent in the shorter-term. For this reason, the project team recommends that the City allocate a sum in the range of \$400,000 to \$600,000 annually for the next five years in order to return paved surfaces to reasonably good pavement condition as indicated by the PCI, which may include bonding. This should ensure that the City seals and resurfaces between three to five centerline miles annually, which, over the five-year horizon, should result in the rehabilitation of close to 40% of the City's roadways.

Recommendation: Increase the number of miles of street overlays and slurry seals over a five-year period.

(5) The Department Should Standardize Its Filing System for Capital Projects.

The project team conducted a brief review of project files for capital projects in the Department and found that these files, although descriptive for the purposes of the current staff, are not standardized, and in some cases do not contain all pertinent documentation. For example, an examination of the project file for the Memorial Drive 16" Water Distribution Construction project indicated the following:

- Project planning documentation was in a separate location from easements and construction.
- The project statement of work was not present in the file.
- The file lacked an “Engineer’s Estimate of Probable Construction Cost”
- There was no definition of the sources of funding in the file.

This particular project has been one that has been problematic for a variety of reasons, and there may be valid explanations for the absence of certain documents at any particular time. However, it is also true that reviews of other capital project files in the office do not conform to any apparent standard of organization. Further, there is no documentation of a project plan, which:

- Provides a concise explanation for the reasons for doing the project, and the likely consequences if it is not done.
- Provides a history and background of the project.
- Outlines the project objectives.
- Provides a discussion of the likely constraints (e.g., limitations such as difficulties in obtaining easements, etc.)
- Provides assumptions related to schedules, scopes and costs.
- Provides a probable impact on operating budgets if completed.
- Provides an estimated life cycle.
- Provides maps and photographs of the location.

Again, the project files in their current forms are sufficient for the current staff when they need to refer to specific pieces of documentation. However, they do not facilitate an understanding of projects after they have been completed for several years, and staff (even perhaps new staff who were not present at the time of planning, design or construction) have to refer back to these files for

information on a project that they may not remember quite as clearly. Further, the files do not have any standard form of organization, and do not provide pertinent details of the project, as stated above, in order to gain a quick understanding and justification for the project.

Recommendation: The Engineering Division should develop a standard filing system for all capital projects that captures the same set of documentation for each project. Further, the Division should incorporate a “Project Plan” document that requires the project manager to provide the elements of the project, as stated above.

(6) The City Should Adopt an Ordinance That Transfers Responsibility for the Clearing of Snow and Ice from Sidewalks from the City to Businesses and Residents.

The Department of Public Works expends a very significant number of available man-hours in the clearing of snow and ice from public streets and sidewalks. A review of current City ordinances indicates that there is no reference to the assignment of this responsibility to the City or to property owners. Many municipal governments require the clearing of snow and ice from public sidewalks that are adjacent to private property by their owners. This is in recognition that snow and ice present hazards to pedestrians, and that municipal crews simply cannot clear the hazards as quickly as the property owners themselves without significant, and unrealistic, levels of expenditure to do so.

The adoption of a snow and ice removal ordinance in Montpelier would have the benefits of a more rapid clearing of sidewalks, with the added safety this brings, and also a significant reduction in the number of man-hours required of City crews to clear these sidewalks. This avoidance of expenditure is

conservatively estimated at \$20,000 annually based upon an assumption of 1,000 hours annually at \$20.00 per hour.

The adoption of a snow and ice removal ordinance will clearly be a topic which will require substantial debate regarding not only whether this represents public policy that the City's residents and business owners desire, but also what exemptions, enforcement, fines, etc., would be necessary to make this a viable ordinance. Presented on the following page is a sample ordinance, which the City may wish to modify to suit its unique requirements. Following this sample ordinance is a set of considerations in its implementation.

Recommendation: The City should adopt a snow and ice removal ordinance that places responsibility for removal on owners of property adjacent to public sidewalks.

SAMPLE SNOW AND ICE REMOVAL ORDINANCE LANGUAGE

- (a) The occupant of any premises, and the owner of any unoccupied premises, are required to keep the sidewalks in front of or adjacent to such premises cleared, so far as is practicable and reasonable, from snow and ice in order to facilitate pedestrian use of such sidewalks. The word "occupant," as used in this section, shall be deemed to mean the person occupying for business, residence or other purposes the first floor of any building situated on the premises so occupied; and if the first floor of any building is not occupied, then such premises shall be deemed and held to be unoccupied and the owner or lessee of the entire premises shall be required to keep the sidewalks in front of or adjacent to the premises reasonably cleared from snow and ice.
- (b) In case snow or ice has accumulated or fallen on any sidewalk or is continuing to fall after 7:00 p.m., it shall be removed, if practical to do so, or a sufficient path be cleared by the occupant or owner before 9:00 a.m. of the following day. If any snow or ice has fallen or accumulated on any sidewalk after 9:00 a.m., it shall be removed or a path cleared by the occupant or owner by 7:00 p.m. of such day, if the snow has ceased to fall by that time. In either of the foregoing events, the occupant or owner shall be deemed and held to have complied with the provisions of this section.
- (c) Any person violating any of the provisions of this section, upon conviction, shall be fined in any sum not exceeding XXXX dollars.

EXHIBIT

SNOW AND ICE REMOVAL IMPLEMENTATION CONSIDERATIONS

Implementation Consideration	Methods for Achieving
Provide reasonable criteria for exempting handicapped or aged individuals, or who are otherwise incapable of complying	Commercial properties will be expected to be compliant. It is hoped that single family residences will be compliant. Enforcement action only in cases for which complaints are received or there is a public safety issue. Establish reasonable bases for exemptions.
Provide for an exemption in circumstances in which additional snow or ice has been redeposited on the sidewalk as a result of government action after the end of a snowfall event.	Although owners are exempt from the ordinance if snow or ice has been redeposited on sidewalks that have been previously cleared by the owner, these owners will be urged to comply as soon as possible to help ensure public safety.
Develop mechanism to provide assistance to persons who qualify for exemptions.	The primary means of assistance is through volunteers, as City crews will be unavailable during snow events. The City will send out communications via e-mail or phone network to volunteers giving specific information regarding the need for removal and clearing efforts.
Initially target enforcement efforts to locations and situations that pose a safety hazard or impair access to transit or essential services, such as to hospitals, schools, food distributors, and others as are identified.	Enforcement efforts will involve two steps: First, a notification by telephone or in person with education on the new ordinance and encouragement to voluntarily comply. Citations will occur when notification and warning have not resulted in compliance. Priority will first be given to areas of high pedestrian traffic and priority routes, safety concerns, or egregious violations.
Provide a method of charging civil penalties for failure to clear snow from sidewalks, and one for the imposition of criminal penalties for moving snow from private property onto public property.	The City's first efforts will be to notify owners about the ordinance and to seek compliance. For situations in which enforcement is needed, staffing, forms and a process for earning and enforcement are in place.
Provide for a method for abatement of snow on sidewalks and snow dumped from private property onto public property and/or easements	The City will contract with local service providers to provide small crews in cases which are determined to be needed to clear identified priority sidewalks that are the responsibility of private owners after attempts have been made to identify and notify responsible parties. City staff will manage the contracted crews and document conditions existing before and after the clearing to establish the basis for cost recovery.

Implementation Consideration	Methods for Achieving
Develop plans such that the City Manager has discretion as to the time period for clearing snow, reducing the widths for conformance, and to suspending the ordinance.	Reduction of width requirements and suspension of enforcement and/or extension of timeframes will be options available to the Manager for each snow event, based on such variable as the amount of snow or ice, current and projected weather and temperatures.
Develop an education plan targeted to informing residents and businesses of the ordinance.	Efforts might include newspaper articles, web page posting and FAQs, e-mails to civic associations, notes on social media, Twitter, etc.
Develop a simple system for reporting non-cleared sidewalks and/or dumping on public property.	Post a simple on-line form on the Town web page for reporting all snow concerns. This can also be filled out by City staff for those without internet access who phone in.
Manager expectations, and indicate that these are the first steps in a multi-year effort.	Work will be coordinated with City staff to ensure that the message is disseminated that this is a learning experience for all residents, businesses and City staff.

APPENDIX A – BEST MANAGEMENT PRACTICES

While the Management Analysis for the City of Montpelier is designed to provide an analysis of operations, organizational structure, and staffing, a comparison to ‘best practices’ represents an important step for the project team to report its preliminary findings and issues. In order to make the assessments of operational strengths and improvement opportunities, the project team developed a set of performance measures which we call “best management practices” against which to evaluate these departments. These performance measures comprise the main thrust of this diagnostic assessment.

The measures utilized have been derived from the project team's collective experience and represent the following ways to identify departmental strengths as well as improvement opportunities:

- Statements of "effective practices" based on the study team's experience in evaluating operations in other agencies or “industry standards” from other research organizations.
- Identification of whether and how departments meet the performance targets.
- A brief description of potential alternatives to current practice.

This assessment does not preclude other opportunities for improvement to be added following further analysis and review, but provides an overview of currently identified issues / opportunities.

ASSESSOR’S OFFICE

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Are the employees in the Department cross-trained? 	<p>The Department consists of one full-time Administrative Assistant and a contracted (part-time) Assessor who is scheduled for three days per week, on average. Where appropriate, staff have been cross-trained but given the difference in the level of the positions, this is limited.</p> <p>The Administrative Assistant has been cross-trained and is utilized to support other City functions including assisting in the City Manager’s Office and supporting the Building Inspector’s position.</p>	

<ul style="list-style-type: none"> • Are staffing levels in the following ranges <ul style="list-style-type: none"> - Jurisdictions with fewer than 10,000 parcels = 1 appraiser to 1,000 to 1,500 parcels - 10,000 to 20,000 parcels = 1 appraiser to 2,500 parcels - More than 20,000 parcels = 1 appraiser to 3,000 to 3,500 parcels <p>Reappraisals are conducted on an on-going basis to maintain current assessment valuations.</p>	<p>The City has just over 3,000 parcels and has allocated only 1 part-time assessor to the function. The full-time assessor is supported by one administrative assistant and contractual support during reappraisal processes.</p>	<p>The City does not have in place a current reassessment program that provides for a percentage of properties to be reevaluated each year (i.e. – 20% of properties each year for a five year cycle). This alternative should be explored to (1) reduce cost of mass reappraisal process; (2) limit large reassessment changes in a single year; and (3) provide a more manageable workload and current assessment levels.</p>
<ul style="list-style-type: none"> • Parcel maps are maintained and up-dated on a continual basis. 	<p>The City has worked hard to update and maintain parcel maps in useable format over the last several years.</p>	
<ul style="list-style-type: none"> • Does the Assessor's Office use appropriate technology including assessment software and a Geographic Information System? 	<p>The Assessor's Office has recently implemented AssessPro Software to cover the assessment functions. Overall, this software appears to meet the needs of the City Assessor. The Assessor has access to the City's GIS system.</p>	

<ul style="list-style-type: none"> Appraisers have access in the field to – laptop computers, tax maps, tape measures, field cards, digital cameras 		<p>Although the Lister has access to fundamental tools of assessing such as tape measures, tax maps, manual field cards, etc., it does not possess more technologically advanced tools such as digital cameras or laptop computers.</p>
<ul style="list-style-type: none"> The Assessor’s Office receives copies of all building permits to identify properties whose characteristics are likely to change. 	<p>The Assessor believes that all building permits are transmitted to his department for review.</p>	<p>Greater integration of efforts / data is necessary to eliminate duplication of effort and ensure that relevant data is shared between these departments. Assessor needs to be informed when Certificate of Occupancy is issued.</p>
<ul style="list-style-type: none"> The Assessor has a public relations program to educate the public and to communicate the importance of the property tax, personal property tax, etc. 	<p>The Assessor spent significant amount of time on public education and community interaction in resolving issues related to the last reappraisal process. The website contains general information regarding the reappraisal process and how to file appeals.</p>	<p>Additional educational materials on the website would assist in further communicating to the public procedures related to the process, and importance of the property and personal property taxes.</p>

<ul style="list-style-type: none"> The Assessor’s web site is content driven and provides useful information regarding property dimensions, location, values, etc. 	<p>The City of Montpelier has implemented a very comprehensive website for the Assessing function. It includes a summary of services provided, contact information for staff; and access to the following items:</p> <ul style="list-style-type: none"> - Property record card access; - PDF Book of parcel maps; - Online parcel maps; - Tax Appeal Handbook; - Summary of Reappraisal Process; - Official 2010 Grand List; - 4/1/07 to 4/1/10 Property Sales listing; - “How to Appeal your assessment” document. 	
<ul style="list-style-type: none"> An effective program has been put in place to audit personal property tax reporting / appraisals. 	<p>The City is going to utilize a third-party contracted vendor to conduct a comprehensive personal property tax assessment program.</p>	

2. CEMETERY

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Existence of regulations regarding unsightly decorations. 	<p>Although the regulations have not been updated since 1952 (but are in the process of update currently), the Cemetery Commission has regulations and these are implemented by the Superintendent, who has, in effect, the authority to remove any decorations that are “unsightly, dangerous, detrimental or diseased...” The regulations specifically cover “boxes, shells, toys, metal designs”, etc.</p>	
<ul style="list-style-type: none"> Existence of regulations regarding length of time live decorations may remain at gravesites. 	<p>The regulations do not specify precise time periods which are permissible for decorations, however, they do address the authority of the Superintendent to remove them when they become unsightly or detrimental to the beauty of the Cemetery.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> • Staffing at the level of one FTE per 8 – 10 acres of developed turf at a B level of maintenance. 	<p>There are two cemeteries, with Green Mount being the primary one, with about 45 maintainable acres. The other, Elm Street, is about one acre, for a total maintainable area of about 46 acres.</p> <p>The Cemetery has a Supervisor and has access to 10 Department of Corrections workers for about half the year, for a total of approximately 5 maintenance FTEs who maintain 46 areas, for a ratio of about one FTE to 9 maintainable acres, plus the work of the Supervisor and Director. This is well within the benchmark ratio of 8 – 10 acres per FTE.</p>	
<ul style="list-style-type: none"> • Formal maintenance management system in place for cemetery. 		<p>The Cemetery has no formal maintenance management plan.</p>
<ul style="list-style-type: none"> • Privatization potential evaluated for: <ul style="list-style-type: none"> - Mowing - Tree Trimming - Spraying - Pest Control 	<p>The Cemetery receives labor at no cost from the Department of Corrections. Additionally, there is a small amount of acreage to maintain, reducing the need to analyze any substantive role for private contractors.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none">• Are maintenance activities documented in sufficient detail to allow managers the ability to analyze workloads and productivity of crew members?		There is no documentation of maintenance work performed in the Cemetery.
<ul style="list-style-type: none">• Adequate records of burials exist, with information stored electronically.		Grave site information is recorded manually on "Lot Records and Burial Records in a file cabinet at the Cemetery entrance. The records are filed by last name of the "owner" of the grave site

3. CITY CLERK / CITY TREASURER’S OFFICE

Performance Target	Strengths	Potential Improvements
Clerk Functions		
<ul style="list-style-type: none"> Existence of automated indexing for legal records. 	<p>The Clerk’s Office utilizes computerized indexing of all legal records, in addition to paper indexes to enable the public to locate recorded documents. All records after 1993 are on computer. Records prior to 1993 are in paper indexes only. A computer is available in the office for the public to search for all recorded documents.</p>	<p>At this time, no remote or online access of legal records is available.</p>
<ul style="list-style-type: none"> Extent to which records management program adheres to state laws and local policies / procedures. 	<p>Record retention practices have been implemented to be in compliance with state and local requirements.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Level / type of minutes generated from meetings. 	<p>The City is preparing brief summary minutes for Council meetings. This includes a description of the specific item, a short description of major discussion which occurred, and the vote tabulation for motions. The City has begun moving away from detailed minutes towards summary / action minutes.</p>	<p>With the change to action minutes, the draft minutes should be available sooner and may be prepared without detailed listening to the entire Council Meeting. Action minutes only require notations of action taken.</p>
<ul style="list-style-type: none"> Use of technology (document imaging, automated licensing system, use of modern election equipment, etc.) 	<p>The City has implemented an effective document imaging program for all recorded documents.</p>	<p>No automated licensing software including online capabilities currently exist.</p>
<ul style="list-style-type: none"> Is the turnaround time for minutes less than 2 weeks? 	<p>Minutes are generally prepared and posted on the website within 2 weeks. Formal approval of minutes occurs at future Council meeting.</p>	
<ul style="list-style-type: none"> Provide secure environment for protection of City records? 	<p>Critical records are stored in a secure environment (safe) within the Clerk's Office.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> • Provide timely access to archived records while maintaining record integrity? 	<p>Staff and the public have access to all historical and archived records during normal office hours that the City Clerk’s Office is open (8:00 a.m. to 4:30 p.m.).</p>	
<ul style="list-style-type: none"> • Provides advice to departments on records retention issues? 	<p>Advice is provided, as requested, to other departments regarding compliance with records retention issues.</p>	
<p>Treasurer Functions</p>		

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Are automated and integrated financial packages in place that eliminate duplicate data entry among departments for payroll, accounts payable, accounts receivable? 		<p>The City currently utilizes several separate financial systems for financial functions including: BudgetSense (budgeting and most financial functions), NEMRC (for billing and payments including taxes, utility bills) and TicketTrack (for parking tickets). There is limited electronic transfer of data between systems requiring all cash receipts to be manually entered into BudgetSense (revenue account totals) in order for financial reporting and reconciliation to occur. Additionally, total from TicketTrack is entered into NEMRC for cash receipting. This has created some issues with completing reconciliations on a timely basis.</p>
<ul style="list-style-type: none"> Existence of policy of separation of data input and generation of checks for payroll and payables? 	<p>The City maintains appropriate segregation of duties between data entry and check generation for payments.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Effective collection procedures have been put in place. 	<p>The City has assigned primary responsibility for collections to the Assistant City Manager. Penalties and interests are imposed by the City Treasurer. Overall, collections are high.</p>	<p>Some concerns noted regarding timeliness of collection letters being distributed. Some assistance could be provided to support collections activities by other staff of the Treasurer's Office.</p>
<ul style="list-style-type: none"> Responsibility for cash payments has been centralized. 	<p>The Treasurer's Office is responsible for receiving, processing, and reconciling most cash payments (including parking tickets, property tax, Water / Sewer, Accounts Receivables, Dog licenses, Business Licenses, hunting / fishing licenses, etc.) in the City of Montpelier.</p>	<p>Some payments are made in other departments and transmitted to the Treasurer's Office for posting and deposit.</p>
<ul style="list-style-type: none"> Appropriate internal controls are in place to secure, track and safeguard cash. 	<p>The City generally has appropriate internal controls for reconciliation, depositing, and safeguarding cash prior to daily deposits.</p>	<p>The City utilizes only two cash drawers (one for Tickets and one for all other payments). All employees utilize the same drawer for taking payments.</p>
<ul style="list-style-type: none"> Policies, procedures, and work practices are in place to assure the prompt and frequent reconciliation of all cash. 	<p>All cash is reconciled and deposited daily. Checks are processed electronically for deposit. TicketTrack is reconciled at end of each day. Overall "cashup" occurs each morning.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Responsibility for billing has been centralized. 	Billing for water / sewer / miscellaneous items done by Treasurer.	Fire / EMS billing are handled separate from Treasurer's Office.
<ul style="list-style-type: none"> Lock box services are utilized to provide additional service to the public. 	The City does have a secure drop off slot that the public can utilize for making after-hours payments.	No external lock box services are utilized for payments.
<ul style="list-style-type: none"> On-line payments have been implemented to increase public access to City Services and provide 24/7 access to payment options. 		No online payments, most specifically by credit card, have been implemented. The City is targeting implementation within the next 3 months.

4. FINANCE & ADMINISTRATIVE SERVICES

Performance Target	Strengths	Potential Improvements
PAYROLL / HUMAN RESOURCES		
<ul style="list-style-type: none"> Electronic submittal of timesheets by departments? 	<p>Some timesheets are submitted electronically; however, this is done on spreadsheets not through direct entry into the system.</p>	<p>The City does not utilize electronic timesheets nor a single approach to time reporting. Currently, Police utilize paper timesheets; Public Works has one spreadsheet per Division; and most of City Hall are on paper timesheets. The process should be streamlined to include a standard method of time tracking, ideally with electronic submittal, and remote entry at the department level.</p>
<ul style="list-style-type: none"> Payroll hours are entered based upon “type of hours” (i.e. – regular, sick, holiday, overtime, etc.) to simplify reporting, track hours by type, and enable automated reports and FLSA tracking. 		<p>The current payroll is entered entirely as total hours payable. No tracking of hours by type is currently done in the system. This necessitates separate tracking of leave time / hours and limits reporting capabilities and remote entry.</p>

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Are the Personnel and Payroll information systems integrated? 		<p>There is limited integration / sharing of data between the two modules. For example, all leave time is not automated on a city-wide basis with automatic tracking of leave balances. Leave is audited annually by staff.</p>
<ul style="list-style-type: none"> Personnel files are maintained on all employees in a centralized location, and performance appraisals are conducted at least annually for all employees. 	<p>All employees have an official personnel file in the Finance Department.</p>	<p>Performance appraisals are not always completed and processed by supervisors in a timely manner (i.e. – in advance of anniversary date). Evaluations are not always utilized to effectively establish improvement opportunities, training needs, and goals / objectives for the coming years.</p>
<p>FINANCIAL OPERATIONS</p>		
<ul style="list-style-type: none"> Operating budgets provide readable, comprehensive information on budgeted expenditures, staffing, and revenue, and the goals and objectives and performance measures. 	<p>The City’s budget provides detail regarding each department including budgeted expenditures and revenues (on a detailed account level basis), changes from prior years.</p>	<p>The Budget document does not provide detailed staffing and goals and objectives nor performance measures by department.</p>

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> The 5-year capital improvement plan provides readable and comprehensive information on costs, and provides a link to the operating budget. 	<p>The City’s CIP document provides detailed information regarding each capital improvement including a 5-year projection of cost and projects, and identification of funding source.</p>	<p>The CIP does not provide a link to the operating budget to identify cost increases / decreases that will result in the operating budget due to capital budget expenditures.</p>
<ul style="list-style-type: none"> Operating and capital expenditures are monitored on an ongoing basis to assure actual expenditures do not exceed the authorized budget. 	<p>The Finance Director prepares both a summary and detailed monthly report that is presented to the City Council comparing budgeted and actual revenues and expenditures. This report is also posted on the city’s website. Departments also have access in the software to continually monitor the status of their individual budget and accounts.</p>	
<ul style="list-style-type: none"> The City has an established fund reserve policy. 	<p>The City has a policy of maintaining 10 to 15% in fund reserve.</p>	<p>The City is trying to maintain 8%</p>

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Accounts Payable are processed within 30 days. 	<p>The City promptly pays all accounts payable. The City processes accounts payable warrants every two weeks. The internal procedures provide for extensive review and approvals based upon the size of the expenditure. Expenditures in excess of \$5,000 are reviewed by City Manager. All payments in excess of \$25,000 are also reviewed by Finance Director. Warrant and check list is provided to City Council on a Thursday for review and checks issued following Monday if no issues identified. Council subsequently approved warrant and check list at Council meeting.</p>	<p>While the number of approvals is greater (especially for budgeted expenses) than is seen in comparable municipalities, the project team understands the historical issue (overpayment to a vendor) that has resulted in this issue. Enhanced use of the software system to track and monitor (including electronic attachment of documents and processing of payments) may provide future opportunities to streamline payments process.</p>
<ul style="list-style-type: none"> Fixed Asset program is in place. 	<p>The City has implemented a fixed asset reporting mechanism that includes all items with a capitalization threshold of \$5,000 in value (and various estimated service lifespans depending on the category of the fixed asset). At this time, the City has not calculated retroactive infrastructure assets on the books prior to June 30, 2004.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> The City allocates administrative costs to enterprise funds. 	<p>The City calculates internally the appropriate allocations and charges general administration costs to the various Enterprise funds to cover costs of services provided to these funds.</p>	
<ul style="list-style-type: none"> The City has established cost recovery goals for certain functions (i.e. – building permitting) and has established fees at a level sufficient for the designated operation to be self-funding. 	<p>The Water, Sewer and parking funds are generally operated as “self-sufficient” operations designed to cover the cost of services provided by the fees charged to individual customers.</p>	<p>The City has not formally established cost recovery goals for some specified functions. While the “goal” was to have the Building Permitting and Inspection function be self-sufficient, recent levels of activity have not enabled this function to be self-supporting through existing fees for service.</p>
<ul style="list-style-type: none"> Provide information to departments to help monitor budget versus actual expenditures. Financial performance reviewed periodically. 	<p>The City prepares a monthly report that is presented to the City Council comparing budgeted and actual revenues and expenditures. Departments also have access in the software to continually monitor the status of their individual budget and accounts.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none">• Existence of policy of separation of data input and payroll/payables and check printing and mailing?	The City has implemented appropriate segregation between data entry and check printing and distribution.	
<ul style="list-style-type: none">• Investment performance is monitored?	The City monitors investment performance.	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> An investment policy has been adopted by the City Council. 	<p>All investments are made in accordance with State statute and the City Council’s adopted investment policy. The policy generally provides that the City may invest in:</p> <ul style="list-style-type: none"> - Deposits insured by federal government agencies (upto \$500,000 in uninsured public funds in any one state or federal banking institution with offices in the City); - Obligations of the United States (such as Treasury notes); - General obligations of the State of Vermont; - General obligations of the several states; - Securities fully insured by the United States (or fully collateralized by the securities of the United States); <p>The policy also requires that every three years the Treasurer shall survey banking institutions with offices in Washington County providing service to the City of Montpelier to seek proposals to serve as the City’s lead bank and as one of the City’s depository banks. The City prohibits investment in tobacco stocks for investments that it directly controls.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Accounting policies, procedures and systems are in place? 	<p>The City has developed appropriate policies and procedures and financial systems to ensure adequate reporting, reconciliation and accounting of revenue and expenditures. The last financial audit indicated that the accounting policies adopted by the City of Montpelier conform to generally accepted accounting principles (GAAP) applicable to governmental agencies. In general, the City utilizes the accrual basis for government-wide and proprietary funds and the modified accrual basis of accounting for governmental funds.</p>	
<ul style="list-style-type: none"> Are automated and integrated financial packages in place that eliminate duplicate data entry among departments for payroll, accounts payable, accounts receivable? 	<p>The City utilizes BudgetSense as the primary financial software package.</p>	<p>As noted elsewhere, there are some areas where other software is utilized (for cash receipting and ticket payments) that are not integrated with the BudgetSense software requiring manual posting of revenues and payment information into BudgetSense.</p>

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Existence of policy of separation of data input and generation of checks for payroll and payables? 	<p>Appropriate segregation of duties have been implemented to separate entry and generation of payments (both for payroll and payables). Additionally, a report of all expenditures must be approved by the Council at their meetings.</p>	
<ul style="list-style-type: none"> The City complies with GASB 34 and GASB 45. 	<p>The City is in general compliance with GASB 34 regarding financial reporting and GASB 45 regarding Postemployment benefits. The City has elected to utilize the alternative measurement method permitted by GASB 45 to calculate Annual Required Contributions.</p>	
<ul style="list-style-type: none"> Operating procedures and supervisory controls are adequate to ensure that all activity is recorded accurately. 	<p>There are appropriate internal and supervisory controls in place to ensure a segregation of duties and to ensure that all entries are appropriately recorded. For example, the Accountant prepares journal entries that are reviewed by the Senior Accountant.</p>	
<p>INFORMATION TECHNOLOGY</p>		

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> The City has implemented effective technology plans. 		
<ul style="list-style-type: none"> A refreshment program is in place to replace computer hardware and PCs. 	<p>The City has targeted refreshment of PCs on a three-year basis.</p>	<p>Currently, PC refreshment is being done on a four-year average.</p>
<ul style="list-style-type: none"> Software is upgraded at appropriate intervals and consistently deployed throughout the organization. 		<p>Software is typically updated at the time of PC upgrade / refreshment. The City should consider implementation of a policy to maintain all staff on a consistent version of the Microsoft Office suite.</p>
<ul style="list-style-type: none"> Appropriate back-up procedures are in place. 	<p>The City has implemented appropriate backup procedures that includes daily incremental backups; weekly server backups, email backups approximately three times per week, and a full backup each week (over the weekend). Once per month, entire tape backup is taken off-site for storage.</p>	<p>The City may wish to consider a more secure storage area for the monthly tape backups. Currently, these are stored at an employee's residence.</p>

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Support is provided to all users in handling both hardware and software operational issues. 	<p>The IT staff provide support to users on both hardware and software related issues. While not “experts” on all proprietary software in place, the IT staff provide support in addressing usability issues and resolving operational problems.</p>	
<ul style="list-style-type: none"> IT provides a webmaster to manage the content of the City’s website. 		<p>IT serves as backup to the webmaster who is located in Planning. The current website was developed with external resources and has some limitations on extent of changes that can be implemented directly by departments.</p>
<ul style="list-style-type: none"> IT procures its primary systems (such as financial, payroll, personnel, property appraisal, etc.) from vendors; it does not develop its systems in-house. 	<p>IT does not develop systems in-house. All major systems are procured from vendors.</p>	

5. FIRE

Performance Target	Strengths	Potential Improvements
Field Operations		
<ul style="list-style-type: none"> • Are response times to fire, rescue, and EMS incidents appropriate? 	<p>The Department meets initial response targets, but as a small department needs the assistance of call-back and outside agencies for a full incident response.</p>	
<ul style="list-style-type: none"> • Are personnel cross trained to function in both the fire and EMS services? 	<p>Staff are cross-trained in both fire and EMS services.</p>	
<ul style="list-style-type: none"> • Are first-responding apparatus adequately staffed? 	<p>Minimum staffing is 3 persons. This is augmented by command staff and special projects Lieutenants during the day and by call back and paid call staff at night.</p>	
<ul style="list-style-type: none"> • Are field service personnel involved in prevention activities: <ul style="list-style-type: none"> – Pre-emergency planning? – Inspections? – Public education? 	<p>Staff are involved in pre-emergency planning on an ongoing basis and provide various public education programs. A total of 281 pre-fire plans were conducted last year.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Does the department have a residential detector inspections and installation program? 		<p>There is no residential program in place, though inspections will be performed on request.</p>
<ul style="list-style-type: none"> Do field personnel train at least two hours/shift? 	<p>Staff participate in approximately 2 hours of on-duty training each day to include: station training, field training, and pre-planning activities. Each Wednesday is also designated as Training Day for on-duty staff for more comprehensive training activities. Additionally, department wide training is conducted once or twice per year.</p>	<p>Inter-shift and inter-city training is not common. Though they Department will do an 'administrative training exercise' on the calls of other departments.</p>
<ul style="list-style-type: none"> Does the department have mutual aid agreements with other agencies? 	<p>The City has established mutual aid agreements with Berlin, East Montpelier and Middlesex.</p>	<p>The City does not have a written mutual aid agreement with all neighboring jurisdictions, including Barre.</p>
<ul style="list-style-type: none"> Does the department have an automated database of emergency incidents that is linked to the CAD system? 	<p>The Department uses Firehouse software, though the link with the CAD/RMS system is weak.</p>	
<ul style="list-style-type: none"> The Department participates in regional special response units. 	<p>The Department is part of the regional hazmat capability and fields a USAR team.</p>	

Performance Target	Strengths	Potential Improvements
Fire Prevention		
<ul style="list-style-type: none"> Does the department participate in the plan review and approval process for residential and commercial projects? 	<p>Staff are involved in plan review and serve as a member of the Technical Review Committee.</p>	
<ul style="list-style-type: none"> Does the department conduct scheduled inspections of commercial occupancies? 	<p>The department targets one pre-plan visitation per day, on average, to familiarize staff with a particular structure and to perform hazardous identification.</p>	
<ul style="list-style-type: none"> Does the department have a system of fees that cover prevention costs? 		<p>There are fees in place for plan reviews and inspections.</p>
Support Services		
<ul style="list-style-type: none"> Are training records automated? 	<p>Training information is entered into Firehouse software.</p>	
<ul style="list-style-type: none"> Is there an incident review procedure to tie experience to in-service training? 	<p>Major fire incidents are rare. When they occur incident debriefings occur.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Does the department have fire investigations capabilities? 	<p>A Special Projects Lieutenant is dedicated, in part, to fire investigations (cause and origin only as arson investigations are conducted by the State.</p>	
<ul style="list-style-type: none"> Is there a program in place to monitor and maintain the fire alarm network in the community? 	<p>One staff member is assigned to maintaining the alarm network.</p>	
<ul style="list-style-type: none"> Administrative functions are assigned on a collateral duty basis. 	<p>Special Projects Lieutenants and the Deputy Chief handle most roles.</p>	<p>Could assigning duties among shifts reduce the need for Lieutenants?</p>

6. PARKS

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Staffing at the level of one FTE per 8 – 10 acres of developed acreage. 	<p>The Department has two primary parks (Hubbard and North Branch River), and several very small neighborhood parks such as Blanchard (2-3 acres), Peace Park (0.25 acres), Summer Street Park (0.25 acres), Mill Pond Park (0.25 acres) and Gateway Park (which is maintained by the Cemetery). Hubbard has about 7 acres of mowable area, plus about 3 acres that are bush hogged. North Branch has about 5 acres that are bush hogged.</p> <p>The Department receives a large amount of volunteer assistance, which makes a precise calculation of the ratio of FTEs to developed acreage difficult. It appears that there is less than 12 acres of developed park land, and one PT employee spends half time in parks and half time in Trees activities. Combined with the substantial amount of volunteer help, the Parks and Trees Department is well within the range of one FTE per 8-10 developed acres.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Parks are being maintained in good condition. 	<p>The project team was on site during a period of heavy snow and ice, and was unable to make a meaningful assessment of the parks.</p>	
<ul style="list-style-type: none"> Formal maintenance management system in place for parks. 		<p>There is no formal maintenance management system in place for the parks.</p>
<ul style="list-style-type: none"> A formal infrastructure preservation plan has been developed for parks. 		<p>The Parks and Trees Department has no master plan in place for the preservation of infrastructure in the parks.</p>
<ul style="list-style-type: none"> Tree trimming schedule exists for trees- 3 to 5 year cycle. 		<p>Trees are trimmed as needed.</p>
<ul style="list-style-type: none"> Privatization potential evaluated for the delivery of parka and facilities maintenance. 	<p>There is little maintainable acreage in the City's parks. Volunteers provide a substantial amount of maintenance assistance at no cost to the Department, further reducing the need for private contractors.</p>	

7. PLANNING

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Is the lead responsibility for the processing of discretionary permits centralized within the Planning Department? 	<p>The Planning Department serves as the lead entity for the processing of all discretionary permits.</p>	
<ul style="list-style-type: none"> Are there established turnaround times for development review projects (such as special permits) and these are clearly communicated to the public (i.e. – on application materials / website)? 	<p>Established review and processing times are included within the Zoning Regulations.</p>	<p>Established review timeframes are not clearly summarized or noted on the website to inform the public of expected review / approval times.</p>
<ul style="list-style-type: none"> Does the department offer a pre-application conference to handle any potential issues proactively and inform the applicant about all City requirements? 	<p>The City provides opportunities for applicants to attend and meet with representatives from all reviewing departments at the Technical Review Committee meetings that are held every two weeks. Attendance is optional. Applicants for large or complex subdivision projects are encouraged to meet informally with staff in advance of submittal of their sketch plan.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Does the department have a process to ensure that the overall development review process is coordinated with other appropriate City departments? 	<p>The City utilizes a Technical Review Committee (consisting of representatives from Fire, Public Works, Police, Parks, Planning) to review applications. The Committee is scheduled to meet every other Tuesday at 2 p.m. to ensure timely review and comment on submittals. Applicants may attend this meeting to hear comments and ask questions.</p>	<p>Not all departments routinely attend meetings.</p>
<ul style="list-style-type: none"> Does the department utilize automated permit tracking software? 	<p>The City has an automated tracking system for applications.</p>	<p>The system is an access database with limited functionality. Additionally, it is not integrated with other software systems nor the system utilized by Building.</p>
<ul style="list-style-type: none"> Does the City offer a one-stop permit center for discretionary permits? 	<p>The Planning Department serves as the one-stop permit center for discretionary permits. They coordinate the efforts of the City in reviewing and responding to all applications received.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Is the zoning ordinance and the master plan up-to-date? 	<p>Master Plan was adopted in September 2010 by the City Council. The updated master plan is one of the first to incorporate sustainability principles.</p> <p>The Zoning ordinance was last comprehensively update in August 2006. Amendments, through January 26, 2011, are incorporated into the online version. The Zoning Ordinance is under review / update and the City is moving toward implementation of overlay districts.</p>	
<ul style="list-style-type: none"> Application materials and enabling ordinances / legislation is available online for use by applicants? 	<p>The City has made available on the website copies of all applications including: Sign Permit, Lot Line Adjustment, Zoning Permit, Conditional Use, and Variance Request forms.</p> <p>Additionally, online access is provided to the most recent version of the Montpelier Zoning and Subdivision Regulations. Finally, zoning maps and the City's master plan are available online.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> An appropriate balance is maintained on workload distribution between current planning, long-range planning, and special projects. 	<p>The City has implemented a comprehensive work plan and wide focus for the Planning function that looks to future development and management of the City.</p>	<p>The number and scope of the special projects handled by the Planning Department exceed what is typically found in a Planning Department of this size. These special project appear to be having an impact on more “routine” operations through allocation of resources and priorities. The City should clearly develop a set of priorities and time allocations to ensure that normal operations are not unduly impacted by these special projects.</p>
<ul style="list-style-type: none"> The City has a proactive Zoning Enforcement program / process. 		<p>The City’s zoning enforcement is primarily reactive / complaint based. Additional efforts should be implemented to enable online submission of complaints if the City maintains primarily complaint based process.</p>

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Authority for minor approvals have been delegated to staff. Appropriate review boards have been established to review / recommend / approve other applications. 	<p>Authority for the review and approval of minor approvals (such as porches, requests not requiring conditional uses, minor changes to site plans) can be approved administratively.</p> <p>The Design Review Board serves as an Advisory Board to the Development Review Board (DRB). The DRB is responsible for conditional uses and subdivision applications. The Planning Commission is responsible for Master Plan and Zoning changes.</p>	

8. POLICE

Performance Target	Strengths	Potential Improvements
Patrol		
<ul style="list-style-type: none"> • Given call for service workload and the deployment of personnel, does the availability of proactive patrol fall within the 40% to 50% range? 	<p>Proactive time never falls below 50% and can be as high as 80%. On average, proactive time is over 70% in the City.</p>	
<ul style="list-style-type: none"> • Is proactive patrol time formally planned and frequently evaluated? 		<p>There is an informal approach to evaluating the effective use and targeting of proactive time in the City.</p>
<ul style="list-style-type: none"> • Is the deployment of personnel evaluated based on the calls for service per day and hour as well as area of the City? 	<p>Deployment in a City the size of Montpelier is not an issue.</p>	<p>However, area assignments should be part of a comprehensive proactive patrol program.</p>
<ul style="list-style-type: none"> • Are there response time targets? Are they being met? <ul style="list-style-type: none"> – High Priority: 3 - 5 minutes – Medium Priority: 5 - 15 mins. – Low Priority: 15 - 30 minutes 	<p>Response times are low for all calls.</p>	<p>There is no call prioritization system.</p>

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> • Is the Department involved in the provision of specialized services such as: <ul style="list-style-type: none"> - Traffic? - Community oriented policing? - School resources? - Focused policing / patrols? 	<p>The Department has a School Resources Officer who has created many innovative programs and services within the schools. The SRO also functions as a juvenile officer for investigations and other roles.</p> <p>The Department is involved in several other 'community policing' types of activities, including bike and foot patrols, outreach to other community stakeholders and efforts,</p>	
<ul style="list-style-type: none"> • Is crime analysis information made available to personnel on a daily basis? 		<p>There is no dedicated crime analytical staff capability in the Department.</p>
<ul style="list-style-type: none"> • Is information communicated between Patrol and Investigations on a regular basis? 	<p>Information is passed between Patrol and Investigative staff, though the investigator does not normally attend shift briefings.</p>	<p>Communications are not consistent.</p>
<ul style="list-style-type: none"> • Do patrol personnel provide follow-up investigations on minor crimes. 	<p>Patrol personnel are following-up on minor crimes, mostly in which an arrest has been made.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Is information effectively communicated between shifts? 	<p>Shift supervisors (Sergeants) pass information between shifts as the come on and off duty.</p>	
<ul style="list-style-type: none"> Is the Department pursuing work with other jurisdictions to provide: <ul style="list-style-type: none"> Narcotics and vice task-force? DUI enforcement? 	<p>The Department does participate in a regional ATF and State Police led task force. The Department also is involved in regional sharing of other resources (e.g., SWAT, scuba).</p>	<p>There are only limited efforts because of a lack of dedicated staffing.</p>
<ul style="list-style-type: none"> Are all personnel assigned to patrol participating in traffic enforcement? 	<p>Patrol personnel are multi-functional. Their effectiveness in special / proactive enforcement is still being evaluated by the project team.</p>	
<ul style="list-style-type: none"> Are Patrol Vehicles being replaced between 80,000 to 90,000 miles, or between 4-5 years? 	<p>On a four year basis.</p>	
<ul style="list-style-type: none"> Is the management of patrol operations as streamlined as possible? 	<p>There are no mid-managers in the Montpelier Police Department – first line supervisors (Sergeants) are also shift commanders.</p>	
<p>Investigations</p>		

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> For generalist detectives, is the number of open cases approximately 12-15 on a weighted basis of person and property crimes? 		<p>At the time a desk audit was conducted (March 17th) the Detective had only 6 open cases. There were an additional 2 cases which were open but not active (in the sense that they had been followed-up on within the previous 30 days).</p>
<ul style="list-style-type: none"> Are cases being assigned to detectives after being screened by command and supervisory staff for quality and solvability? 	<p>Shift supervisors assign cases to the detective or decides to keep the follow-up in patrol.</p>	<p>There is the potential for inconsistencies in assignments and policies.</p>
<ul style="list-style-type: none"> Is the detective meeting daily to share information? 	<p>Informal meetings are conducted.</p>	
<ul style="list-style-type: none"> Is criminal and case history information computerized? 	<p>Computerized at dispatch or by the detective in CrimeTrak.</p>	<p>The capabilities of this system are very weak, especially as that relates to the use of the system to manage caseloads.</p>
<ul style="list-style-type: none"> The Department participates in regional task forces. 	<p>The Department does participate though these task forces are irregularly deployed and utilized in the region.</p>	
<p>Services</p>		

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Are police officers receiving at least 40 hours of training per year? 	<p>Departmental in service training averages over 44 hours per year.</p>	
<ul style="list-style-type: none"> Is Patrol utilizing in-vehicle computers for dispatch information and developing report narratives? 	<p>Each patrol unit has a video camera.</p>	<p>In unit computers are not used though in a city the size of Montpelier, this may be unnecessary.</p>
<ul style="list-style-type: none"> The City has consolidated police and fire communications. 	<p>Not only has police and fire communications been consolidated but the Police Communications Center dispatches for 16 fire agencies in the region.</p>	
<ul style="list-style-type: none"> Is communications utilizing CAD and records management systems? 	<p>CrimeTrak is utilized.</p>	
<ul style="list-style-type: none"> Is the evidence room audited to provide for verified chain of evidence, etc. 		<p>Audits do not appear to be taking place regularly.</p>
<ul style="list-style-type: none"> Is a management system in place to track inventory in the evidence facility? 		<p>There is a management system in place.</p>
<ul style="list-style-type: none"> Does the Department formally track internal affairs complaints? 		<p>There is no tracking; there is no internal affairs capacity in house.</p>

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Is the Department accredited by CALEA or some other standard setting organization? 	<p>The Department is not CALEA accredited.</p>	
<ul style="list-style-type: none"> Sworn personnel do not perform roles that could be handled by non-sworn personnel. 	<p>Apart from (non-sworn) dispatchers there is only one non-sworn person in the Department in an administrative role.</p>	
Records		
<ul style="list-style-type: none"> Records staff are available to handle customer requests. 	<p>Dispatchers handle walk and call in requests and most records functions.</p>	
<ul style="list-style-type: none"> Records are maintained in a secure area. 	<p>The records are kept in the relatively secured dispatch area.</p>	
<ul style="list-style-type: none"> Volunteers are utilized. 		<p>Volunteers are not utilized.</p>

9. PUBLIC WORKS

Performance Target	Strengths	Potential Improvements
STREETS DIVISION		
<ul style="list-style-type: none"> Existence of formal work planning and scheduling system. 	The Assistant Director develops a rolling 7-year capital improvement project plan that outlines street rehabilitation, reconstruction and resurfacing expenditures.	There is no formal work planning and scheduling system for routine work of the Streets Division that defines the timing of work, the required personnel resources, crew sizes, etc.
<ul style="list-style-type: none"> An automated maintenance management system is utilized to track and report work output, service levels and productivity. 	Crews report time expended on projects, by employee, date, job code, location, and the equipment utilized. The data are entered into an automated information system by the Fleet Division personnel.	The summarized data do not appear to be utilized by the Division to project resource needs and scheduling for use in subsequent years.
<ul style="list-style-type: none"> Potholes are patched promptly. 	No data exist to indicate the speed with which potholes are patched, however, the Division reports that potholes are assessed for their individual impacts on safety to the community and severe potholes are patched immediately.	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Formal pavement management system in place. 	<p>The Department utilizes a formal pavement management indexing system. The composite PMI is reportedly 74, which is somewhat above average, although many of the higher-rates roads in the system are maintained by the State.</p>	<p>A visual assessment of roads in the City indicate that many are in severe disrepair and would score far lower than the reported average of 74. The project team’s assessment occurred during a period following a heavy snow and ice thawing, which would typically result in the deterioration of the ride-ability of streets, however it is equally clear that other streets in the system have been resurfaced much more recently than others.</p>
<ul style="list-style-type: none"> Sidewalks are checked regularly for tripping hazards and the hazards eliminated. 		<p>There is no formal effort by the Department itself to examine sidewalks for tripping hazard, although this information is received from members of the public. There is also a “sidewalk stewards” group who sends this information to DPW for repairs, etc.</p>
<ul style="list-style-type: none"> Major road repairs and reconstruction contracted out. 	<p>All major road repairs and reconstruction are contracted out.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Culverts and catch basins are cleaned on a 1-year cycle. 	<p>The DPW is planning to purchase a pure vacuum sweeper to complement the vactor it has for catch basin cleaning.</p>	<p>There are 1250 catch basins in the City, and approximately 300 per year are cleaned, which equates to about 24% annually. DPW is getting more stormwater permits from past projects that require it to inspect them annually and these are inspected and cleaned as needed.</p> <p>Three years ago the DPW did an inventory of catch basins with a certain percentage of the sump full. These were put on a list for cleaning. Since that time, DPW has been reactive to its approach to cleaning catch basins. When a catch basin is repaired or a problem is noticed, the Department cleans the basins.</p>
<ul style="list-style-type: none"> Evaluation of contracting conducted in street maintenance. 	<p>There is a significant amount of contracting of services in the Streets Division, including all road reconstruction, rehabilitation and resurfacing, center line striping, etc. The Division primarily focuses on work of a routine and repetitive nature which allows for maximizing productivity and utilization of its internal workforce.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> • Periodic inspection of sign reflectivity. 	<p>There are about 1,720 signs and the Department does an annual sign inspection of each.</p>	<p>No real true test for reflectivity, mainly visual sign condition presently.</p>
<ul style="list-style-type: none"> • Annual painting of school cross walks, bi-annual painting of other cross walks. Legends painted on arterials every year, collectors at 18 mos., and residential at 2 years. 	<p>Internal crews paint cross walks annually. This includes legends, balk lines and railroad crossings. All center lines are repainted annually.</p>	
<ul style="list-style-type: none"> • Gravel streets are graded twice a year and calcium chloride applied.. 	<p>Each are typically graded 2-3 times. The City only has about 5-6 miles of gravel currently. The DPW does utilize CaCl for gravel roads.</p>	
WATER AND SEWER		
<ul style="list-style-type: none"> • An effective cross connection inspection program is in place. 		<p>There is no cross connection, or backflow prevention, program in place in the City.</p>
<ul style="list-style-type: none"> • An effective grease trap inspection program is in place. 		<p>The Public Works Department does not inspect grease traps at food preparation locations in the City.</p>
<ul style="list-style-type: none"> • An effective industrial waste pre-treatment program is in place. 	<p>There are no industrial users in the City and therefore no pretreatment program.</p>	

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Quality assurance and validation procedures for water sampling and testing have been installed and are utilized. 		
<ul style="list-style-type: none"> 1% to 2% of water and sewer mains are replaced annually. This formal program is linked directly to a long-term capital and financial planning program to assure adequate funding. 		<p>The last large water project was completed about four years ago. The total amount of pipe installed was 4,500 lf. Very little sewer replacement has been done, except some repairs to a section of 18" that failed two years ago. The Department's plan is to replace approximately 1,500 linear feet of this pipe as it is prematurely failing due to acidic gas concentrations and also causes significant odor complaints. The sewer fund is also in deficit, but coming out.</p>
<ul style="list-style-type: none"> The extent of unaccounted for water falls within AWWA guidelines 		<p>This has been 30% in the past, which is roughly twice the typical, or expected, percentage. Some of this can be accounted for (hydrant flushing, etc). At one point in time the number was reportedly much higher.</p>

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Distribution valves are exercised routinely. 		<p>The Department does not exercise valves routinely.</p>
<ul style="list-style-type: none"> Water meter replacement is within 15 to 20 years and larger commercial meters are tested for registration accuracy in accordance with AWWA recommendations. 		<p>Meter replacement is accomplished as needed. The Department's water/sewer clerk tells crews when the meters aren't working or flows appear to be low. DPW is planning to do more proactive testing on larger meters, then potentially smaller at some point in time.</p>
<ul style="list-style-type: none"> Water pump stations and wastewater lift stations are checked weekly. Detailed PM of the pump stations is conducted in accordance with mfg. recommendations. 	<p>The two (2) water pump and 8 lift stations are monitored by SCADA, with water pump stations physically checked daily. All but routine repairs are contracted out.</p>	
<ul style="list-style-type: none"> Wastewater mains are cleaned on a three-year cycle. 	<p>The Department is using the newly-developed sewer maps to highlight areas that were cleaned.</p>	<p>Water lines are cleaned annually through hydrant flowing. Last year with the new vector, DPW crews cleaned about 4,000 or 5,000 feet. There are some areas that are cleaned annually and others were not able to be cleaned by crews prior to the new vector.</p>

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> • Fire hydrants are flushed annually. 	<p>This is conducted annually, with 2 crews of two maintenance workers during a one-week period.</p>	
<ul style="list-style-type: none"> • Water and sewer staff hold appropriate certification. 	<p>All Water Treatment staff hold 4C licenses. The WWTP staff must hold a Grade 4 license to be Chief Operator. The Assistant Chief Operator needs to hold a grade 3. Currently, the Department has two Grade 5's, one Grade 4 and one Grade 3.</p>	
<ul style="list-style-type: none"> • The wastewater treatment meets state effluent permit requirements. 	<p>In most respects the WWTP meets all effluent permits.</p>	<p>The Plant is slightly over the permitted BOD limit of 30 mf/L.</p>
<ul style="list-style-type: none"> • The water treatment plant meets state water quality standards. 	<p>The WTP meets all state water quality standards.</p>	
<ul style="list-style-type: none"> • The water and wastewater treatment plants are preventively maintained in accordance with mfg. recommendations. 	<p>This is reportedly the case in both the WTP and WWTP.</p>	<p>Documentation of preventive maintenance is manually maintained and verification is difficult. Not all plant mechanical inventory is listed in an automated work management system, and completed preventive maintenance is not logged in the system.</p>

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Existence of a formal maintenance management work planning and scheduling system. 		<p>Employees enter work performed on daily worksheets, however the information is not summarized in a computerized maintenance management system for use by managers in determining the volume of work performed in each of these activities, their locations, dates of service, etc.</p>
<ul style="list-style-type: none"> An automated maintenance management system is utilized to track and report work output, service levels and productivity. 		<p>This is one of the primary improvement opportunities in both the WTP and WWTP. There are no clerical or administrative staff positions at either the WTP or WWTP, which limits the ability of either plant to document the PM work performed.</p>
EQUIPMENT MAINTENANCE		
<ul style="list-style-type: none"> Existence of centralized fleet management program for the City. 	<p>The Fleet Maintenance Division (FMD) maintains all vehicles and equipment for the City as well as the Schools.</p>	
<ul style="list-style-type: none"> Existence of funded vehicle replacement program? 	<p>The Fleet Manager develops a five-year vehicle and equipment replacement plan.</p>	<p>There is no funded vehicle replacement program. Replacements are made on a year-to-year basis as funding is available.</p>

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> Centralized and standardized system of identifying vehicles and equipment for replacement. 	<p>The Fleet Manager identifies vehicles and equipment that are in need of replacement, and places these on the five-year vehicle replacement plan.</p>	
<ul style="list-style-type: none"> Existence of fleet management information system to monitor vehicle repair history, mechanic utilization, etc.? 	<p>The Fleet Maintenance Division is at the forefront of the Department in monitoring work performance. It utilizes the “Manager Plus” software system to input all preventive and corrective maintenance conducted by its mechanic staff.</p>	
<ul style="list-style-type: none"> Existence of automated fuel dispensing system? 	<p>The FMD utilizes the PetroVend automated fuel dispensing system and monitors vehicle and equipment utilization through use of this system.</p>	
<ul style="list-style-type: none"> Fleet Services is organized and established as in Internal Service Fund, charging user departments for parts and services. 		<p>The FMD is not organized as an internal service fund. It performs preventive and corrective maintenance for all departments other than Cemeteries, Parks and Schools through its own internal budget allocation.</p>

Performance Target	Strengths	Potential Improvements
<ul style="list-style-type: none"> An effective preventive maintenance program is in place. 	<p>Most equipment maintained by FMD has hour meters. PM is scheduled for this equipment at 100 hours (lubrication), 200 hours (oil change and state inspection) and 1,000 hours (transmission fluids).</p>	
<ul style="list-style-type: none"> An effective facility is available for Fleet Services that enhances their productivity. 	<p>The facility is adequate for the maintenance of approximately 120 units.</p>	
<ul style="list-style-type: none"> The size of the fleet and the vehicle equivalency units are balanced with the number of authorized staff. 		<p>There are two mechanics maintaining approximately 120 vehicles and pieces of equipment. This is a ratio of about 60:1, which is somewhat above recommended levels, particularly given that the majority of the equipment maintained by staff is of the heavy equipment variety.</p>
<ul style="list-style-type: none"> Fleet maintenance staff are ASE certified. 		<p>None of the staff are ASE certified.</p>

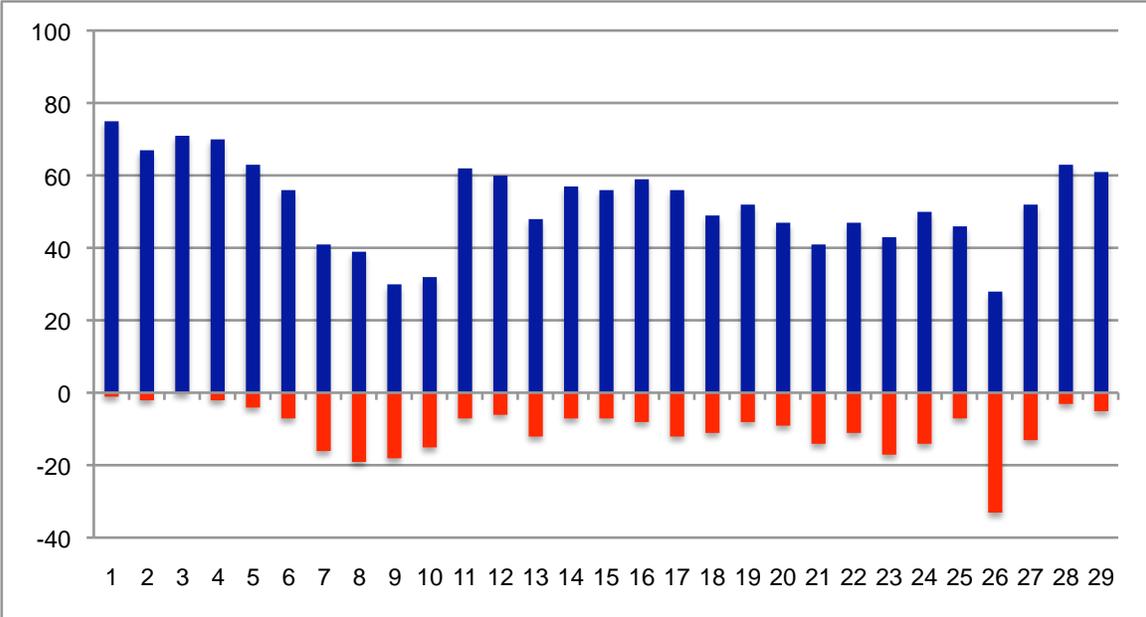
APPENDIX B – EMPLOYEE SURVEY SUMMARY

The Matrix Consulting Group conducted an employee survey of the City of Montpelier to allow employees the opportunity to provide confidential input with regard to organizational, operational, and other issues within their departments. This survey was conducted as part of the Management Analysis of Municipal Operations. Employees were asked to respond to a series of questions that are posed as a series of statements relating to the topics of departmental service level, staffing and operations. The table, below, shows the response distribution by department.

Department	No. of Respondents	% of Total Respondents
City Manager's Office	3	4%
City Clerk / Treasurer's Office	2	2%
Finance	6	7%
Fire	11	14%
Justice Center	3	4%
Planning & Development	7	9%
Police	16	20%
Public Works	30	37%
Other-Specify	3	4%
Total	81	100%

There were a total of 81 respondents representing a response rate of 72%. To gain a sense of the responses from the statements by general topic of the employee survey (e.g., customer service, supervision and management, workload, etc.), it is useful to look in greater detail at the topics that elicited the strongest positive and negative responses. The chart, found below, plots the number of responses that were positive and negative responses for each statement.

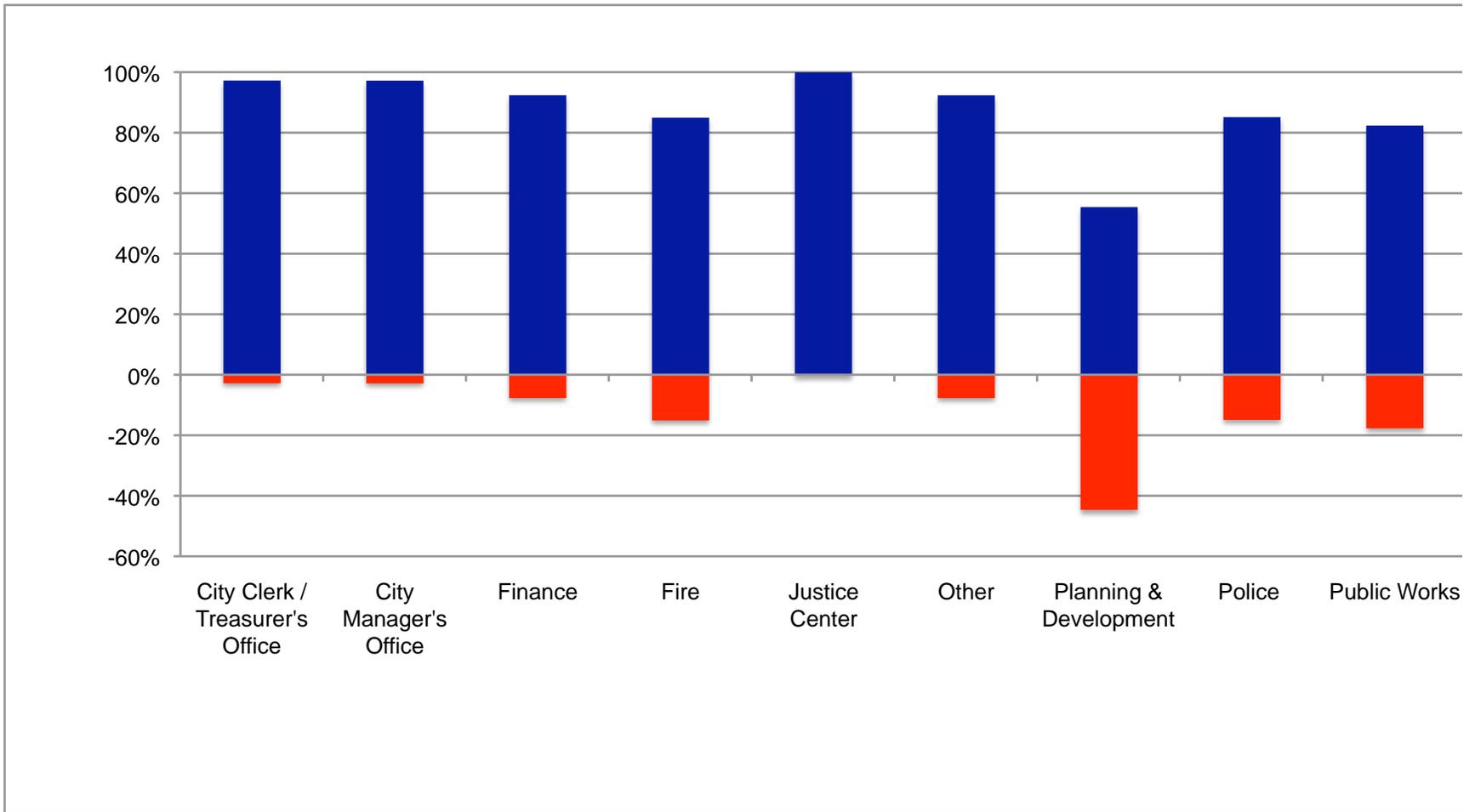
POSITIVE-NEGATIVE RESPONSE
DISTRIBUTION FOR ALL STATEMENTS



Overall, 84% of responses received were positive (i.e., either ‘strongly agree’ or ‘agree’). The sections, which follow, present the survey results. Statements have been group by general topic and do not necessarily appear in the order presented in the survey instrument.

The project team also reviewed the positive-negative response distribution by department. The chart, on the following page, presents the response distribution (percentage) for each department.

POSITIVE-NEGATIVE RESPONSE (PERCENTAGE)
DISTRIBUTION FOR ALL STATEMENTS BY DEPARTMENT



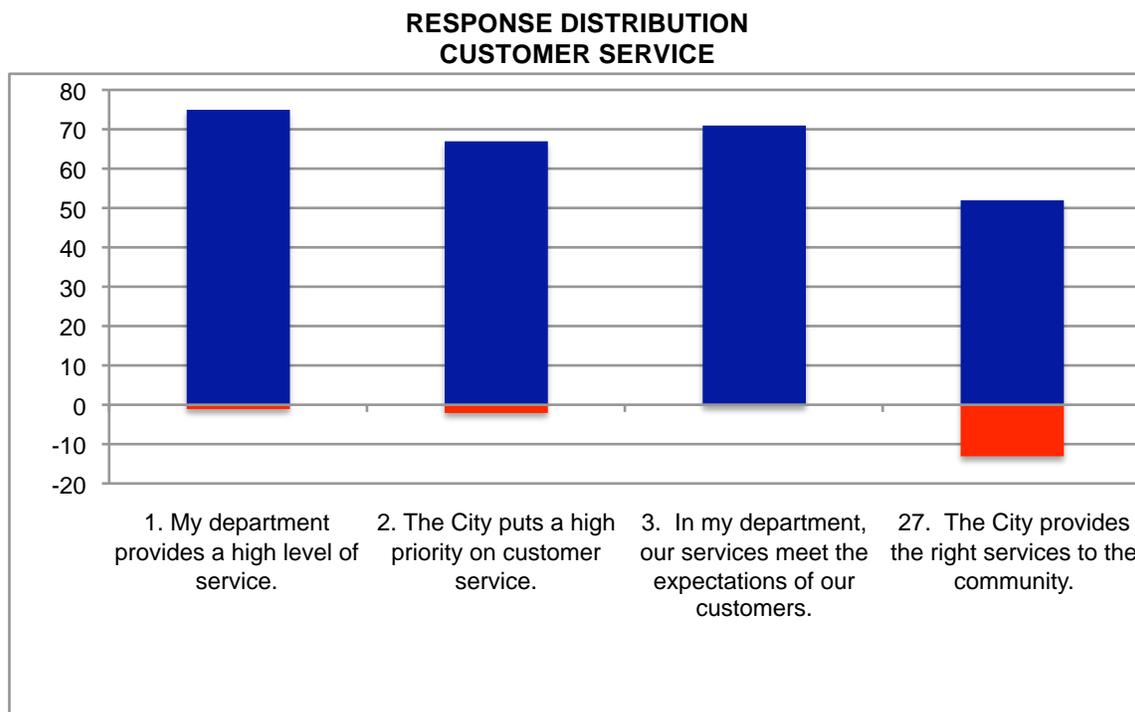
As noted, 84% of responses received were positive (i.e., either 'strongly agree' or 'agree'). The table, below, shows the percentage of positive responses by department.

Department	% of Positive Responses
City Clerk / Treasurer's Office	97%
City Manager's Office	97%
Finance	92%
Fire	85%
Justice Center	100%
Other-Specify	92%
Planning and Development	55%
Police	85%
Public Works	82%
Overall	84%

As shown in the above table, with the exception of the Planning & Development Department, all departments had over 80% positive responses. In the Planning & Development Department, 55% of responses were positive.

1. CUSTOMER SERVICE

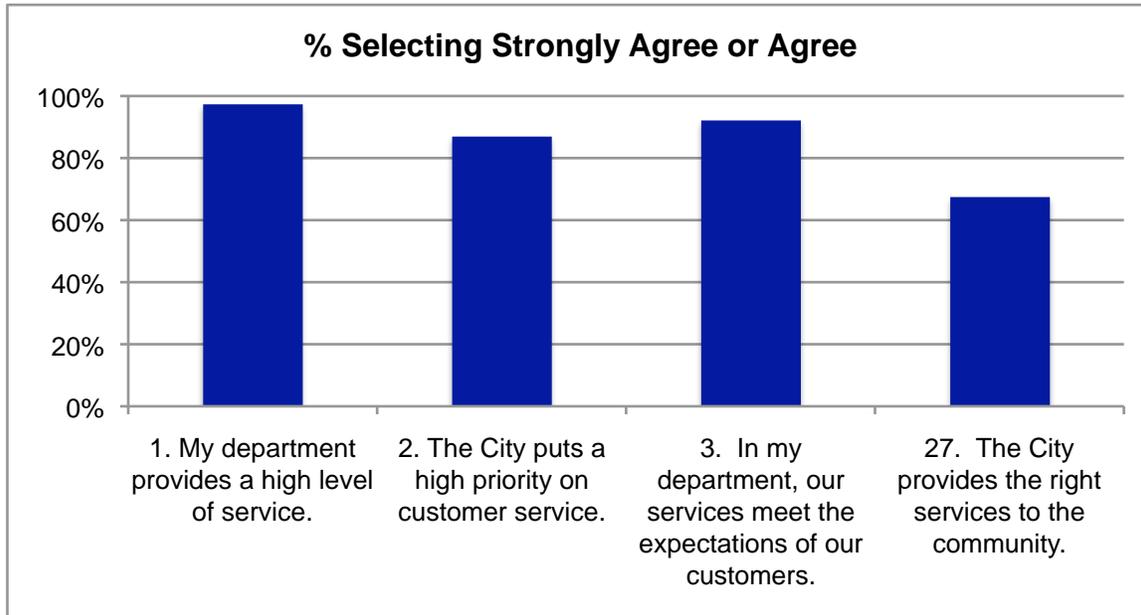
Employees were asked to evaluate statements regarding services provided to the community. The chart, below, presents the response distribution for each statement relating to services.



Overall, employees maintained positive perceptions with respect to the services provided by their department. For the above four statements, 94% of responses were positive (i.e., either ‘strongly agree’ or ‘agree.’). Note that the above chart excludes ‘neutral’ responses. The breakdown of responses by statement is as follows:

- In response to the statement, ‘my department provides a high level of service,’ 97% of respondents selected ‘strongly agree’ or ‘agree.’
- With respect to the statement, ‘the City puts a high priority on customer service,’ 87% of respondents selected ‘strongly agree’ or ‘agree.’
- More respondents, 92% selected ‘strongly agree’ or ‘agree,’ in response to the statement ‘in my department, our services meet the expectations of our customers.’
- Fewer respondents, 68%, selected ‘strongly agree’ or ‘agree’ with respect to the statement: ‘the City provides the right services to the community.’

The chart, below, summarizes by statement the percentage of respondents selecting 'strongly agree' or 'agree' for the statements discussed in the above points.

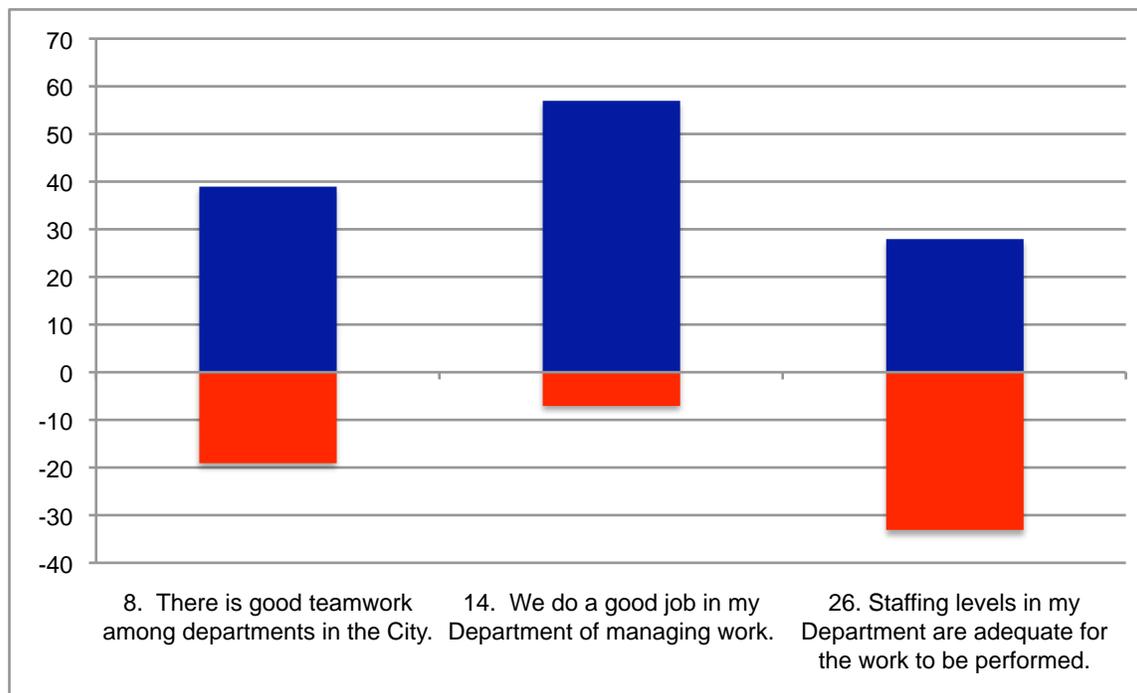


Overall, respondents maintained positive perceptions with respect to the provision of development review services in the City of Montpelier.

2. WORKLOAD

Respondents were asked to evaluate several statements relating to workload. The chart, below, presents the response distribution for each statement relating to workloads in their department.

**RESPONSE DISTRIBUTION
WORKLOAD**



As shown in the above chart, 68% of responses selected ‘strongly agree’ or ‘agree.’ Note that the above chart excludes ‘neutral’ responses. The breakdown of responses by statement is as follows:

- In response to the statement, ‘there is good teamwork among departments in the City,’ 51% selected ‘strongly agree’ or ‘agree.’
- More respondents, 73% of respondents selected ‘strongly agree’ or ‘agree,’ in evaluating the statement: ‘we do a good job in my department of managing work.’
- Significantly fewer respondents, 36%, selected ‘strongly agree’ or ‘agree,’ with respect to the statement ‘staffing levels in my department are adequate for the work to be performed.’

Employees were also asked to select one of four statements that best described their current workload. The chart, below, shows the responses. It should be noted that no responses selected ‘I could easily handle more work

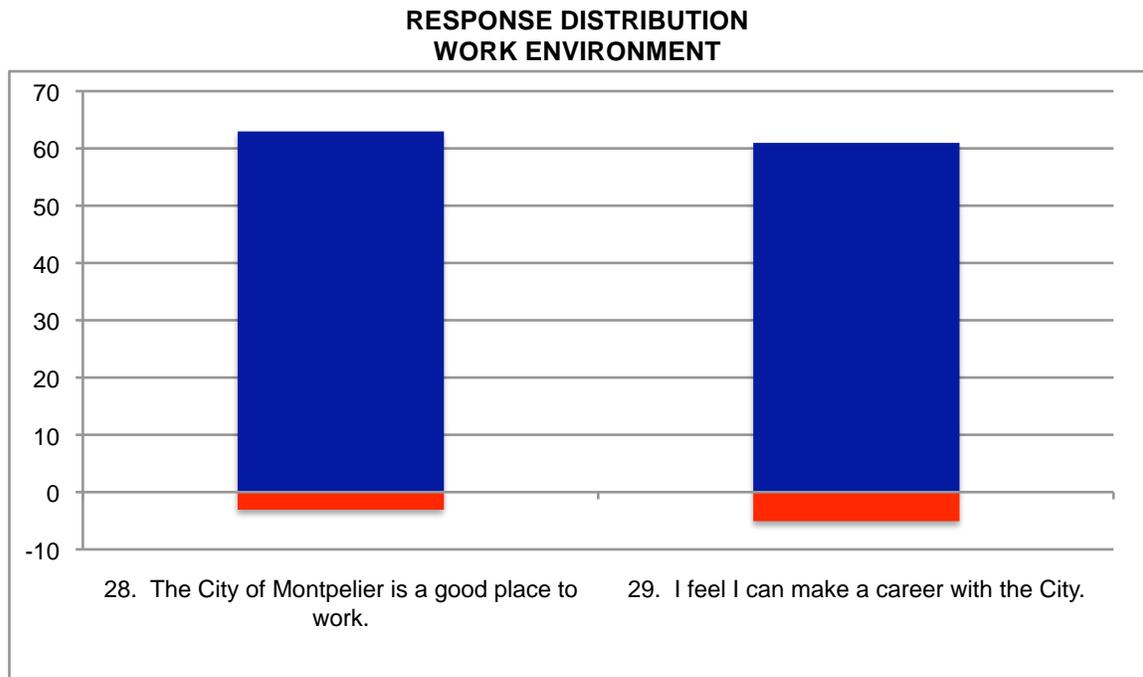
given the time available,' while 60% selected 'I am often busy but can generally keep up.'



Responses indicate that employees perceive their workload as manageable.

3. WORK ENVIRONMENT

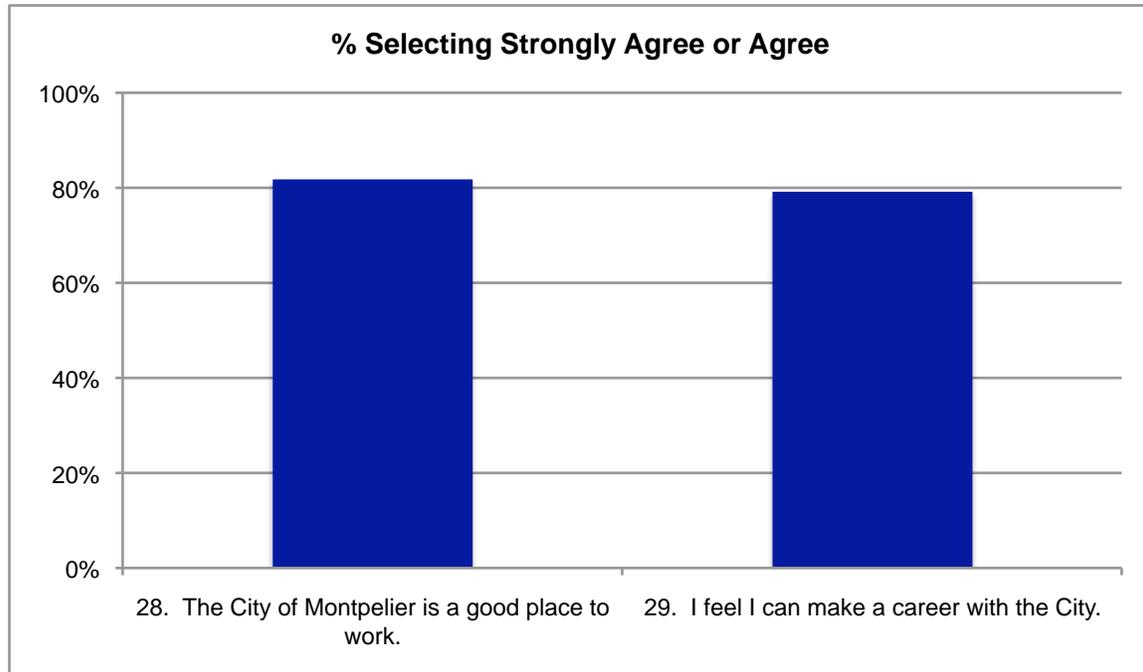
Respondents were asked to evaluate statements regarding their work environment. As shown in the chart below, the majority of responses (89%) were positive with respect to statements about work environment.



The points, which follow, present the results for each statement regarding the general work environment in the respondents departments.

- In response to the statement, 'the City of Montpelier is a good place to work,' 82% of respondents selected 'strongly agree' or 'agree.'
- More respondents, 79%, selected 'strongly agree' or 'agree' with respect to the statement 'I feel I can make a career with the City.'

The chart, below, summarizes by statement the percentage of respondents selecting 'strongly agree' or 'agree' for the statements discussed in the above points.

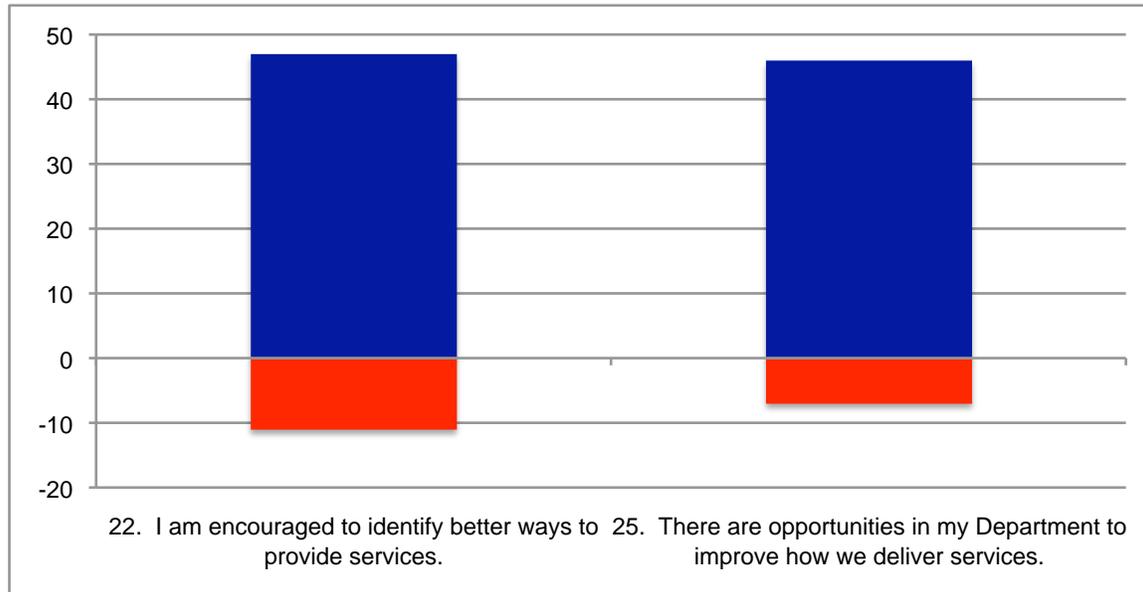


Overall, respondents had positive perceptions regarding general work environment.

4. IMPROVEMENT OPPORTUNITIES

Employees were asked to evaluate statements regarding improvement opportunities within their departments. The chart, below, presents the response distribution for questions relating to improvements.

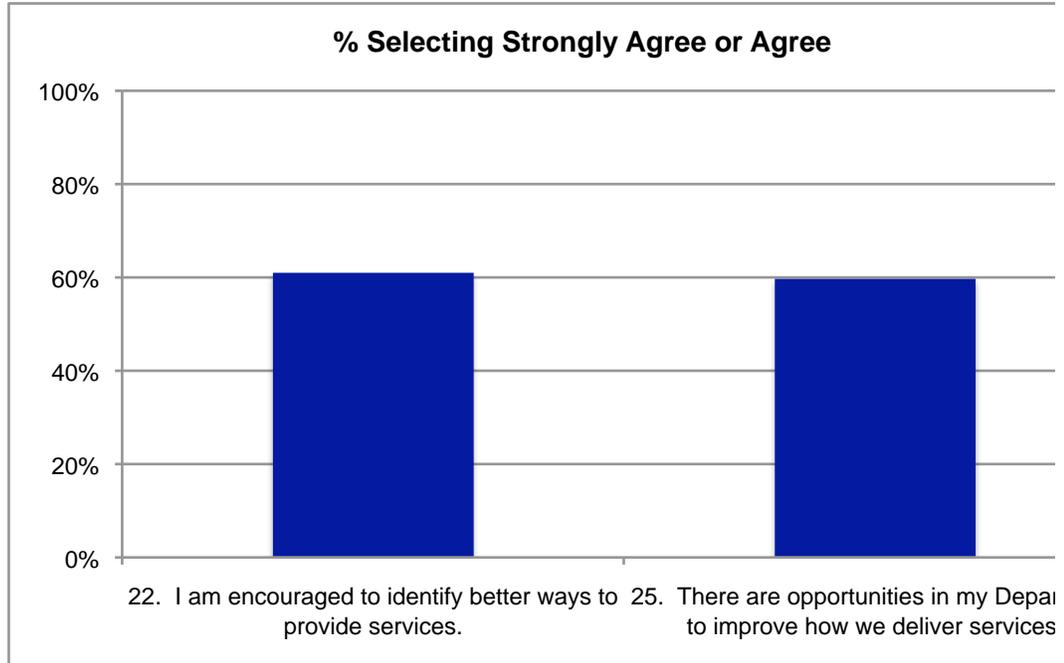
**RESPONSE DISTRIBUTION
IMPROVEMENT OPPORTUNITIES**



For statements regarding improvement opportunities, of those responses that were either positive ('strongly agree' or 'agree') or negative ('strongly disagree' or 'disagree'), 84% of responses were positive. The points, below, present the results for each statement.

- In response to the statement, 'I am encouraged to identify better ways to provide services,' 61% of respondents selected 'strongly agree' or 'agree.'
- Similarly 60% of respondents selected 'strongly agree' or 'agree' in response to the statement, 'there are opportunities in my department to improve how we deliver services.'

The chart, which follows, presents the percentage of respondents selecting 'strongly agree' or 'agree' in response to statements regarding improvements.

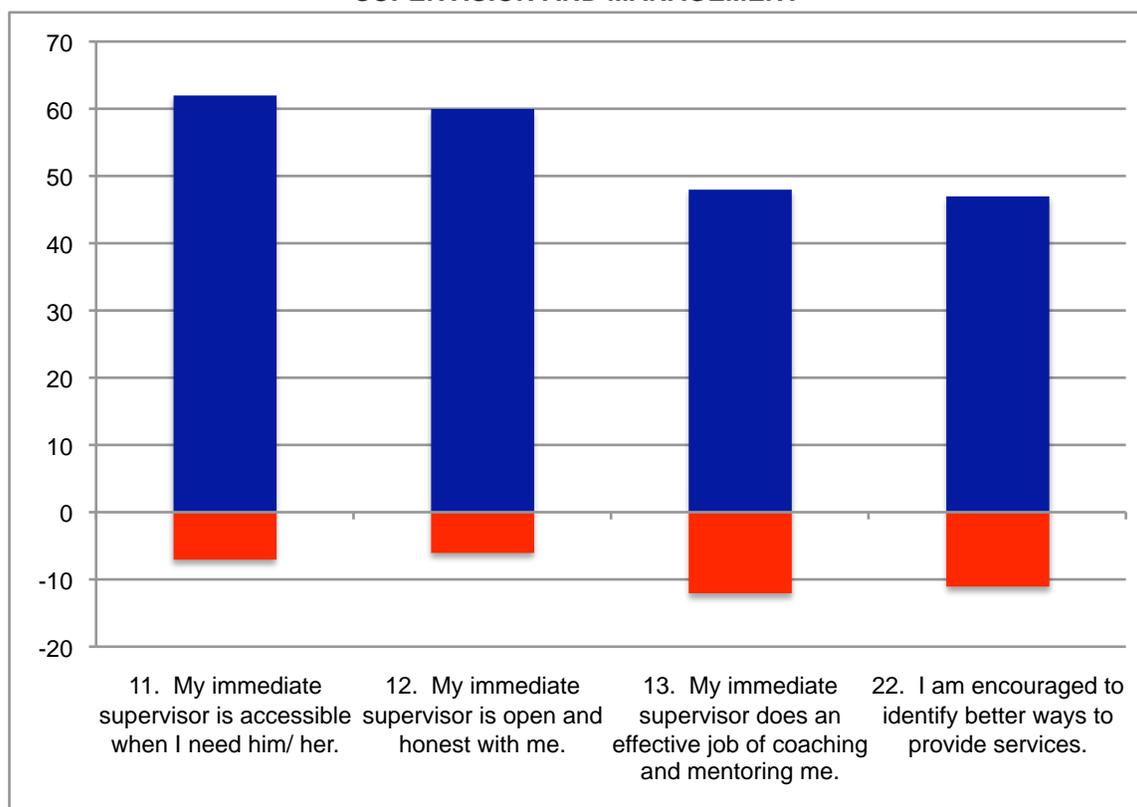


The section, which follows, presents the results for statements regarding management and supervision.

5. SUPERVISION AND MANAGEMENT

Respondents were provided a series of statements regarding supervision and management within their divisions or departments. The chart, below, presents the positive-negative response distribution.

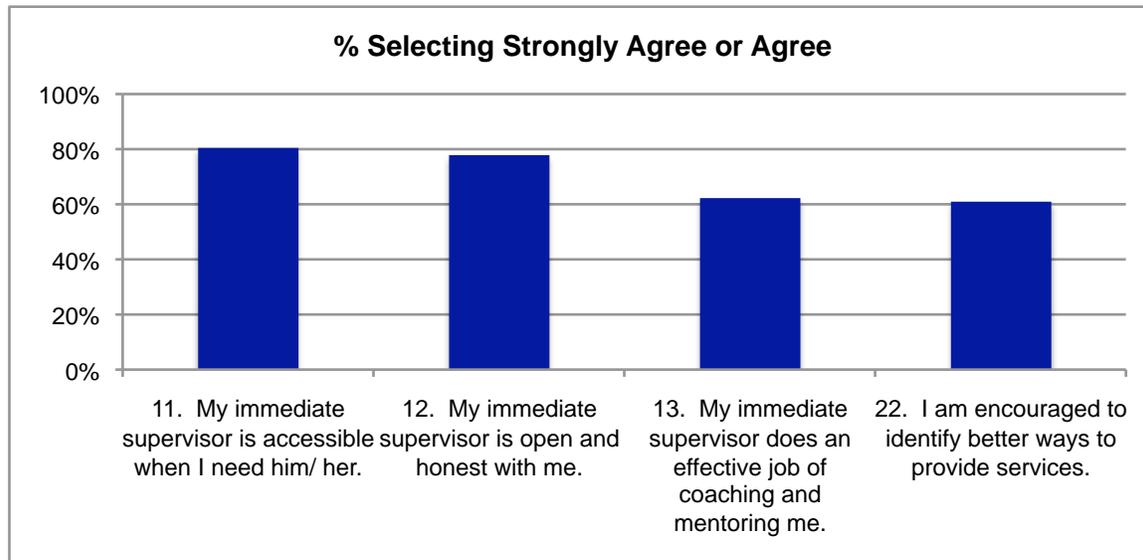
**RESPONSE DISTRIBUTION
SUPERVISION AND MANAGEMENT**



For statements regarding management and supervision, approximately 86% of responses (positive and negative) were positive. The points, which follow, present a discussion of results for each statement.

- In response to the statement, ‘my immediate supervisor is accessible when I need him/her,’ 81% selected ‘strongly agree’ or ‘agree.’
- With respect to the statement, ‘my immediate supervisor is open and honest with me,’ 78% of respondents selected ‘strongly agree’ or ‘agree.’
- When evaluating the statement, ‘my immediate supervisor does an effective job of coaching and mentoring me,’ 62% of respondents selected ‘strongly agree’ or ‘agree.’
- Fewer respondents, 61%, selected ‘strongly agree’ or ‘agree’ in response to the statement ‘I am encouraged to identify better ways to provide services.’

The chart, below, presents the percentage of respondents selecting 'strongly agree' or 'agree.'

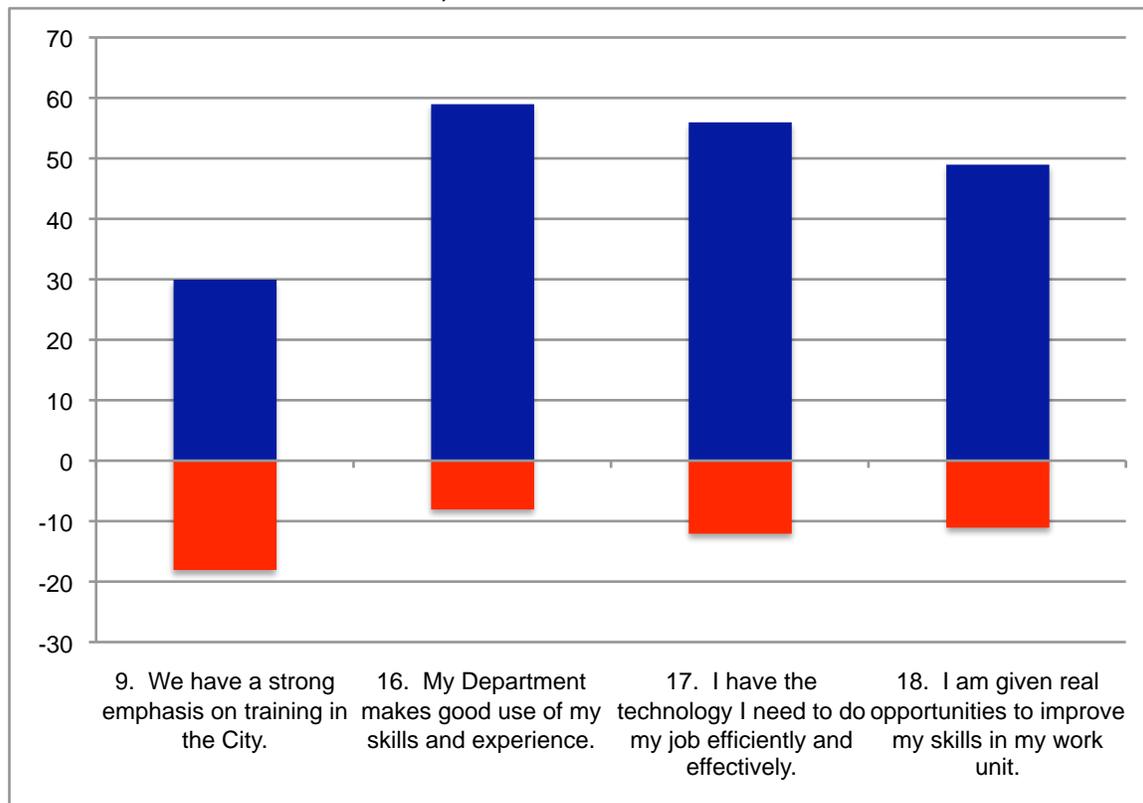


The majority of respondents maintained positive perceptions with respect to aspects of management and supervision.

6. TOOLS, TECHNOLOGY AND TRAINING

The employee survey included various statements regarding the tools, technology and training.. Employees, as with other statements, were asked to evaluate these statements. Overall, of the positive and negative responses, 80% of responses selected were positive. The chart, below, presents the positive-negative response distribution for statements about tools, technology and training.

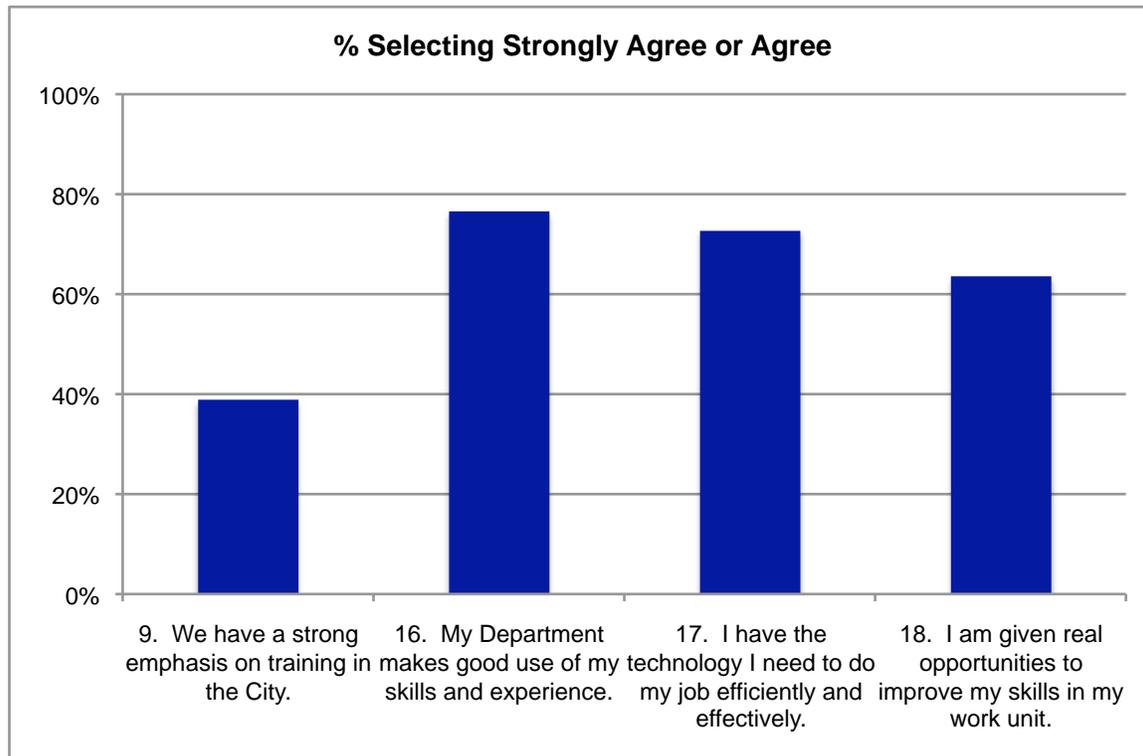
**RESPONSE DISTRIBUTION
 TOOLS, TECHNOLOGY & TRAINING**



The points, which follow, present a summary of the results for each statement relating to tools, technology and training.

- With respect to the statement, ‘we have a strong emphasis on training in the City,’ 39% selected ‘strongly agree’ or ‘agree.’
- In response to the statement, ‘my department makes good use of my skills and experience,’ 77% of respondents selected ‘strongly agree’ or ‘agree.’
- When evaluating the statement, “I have the technology to do my job efficiently and effectively,” 73% selected ‘strongly agree’ or ‘agree.’
- Fewer respondents had positive perceptions with respect to the statement, ‘I am given real opportunities to improve my skills in my work unit,’ 64% of respondents selecting ‘strongly agree’ or ‘agree.’

The chart, which follows, presents the percentage of respondents selecting 'strongly agree' or 'agree' for each statement relating to tools, technology and training.



While respondents generally selected positive responses to most of the statement relating to the tools and technology, responses were less positive.

7. RESPONSE TO OPEN-ENDED QUESTIONS

To conclude the survey, we asked employees a series of open-ended questions to enable them to provide additional input and feedback to the project team. The first question posed asked employees to indicate the 'key strengths of the City.' The following table represents a sample of the comments received in response to each question.

What do you feel are the key strengths of the City?
Dedicated municipal employees.
Customer service focus of the City.
Quality of services provided to the community.
Team environment and ability of departments to work together to provide services to community.
Management team working together to meet common goal of providing high quality services to the community.
Professionalism of municipal employees.
Accessibility of staff.
Creativity with respect to delivery of services.
Forward thinking organization.
Tools, equipment and resources provided to staff to help in the performance of their jobs.
Not an overly bureaucratic municipality.
Great communication within the City and among departments, management and staff.
Excellent benefits.
Citizen support of City government and operations.

The second question posed asked employees to indicate: ‘what are the principal improvement opportunities in the City?’ The following table represents a sample of the comments received in response to each question.

What are the principal opportunities for improvement in the City?
Limited growth opportunities with respect to career advancement.
The need to increase revenues to allow the City to reinvest in its infrastructure.
Encourage employees to accept change within the organization.
Modernize the City’s technology, equipment and information systems.
Improve coordination among departments.
Focus on maintaining and improving City’s infrastructure rather than expanding programs.
Better in-car computer system for the Police Department.

What are the principal opportunities for improvement in the City?
Better implementation of City policies.
More training and cross-training.
Better prioritization of services during lean years.
More inter-departmental relationship-building opportunities.
Improved supervisor training.
Updating budgeting and management practices.
Engaging Unions in supporting a positive work environment.
More consistent, accessible management.

These comments, along with the responses provided to the specific questions asked, provided the project team with useful information and insight regarding employee perspectives on municipal operational practices.